

**A LOOK AT AID FRAGMENTATION IN  
LESOTHO: IMPROVING DONOR  
COORDINATION THROUGH AID MAPPING**

By

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## **Author's Declaration**

I, the undersigned Malea Nichole Martin hereby declare that I am the sole author of this thesis. To the best of my knowledge this thesis contains no material previously published by any other person except where due acknowledge has been made. This thesis contains no materials, which has been accepted as part of the requirement of any other academic degree or non-degree program, in English or any other language.

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## **Abstract**

The increase of the fragmentation of aid delivered by the donor community has progressively risen over the last 40 years as lead donorship has declined. Fragmentation has negative consequences for aid efficiency and can reduce the impact that the donors have on development, as well as hurt the long-term economic development of a recipient country. The aim of this research is to see if aid fragmentation can be reduced through the use of aid data mapping tools to increase coordination, efficiency and transparency between development partners and the state. In order to answer this question, this thesis will focus on the case of the Kingdom of Lesotho, who is among the largest consumer of Official Development Assistance (ODA) in Africa. Lesotho has ratified both the Paris Declaration and endorsed the Accra Agenda for Action in 2008. Both of these agreements have sought to reduce aid fragmentation, made during the High Level Forum on Aid Effectiveness (HLF). However, aid fragmentation has increased by about 8.8% since the first HLF meeting in 2003. Aid mapping as a tool has arisen in recent years as a way to increase information sharing and coordination efforts among the donor community, and reduce the fragmentation of aid. The government of Lesotho has sought to create a centralized system to consolidate data on ODA and other flows into Lesotho with the creation of the Public Sector Investment Database for Lesotho (PSID). This thesis seeks to evaluate to what extent the PSID system has helped development partners improve their coordination efforts, and if other countries in the region would benefit from the implementation of a similar system. In order to gain insight into development actors' perspectives on the PSID system, Skype and phone interviews were conducted within a year of the introduction of the tool. The interviews conducted revealed that there is a knowledge gap between the government and development partners. At the time of the interviews, the majority of local development actors were unaware that the PSID system was in place. However, as the PSID system is still in its infancy, it is expected that with the increase of awareness and trainings on the use of the PSID system, development partners will increasingly use this tool in the future to consolidate data and increase coordination efforts. The thesis concludes with policy recommendations for improvements in the future.

**Keywords:** Aid Fragmentation, Aid Coordination, Lesotho, Aid Mapping, Development Data Collection, High Level Forum of Aid Effectiveness

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## **List of Abbreviations**

AMP--Aid Management Platform

DAC--Development Assistance Committee

DCPP--Development Cooperation Partnership Policy

GIS--Geographical Information Systems

GoL--Government of Lesotho

HLF--High Level Forum on Aid Effectiveness

INGO--International Non-Governmental Organization

MDP--Ministry of Development Planning

MOF--Ministry of Finance

NSDP--National Strategic Development Plan

NGO--Non-Governmental Organization

ODA--Official Development Assistance

OECD--Organization for Economic Co-operation and Development



PSID --Public Sector Investment Database for Lesotho

SIDA-- Swedish International Development Cooperation Agency

UNDP--United Nations Development Programme

USAID--United States Agency for International Development

## 1. Introduction

Since the 1990s, the number of donor organizations has risen dramatically and has caused concern over the effectiveness of aid delivery, as fragmentation of aid has negative consequences for aid efficiency (Steinwand 2015, 443). On average, a developing country received aid from less than two donors in 1960 and from more than 28 in 2006 (Han & Koenig-Archibugi 2015, 344). This has led to the fragmentation of aid, when there are too many donors carrying out small amounts of projects in many different areas. This can arise to a situation where all aid agencies try to address the same problems without coordinating efforts to work towards a common goal. Adding to this issue is an overlap of non-governmental organizations (NGOs) in the same field, where there may not be established channels between the government and aid agencies to report on projects. This can lead to an information gap between the government and aid agencies, which may not report their projects to the recipient countries government. This may have detrimental long-term effects on the development of a community, as donor's practices may not align well with the national development priorities.

The concept of aid coordination in the development field is not new, but has gained recent traction as the result of first High Level Forum on Aid Effectiveness (HLF) in 2003 where the Rome Declaration on Harmonization was created and sought to “harmonize the operational policies, procedures, and practices of our institutions with those of our partner country systems to improve the effectiveness and reduce duplicatory missions of development assistance” (OECD 2003,10). This was later followed by the better known Paris Declaration of Aid Effectives in 2005, which introduced a joint set of 5 goals to increase the effectiveness of aid, which include: recipient countries ownership, donor countries alignment of objectives with recipient country, harmonization of coordination

efforts and information sharing, followed by results and mutual accountability which focuses on measuring the success of the first three objectives, with target goals in place to be measured through monitoring the progress of individual countries to ensure that both donors and recipients are accountable to their commitments to increase aid effectiveness (OECD 2005, 1)

One of the key features of the Paris Declaration is the prominence of harmonization that “aid is provided through harmonized programs coordinated among donors” (OECD 2005, 2). In order to reduce the fragmentation of aid delivery, the donor community has been increasing efforts to design their individual development frameworks to align with those of the recipient countries’ development priorities. However, aid fragmentation has actually increased by about 8.8% since the Rome Declaration on Harmonization in 2003 (OECD 2011, 14).

One solution to this problem is to increase investment in coordination efforts, which include increasing the capacity of recipient countries’ governments to handle the inflow of data that should arise as recipient countries work towards achieving ownership in setting their own objectives in determining what development goals their individual countries wish to achieve. In recent years technological advancements have allowed for the emergence of aid mapping tools that many in the development field have looked to as a solution to increase coordination efforts with the objective of reducing the fragmentation of aid. In order to further research this topic, this thesis seeks to answer the question:

**Can aid fragmentation be reduced through the use of aid data mapping tools to increase coordination, efficiency and transparency between development partners and the state?**

This question will be looked through the context of a case study of Lesotho where aid-mapping tools which has recently been introduced in 2015. This research aims to look at why the Lesotho government sought data aid-mapping tool to consolidate and improve the coordination of data, followed by how this tool is currently being used by actors in the development field. In order to gain context to answer this question, we must first gain some background information on the current challenges of aid coordination efforts in Lesotho. After explaining the current challenges, this will be followed by looking at to what extent the aid community in Lesotho is not only informed about the PSID data management system but if and how the aid community is currently using this tool.

### ***1.2 Aid Mapping as a Tool: Who's Doing What Where?***

The increase in aid organizations in the development field has put significant pressure on recipient countries, as they have limited resources to not only cater to the needs of the donors, such as inquires, reporting, meetings, but also to assure that the aid programs in place are being reported in order to meet country target goals. Because of the dramatic increase of actors in the development field, a structural disconnect between supply and demand has arisen because the areas that aid agencies are focusing on may not reflect the recipient countries' priorities or leave gaps in which more remote areas of a country may not have access to the services or projects aid agencies provide, whereas in other areas there may be an overlap of aid agencies working in the same field. This situation has helped contribute to the increase in aid fragmentation. A previous thesis on aid mapping in Malawi notably stated that information sharing, comprised of both availability and accessibility of information, is imperative to the success of coordination (Schober 2013, 10). Creating a system where the government and various development actors can routinely upload data on past and present projects to see which organizations are working where and on which types of projects would not only make sure that aid agencies are working to meet recipient countries' development

objectives, but would also work to increase coordination among development actors as they could use the data to coordinate future efforts in working towards the objectives of the Paris Declaration.

Aid mapping as a tool is still a relatively new concept. Scholars such as Fengler and Kharas (2011) have argued that 21<sup>st</sup> century aid needs to leverage knowledge to evaluate programs, identify success and increase coordination through reporting (Fengler and Kharas 2011, 5). This tool was first implemented by the World Bank in 2010, under the Mapping for Result initiative with the objective of “helping policy makers and civil society groups visualize the distribution of projects, identify beneficiaries and monitor results on development outcomes” (Giggler 2011). The Mapping for Results project has since expanded to 144 countries, and provides the geographic information of World Bank financed projects. This initial project was well received by the international donor community and has since been the influence for many mapping projects, such as initiatives from organizations like AidData, MapAction, African Development Bank Group, and Linpico. Smaller organizations have arisen in the NGO community who have also responded by creating their own mapping databases to track their projects. While having individual organizations such as Letsema in Lesotho create mechanisms to track their projects can be useful to the organizations themselves, a problem that may arise is that this method does not allow for the exchange of data between the many actors involved in development in each country.

As aid mapping has increasingly become a popular tool around the world, the Kingdom of Lesotho sought to create a data management tool which would be designed to improve efficiency and coordination of the efforts made by the Ministry of Development Planning (MDP) with the aim of tracking the external projects funded by the donor community in Lesotho (Synergy 2014,3). In September 2014, Linpico was awarded and began

implementing the EU funded “Support to the Management and Coordination of Development Cooperation in Lesotho”, which included the creation of the Public Sector Investment Database (PSID), with the financial support for the purchasing of data management software by the United Nations Development Programme (UNDP). The creation of the PSID system was in recognition from the government of Lesotho that an effective tool was needed in order to manage the aid flows into Lesotho to increase harmonization and transparency (Synergy 2014, 3).

The PSID program was launched in late 2014, with the objective of consolidating external aid information and to permit improvement of aid management by providing real-time and up-to-date information on Official Development Assistance (ODA) flows (Mokela 2015,7). The PSID system is maintained by the MDP, and allows donors to input their most up to date data reflecting their current projects. There is also a public portal, where individuals can look to see recent projects or major donors to Lesotho. As the MDP have noted, if the massive influx of aid that a recipient country receives is not monitored and managed properly at the recipient country level, then this can have effects on the practices and quality of public spending and can in the end do more harm than good (Mokela 2015,6). In order to strengthen aid management and to avoid any negative effects that may arise when aid is not monitored and managed properly, the Government of Lesotho (GoL) is working towards an improved system of consolidate data collection to assure that the current donor projects align with the objectives of the National Strategic Development Plan (NSDP).

### ***1.3 Research Overview***

The international donor community has recently begun to look at new technologies such as Geographical Information Systems (GIS) as a way to better coordinate and map the distribution of aid. Aid mapping is a vital tool for recipient countries to monitor aid flows to

capture, store, analyze and manage various types of data to increase the coordination of aid and to assure in country aid is working to meet recipient countries' development goals. This in turn could also be used by donors to increase communication and partnership to not only identify overlap that may have been previously unknown but also to recognize gaps in aid distribution that could be addressed in the future. The development community must work together with recipient countries to find ways to coordinate their efforts in a strategic way that is driven to maximize the benefits of the limited resources at hand. The aim of aid mapping is to enable the government and development partners to analyze aid flows, which can help facilitate the planning process, mobilize resources where they may be gaps in the distribution of aid, and create increased transparency and accountability.

This thesis will focus on the case of Lesotho with the objective to give an overview of the current state of donor coordination and aid mapping that has occurred since the Government of Lesotho has increasingly sought to coordinate development efforts in 2014 through the Development Cooperation Partnership Policy (DCPP), and the recent release of the Public Sector Investment Database of Lesotho. Although the findings of this research will be focused on Lesotho, this thesis helps contribute to the current literature on reducing aid fragmentation through aid coordination and helps look at how aid mapping has arisen as a new tool to promote coordination in the development community. Upon extensive research, this author has found that there is currently very limited literature on the topic of aid mapping, and the actual implementation of mapping as a tool to improve the coordination of aid. The findings of this research will contribute to the field of aid coordination and aid mapping and can be applicable in the future when looking at how other developing countries have gone about working to achieve the objectives of the Paris Declaration on Aid Effectiveness.

Lesotho is highly dependent on external aid and is among the largest consumer of ODA in Africa, totaling \$343 million in 2003 (Mokela 2015,5). Making the country an ideal case study example to look at the how aid mapping can impact the reduction of the fragmentation of aid, not only in Lesotho but also throughout the region. As the Government of Lesotho has only recently begun to look at development cooperation and the reduction of fragmentation of ODA flows into the country, this research contributes a vital look at how information sharing between development actors can increase aid coordination. While there is a solid foundation of literature and theory on improving the delivery of aid through coordination, there is also a lack of literature on using new technology such as aid mapping as a tool to increase information sharing. The case of aid fragmentation in Lesotho has not been extensively researched, so in looking at how aid fragmentation in the country can be reduced through systems such as the PSID program expands upon the limited literature out there. As the literature on using GIS systems to improve coordination suggest, there are obvious benefits in inter-organizational cooperation through GIS in terms of efficiency and effectiveness that can be derived from the sharing of geographic information both within an organization and between organizations (Pinto 1999, 455). The findings of this research will contribute further to the field of aid fragmentation reduction through increased coordination with the use of data management tools.

As the PSID data management tool has only recently been released and is still in its early phases, this thesis seeks to analyze the reasons why the mapping tool came about in the first point, how the government hopes to use the tool, and how actors in the field currently view the governments initiative to create a consolidate data collection tool. Through a series of interviews ranging from government officials, local and international NGOs and aid mapping contractors, the interviews provided a unique look into different perspectives on the current challenges that aid coordination in Lesotho is facing. This research aims to observe the



current progress of the PSID platform, and provide recommendations to those involved in the PSID project to ensure the success of the aid-mapping tool.

Currently, there are many advocates in the development field who see aid mapping as the next big thing in aid coordination, but the question remains if aid fragmentation can be reduced through the use of aid data mapping tools. However, there are a number of actors in the field who believe in the potential of data collection and aid mapping such as Development Gateway and Linpico, who work around the world creating aid management platforms. This research can service as a resource to help those in this field understand the potential shortcomings of this tool, and work to improve these in the future. This research may also help the Lesotho Ministry of Development Planning by providing policy recommendation in hopes that the current information exchange gaps between the creation of the aid-mapping tool and the implementation of it can be corrected.

This thesis is divided among five chapters. The second chapter to follow contains a review of the relevant literature for this subject. The third chapter will explain the methodology of this research, including the interview process. The fourth chapter seeks to analyze this topic and will explain the background information that is relevant to the case study of Lesotho, including the current climate of aid coordination in Lesotho along with how those currently in the field in Lesotho view the current initiatives. The final chapter will emphasize the main findings of this research, and will be followed by observations and recommendations made to assist Basotho policy makers and those in charge of the aid-mapping tool.

## 2. Literature Review

This chapter will look at the current literature pertaining to aid fragmentation and coordination, and will create a foundation to further analyze the question if aid fragmentation can be reduced through the use of aid data mapping tools. We will first take a look at the decline of lead donorship, which over the years has decreased at the rates of fragmented aid has increased, which can be contributed to the changing political landscape in which new donors have arisen from civil society organizations to international foundations. We will then turn our attention to the current literature on donor fragmentation and the increasingly complex aid structure that has emerged as the flow of aid has changed profoundly over time. Next, the issue of completion or coordination will be discussed, as there is a wide gap between the rhetoric of political declarations and what is actually happening on the ground in recipient countries. The last two sections will discuss the emergence of aid mapping technology which has been increasingly look at as a means to increase information accessibility in order to increase coordination and effectiveness of aid.

### 2.1 The Decline of Lead Donorship

Over the past 40 years, lead donorship has decreased as donor fragmentation has increased. Lead donorship has previously been on the bases of long lasting exclusive relationships between one donor country and a recipient country, in which the donor continuously acts as the largest provider of foreign aid (Steinwand 2015,445). For example, the British influence and long standing ties over much of Southern Africa is a prime example of lead donorship based on historical ties. While for some, the thought of a lead donor brings in the image of patronage and past Western colonization, for others lead donorship remains as a viable option in reducing the increased fragmentation of aid that has happened in recent years as lead donorship has been in long term decline, on par to increased actors in the field.

In the early 2000s, around 20 percent of recipient countries still had a lead donor (Steinwand 2015,445). While this relationship can last for decades, with the changing political landscape over the last few centuries, the traditional sources of development aid have since expanded from lead donors to Development Assistance Committee (DAC) donors, to more recently, emerging countries that have become donor, international foundations, civil society organizations, and private financial players that have contributed in the furthering of the fragmentation of aid.

Although there has surprisingly been little research done on lead donorship in relation to increased fragmentation, Steinwand found that since the 1970s, there has been a steady decline of lead donorship, with a historic low of 17.8 percent in 2006 (Steinwand 2015,446). However, despite the overall decline of lead donorship, this position can still be seen as maintaining the status of lead donor can have major benefits for the donor country such as political or strategic interest in a recipient country. Donor countries may base their support upon the benefits they may receive such as gaining support from the recipient countries' political powers or having invested economic interest. Scholars have also raised the point that the lack of coordination and increased competition has arisen because of the absence of a lead donor in recipient countries (Steinwand 2015,443). The dominance of a lead donor is perhaps a solution in reducing fragmentation, as the position of lead donorship may help increase the coordination of aid and influence the behavior of other donors, ultimately benefiting the development impact of the recipient country.

### **2.1.1 Donor Fragmentation & the Complex Aid Structure**

The literature on aid fragmentation recognizes that the fragmentation of aid delivery is an important problem that the international community is currently seeking to address through increasing the knowledge of who is doing what, where and highlighting the

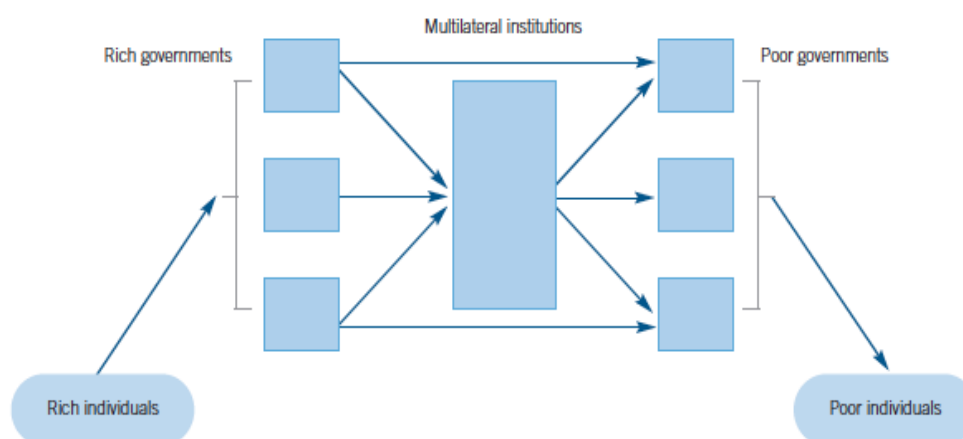
importance of country ownership. Fragmentation is understood by many in the development field as “too many donors, working in too many countries, on too many projects, through too many channels, using too many contractors” (Molenaers 2012, 381). Aid fragmentation is associated with lower bureaucratic quality among countries receiving substantial amounts of aid, thus the fragmentation of aid makes it less effective in terms of long-term impact on the economic growth of a country (Anderson 2012, 799). Fragmentation has negative consequences for aid efficiency and can reduce the impact that donors have on development, as well as hurt the long-term economic improvement of a recipient country.

Donor fragmentation of aid has significant effects on the economic development and government institutions in a developing country as well. The growth performance of a country also suffers as a result of the duplication of aid programs and can create additional administrative burden for the government, who are suppose to keep track of the various organizations and projects going on in their country (Steinwand 2015, 443). For example Han and Koenig-Archibugi found that in 2004 the Tanzanian government had to prepare around 2,000 reports of different kinds for donors and received more than 1,000 donor delegation in a one year period (Han and Koenig-Archibugi 2015, 344). The increase in transaction and administrative cost that the fragmentation of aid has on both the donor and recipient have been found to further decrease the effectiveness of aid in a country with many donors (Knack, Rahman 2006, 176). The fact that fragmentation is a hindrance to development is evident because there has been an increase in the amount of donors in the field, which has doubled in the last 50 years. A survey from the OECD found that traditional donors reportedly had 10,453 missions in 34 countries in 2005, which is an average of more than 300 per country or 1 mission every 1.2 days (Brainard, LaFleur 2010, 21). While the amount of new projects and increase in donor spending has skyrocketed, the average project cost has shrunk drastically from \$2,970,000 in 1996 to \$1,350,000 in 2008 (Fengler, Kharas

2001, 4). Although the exact number of projects delivered by donors remains unknown, the decrease in project cost can be contributed to an increase in actors delivering many small projects, rather than larger ones, which had typically been the case before the fragmentation of aid had increased.

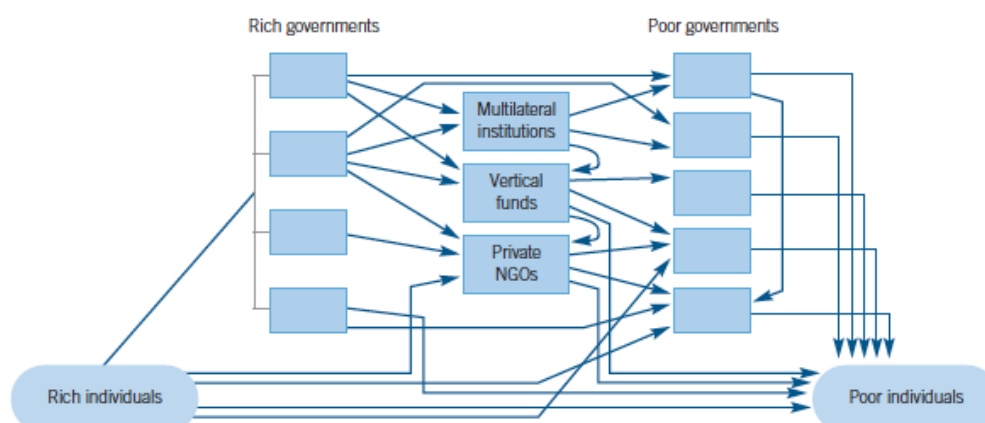
As we can see below in Figure 1, the flow of aid has changed profoundly over the last decades, which can be connected to the decline of lead donors as described above. Previously, taxpayers in rich countries provided money to their governments to channel directly through bilateral or multilateral aid projects. However, the flow pattern has changed, as international NGOs, philanthropist, foundations, and private corporations have funneled in a significant volume of aid, which is shown in Figure 2 (Fengler, Kharas 2001, 4). The increase in smaller project and the change in aid flows due to the rise of many development actors in the field have both been contributors to the fragmentation of aid.

**Figure 1: The Old Reality of Aid Distribution**



*Source: Fengler and Kharas, 2010*

**Figure 2: The New Reality of Aid Distribution**



*Source: Fengler and Kharas, 2010*

Because of the negative consequences associated with aid fragmentation, the donor community has pledged to rectify the situation through the High Level Fora on Aid Effectives with such agreements as the Accra Agenda for Action, which in part states “We will reduce the fragmentation of aid by improving the complementarity of donors efforts and the division of labor among donors including through improved allocation of resources within sectors, within countries, and across countries” (OECD,2008). However, the issue of aid fragmentation is incredibly complex, and although international agreements have arisen as supporting mechanisms in reconstructing the delivery of aid, as we will see from below, the fragmentation of aid is a multi-dimensional problem, where the issue of competition or coordination may arise between organizations, no matter the preexisting agreements in place made by many in the international community.

### **2.1.2 Competition or Coordination?**

Despite the international community’s efforts to increase coordination, a study by Aldasoro, Nunnenkamp and Thiele (2011) found that there is a wide gap between the rhetoric

of political declarations and the donors actual aid allocation. Few donors have actually sought to specialize, and increasing coordination efforts have remained elusive (Aldasoro, Nunnenkamp and Thiele 2009, 920). A study on aid fragmentation and donor cost determined that if donors sought to increase specialization of the distribution of aid, the estimated reduction in transaction costs would be between \$1.4 billion and \$2.5 billion, or a reduction between 25 to 44% of their current levels (Anderson 2012, 799). When it comes to actually coordinating aid objectives and increasing specialization, we can see that donors who have aligned incentives such as caring about the development outcomes of a country may then exhibit classic public good properties and work to coordinate their projects in order to work for a common objective. On the other hand, if a donor use aid to further their own goals instead of working towards a common objective, this can turn into private goods characteristics in which a donor works towards their own self interest (Steinwand 2015,448). This in turn can result in donors funding projects that best suits the needs of their individual organizations' goals instead of thinking about what may best benefit the recipient country such as providing support or training for recipient countries budget support (Han 2015, 344).

This sense of completion is not surprising, as aid agencies feel pressure to succeed. The absence of a lead donor actually increases the competition in the delivery of aid, as actors in the field feel the pressure to achieve results and meet their organizations individual target goals in order to continue receiving funding, as their livelihood depends on the results of the success of their projects. The presence of a lead donor or the rise of a centralized unit to organize the distribution of aid can help to increase coordination between donors, and can reduce donor fragmentation. As Steinwand finds that lead donorship is in long-term decline whereas uncoordinated competitive behavior is on the rise (Steinwand 2015,448). Other scholars such as Knack (2012) have noted that there are important benefits from concentrating aid among fewer donors to decrease the fragmentation of aid. In addition to the

reduction in transaction cost being less if there are fewer donors who increase their specialization, the responsibility for development outcomes is less diffused so donors are less likely to keep practices that undermine the effectiveness of aid and look towards others that work towards meeting their development objectives (Knack 2012, 63).

### **2.1.3 Information Accessibility to Increase Effectiveness**

As has been shown above, all donors are supposed to promote partner country ownership, harmonize their efforts with other donors, and align themselves to the recipient countries development priorities, (Sjostedt 2013, 142). However, while many actors in development may recognize the importance of these objectives, the additional cost associated with reporting and sharing of knowledge of current and planned development projects may prevent them from taking the initiative to do so. As technology has increased in the last years, the feasibility of creating a tool that would be able to show the geographical location of all programs within a single country has become a reality. Fengler and Kharas argue that 21<sup>st</sup> century aid needs to leverage knowledge to evaluate programs, identify success and increase coordination through reporting, which would increase information openness and decentralization of coordination efforts (Fengler and Kharas 2011, 5). By increasing the accessibility to information through the improvement of information sharing through data management, the money that is intended to help those in developing countries will reach them in a more efficient and transparent manner, which will help deliver greater development results (Fengler and Kharas 2011, 5). The donor community will be more likely to provide the government with data on their projects if they see that the recipient country is investing in a consolidated systems that all donors can benefit from.



### 2.1.4 Information Sharing through Geographical Information Systems

In order to increase the usage of information shared so donors and recipients have a clear picture to assess the aid landscape, there must be an increase in data provided to the government. Many donors are eager to improve on the quality and openness of the data they publish on their own website, but this has led to limited accessibility to the data, and is not practical when trying to gather data from the many partners that are involved in aid in a particular country. In fact the 2016 Aid Transparency Index found that the quality of most donors' data is still not good enough for it to be used by other stakeholders (Aid Transparency Index 2016, 6). A solution to this issue is for recipient countries to create a consolidate database that would be accessible to all stakeholders. Fengler and Kharas (2011) recommend that recipient countries have a single-window approach to aid regulation, which would be most effective in reducing the confusion and inefficiency that the current system of aid delivery has. First, recipient countries should be the source of reliable information about all planned and ongoing projects in the country ranging from projects financed by the government and by both public and private foreign donors. Second, the system should be able to compile and analyze the data so that the donor community can be aware of not only overlaps in aid distribution, but also gaps that may have previously been unknown. Third, the government should have minimum standards on required reporting to ensure that development partners are aligning their objectives with the government's objectives (Fengler and Kharas 2011, 6).

In doing so, a coordinated systems and databases promise to stimulate inter-organizational cooperation and collaboration and can result in better use of information for management and strategic decision-making (Pinto, 1999). Geographical Information Systems (GIS) is a system designed to capture, store, analyze and manage data. In using digital

mapping systems to gather and pinpoint the location of aid activities, the recipient government and donor alike can use this information to improve their coordination efforts for future activities that can increase the transparency of information and facilitate greater citizen participation. Data sharing has increasingly become more valuable as donor agencies such as Swedish International Development Cooperation Agency (SIDA) and the United States Agency for International Development (USAID) have sought to increase data sharing through ventures such as the Open Aid Partnership, where donors can share their data to create joint maps for better aid coordination (Gigler 2011). If recipient governments also created similar databases to capture and store development data, under the government's initiatives to increase country ownership on projects, partners would feel pressure to follow suite.

## ***2.2 Theoretical Summary***

This literature review has sought to give an overview of the current debate among scholars on the range of issues surrounding aid fragmentation. The decline of lead donorship has led to a climate of increased actors in the field that have arguably attributed to an increase in the fragmentation of aid. In recent years the flow of aid has become an increasingly complex structure where development partners on the ground have been pressured from policy makers above to increase coordination efforts with other organizations on the ground, without taking into account donors may feel competition from other actors in the field. As we have said this sentiment is easier said than done. Through new technology such as aid mapping, the international community has sought to meet their objectives to decrease the fragmentation of aid and increase information accessibility in order to increase coordination and effectiveness of aid.

### 3. Methodology

This study looks at the case of Lesotho, one of the largest consumers of ODA in Africa, totaling \$343 million in 2003 (Mokela 2015,5). This fact makes Lesotho an ideal case study example to look at how aid mapping can impact the reduction of the fragmentation of aid.<sup>1</sup> Researching the topic of aid fragmentation in Lesotho has come at a timely manner as in the last few years as aid coordination has become a very popular topic of debate among those in the development community. As the implementation of aid mapping is still a very new concept in Lesotho, and there was limited information publically available pertaining to aid flow and mapping in Lesotho. Desk research was conducted to search for academic articles on this topic along with publically available international agreements, and Government of Lesotho documents on the current data management tools and aid flow studies made available by the government.

In order to gather the opinions and experiences of actors in the field, the interview method was selected as it was determined the best method to gather first hand experiences, because through interviews we can learn what people perceived and how they interpreted their perceptions and experiences (Weiss, 1994, 2). The empirical evidence for the thesis was gathered from interviews conducted via Skype or phone from May 1<sup>st</sup> 2016 to May 20<sup>th</sup> 2016. Semi-structured interviews were selected as the best option to obtain the opinions of those currently working in the field of development and data management. The sample of interviews was selected through the authors connections to Lesotho, which created a snowball effect where the author connections generated additional introductions to those working on the ground in Lesotho. Although around 25 people from organizations in Lesotho

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<sup>1</sup> The case selection of Lesotho has also been influenced by the first-hand experience of the author while living in Lesotho from 2013 to 2015. During this period, the author observed the missing link between aid organizations agenda versus implementation and distribution of aid at the grassroots level. Organizations on the ground would not know what other aid agencies in the field were doing, and there was not a major incentive in the donor community to coordinate efforts in order to reduce overlap and increase the effectiveness of aid delivery.

were contacted for interviews, 9 individuals responded to request and were interviewed for this thesis.

The interviews were conducted using a set list of question (see Appendix B) to try and ascertain the experiences of development partners, government officials, and data collection partners to determine the current climate and experiences of those in the field. In person interviews would have been ideal for this thesis, but due to the time constraints and distance, interviews were conducted via Skype and phone. Those interviewed worked for a range of organization, including international non-governmental organizations (INGOs), local NGOs, government officials from the Lesotho Ministry of Development and Planning, and a variety of actors from aid data management platforms involved with data management throughout Africa. These interviews were conducted with the objective of understanding the different points of views that those involved in aid flows in Lesotho have experienced. The data was analyzed to assess the implementation of the aid mapping tool and to see to what extent the aid community had been informed of the aid mapping tool and are using it as a tool to increase coordination efforts.

### ***3.1 Limitations***

Interviewing both Western and local actors currently working in Lesotho provided a mix of responses. Not being in person to interview provided a different experience, as in person interviews may provide a different flow to the interview process. Depending on the position of those being interviewed, the responses obtained varied and some interactions felt cushioned in the sense that the interviewees wanted to only give positive responses to the questions asked. On the other hand, many of the INGOs and NGOs interviewed, were free in their responses, especially in relation to data collection and aid mapping tools. While the information derived from interviews did provide more questions than answers in many sense,

the interviews did help derive important information on aid fragmentation and aid mapping as a tool.

### **3.2 Reliability**

Reliability is the ability to be relied on for accuracy and honesty. In references to the interviews conducted, those who responded to interview inquiries were more willing to talk about their opinions on donor coordination as opposed to those who did not respond to interview request. This fact itself can lead to interviewing those who are more prone to talk about their experiences versus those who may have contributions to the topic, but do not wish to be interviewed. Those interviewed were a mix of Basotho and foreigners working in Lesotho. This provided a good mix of various levels of actors and perspectives based on a broad range of spectrum. The Basotho interviewed were especially keen to make a good impression of their organizations, but were also openly critical about the governments' coordination efforts and implementation of data collection tools. Acquaintances from the author's time in Lesotho seemed to be more open to questions than those referred to by contacts. Overall, those contacted were randomly selected based on contact referrals from previous people interviewed.

## **4. Analysis**

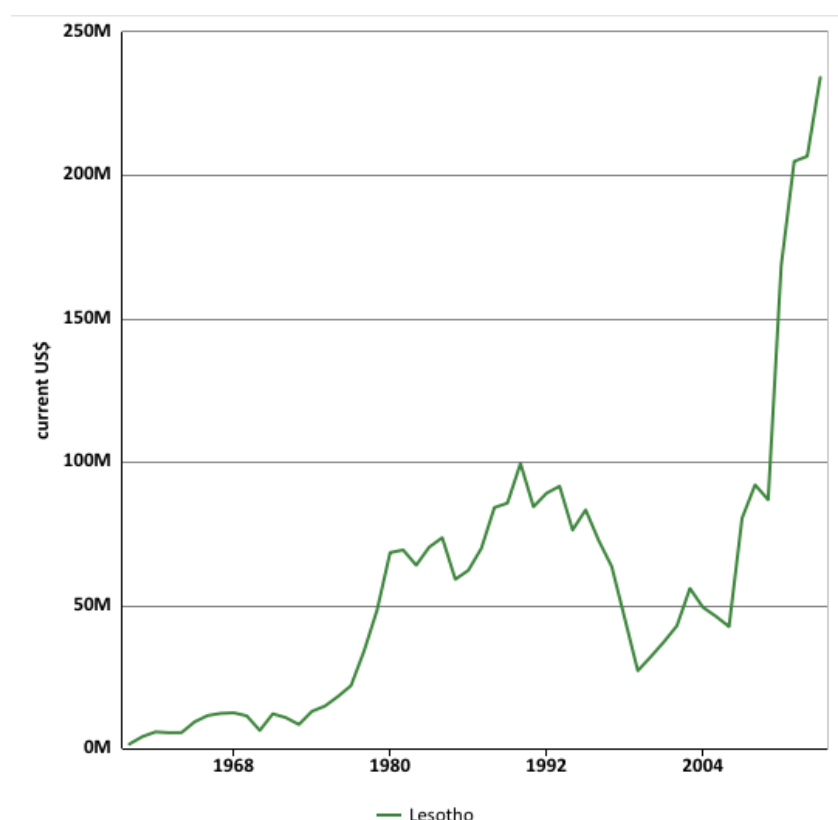
This chapter will begin by presenting background information on the Lesotho context. This will be followed by a closer look at the framework the Government of Lesotho has put in place to increase transparency and coordination through centralized data collection tools. Next, we will take a look at how the Public Sector Investment Database is currently being used, and the perception of the development partners on the implementation of the

government's coordination efforts. This will be followed by a look at the limitations of using mapping as a tool in the Lesotho context.

#### ***4.1 The Lesotho Context***

Lesotho has recently turned its eyes towards increasing coordination through data management tools that are meant to improve the quality and accessibility of information regarding the flow of aid into Lesotho. While Lesotho has a population of 2 million people, 43% of the population lives below the poverty line of \$2 a day. The high rate of poverty in Lesotho, along with a crippling HIV/AIDS epidemic which has left 1 in 4 people infected, has caused the aid community to focus significant attention on Lesotho. Due to these facts, the distribution of aid to Lesotho has steadily increased over the years, as we can see from Figure 3. In fact, Lesotho remains one of the largest consumers of ODA in Africa, which has reached as high as \$183 per person, totaling \$343 million in 2013 (Mokela, 2015, 5). In response towards the Paris Declaration targets, the government of Lesotho has been working towards meeting the development indicators. However, in 2012 the OECD reported that Lesotho has “not been able to achieve significant progress towards meeting its targets” (OECD 2012,1).

**Figure 3: Net Bilateral Aid Flows from DAC Donors 1916 to 2015**

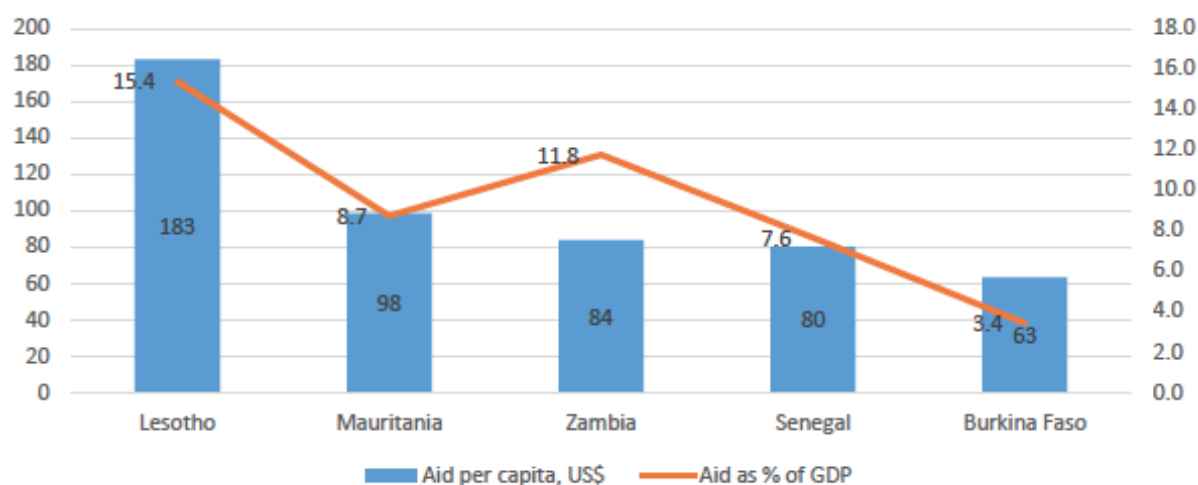


*Source: World Bank Data Catalog*

#### ***4.1.2 The Government of Lesotho progress on Meeting the Paris Declaration Indicators***

The increased fragmentation of aid has made it increasingly difficult for the government to conclude if ODA flows are aligning with the government's aligned objectives for development with the Paris Declaration indicators. As we can see in Figure 4 below, the ODA distribution to Lesotho reached a high of nearly 15.4% of its GDP in 2013. The government recognized that because of the high amount of donor flows into the country, and the amount of aid flow into the country that goes unreported that they must work setting mechanisms in place to align with the Paris Declaration indicators.

**Figure 4: Per Capita ODA to selected Sub-Saharan African countries in 2013**



*Source: Overview of Aid Flows to Lesotho, OECD Report, 2015*

These indicators to measure the increased coordination of aid include looking at Ownership, Alignment, Harmonization, Results, and Mutual Accountability. In the 2011 OECD report on Lesotho, the country received a C score for ownership which has been the same for 2005 and 2007, meaning that while Lesotho had created the long term Vision 2020 documents with objectives for the government to achieve in increased aid coordination, they have not improved in creating additional capacity to monitor donor projects to reach their Vision 2020 objectives. The next indicator is the alignment of aid. Aid that is donor driven and not government driven will be increasingly fragmented, and thus less effective. For aid to be effective it must align with the objectives of the government and help strengthen the capacity of the government, working with the government. One of the key observations on the state of alignment in Lesotho is that at the time of the report, there was not a system in place to record and track information coming from donors on their current projects. This is followed by the Harmonization of aid indicator. Poor coordination of aid increases the cost to both donors and partner countries. Harmonization of aid can be increased when donors and the recipient country work together in providing joint projects in support of the partner



countries priorities. In Lesotho's case, the establishment of an official system to track and monitor projects was recommended. Next to follow is the managing for result indicator, which means that the government should work towards making sure that data is available and that organizations provided monitoring and evaluation data on projects they have completed, followed by submitting the data to the right authorities. At the time of the OECD report, Lesotho lacked mechanisms in place to determine whether projects achieve the results they set out to achieve. Lastly, the indicator of Lesotho's improvement of Mutual Accountability is looked at as the Paris Declaration calls for increased accountability of donors and recipients through mutual assessment of projects to make sure that both the government and donors are working to meet development objectives. While there have been talks on holding annual meetings for mutual assessment reviews, to this date there have been meetings in regards to the coordination and management of development cooperation but still no annual meetings for government representatives and the donor community to come together to ensure mutual accountability is in place.

#### ***4.1.3 The Lesotho Governments Response to Increasing Coordination***

As has been discussed above, government ownership is key in improving the effectiveness of aid, and knowing who is doing what where. It is important to make sure that donors are aligning with government development objectives in order to improve the long-term impact that aid is having on the recipient community. While donors have increasingly sought to align their policies and projects objectives with the priorities of the government, it has become apparent that over time an information gap has arisen that has helped contribute to not only the donor community not being aware of the overview of aid allocation, but also the governments own divided system of aid reporting. As it stood in recent years, there was no reliable centralized system of aid coordination and recording that existed. In the OECD

report discussed above, it was recommended that a system to identify and track commitments and disbursement to look at where the donors' money was actually going should be implemented (OECD 2012, 2). Since the release of the OECD report, the government has commissioned a series of aid flow reports in hopes to improve the coordination of aid through improved management, promoting transparency, and increasing the availability of information in a consolidated, centralized system. Donors have also been carrying out significant efforts in creating their individual development frameworks to align with the National Strategic Development Plan (NSDP). However, the coordination of aid still requires more investment and increased capacity by the government of Lesotho (OECD 2012,1). The Ministry of Planning has since worked to create the Public Sector Investment Database (PSID), as a means to improve the observed gap in coordination and efficiency. Later in September 2014, a French contractor, Linpico was contracted, and began implementing the EU funded 'Support to the Management and Coordination of Development Cooperation in Lesotho' in coordination with the Ministry of Finance and Development Planning.

#### ***4.2 Public Sector Investment Database for Lesotho as a Mapping Tool***

In November 2013, the Lesotho parliament approved the Lesotho Partnership Policy. This policy is intended to strengthen aid coordination and management and to create a platform for collaboration between the Government of Lesotho and development partners on how best to achieve Lesotho's development goals (Hloaele 2013). The creation of the government's Department of Aid Coordination, followed by the recently released aid flow reports and the release of the Public Investment Database of Lesotho (PSID) have all been created with the objective of encouraging donor coordination. As the Department of Aid Coordination notes, not all developmental assistance distributed by the donor community becomes known to the government, in fact donor funds have been unreported in sums of

around \$60 to \$100 million per year between 2010 and 2013. In addition to this, there has been insufficient coordination and information sharing between the Government of Lesotho's agencies and between the governments and donors (Mokela 2015, 5). As there was a large gap in recording ODA in the national databases and the actual distribution of aid the aid flow report stated that "This finding signals the importance of the earliest operationalization of the PSID as a tool for comprehensive mapping of all types of development assistance to Lesotho" (Mokela 2015, 5).

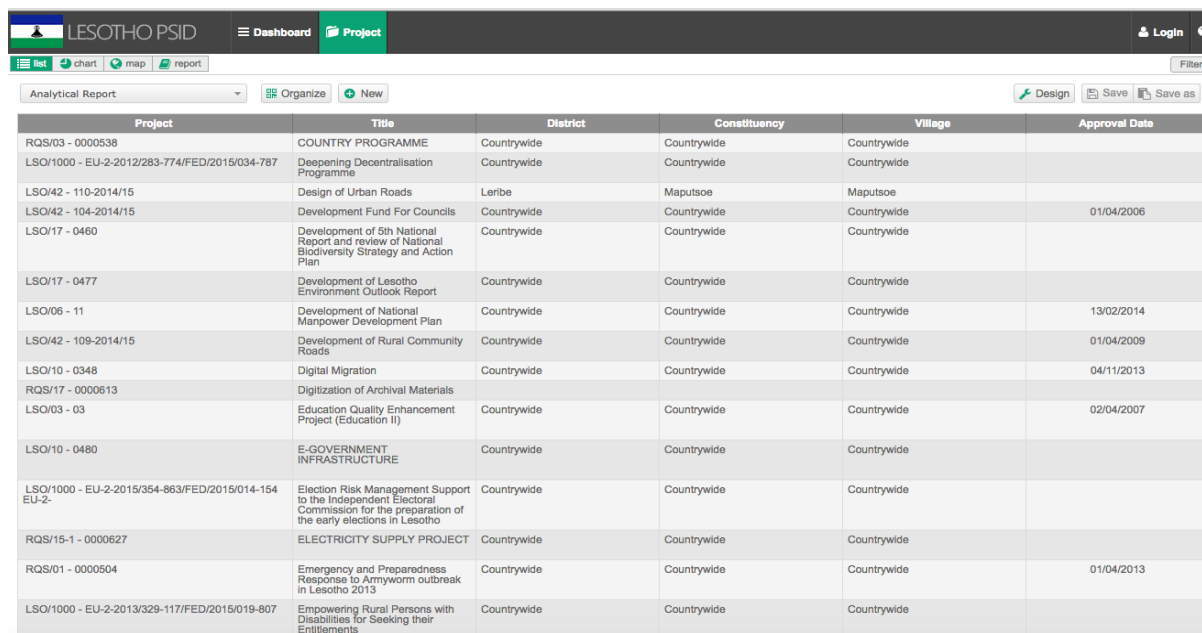
On July 23, 2014, Prime Minister Thabane launched the PSID system, which was expected to fill the gap in consolidating external aid information and to improve the management of aid flows by providing real time data on ODA and other flows to Lesotho, and is intended to serve as the official source of all information regarding development programs in Lesotho. This program is meant to be used as a tool to monitor domestic and external distributions of funds to ensure that they align with national development priorities, and also enable the government and the donor community to analyze aid flows, increase coordination in the planning process, increase the use of resources wisely and institutionalize transparency, accountability between the government and donor community and the Government and Basotho on the other side (MDP 2013).

The PSID program receives technical assistance funding from the European Union funded project "Support to the Management and Coordination of Development cooperation, which provides the software and technical support for the application of the PSID project. Along with UNDP funding for the infrastructure and implementation of the system. Below, are 3 snapshots of the PSID Public Portal. Figure 5 shows the results of project that are in the process of being completed. As you can see, the snapshot shows us the project funding source, title, and location. In Figure 6 we can see the aid-mapping tool in action, which shows

the location and project types in each area. Figure 7 shows the allocation of funding by sector. What is particularly interesting is that water and sanitation by far are the most prominent allocation of funding, whereas the health sector is a very large area of funding distribution based on the fact that Lesotho has the 3<sup>rd</sup> highest rate of HIV/AIDS in the world.

Although the PSID is in its infancy as it has been rolled out in the last two years, the Minister of Development and Planning, Mokoto Hloaele notes that “This exercise is entirely dependent on receiving reliable data from the PSID. This remains a major challenge now. We therefore call for support from all the Government ministries and Development Partners, to assist with timely provision of accurate and complete data” (Hloaele 2013). As we will see in the next section, the success of the PSID program depends on not only development partners providing valuable data, but by what the government and development partners do with the data.

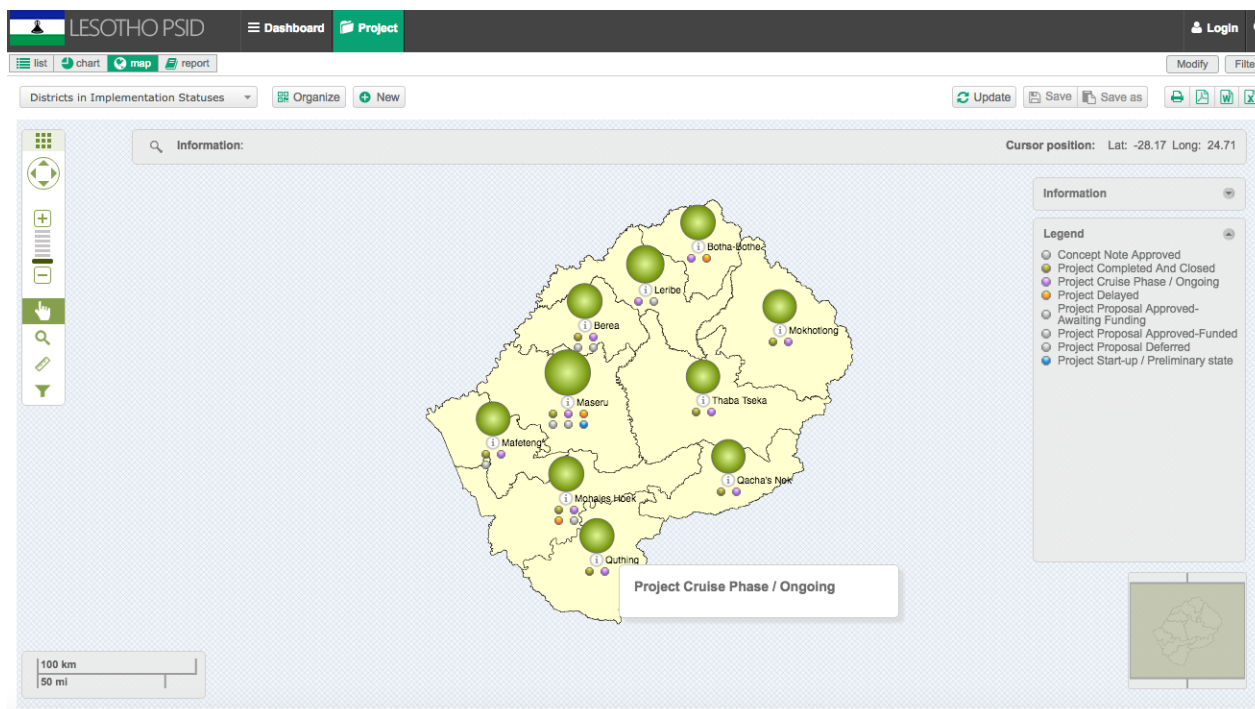
**Figure 5: Snapshot of PSID Public Portal Aid-Mapping Tool, Results for projects**



Project	Title	District	Constituency	Village	Approval Date
RQS/03 - 0000538	COUNTRY PROGRAMME	Countrywide	Countrywide	Countrywide	
LSQ/1000 - EU-2-2012/283-774/FED/2015/034-787	Deepening Decentralisation Programme	Countrywide	Countrywide	Countrywide	
LSQ/42 - 110-2014/15	Design of Urban Roads	Leribe	Maputsoe	Maputsoe	
LSQ/42 - 104-2014/15	Development Fund For Councils	Countrywide	Countrywide	Countrywide	01/04/2006
LSQ/17 - 0460	Development of 5th National Report and review of National Biodiversity Strategy and Action Plan	Countrywide	Countrywide	Countrywide	
LSQ/17 - 0477	Development of Lesotho Environment Outlook Report	Countrywide	Countrywide	Countrywide	
LSQ/06 - 11	Development of National Manpower Development Plan	Countrywide	Countrywide	Countrywide	13/02/2014
LSQ/42 - 109-2014/15	Development of Rural Community Roads	Countrywide	Countrywide	Countrywide	01/04/2009
LSQ/10 - 0348	Digital Migration	Countrywide	Countrywide	Countrywide	04/11/2013
RQS/17 - 0000613	Digitization of Archival Materials				
LSQ/03 - 03	Education Quality Enhancement Project (Education II)	Countrywide	Countrywide	Countrywide	02/04/2007
LSQ/10 - 0480	E-GOVERNMENT INFRASTRUCTURE	Countrywide	Countrywide	Countrywide	
LSQ/1000 - EU-2-2015/354-863/FED/2015/014-154 EU-2-	Election Risk Management Support to the Independent Electoral Commission for the preparation of the early elections in Lesotho	Countrywide	Countrywide	Countrywide	
RQS/15-1 - 0000627	ELECTRICITY SUPPLY PROJECT	Countrywide	Countrywide	Countrywide	
RQS/01 - 0000504	Emergency and Preparedness Response to Armyworm outbreak in Lesotho 2013	Countrywide	Countrywide	Countrywide	01/04/2013
LSQ/1000 - EU-2-2013/329-117/FED/2015/019-807	Empowering Rural Persons with Disabilities for Seeking their Entitlements	Countrywide	Countrywide	Countrywide	

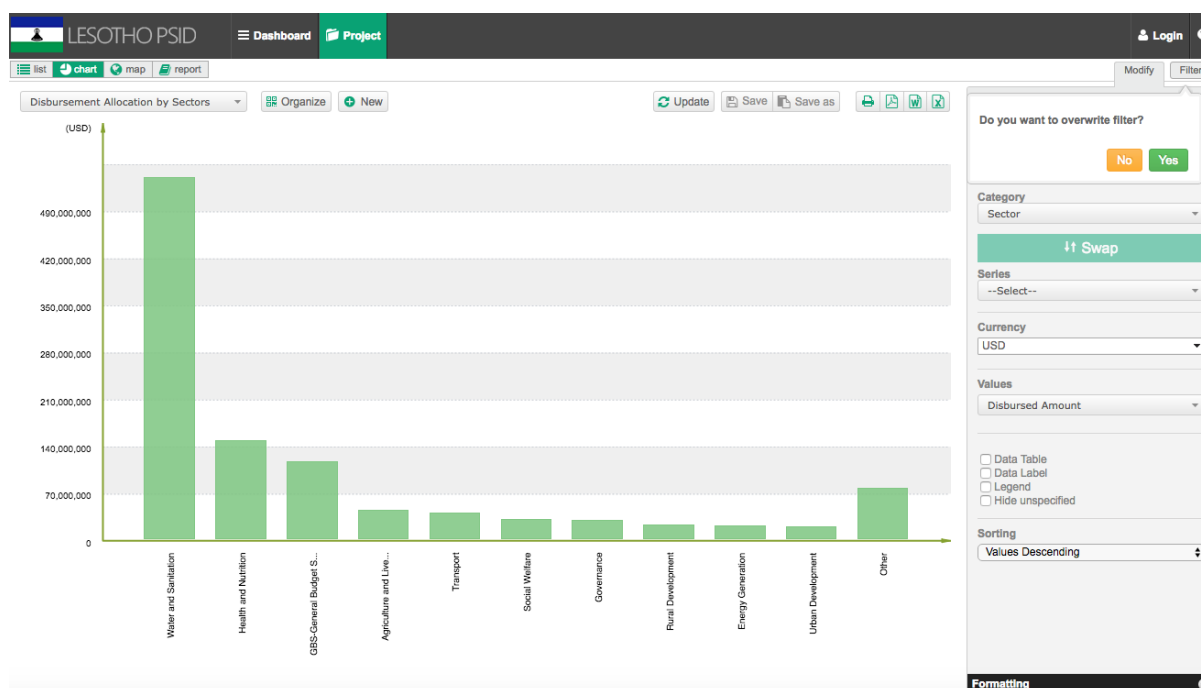
*Source: Public Investment Database for Lesotho Website, 2016*

**Figure 6: Snapshot of PSID Public Portal Aid-Mapping Tool**



Source: Public Investment Database for Lesotho Website, 2016

**Figure 7: Snapshot of PSID Public Portal Aid-Mapping Tool, Allocation by Sector**



Source: Public Investment Database for Lesotho Website, 2016

#### ***4.2.1 How is the PSID Mapping tool viewed in the Lesotho Context?***

Overall it was found that among international and local actors, there remains an information gap, which affects the coordination efforts of those on the ground. In the case of Lesotho, the PSID system can be used to improved coordination. While NGOs interviewed noted the lack of information on the PSID system, there has been a lot of talks about coordination and monitoring and evaluation of projects, including UN held meetings in Maseru. What came out of these meetings one interviewee describes as: “The prominent issue of the lack of coordination of aid, which actually the government should be keeping track of. There are indicators from the government in place to try and measure the success of projects, but many have found that these indicators are not practical. The government needs to do more in terms of coordination of activities, consolidating of progress, and the dissemination of information regarding projects.” (INGO3). The sentiment can be felt across the development field, as there has been increasing pressure to coordinate aid, but with little clarity from the government in a unified manner.

Even though the INGO and NGOs interviewed noted that they had not heard of the PSID system, all interviewees gave example of their coordination efforts among their sectors such as health and sanitation and outside of their sector. INGO1 noted that they have multiple local and international partners such as Lesotho Planned Parenthood and Clinton Health Access Initiative which including formal arguments and contracts between the organizations. In terms of division of task within a project, the interview stated that the tasks are normally divided up based on the strengths of the organizations. INGO1 found these partnerships to be very beneficial because local NGOs have strong ties and are well respected in the community, which is great for INGOs who partner with local actors as it enables their projects to have increased impact in the targeted community. Interviewee INGO1 also noted

that coordination is more so within sectors, and typically development actors are not aware of what's going on in other sectors because of the information exchange gap. While we can see that coordination has become increasingly common between organizations, especially within the same sector, there still remains overlap especially without the use of the PSID system. Interviewee, INGO1 gave the example that their organization had tried to implement a particular project on HIV/AIDS prevention which had been done in a certain district of the country, and only found out that their project would be an overlap of a South African project in the same area, after taking the time and resources in scoping out the area for their project, the organization had to redirect their efforts to another district. This is a prime example of when the PSID aid-mapping tool would have been useful in order to plan future projects and to increase the effectiveness of donor funding.

While the development partners interviewed stated they had not heard of the PSID program, many stated that they had reported their program data to various ministry officials in the government but remain uncertain as to what the receiving ministries do with the information:

“We have not heard of the PSID mapping-tool but we send reports to the government on our projects, but we completely have no idea how they use those reports. We send our reports to the Ministry of Social Development, but have never heard anything back.” (INGO3).

There is a disconnect between the governments reporting mechanisms (or lack of) and what the organizations on the ground are reporting and to which ministry. The government has also noted that this is a problem in their aid flow report, as depending on the sector of development, it can vary who reports to which ministry.

Notability, INGO3 mentioned that their organization tries to work with data from government sources, but that this data is difficult to work with:

“Lack of data available from government to coordinate aid. Some data may or not be there, or it is not well organized and to analyze and can be confusing to try and match up indicators with the data.” (INGO3).

#### ***4.2.2 Factors Inhibiting Success of Coordination through the PSID mapping-tool***

Although this aid-mapping project is still in its infancy, there appears to be a disconnect between what the Ministry of Development and Planning, along with the contract, Linpico have in mind on the accessibility and information sharing of the PSID system in comparison to the knowledge of the local actors. From interviewing multiple local actors, I was surprised to hear that not a single one had heard about the PSID system. The organization interviews ranged from being located in the capital, Maseru to some of the most remote districts in the country. When asked about reporting their projects to the government, a variety of responses were given, ranging from reporting to the Ministry of Health and not knowing where the data went, to not reporting at all. There was a mutual feeling that the government was not transparent with the information that local organizations provided the government with. On the other hand, officials from the Ministry of Development and Planning were also not satisfied with the reporting of organizations, or lack of.

One of the factors inhibiting the progress of the PSID tool is that there is a lack of resources as the disposal of the Lesotho government. There have been complaints by ministry officials that donor organizations have too many demands in regards to meeting request and documents from government officials. This can be connected to the literature, as Anderson has shown that aid fragmentation is a burden to aid recipients as it creates high transaction cost, administrative overlap, and undermines aid effectiveness (Anderson 2012, 5).



Another challenge that was mentioned by an interview is to keep staff committed to the PSID project and to ensure trainings are provided to keep ministry staff and the donor community up to date and ensure that the software is not too complex to use for the donor community and government alike. (MO1). This was particularly evident when talking to those on the ground, as ample training has not been provided with the introduction of the PSID system.

Also, as the donor organizations interview were not aware of the PSID system, there needs to be a distribution of information in order to increase the PSID database data and usage. As an interviewee noted, “Having all NGOs report activities should be taken into account no matter the size of the organization.”(MO1). Each development partner is supposed to be given a login and access to the system and are expected to designate a data focal agent to upload their information on the PSID system. To ensure that development partners are doing so, the Ministry’s Department of Aid Coordination must make sure that donors ranging from large to small are involved with the PSID mapping tool.

Lastly, as UNDP funding for the project first goes towards the set up of the system, and then to the training on how to use the system, as UNDP funding is meant for initial support and training of use of the program with the ultimate goal for the government to have ownership of the aid-mapping tool. As it stands, the government owns the software system, however one of the challenges faced that an interviewee from the Linpico contractor pointed out is that: “the UNDP funding last for one year, and we are not sure if the funding will be renewed for the next year, and we are not sure if the government will take over the funding, which means that we are unsure what will happen to the software and all the impute that has gone into it.”(MO1). While this sentiment can be felt in many contracted projects, as the

PSID aid-mapping tool is meant to be a long-term project that should have funding ensured for the duration of the project between the government and donor community.

As will be shown in the conclusion below, the top down approach of policy implementation comes into question as a knowledge gap between ministry officials and development actors appears to have arisen between the release of PSID aid-mapping tool and the implementation of the tool.

## **5. Conclusion**

This chapter seeks to summarize the most important finding of this research. Through conducting research on the case of Lesotho, it was realized that policy recommendations are needed in the hopes that the relevant actors including the Government of Lesotho, the data management contract, Linpico and aid partners will take the recommendations into account to improve the current system in place, which has the potential to greatly improve the transparency and coordination of aid in Lesotho. Lastly, because the concept of aid-mapping is so new in Lesotho, I will propose further research that can be done in the future to follow up on the PSID mapping-tool.

### ***5.1 Findings***

This study has shown that aid fragmentation can be reduced through the use of aid data mapping tools to increase coordination, efficiency, and transparency between development partners and the state. However, development partners currently lack awareness and information about the benefits and knowledge on how to use the PSID program, which can be changed through educational campaigns and workshops to promote the usage of the PSID system. As has been described above, there is a current knowledge gap between the

government and development partners that needs to be addressed in order to make full use of the valuable PSID system. There is also a knowledge gap between development partners, which has attributed to the overlap of project and increased fragmentation due to development partners not being aware of who does what where. The PSID aid-mapping tool can be used in the future as a information exchange tool where not only the government but also donors are aware of the projects going on in the past, present and future to not only build relationships in increasing coordination efforts but to maintain a database of past projects which can be used to not only accesses the success or past projects but to build a foundation on where and when previous projects have been implemented in order to avoid the republication of projects already implemented in an area.

As has been shown in the research, the donor community does show increased coordination among each other though joint activities, as was the case for INGO1, INGO3, INGO4, and NGO1. However, none of the development partners interviewed were aware of the PSID aid-mapping tool. This shows that the donor community is taking steps in increasing coordination amongst themselves, but this heavily depends upon their awareness on what is going on where, which is typically divided by aid sectors such as health or education and the donor communities ability to coordinate amongst themselves, heavily depends upon their one initiative to do so. In making the development community aware of the PSID mapping-tool and providing education opportunities on how to use it, the donor community would most likely increase their coordination efforts.

Although the PSID system has potential to decrease the fragmentation of aid, there are currently many factors that are impeding the success of the aid-mapping tool, which has been discussed above. The main problem seems to be that there is a disconnect between government officials and the development community where on the one side the government

is unhappy that many in the donor community are not reporting their projects, on the other side those in the donor community such as INGO3 expressed unhappiness that they did not know where their reports went, and it seemed as if it was a black hole of information. Others such as NGO1, have never been asked to provide reports to the government. Of the interviews conducted for this research, a minority of those had heard of the Paris Declaration, and none had heard of the PSID system. All development partners must be included in the use of the PSID tool, as it stands now only major donors data such as USAID or the EU are included in the PSID database.

While the aid-mapping tool described here is a powerful tool if accepted by development actors and used in the future by decision makers to increase coordination, the international development community still needs to work together in the future to put their words into action. As has been shown in my research, the donor governments, aid agencies, and civil society actors often agree on paper to increase donor coordination, and yet remain far from actually coordinating their efforts in action regarding increased communication and knowledge exchange to promote coordination efforts. Aid mapping through the improved supply of data in a consolidate system in which the government and donors will be able to see who is doing what where and making sure that the donor communities achievements are aligned with the governments development objectives are important steps in the right directions towards the commitments made through the various international agreements, but should not be used as a tool alone to do so.

As it stands, individual aid and government agencies have no inherent incentives to coordinate or share information. This has been described above, as their primary focus is on showing their stakeholders results on the specific investments in order to keep their funding, which can attribute to competition among donors. (Fengler and Kharas 2011, 7). Increasing

the effectiveness of aid through data collection with tools such as aid mapping means ensuring that aid helps developing countries to improve the welfare of their population. As the OECD has pointed out, this means that donors do not develop developing countries; developing countries must develop themselves (OECD, 2015). In order to assist with this objective, donors must ensure that they align their projects with the recipient's countries own objectives on where they wish to focus on their development goal. Recipient countries must make sure that they have the mechanisms in place for mutual accountability between the government and donor community. This in turn will not only increase country ownership of projects, but will focus on aid alignment, which are two of the main objectives of the High Level Fora on Aid Effectiveness.

Ultimately, as of June 2016 it can be concluded that this aid-mapping tool has great potential in the future to be used by development partners if all partners are included from large donors to small ones. This is currently a vital piece missing from the implementation of the data collection tool because as was shown in the recent past, the Government of Lesotho has had large amounts on donor aid go unreported which has only contributed to the fragmentation of aid. Because only when the government can ensure that everyone in the development community is not only informed and provided educational opportunities on how to use the PSID system, but can also ensure that development partners are submitting data to the PSID database, that will result in increased transparency of data flows and coordination of aid.

## ***5.2 Recommendations***

There is not a one size fits all solution to the multilayered problem of donor fragmentation at hand. However the government should address the information gap between

the government and local actors, which is the first step in ensuring that all actors involved are using the aid-mapping tool.

Consulting development partners in Lesotho on what difficulties may arise when reporting their activities to the government is also a vital step. From interviewing various local and international NGOs, a few common points came up such as the lack of knowledge on when and where to report to the government, which many development partners believed decreased the transparency of where the reports went or how they were used, if the donors reported anything at all.

The government should also acknowledge the gap in data, in that they are not receiving all the data from international to local NGOs, and should work in the future to achieve better data through educational campaign on the creation of the PSID system around the country. The government should ensure that they are providing training on how to use PSID system, as computer literacy is not common in Lesotho, which could cause difficulties in reporting. This also goes hand in hand in ensuring that regular trainings are offered as one of the notable issues with ensuring regular use of the data collection tool is to address the fact that there is turnover of employees in the development community, which could lead to a data gap in the future.

In order to support the increase of submission of data to the PSID system, as some development partners may feel reluctant to report their data, the government could encourage the reporting of data by publishing an annual list of which organizations are reporting their data. This will increase pressure on development partners to ensure that they are reporting their data.

As a large percentage of Lesotho does not have access to electricity let alone Internet access, the infrastructure should be addressed when thinking about having NGOs report data. The PSID program currently has one computer with Internet available for NGO usage in the capital Maseru, but this does not address the gap of accessibility outside of the capital. Creating access points to the system in government offices in each of the 10 districts would promote data submission as well as increased use of the PSID tool. Alternatively, creating an offline data submission tool connected to the PSID system, which can later be uploaded when Internet access allows could be another solution to this problem.

Another issue that should be addressed is ensuring that government ownership of the project is a number one priority, as funding currently comes from the EU and UNDP which is subject to renewal, and can cause uncertainty about the longevity of the project. A common concern that was noted by GO1 and MO1, is that there is a limited capacity of staff that is overburdened, which should be increased in support of the program. In keeping government staff motivated in project by increasing support and laying out clear objectives, this would ensure that government ownership of the project is the long-term goal that will work towards the Paris Declaration indicator of country ownership.

### ***5.3 Future Research***

While this research has shown how the use of aid-mapping tools can improve coordination as has been shown in the case of Lesotho, further research may be done to look at the progress of the PSID data management tool at a later time in order to assess the program and see if development partners are increasing the submission of data reports to the PSID system and to see how and if the government and development partners are using the data to increase coordination. In following up with this research, reevaluation of the projects will show if the government has worked to improve the system and the impact the PSID tool

has had on reducing aid fragmentation. This research can also be used as a reference in the future for additional studies of aid mapping systems in other countries to compare and contrast the implementation of aid mapping programs elsewhere.



## **Appendix A: List of Interviews and Interview Code**

NGO1: M'e Thabeleng, Managing Director, Touching Tiny Lives

INGO1: Stephanie Reinhardt, Senior Program Officer, Jhpiego

INGO2: Jo-Ann Osei-Twum, Monitoring and Evaluation Advisor, Help Lesotho

INGO3: Shadrack Mutembei, Director, Help Lesotho

INGO4: Malijane Lebo Mariti Lijane, Program Manager, Habitat for Humanity

MO1: Laury Incorvaia, Project Director, Linpico

MO2: Emma Mumford, Operations Director, Map Action

MO3: Taryn Davis, Senior Associate, Development Gateway

GO1: Mamakhaola Maelene Lebusa Ntepe, Chief Economist, Ministry of Development Planning

## **Appendix B: Sample Interview Questions**

### ***Ministry of Development Planning Questions***

As Lesotho has ratified the Paris Declaration and endorsed the Accra Agenda for Action, how has the Ministry of Development worked to decrease fragmentation?

Are aid organizations required to report to the government?

What has your experience been since the launch of the PSID program?

How are organization trained to use the PSID program?

Has coordination increased or is aid being reallocated to areas with greater need or less overlap since the implementation of the PSID program?

What types of organizations are using the mapping system to report to the government? Are NGO's, foundations, corporate donors, and government project reported?

What improvements or changes would you like to see in the current state of aid coordination in Lesotho?

### ***Development Organizations Questions***

Are you required to report your projects to the government? If so, what type of information is required and to which government agency?

Are you aware of the Paris Declaration for Aid Effectiveness? How has your organization worked towards increasing coordination of aid?

Which organizations have you partnered with in the past year, and for what kind of activities?

Did you find this partnership mutually beneficial? Have there been any hurdles in coordinating aid with other organizations?

Have you heard of any mapping or data management tools being used by the government?

Have you heard of the governments introduction of the PSID system for aid management?

Do you think that having access to a data management tool such as PSID will be useful for your organization? How so?

### ***Mapping Organizations Questions***

How has the government and your organization worked in informing local organization on the usage of the PSID system?

Since the implementation of the PSID program have examples of organizations using the program to alter their projects to increase coordination arisen?

Have you heard about other aid mapping or aid data management tools being used in the past in Lesotho such as Sentabale's and MapAction mapping program?

How has this project increased transparency and effectiveness through the PSID platform?

What hurdles have arisen in trying to get organizations to submit data on the PSID platform?

What trainings are offered to local organizations in order to better equip them to use the PSID platform?

What other steps do you see possible for the government of Lesotho and the donor community to take to improve coordination?

*Please contact the author at [malea.n.martin@gmail.com](mailto:malea.n.martin@gmail.com) if you would like the full list of interview questions.*

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