

METHODOLOGY FOR TRACKING DEVELOPMENT ASSISTANCE FROM INDIA

Authored by Sona Mitra, Senior Research Consultant, Centre for Budget and Governance Accountability

Oxfam Discussion Papers

Oxfam Discussion Papers are written to contribute to public debate and to invite feedback on development and humanitarian policy issues. They are 'work in progress' documents, and do not necessarily constitute final publications or reflect Oxfam policy positions. The views and recommendations expressed are those of the author and not necessarily those of Oxfam.

For more information, or to comment on this paper, email Tomojit Basu (Tomojit@oxfamindia.org) and/or Sona Mitra (sona@cbgaindia.org).

ACKNOWLEDGEMENT

We would like to thank Oxfam India for supporting this study. We are also grateful to Prof. Milindo Chakrabarti and Dr. Sushil Kumar from the Research and Information System for Developing Countries (RIS) for taking out time and clarifying a range of conceptual issues related to development cooperation, which made the task of preparing the paper much easier. We are grateful to Tomojit Basu of Oxfam India and internal review team of CBGA for their comments on an earlier draft which helped immensely to strengthen and improve the readability of the paper.

CONTENTS

1. Introduction	04
2. The Development Compact: India's Framework	06
3. Approaches To Measure And Monitor Development Cooperation	11
4. Budgetary Framework, Mechanism And Codes For Monitoring	13
5. Concessional Loans Or Locs From Exim Bank	19
6. Concluding Comments	21
7. Appendix	23
8. References	39

1. INTRODUCTION

Development cooperation and development assistance from India to other developing countries is not an emerging trend. The history of development cooperation efforts began immediately after Indian independence in 1947. The policy of development cooperation in India mainly followed the philosophy of providing self-reliance rather than aid-dependence and building solidarities among the countries of the global south. Indian development assistance in its early days also had certain specific characteristics in terms of providing assistance in kind to countries affected by calamities, conflict and natural disasters.

However, the strategies of Indian development assistance has developed over the years and its scope has been widened in order to extend to economic and technical assistance, especially over the past decade. Development partnerships have, thus, occupied a paramount place in India's foreign policy since the mid-2000s. External development assistance programmes have expanded voluminously, both in geographical spread and sectoral coverage in recent years, breaking from the initial localised approach. Thus, apart from South Asian countries – namely Nepal, Bhutan, Bangladesh, Sri Lanka, Afghanistan and Myanmar – India's development assistance now also flows to the African continent, Latin America, and Oceanic countries.

India is also among one of the leading countries to adopt the philosophy of development assistance based on not only the idea of scaling up trade integration and investment cooperation but to also provision complementary measures which were required to strengthen South-South Cooperation (Chaturvedi, 2016).

Thus, in the current context, development cooperation from India is based on two main pillars. First, development cooperation incorporating the idea of partnership i.e. working for mutual benefits. Second, development cooperation based on priorities determined by the partner.

So while a large part of the recent developments in South-South Cooperation emerges from increased South-South trade, the modern concept of the 'development compact' provides for development assistance that works at five levels, namely:

- A) Trade and investment
- B) Technology exchange
- C) Capacity building and Skills upgradation
- D) Lines of Credit (LOCs), and
- E) Grants

The last two may be grouped under an overall financing mechanism.

India, as part of a group of global emerging economies, has also engaged with other Southern countries based on this comprehensive support for economic development. Traditionally, India has been collaborating strongly on knowledge partnership with other Southern partners and has been involved in bilateral and regional partnership on Science and Technology (S&T). For instance, much of India's engagement with Cambodia, Laos, Vietnam and Myanmar was in terms of assisting them with entrepreneurship development, Information Technology (IT) infrastructure and skill development, as well as enhancing training in several agricultural extension services, watershed management, and so on. In recent years, India's cooperation with African countries in S&T included extending support for infrastructure building in solar energy, manufacturing fuel briquettes and increasing yield of specific agricultural produce (Chaturvedi, 2015; Chaturvedi and Mohanty, 2016).

Given the wide range of engagements that India is now involved in in terms of its development cooperation and partnership with other Southern economies, while also playing an important role as an active collaborator among the BRICS nations,² the provision of resources associated with development assistance from India has also increased phenomenally. According to a study by Oxfam India, development assistance from India grew by four-fold over the past decade. The development

cooperation budget (aid to other countries) increased from Rs. 1,769 crore in 2007-08 to Rs. 5,895 crore in 2017-18 (BE), an increase of 233 per cent.³

In this context, this paper is a proposal for a mechanism to monitor development flows from India. The idea underpinning this exercise is to create a monitoring and measurement mechanism from public sources on budgetary information which would work towards building greater transparency and accountability of public spending as well provide equal opportunity to researchers, civil society organisations (CSOs) and academics engaged in such work to be able to assess the quality of public expenditure on development cooperation flows.

This paper is divided into four major sections.

The first lays out the framework, definition and the structure of India's development cooperation funds which attempts to enable a better understanding of the components worth tracking. The second section deals with the various approaches adopted by several countries/regions to measure the South-South Cooperation. The third section provides a mechanism for tracking budgets in terms of laying out the relevant budgets of the Indian government, the important budgetary codes to be tracked and their associated explanations. Finally, the last section provides a detailed discussion of the Lines of Credit (LoCs) extended by India to other countries and the ways in which the LoCs can be tracked for developing a deeper understanding on the nature of development flows from India.

The paper also has a conclusion and an appendix section which includes sample tables which may be useful to adopt for future analysis of development assistance and tracking of development flows from India.

² The collective of emerging economies namely Brazil, Russia, India, China and South Africa together is known as BRICS.

³ India and South-South Cooperation-Factsheet #1,Oxfam-India, New Delhi, October 2017

2. THE DEVELOPMENT COMPACT: INDIA'S FRAMEWORK

To develop a tracking mechanism, it is important to identify components of cooperation flows. As discussed previously, these components of the flows follow the framework of the development compact, which consists of five main pillars. Therefore, it becomes imperative to understand these five aspects in order to identify the possible heads of expenditures which may be traced in the budgetary allocations for development assistance.

a) Trade and Investment

This particularly pertains to free trade agreements between Southern economies, namely bilateral and regional trade arrangements and trade arrangements between Southern blocs. The emergence of such cooperation is primarily a reaction to the 'terms of trade' argument and is a collective struggle against the hegemony of Northern trade arrangements.⁴ This primarily pertains to duty or quota free agreements between least developed countries (LDCs) and may have components such as duty free trade preference, trade permits, infrastructure improvement for facilitating trade, trade promotion and support services, business facilitation services, investment promotion facilities, tax-free arrangements etc.

b) Technology and Knowledge Exchange

This form of development cooperation existed historically in North-South development cooperation relationships. However, with the emergence of development cooperation among Southern countries and LDC partnerships, technology and knowledge cooperation has emerged as an important area of South-South Cooperation (SSC). The management of partnerships as well as the extent of cooperation depends largely upon the nature of problems, common interests and level of expertise as also the availability of resources. It was also a consequence of challenging the TRIPS Agreement, pushed by Northern countries in the Uruguay Round of the World Trade Organisation (WTO) negotiations in 1994.⁵ The Ministerial meet of 1997 in Singapore forged South-South solidarity around issues of access to medicines, a solidarity which extended even into the Doha round of negotiations in 2001 on issues of technology and knowledge transfers, and enabled a resistance to the regime of patents and monopoly. The major components here include technical cooperation, scientific and academic research, turnkey projects, subsidising or exempting intellectual property rights (IPR) arrangements etc.

⁴ Terms of trade is a technical term which is the relative price of imports in terms of exports and is defined as the ratio of export prices to import prices. The basic theory of international trade has its basis in this definition of terms of trade in which it is usually assumed that countries that have a comparative advantage/productive efficiency in producing primary goods would export the same and those having comparative advantage in industrial goods would be exporting the same. Thus, raw materials would be produced and exported by some countries and processed industrial goods would be produced and exported by some others. In a world in which the countries are grouped in such a manner where Northern countries would be the industrially advanced manufactured goods exporting countries and Southern countries would be the primarily raw material exporting agrarian countries, it has often been argued by academics and researchers that free trade between the North and the South would be a hindrance to the Southern block for transitioning to the industrially advanced stage of development. The collective understanding of trading between Southern nations in order to protect themselves from the Northern – and more powerful – hegemonies, emerges from such a discourse. (These points are discussed in detail in a range of literature in the discipline of International Trade. The ones consulted here are Bagchi, Patnaik, Nayyar,)

⁵ Trade Related Intellectual Property Rights (TRIPS) is an international legal agreement between all the member nations of the World Trade Organization (WTO). It sets down minimum standards for the regulation by national governments of many forms of intellectual property (IP) as applied to nationals of other WTO member nations. TRIPS was negotiated at the end of the Uruguay Round of the General Agreement on Tariffs and Trade (GATT) in 1994 and is administered by the WTO. The TRIPS was the initiation of the debates on patents and copyrights by powerful Northern countries to serve narrow vested interests, an allegation levelled by developing countries in the Doha Round of negotiations of the WTO in 2001, despite the stated objective of introducing TRIPS being the enabling of easy access to medicines and other important drugs by all countries. Further readings on the history and the current practises and discourse on TRIPS are available online at https://www.wto.org/English/tratop_e/trips_e/intel2_e.htm

c) Capacity Building and Skill Upgradation

Almost all SSC relationships have a component of capacity building involved within their development cooperation framework. The major operational modality consists of training programmes in the host country, delegation of experts to partner countries, scholarships, building training centres and prototype production and so on. The major aim of such cooperation deals mainly to plug gaps in professional training, or systemic deficiencies in skilled personnel. This modality is used especially in skill-intensive areas e.g. while setting up plants/machinery, a capacity building exercise may be included to enhance managerial or administrative efficiencies.

d) Lines of Credit (LoCs)

The other way to look at this modality is a tool for development financing. While this form of assistance has existed since the 1940s and is an accepted form of concessional loans provided to developing countries, it may take several forms including exports of goods, services, machinery, equipment to partner countries, supported by agreements and generally transferred through countries' Export Import (EXIM) banks. The creditworthiness of countries becomes important in having such lines of credit extended. However, interest rates on such advances are provided at concessional rates and vary according to the quantum as well as time over which such advances are approved.

e) Grant Assistance

This is also an old and accepted form of financing cooperation and a practice that takes place for both bilateral and multilateral engagements. Grants may be in the form of both cash and kind and have typically varied over years, i.e. to say that there is no secular trend of growth in grants assistance and they have fluctuated according to requirements. These, of course, form the costless forms of assistance in development cooperation. The components may be of the form of debt forgiveness or grants in kind.

I.I Indian Engagement

Development cooperation flows from India mainly take the form of certain central sector programmes reflected in national Budgets as central sector schemes of the Ministry of External Affairs (MEA). Among them the most significant are the Indian Technical and Economic Cooperation (ITEC) programme and the 'Colombo Plan'.⁶ Apart from that, India has been engaged in several capacity building initiatives in the form of trainings, exchange programmes, scholarships and so on. Indian cooperation initiatives via LoCs has also increased over the last few years. Thus, Indian development cooperation engagement falls very much within the development compact framework. Some of the important components are explained in this section.

⁶ The Colombo Plan was originally a Commonwealth initiative, conceptualized at the meeting in January 1950. India played a pivotal role at its inception in July 1951. It was directed for a cooperation between the South and South-east Asian economies with the aid of multilateral organisations. However in the mid 1970s, the initiative went into a crisis and was revived only in the 1990s under the aegis of South Korea and Japan, which changed its character from North-South into South- South relations. Currently, the institution is providing a framework for policy discussion, it offers knowledge exchange and networks Asian youth. The current programmes are in the areas of public policy formulation in an environment of globalisation and market economy, private sector development and in drug abuse and prevention. (Marcin Nowik, 2013. Colombo Plan – From India's Initiative on Foreign Assistance to Regional Organisation in Asia and the Pacific) Also available at: <http://wir.bg.ue.wroc.pl/docstore/download.seam;jsessionid=C0A2D0A3E3B79A28529CDC4D3F7E9425?fileId=WUT24211f982ea34c5486813e6eecaab172>.

More resources on Colombo Plan available at:

The Colombo Plan Secretariat, History, <http://www.colombo-plan.org/index.php/about-cps/history/>

The Story of Colombo Plan: Resource Book 2012, The Colombo Plan Secretariat, <http://www.colombo-plan.org/index.php/resources/publications/>

INDIAN TECHNICAL AND ECONOMIC COOPERATION (ITEC) PROGRAMME

The Indian Technical and Economic Cooperation (ITEC) Programme was instituted by a decision of the Indian Cabinet on September 15, 1964, as a bilateral programme of assistance provided by the Government of India (GoI). This is perhaps the most important programme of civilian training offered as a part of Indian development cooperation. It is aimed at developing mutual cooperation in economic and technical fields. The ITEC programme, though bilateral, have also been used for cooperation programmes conceived in regional and inter-regional contexts such as the Economic Commission for Africa, Commonwealth Secretariat, United Nations Industrial Development Organisation (UNIDO), G-77 and G-15.

In more recent years, its activities are also associated with regional and multilateral organizations and cooperation groupings such as the Association of Southeast Asian Nations (ASEAN), Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation (BIMSTEC), Mekong-Ganga Cooperation (MGC), African Union (AU), Afro-Asian Rural Development Organization (AARDO), Pan African Parliament, Caribbean Community (CARICOM), World Trade Organization (WTO) and Indian Ocean Rim - Association for Regional Cooperation (IOR-ARC), and the India-Africa Forum Summit. The ITEC Programme also includes its sister programme SCAAP (Special Commonwealth African Assistance Programme), which comprises 161 countries in Asia, Africa, East Europe, Latin America, the Caribbean as well as Pacific and Small Island countries.

According to the information provided by the MEA, the ITEC/SCAAP Programme has the following components:

- Training and capacity building (civilian and defence) in India of nominees from ITEC partner countries;
- Feasibility studies and consultancy services in projects with partner countries abroad;
- Deputation of Indian experts abroad;
- Study Tours, Excursions and Exposure Visits;
- Gifts/Donations of equipment at the request of ITEC partner countries; and
- Aid for Disaster Relief.

The ITEC is not only the flagship programme of the Indian Government's capacity building effort with its sheer magnitude and wide geographical coverage but it also delivers innovative forms of technical cooperation. The ITEC programme, along with SCAAP, is a major SSC programme carried out by India.

Training

- Training or capacity building is one of the major activities under ITEC. The professionals and people from developing countries are offered unique training courses, both civilian and defence, in different centres of excellence in India which empower them with not just professional skills, but prepare them for an increasingly globalized world.
- Under the Civilian Training Programme, around 12,000 scholarships are offered to ITEC/SCAAP partner countries to attend the various training courses in India. Premier Indian institutions offer more than 300 short-term, medium-term and long-term courses during the year. The training programme is demand-driven and subjects selected are of interest to developing countries for their working professionals.

The wide and diverse spectrum of skills and disciplines offered ranges from information technology (IT) to rural development, parliamentary practices to entrepreneurship, marine to aeronautical engineering and so on. An encouraging trend of senior level participants from within and outside Government joining ITEC courses has been noticed which indicates the efficacy of the courses for capacity building, empowerment and upgrading of skills. At the specific request of partner

countries, special courses on specific topics are also organized under the ITEC programme.⁷

- The other component of training pertains to defence. This covers training of personnel belonging to all the three wings of Defence Services viz. army, air force and navy nominated by ITEC partner countries in prestigious institutions like the National Defence College, Defence Services Staff College etc. The facility is also extended and availed of by some select developed countries on a self-financed basis. The training field covers Security and Strategic Studies, Defence Management, Marine and Aeronautical Engineering, Logistics and Management etc.⁸

Feasibility studies and consultancy services in projects

- India assists ITEC partner countries on the basis of mutually agreed projects to establish useful infrastructure facilities with technology and skills appropriate to their resources and needs. Through project assistance, India also demonstrates the skills, technologies and human resource capabilities which it has acquired in the course of its own development. A number of bilateral projects are undertaken notably in the fields of archaeological conservation, IT, and Small and Medium Enterprises (SMEs).⁹

Deputation of Indian Experts

- Indian experts are deputed to friendly countries on their request to assist in developmental activities. The experts study the problems and suggest solutions without disturbing local socio-economic and cultural environments. Some of the fields covered in recent years have been creative arts, pest management, military training, IT, auditing, medicine, English teaching, telecommunications, agricultural research etc. Indian experiences and expertise in the fields of small and medium scale industries, agriculture and financial management have been found to be particularly relevant to the developing countries.¹⁰

Study Tours and Exposure Visits

- Study tours in India are undertaken at the specific request of ITEC partner countries. Specific areas of interest are identified and two to three weeks programmes are arranged during which the delegates are taken to important institutions, training centres, and places of interest in different parts of India.¹¹

Gifts/Donations of Equipment (assistance in cash and kind)

- The India government provides gifts/donations in the form of equipment to ITEC partner countries to assist in their developmental efforts. These gifts/donations are usually in response to requests made by these partner countries and the commitments made by the political leadership.¹²

⁷ Chapters 13 and 14, Annual report 2017-18, MEA, pp. 191-198. Accessible at: http://www.mea.gov.in/Uploads/PublicationDocs/29788_MEA-AR-2017-18-03-02-2018.pdf

⁸ Chapters 13 and 14, Annual report 2017-18, MEA, pp. 191-198. Accessible at: http://www.mea.gov.in/Uploads/PublicationDocs/29788_MEA-AR-2017-18-03-02-2018.pdf

⁹ Ibid

¹⁰ Ibid

¹¹ Ibid

¹² Chapters 01, 13 and 14, Annual report 2017-18, MEA, pp. 01-24; 191-198. Accessible at: http://www.mea.gov.in/Uploads/PublicationDocs/29788_MEA-AR-2017-18-03-02-2018.pdf

Aid for Disaster Relief

- Under this Programme, India supplies humanitarian aid like foodgrains, medicines and similar other items to countries struck by natural disasters. Cash assistance is also provided.¹³

Other Programmes

Apart from the above, India is also a part of the Commonwealth-initiated 'Colombo Plan', a technical cooperation scheme adopted by India in 1951. Under this scheme, India received assistance from North Block and provided assistance to Southern countries. The Colombo Plan began with 74 slots and reached around 500 slots for 18 member countries in 2013-14 (Chaturvedi, 2016). Facilities are offered for general education, civil, mechanical and electrical engineering, statistics, forestry, fisheries, community development and cooperation, social service, medicine and banking.

India also engages in country-specific programmes conducting capacity building, feasibility studies and commissioning projects. These are mostly demand-driven and are provided on request. Countries in Oceania and a few African nations have been using such cooperation assistance from India.

Another key element of India's development assistance in recent years has been the extension of Lines of Credit (LoCs) on concessional terms to LDCs and developing countries in Africa, Asia and Latin America. Aimed at promoting bilateral cooperation, LoCs enable borrowing countries to import goods and services from India and to undertake projects for infrastructure development and capacity building in accordance with their national development priorities. These LoCs have been discussed separately in the last section in greater detail.

In terms of the scope of this report where the aim is to prepare a tracking method, cooperation mechanisms based on the aforementioned lines will be explored, which also includes capacity building programmes, grant assistance and technical cooperation alongside a separate tracking mechanism for LoCs. Few Southern countries have developed specific frameworks for such monitoring. Before getting into the Indian context, the next section provides a brief summary of how the other developing regions have been dealing with the issue.

¹³ Ibid

3. APPROACHES TO MEASURE AND MONITOR DEVELOPMENT COOPERATION

The increase in South-South Cooperation has fuelled the demands for better information regarding inputs, projects, outputs etc. and a common international framework for measuring and monitoring cooperation flows. The demand arises from the civil society organisations, Government agencies, academia and international organisations for want of transparency and accountability. However, there is also a common understanding about recognizing the complexities involved in developing a common framework for such a process. The challenges faced by countries for reaching a consensus on monitoring and measuring cooperation flows has been manifold.

One of the major challenges has been to arrive at a common definition of South-South Cooperation. The range of modalities including the nature of support and the channels through which funds flow in and out of the countries are multiple and, hence, it becomes difficult to arrive at a common definition. While a large section of the researchers do agree that from a technical perspective a common definition is not essential to monitor these flows, and that building common narratives on development cooperation are more important, the other challenge is related to the multiple notions inbuilt and adopted in the idea of accountability as observed by several countries. These raise certain technical difficulties to arrive at a common tool.

Different views exist on monitoring the various elements involved in development cooperation. Countries such as China, Mexico, and Turkey follow the principle of monetizing their contributions while there are several others who oppose such a technique citing reasons of under/over-estimation.¹⁴ The Brazilian Development Agency (ABC) developed a proposal to account for outputs and outcomes and linking these with inputs for a better and more transparent assessment of value addition from development flows. The framework adopted by the ABC is about a system that tracks inputs, outputs and outcome of development cooperation and additionally generates a separate annual report on such details of the cooperation flows.¹⁵

The Brazilian framework while being a better approach to monitor development flows as compared to monetizing the contributions is also constrained heavily by the availability of appropriate and adequate data and information related to the same. Given the fact that countries have different viewpoint on the extent of information that could be shared, due to complex and wide variety in the respective governance structures of sovereign countries, the adoption of such formats are also disputed by national governments.

The demand for a common monitoring platform may have evolved from the perspective of greater accountability of nations engaging in development cooperation, but from the discourse on the issue, it emerges that a single platform/institution for monitoring may not be a possible solution in the near future.¹⁶ National experiences suggest that accountability may be achieved by following certain common principles of monitoring such as,

a) Establishing a relationship between inputs, outputs and outcomes of development cooperation

¹⁴ Mariella Di Ciommo, Approaches to Measuring and Monitoring South-South Cooperation, Discussion Paper, Development Initiatives, February, 2017. Also available at: <http://devinit.org/wp-content/uploads/2017/02/Approaches-to-measuring-and-monitoring-South%E2%80%93South-cooperation.pdf>

¹⁵ L T Waisbich, D M Silva, B Suyama, 2017, Monitoring And Measurement of South-South Cooperation in Brazil, Briefing paper, Oxfam-Brazil: March

¹⁶ For a further discussion on accountability in development cooperation see Ocampo JA and Gómez Arteaga N. 2014. Accountable and effective development cooperation in a post-2015 era, Background Study 3 Accountability for Development Cooperation. Available at: http://www.un.org/en/ecosoc/newfunct/pdf13/DCF_germany_bkgd_study_3_global_accountability.pdf

- b) Recognizing different exchanges as development cooperation through deliberations and discussions among countries
- c) Visibilising the contributions of Southern partners.

In this context the Brazilian framework puts forward the proposal to collect information on development as well as development-related cooperation flows such as flows on capacity building, training, scholarships, humanitarian and scientific cooperation alongside financial cooperation, investments and trade.

In addition, before getting into identifying the possibilities of a monitoring framework for India using the budgetary lens, the following sub-section briefly discusses some of the national experiences.

National Experiences¹⁷

The discourse on building monitoring mechanisms for cooperation flows from developing countries has been the strongest among the Latin American nations due to strong regional cooperation. Brazil, the largest country of the region developed a monitoring format as late as 2016 (discussed earlier) but is one of the more comprehensive ones. Apart from Brazil, countries like Colombia, Argentina, and Mexico have a national-level mechanism for disseminating information to the public.

For example, Colombia has a development cooperation report which provides qualitative and quantitative information on development cooperation flows and also hosts regular webinars in which Government officials update the citizens on the international cooperation.¹⁸ Mexico provides an online public platform that presents data and visuals on its development cooperation activities. However, quantitative information is available on an aggregate format but is not available to the public in its raw format.¹⁹

Outside the region, countries like China, Qatar, Turkey, UAE, South Africa, and Kenya, among others, do have some kind of mechanisms for making cooperation details public. While Turkey, UAE and Qatar publish reports on quantitative and qualitative information, which may not be exhaustive, South Africa provides financial and project information about its African Renaissance and International Cooperation Fund, but not on other development cooperation activities.²⁰

Given the wide variety of mechanisms existing in several developing countries, this paper attempts to evolve a monitoring mechanism for India, using these experiences. In the Indian context, the administrative mechanisms for extending cooperation has been developed and is administered through the Development Partnership Administration (DPA), under the Ministry of External Affairs (MEA), which is discussed in the following section.

However, the data related to government finances are produced annually in the Union and State budgets. The quantitative information related to cooperation flows gets reflected in several documents of the Union Budget, presented annually by the Union Finance Minister of India. The information remains scattered in the budget documents of various ministries. The attempt here is to provide a framework which enables the stakeholders to identify the cooperation flows in the several budget documents in order to be able to find an aggregate quantitative information as well as be able to access disaggregated information from the budgets of related Ministries. The paper, thus, uses the budgetary lens in order to develop a method for tracking cooperation flows which has been presented in the following section.

¹⁷ For further case studies and details refer to http://www.realityofaid.org/roa_report/country-case-studies-on-south-south-cooperation/

¹⁸ <https://www.apccolombia.gov.co/index.php?idcategoria=798>

¹⁹ <https://infoamexcid.sre.gob.mx/amexcid/ccid2013/home.html>

²⁰ For more information on South Africa see Besharati NA and Rawhani C. 2016. South Africa and the DRC: Evaluating a South-South Partnership for Peace, Governance and Development. South African Institute of International Affairs, occasional paper n. 235. Available at: <http://www.saiia.org.za/occasional-papers/south-africa-and-the-drc-evaluating-a-south-south-partnership-for-peace-governance-and-development>

4. BUDGETARY FRAMEWORK, MECHANISM AND CODES FOR MONITORING

In this section, the aim is to locate the aforementioned Indian development cooperation components within the Union Budget and to attempt the building of a monitoring mechanism for tracking these components over the last few years. However, before engaging in this endeavour, it is also important to understand administrative mechanisms underlying development cooperation.

Administrative Mechanisms

The MEA set up the Development Partnership Administration (DPA) in January 2012. The agency aims to streamline and improve delivery of the various elements of India's development assistance through the stages of conceptualization, implementation and commission.

The DPA comprises of three Divisions and among them the DPA- II Division is the nodal division for all capacity-building programmes, including the Indian Technical and Economic Cooperation Programme (ITEC), Special Commonwealth Assistance for Africa Programme (SCAAP) and Technical Cooperation Scheme (TCS) of the 'Colombo Plan'.

The DPA coordinates closely with the concerned Territorial Divisions of the Ministry which continue to be the main interlocutors with partner countries on the prioritization and selection of projects for coverage under India's development assistance initiatives.

Budgetary Framework

To understand the budgetary framework for monitoring, it is important to recognise the following issues before developing the tracking tools. It is to be noted that,

- a) While the above provides the broad framework of India's development cooperation strategies and the components discussed covers the overall budgetary allocations towards these programmes by their heads (discussed in the next sub-section), it does not capture the assistance provided by India to partner countries in kind and, thus, is not the total amount of the development cooperation assistance provided by India.
- b) In most instances, the form of cooperation may be overlapping e.g. technical assistance may be in the form of either capacity building and training or technology transfer or both. In that case, budget heads providing information on expenditure may remain fragmented under separate heads and would need to be tracked meticulously for locating the overall expenditure for any one component.

Given these issues, the mechanism to track development assistance flows using budget heads needs to ensure the following:

1. The MEA plays the principal role in providing development aid through grants and project assistance. The Ministry has various institutional arrangements under its wings, such as the ITEC and SCAAP programmes and Bilateral Aid to neighbouring and other developing countries. Tracking the MEA's expenditure budget provides further information on financial assistance to partner countries (see Appendix: Table 1). This document also provides information on international cooperation, grant assistance, loans and advances to foreign countries and ITEC (see Appendix: Table 2).
2. Budget allocations for development assistance are also channeled through the Department of Economic Affairs (DEA) at the Ministry of Finance (MoF). The DEA has been extending Lines of Credit (LoCs) to other developing foreign countries. These LoCs are routed through the EXIM

Bank of India to partner countries in Asia, Africa, the CIS and Latin American regions, under the Indian Development and Economic Assistance Scheme (IDEAS).

The MoF's allocation to the World Bank, International Monetary Fund (IMF), and United Nations (UN) programmes are also part of the external assistance provided by India towards SSC and thus need to be part of the tracking mechanism. The MoF also reports the same under 'international cooperation', which include the following entities:

- International Fund for Agricultural Development (IFAD)
- Commonwealth Fund for Technical Co-operation (CFTC)
- Technical Assistance Scheme of the Asian Development Bank (ADB)
- Organisation for Economic Co-operation and Development (OECD)
- Network on Fiscal Relations
- Technical Cooperation with African Development Bank (AfDB)

Tracking the expenditure budget of the DEA, thus, provides information on India's financial contribution to international agencies and development funds and interest equalisation support for concessional loans provided by India to partner countries (see Appendix: Table 3).

3. Tracking other Ministries which have components of assistance captured in several of their schemes. For example, the Ministry of Culture would have components such as contribution to International Archival bodies, contribution to UNESCO, contribution to World Heritage Fund and so on. The size of contributions to the World Food Programme is decided by the Ministry of Agriculture. The decision of recipient partner countries depends on MEA's foreign policies.

So while we have allocations made or resources provided by the MEA, MoF, MoA etc., funding for foreign assistance is also channelled through other ministries, in respective years, which are listed in Statement 21 of the Expenditure profile of the Union Budget (see Appendix: Table 4).²¹

4. Bilateral agreements on cooperation are reflected in LoCs, which are mainly concessional loans provided for development of infrastructure largely in African countries and some South Asian neighbouring countries, especially Nepal, Bhutan and Bangladesh. The tracking mechanism, thus, includes details of LoCs by country, which provides clear evidence of the number of partner countries and also the details of LoCs sanctioned or Memoranda of Understanding (MoUs) signed.

While this is separately discussed in the following section, Table 5 of the Appendix provides details of outlays to countries by projects which are provided annually by the outcome budget and detailed demand for grants, Demand #28, MEA.

Hence, currently the most important documents that could be used for monitoring purposes include:

- a. Expenditure budget, Ministry of External Affairs
- b. Expenditure budget, Department of Economic Affairs (Ministry of Finance)
- c. Statement 21, Expenditure profile, Union Budget
- d. Demand number 28, Detailed Demand for Grants, Ministry of External Affairs
- e. Demand number 29, Detailed Demand for Grants, Department of Economic Affairs, Ministry of Finance
- f. Outcome Budget, Ministry of External Affairs
- g. Annual Reports, Ministry of External Affairs

²¹ <https://www.indiabudget.gov.in/ub2018-19/eb/stat21.pdf>

Budgetary Codes

This section provides the details of the budget codes used for external assistance. The matrix below provides the major, sub-major, minor and sub-minor heads to enable tracking. The expenditures associated with these codes would reflect the amount of development assistance flows from India. In case of overlapping components or fragmented components, these codes may be used to track the associated expenditure for any head. These codes are traced in the Detailed Demand for Grants (DDGs) for both MEA and Department of Expenditure, MoF.

Table 1: Budgetary codes for tracking External Assistance

Major/Submajor head	Minor head	Sub-minor Head	Details
2061			External affairs
	003		Training
		01	Foreign Service Training Institute
	104		International meetings and conferences
	798		International cooperation
2047			Other fiscal services
	798		International cooperation
		01	Rental for IMF
		02	Contributions to International Savings Bank
		05	Contribution to Asia-Pacific
		06	Contribution to Egmont group by FIU_UND
		07	Contribution to OECD fund
2075			Miscellaneous General Services
	791		Loss by exchange
	798		International cooperation
2416			Agricultural Financial Institutions
	798		International cooperation
		01	Contribution to IFAD
3466			International Financial Institutions
	101		International Development Association
	102		Asian Development Bank
	103		International Finance Corporation
	104		African Development Fund/Bank
	105		IMF

Major/Submajor head	Minor head	Sub-minor Head	Details
	108		Asian Development Fund
	109		World Bank
	800		Other International Institutions
3475			Other General Economic Services
	798		International cooperation
		02	Contribution to Commonwealth Fund
		05	Technical Cooperation with African Development Bank
		12	Membership Contribution to FATF
		13	Eurasian group contribution for combating money laundering and terrorism financing
		14	Contribution to the global fund for AIDS, TB and malaria
		15	Contribution to global alliance for vaccination and immunisation
3605			Technical Aid and economic Cooperation
	101		Cooperation with other countries
	102		Contribution to United Nations Development Programmes
	103		Contribution to Global Environment Trust Fund
	790		International conference/meetings
	800		Other Expenditure
5466			Investment in International Financial Institutions
	201		Investments in the International Bank for Reconstruction and Development.
	202		Subscriptions to International Association.
	203		Investments in the Asian Development Bank.
	206		Investments in African Development Bank
	207		IMF

Major/Submajor head	Minor head	Sub-minor Head	Details
	209		Investments in International Finance Corporations
	210		World Bank
	211		SAARC Development Bank
7475			Loans for general economic services
	800		Other loans
		10	Loans to IMF under new arrangements
7605			Advances to foreign governments
	055		Loans to Government of Maldives
	097		Loans to Government of Bhutan

Source: DDGs of several Ministries including MEA and DEA (MoF)

The matrix above clearly provides the major and minor heads which may be tracked for tracing external assistance from India. A detailed flow chart is also provided in Appendix for better understanding the flows (Appendix A). It is to be noted that some of the major codes such as 3466, 3605, 5466 and 7605 are exclusively dedicated codes to reflect international cooperation flows. The other major heads, however, accommodate certain minor codes which in turn reflect expenditures on development cooperation flows. Most of these flows appear in the expenditure budgets of the MEA and DEA (MoF). The examples of such major codes are 2061, 2416, 2047, 3475, 7475 and so on.

In such cases, it is the minor code which becomes an important tool to trace expenditure flows. For example, the major code 2061 appearing within MEA budgets reflects the expenditure on external affairs on the revenue account. However, not all minor heads under 2061 are included for tracking cooperation outflows from India since it includes expenditure on training within external affairs and a subminor head under this minor head provides expenditure to foreign service training institute which is part of the total development assistance from India. The other minor heads under 2061 also include Special Diplomatic Expenditure, Passport and Visa expenses, costs incurred for maintenance and operational issues in Embassies abroad and so on. In such cases, the minor head and the sub-minor head becomes important to identify the necessary components to be included within the total expenditure by the Indian government towards development assistance.

In this context, it is important to note the minor head '798', which is again an exclusive minor head on 'International Cooperation'. The instructions and explanations provided by an important publication²² issued by the Department of Expenditure, Ministry of Finance, Controller General of Accounts clearly state that a minor head '798' may be opened under the functional major/sub-major heads wherever necessary to record the contributions to the international organisations related to specific functions (e.g. United Nations Children's Emergency Fund (UNICEF), World Health Organisation (WHO), International Labour Organisation (ILO) etc).

²² 'List of Major and Minor Heads of Account of Union and States', Department of Expenditure, Ministry of Finance, Controller General of Accounts, Government of India, 06/01/2017, 2nd Reprint of Fourth Edition

A suitable sub-minor head indicating the name of the conference/meeting arranged by a Ministry/ Department may be opened under this minor head wherever the expenditure thereon is not expected to justify opening of a separate minor head. Also, in cases where the expenditure estimated in a year is substantial (i.e. expected to be Rs. 1 crore or more), a minor head titled 'International Conference/Meeting' (code '790') may be opened below the functional major/sub-major head concerned. It implies that, as mentioned earlier, several other Ministries which also contribute to the development assistance flows from India – the list of which can be obtained from statement 21 of the expenditure profile, union budget documents – would record corresponding expenditure for international cooperation by opening the minor head '798' under the suitable major/sub-major head.

In addition, in case of refund of unspent balance of grant/contribution in subsequent year(s) that are initially charged to major head '3605-Technical and Economic Co-operation with other countries etc.' may be adjusted under a distinct minor head 'Deduct Recoveries of unspent balance' (Code '912') below that major head.

As for codes 3466 and 5466 pertaining to International Financial Institutions, both reflecting contribution as well as investments, respectively, may open a new minor head for each institution wherever deemed necessary under both the major heads. Similarly, for code 7605 reporting advances to foreign governments may also open new minor heads for each country or international organization/institution, wherever necessary. Some of these as examples have been noted in Table 1 above under these major heads.

The other important minor head is '800' which includes 'other expenditures'. This may also be opened under suitable major codes if necessary. However, this minor head needs to be scanned for sub-minor heads, as 'others' is not exclusively for international assistance. Glimpses of possible inclusion of 'others' is also provided in Table 1 above under major heads 3605 and 7475.

5. CONCESSIONAL LOANS OR LoCs FROM EXIM BANK

The loans and advances provided by the Government of India (GoI) to the governments of partner countries are extended by the EXIM Bank of India using Lines of Credit (LoCs). These are loans extended to other Southern countries at lower interest rates by the Indian government and has become a prominent part of India's more recent Indian Development and Economic Assistance Scheme (IDEAS) launched in 2005. The GoI bears the Interest Equalisation Support (IES) i.e. the differential between the actual interest charged and the EXIM Bank's normative commercial interest rate.

According to research scholars and experts on international trade, one of the important motive behind such extension were mostly related to economic cooperation which could be translated into securing markets for Indian exports.²³ Over the last few years, the LoC portfolio from India has expanded phenomenally and, hence, should be part of any methodology that proposes to track development assistance flows from India (Tables 2 and 3).

While LoCs are not assistance in the conventional sense and are actually loans (albeit at reduced rates of interest) which need repayment, the concessional part within this programme entails some cost to the GoI. The IES provided to the EXIM Bank is, thus, a government liability and constitutes the part that is reflected in the expenditure budget of the DEA (MoF). This would ideally be part of the total development assistance flows from India.

Table 2: LoCs Approvals since 2009-10

FY	Amount (USD in bn, PPP)
2009-10	5.94
2010-11	4.95
2011-12	3.63
2012-13	1.97
2013-14	5.6
2014-15	13.01
2015-16	13.06
Total	54.82

Source: Exim Bank LoC Statistics, <https://www.eximbankindia.in/lines-of-credit-GOILoC.aspx>

Table 3: Interest Equalisation Support to EXIM Bank of India

FY	Amount (USD in bn, PPP)
2005-06*	62.63
2006-07*	134.11
2007-08	142.76
2008-09	145.28
2009-10	174.07
2010-11	77.75
2011-12	83.54
2012-13	134.56
2013-14	248.81
2014-15	121.17
2015-16	342.77
2016-17	336.88

Note: *IES figures do not include India's DA to neighbouring countries (Bhutan, Nepal and Bangladesh); Source: Reproduced from Saxena, 2016²⁴

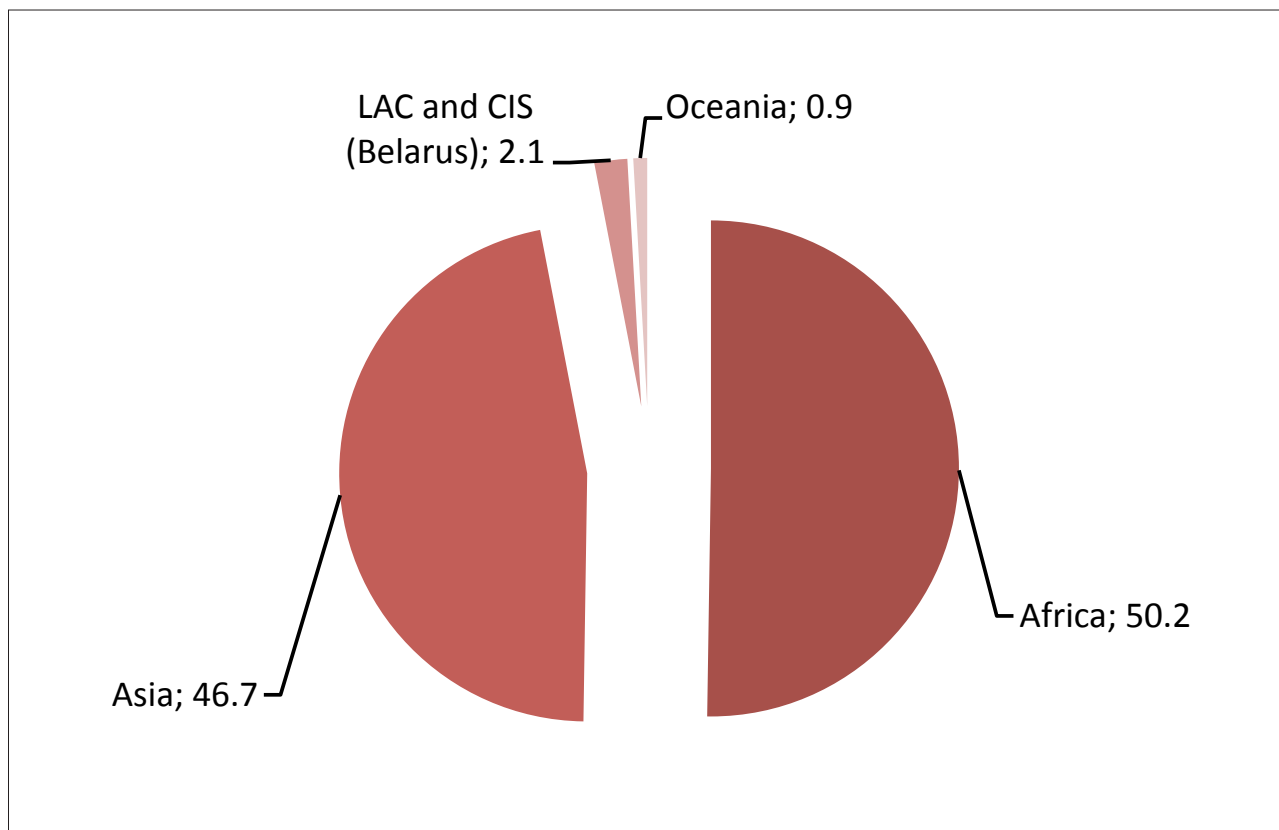
²³ The argument is derived from a range of literature that mainly include

- Prabodh Saxena, 2016. Emergence of LoCs as a modality in India's development Cooperation, Evolving Policy Context and New Challenges, Discussion Paper # 204, RIS, New Delhi
- S K Mohanty and S Chaturvedi, 2016. Indian Development Cooperation: A Theoretical and Institutional Framework, FIDC Policy Brief #7, RIS, New Delhi: March
- Sachin Chaturvedi, 2016. The Development Compact: A theoretical compact for South-South Cooperation, Discussion paper #203, RIS, New Delhi
- Sachin Chaturvedi, 2016. The Logic of Sharing: Indian Approaches to South-South Cooperation. New Delhi: Cambridge University Press. Pp. 13-25.

The distribution of LoCs spans a range of sectors such as power, railways, sugar processing plants, engineering plants, agriculture and extension services, irrigation, roads and transports, rural electrification, construction and related ancillaries and information and communication technology in wide range of countries across developing regions, especially in neighbouring partner countries and more recently in the countries within Africa (Fig. 1).

EXIM Bank statistics provide a detailed project-wise extension of LoCs to different countries. The above tables and figures are based on those information and hence may be used for monitoring development assistance from India.

Figure 1: Distribution of LoCs across regions, 2016-17



Source: Exim Bank LoC statistics, 2016-17

²⁴ Prabodh Saxena, 2016. Emergence of LoCs as a modality in India's development Cooperation, Evolving Policy Context and New Challenges, Discussion Paper # 204, RIS, New Delhi

6. CONCLUDING COMMENTS

The discussions in the paper makes it clear that while India clearly cannot blindly adopt the existing mechanisms of other countries due to its existing forms of reporting (for example it cannot monetise every component of cooperation). Yet it has great potential to develop its own methods of monitoring, based on the principles cited in the discussion, since there already exists readily available information laid out in detail in the paper.

The above discussion attempts to provide a mechanism to monitor the quantitative component of the development assistance from India using the Union Budget documents. While assistance in kind cannot be captured through budgets, the magnitude of overall assistance or assessing the quantum of India's development cooperation budget also requires a complex tracing of expenditure components spread across the expenditure budgets of several ministries.

It is also evident from the discussion that it is incorrect to conclude that India does not have quantitative and qualitative informative on its development flows. While the data system of the country does capture a large part of the cooperation flows, the major issue remains that of collating the information, bringing it together in a single platform and making it easily accessible for public usage for an increased transparency and accountability in the governance of development cooperation flows from India.

Thus, the above discussion does lead to a number of suggestions which could be recommended in this context, which are as follows:

- a) Following the experiences of some developing countries, it can be easily recommended that the government bring out a report at regular intervals publishing the qualitative and quantitative information related to the development flows from India. While such a report may be published annually, it could be brought out by the Ministry of External Affairs with the help of the DPAs or any other stakeholder, research organisation and so on. The report would provide details of financial flows from India for the range of developmental activities that India performed over the previous fiscal year in one place, instead of remaining scattered in different statements/documents of the union budget and may be published in print and be available online.
- b) The other recommendation pertains to developing an online platform in the lines of the Mexico experience, which would not only provide details of the development cooperation in data formats but also in visuals so as to be more accountable to the general public who may not otherwise be able to comprehend and therefore use the available information.
- c) The EXIM Bank provides details of the LoCs on its website as of now. However, to have a published report with details of projects by countries would also help in strengthening the monitoring mechanism.
- d) It is also suggested that the Union Budget have a separate statement on development cooperation flows which would be in addition to Statement 21, already being produced. It could also rearrange and extend Statement 21 to include not only the Ministries' contribution to international organisations but also report on the other components of India's developmental flows.
- e) A final suggestion is to include a more detailed and exclusive section to cooperation flows in the Annual reports and outcome budgets of all Ministries who report in the budget. This is again an exercise which does not require new data collection but is about presenting quantitative and qualitative details of already available data in an organised manner for increased accountability and transparency purposes.

In the end, it is worthwhile to note that even when total development assistance from India is put together by utilising the above tracking mechanisms, it comprises less than 0.001 per cent of GDP and an equally insignificant share of total budgetary expenses. Despite that, the exercise of tracking development cooperation flows remains important for not only increasing the transparency and accountability of the Indian Government, but may also assist in monitoring and assessing the quality of government's development interventions within its broad framework of South-South Cooperation and foreign policy in the future.

Implementation of even one of the above suggestions would go a long way to act upon the long-pending demand of the civil society and others to improve transparency and accountability in the development flows from India.

7. APPENDIX

Table 1. Aid to foreign countries through MEA expenditure (in Rs. Crore)

	2016-17A		2017-18RE		2018-19BE	
	Total assistance	Share in total cooperation assistance	Total assistance	Share in total cooperation assistance	Total assistance	Share in total cooperation assistance
Bhutan	3441.48	63.4	2579.74	55.3	2650	47.8
Afghanistan	263.02	4.8	350	7.5	325	5.9
Bangladesh	82.59	1.5	65	1.4	175	3.2
Nepal	332.72	6.1	375	8	650	11.7
Sri Lanka	99.16	1.8	75	1.6	150	2.7
Maldives	80	1.5	125	2.7	125	2.3
Myanmar	123.62	2.3	225	4.8	280	5
Mongolia	1.94	0	2.5	0.1	5	0.1
African Countries	286.39	5.3	165	3.5	200	3.6
Eurasian Countries	10.73	0.2	30	0.6	30	0.5
Latin American Countries	8.77	0.2	20	0.4	20	0.4
Other Developing Countries	113.77	2.1	100	2.1	115	2.1
Disaster Relief	23.3	0.4	15	0.3	20	0.4
Chabahar Port	100	1.8	0.1	0	150	2.7
Mauritius	409.97	7.6	335	7.2	350	6.3
Seychelles	49.98	0.9	200	4.3	300	5.4
Total-Aid to Countries	5427.44	100	4662.34	100	5545	100
Support to International Training/ Programmes	354.38	6.1	412.15	8.1	440.05	7.4
Total	5781.82	93.9	5074.49	91.9	5985.05	92.6

Source: Statement 28, Expenditure budget, 2017-18

Table 2: Statement of expenditure by major heads of Demand No. 28 (in Rs. Crore)

Heads	2015-16 A	2016-17 RE	2017-18 BE
MEA Secretariat	319.17	402.32	378.75
Embassies and Missions	2370.47	2460.58	2486.94
Passport and emigration	902.75	730.04	867.28
Special Diplomatic Expenditure	1775.01	1870.01	1935.80
Contributions to International Organisations	460.09	527.78	602.49
Grant-in-Aid to Institutions	214.43	241.24	-
ITEC	5044.69	5232.32	4500.18
Capital Outlay	330	307.5	331.53
Loans to Foreign Government	3398.8	2675.5	1281.57
Others	151.42	215.37	392.00
Total Budget	14966.83	14662.66	12753.34

Note: The heads in the table are both administrative expenses and development assistance expenditures incurred by the Ministry
Source: Prepared from Annual reports, MEA, various years, 2016-19

**Table 3: Contribution to international organizations
(Major head 3466 – Technical and Economic Cooperation)**

Minor Head	Sub-minor Head	Sub-minor Head	2018-19BE (Rs.)
104		Contribution to African Development Fund	
	01	Contribution towards MDRI	32400
	02	Contributions to AfDF	340000
105		IMF	
	01	Assessment Charges payable to IMF in regard to administration of SDR account	10400
	04	SARTTAC	-
108		World bank	
	03	Contributions to SEETF	-
	09	Contributions to IDA	4083400
	10	Contributions to Climate action peer Exchange	129600
	11	Contributions to new development bank	100000
109		Asian development Fund	
	01	ADF	100
	02	ADF-12	660000
		Total 3466 (Major Head)	5355900

Source: DDG, DEA, MoF, 2018-19

Table 4: List of Ministries contributing to international development programmes (In Rs crores)

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Agriculture and Farmers' Welfare	39.77	44.67	44.58
1. Department of Agriculture, Cooperation and Farmers' Welfare	30.37	31.72	32.43
1 International Cooperation	30.37	31.72	32.43
2. Department of Agricultural Research and Education	5.85	6.95	6.15
1. Contribution to Consultative Group on International Agricultural Research	5.13	5.26	5.26
2. Asia Pacific Association of Agricultural Research Institutions	0.07	0.15	0.15
3. Network of Agricultural Centre for Asia and Pacific	0.40	0.44	0.44
4. ISTA and ISHS	0.04	0.10	0.05
5. Commonwealth Agricultural Bureau International	0.21	1.00	0.25
3. Department of Animal Husbandry, Dairying and Fisheries	3.55	6.00	6.00
1. Secretariat	3.55	6.00	6.00
Department of Atomic Energy	34.77	43.98	43.98
4. Atomic Energy	34.77	43.98	43.98
1 International Atomic Energy Agency	34.77	43.98	43.98
Ministry of Civil Aviation	5.50	5.20	6.20
5. Ministry of Civil Aviation	5.50	5.20	6.20
1. Ministry of Civil Aviation	5.50	5.20	6.20
Ministry of Commerce and Industry	51.59	55.00	65.00
6. Department of Commerce	33.87	40.00	50.00
1. World Trade Organization	32.00	37.00	47.00
2. ITC Trust Fund	0.33	0.33	0.33
3. GSTP Trust Fund	0.10	0.10	0.10
4. UNCTAD, Geneva	0.10	0.10	0.10
5. International Coffee Organisation	0.51	0.69	0.69
6. International Pepper Community	0.31	0.31	0.31
7. Common Fund for Commodities	...	0.95	0.95
8. ECAPE/UNESCAP(SE Asia) (South Pacific Asia)	0.52	0.52	0.52

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Commerce and Industry			
7. Department of Industrial Policy and Promotion	17.72	15.00	15.00
1. Asian Productivity Organisation	7.70	7.70	7.70
2. World Intellectual Property Organisation	0.65	0.65	0.65
3. United Nations Industrial Development Organisation	9.37	6.65	6.65
Ministry of Communications			
8. Department of Posts	6.77	6.00	7.50
1. Universal Postal Union	6.77	6.00	7.50
9. Department of Telecommunications	21.81	27.65	27.90
1. Asia Pacific Telecommunity, Bangkok	0.55	0.80	0.80
2. International Telecommunication Union, Geneva	21.26	24.00	24.00
3. Common Wealth Telecommunication Organisation, London	...	0.60	0.60
4. Organizing international conference and related activities in India	...	2.25	2.50
Ministry of Consumer Affairs, Food and Public Distribution			
10. Department of Consumer Affairs	...	0.38	0.32
1. Contribution to International Bodies	...	0.38	0.32
11. Department of Food and Public Distribution	0.53	0.61	0.63
1. International Sugar Council	0.30	0.34	0.34
2. International Grain Council	0.23	0.27	0.29
Ministry of Corporate Affairs			
12. Ministry of Corporate Affairs	4.25	5.00	5.00
1. Contribution	4.25	5.00	5.00
Ministry of Culture			
13. Ministry of Culture	0.10	0.85	0.85
1. International Federation of Arts Councils and Culture Agencies (IFACCA)	...	0.05	0.05
2. Contribution to World Heritage Fund	...	0.17	0.10
3. Contribution to International Archival Bodies	0.10	0.15	0.15
4. Contribution to International Centre for Conservation, Rome	...	0.30	0.30
5. Contribution to UNESCO	...	0.18	0.25

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Defence	7.90	7.90	9.61
14. Ministry of Defence (Misc.)	7.90	7.90	9.61
1. Commonwealth War Graves Commission	7.31	7.31	9.00
2. International Committee of Military Medicine	...	...	...
3. The International Hydrographic Organisation, Monte Carlo, Monaco	0.57	0.57	0.58
4. NA London	...	...	...
5. DRDO	0.02	0.02	0.03
Ministry of Earth Sciences	14.61	15.97	17.55
15. Ministry of Earth Sciences	14.61	15.97	17.55
1. Commission on Conservation of Antarctic Marine Living Resources (CCAMLR)	0.64	0.60	0.70
2. Antarctic Treaty Secretariat and COMNAP Membership	0.44	0.50	0.50
3. South Asia Co-operative Environment Programme (SACEP)	0.24	0.25	0.30
4. India Data Buoy Programme	...	...	...
5. ISC (International Seismology Centre) Contribution, UK	...	0.05	0.35
6. International Ocean Drilling Programme membership fee to National Science Foundation (NSF), USA	6.60	6.60	6.70
7. Belmont Forum Secretariat	...	...	...
8. Frame Work for Climate Services (WMO)	0.50	0.40	0.50
9. International Sea Bed Authority	0.43	0.40	0.50
10. Partnership for observation of Global Ocean (POGO)	...	...	...
11. World Meteorological Organization Contribution (WMO)	3.50	3.00	1.50
12. National Oceanic and Atmospheric Administration, New York, USA	...	0.62	0.65
13. United Kingdom Met Office Alexandria, UK	0.88	0.22	0.90
14. Committee on Space Research (COSPAR)	0.02	0.03	0.05
15. SPIE Asia - Pacific Remote Sensing Event	...	...	...
16. International Continental Deep Drilling Programme (ICDP)	1.36	1.30	1.50

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Earth Sciences			
17. Inter Governmental Commission - UNESCO	...	...	0.40
18. Regional Integrated Multihazards Early Warning System (RIMES)	...	2.00	3.00
Ministry of Electronics and Information Technology	0.27	0.70	0.40
16. Ministry of Electronics and Information Technology	0.27	0.70	0.40
1. Cyber Security (CERT-In and CAT)	0.01	0.35	0.05
2. Electronic Governance	0.13	0.15	0.15
3. R and D in IT/Electronics/CCBT	0.13	0.20	0.20
Ministry of Environment, Forests and Climate Change	16.74	13.63	14.37
17. Ministry of Environment, Forests and Climate Change	16.74	13.63	14.37
1. United Nations Environment Programme	0.67	0.67	0.65
2. South-Asia Cooperative Environment Programme	0.22	0.22	0.21
3. Others	10.03	6.51	7.06
4. International Centre for Integrated Mountain Development	3.85	4.23	4.45
5. UNFCCC and Kyoto protocol	1.97	2.00	2.00
Ministry of External Affairs	498.38	830.10	895.80
18. Ministry of External Affairs	498.38	830.10	895.80
1. Commonwealth Secretariat	24.49	10.00	10.00
2. Commonwealth Foundation	1.10	1.30	1.30
3. Nalanda International University	80.23	150.00	200.00
4. Other International Organization	28.19	40.00	41.00
5. SAARC Secretariat	9.93	10.00	10.00
6. Council for Security Cooperation in Asia Pacific	0.39	0.50	0.50
7. South Asian University	183.77	378.30	375.00
8. United Nations Organization	170.28	240.00	258.00
Ministry of Finance	793.51	891.88	679.23
19. Department of Economic Affairs	788.94	885.49	672.65
1. Contribution to International Fund for Agricultural Development(IFAD)	81.14	84.00	...
2. Payment of Contribution towards Multilateral Debt Relief initiative of African Development Fund	3.87	3.07	3.24

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Finance			
3. Contribution towards African Development Fund	...	68.00	34.00
4. Contribution to International Development Association	454.13	408.34	408.34
5. Contribution towards Asian Development Fund	50.83	...	0.01
6. Contribution to Asian Development Fund-12	...	64.51	66.00
7. Technical Cooperation with African Development Bank	...	15.00	15.00
8. Contribution to OECD Network on Fiscal Relations	0.16	0.18	0.20
9. Membership contribution to FATF	0.57	0.71	0.50
10. Eurasian Group on combating money laundering and Terrorism Financing(EAG)	0.30	0.30	0.45
11. Contribution to Global Fund for AIDS, TB and Malaria(GFATM)	30.57	38.74	45.50
12. Contribution to Global Alliance for Vaccination and Immunization (GAVI)	6.81	13.40	13.40
13. Contribution to South Asia Regional Training and Technical Assistance Centre(SARTTAC)	100.82	124.60	...
14. Liason Office of G-24	0.09	0.11	0.12
15. Contribution to UNDP	30.26	30.26	30.26
16. Expenses of Resident Representative of UNDP	...	3.62	1.81
17. Contribution for Global Environment Facility(GEF)	20.55	20.33	20.33
18. Rental cost of International Monetary Fund Resident Office	0.22	0.24	0.23
19. Contribution to International Savings Bank Institution	0.08	0.08	0.10
20. Contribution to Commonwealth Fund for Technical Co-operation(CFTF)	8.54	10.00	10.20
21. Contribution to Climate Action Peer Exchange(CAPE)	...	...	12.96
22. India's contribution to project preparation fund for New Development Bank(NDB)	...	...	10.00
20. Department of Expenditure	...	0.03	0.01
1. Association of Government Accounts Organization of Asia (AGAOA)	...	0.03	0.01

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Finance			
21. Department of Revenue	4.46	6.16	6.37
1. Contribution to Commonwealth Association of Tax Administration	0.09	0.08	0.10
2. Drug Advisory Programme of Colombo Plan Bureau	0.03	0.03	0.03
3. Contribution to Inter-American Centre of Tax Admn. (CIAT)	0.55	0.53	0.60
4. Contribution to Global Forum on Transparency Exchange of Information (GFTEI)	1.43	1.90	1.90
5. Contributions to OECD	0.02	0.98	1.00
6. Membership of APG (Asia Pacific Group on Money Laundering)	0.95	1.01	1.05
7. Annual contribution towards Membership of EGMONT Group by FIU IND	0.17	0.16	0.17
8. Contribution to OECD as Observer in the CFA	...	0.12	0.12
9. Customs Council	0.57	0.65	0.70
10. United Nations Fund for Drug Abuse Control	0.65	0.70	0.70
22. Indian Audit and Accounts Department	0.11	0.20	0.20
1. ASOSAI AND INTOSAI	0.11	0.20	0.20
Ministry of Food Processing Industries			
	0.13	0.16	0.16
23. Ministry of Food Processing Industries	0.13	0.16	0.16
1. Contribution to International Organization of Wine and Vine (OIV)	0.13	0.16	0.16
Ministry of Health and Family Welfare			
	32.09	50.02	49.02
24. Department of Health and Family Welfare	32.09	50.02	49.02
1. Membership for International Ogranisation	5.46	6.50	8.00
2. Contribution to the Global Fund to Fight Against AIDS, TB, Malaria (GC)	...	0.01	0.01
3. Contribution to International Committee on Red Cross	...	0.01	0.01
4. Contribution to WHO and Other International Agencies	22.68	31.50	28.00
5. Contribution to International Organisations	3.95	12.00	13.00

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Heavy Industries and Public Enterprises	1.02	1.00	1.00
25. Department of Public Enterprises	1.02	1.00	1.00
1. India's Contribution to membership of International Centre for Promotion of Enterprises in Developing Countries Ljubljana, Slovenia	1.02	1.00	1.00
Ministry of Home Affairs	6.17	7.07	7.53
26. Ministry of Home Affairs	2.67	3.01	3.03
1. ICPO (Interpol)	2.00	2.33	2.35
2. United Nations Crime Prevention and Criminal Justice Fund	0.02	0.03	0.03
3. International Conference of Federalism Form of Federation	0.65	0.65	0.65
27. Cabinet	3.50	4.06	4.50
1. International Co-operation Organisation for Prohibition of Chemical Weapon	3.50	4.06	4.50
Ministry of Housing and Urban Affairs	0.60	2.51	2.51
28. Ministry of Housing and Urban Affairs	0.60	2.51	2.51
1. Common Wealth Local Government Forum	0.13	0.16	0.16
2. Asia Pacific Ministerial Conference on Housing and Urban Development (APMCHUD)	0.07	1.00	1.00
3. United Nations Centre for Human Settlements	0.40	1.35	1.35
Ministry of Human Resource Development	26.26	27.08	26.70
29. Department of Higher Education	26.26	27.08	26.70
1. Commonwealth of Learning	8.00	8.00	8.00
2. Contribution to UNESCO	17.76	18.20	18.20
3. Asian Institute of Technology, Bangkok	0.50	0.88	0.50
Ministry of Information and Broadcasting	0.68	0.97	0.98
30. Ministry of Information and Broadcasting	0.68	0.97	0.98
1. Membership Fee for National Films Archive of India full Membership for the IF of FA Belgium	0.02	0.02	...
2. Annual Subscription of Asia Pacific Institute for Broadcasting Development	0.27	0.26	0.26
3. Screening Fee to Producers/Directors	0.36	0.45	0.45

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Information and Broadcasting			
4. International Programme for Development of Communication Special Accounts for Communication Development	...	0.21	0.21
5. IFFI paid to the International Federation of Film Producers Association(FIAPF)	0.03	0.03	0.03
6. Membership of International Archive Organizations by NFAI	...	...	0.03
Ministry of Labour and Employment	17.61	20.00	22.50
31. Ministry of Labour and Employment	17.61	20.00	22.50
1. International Labour Organization Geneva	17.53	19.10	21.50
2. International Social Security Association, Geneva	0.08	0.90	1.00
Ministry of Mines	0.23	0.35	0.35
32. Ministry of Mines	0.23	0.35	0.35
1. International Lead and Zinc Study	0.08	0.12	0.12
2. International Copper Study	0.15	0.23	0.23
Ministry of New and Renewable Energy	1.59	1.60	1.60
33. Ministry of New and Renewable Energy	1.59	1.60	1.60
1. International Contributions	1.59	1.60	1.60
Ministry of Panchayati Raj	0.24	0.20	0.20
34. Ministry of Panchayati Raj	0.24	0.20	0.20
1. Contribution to International Bodies	0.24	0.20	0.20
Ministry of Personnel, Public Grievances and Pensions	0.06	0.06	0.06
35. Ministry of Personnel, Public Grievances and Pensions	0.06	0.06	0.06
1. International Institute of Administration Science (IIAS)	0.03	0.03	0.03
2. Commonwealth Association for Public Administration and Management (CAPAM)	0.03	0.03	0.03
Ministry of Petroleum and Natural Gas	1.21	1.40	1.45
36. Ministry of Petroleum and Natural Gas	1.21	1.40	1.45
1. International Energy Forum, Riyadh, Saudi Arabia	1.21	1.40	1.45

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Power	...	0.01	0.01
37. Ministry of Power	...	0.01	0.01
1. Central Electricity Authority	...	0.01	0.01
The President, Parliament, Union Public Service Commission and the Secretariat of the Vice President	0.99	1.45	1.45
38. Lok Sabha	0.99	1.45	1.45
1. Inter-Parliamentary Union, Commonwealth Parliament Association, Associations for Secretaries- General for Parliaments (ASGP) and Commonwealth Broadcasting Association	0.99	1.45	1.45
Ministry of Railways	3.00	3.26	3.48
39. Ministry of Railways	3.00	3.26	3.48
1. Membership to International Bodies	3.00	3.26	3.48
Ministry of Road Transport and Highways	...	0.07	0.07
40. Ministry of Road Transport and Highways	...	0.07	0.07
1. Permanent International Association of Road Congress Paris	...	0.07	0.07
Ministry of Rural Development	1.56	1.60	1.60
41. Department of Rural Development	1.56	1.60	1.60
1. Centre for Integrated Rural Development in Asia and Pacific	0.61	0.64	0.64
2. Contribution etc to Afro Asian Rural Reconstruction Organisation	0.95	0.96	0.96
Ministry of Science and Technology	10.95	26.16	25.47
42. Department of Science and Technology	6.01	9.91	9.91
1. Centre for Science and Technology of the non aligned and other developing Countries	0.13	0.20	0.20
2. International Cartographic Association	0.01	0.01	0.01
3. The International Human Frontier Science Programme Organisation, Strasbourg, France	3.50	7.00	7.00
4. Open Geospatial Consortium, OECD and GSDI Association	0.17	0.20	0.20
5. International Council of Scientific Unions and affiliated Unions/ Committee	2.20	2.50	2.50

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Science and Technology			
43. Department of Biotechnology	3.60	14.85	14.06
1. Industrial and Entrepreneurship Development	...	6.85	...
2. Biotechnology R and D	3.60	8.00	14.06
44. Department of Scientific and Industrial Research	1.34	1.40	1.50
1. Asian and Pacific Centre for Transfer of Technology	1.34	1.40	1.50
Ministry of Shipping			
45. Ministry of Shipping	2.37	2.87	2.87
1. Permanent International Association of Navigational Congress	0.03	0.04	0.04
2. International Maritime Organization	2.22	2.65	2.65
3. International Association of Ports and Harbours	0.01	0.02	0.02
4. Lighthouses Authorities, Paris	0.11	0.16	0.16
Department of Space			
46. Department of Space	0.20	0.20	0.20
1. International Cooperation	0.20	0.20	0.20
Ministry of Statistics and Programme Implementation			
47. Ministry of Statistics and Programme Implementation	...	0.20	0.20
1. International Cooperation	...	0.20	0.20
Ministry of Steel			
48. Ministry of Steel	0.12	0.41	0.41
1. Membership Fees to OECD	0.12	0.41	0.41
Ministry of Textiles			
49. Ministry of Textiles	1.46	1.20	0.91
1. Cotton Corporation of India	1.46	1.20	0.91
Ministry of Tourism			
50. Ministry of Tourism	1.83	1.89	2.50
1. Contribution to WTO	1.47	1.52	2.00
2. Contribution to other Organization	0.36	0.37	0.50

MINISTRY/ DEPARTMENT	2016-2017 Actuals	2017-2018 Revised Estimates	2018-2019 Budget Estimates
Ministry of Water Resources, River Development and Ganga Rejuvenation	0.09	0.17	0.10
51. Ministry of Water Resources, River Development and Ganga Rejuvenation	0.09	0.17	0.10
1. Annual Subscription and Annual Membership Fee	0.09	0.17	0.10
Ministry of Women and Child Development	5.60	5.60	5.60
52. Ministry of Women and Child Development	5.60	5.60	5.60
1. United Nations Children's Fund (UNICEF)	5.60	5.60	5.60
Ministry of Youth Affairs and Sports	1.87	3.50	3.70
53. Ministry of Youth Affairs and Sports	1.87	3.50	3.70
1. World Anti-Doping Agency	0.60	1.00	1.00
2. Commonwealth Secretariat for Youth Programme, London	1.17	2.30	2.50
3. United Nations Volunteers Programme	0.10	0.20	0.20
Grand Total	1614.43	2110.53	1981.55

Source: Statement 21, Expenditure Profile, Union Budget documents

Table 5: Sample Statement of Outlays for details on Aid to Bangladesh, 2016-17

Name of Scheme/ Programme		Outlay 2016-17	2017-18 BE
2	3	4(i)	4(ii)
		Non- Plan	Plan
Small Development Project (SDP)	SDP in BD aims at socio economic development, particularly creation of infrastructure in education, health or community development sectors etc	12.55	
Construction of state of the art India-BD cultural complex in Dhaka	Construction of state of the art India-BD cultural complex in Dhaka	17.63	
Construction of Rabindra Academy in Complex adjacent to Kuthibari at Kustia, Shilaidaha in Bangladesh	Rabindra Academy at Kustia Rabindra Academy devoted to maintain Tagore's heritage will serve as a link between the shared cultural heritage of India and Bangladesh	6.41	
Rapid Incubation Centre	Development of a Rapid Incubation Centre in BD in technical assistance from National Small Industries Corporation (NSIC)	2.29	
Culvert construction and Road maintenance in Jamalpur Gandhi Ashram	Culvert construction and road maintenance in Jamalpur Gandhi Ashram	0.06	
Gandhi Ashram Atrai, Naogaon	Construction of boundary wall of Gandhi Ashra, Atrai, Naogaon	0.22	
Conservation of 3 Manipuri tempels in Sylhet	Restoration of 3 historically and culturally important manipuri temples which have been declared as Antique Resources by GoB	0.17	
2- storied girls hostel with 4-Storyed Foundation for SangshoilAdi basi School & College, Niamatpur, Naogaon	Project recommended by HCI, Dhaka as a priority given our interest in engaging BD in the area of education	0.47	
Muktijodha Scholarship	Scholarships to heirs of Muktijodhas in order to honour their contribution in Bangladesh freedom struggle and keep alive the memory of the joint efforts by India and Bangladesh military forces during liberation war	0.8	
Visit of 100 member youth delegation to India	Promote international cooperation, exchange of ideas and culture amongst the youth of India and Bangladesh	0.27	
Vijay diwas	For honoring the war veterans of 1971 Bangladesh Liberation war	0.15	
Release of retention money towards 151 Sidr Shelters built by Govt. of India in BD	Release of retention money towards 151 Sidr Shelters	0.12	

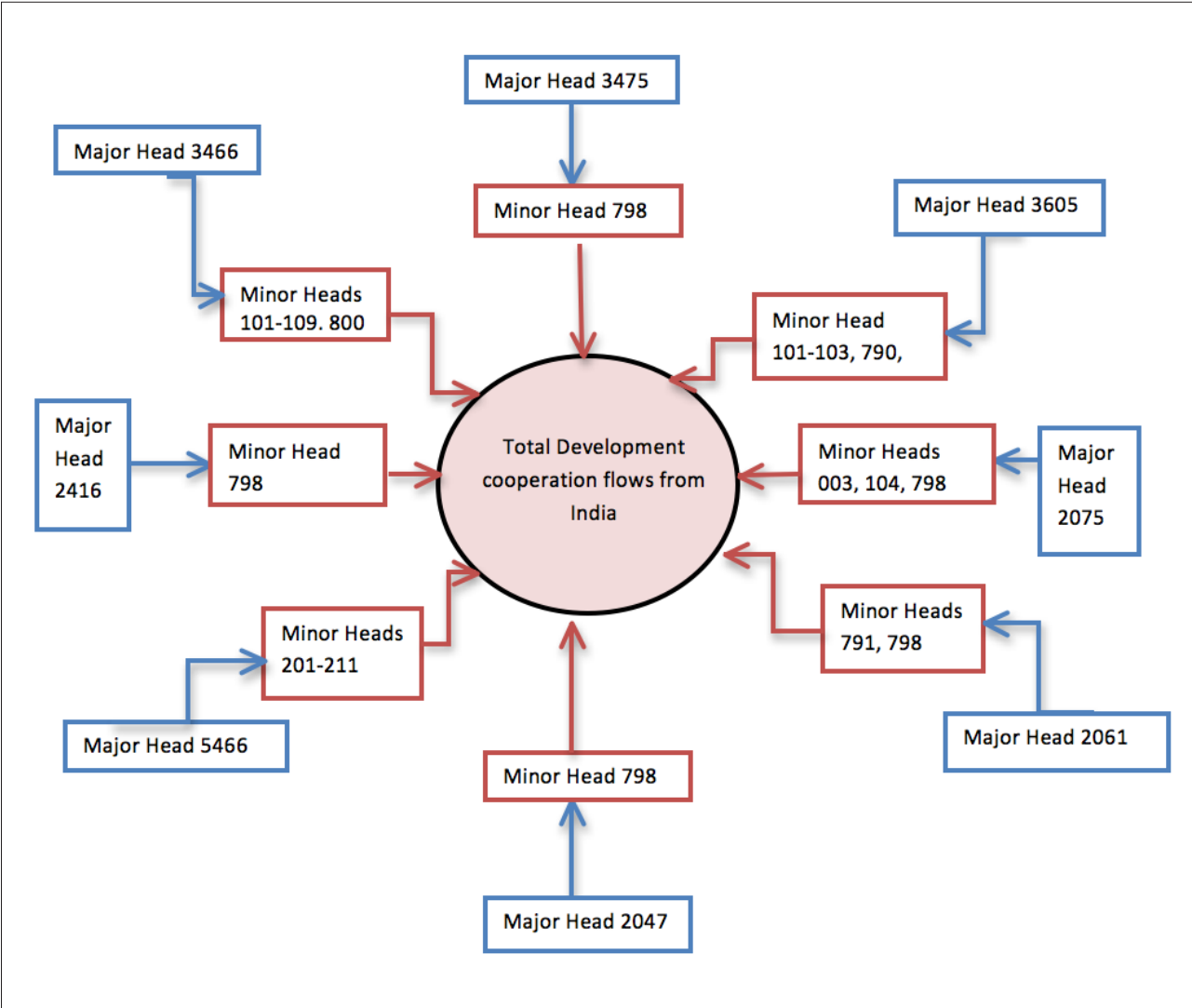
Name of Scheme/ Programme		Outlay 2016-17	2017-18 BE
2	3	4(i)	4(ii)
		Non- Plan	Plan
ICCR Scholarships	Aim is to have more people to people exchanges especially of young minds which will create good will and bon homie in long term	3.14	
Feni Bridge	Construction of a bridge over river Feni to make the Sabroom Ramgarh LCS operational and enhance connectivity between India and Bangladesh. This is a priority project on which commitment has been reiterated at PM level	5.44	
Technical survey for establishing Rail Connectivity between Belonia in India and Feni in BD	These are critical links for our larger objective of securing multi modal connectivity through BD to Tripura. We now have access to Chittagong port and once these rail links are built we will be able to reach Tripura easily	0.95	
Construction of Vivekananda Vidyaniketan and renovation of 3 RK Mission schools in Chittagong	To provide education to tribal people of Chittagong hill tract	0.21	
Construction of new building for orphan children at RK Mission, Comilla	To construct ground floor for orphan children at RK Mission, Comilla	0.21	
Conservation and museum of Girish Chandra Sen residence	Conservation of the ruined residence of Grirish Chandra Sen and turning it into a museum. This is a President's commitment made in 2013 during President visit to Dhaka	0.38	
Treatment of 100 Bangladeshi defence patients	Treatment of patients from Bangladesh Army to build trust between the defence forces of the two countries	0.42	
Miscellaneous including visits	It is to build trust and confidence in India among the Bangladeshi	2.93	
TOTAL AID TO BANGLADESH		150	0

Source: Outcome Budget, 2017-18

Note: This table serves the purpose of providing an example of detailed tracking of the assistance flows to an individual country. It is also an exercise to analyse the quality of cooperation flows from India to a specific partner country in addition to being a budgetary exercise in tracking the amount of development flows.

APPENDIX A

TRACKING BUDGETARY FLOWS TOWARDS DEVELOPMENT COOPERATION



8. REFERENCES

- Besharati NA and Rawhani C. 2016. South Africa and the DRC: Evaluating a South–South Partnership for Peace, Governance and Development. South African Institute of International Affairs, occasional paper n. 235. Available at: <http://www.saiia.org.za/occasional-papers/south-africa-and-the-drc-evaluating-a-south-south-partnership-for-peace-governance-and-development>
- Dweep Chanana, 2009. India as an Emerging Donor, Economic and Political Weekly (Mar. 21–27)
- Government of India, Annual report, Ministry of External Affairs, various years
- Government of India, Detailed Demands for Grants of Ministry of External Affairs, various years
- Government of India, Detailed Demands for Grants of Ministry of Finance, various years
- Government of India, Outcome Budget, Ministry of External Affairs, 2016-17
- Government of India, Union Budget, Expenditure Budget, Department of Economic Affairs, Ministry of Finance, various years
- Government of India, Union Budget, Expenditure Budget, Ministry of External Affairs, various years
- Government of India, Union Budget, Expenditure Profile, Statement 21, various years
- L T Waisbich, D M Silva, B Suyama, 2017, Monitoring And Measurement of South-South Cooperation in Brazil, Briefing paper, Oxfam-Brazil: March
- Mariella Di Ciommo, Approaches to Measuring and Monitoring South-South Cooperation, Discussion Paper, Development Initiatives, February, 2017. Also available at: <http://devinit.org/wp-content/uploads/2017/02/Approaches-to-measuring-and-monitoring-South%E2%80%93South-cooperation.pdf>
- Ministry of Finance, 2017. List of Major and Minor Heads of Account of Union and States, 2nd Reprint of Fourth Edition, (Incorporating correction slip Numbers 001 to 834 - Upto 06-01-2017), Issued by department of expenditure, Controller General of Accounts
- Ocampo J A and Gómez Arteaga N. 2014. Accountable and effective development cooperation in a post-2015 era, Background Study 3 Accountability for Development Cooperation. Available at: http://www.un.org/en/ecosoc/newfuncnt/pdf13/dcf_germany_bkgd_study_3_global_accountability.pdf
- Prabodh Saxena, 2016. Emergence of LoCs as a modality in India's development Cooperation, Evolving Policy Context and New Challenges, Discussion Paper # 204, RIS, New Delhi
- S K Mohanty and S Chaturvedi, 2016. Indian Development Cooperation: A Theoretical and Institutional Framework, FIDC Policy Brief #7, RIS, New Delhi: March
- Sachin Chaturvedi, 2016. The Development Compact: A theoretical compact for South-South Cooperation, Discussion paper #203, RIS, New Delhi
- Sachin Chaturvedi, 2016. The Logic of Sharing: Indian Approaches to South-South Cooperation. New Delhi: Cambridge University Press. Pp. 13-25
- Shashi Tharoor, 2017. Being Aid Donor establishes India as the Global Fulcrum, Quint. Available at: <https://www.thequint.com/voices/opinion/being-aid-donor-establishes-india-as-the-globes-fulcrum-tharoor-g-20-president-obama-africa-india-summit>
- Tomojit Basu, 2017. India and South-South Cooperation-Factsheet #1, Oxfam-India, New Delhi: October