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CONCITO

ODA Reporting for Transport

Project Report

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ODA Reporting for Transport

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Abbreviations/Acronyms

BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CPI	Climate Policy Initiative
CRS	Creditor Reporting System
DAC	Development Assistance Committee
DNSH	Do No Significant Harm
FCDO	Foreign, Commonwealth & Development Office
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
ISIC	International Standard Industrial Classification of All Economic Activities
JICA	Japan International Cooperation Agency
HICs	High-Income Countries
HVT	High Volume Transport
MDB	Multilateral Development Banks
NACE	Statistical classification of economic activities in the EU
LDC	Least Developed Countries
LMICs	Low- and Middle-Income Countries
NDC	Nationally Determined Contributions
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
SNA	System of National Accounts
SUM4All	Sustainable Mobility for All
UNFCCC	United Nations Framework Convention on Climate Change
WP-STAT	OECD DAC Working Party on Development Finance Statistics

Executive Summary

Low- and Middle-Income countries (LMICs) are facing a wide range of challenges in advancing their economic and social development and in pursuing internationally adopted goals for Climate Change and Sustainable Development, including Poverty Reduction.

A number of these challenges relate to ***transport and mobility***. Mobility is significantly constrained for millions of people in LMICs, due to lacking or impaired availability of transport options. Moreover, available transport options are often dependent on fossil fuels causing pollution, noise, and emissions of greenhouse gasses as well as the burdening of trade-balances.

While transport is second only to energy in attracting climate mitigation finance (yet far below estimated needs), substantial finance gaps for the sector have also been estimated in terms of investments needed to ensure the fulfilment of other sustainable development goals and needs of LMICs, including for climate adaptation and poverty reduction. In short, the urgent needs to provide support for sustainable, low-carbon, resilient mobility options in LMICs are widely recognised.

Official Development Assistance (ODA) is one of the mechanisms through which funding is provided to LMICs. ODA is managed and monitored by the OECD Development Assistance Committee (DAC) to which all ODA donor countries are members. The traditional objective of ODA is the promotion of the economic development and welfare of developing countries. Today, however, ODA is not only considered as a means to boost economic development and alleviate poverty but also as a lever to help LMICs pursue the full range of Sustainable Goals including the mitigation of and adaptation to Climate Change.

A key question to ***ODA for the transport sector*** is therefore what role it plays in providing ***access for all by sustainable transport modes and climate compatible transport solutions***. This is not least of interest considering that the United Nations General Assembly recently has declared that the coming ten-year period 2026-35 is to be the ***UN Decade of Sustainable Transport***.

With the support of the UK Aid funded High Volume Transport programme the Danish green policy think tank CONCITO was tasked to,

- map the ODA spending on transport up to 10 years back;
- review current procedures and data codes used in reporting of transport ODA;
- summarize selected literature on transport, sustainable development, and ODA;
- conduct interviews with ODA experts;
- deliver a set of ideas for new categories or indicators to measure and report on ODA in support of sustainable transport.

In the following we summarize,

- Main ***findings*** of the report
- Main ***ideas*** analysed, and
- Main ***recommendations*** offered

The main ***findings*** include the following:

Transport received ***$11.8 billion per year or 5.7% of all ODA*** (bi- and multilateral) as average for the ten-year period 2013-22 with a declining trend. Transport received less than Health and Education sectors, about the same as the Energy sector, and more than for example the Water and Sanitation sector.

Within transport ***Road transport received the most by around half of all ODA***, followed by Rail transport at 30% and Transport Policy at ca. 10%. It is noteworthy that Japan is a very large donor to the transport area, providing 51% of all transport ODA in the world over the ten-year period, followed by the EU with 23% and France with 9%. Japan disbursed around half of its transport funding to Rail projects, and a third for Road projects. Only France gave an even larger share to Rail namely 63%. Germany and the UK are noteworthy by providing large contributions to Transport Policy rather than 'physical' projects; for the UK as much 47% of the total. Hence, each donor has a very distinct profile in the transport area.

Among the main ***recipients*** of transport ODA are India and the Philippines together with other Asian countries, and Egypt in Africa. In general, the distribution of transport ODA to vulnerable groups of

countries such as the Least Developed Countries and the Small Island Development States is roughly similar to total ODA; in other words, transport ODA is neither more nor less 'unfairly' distributed than ODA as a whole in that overall sense.

Each sector is represented by certain 'codes' in the system that donors use to report their donations via the so-called ***Creditor Reporting System (CRS)*** managed by the OECD DAC.

It is remarkable that the 'Transport and Storage' sector has a very simple set of codes compared to for example the 'Energy' sector. Transport is divided into ***seven subsectors***, four of them representing classic infrastructure networks (Road, Rail, Water, Air transport), supplemented by 'Transport Policy', 'Transport education and training and 'Storage'. In contrast, Energy has no less than ***27 detailed codes***, dividing it into for example by different types of renewable versus non-renewable energy sources (wind, solar etc).

The explanation is not that developing countries receive much more funding for energy than transport, actually it is at the same level. The main reason is that the ***transport 'codes' have not been changed for decades***, whereas the energy codes have been adjusted in several rounds in part to reflect the 2030 Sustainable Development Agenda with the SDGs, and a focus on sustainable energy.

Hence, there are no 'codes' in the system for support to for example active transport, public transport, electric busses, essential mobility for the poor, helping women reach jobs, or reducing traffic accidents. Clearly funding is provided for such solutions, one just can't see it clearly in the statistics that is published.

In contrast, it is found that a number of other contemporary international taxonomies and typologies of finance for development, sustainability or climate ('adjacent' to the CRS system used to report on ODA) do employ more elaborate categories and codes for transport including several of those dimensions.

All in all, there seems to be a 'missing link' between the global efforts to integrate development cooperation, sustainability and climate change agendas, and to support sustainable transport systems and modes in developing nations on the one side, and the current practice of defining and reporting on ODA for transport as exposed in this report on the other. We have sought to establish such a link.

The main ***ideas*** analysed are the following:

The report has considered several ideas to provide better information on ODA for transport, in terms of what it means for climate targets, Sustainable Development, and poverty reduction. We call them ***options to enhance the reporting of ODA for transport***. There are mainly three sources of inspiration for the proposed options,

- The historic changes that have been implemented in the Energy sector
- A review of several other finance frameworks in the 'vicinity' of the CRS used to report ODA, with their associated typologies/taxonomies for transport
- A set of four key 'sustainable transport concerns' that we extracted from the international policy discourse on the subject

The enhancements range from proposing new ways to present information that is already reported to the CRS system, to adopting some new elements to the system, to installing a whole new set of 'codes' for the transport sector, including several codes for 'sustainable transport' forms.

More specifically, ***five options*** are discussed and exemplified,

- Using so-called 'Rio markers' to measure if the ODA for transport contributes to climate goals. 'Rio Markers' are qualitative policy 'tags' that donor nations attach to each of the donations they provide and report to the CRS system. This does not really measure 'how much' each donation does for the climate but only if it is 2, 1 or 0 – or 'a lot', 'something' or nothing', basically;
- Defining new markers specifically for 'Sustainable Transport' (could be tags like 'active transport'; 'public transport', etc). Again, this would not measure exactly how much goes to sustainable transport but would likely come closer. The option would however require an agreement of what 'sustainable transport' really means and also that all donors used the tags in the same way;
- Doing a 'cosmetic operation' to the transport codes, by simply removing 'Storage' from the sectors name. Only very small amounts of ODA today go to 'Storage', so the activity in the title only brings unnecessary confusion to what is at stake. Changing the title does however not help much towards the general weaknesses of the 'old fashioned' code structure.
- Adding new codes in the transport sector. This could be codes for example for support to 'Zero Emission transport', or to 'climate adaptation of rail transport'. This option would allow ODA

directly targeting these types of 'sustainable' activities to be counted as such in the statistics, without interfering with the reporting of other more traditional projects like road expansions or new bridges. It would only be possible track ODA for the new codes going forward as historic donations would obviously not apply those categories

- Undertaking a major revision of the code structure in the transport sector, to bring it more 'up to speed' with other sectors like energy. The idea is to allow more detailed / granular accounting for what ODA spent in the transport sector goes to, including sustainable transport modes, electrification and climate adaptation, but without disconnecting the overall structure from the historic CRS categories and the associated data accumulated over decades. A specific example is provided (see Table 1 below) that brings the Transport sector up to 24 'sub-sector' codes, compared to the 27 in the Energy sector.

As mentioned, one or more examples are provided for all five types of options; their merits are outlined as well as some potential challenges for their adoption as we could imagine. The result of this analysis we summarize in three ***overall assessments***:

- We consider that a major/comprehensive revision of the exiting framework with the addition of more granular sector codes for reporting on ODA for transport would carry the most significant merits (the fifth option above);
- We offer the view that the OECD bodies responsible for managing ODA reporting constitute a very effective and expedient institutional setting and governance structure for the process to develop, negotiate and adopt such revisions to CRS purpose codes;
- We suggest that a high-level policy initiative, commitment or mandate emphasizing the need to review how finance for transport in LMICs (including ODA) is defined and measured could likely expedite the success of efforts to enhance the reporting of transport ODA, not least a major revision to the sector codes.

On this background the main ***recommendations*** are the following:

1. It is recommended that DAC members with an interest in transport are summoned to discuss ideas and models for enhanced reporting of ODA for transport in light the UN Decade on Sustainable Transport and other relevant agendas; A key element should be a major modernization of the transport sector codes; The present report could serve among the input;
2. It is recommended that representatives of DAC members with an interest in transport reach out to current high-level initiatives of relevance for sustainable transport finance such as the preparations for the upcoming UN Decade for Sustainable Transport, The Sustainable Mobility for All initiative, and the Finance for Development Agenda, in order to explore opportunities to generate external high-level support for a reform of Transport ODA;
3. It is recommended that representatives among of the group of DAC members instigate the submission of a proposal for discussion at an upcoming meeting of the OECD DAC working party WP-STAT; the proposal may include,
    - a proposal to rename the purpose code of sector 210 to 'Transport';
    - proposals regarding a modernized more granular structure of CRS codes for Transport reflecting sustainable transport options;
    - considerations regarding alternative options to enhance ODA reporting for transport such as the use of Rio Markers, SDG Focus codes, or new Policy Markers;
    - considerations regarding a process for reviewing and elaborating options engaging the Secretariat in the analysis of any consequences in regard to other aspects of reporting duties, and possibly DAC members volunteering to test the application of new codes
    - considerations regarding regular follow-up with publications or other information products on status and trends for Transport ODA, as part of information for the UN Decade of Sustainable Transport.

The table below is a hypothetical ***example*** of a major revision to the coding system for the transport sector in the CRS, that could serve as inspiration. The details of this example are described in Chapter 5 of the report, where also strengths, weaknesses and other opportunities are discussed.

Table 1 Example of a comprehensive reform of sector codes for Transport with potential new code numbers or code titles added In green (see chapter 5)

DAC 5	CRS	*Vol*	DESCRIPTION – *'COMPREHENSIVE'*
210			Transport
211			**Transport policy and administrative management**
		211aa	*Transport policy, planning and administration*
		211bb	*Public transport services*
		211cc	*Transport regulation*
	211XX		Sustainable Urban Mobility Planning
			Education and training in transport and storage
212			**Road transport**
	21210		Active transport
	21220		Public transport
	21230		Road adaptation
	21240		Road construction
		2124a	*Feeder road construction*
		2124b	*National road construction*
		2124c	*All-weather rural road construction*
	21250		Road maintenance
		2125a	*Feeder road maintenance*
		2125b	*National road maintenance*
	21260		Zero Emission Road Transport
	21270		Other Road transport
213			**Rail transport**
	21330		Rail adaptation
	21340		Rail construction
	21350		Rail maintenance
	21360		Zero Emission rail transport
	21370		Other Rail transport
214			**Water transport**
	21430		Water adaptation
	21440		Water construction
	21450		Water maintenance
	21460		Zero Emission Water transport
	21470		Other Water transport
215			**Air transport**
	21530		Air adaptation
	21540		Air construction
	21550		Air maintenance
	21560		Zero Emission Air transport
	21570		Other Air transport

1. Introduction

Low- and Middle-Income countries (LMICs) are facing a wide range of challenges in advancing their economic and social development and in pursuing internationally adopted goals for Climate Change and Sustainable Development, including poverty reduction.

A number of these challenges relate to transport and mobility. According to recent assessments by the World Bank and others, [1]

- half of the global population lack convenient access to public transport, where in regions like sub-Saharan Africa it is up to 67%;
- an estimated 1 billion people still lack access to all-weather roads, in Africa alone i more than 70% of the total rural population has no connection to transport infrastructure and systems.
- The absence of safe transport infrastructure is also a major barrier to women's economic participation, reducing the likelihood of women joining the labour force by an estimated 16.5%.
- Traffic accidents is the cause of death for approximately 1.2 million people each year; and is now the leading cause for children and young people aged 5-29 in the Global South.

Transport options are essential for gaining access to social and economic functions for people and businesses. Effective and affordable transport infrastructures and services are therefore important components of social and economic development. Yet mobility is significantly constrained for millions in particularly in LMICs, due to lacking or impaired availability of transport options.

Moreover, available transport options are often dependent on fossil fuels causing pollution, noise and emission of greenhouse gasses as well as the burdening of trade-balances. Factors like urbanisation and rapid motorisation exacerbate these problems, while zero emission solutions may be inaccessible or prohibitively expensive. Meanwhile, infrastructures and the stability of mobility services are increasingly exposed to impacts of climate change in both rural and urban areas of the Global South.

All in all, the urgent need to provide sustainable, low-carbon, resilient mobility options, not least for LMICs, is widely recognized (United Nations 2024a; United Nations 2024b; UN DESA 2021; Sustainable Mobility for All 2022; see also Slocat 2023; Gudmundsson & Dalkmann 2024).

Official Development Assistance (ODA) is one of the mechanisms through which funding for a broad range of development objectives are channelled to LMICs from High-Income Countries (HICs), directly or via multilateral banks, and other international organisations. Although ODA only constitute a small part of total financial flows to LMICs, it is an important one for supporting Sustainable Development, while also governed by a well-established reporting regime (UNCTAD 2024).

Transport is one of the sectors that receives support via ODA. Currently ODA for transport is reported under a category for ‘Transport and Storage’ in the OECD DAC Creditor Reporting System (CRS) for development assistance. A key question is to what extent ODA reported through this category also provides for reliable measures of support to sustainable and climate compatible transport activities.

The ambition behind this report is to address this question by unpacking the existing practice of reporting of ODA for transport and by exploring if other ways to categorize or indicate the provision of transport ODA could enhance the support provided for climate and sustainability goals. This will include some ideas on how to potentially modify the purpose coding for transport in the CRS.

Apart from directly guiding the reporting of ODA, an enhanced reporting structure on transport could eventually also inform other international processes on climate or sustainable development finance. In particular it could help buttress the knowledge foundations for the upcoming UN Decade of Sustainable Transport 2026-35, a more imminent agenda in view for this analysis.

It should be noted that the study is limited to ODA reporting and does not include other types of financial flows or types of international development cooperation, such as non-concessional loans, export-facilitating grants[2], private finance, or diplomatic negotiations. The topics of ‘Climate Finance’ and ‘Sustainable Finance’ are partly addressed to the extent their reporting is overlapping ODA or is relevant for informing considerations regarding potential modifications to ODA reporting for transport.

[1] The World Bank (2024).World Sustainable Transport Day: Transforming Mobility to Transform Development
[2] See for example the OECD’s distinction of ODA from OOF, ‘Other Official Flows’.

2. Aim and Methodology

2.1 Aim

The aim of this report is to provide an overview of ODA currently committed for transport, and to review if existing categorisation and reporting allows to track how transport ODA will support the delivery of poverty reduction, sustainability and climate objectives.

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The outcome of the effort should help establishing a factual and conceptual basis for a discussion on ODA for transport in the context of the SDGs, the Paris Climate Agreement and the upcoming UN Decade of Sustainable Transport (United Nations (2023). The project thus includes the following tasks:

- Task 1. Review of current reporting of transport ODA;
- Task 2. Brief review of literature;
- Task 3. Interviews with ODA experts;
- Task 4. Discussion of possible new / supplementary framing of ODA reporting on transport.

The project commenced on August 6, 2024, and will end November 30, 2024.

2.2 Methodology

The methodology is desk-top analysis informed by literature, data analysis, and expert interviews, each of which provides input for the critical discussion that forms the basis for recommendations regarding potential new / supplementary reporting categories or indicators for ODA in support of sustainable transport. The following sections explain the methods applied for each task and how they each inform the discussion and the recommendations of this document.

2.2.1 Review of current reporting of transport ODA

The first task is to provide a condensed overview of historic and current ODA for transport, and to compare this to the neighbouring area of energy.

The main source for this task is data extracted from the OECD DAC Creditor Reporting System (CRS) with associated guidance and other documents. The CRS is the internationally agreed system for reporting and managing ODA and other related financial flows (OECD DAC 2024).

The CRS data are available online to download in different formats and levels of detail from the *OECD data explorer*. We have mainly used the comprehensive dataset for Creditor Reporting System flows available here. In addition, we have collected guidance documents regarding ODA reporting from the *OEDC Archives* accessible online here.

2.2.2 Review of literature

While the study is not committed to do a comprehensive literature review, a systematic search for relevant material was conducted in the early stage of the work. Three main categories of references were deemed of interest for the literature review, covering academic as well as grey material:

a) History, documents and guidance for how ODA reporting has evolved and how it functions including key definitions, procedures and categories.

b) Literature addressing the role of ODA reporting and methodology in the context of supporting sustainable development and climate change in general.

c) Literature on the role of transport for sustainable development and climate change particularly in ODA recipient countries, and how this role is reflected or can be reported.

The literature search involved restricted academic search engines SCOPUS and Science Direct as well as the open Google Scholar. More random searches in Google, the OECD Archives and a few other repositories were also conducted, including CONCITOs own reference folders.

Search terms included various combinations of terms ‘ODA’/’Official Development Assistance’ ‘OECD DAC’; ‘ODA reporting’; ‘Sector Codes’; ‘Transport’; ‘Transport & Storage’, ‘Sustainability’; ‘Sustainable Development’; ‘Climate’, ‘Poverty’; ‘Sustainable transport’ and ‘Sustainable mobility’.

Numerous references are available within each of these three categories. The search was deliberately narrowed to references from 2020 onwards with a high value for this study; either seminal, condensed accounts within each of three topics, or material with rich overlaps across them. A few key references older than 2020 were nevertheless included and consulted as necessary. A special interest was paid to references addressing ODA for transport by main transport donor countries.

The long list of references deemed to have potentially significant value includes some 150 items.

These items were all registered with bibliographical information including abstracts etc. in one file and then categorized using a set of criteria and tags, to register the status of the item - for example if it is in the physical possession (owned by) CONCITO - as well as its potential contributions to inform various aspects of the analysis. The template used for this exercise is shown in Figure 1.

STATUS:	OWNED TO OBTAIN NO NEED	**RELEVANCE:**	HIGH MEDIUM LOW	**TYPE:**	GREY SCIENTIFIC
CATEGORIES			**TAGS**		
1. ODA HISTORY & METHODOLOGY (GENERAL) 2. SD/SDG/CLIMATE & ODA/FINANCE 3. TRANSPORT/SUSTAINABLE TRANSPORT & ODA/FINANCE			ODA TRANSPORT SUST/CLIMATE ODA METHODOLOGY KEY DONOR UK, EU, JAPAN, GERMANY, FRANCE ‘SNOWBALLED’ FOR OTHER RES … OLD (before 2020) SPECEFIC COUNTRY		
BIBLIOGRPHY; ABSTRACT; KEY QUOTES:					

Figure 1 Template applied by deleting categories and tags not applicable for each particular reference.

Around 20 references were initially deemed to be of potentially ‘High’ value for the study, with some 35 with ‘Medium’ value. ‘High’ value means rich and updated information to inform one, two or all of the three categories of interest named above. ‘Medium’ value indicates other relevant resources, with deep information on one of the categories likely for citation in the report.

Only a few references were found to overlap all three categories of interest, ODA for transport in the context of Sustainable Development or Climate Change goals, most of them from before 2020. It is noteworthy that no references were found to be directly addressing the subject of this report: categorizing transport ODA with the purpose of reporting on Sustainable Development or Climate Change goals, although indirectly reflected in some OECD documents. This topic seems not to have a subject for previous research published in English.

The identified references were not all systematically read through but were used for consultation during the analysis and writing process. The report does therefore not contain a ‘literature review’ section as the selected references were drawn upon where appropriate.

2.2.3 Interviews with ODA experts

The purpose of interviews for the study were two-fold.

The first was to understand more about how ODA data for transport in practice are provided and subsequently used by experts in the field. This was to help uncover any rationales for or benefits of the existing transport sector coding, as well as bring forward any issues experienced with its function or use. Potential ideas for revisions already in the mind of experts might also emerge.

The second was to tap into the broader discourse on ODA reforms in the context of the global sustainable development and climate change discourse. The hope was to find out if reforms or revision to ODA reporting in general is already underway, and if so whether such revisions would be conducive for or detrimental for any proposal to revise the reporting structure in the transport area.

Four interviews were conducted. Three were with transport ODA experts at official institutions managing international development assistance in the UK, Germany, and Japan, respectively. These interviews mainly informed on the first purpose but also provided background on the second one. One interview was with a leading officer in the OECD Development Assistance Committee. This interview was a joint undertaking with CONCITO colleagues for a different project. This interview provided background on the second purpose. The list of interviews is included as Appendix D.

In addition, valuable background information was provided by email or online by experts within the OECD Development Directorate, the Danish Ministry of Foreign Affairs, the South Korean Development Agency KOICA and GIZ in Germany.

2.2.4 Discussion of new framing of ODA reporting on transport

An approach was devised for the discussion on possible new / supplementary framing of ODA reporting on transport, as informed by data, literature and interviews.

The approach has the following elements,

- Framing the topic by briefly reviewing overall agendas for Development Cooperation, Sustainable Development and Climate Change, and the upcoming UN Decade of Sustainable Transport;
- Defining a ‘ladder’ of opportunities for enhanced reporting on ODA for transport in this context, following on a scale from minor supplements to major adjustments to existing practice. The ladder includes the following three main levels;
    a) Reporting on transport ODA for sustainable development and climate goals without adding new elements to CRS codes (using existing ‘Rio Markers’ etc);
    b) Adding new elements to the reporting with no alterations to Purpose coding;
    c) Alterations to the Purpose coding for Sector 210 Transport and Storage, again divided into three different options
- At each level some ideas and opportunities are presented, exemplified and discussed, in terms of potential benefits as well as potential drawbacks and challenges to be overcome;
- The discussion of level c) is supported by Appendix C providing a review of how transport in categorized in a range of frameworks and taxonomies for international financial reporting or accounting in the context of development, sustainability and climate change;
- A summary assessment of all options from the basis for the recommendations.

2.3 Structure of the report

The report includes the following chapters and appendices:

Chapter 3 introduces ODA and ODA reporting in general

Chapter 4 goes in depth with ODA reporting for transport, including,

- overview of actual amounts of ODA provided to this sector and each of its sub-sectors;
- review of the history and background for the existing CRS coding structure for transport; and
- summary of interviews on current practice in the reporting of ODA for transport.

Chapter 5 addresses options to potentially enhance the reporting on Transport ODA applying the approach described under methodology above.

Chapter 6 provides summary and recommendations.

The reference list and the appendices follow after Chapter 6.

APPENDIX A includes detailed data on volumes of ODA for transport contextualized in various ways serving as background for Chapter 4.

APPENDIX B provides overview and background on the Energy codes in the CRS Framework and comparisons of ODA for Energy and Transport.

APPENDIX C presents a range of finance frameworks and taxonomies and explores how the transport sector is categorized in them.

APPENDIX D has the list of interviews for the project.

3. ODA reporting in general

This chapter briefly introduces the concept of Official Development Assistance (ODA) and describes key features of how ODA is reported to the Development Assistance Committee (DAC) and the Creditor Reporting System (CRS) of the OECD. This provides necessary background for the in-depth review of ODA reporting for transport in the following Chapter 4.

3.1 ODA - what and when?

Development aid from high-income countries to so-called "Developing Countries" was initiated in the period after the Second World War. In 1960 the OECD was established, and its Development Assistance Committee (DAC) assumed a key position in the international management and reporting of Official Development Assistance (ODA), which received its first official definition under that name in 1969.

Key dates in the evolution of ODA and ODA reporting are summarized in Table 2. The current updated definition of ODA is shown in Table 3.

Table 2: Key dates in the history of ODA reporting. Based on Führer (1994), Casadevall-Bellés & Calleja (2004) and the OECD ODA website

Year	
1960	Foundation of the OECD and the Development Assistance Committee (DAC)
1966	"Expanded Reporting System on External Lending" introduced, evolving into the current Creditor Reporting System (CRS)
1969	Adoption of the Official Development Assistance (ODA) concept by DAC, and update of the CRS to reflect it
1970	United Nations adopts target of 0.7% of national income for ODA form HICs
1972 - >	Series of revisions to the definition and measurement of ODA
1998	Introduction or Rio Markers in CRS
2015	2030 Agenda for Sustainable Development including SDG targets for ODA
2016	Addition of codes for 'budget identification' to several sectors – most recent change to Transport Sector codes (see chapter 4)
2018	Introduction of Grant Equivalent Measure for ODA in CRS
2021	OECD DAC Declaration on a new approach to align development co-operation with the goals of the Paris Agreement on Climate Change

Table 3. Definition and specifications of ODA

Definition of ODA
ODA is defined as follows in the current ODA reporting directives issued to OECD members *(OECD DAC 2024)*: *"Official development assistance flows are defined as those flows to countries and territories on the DAC List of ODA Recipients and to multilateral development institutions which are,* *i.) provided by official agencies, including state and local governments, or by their executive agencies; and* *ii.) a) each transaction of which is administered with the promotion of the economic development and welfare of developing countries as its main objective; and b) is concessional in character …"* The current list (2024-25) of ODA recipients includes 147 countries and territories. Further details prescribe how ODA concessionality is defined for ODA loans.

ODA comes in different forms as grants, loans, or technical assistance provided to recipient countries. Extensive definitions and calculation methods are applied to measure ODA.

ODA can be channelled as *bi-lateral* assistance directly between countries, as *multilateral* assistance via international development finance institutions such as the Multilateral Development Banks (in the case of Europe also via EU institutions). A subset within the latter called *'multi-bi'* is where donor countries earmark certain parts of its multilateral aid to specific purposes or recipients.

What counts as ODA and how to count ODA has been a subject for numerous discussions and changes throughout the history of ODA. Controversies have for example concerned the level of concessionality of loans for them to count as ODA, or counting of in-donor country expenses for refugees as ODA.

These and other controversies have found technical solutions in the reporting frameworks (United Nations 2024b) but will often remain topics for discussion and potential adjustment.

3.2 The OECD Development Assistance Committee

OECD Development Assistance Committee (DAC) has the overall purpose to promote development co-operation and other relevant policies so as to contribute to implementation of the 2030 Agenda for Sustainable Development.[3] It does so mainly through the following activities,

- Monitoring official development assistance;
- Setting development co-operation standards;
- Conducting regular peer-reviews of DAC member's development finance.

DAC members today (and thus the members of the DAC Committee) include 31 countries plus the European Union, counting as a member on equal footing with the member countries.

In addition, some non-DAC countries are 'participants' (no voting rights) in DAC and a range of international organisations are 'observers'.

Mr. Carsten Staur of Denmark is the current Chair of DAC, appointed for the period 2023-2027.[4]

3.3 ODA reporting requirements

DAC members and some other participating countries regularly report their ODA to the OECD DAC Creditor Reporting System (CRS), which is the main global repository of ODA data. Reporting includes uploading data on individual ODA projects, either as *commitments* (for example in project contracts) or as *disbursements* (actually submitted funding), with the two categories kept separate.

The CRS system has evolved in multiple steps since its inception as the "Expanded Reporting System on External Lending", in 1966 (Führer 1994; Casadevall-Bellés & Calleja 2024), although elements remain from the original system (more details on this history, as it pertains to transport, is provided in Chapter 4).

Extensive instructions and guidance for reporting are adopted and provided by the DAC committee and its Working Party on Development Finance Statistics (WP-STAT), assisted by the OECD Secretariat.

Key references include the Converged Statistical Reporting Directives for the Creditor Reporting System (CRS) and the Annual DAC Questionnaire (OECD DAC 2024), and the 'codes' sheet defining all the categories and codes needed for reporting ODA (DAC-CRS-CODES sheet).

The CRS codes define categories of information to be reported for the ODA as well as labels to apply to reported activities within each category. The coding system covers a wide range of items from donor organisations to recipient countries, to institutions channeling the aid, to sectors targeted, to different finance flows (loans, grants etc.). This coding system thereby allows for both standardized and highly nuanced reporting, analysis, and communication on multiple aspects of ODA.

3.4 ODA Purpose codes

For reporting aid to various purposes, including sectors like transport and energy, the *CRS Purpose codes* are applied. As the name says, purpose codes refer to the purpose of the aid, in terms of what area of economic, social, or institutional *activities* in the recipient countries the aid is intended for.

[3] See website of the DAC Committee, Accessed Nov. 2024
[4] Resolution of the OECD Council [C(2022) 208]

It is important to observe that purpose codes aim to,

> "…describe the *economic and social sector of the activity* and not *the ultimate objective of the activity*. For example, an activity to improve sanitation would be classified under the sector of "water and sanitation", although its ultimate objective could be to improve health. (OECD DAC 2022, p. 26, emphasis added)

The codes are hierarchical. At the highest level there are 47 3-digit so-called *'DAC 5 codes.*' These are often called 'sector codes' as many of them represent economic or policy sectors. Aid for transport is for example covered under DAC code *210 "Transport & Storage"* (to be described in detail in Chapter 4).

Some of the codes do in fact not represent 'sectors' per se, such as code 410 "General Environmental Protection" or 510 "General Budget Support". We will nevertheless follow practice and henceforth refer to the 3-digit DAC codes as 'sector codes.'

Under each sector are 5-digit *'CRS Codes'*, where the sectors are subdivided. Donors are required to report all aid under the 5-digit CRS-codes. There are currently 235 CRS codes under the 47 sectors. The sectors differ widely with regard to level and detail of CRS codes within them. This to some extent reflects various levels of complexity of each sector but also historic evolution in the attention paid to particular sectors in the development community.

Further subdivisions under the CRS codes are so-called *'voluntary'* codes. These are also 5-digit. They offer opportunities for more detailed breakdown of activities in a sector than reflected in the 'parent' CRS code. An example for the transport sector is the voluntary code 21021 'Feeder road construction', as a subdivision under the CRS code 21020 'Road Transport'. As the name says, it is voluntary for donor countries if they use codes at this level in their reporting. According to interviews conducted for this study it varies to what extent donors use voluntary codes or not. It should be noted that the publicly accessible data in the CRS systems do not include information on ODA provided at the level of voluntary codes.

A final important observation about sector coding is that all donations must be reported to a particular sector code with no double counting allowed. Donations can however be *split* between codes (for example if 60% of ODA for a project supports construction of solar panels while 40% supports the acquisition of electric busses to use the solar energy produced, the funding is split accordingly and reported under different sector codes).

3.5 Codes for Climate and Sustainability

Finally, among the several other categories of codes to be applied in reporting ODA to the CRS it is relevant here to highlight the codes to indicate contributions to Climate Change and Sustainable Development Goals (SDGs).

Policy and Rio Markers

Policy Markers represent policy issues that DAC members have found important for the assessment of how ODA contributes to a particular objective or aim. Rio Markers are Policy Markers incorporated following the 1992 Rio Summit, where conventions on Climate Change, Biodiversity and Desertification were adopted.

DAC members are required to apply the markers by assigning a code to activities/projects according to their contribution to the particular Policy/Rio objective. The assignment is qualitative (ordinal) using a scale with three levels, with '2' indicting the strongest direct contribution to the objective:

0. Not targeted
1. Significant objective - The objective is explicitly stated in the activity documentation.
2. Principal objective - The objective must be fundamental in the design of, or the motivation for, the activity.

Several makers can be applied to an activity if it is deemed to contribute to several objectives; hence they are like 'tags' and not mutually exclusive (nor additive) in contrast to the sector codes above.

Table 2 shows the existing Policy Markers, and when they were adopted (OECD DAC 2022b). There is one Rio Marker to indicate Climate Mitigation and one for Climate Adaptation.

Table 4 Policy and Rio Markers used in CRS. Note: Some names shortened for convenience (*).

Name of marker	Year introduced	Type of marker	Revised
Gender*	1997	Policy	2006
Environment*	1997	Policy	
Governance*	1997	Policy	2010, 2021
Poverty reduction*	1997	Policy	2004 (discontinued)
Biodiversity	2000	Rio	2018
Desertification	2000	Rio	2018
Climate Change Mitigation*	2000	Rio	2015
Trade Development	2007	Policy	
Climate Change Adaptation	2009	Rio	2015
Reproductive health	2012	Policy	2017
Disaster Risk Reduction	2017	Policy	
Disabilities*	2018	Policy (voluntary)	
Nutrition	2018	Policy (voluntary)	

SDG Focus

'SDG focus' refers to the list of 17 SDGs and more than 170 SDG targets.

The CRS Code sheet includes a list of all the SDG goals and targets. DAC members are recommended to assign SDG Focus codes to their reported activities/projects according to their expected contribution to the goals or targets (goals and targets are reported in one column). An activity can be assigned up to 10 SDGs (OECD DAC 2022b).

For example, a project to rebuild a road section to limit motor vehicle traffic prioritize the section for safe bicycling and thereby limit emissions could (in principle) be assigned the following (but also other) codes,

- Target 3.5 'By 2020, halve the number of global deaths and injuries from road traffic accidents';
- Target 11.2 'By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all…';
- Goal 13. 'Take urgent action to combat climate change and its impacts.'

However, to 'earn' an SDG Focus code four criteria listed below should all be met simultaneously:

1. The activity should directly contribute to the reported SDGs in the short or medium term.
2. The SDGs reported should be the principal objective of the activity, or a significant one.
3. The activity should not harm other SDGs. An activity with a substantial, unmitigated, detrimental effect to one or more SDGs should not be reported as contributing to the 2030 Agenda, regardless of its positive contributions to other SDGs.
4. SDG reporting should be coherent with the Policy Markers and, when relevant, with the information reported in other CRS fields.

It is voluntary for DAC members to apply SDG codes, as opposed to most of the Policy Markers above.

It is noteworthy that both Policy Markers and Rio Focus codes refer to intended or expected *outcomes* of the aid, in contrast to the Purpose codes above, which describe *activities* supported by the aid. Also, donors are largely free to decide how they tag their activities, and they do employ different strategies for it (OECD DAC 2024).

4. ODA for transport

As mentioned earlier development aid for transport is primarily reported to the CRS system under the sector code 210 'Transport and Storage'.

This Chapter will,

- Introduce the structure and definition of codes used for reporting on 'Transport and Storage';
- Provide an overview of actual amounts of ODA provided to this sector and each of its sub-sectors;
- Uncover the history and background for the existing codes for transport, including the peculiar combination of 'transport' with 'storage';
- Report from interviews regarding current practice and issues in reporting ODA for transport;
- Summarize insights for the analysis and recommendations on revised codes and next steps.

4.1 The code structure for 'Transport and storage'

Table 5 shows the full description of the sector code set for sector 210 'Transport and Storage' in the CRS system with explanatory notes as provided in the DAC-CRS-CODES sheet.

The main structure consists of seven CRS code subsectors, largely following conventional transport mode infrastructure categories for Road, Rail, Water, and Air transport, supplemented by more cross-cutting categories for Transport policy, Storage, and Education and Training in transport/storage.

In addition, a set of voluntary codes allow additional distinctions to be made between different areas of transport policy making (for example administration of *public transport services*) and different subcategories of road building (National roads versus 'Feeder' roads; Construction versus Maintenance).

Table 5 Full code structure for DAC 210 Transport and Storage (source: DAC-CRS-CODES sheet, updated April 2024). Codes In Italics are *voluntary codes.*

CRS CODE	Voluntary code	DESCRIPTION	Clarifications / Additional notes on coverage
21010		**Transport policy and administrative management**	Transport sector policy, planning and programmes; aid to transport ministries; institution capacity building and advice; unspecified transport; activities that combine road, rail, water and/or air transport. Includes prevention of road accidents. Whenever possible, report transport of goods under the sector of the good being transported.
	21011	*Transport policy, planning and administration*	*Administration of affairs and services concerning transport systems.*
	21012	*Public transport services*	*Administration of affairs and services concerning public transport.*
	21013	*Transport regulation*	*Supervision and regulation of users, operations, construction and maintenance of transport systems (registration, licensing, inspection of equipment, operator skills and training; safety standards, franchises, tariffs, levels of service, etc.).*
21020		**Road transport**	Road infrastructure, road vehicles; passenger road transport, motor passenger cars.
	21021	*Feeder road construction*	*Construction or operation of feeder road transport systems and facilities.*
	21022	*Feeder road maintenance*	*Maintenance of feeder road transport systems and facilities.*
	21023	*National road construction*	*Construction or operation of national road transport systems and facilities.*
	21024	*National road maintenance*	*Maintenance of national road transport systems and facilities.*
21030		**Rail transport**	Rail infrastructure, rail equipment, locomotives, other rolling stock; including light rail (tram) and underground systems.
21040		**Water transport**	Harbours and docks, harbour guidance systems, ships and boats; river and other inland water transport, inland barges and vessels.
21050		**Air transport**	Airports, airport guidance systems, aeroplanes, aeroplane maintenance equipment.
21061		**Storage**	Whether or not related to transportation. Whenever possible, report storage projects under the sector of the resource being stored.
21081		**Education and training in transport and storage**	

As can be observed, 'Transport' is represented in the coding structure as a sector composed of distinct physical transport networks with corresponding infrastructures and associated types of vehicles or vessels; governed by overarching and more specific policy making and administrative management for construction and operation of these networks.

A peculiar element is that 'Storage' is included with transport. As section 4.3 will show that the actual amounts provided for 'Storage' are very small and insignificant for the total for the sector. Section 4.4 will seek to uncover why 'Storage' is joined with 'Transport' in the first place, and if the reasons for it seems compelling.

'Education and training for transport and storage activities' is not further defined but likely including for example driver training. Again, ODA reported for this activity is minimal, and we will not explore it further.

It can be noted that only 'Transport Policy' and 'Road transport' subsectors come with subdivisions detailed into voluntary codes, not 'Rail, or 'Sea', for example.

Also noteworthy is, that the clarifications shown in Table 5 indicate boundary issues to other sectors, for example by instructing donors to report aid for managing transport and storage of *goods* not under the transport sector, but in sectors for the types of products transported (e.g. under 'Industry' or 'Agriculture').

The historic background and logic of the code set for 'Transport and Storage' is explored in section 4.4, while section 4.3 first will present summary data on the actual volumes of ODA reported to this sector, how it is divided, and how it compares to other sectors.

4.2 ODA for Transport - volumes and comparisons

The section will present key data for flows of ODA reported for the 'Transport and Storage' sector to OECD CRS system and extracted via the OECD Data explorer.

Occasionally the term 'Transport' is used alone, due to the insignificant amount of ODA for 'Storage', as will be shown. Comparisons of Transport ODA with Total ODA and with other sectors like energy will also appear. All amounts are in billion US dollars, at constant 2020 prices levels for comparison. We primarily present data for *disbursements*, meaning ODA actually delivered, rather than as *commitments*.[5] Time series cover the ten years 2013-22.[6]

Some data will be displayed for different groups of donors and recipient countries. Data for 'Official donors' include all bilateral and multilateral ODA from all ODA donors. Data for 'DAC countries' only includes bilateral ODA from those countries, not what the same countries provide through multilateral channels, *except* cases where the country retains control over a specific contribution *via* a multilateral organisation (so-called 'earmarking'). In cases or earmarked funding for multilateral programs that target particular sectors (for example transport), the reporting country would have reported its contribution as part of its bilateral ODA to that sector (see OECD DAC 2023, p 7-8).

ODA from 'EU institutions' (including the European Investment Bank) is reported as 'multilateral' aid, but it can also be singled out like a 'country' (EU is also an independent DAC Member), as will be shown.

Some data are shown for a selection of the main donors in the 'Transport and Storage' sector (including Japan, France, Germany, the EU and the UK). This is mainly to indicate a variation of profiles among donors we speculate could have some interest in the present study.

Please note that representatives of Development Agencies/Ministries interviewed for this report have not been asked to verify ODA figures and carry no responsibility for their accuracy. All numbers have been extracted via the OECD Explorer database and double-checked by authors.

Appendix A includes additional data tables on ODA informing this section.

Appendix B includes data on energy ODA in comparison with transport.

[5] On average for 2013-22, 'disbursements' were about 6.7% lower than 'commitments; Interestingly, though, the difference is much larger for Transport, at 32%. We did not explore possible explanations for this difference.
[6] Data for 2023 were not fully available in time for this study

4.2.1 Total ODA for Transport and Storage

As annual average for the period 2013-2022 Transport and Storage received $11.8 billion or 5.7% of total ODA. The trend has been downward over the period in terms of both amount and share for transport.

As observed in Figure 2 the downward trend was halted and reversed from 2021. This explained by a massive hike in donations for transport infrastructure from the EU to the Ukraine, especially for 2022.

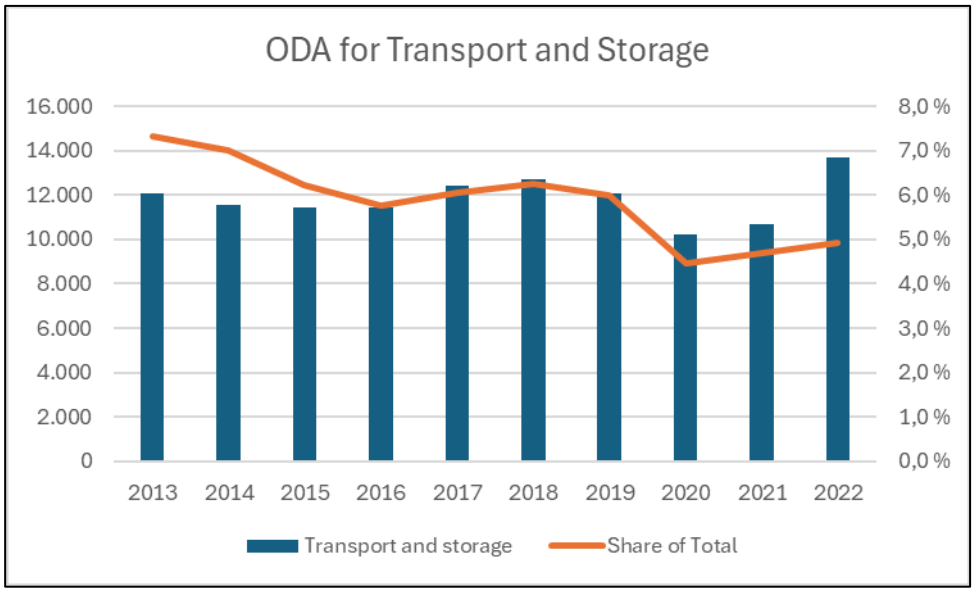


Figure 2 CRS: Official donors, disbursements, constant prices USD million 2022

Underlying data held in Appendix A and summarized in Table 6 show that the share for transport of all *bilateral* ODA from DAC member countries alone was 4.7%, lower than the average for all Official donors while it was correspondingly higher for multilateral organisations at 8.0% as average for the period.

Table 6 ODA shares for Transport and storage; different donor groups, developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Official donors	7.3%	7.0%	6.2%	5.7%	6.0%	6.3%	6.0%	4.5%	4.7%	4.9%	5.7%
DAC Countries	5.6%	5.2%	4.5%	3.8%	4.6%	4.6%	5.5%	4.4%	4.5%	4.8%	4.7%
Multilateral Organisations	11.3%	10.7%	9.8%	9.6%	9.6%	9.7%	7.6%	4.5%	5.5%	5.7%	8.0%

As Japan is a very significant donor to the transport sector (to be exposed in the following), we have also calculated the share of all ODA going to transport *excluding Japan*, which would bring the share of transport (from all other donors) down to 4.2% as average for the period, compared to the 5.7% above.

In any case Transport is among the major ‘classic’ sectors for receiving ODA as indicated in Table 7. The volume is about the same size as for Energy but less than for Health and Education (see section 4.2.4 for more detailed comparisons with the Energy sector). Note that major parts of ODA for ‘non-sector’ needs such as humanitarian aid, disaster relief, refugees in donor countries, government policy; etc. are not displayed in the table in but is still included in counting ‘all ODA’ used in the comparison.

Table 7 ODA share 2022 for selected sectors (not summing to 100%) CRS: Official donors, disbursements, constant prices USD millions 2022

Sector	Disbursements	Share of all ODA in 2022
Health	26,984	9.7%
Education	15,582	5.6%
Transport and Storage	**13,677**	**4.9%**
Energy	13,051	4.7%
Agriculture, forestry, fishing	9,964	3.6%
Water supply & sanitation	6,901	2.5%
Industry, mining, construction	3,801	1.4%
Communications	1,164	0.4%

As mentioned more details comparing Transport with Energy follow in section 4.2.4

Table 8 indicates the ten donors which have disbursed the most ODA to the Transport and Storage sector as average over 2013-22, either in terms of the volume (annual Millions of USD) or the share of total ODA disbursements from that donor. Japen leads by far in both categories. Background data shows that in fact Japan provided 51% of all transport ODA in the world over this ten-year period, followed by the EU with 23% and France with 9% (not shown in the Table). It should be noted that the EU counts as a multilateral institution whose budget is secured by Member State contributions. Section 4.2.3 will zoom in on support for transport provided by a smaller selection of donors.

Table 8 Ten largest donors to Transport and Storage average 2013-22. CRS: disbursements, constant prices USD millions 2022

By Volume of ODA for Transport		By Share of ODA for Transport	
Japan	4,045	Japan	30.3%
EU Institutions	1,793	Korea	13.4%
France	732	EU Institutions	8.8%
Germany	347	France	7.7%
United States	290	Australia	4.4%
Korea	235	New Zealand	3.5%
United Kingdom	185	Portugal	3.1%
Australia	131	Germany	1.6%
Italy	26	United Kingdom	1.6%
Belgium	16	Italy	1.2%

4.2.2 Breakdown of transport ODA to subsectors

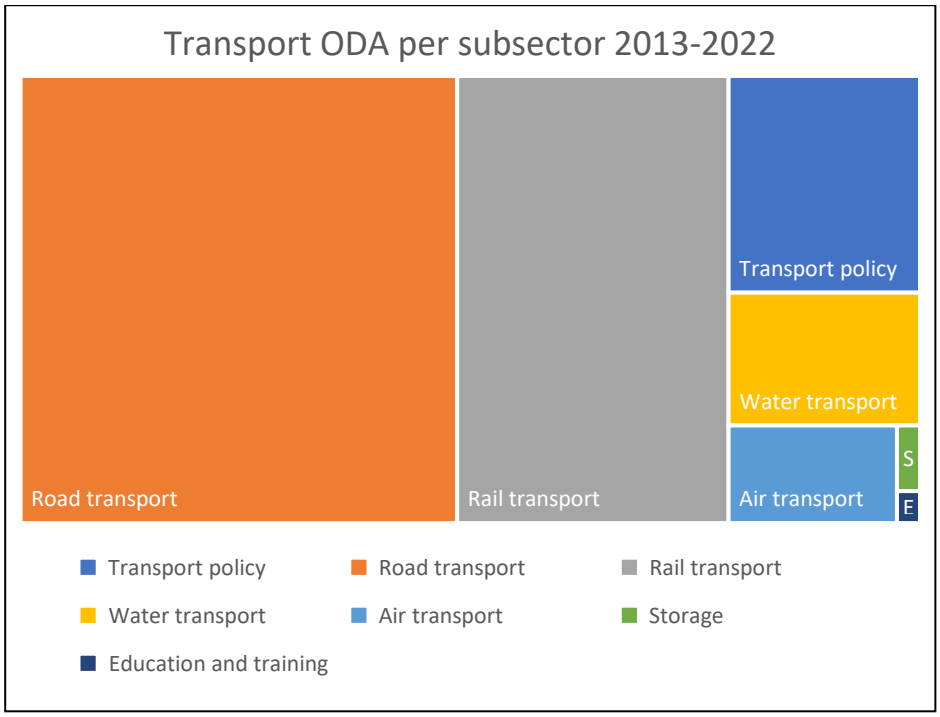
Road transport has received the largest share of ODA for transport, almost 50% over the period 2013-2022. Rail transport is second with 30%, followed by Transport Policy and Management with 10.4%

Storage only receives 0.4%. It is so insignificant for the sector that this activity hardly earns the prominence of being included in the sector title. In section 4.3 we seek to uncover the background for Storage being coupled with Transport in the first place.

The subsector ‘Education and training‘ receives an even smaller part.

The distribution is visualized in Table 9.

Table 9 Transport ODA split by shares for subsectors. CRS: disbursements, constant prices USD millions 2022 ('Storage' and 'Education' are Invisibly small)



Underlying data reveal a more nuanced picture as results are distinguished by donor groups.

For the group of DAC member countries only, for example, the order is reversed with rail as the main recipient sector (45.1%), followed by Road (32.2%) and Transport Policy (8.8%). This suggests that multilateral donors in general must have had a stronger preference for support to Road than to Rail, while the reverse is the case for bilateral donors. This is confirmed by additional data tables in Appendix A.

An even more differentiated result emerges when looking at some of the main individual donors to the transport area as shown in Table 10. According to this breakdown, France and Japan have predominantly supported Rail activities (as average for 2013-22) although with significant amounts for Road as well from Japan (the largest donor for transport overall, as observed above). Japan seems to have provided almost no funding for Transport Policy and Management, at least via ODA as defined in the CRS system.

In contrast, the UK has provided almost no support for Rail, but has their largest share allocated to Transport policy and management, with nearly as much for Road. The EU (recall again, a multilateral donor) has also been most active in the Road area, as suggested above, followed by rail, and a smaller share for Transport Policy, at par with the average for all donors.

It can be further noted that Germany (and Japan) has had some focus on Water Transport, that Air generally received the lowest share of the modes, that the UK is the only one in this group that has supported Storage with any significant amount, and that Germany is the only one of these with significant support to Education and training.

It should be kept in mind that these numbers reflect how ODA is reported by donors to the CRS system, which may involve individual judgement regarding the sub-sector allocation of activities.

Table 10 Share of ODA for transport subsectors by selected donors, average 2013-22). CRS: disbursements, constant prices USD millions 2022

Transport subsectors	France	Germany	Japan	UK	EU
Transport policy / administrative management	12.1 %	25.4 %	0.9 %	46.9 %	9.7 %
Road transport	14.9 %	14.9 %	32.5 %	45.7 %	54.5 %
Rail transport	63.2 %	36.9 %	51.9 %	1.1 %	30.9 %
Water transport	6.1 %	15.6 %	8.0 %	0.2 %	3.7 %
Air transport	3.6 %	1.2 %	6.6 %	3.6 %	1.2 %
Storage	0.0 %	0.6 %	0.0 %	2.5 %	0.0 %
Education and training	0.0 %	5.3 %	0.0 %	0.0 %	0.0 %

4.2.3 ODA by main donors to recipient countries

ODA is obviously not only about who reports which donations but equally much about where the funding goes and who receives it. Table 11 shows the top ten recipient countries only for the year 2022. India received the largest amount, followed by the Philippines and Bangladesh. Except for Egypt all in top ten were in Asia. The combined volume of these ten countries represents 80% of all global ODA for transport in 2022.

Table 11. Ten largest recipients of Transport ODA in 2022. CRS: disbursements, constant prices USD millions 2022

Transport ODA recipients	Volume of Transport ODA Mio. USD	Share of global Transport ODA
India	3,086	36%
Philippines	1,122	13%
Bangladesh	935	11%
Egypt	417	5%
Indonesia	284	3%
Cambodia	251	3%
Viet Nam	239	3%
Myanmar	231	3%
Papua New Guinea	151	2%
Thailand	149	2%

Appendix A includes data on the volumes and shares of Transport ODA that has gone to selected groups of vulnerable nations for the period 2013-22, namely ‘Least Developed Countries (LDC)’, ‘Land Locked Developing Countries (LLDC)’ and ‘Small Island Developing States (SIDS)’.

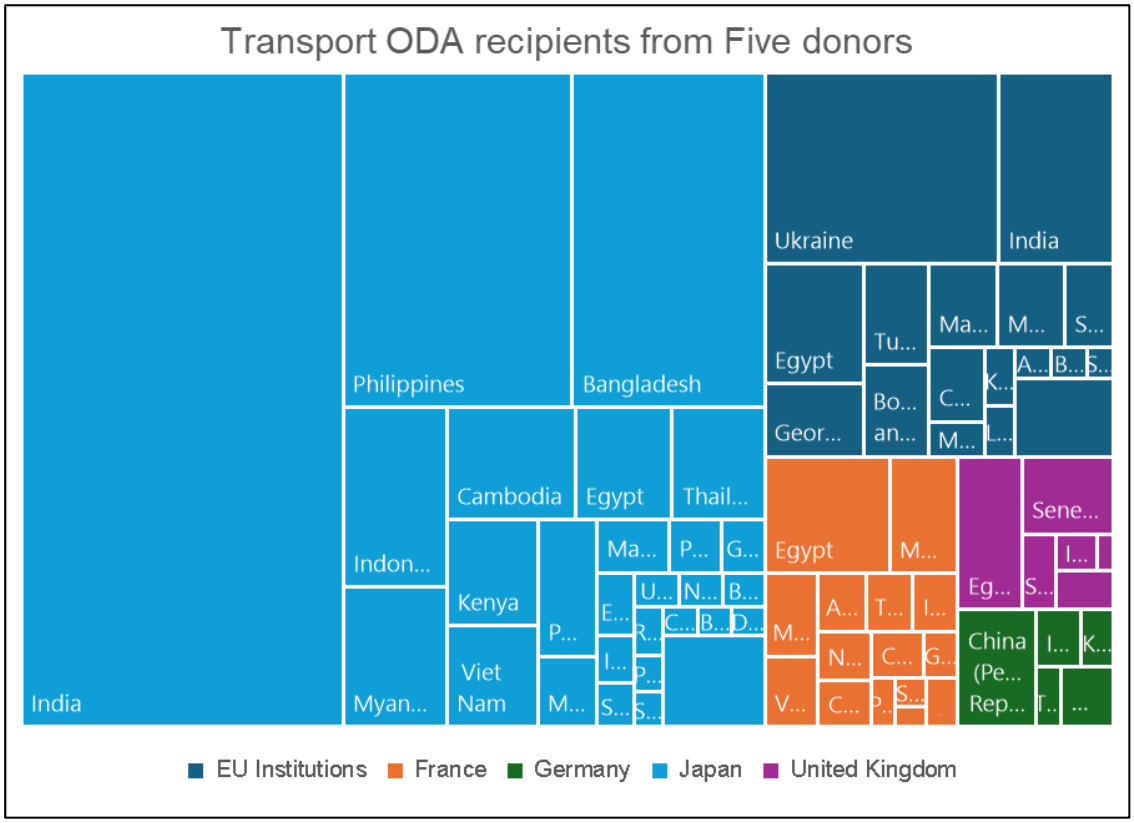
It can be noted that that transport ODA disbursed to these groups of vulnerable countries does not deviate much from the (slightly declining) trend of transport ODA for all groups, nor from the distribution of Total ODA for all sectors to the same groups. For example, LDCs received around 28% of all ODA to developing countries as well as 28% of all Transport ODA as average for the ten-year period. In other words, ODA for transport does not seem to disfavour disadvantaged countries more than ODA in general. This is however not a strong indicator for impact on poverty considering the largest share of people living in poverty are actually found in Middle Income Countries (OECD 2024a).

Also, data divided by country income groups is included in Appendix A. However, these data are harder to interpret since a very large share of total ODA (30%) is provided to ‘countries unallocated by income’, which is not the case for Transport (only 2%).

The full range of global flows of Transport ODA from donors to recipients are complex and difficult to convey in a simple manner. Table 12 shows the relative size of Transport ODA from the five previously selected donors (Japan, EU, France, Germany, UK) to all recipient countries, as well as how these shares were split on recipient countries for the period 2013-22. The colours represent ODA from each donor.

It is clear from this graph that Japan, as the largest global provider of Transport ODA, also plays a key role for the donations to the main recipient countries in Asia. Apart from Asian countries also Kenya in Africa figures in the top ten of recipients of Japanese transport ODA for this period. For France, Egypt is the largest partner followed by Marocco, hence a focus on North Africa, but also countries in Asia and Latin America are prioritized. Germany also spreads its transport donations over the three continents, although China and India top the list, while the background data shows that Marshall Islands in Oceania also stand out. For the UK African countries clearly dominate. Finally, the EU is special due to very large donations for Ukraine (only topped by Japan’s contributions to its three largest Asian partners). Again, it should be noted that the EU conveys funding from member states also for this recipient.

Table 12 ODA for transport from Selected donors. CRS: disbursements, constant prices USD millions 2022, average 2013-2022



4.2.4 Comparing Transport and Energy sector

This section presents some data and graphics comparing ODA for the Energy sector with Transport. Further details and additional data breakdowns are found in Appendix B.

Figure 3 shows annual ODA disbursements to the Transport and Energy sectors from all ODA donors combined, including DAC members, multilateral organisations, and others, over the last ten years.

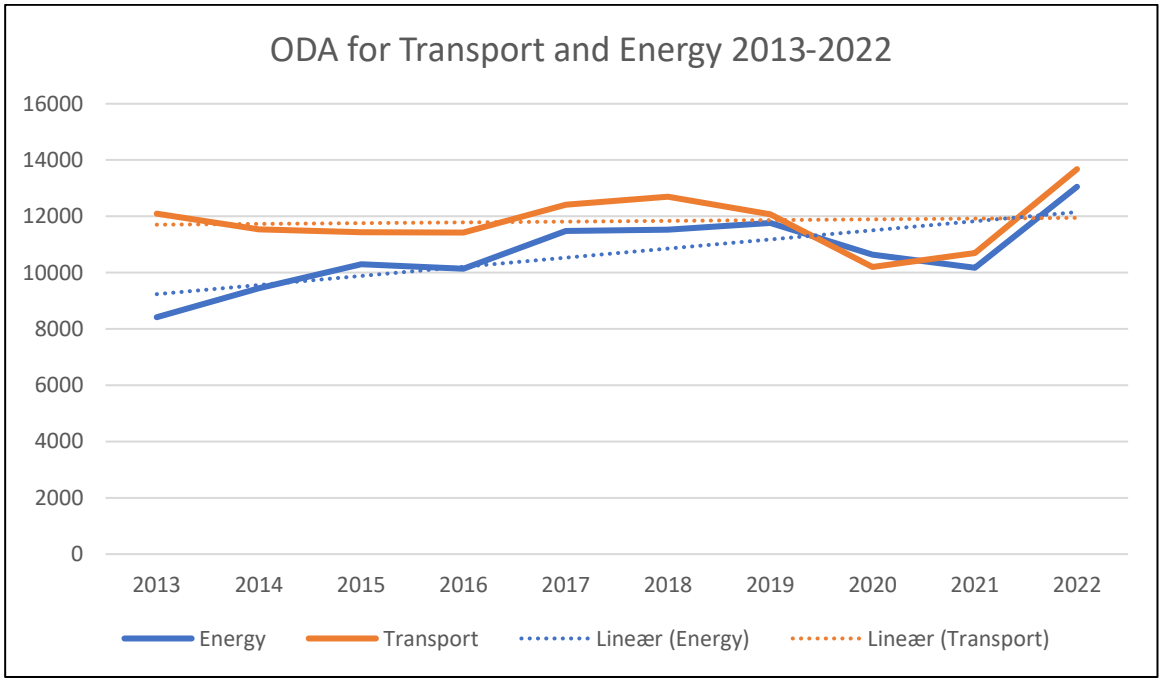


Figure 3 ODA for Transport and Energy, Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

It can be observed that Transport received higher amounts in the first period of the ten-year period while since 2019 it has varied from year to year which sector gets the most. If we examine the trend lines, it will seem that Energy is on the rise. However, the surge in ODA for both sectors in 2022, triggered by exceptional support for Ukraine, obscures a clear interpretation.

Table 13 below includes the numbers behind the graph (plus the average for the ten-year period). Table 14 provides the same information only for bilateral aid from DAC countries. For the latter donor group, the Energy sector received a bit more than transport, but still at roughly the same level.

Table 13 Transport and Energy Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	8,415	9,450	10,297	10,134	11,478	11,526	11,761	10,644	10,174	13,051	**10,693**
Transport and storage	12,094	11,539	11,437	11,422	12,410	12,702	12,073	10,201	10,701	13,677	**12,094**

Table 14 Transport and Energy, DAC countries, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	6,095	5,657	5,232	4,881	5,953	5,691	6,808	5,774	6,269	8,581	**6,094**
Transport and storage	4,502	4,414	5,393	5,595	6,103	5,860	6,536	5,927	5,624	7,609	**5,756**

The results are much more diverse when looking at individual donor countries which may have individual priorities regarding support to different sectors. Figure 4 below shows the average disbursements per year over the ten-year period for five selected donors.

Germany and Japan seem to have “specialized” in their fields (Energy versus Transport), although Japan is also a large-scale donor within Energy. France has provided equal amounts to the two sectors. The EU has leaned towards Transport and the UK towards Energy. More details can be found in Appendix B.

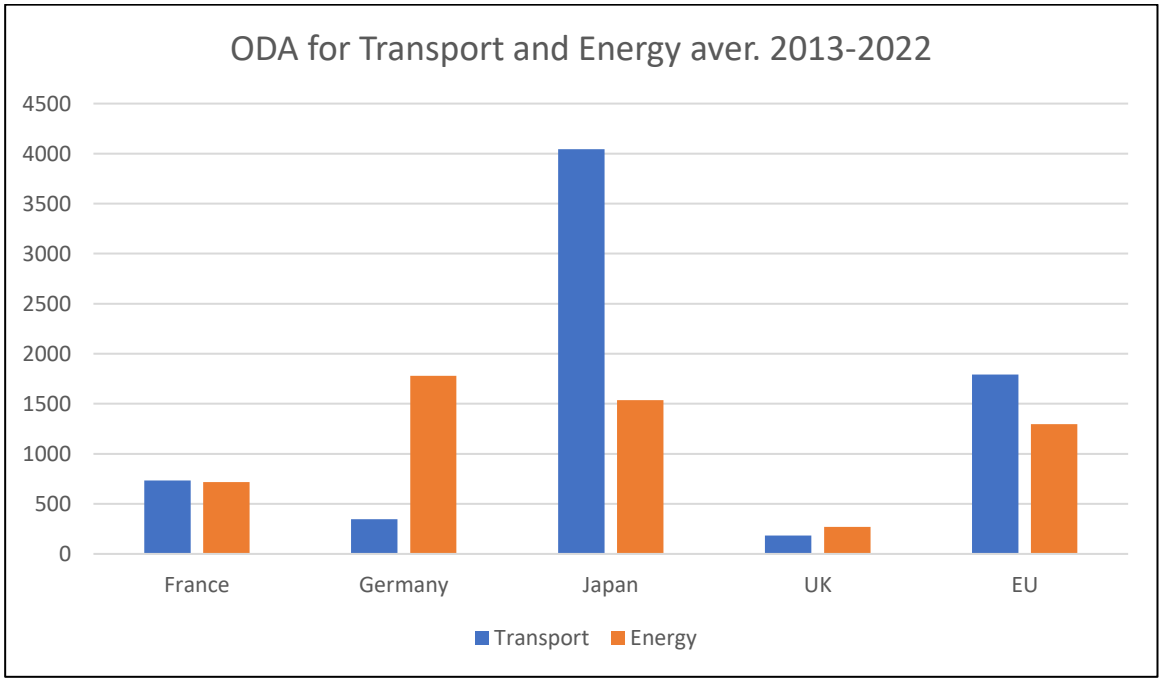


Figure 4 ODA for Transport and Energy from selected donors.

4.3 Background and 'logic' of the transport code structure

This section traces the history behind the current structure for reporting ODA for the transport sector, seeking to unpack any underlying logics as well as thereby implied constraints to, *and* opportunities for future changes to the existing system.

Due to limited availability of historic documentation for procedures for adoption and modifications to the CRS system, some of which occurred several decades back, we cannot necessarily reconstruct a precise justification for each element in the current transport code set. However, the tracing does uncover valuable insights, while the most recent changes to the transport coding (occurring 2015/16) are both better documented and more easily explained, as we shall see.

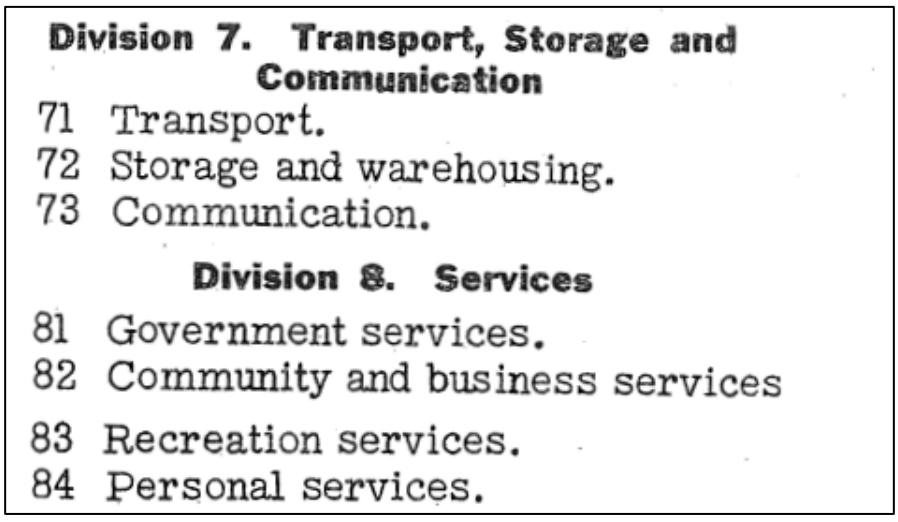
4.3.1 The origin of 'Transport and Storage" in economic statistics

According to Benn (2012) the origin of DAC sector codes generally lies in the International Standard Industrial Classification of All Economic Activities, ISIC. ISIC was established by the United Nations in the 1940'es and has evolved in several versions since. ISIC is used for official statistical purposes throughout the world, often with local adaptions and further detailing, for as example the European NACE system.

Importantly, ISIC also forms a basis for the international System of National Accounts (SNA), which is the internationally agreed standard for how to compile measures of economic activity in a country. SNA is adopted for National Accounting by most nations, including many LMICs. [7]

In the following we therefore seek to uncover transport sector definitions and categories in historic and current versions of those systems, shifting between ISIC and SNA, depending on which framework's history we have been able to unpack.

Interestingly, already in the first version of the ISIC system of 1948, we find a classification of economic activities including 'Division 7 Transport, Storage and Communication', as shown in Figure 5.



Division 7. Transport, Storage and Communication

71 Transport.
72 Storage and warehousing.
73 Communication.

Division 8. Services

81 Government services.
82 Community and business services
83 Recreation services.
84 Personal services.

Figure 5 Excerpt from ISIC 1948 available at https://unstats.un.org/unsd/classifications/Econ/isic

In the first SNA from 1953 we can observe the same sector category 'Transportation, storage and communication' as shown in Figure 6. Here, however, transport has been subdivided further into 'water' and 'railway' transport, while 'road' by assumption would be covered by 'other'.

Even if we found no direct evidence for a process of transposition of these categories to the "Expanded Reporting System on External Lending" (later CRS), which was initiated in 1966, it is highly likely that this is exactly what happened, considering the close match to the structure of even today's sector 210 'Transport and storage' in the CRS, and also the assertion by Benn (2012) above.

[7] It may be of interest that a large-scale revision to the SNA is currently underway called 'Towards the 2025 SNA' with the better integration of measures of well-being and sustainability as core ambition.

Table II. (continued)

4.	Construction
5.	Electricity, gas, water and sanitary services
	a. Electric light and power
	b. Gas manufacture and distribution
	c. Steam heat and power, water and sanitary services
6.	Transportation, storage and communication
	a. Water transportation
	b. Railroad transportation
	c. Other transportation and storage
	d. Communication

S

Figure 6 Extract from UN 1953 SNA, available at: https://unstats.un.org/unsd/nationalaccount/sna.asp

Subsequent versions of both ISIC and SNA reflect economic and technological development of society which also affects transport. In the 1968 update of the SNA for example 'Air transport' and 'Services allied to transport' are added to the transport sector. The resulting structure shown in Figure 7 brings us further steps towards the present CRS categories.

Division	*Major group*	*Title of category*
Major division 7. Transport, storage and communication		
71.....		Transport and storage
	711	Land transport
	712	Water transport
	713	Air transport
	719	Services allied to transport
72.....	720	Communication

Figure 7 Extract from UN 1968 SNA, available at https://unstats.un.org/unsd/nationalaccount/sna.asp

Finally, in the latest and currently operational 2008 version of ISIC (and 2009 version of SNA), 'Communication' has been shifted from 'Transportation and Storage' to a new Section "Information and communication", reflecting the rapidly growing role of this sector in the economy. The change is also mirrored in the current version of 'Transport and storage' in the CRS. The full current structure of ISIC is shown in Figure 8, which we will return to after a short intermezzo on 'Storage'.

4.3.2 The peculiarity of "Storage"

We have not been able to retrieve any explicit reason for the original positioning of 'Storage' together with 'Transportation' in the history of ISIC or SNA.

Nevertheless, according to explanatory notes in guidance documents there seems to be an underlying logic of economic analysis according to which both transport and storage add value to produced goods without altering them physically during their passage from production to consumption. Hence transport and storage share at least this distinction from production and consumption; in modern terms, both activities constitute interrelated parts of what would today be called supply chains.

To our understanding, however, such reasoning would not suggest any severe consequences of for example shifting 'Storage' activities to be reported in other sectors. One may note that the DAC guidance to the 210 sector code (see Table 5 Code 21061) actually already suggests so. Moreover, as we shall see in Chapter 5 there are other economic accounting taxonomies that do not combine the two sectors.

4.3.3 Details on Transport sub-sectors

If we look closer at the 'Sections' in the ISIC framework (latest version from 2008) we find these are divided into more detailed subcategories ('Divisions', 'Groups' and 'Classes').[8]

This structure of ISIC Section H 'Transportation and Storage' is shown in Figure 8.

Here the 'groups' represent different transport modes much like in the previously illustrated versions of the SNA (and reflected in the DAC CRS codes for transport and storage), whereas the 'Classes' distinguish further between passenger and freight transport within each mode, and between urban and non-urban transport for land transport. This level of detail is not reflected in the CRS.

There are other deviations between the ISIC and the CRS subsector categories for 'Transportation and Storage', such as much more detail to the 'warehouse/storage' sector in ISIC; that 'Pipelines' are included here in ISIC (while included under 'Mining' etc in CRS); and that 'Postal activities' are also included here in ISIC (instead placed under 'Communications' in CRS).

In contrast 'Transport Policy and administration…' and 'Education and training in transport and storage' are included in CRS but not in ISIC with its stricter focus on economic activity proper. Finally, the elements found in the detailed level of voluntary codes in CRSs (as shown in italics in Table 5) are also not found in ISIC (e.g. distinctions between 'construction' and 'maintenance' of roads).

In this way we observe both high overall correspondence (due to the likely common origin) and major differences in detail (due to subsequent evolutions) for 'Transport and Storage' between the current ISIC/SNA on the one side and the current CRS coding on the other.

Section H
Transportation and storage

Division	Group	Class	Description
Division 49			**Land transport and transport via pipelines**
	491		Transport via railways
		4911	Passenger rail transport, interurban
		4912	Freight rail transport
	492		Other land transport
		4921	Urban and suburban passenger land transport
		4922	Other passenger land transport
		4923	Freight transport by road
	493	4930	Transport via pipeline
Division 50			**Water transport**
	501		Sea and coastal water transport
		5011	Sea and coastal passenger water transport
		5012	Sea and coastal freight water transport
	502		Inland water transport
		5021	Inland passenger water transport
		5022	Inland freight water transport
Division 51			**Air transport**
	511	5110	Passenger air transport
	512	5120	Freight air transport
Division 52			**Warehousing and support activities for transportation**
	521	5210	Warehousing and storage
	522		Support activities for transportation
		5221	Service activities incidental to land transportation
		5222	Service activities incidental to water transportation
		5223	Service activities incidental to air transportation
		5224	Cargo handling
		5229	Other transportation support activities
Division 53			**Postal and courier activities**
	531	5310	Postal activities
	532	5320	Courier activities

Figure 8 Extract from ISIC 2008, available at https://unstats.un.org/unsd/publication/seriesm/seriesm_4rev4e.pdf

[88] We did not manage to recover a similar document detailing the substructure for transport in the current SNA 2009.

4.3.4 The case of adopting new voluntary Transport codes in CRS 210

Lastly in this historic account, we will review in more detail the only 'recent' major modification to the codes for CRS sector 210 namely the addition of new voluntary codes in 2015/16, mentioned briefly above and shown in italics in Table 5. This is possible because documentation of the rationale for and process of adoption is available in the OECD *Achieves* of documents.

The background for the addition of the new voluntary codes was not any transport sector-internal considerations however, but a large-scale, long-term analytic effort called 'Aid-on-budget', following up on the Paris High-Level Forum on Aid Effectiveness back in 2005 (OECD 2005). This effort was initiated by critical observations that generic donor sector categorisations of aid applied at country level were often found not to relate meaningfully to recipient governments' sectoral or administrative budget classifications. This mismatch allegedly contributed to obfuscate the tracking of aid and its impact on developing economies (Moon & Mills 2010).

The Aid-on-budget project was conducted in collaboration between the Working Party on Development Finance (WP-STAT) under OECD DAC and the International Aid Transparency Initiative (IATI). The project involved pilot analysis of the national budget accounts of multiple ODA recipient countries to test various ways to improve the match between those structures and alternative sector classifications.

The project was successful in the sense that when aid projects were re-coded to use more detailed purpose codes, a significant increase in the proportion of aid that could be mapped to the budgets in all cases was found – in some cases almost 100%. It was also found that the workload required in recoding affected projects in the new way was low in all cases (see aid-on-budget website).

As a follow-up the government of Canada in collaboration with Publish What You Fund (PWYF) in May 2015 presented a specific proposal to the WP-STAT with the aim to better align CRS codes to partner country budget classifications. It was argued that partner countries expressed a demand for such alignment for the purposes of economic forecasting and planning, as well as for reporting purposes to enable partner country transparency and accountability of aid (OECD DAC 2015).

The proposal was welcomed by WP-STAT and referred to review by the Secretariat. In 2016 WP_STAT finally adopted these no less than 53 new codes to the CRS in large measure following the original proposal. They are commonly referred to as 'budget identifier' codes. Due to concerns raised by some members about additional efforts required for reporting all new codes were entered in the CRS at the level of 'voluntary codes'.

Seven of the adopted codes were in DAC sector 210 (again see italicised items in Table 5). Only one proposed new code within transport was rejected, namely adding 'pipelines', because pipeline codes are already included under the Minerals and mining sector in CRS (OECD DAC 2016).

4.3.5 Lessons from the background for the Transport codes

Here we will briefly summarize the historic account and discuss what it may imply for the possibility to introduce modifications or addition to the current CRS code structure in 'Transport and storage'.

It could be demonstrated how the original structure and logic of the CRS sector codes for 'Transport and storage' emerge from underlying international systems of economic classification and accounting governed by the United Nations.

It seems obvious that it has been a firm intention by OECD DAC to apply internationally agreed classifications for economic activities when setting up and evolving the CRS, in order to secure the support of and comparability between DAC member countries. Subsequent evolution and modifications to those systems are therefore also echoed in the CRS coding. Even the latest and best documented modification, namely the 2015/16 addition of new voluntary codes in transport reflect an intention to optimize the match between the reporting of ODA and the corresponding National Accounts of partner countries, in the name of transparency.

Notably, this historic and intended anchoring of the CRS to underlying or overarching international frameworks *may suggest limitations the degrees of freedom available for proposing major coding revisions.* An entirely new structure completely detached from exiting overarching accounting systems like SNA may for example undermine the accountability and transparency of ODA.

On the other hand, it is clear that there is far from (and need not be…) a complete *correspondence* between neither purpose nor internal logics of for example the ISIC the SNA and CRS.

First of all, ISIC and SNA systems are purely descriptive of the economy, while the CRS is established and evolved to a different end, namely a normative goal of promoting economic and social development in LMICs (and now more broadly to support their sustainable development).

Secondly, there is not 'one' unform global system for classifying societal 'activities' be they economic or otherwise. Not least the SNA is a comprehensive and complex system with multiple different accounts using *separate* typologies to classify transactions, stocks, international balance-of-payments, etc.

Thirdly, ISIC meanwhile, has a narrower focus on *productive* economic *activities*, which is also reflected in the 'transport' area. The subsector activities in ISIC Section H 'Transport and storage' do for example not appear to include the construction or management of the related *infrastructures*, but only the transport *movements* as an activity: this is in stark difference to CRS sector 210, where construction, operation and maintenance of (transport) infrastructure is a key element, along with Policy and administration of them.

In short, the later version of the two systems ISIC and CRS one looks at, the larger the deviations are at the detailed level. This gradual detachment may suggest opportunities to adapt and fine tune the CRS system towards its own and evolving ends, especially at the more detailed levels of sub-sector codes, not directly emulated on for example ISIC.

Finally, the specific differences could even potentially *inspire* modifications to the CRS codes for transport. Hence it would at least not be in conflict with the current ISIC code system for 'Transport and Storage' (as shown in Figure 8) if it should be decided introduce distinctions in the CRS between urban and non-urban transport or between for example freight and passenger transport.

What could be observed, though is that any modifications to the code system must pass through the DAC / WP-STAT committee system which may require significant analytical support as well as solid justifications. Also, at least the 2015/16 change demonstrates that adopting voluntary codes may meet less resistance that introducing new mandatory ones.

4.4 Boundary issues

Looking at current practice an important aspect to consider could be is if all or most ODA supporting transport is actually reported under the sector code 210 'Transport and Storage', or if flows of 'undisclosed' transport support might go under other purpose codes. If this was the case to a significant degree, it could lead to under- or misrepresentation of ODA for transport (sustainable or otherwise) if only flows to the 210 'Transport and Storage' sector are considered or tracked.

We already noticed in the previous section that different accounting systems apply different philosophies (or pragmatic choices) with regard to categorizing major items like infrastructure construction, pipelines, and postal services under 'transport' or not. How about this for the CRS?

Browsing through the full set of purpose codes and the accompanying guidance (OECD DAC 2024) we observe at least two codes outside sector 210 with *explicit* relation to transport/mobility.

- CRS code 23642 'Electric mobility infrastructures', reported under the DAC sector 236 Energy Distribution;
- CRS code 32172 'Transport equipment industries' reported under DAC sector 321 Industry.

The first example refers more specifically to charging systems for electric vehicles. According to one informed observer (Interview; BMZ, Oct. 2024) this particular code emerged during a major reform of the Energy sector codes in 2018. While the category of support arguably could belong to either energy or transport sectors, it made sense to use the opportunity of the energy code revision to see it installed in the CRS, allowing for an integral reporting on energy (production, distribution, storage, efficiency).

The second example of 'Transport equipment' refers to '*Shipbuilding, fishing boats building; railroad equipment; motor vehicles and motor passenger cars; aircraft; navigation/guidance systems'*. We are less aware of the background here, but OECD DAC guidance on reporting on the purpose of aid explicitly underscores that, "*Manufacturing of transport equipment should be included under code 32172.*" (OECD DAC 1999). This seems consistent with the overall logic of the CRS that support for industrial activities like these is reported in the 'industry' section of the CRS, and not sectors using the industrial products.

Despite the plausible justifications both examples indicate the potential significance of definitions and (negotiable) system boundaries for what 'counts' as transport ODA.

Next, we considered if the CRS system might invite some transport-related ODA to be reported under other sectors with a more *implicit* reference to transport.

This could plausibly be the case for example for some types of 'multisector' aid under purpose code 430, for example,

- 43030 'Urban development and management' which mentions '*Urban infrastructure and services*' and '*urban development and planning*';
- 43040 'Rural development', which includes '*integrated rural development projects';*
- 43060 'Disaster Risk Reduction, which includes '*flood prevention infrastructure*' etc.

More remotely perhaps, this might also apply to sectors such as 150 'Government & Civil Society' including code 15190 '*Facilitation of orderly, safe, regular and responsible migration and mobility'*

It was not feasible within the project to examine this question in any depth, but the subject was touched upon in interviews with ODA experts, as per the following section.

4.5 Reporting practices and issues

To understand more about the existing reporting practices for ODA for the transport sector and any issues or challenges in regard to them, three interviews were conducted with experts in ODA reporting departments or agencies of the UK, Japan, and Germany (see Appendix D for list of interviews).

Additional background on reporting procedures was provided by other experts at the OECD Development Co-operation Directorate, The Danish Ministry of Foreign Affairs, and the Korea International Corporation Agency, KOICA.

The following summarizes the information provided regarding current reporting practices for Transport ODA including boundary issues as introduced above.

In general, all informants across agencies confirmed that the DAC/CRS system and the associated Transport and Storage Purpose codes are systematically applied to report on ODA for transport. It is a well-established practice with institutionalised procedures. In many cases, Purpose codes are applied to activities already at the outset, while in some cases codes may be added or altered before the final reporting. Ministries of Development/Foreign Affairs, and Development Agencies and other bodies typically collaborate in the reporting process to the OECD DAC.

Japan (JICA)

Japan International Cooperation Agency (JICA) aims to contribute to the promotion of international cooperation as well as the sound development of Japanese and global economy by supporting the socioeconomic development, recovery or economic stability of developing regions.[9]

Japan provides grants, loans, and technical assistance for many types of transport, depending on the local needs and opportunities - Road, Rail, Air, Water, etc. Key general aims are to support economic growth and reduce poverty by improving transport networks in recipient countries. Loans may for example go to support infrastructure construction while other aid is provided for efficient management and maintenance of transport systems and services. Also, aid is provided for developing Urban Transport plans or Master Plans. All transport aid is reported under the CRS transport sector codes. JICA applies voluntary CRS codes to transport projects where relevant and provides JICA data to the Japanese Ministry of Foreign Affairs (MOFA) as the MOFA is the responsible authority to report to the OECD DAC.

Experts at JICA did not report major problems using or matching the transport sector codes to activities. Transport projects in support of Sustainable Development are often improving for example Road or Rail networks or assisting policy planning. Some projects may involve several modes or subsectors. DAC rules allow that the ODA can be split and reported to separate subsectors accordingly. Support for integrated urban master planning is suitable for reporting under code 21010 'Transport policy and administrative management'.

JICA applies Rio Markers and SDG Focus codes to activities as deemed appropriate. No specific national targets for the contributions of JICA-provided ODA towards Rio Markers or SDGs are currently formulated or monitored by JICA itself.

[9] Website of JICA.

All in all, it was not confirmed that JICA currently sees any need to modify definitions or coding structure for transport ODA (Interview, JICA, Oct. 2024).

Germany (BMZ)

The Federal Ministry for Economic Cooperation and Development (BMZ) coordinates the development cooperation of the Federal Republic of Germany. [10]

Reporting of ODA to OECD DAC is the responsibility of BMZ with operational assistance and quality assurance by the German Statistical Office gathering information from several line ministries and agencies including the BMZ.

CRS coding of activities (for example in the transport area) is often proposed to BMZ by project implementors. The proposed coding will be reviewed by BMZ. In some cases, coding is dependent on who is the receiving organisation in the partners countries. This can for example be a Transport Ministry or an Urban Development agency.

In the view of the BMZ expert, the existing coding structure for the transport area represents a traditional perspective on ODA with a focus on economic growth and export of commodities. The code structure generally lacks some granularity, for example with regard to accounting for sustainable transport modes such as public transport or cycling. Specific targets for ODA/Finance defined by the German Government for example necessitates deeper analysis of transport projects than offered by general modal structure of the ODA sector coding. Such analysis for example applies to indicators like Rio Markers as well as assessment of how activities contribute to selected SDGs.

The more granular voluntary codes in the transport sector are not applied for BMZ supported activities.

Not all transport ODA is reported to the transport sector, as for example in some cases where transport system development is part of an urban development plan. To review all transport related ODA from Germany requires additional analysis compared to what is reported as transport to the CRS. However, it is often beneficial if transport systems are integrated with and controlled by for example urban development plans and investments, rather than vice versa, which makes reporting under an urban code appropriate. Other cases were mentioned where the application of transport sector codes may be in question, for example some infrastructure for airports where the real purpose is industrial development.

The expert at BMZ sees a need for reviewing the transport codes in order to provide more granularity and sensitivity. e.g., to current agendas on integrated/sustainable mobility, and climate adaptation. New codes should be part of the regular reporting framework rather than added as voluntary codes. Introducing new Policy Markers could also be considered, but they would need to be backed by a clear international political commitments or mandates for being of any value (interview, BMZ, Oct. 2024).

United Kingdom (FCDO)

The Foreign, Commonwealth and Development Office (FCDO) leads the UK's diplomatic, development and consular work around the world.[11]

FCDO generally applies the DAC purpose coding structure for transport ODA at the outset of projects. This is aligned with the budgeting process and therefore strictly controlled. The sector coding limits opportunities of significant changes in the objectives of a project. Other aspect of the CRS coding structure such as Rio Markers are also applied, but at programme level, and hence less controlled. SDG Focus codes are not explicitly applied to transport projects or programmes.

Experts at the FCDO have for some time been aware of limitations to the existing CRS code structure for the Transport area. The inclusion of 'Storage' in the definition is peculiar. The code structure is old and has not been updated to current agendas (compared to the Energy sector). For example, if a major effort was put into support for transport decarbonisation via ODA, it would not be well reflected in the current coding structure for transport (some would appear in Energy). Many projects are discussed in the context of Climate Mitigation/Adaptation, but these are not able to be reflected in the purpose codes.

There are some challenges in reporting on activities across sectors /adjacent to transport, such as urban planning or safe road designs. The purpose would not be solely transport related and cannot be reported only as such. Reporting on 'Nexus' issues may require a matrix structure, but still needs to avoid double counting (interview, FCDO, Oct. 2024).

[10] Website of BMZ
[11] Website of FCDO

5. Enhancing the framework for reporting on Transport ODA

The previous chapters have highlighted key features of ODA reporting in general and for transport, including the *history* behind the present reporting framework, as well as key aspects of the *current situation* with regard to both the volumes of ODA for this sector and the practice of reporting on it.

This chapter will respond to the final task in the assignment to discuss possible *new / supplementary* ways to frame the reporting of ODA for transport, including ideas for adjustments to the purpose codes for the transport sector in the CRS.

Those ideas we refer to as 'enhancing the framework for reporting', meaning ways to provide more and better information on how transport ODA contributes to deliver transport-related international goals for Climate Change and Sustainable Development including poverty reduction, compared to what is presently observed.

'Reporting' here refers to both new *input* on transport ODA to the Creditor Reporting System CRS (for example via new codes or markers applied to activities) and new *output* on transport ODA in terms of possible extracts of the (already, or additional) data reported that could serve as indicators.

The chapter begins by briefly outlining important context for this discussion in terms of the overall discourse on development cooperation aligned with goals for sustainable development and climate change (section 5.1) as well as the more specific context of the global sustainable transport agenda and the upcoming UN Decade of Sustainable Transport (section 5.2).

On this background the discussion of potential enhancements in section 5.3 will introduce and exemplify *three types* of approach, suggesting increasing levels of intervention into existing frameworks and practices.

- Level a) Reporting on transport ODA for sustainable development and climate goals without adding new elements to CRS code system. This will be exemplified with a recent case of reporting on Sustainable Energy by the OECD DAC using Rio Markers;
- Level b) Adding new elements to the ODA and CRS reporting framework with no alterations to the purpose coding. This will be exemplified by discussing the provision of new 'policy markers' for 'sustainable transport' and adjusting the eligibility criteria for ODA;
- Level c) Introducing alterations to the purpose coding for Sector 210 Transport and Storage in the CRS. A set of options will be considered including more or less far-reaching alterations,
    - Renaming the Sector 210 to 'Transport' and possibly moving subsectors into and out of it;
    - Adding new more detailed/granular codes of 'sustainable' types of transport activities within the existing structure of the transport sector;
    - Major revision of the code structure for the transport sector.

Most attention is paid to the options at level c), as this has been perceived as a primary interest behind commissioning the present study. The discussion of this level is underpinned by Appendix C providing a review of a range of other taxonomies and typologies to account for international finance in the context of development, sustainability and climate. The Appendix exposes how finance for transport is categorized in those related frameworks, the results of which are summarized as part of the discussions in section 5.3.

5.1 Development Cooperation, Sustainability and Climate

The discourse on development cooperation in the context of Sustainable Development and Climate Change is wide ranging and has extended over decades. Here we will only highlight a few elements in the history of particular importance for the present task.

Sustainable Development Agenda

The concept of Sustainable Development was forged by the World Commission on Environment and Development in 1987 (WCED 1997) and turned into a global political agenda at the UN Summit in Rio de Janeiro in 1992.

The 2030 Agenda for Sustainable Development adopted in 2015 introduced the Sustainable Development Goals (SDGs), which are central for the current discourse. Development cooperation is covered extensively. The very first SDG aims to End Poverty everywhere, while the last SDG nr.17 on Partnerships includes more than ten specific targets for increasing resource mobilisation and support for 'Developing countries' including an increase of ODA. [12]

The 2030 agenda did not adopt a specific SDG for transport, but transport is directly or indirectly reflected in several SDG targets including Target 11.2 aiming to *"provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons" by 2030."*[13]

The entire SDG goal and target framework has subsequently been directly incorporated the CRS via the use of SDG Focus codes (see chapter 3).

The Climate Convention

The UNFCCC Climate Convention of 1992 came with a distinction of Parties to the convention in Annex I and Annex II countries, largely following a separation into 'Developed' and 'Developing' countries observed at the time, each with different obligations according to the convention.[14]

Subsequent decisions at the annual Conferences of the Parties have adjusted the membership to each country group and specified different responsibilities and commitments of these. Along this process the notions of Climate Mitigation and Climate Adaption have been codified, subsequently leading to the incorporation of 'Rio Markers' for those two aims in the reporting framework for ODA.

Notably the Paris Agreement of 2015 consolidated a commitment of 'Developed countries' to collectively mobilize through 2025 upwards of USD 100 billion per year for climate mitigation and adaptation actions in 'Developing countries' (UNFCCC 2015). At the recent COP29 in Baku, agreement was reached on a future higher collective quantified goal on climate finance of 300 billion by 2035[15]. A significant proportion of international climate finance to 'developing countries' is provided as ODA (OECD 2024b).

Following the 2015 adoption of both the 2030 Sustainable Development agenda and the Paris Agreement several steps have been taken at the international scene to review progress on these commitments, to advance the implementation of them, and to integrate them in frameworks and policies for development cooperation in general and ODA reporting in particular.

OECD DAC Declaration

The OECD DAC plays a key role in several of these efforts. Promoting Sustainable Development has been directly incorporated in the overarching objective of the DAC from 2017 onwards (OECD DAC 2017), and the OECD also plays key roles in the international reporting on climate finance (interview, OECD DAC, Oct. 2024)

In 2021 the DAC adopted the important *OECD Declaration on a new approach to align development cooperation with the goals of the Paris Agreement on Climate Change Commitment* (OECD 2021). In the declaration the DAC promised to work towards greater accountability and transparency in how ODA is defined, accounted for and reported in regard to climate, biodiversity and the environment.

Among the specific commitments was that by the end of 2022, the DAC would, inter alia,

- be more transparent in how development and climate finance is tracked;
- make reporting and data sharing processes more accessible to developing countries;
- harmonise DAC members' reporting in our Creditor Reporting System (CRS), especially with regard to Rio markers:
- develop a method for the CRS to measure specifically donor efforts on sustainable energy transition.

Examples of follow-up to those commitments will be drawn upon in the discussion of measures to enhance transport reporting in section 5.3.

[12] The UN website on the Sustainable Development Agenda.
[13] https://sdgs.un.org/goals/goal11#targets_and_indicators
[14] https://en.wikipedia.org/wiki/United_Nations_Framework_Convention_on_Climate_Change
[15] https://unfccc.int/news/cop29-un-climate-conference-agrees-to-triple-finance-to-developing-countries-protecting-lives-and

5.2 The sustainable transport discourse and the upcoming UN Decade of Sustainable Transport

A discourse on what the global commitments towards Sustainable Development and Climate Change would mean for mobility and the transport sector emerged soon after the Rio Summit in 1992 and has evolved through various forms and venues since then (see for example Gudmundsson et al 2015).

While this discourse has not led to a politically adopted international definition of "Sustainable Transport" or "Sustainable Mobility"[16] several key events at the global UN level have led forward to the current situation where the world is about to enter the UN Decade on Sustainable Transport 2026-35.

In 2014 the UN Secretary General established a *High-Level Advisory Group on Sustainable Transport (HLAG).* In its report *Mobilizing Sustainable Transport for Development* (HLAG 2016), the Group offered ten recommendations on how the transport sector could advance sustainable development with poverty eradication at its core, promote economic growth, and bolster the fight against climate change. Among the recommendations were to,

- make transport planning, policy and investment decisions based on the three sustainable development dimensions (…) and a full life cycle analysis;
- integrate all sustainable transport planning efforts with an appropriately balanced development of transport modes;
- establish monitoring and evaluation frameworks for sustainable transport, and build capacity for gathering and analyzing sound and reliable data and statistics;
- increase international development funding and climate funding for sustainable transport.

In particular the latter two can be seen as impetus for the present task.

The HLAG recommendations were acknowledged and discussed at the first Global Sustainable Transport Conference in November 2016. No formal resolution was made at the time but according to the final Statement participants gave priority attention to the concerns of developing countries, particularly those of Africa, LDCs, LLDCs and SIDS. The statement further noted that "*tremendous opportunities to re-think the current, largely unsustainable, transport policies, and to fast-track best practices to a new paradigm of sustainable transport in particular in developing countries*".[17]

In 2019 the United Nations Environment Assembly of the United Nations Environment Programme adopted Resolution 4/3 on 'Sustainable mobility' (UNEA 2019). In the Resolution the Assembly is … "*Considering* that sustainable mobility, including electric mobility, sustainable biofuels, active mobility (walking and cycling), public transport, shared mobility, low-emission and efficient fuels, efficient combustion engines, hydrogen and e-fuels, and compressed liquid natural gas, is a strategy for improving air quality and human health, particularly in urban settings and also in other settings."

In 2021 a group of UN bodies issued the UN interagency report *Sustainable Development, Sustainable Transport* (UN DESA 2021), forming the bases for the Second Global Sustainable Transport Conference the same year.

The report highlighted that progress had been insufficient with regard to sustainable transport including the related SDG targets. It was emphasized that ODA is critical to supporting investment needs and filling financing gaps in countries in special situations; yet a decrease in gross bilateral ODA disbursements from OECD DAC countries towards the transport sector could be observed for several vulnerable groups of countries during 2010–2017 (compare similar observations for 2013-2022 in Chapter 4 of this report).

Development partners were advised to avoid '*siloed and short-term approaches*' by aligning their ODA to the national sustainable transport strategies of developing countries and consider supporting bundled, harmonized sustainable transport projects across jurisdictions and country borders.

The report did not discuss specific changes to the CRS such as categories or codes for sustainable transport in the reporting of ODA. The 'Beijing' Statement adopted at the subsequent Second Sustainable Transport Conference observed the lack of sustainable transport in many developing countries, but did not address transport ODA let alone reporting to the CRS.[18]

[16] Some sources distinguish "Sustainable Transport and "Sustainable Mobility", others not. For brevity we ignore the distinctions here.
[17] https://sustainabledevelopment.un.org/Global-Sustainable-Transport-Conference-2016
[18] https://sdgs.un.org/sites/default/files/2022-06/GSTC2_Conference_Report.pdf

The UN Decade of Sustainable Transport preparations

In November 2023 the UN General Assembly adopted a Resolution announcing an upcoming UN Decade on Sustainable Transport 2026-35 (United Nations 2023).

Consulting the Resolution and documents for the subsequent High-Level event to advance it does not reveal a clear specification of 'Sustainable Transport' or how progress towards it is supposed to be measured and reported in the context of ODA or otherwise (United Nations 2024).

The General Assembly Resolution however makes it clear, that "… *emphasis should be placed on low-emission, energy-efficient, quality, reliable, sustainable and resilient modes of transport and an increased reliance on interconnected transport networks, including public transport systems, for seamless and "door-to-door" mobility and connectivity of people and goods.*" (UN 2023).

All in all, there seems to be a 'missing link' between the international attention to integrate development cooperation, sustainability and climate change agendas and to support sustainable transport systems and modes in developing nations one the one side, and the current practice of defining and reporting on ODA for transport as exposed so far in this report on the other.

5.3 Opportunities for enhanced reporting

The following section will introduce and discuss ideas to enhance reporting on transport ODA on the background and context reviewed so far. The ideas are tiered at the three levels explained earlier. At each level ideas are introduced, justified, exemplified and discussed, including possible drawbacks or obstacles to be overcome in pursuing them.

5.3.1 Level a) Using existing elements in the CRS

Level a) concerns opportunities to enhance reporting without necessitating new input or coding to the CRS, and hence with a focus on *output*.

The reasons to address this level are twofold namely a) that data reported to the CRS already contains some information pertinent to the present concern, which is not regularly broadcast, and b) that such an approach may be less resource consuming, and more expedient to implement than new input requirements for reporting such as new CRS codes.

The approach considered here is to use information on transport activities coded with Rio Markers and / or the SDG focus codes in the CRS, as potential indicators of sustainability and climate impacts of transport ODA. According to one of the interviews for this study a similar type of exercise is performed on annual basis as far as transport ODA from that particular country is concerned (see section 4.5).

Exemplifications

As a potential 'model' for this approach covering the full landscape of ODA donor countries, we refer here to an effort undertaken by the DAC WP-STAT assisted by the OECD secretariat to measure specifically donor efforts on the *Sustainable Energy* transition, as described in a document called *Tracking members' support for sustainable energy transition* (OECD DAC WP-STAT 2022). The effort was a follow-up to the commitments in the DAC 'Alignment Declaration' (OECD DAC 2021, see section 5.1).

In this case the OECD Secretariat extracted data from the CRS data repository on all reported bilateral ODA for various energy related purposes flagged with the Rio Marker for Climate Mitigation (at level 1 or 2, see chapter 3). Interestingly the effort did not only cover Energy purpose code 230 by also parts of the Transport sector code 210 because energy efficiency is an element SDG 7 on sustainable energy, and transport is a key energy demand/end-use sector. Figure 9 illustrates the criteria used for filtering Transport ODA data for the exercise.

Findings included that ODA in support of Sustainable Energy transition (both supply side and demand side) slightly decreased over 2016-20. As for the Transport elements it was shown among others, that ODA fulfilling the criteria were for 77% provided to in the Rail subsector (OECD DAC WP-STAT 2022).

The reporting process was deemed to be manageable by the members of the WP-STAT because it did not require changes to the reporting system or additional efforts to provide data but could utilize information already reported to the system.

Table 3. Sustainable energy transition – relevant transport sector codes.

DAC 5 code	CRS code	voluntary code	Description	Inclusion in the sustainable energy transition methodology (demand-side)
210			Transport & Storage	
	21010		Transport policy and administrative management	Included if CCM =1 or 2
		21011	Transport policy, planning and administration	Included if CCM =1 or 2
		21012	Public transport services	Included if CCM =1 or 2
		21013	Transport regulation	Included if CCM =1 or 2
	21020		Road transport	Included if CCM =1 or 2
		21021	Feeder road construction	Included if CCM =1 or 2
		21022	Feeder road maintenance	Included if CCM =1 or 2
		21023	National road construction	Included if CCM =1 or 2
		21024	National road maintenance	Included if CCM =1 or 2
	21030		Rail transport	Included if CCM =1 or 2
	21040		Water transport	Included if CCM =1 or 2
	21050		Air transport	Included if CCM =1 or 2
	21061		Storage	Included if CCM =1 or 2
	21081		Education and training in transport and storage	Included if CCM =1 or 2

Figure 9 Transport elements included in the WP-STAT Sustainable Energy analysis. OECD DAC WP-STAT (2022).

To further exemplify this approach, we extracted data ourselves from the CRS database *RioMarkers: Aid activities targeting global environmental objectives*. We looked at the transport sector only and in this case for the 'Climate Adaptation' Marker instead of Mitigation (also at level 1 or 2).

Figure 10 shows the resulting percentages of all Transport ODA marked for Adaptation for five selected donors for the years 2013-22. The numbers themselves should not be considered here, but the figure illustrates the possibility for example to observe differences across donors and over in time, in terms of how focussed Transport ODA is to support adaptation. Data could also be filtered for example for adaptation only as a 'Principal' concern (much lower percentages) or for individual transport subsectors.

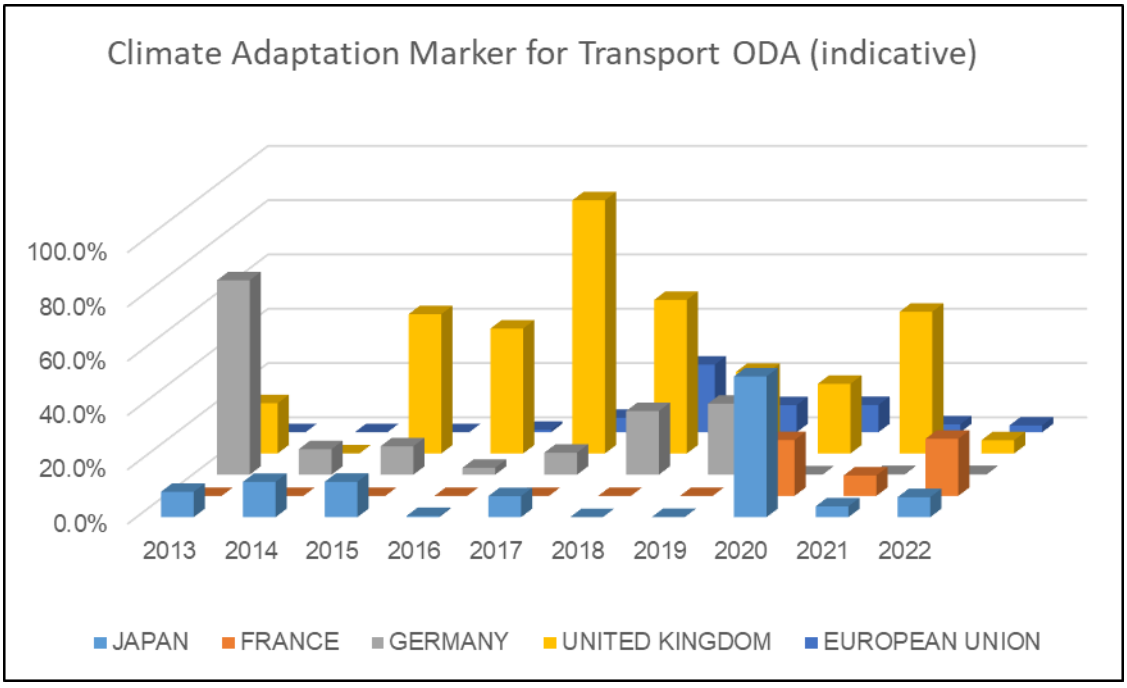


Figure 10 Percentages of ODA for the Transport sector marked for Adaptation (level 1 or 2) 2013-22.

Note: For Illustration only, numbers not comparable to figures In Chapter 4 and not double checked.

It should be feasible to conduce similar analysis for other Policy Markers such as 'Gender' or 'Disabilities'. As mentioned in section 3.5 the Marker for 'Poverty reduction' has been discontinued, for reasons unknown to us.

We also briefly tested applications using SDG Focus codes. This however proved less straightforward due to the many different SDGs referenced to individual activities by donors (up to ten applicable to each activity), and the voluntary nature of these codes leading to further variations in data across donors.

This should however not lead to a conclusion that SDG focus codes are not useful as indicators; how to apply them effectively could rather be a subject for further research.

Discussion

The examples suggest that using Rio marked activities as 'sustainability' indicators is a both feasible and recognized approach as it has already been adopted by the DAC to 'officially' report on Sustainable Energy as part of fulfilling the OECD DAC 2021 Declaration, at least as a one-time exercise.

Our own exercise exemplified how such an approach could be narrowed only to transport and extended to other Policy Markers than climate mitigation. In principle an assessment of 'transport sector performance' with regard to relevant Markers could be repeated regularly using the annually updated CRS data. Results could be presented in publications or interfaces provided by the OECD or other entities as recurring indicators.

The *feasibility* of the approach should however be balanced against the relevance and reliability of the results as ways to 'enhance' reporting of ODA for Transport.

First of all, Rio and other Policy markers only cover some goals or impacts related to transport and sustainability (see the list of Policy Markers in Chapter 3, Table 4). For reasons unknown to authors the Policy Marker for Poverty Reduction was for example discontinued from 2004. Other goals are reflected by SDG target codes, but as noted above these may be less operational for comparison.

Secondly, Rio Markers are qualitative and offer little information as to how exactly each activity contributes to the respective aims (e.g., mitigation or adaptation). In short, they are quite weak indicators for their respective aspects of sustainability.

Third, practices for the application of markers to activities vary across donors, limiting comparability.

Various limitations to the quality and reliability of Rio Marker data have been observed in internal reviews (e.g., OECD DAC WP-STAT 2020), as well as more critically by some independent research (for example by Toetzke et al 2022, and more specifically for transport ODA by Stutzman 2023). On the other hand, there is also research finding activities tagged with green Policy Markers do clearly contribute to reducing emissions more than non-tagged ones (Apergis et al 2024). Moreover, efforts are underway to further improve the reporting on Makers (OECD DAC WP-STAT & ENVIRONET 2024).

Overall, this approach seems as a plausible pragmatic contribution to enhance reporting on transport, although the scope, format, how to interpret result, and how these should be communicated would warrant further discussions; even more so if extended to cover SDG Focus codes as well as Rio Makers.

5.3.2 Level b) Adding elements to CRS other than purpose codes

This level will address ways to enhance reporting by adopting new elements to the existing CRS system *without* changing Purpose codes as to be addressed at the following level in section 5.3.3.

The two options to be briefly exemplified include what we distinguish as i) a *positive approach* namely to *add* (a) new policy marker(s) specifically relevant for 'Sustainable Transport', and ii) a *negative approach* namely to integrate exclusion measures for 'unsustainable transport' in the eligibility criteria for ODA itself.

The first option extends directly from the approach at level a) above, whereas the second would represent a more controversial and intrusive, but potentially also more operational approach. Both options to introduce new elements would allow only to flag *future* activities for their contribution to 'Sustainable Transport', compared to Level a) data which could apply both backwards *and* forwards in time due to the utilisation of already reported information.

Example - New Policy Markers

Defining new policy makers for 'Sustainable Transport' could follow the exiting scheme for Policy Markers in the CRS which includes the following elements (see OECD DAC 2018),

- a definition;
- a set of criteria for eligibility;
- exemplifications;
- a set of FAQs to guide the practical application.

In section 5.2 it was noted that an internationally adopted definition of "Sustainable Transport" does not exist today. In this exemplification we exploratively assume a concept adopted in by the *SUM4All* initiative as a tentative definition (Sustainable Mobility for All 2017). Table 15 illustrates this concept partially transposed to elements in the Policy Marker scheme of the CRS.

Table 15 Sustainable Mobility for All concept indicated as potential Policy Marker

SUSTAINABLE MOBILITY	
DEFINITION	Four objectives: Universal Access, Efficiency, Safety, Green Mobility
CRITERIA FOR ELIGIBILITY	Universal Access – This objective accounts for distributional considerations and places a minimum value on everyone's individual travel needs—providing them with at least some basic level of access and paving the way for meeting the mobility needs of all. Efficiency – This objective seeks to ensure that transport demand is met effectively, at the least possible cost. Since efficiency cuts across multiple aspects, we arbitrarily define the boundary for this objective from a strictly "macro-economic" perspective: the optimisation of resources (i.e., energy, technology, space, institutions, and regulations) to generate an efficient transport system or network. Safety – This objective aims to improve the safety of mobility across all modes of transport by avoiding fatalities, injuries, and crashes from transport mishaps across all modes of transport, thus averting public health risks, and social and economic losses associated with unsafe mobility. Green Mobility – This objective aims to address climate change through mitigation and adaptation, and to reduce both air and noise pollution
EXAMPLES OF TYPICAL ACTIVITIES	Examples of activities that could be marked as principal objective… Examples of activities that could be marked as significant objective…
FAQ	…

In order to avoid the risk of misinterpreting the concept, and due to constraints on time we do not attempt to provide examples of activities for principal or significant objectives, nor FAQs in Table 15.

Further operationalisation of those elements could however be pursued by consulting the SUM4All follow-up report Global Roadmap of Action Toward Sustainable Mobility (Sustainable Mobility for All 2019), which provides multiple examples of policy measures or activities mapped to one or more of the four objectives, or by consulting additional literature.

Discussion

Clearly, the example above only hints at the beginning of a hypothetical process. It would likely be a cumbersome task to construct a full-fledged Policy Marker for sustainable transport/mobility, due to the high level of abstraction of the concept, its many aspects, and potential contradictions between them.

Authors themselves note this highlighting "… *complex trade-offs and synergies among these objectives that make the decision-making process for society challenging*." (Sustainable Mobility for All 2017, p 23).

Basing a Policy Marker on this broad concept 'Sustainable Transport/Mobility' could also lead to overlaps with already existing Policy and Rio markers and thereby introduce distortions in the reporting.

In addition to conceptual and technical issues of operationalisation there is also is a potential for value- or policy-based disagreements among donor and / or recipient countries that could obscure the adoption of a comprehensive uniform marker for 'Sustainable Transport'.

It would likely be easier to adopt this approach if an international high-level political agreement to 'codify' sustainable transport in some more operational way was adopted. Ideally the upcoming UN Decade, and the prospect of a third global conference on Sustainable Transport could offer opportunities for this.

A more pragmatic way forward could be to define a set of Policy Markers for the "… *reliable, sustainable and resilient modes of transport",* called for in the General Assembly Resolution on the upcoming UN Decade (United Nations 2023). Such Markers may for example be specified for walking, cycling, public transport and zero emission transport. ODA could be tagged with those markers, and indicators on the disbursement of ODA to activities marked with them could be tracked.

How to operationalize this approach further, including if such markers were to be voluntary og mandatory could be a topic for further analysis and discussion.

Example - New eligibility criteria

The overall definition of ODA (see Chapter 3) is bolstered by a set of strictly defined criteria for what can be counted in and how the counting should go. Yet these criteria have evolved in several stages since the origin of the notion making ODA a somewhat different concept today than originally, affecting also how to report on it (Casadevall-Bellés & Calleja 2024). In other words what is eligible for ODA is a topic for potential negation among the members of the DAC committee, while also clearly a topic of global significance, considering for example commitments encoded in UN resolutions.

With this in mind, instead of introducing a positive notion of 'Sustainable Transport' Markers in the CRS framework as exemplified above, what we call a *negative approach* could be to integrate exclusion measures for 'unsustainable transport' in the eligibility criteria for ODA itself.

To exemplify, we refer to a proposal by a group of OECD DAC member countries to exclude finance for fossil fuels from being eligible for ODA as reflected in the *Declaration on a new approach to align development cooperation with the goals of the Paris Agreement on Climate Change* (OECD DAC 2021).

The Declaration asserts that DAC members as part of partner country energy system planning, "…*will work to identify alternative sustainable, low emissions, efficient, clean and renewable energy solutions to any current ODA fossil fuel support.*" (OECD DAC 2021, p. 2).

The Declaration itself does *not* deny ODA for fossil fuels, but it includes following footnote (p. 5),

> *¨"We - Austria, Belgium, Canada, Czech Republic, Denmark, European Union, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Korea, Luxembourg, Netherlands, New Zealand, Norway, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, United Kingdom and United States - further commit to limit our ODA investments in fossil fuels to when there are no economically or technically feasible clean energy alternatives; and are part of host country transition planning, consistent with Paris Agreement and NDC commitments. ODA may be used to support efficiency improvements of existing fossil fuel based power generation facilities, as well as their decommissioning and we will notify the DAC of intended activities. We also recognise that in limited contexts – such as emergency and humanitarian crises – where access to grid-based power is unavailable, fossil fuel based power may still warrant ODA support."*

The intended effect of this Declaration is thus not a complete stop to any ODA involving fossil fuels but to limit it to situations where there are no viable alternatives (while also supporting plans to advance those).

The text is a footnote because it failed to achieve unanimity in the DAC committee, although only very few countries opposed (Interview OECD DAC, Oct. 2024). It is thereby guiding individual countries rather than the DAC as a whole. We have not succeeded in recovering any evidence regarding how this commitment is further operationalized or how signatory countries manages or reports on it. We are therefore not aware if for example ODA for transport is in any way affected by the alleged *limiting ODA investments in fossil fuels to when there are no economically or technically feasible clean energy alternatives* - for example if this has constrained ODA for any projects involving fossil fuel driven buses, motorcycles, trucks, etc.

Discussion

Due to the limited information available we are not able to discuss this example in any detail. What may be said is that changing ODA eligibility criteria could potentially be a very strong mechanism to shift the direction of supported activities towards sustainable transport solutions (see also Appendix C on Sustainable Finance taxonomies and associated exclusion criteria), while it could potentially also have substantial far-reaching implications for donor as well as recipient countries. As the example of the footnote to the OECD Declaration amply demonstrates, it would likely be both controversial and difficult to intervene in ODA eligibility criteria. This idea will not be pursued further.

5.3.3 Level c) Altering the Transport purpose codes

The account in section 4.3 demonstrated that purpose codes for the transport sector have been modified in the past with the latest example in 2015/16. Those latter changes had the aim to improve aid traceability. Code revisions in other sectors such as Energy have for example been motivated by changes in the demand for support to new activities, or by external policy developments such as the adoption of the 2030 Sustainable Development Agenda (OECD DAC WP-STAT 2018).

Alterations may include adding new codes, altering names and descriptions of codes, shifting coded activities to other sectors, and likely also striking codes, although we are not aware of any examples of the latter. New codes may be entered as 'regular' codes or 'voluntary' ones, as described in chapter 3. The change to transport sector codes in 2015/16 introduced only voluntary new codes.

Within this level c) three different options for alterations are considered, in increasing order of intervention:

- Moving codes in and out of sector 210 and changing its title (c1);
- Adding new sub-codes in sector 210 to provide more granularity (c2);
- Major revision of the code structure in the sector (c3).

c1) Moving codes and shifting titles

The most obvious and likely easiest change to make regarding the Transport and Storage sector coding could be losing the 'Storage' part of the title. As shown in section 4.2 aid for 'Storage' constitutes a very minor part of the sector total; As shown in section 4.3 the background for the combination is found in historic versions of the international ISIC and SNA accounting standards, from which the CRS coding in other ways has been gradually detached; and as can be seen in Appendix C, none of the other major contemporary finance taxonomies reviewed there maintain the same combination.

As the Storage category is not entirely unused the contributions for storage would still need to be reported somewhere. The CRS reporting guideline itself already suggests that parts of Storage should be reported to the sector of the resources being stored (OECD DAC 2023). This leaves only support for multipurpose / cross sector storage facilities in the 'Storage' code. It should hardly be too controversial to shift those remaining activities and the associated code for example to sector 321 'Industry'. Yet even less of a problem would be to change the sector title to 'Transport' only, while still maintaining the Storage code within it. Any of these alterations would have mostly cosmetic impact.

A somewhat more substantive change could be to move Energy code 23642 *'Electric mobility infrastructures'* (= EV charging etc.) into Transport. Many ODA projects for sustainable transport target vehicle electrification, and some of those may be more effective if support for infrastructure and vehicles is part of the same package. Shifting this code to the Transport sector could presumably also help raise the profile of transport ODA as part of the green transformation. On the other hand, the coding structure itself does not necessarily discourage cross-sector projects, as it is common practice to split activities by different purpose codes. There are also logical connections between e-mobility charging and other energy infrastructures suggesting to keeping the code where it is. In the EU taxonomy on Sustainable Finance EV charging is for example also coded as an activity in the energy sector, not transport (see Appendix C). All in all, it seems that a decision to move this code to transport would require more detailed analysis of potential benefits and drawbacks than we are able to offer here.

No further discussion of options to move codes will be provided; the proposal to anyway change the name of the sector to 'Transport' is the key take-away here.

c2) Adding new codes to 210 Transport

The main issue for consideration in this analysis is how to add new appropriate codes to the Transport sector. The aim would be to more clearly display, uncover, and report on aid for 'sustainable' transport solutions. Potentially such added visibility might also serve to invite and eventually attract more funding to such activities in dire need.

The need for new codes to serve such aims was raised in some of the interviews with reporting experts. A heightened emphasis on sustainable solutions would also seem well aligned with strains in the discourse on development cooperation in the context of Sustainable Development and Climate Change as summarized in section 5.1. For example, by implementing aims and commitments in the OECD DAC Declaration of 2021 towards *"…greater accountability and transparency in how ODA is defined, accounted for and reported in regard to climate, biodiversity and the environment* "(OECD DAC 2021).

Providing more nuanced information regarding the types of transport activities supported by ODA would also seem most relevant for the programming and monitoring of the upcoming UN decade of Sustainable Transport.

Arguably, four *concerns* stand out in this context as potential key 'new' issues for transport ODA compared with (or in addition to) the traditional concern for infrastructure-driven economic growth and poverty reduction reflected in the present transport sector coding framework,[19]

- a concern for providing support to accelerate the transition to *zero emission solutions* such as electrification for passenger and goods transport, adapted to the mobility needs, transport conditions, and economic capacities of LMICs; especially considering impacts on income disparity; opportunities for local manufacturing; electrifying public transportation, and job creation:
- a concern for providing, modernizing, and safeguarding (*sustainable) transport modes* such as walking, cycling, public transport, informal transport as well as effective intermodal connections between them, especially in the context of developing cities and urban areas;
- a concern for *ensuring adaptation and enhancing resilience* of critical infrastructure and mobility services towards impacts of climate change such a flooding and droughts, including the provision of all-weather roads in rural areas with low or unstable connectivity to markets and services;
- a concern for increasing the capacity to provide, implement and manage *comprehensive sustainable transport, mobility and logistics plans* aligned with compact urban development plans, national development strategies, and NDCs.

Assuming that these concerns are real and imminent, and further assuming that ODA would be among the effective mechanisms to address them in the context of at least some developing regions and countries, the question for the following exemplification and discussion is: *how* could this then be fleshed out in an operational set of purpose codes to be integrated in the existing, largely modal structure of Sector 210 in a consistent way to help ensure that the financial contributions via ODA are made visible, transparent and reportable?

Inspiration from alternative frameworks (Appendix C)

To seek inspiration for this reflection a set of international finance frameworks operating in the interface between development, sustainability and climate change were consulted. 'Frameworks' are here understood as typologies or taxonomies used to categorize, account for, or analyze financial flows.

The aim was to explore how transport is defined and categorized in already operating or emerging frameworks in what we can call the 'vicinity' of the CRS, and how climate, sustainability and development objectives impinge on the conceptualisation and codification of transport within them.

An underlying proposition is that building on other already established typologies in the 'vicinity' of the CRS may not only provide ideas for relevant codes for the transport sector in the CRS but could also ease their eventual acceptance and adoption and facilitate their practical application.

Three types of Typologies/Taxonomies (= 'frameworks') were identified and briefly reviewed:

- Development Finance Taxonomies, represented by the *World Bank Sector Taxonomy and Definitions* (2016);

[19] See also UNEP (2023), UN DESA (2021). Gender equality in transport should be no less of a concern than the four highlighted ones here however in this context assumed to be addressed better than by way of introducing a new CRS Transport code to reflect it.

- Sustainable Finance Taxonomies, represented by the EU Taxonomy for Sustainable Activities (European Commission 2023). and the ASEAN Taxonomy for Sustainable Finance (Asean Taxonomy Board 2024);
- Climate Finance Analysis, represented by the Global Landscape of Climate Finance (CPI 2024; 2023) and a WRI-led review of climate finance for the transport sector (Zhang et al 2024).

Appendix C provides the review of these selected frameworks and explains more about what they each can bring to the discussion. This section will summarize key points of the review.

It should be stressed first, that the sample of frameworks is very limited indeed and the review is brief due to various constraints; much more rich material is available for harvest for any follow-up analysis.

Secondly, due to the particular purpose and context of each framework it is not advisable to simply 'copy-paste' any associated transport typologies directly onto the CRS. The Sustainable Finance Taxonomies are for example intended to guide private sector investments towards sustainable options, while Climate Finance Analysis cover both public and private finance. Only the Development Finance Taxonomy of the World Bank has a focus closely resembling the CRS, but in contrast to the others it is less oriented towards the contemporary sustainability and climate agendas.

Instead, the review has *first* sought for commonalities *across* these contemporary international finance frameworks in terms of how finance for the transport sector is generally structured, detailed, and characterized, and *second* for particular useful categories for potential assimilation to the CRS.

These are key findings on the first point:

There are some commonalities but also significant variations in terms how *transport activities* themselves are subdivided in the transport sections of each of the frameworks reviewed,

- All frameworks make distinctions between overall transport modes (Road, Rail, Water…);
- Four out of five frameworks distinguish between urban and non-urban transport;
- Three out of five frameworks separate transport infrastructure from transport operation/service;
- Two out of five frameworks separate passenger and freight transport;
- No frameworks include 'Storage' or 'Education for transport' as part of transport sector.

Only the first of these features are shared by the CRS, which in contrast does presently not employ distinctions into urban/non-urban; passenger/freight or infrastructure/operation (but maintenance).

In regard to *sustainability* aspects the following can be noted,

- Four out of five frameworks employ further distinctions for 'sustainable transport' modes (active; public, etc.; the Sustainable Finance Taxonomies even down to for example *"Operation of personal mobility devices and cycle logistics"*);
- Three out of five frameworks include separate categories for ZEVs/transport electrification;
- Three out of five frameworks include climate adaptation indirectly, not as transport investment categories but as criteria to fulfil for being eligible as climate finance

None of these distinctions are found in the CRS typology (except if you count 'Rio Marker' for adaptation).

The lessons to be drawn from this brief example is again, and obviously, not that the CRS should adopt all of these distinctions in its Transport Sector codes in order to 'live up to' contemporary standards for sustainable finance. Each framework has more or less explicit reasons for its distinctions, which may not apply to ODA in general or the CRS.

The key message is rather that there is a *quite some precedence* in contemporary finance frameworks for incorporating and encoding exactly those four 'sustainable transport' concerns that were proposed above.

Examples and discussions

The following will outline a range of options for adding new codes to the Transport and Storage sector of the CRS. Each option responds to one or more of the highlighted 'sustainable transport' concerns, for the most by incorporating / adapting elements from one of the exemplified frameworks (the details of which are found in Appendix C). Each option comes with a brief discussion.

The examples are moulded over the existing structure of Sector 210 in most cases without showing the more detailed voluntary codes (assumed unchanged). For convenience 'Storage' is assumed to remain in transport here. Changes compared to the present coding are highlighted in green colour.

Note that these first options below are 'minimal' in the sense that they intend to introduce the least possible 'disturbance' to the existing framework. Nevertheless, even minor additions to codes are likely to require some adaptation to the delimitation/description of other codes, as will be noted. Options for more thorough revision of the sector's categories are presented in the following section c3).

Example i): Transport electrification

Table 16 Example of new CRS code for Zero Emission Transport / Electrification

CRS CODE	DESCRIPTION - *ZERO EMISSION*
21010	**Transport policy and administrative management**
21014	**Transport Electrification / Zero-Emission Transport**
21020	**Road transport**
21030	**Rail transport**
21040	**Water transport**
21050	**Air transport**
21061	**Storage**

The promotion of zero emission transport, more specifically transport electrification adapted to needs and conditions of LMICs, is a key concern. It is also included as an element in several Sustainability/Climate finance frameworks.

In the context of ODA, the focus would not likely be towards private cars while there are other modes with needs of support. The interpretation of results for such a category should consider potentially negative impacts on income disparities as well as opportunities for local manufacturing and job creation. Also, which modes are electrified would matter. In this example electrification/ZE is highlighted as one separate code. An alternative could be to include electrification as a subcode under each of the existing mode categories, or perhaps better, to a revised and more detailed set of modal codes where active transport, public transport, informal transport, or freight transport are separated (see subsequent examples in the following).

A further opportunity could be to also incorporate the existing Energy code 23642 Electric mobility infrastructures (mentioned also in subsection c above) in the transport sector. It could be joined with the proposed code '21014' or kept separate as two subcodes. The incorporation could 'strengthen' the green profile of transport but may on the other hand 'sever' links to the 'Energy Distribution' sector where the code sits today. The best solution could be a topic for discussion as part of a subsequent process.

Example ii): Urban Transport

Table 17 Example of new CRS code for Urban transport and following modifications

CRS CODE	DESCRIPTION - *URBAN*
21010	**Transport policy and administrative management**
21015	**Urban Transport**
21020	**Rural and Inter-urban roads**
21030	**Rail transport - non-urban**
21040	**Water transport**
21050	**Air transport**
21061	**Storage**

'Urban transport' is not as such a sustainability concern, but support for sustainable transport modes will very often address an urban context. It may be more manageable to combine investments in those modes under one 'Urban' code instead of having to define separate new categories for several modes. An Urban Transport code may also encompass intermodal activities such as urban passenger terminals or Cycle Rapid Transit; or 'new' modes (e.g., micromobility, areal mobility) not foreseen by modal categories.

Alternatively, a split by sustainable modes could be made instead of the Urban Transport category or these could be implemented as further detailed levels under it (see section C3 for an example with separation of modes). In that case support for electrification for each mode could be added as a further subdivision rather than the general code discussed in the previous section.

Several other frameworks reviewed in Appendix C include urban transport as a separate category, also the World Bank Taxonomy which (apart from that) is a near full match with transport in the CRS. The World Bank description of the category reads as follows,

"Urban Transport are Infrastructure, services, technologies, and administration involved in moving people, vehicles or goods in urban or metropolitan settings. Conceptually, the urban transport system is intricately linked with urban form and spatial structure. Urban transit is an important dimension of mobility, notably in high density areas." (World Bank 2016)

As indicated in Table 17 the separate category may require modifications to Road and Rail categories. The revised terminology for roads here is the one used by the World Bank. The World Bank has not modified the Rail Title as we do here although their description places Metro and other urban rail in the Urban Transport category.

As a minor detail Road and Rail could keep their present CRS codes despite the changes.

Overall, this example represents a step towards almost full correspondence between CRS and the World Bank taxonomy. This could potentially help expedite this modification. We are not aware if there should be other benefits from this correspondence.

Example iii): Transport adaptation and resilience

Table 18 Example of new CRS codes for investing in the resilience of transport infrastructures and services

CRS CODE	DESCRIPTION - *ADAPT*
21010	**Transport policy and administrative management**
21020	**Road transport**
21021	*Feeder road construction*
21022	*Feeder road maintenance*
21023	*National road construction*
21024	*National road maintenance*
21025	**Road transport adaptation**
21030	**Rail transport**
21035	**Rail transport adaptation**
21040	**Water transport**
21045	**Water transport adaptation**
21050	**Air transport**
21055	**Air transport adaptation**
21061	**Storage**
21065	**Storage adaptation**
21081	**Education and training in transport and storage**

The adaptation of transport infrastructure and services towards climate resilience is a key concern. It is reflected indirectly in some of the frameworks reviewed in Appendix C, as adaptation-oriented criteria for finance to count as climate oriented. Introducing direct purpose codes for transport adaptation might improve the basis for recurring overall assessments of the provision of Adaptation Climate Finance.

In the example in Table 18 a new code for adaptation is introduced for each of the existing infrastructure sectors (and even for Storage, if relevant). The rationale is that adaptation activities would likely be managed by agencies already involved in construction and management of the respective networks. In this particular example the existing voluntary subcodes for Road Transport are also displayed in the table to indicate how the full coding structure in the road sector might appear. An even more granular structure could be envisaged where adaptation activities were further subdivided to the Feeder and National Road levels. As observed earlier the current framework does not have similar subcodes for the other networks.

This coding example assumes that adaptation activities and finances are possible to identify and disentangle from construction and maintenance activities. In some cases, this might be obvious (for example, increasing the height of embankments to protect rail infrastructure from flooding). In many other cases however, it may be more difficult if adaptation measures for example are integral to the construction of new infrastructure such as a new rural all-weather road. This could be an argument for using adaptation 'only' as a Rio-marker as in the present system, rather than constructing purpose codes for it.

Another option not included in the example could be to *add a category for all-weather rural roads*, in order to highlight the importance of supporting this element in overcoming poverty and exclusion for disadvantaged rural populations, while at the same time incorporating resilience (and hence not needing a specific 'adaptation' purpose code). We are not aware to what extent it is the intention or practice today to include this under code 21021 'feeder road construction' or if this is a different category all together. This is only a voluntary code however, and in that sense less useful to secure comprehensive reporting.

A final issue concerns potential asymmetries following the introduction of adaptation purpose codes in *transport* and not in *other* sectors, equally exposed to climate change impacts.

Example iv): Sustainable Urban Mobility Planning

Table 19 Example of new CRS code Sustainable Urban Mobility and Logistics Planning

CRS CODE	DESCRIPTION – *SUMP*
21010	**Transport policy and administrative management**
21011	*Transport policy, planning and administration*
21012	*Public transport services*
21013	*Transport regulation*
21016	**Sustainable Urban Mobility Planning**
21020	**Road transport**
21030	**Rail transport**
21040	**Water transport**
21050	**Air transport**
21061	**Storage**

The final example in this section refers to the last of the four concerns raised namely the need to enhance capacity for sustainable urban mobility planning ('SUMP') aligned with urban and national development strategies and the NDCs.

In contrast to the other examples this is not one that appears in the Finance frameworks reviewed in Appendix C as it concerns the governance frameworks and capacity building rather than financial or finance sector related activities per se. In contrast, several recent studies and reports have highlighted exactly the need to enhance the capacity of LMICs in this area to help overcome challenges associated with urban sprawl, congestion, pollution as well as increasing energy consumption and GHG emissions (see for example Cinderby et al. 2024; UNEP 2023; Alves et al 2023; Prieto-Curiel et al. 2023; UN DESA 2021; Rogers 2019).

In addition to mobility for persons, activities under this code should be considered to include urban freight transport and logistics as well, as a topic of increasing importance arguably overlooked in present strategies and support (Alves et al. 2024; SLOCAT & Kuhne 2024; Agora Verkehrswende & GIZ 2023).

In the context of the present sector structure this category is proposed as a new code under 21010 'Transport policy and administrative management' which is therefore shown in Table 19 including the existing (voluntary) sub-codes for this category.

Arguably, these categories already allow to report ODA for transport planning activities, be it SUMPs, Transport Master Plans or other related concepts. Singling it out as a new code (separated from for example general / national transport planning) would be for the purpose of making this type of support more visible and separately reportable and to enhance the attention to activities for the urban level.

Whether these are sufficiently important causes to justify a separate code could be a topic for discussion in the relevant communities.

c3) Major revision of the Sector 210 code structure

The four examples of new codes presented and discussed above could be combined in various ways and included in a revised framework. This section will exemplify how this could go hand in hand with a major revision to the code structure.

Exemplification

This example incorporates new elements introduced in the previous section c2) plus some more. The incorporation is made in a way that draws inspiration from the revision to the structure of the Energy sector undertaken in 2015/16 (see Appendix B).

Before 2015 'Energy' activities were all combined under the sector code 230, including subsectors for Energy generation, Energy distribution etc. After the change Energy was divided into six separate sectors, four of which reflecting forms of energy generation technologies (Renewable energy; Non-renewable energy, Nuclear, etc), one including energy distribution, and one for energy policy.

With a similar reasoning[20] the Transport sector could be split into separate sectors for the different '*transport technologies'* namely the existing networks of Road, Rail, Water and Air. Also Transport Policy can become its own sector similar to for Energy, and potentially justifiable by its status as the third largest in terms of ODA volumes for the different categories today. The appropriate coding (for which space is available in the existing Purpose code structure of the CRS) could be sectors 211 to 215.

The distinction between 'generation' and 'distribution' in Energy does not have a complete parallel in transport, although one could in principle argue that the transport networks form separate 'distribution' channels for transport demands 'generated' in society, for example divided into generation of passenger transport demand and freight transport demand. For simplification we will not explore the latter distinction here although it might be a topic for further discussion. As regards 'Storage' we have not designated a separate sector for it as we here assume that it is shifted to another sector, for example under 'Industry' as suggested under c1) in this section.

The 'new' sectors can now be populated with subcodes reflecting the different concerns for sustainable transport exemplified in the previous section. The full example is shown in Table 20.

It must be stressed that this is only one example among many conceivable hypothetical combinations. Also to consider the numbering only as indicative for the proposed logic, and partial anyway.

The structure is explained in the following with a summary discussion towards the end.

Under the first new or revised sector '211 Transport Policy' 'Sustainable Urban Mobility Planning' is included as a new subsector as was illustrated under c2 example iv) above. In addition, 'Education and training in transport and storage' is moved to here in parallel to what is has been done in the Energy area.

The second sector '212 Road Transport' is expanded in four ways or 'elements' compared with today.

The first element is to introduce separate categories for 'sustainable transport modes' here divided into 'Active' and 'Public' transport respectively. The former would include activities to support walking, cycling and possibly other non-motorized or semi-motorized micromobility modes. The latter would include regular public transport but potentially also informal transport, if not awarded a separate code. This is an alternative to the example of an integrated 'Urban Transport' category under the c2 example ii) above, which would be less needed here.

[20] Although the actual reasoning behind the modification to energy codes was not recovered as discussed in Appendix B

Table 20 Example of a comprehensive reform of sector codes for Transport with potential new code numbers or code titles added In green

DAC 5	CRS	*Vol*	DESCRIPTION – COMPREHENSIVE
210			Transport
211			**Transport policy and administrative management**
		211aa	*Transport policy, planning and administration*
		211bb	*Public transport services*
		211cc	*Transport regulation*
	211XX		Sustainable Urban Mobility Planning
			Education and training in transport and storage
212			**Road transport**
	21210		Active road transport
	21220		Public road transport
	21230		Road adaptation
	21240		Road construction
		2124a	*Feeder road construction*
		2124b	*National road construction*
		2124c	*All-weather rural road construction*
	21250		Road maintenance
		2125a	*Feeder road maintenance*
		2125b	*National road maintenance*
	21260		Zero Emission Road Transport
	21270		Other Road transport
213			Rail transport
	21330		Rail adaptation
	21340		Rail construction
	21350		Rail maintenance
	21360		Zero Emission rail transport
	21370		Other Rail transport
214			**Water transport**
	21430		Water adaptation
	21440		Water construction
	21450		Water maintenance
	21460		Zero Emission Water transport
	21470		Other Water transport
215			**Air transport**
	21530		Air adaptation
	21540		Air construction
	21550		Air maintenance
	21560		Zero Emission Air transport
	21570		Other Air transport

The second element is to incorporate support for resilience/adaptation of road infrastructure as illustrated under c2 example iii) above. The new structure also inherits the current distinction between 'Road Construction' and 'Road Maintenance', and thus now includes three types of activities related to Road infrastructure. Here is also added a new code for All-weather rural road construction, as discussed but not included in the adaptation-only example previously exemplified (Table 18). It is indicated as a voluntary subcode following the logic of the existing structure, although this may not be the optimal solution.

The third element is to incorporate the category for 'Zero Emission /Electrification' from c2 Example i) above, but here only for road transport (see below for electrification of other modes).

Fourth and finally adding a new category 'Other Road Transport' to include support not covered by the other categories. This could for example hypothetically include support for road transport *demand* management systems and technologies (including road user charging, etc).

The following sectors '213 Rail,' '214 Water' and '215 Air' correspond to the remaining networks in the existing structure. To match the logic of the Road sector these are also divided into Adaptation, Construction, and Maintenance, the former again to bring forward activities to enhance the resilience of those respective systems towards the impacts of climate change.[21] Also for those three sectors 'Zero Emission/Electrification' activities are singled out, while the 'Other' category again aims to capture support not related to infrastructures themselves.

This would all in all bring the number of 5-digit CRS codes for transport up to 23 (or 24) compared to the 27 in the Energy sector. As noted above, the existing voluntary subsector codes distinguishing 'feeder' and 'national' roads are preserved now under the respective 'construction' and maintenance' domains. These would need new code numbers if maintained.

Discussion

As already noted, multiple options for designations and perturbations of new and existing codes are conceivable. The intended benefits of the example proposed here is to allow more detailed / granular accounting for what ODA spent in the transport sector goes to, including sustainable transport modes, electrification and climate adaptation, in part infused with categories used in other adjacent finance frameworks, but without introducing a complete disconnect to historic CRS categories and the associated data accumulated over decades.

Obviously, the exemplified structure would nevertheless require a full reconsideration of the sector and subsector descriptions and accompanying guidance. The potential benefits of the added granularity would in each case need to be weighed against the required work to introduce and maintain the revised system, as well as any issues regarding accountability and transparency.

An obvious critical issue for the presented version of a more granular structure would be several potential overlaps. For example, if ODA to support the electrification of an urban BRT-system should be coded under '21220 Public transport' or '21260 Zero emissions Road Transport'. Or similarly, if a system for collecting road tolls would be coded under 'Sustainable Urban Mobility Planning'; 'Transport regulation' or 'Other Road transport.' Some overlaps could be overcome by removing or collapsing codes, but at the loss of potentially desirable granularity. In contrast some overlaps could instead be overcome by further splitting and detailing codes. For example, if 'Electrification' was made a subcategory under each (new) mode such as 'Active Transport' and 'Public Transport' (rather than only as a general category under 'road transport electrification') the overlap would disappear, with the added value of being able to target electrification to the most sustainable modes.

Solutions to all such issues are not provided here, let alone the provision of an 'optimal' system. Hopefully the examples could nevertheless inspire reflection and discussion among experts in the field.

A further consideration to flag here is the distinction between regular and voluntary codes. Introducing new codes as voluntary would likely ease their adoption as they could be applied by those donors who would find them informative and manageable in light of national priorities. On the other hand, voluntarism would undermine the potential application of new codes and frameworks for reporting on global trends and commitments across all donors.

An altogether different concern is the *inherent limitations* of upholding the general structure of the CRS based on a traditional division of societies into separate economic and administrative sectors in the first

[21] The order of the subcategories is intended to stipulate that Adaptation could become a prime concern for transport infrastructure.

place. While the current CRS system also does include several DAC 5 ‘sectors’ which are actually not ‘sectors’ per se but representing more cross-cutting activities such as ‘General Environmental protection’, ‘Trade Policies and regulations’, ‘General budget support’ etc. still at least the transport sector as it appears in the CRS today is very much anchored in and moulded over a classic ‘sector’ template, as also exposed in chapter 4.

This template does not necessarily provide a complete or indisputable account of what ‘transport systems’ are, or how they impinge positively or negatively on goals for climate change, sustainable development or poverty reduction, or even of ‘all things related to transport’ within the ODA context. The partly ‘constructed’ nature of what defines ‘transport ODA’ were exemplified in section 4.4 on boundary issues; it also emerged in the interviews on current practice and popped up again in the elaboration of examples for a new coding structure above.

Possible alternative perspectives for and system boundaries of transport were reflected in Section 5.2 for example when the High-Level Advisory Group on Sustainable Transport recommended to “...make transport planning, policy and investment decisions based on the three sustainable development dimensions (…) *and a full life cycle analysis”* (HLG 2015), and when the UN interagency report *Sustainable Development, Sustainable Transport* advised development partners to “… *avoid siloed and short-term approaches”* (UN DESA 2021).

A ‘full life-cycle analysis’ would normally mean a consideration of impact chains from ‘cradle to grave’ (JRC 2010). For transport for example, the full system view could encompass processes from the extraction of minerals for producing vehicles, propulsive energy and infrastructures, over the operation and maintenance of transport systems, to the eventual scrapping and recycling of all components at the end of their useful life. This view would imply a complete break with the sectoral approach in CRS purpose codes today.

The more moderate aspiration to ‘avoid siloed approaches’ would likely suggest at least not to consider transport in isolation from its interfaces with spatial systems on the one side and energy systems on the other. The same would be implied by the ‘Avoid-Shift-Improve’ concept for sustainable low-carbon transport strategies, including effective land use planning on the one side and the provision of cleaner transport technologies on the other (see for example Slocat 2023; Dalkmann & Brannigan 2007).

While the cited perspectives have not necessarily been intended to inform the particular context of ODA for transport, they nevertheless offer an invitation to reconsider different approaches to future codification, with the overall rationale to support a long-term fundamental transformation of the transport system needed for developing and developed economies alike.

However, further reflections on what would be an appropriate framework for ODA reporting in the longer-term future (assuming that ODA would still be needed in forthcoming decades) should most likely be addressed from a top-down perspective on ODA reform rather than from a transport-specific bottom-up perspective as the one applied here.

6. Summary and recommendations

This final chapter will,

- summarise key points from the report that jointly builds a case for action;
- review the ideas and options for action elaborated in chapter five;
- on this basis provide overall recommendations for action.

6.1 The case for taking action

On the basis of the analysis so far, we find that a strong case can be made for taking action to enhance the approach to international reporting of ODA for the transport sector,

- While far from the largest recipient sector overall, 'Transport and Storage' is still the end point for around 12 billion USD annually in ODA, on par with the energy sector (see section 4.2), and hardly less important in terms of providing for sustainable development including poverty reduction, climate mitigation and climate adaptation;
- While transport is second only to energy in attracting climate mitigation finance (yet far below estimated needs (CPI 2023a)), substantial finance gaps for the sector have also been estimated in term of investments needed to ensure the fulfilment of other sustainable development goals and needs of LMICs, including for climate adaptation and poverty reduction (e.g. UNCTAD 2023; and see chapter 1);
- ODA (including for Transport) forms a largely undisclosable component of contemporary reporting on climate finance and infrastructure investments for sustainable development (OECD 2024b); no international activities (by the OECD or otherwise) to report separately and systematically on Transport ODA or its impacts have been identified;
- The UN Decade of Sustainable Transport 2026-35 is approaching so far with only limited framing and guidance in term of what 'sustainable transport' means, how progress towards is to be measured and monitored, or how it is supposed to be financed, considering in particular the needs of low- and middle-income countries (see section 5.2);
- The current reporting format/framework for transport ODA in moulded over a notion of large-scale transport infrastructure investments as key to economic growth assuming subsequent 'trickle-down' effects leading to reduced poverty, a notion which seems incomplete at best (Carter et al 2024); not least as seen in the much broader context of the discourse on sustainable transport and mobility (e.g. Alvers et al 2023; UN DESA 2021);
- No major efforts to review or revise the code structure for ODA to the transport sector has been undertaken for at least 10 years (or longer), including no moves to reflect the adoption of the 2030 Sustainable Development Agenda with the SDGs, the Paris Agreement on Climate Change, or any United Nations' resolutions and declarations regarding 'Sustainable Transport' (see section 5.3);
- This in comparison with the energy sector, which has seen two major revisions in the same period, in large parts driven by concerns for matching up to the SDG targets for Energy and to facilitate reporting on sustainable versus less sustainable energy forms; Notably reviews that appear to have been relatively consensual and expedient procedures mastered by the WP-STAT working Party of the DAC supported by the OECD secretariat (see Appendix B);
- Interviews with Transport ODA experts suggest a variety of perspectives in terms of how suitable the current reporting framework is for reflecting or ensuring the general purpose of aid to the sector or any more specific concerns for sustainability; the variety of perspectives suggests a basis for discussion of various options for action, rather than for providing a ready-made model for an enhanced reporting approach (see section 4.5).

All in all, we see compelling *reasons* to initiate a process to review the current approach while also suitable *procedures* and contextual *opportunities* being available for setting such a process in motion.

6.2 Review of options

A range of ideas and options to enhance the reporting approach was explored in Chapter 5.

All of them sought to enhance the focus on 'sustainable transport' in ODA reporting. Some would represent small steps that could likely be implemented with limited effort and be completed within a short timeframe such as changing the name of sector 210 in the CRS to 'Transport'. Others involving more significant modifications to exiting practice may require longer time to process, including analysis of potential unfavourable consequences, testing in practice, or negotiating different 'paradigms' for transport ODA (for example introducing a whole new code structure for the sector moulded over multiple sustainable transport concerns).

It should be noted that the ideas are not necessarily additive or cumulative. Some represent *alternative* options that would not make sense in the same scenario, for example adopting Policy Makers for 'sustainable transport' while at the same time introducing new CRS codes for sustainable transport modes. Which ones to pursue may therefore depend on circumstances, including the position of different DAC member countries in regard to perceived needs to enhance ODA reporting for transport.

To move closer to a set of recommendations we will undertake a critical review (in tabular format) of the five main options introduced and exemplified in chapter 5:

- Using existing elements in the CRS
- Adding elements to CRS other than purpose codes
- Changing the name of sector 210 and moving codes
- Adding new sub-codes in sector 210 to provide more granularity
- Major revision of the code structure in the sector

For each option we highlight *merits* as well as *challenges* (potential obstacles) to consider for their further pursuit, before we summarize a recommendation for how to move forward with each option.

Using existing elements in the CRS

The option proposed is to introduce regular international reporting (by the OECD or other bodies) of Transport ODA with existing Rio Markers (and possibly other Policy Markers or SDG focus codes) to recurringly indicate the contribution of Transport ODA to deliver the associated sustainability objectives.

Merits	Challenges to consider
• Markers are recognized by DAC and donors as means to report on ODA for climate and other sustainability objectives; • Possible to do without changing the exiting reporting framework or soliciting additional data input from DAC members; • Could be applied to historic as well as upcoming flows; • Indirectly justified by the OECD DAC declaration (2021) promising to '… *work towards greater accountability and transparency in how ODA is defined, accounted for and reported in regard to climate, biodiversity etc.*'; • OECD DAC secretariat would be able to produce the analysis using existing data, if so requested.	• Rio markers are qualitative, imprecise, and disputed as indicators of 'sustainability' of ODA; SDG Focus codes even less tested as common indicators; • No framework or channel currently exists for producing regular 'indicator' reports on the status for Transport ODA (by OECD or others); • OECD DAC Declaration (2021) may not be perceived to include a sufficiently specific mandate to initiate a process for this reporting on the Transport sector; • The existing dated code structure remains.

Summary recommendation: This option we would consider as less effective to overcome limitations of the existing purpose coding and reporting practice. It could be tested out (as briefly indicated in the analysis) and pursued if the subsequent options could not find support among any DAC member countries. Its further pursuit may require or be expedited by an international policy commitment on Sustainable Transport akin to the existing DAC declaration.

Adding elements to CRS other than purpose codes

The main option proposed here is to define one or more specific Policy Markers for Sustainable Transport for DAC members to apply to transport projects as relevant, and to initiate regular reporting of the results as indicators of ODA for Sustainable Transport. The starting point could be a general concept of Sustainable Transport/Mobility (for example via Sustainable Mobility for All initiative), which would need to be operationalized (for example by using individual sustainable transport modes such as active transport, public transport/informal transport, Zero Emission transport as markers/indicators). A separate option to modify ODA eligibility criteria to disallow ODA for predefined 'unsustainable' transport activities was introduced but not further promoted, due to its likely controversial character.

Merits	Challenges to consider
• The 'Marker' method is generally recognized by DAC and donors as means to report on ODA objectives; • Markers are designed to reflect prioritized objectives or impacts (= normative concepts like Sustainable Transport) compared to Purpose codes which are statistical categories; • Procedure and template for existing markers could be applied to new ones; • Potential to customize Markers to the needs of the transport community allowing more nuanced tracking of transport ODA than today; • UN Decade as (indirect) opportunity.	• No or only vague international policy commitments exist to initiate reporting on such a marker (compared to Rio conventions or similar for other markers); • Complications to agree on definitions and measures, considering likely different concepts and priorities for 'Sustainable Transport' among DAC members; • No framework or channel currently exists for producing regular 'indicator' reports on the status for Transport ODA (by OECD or others); • The existing dated code structure remains.

Summary recommendation: This option may be more effective than the first one to enable tracking of ODA in terms of transport-specific sustainability characteristics, but still less effective than changing the purpose codes due to inherent limits to markers. An operational definition of 'Sustainable Transport' criteria may be challenging to negotiate without an international commitment akin to Rio conventions. The option could be pursued if the other options cannot find support among DAC members.

Changing the sector title and moving codes

The option proposed was to change the name of sector 210 to 'Transport'. The Storage category could remain or be moved to other sectors; the code for Electric mobility infrastructure could be adopted or not.

Merits	Challenges to consider
• Storage represents a too small part of finance for the sector to 'deserve' being included in the sector title; • New title would send more clear messages about what the finance in the sector is used for; • Contemporary sustainable finance and climate finance frameworks do not combine Transport with Storage; • Very little preparations or testing needed.	• Mostly a cosmetic operation; • Storage is still combined with Transport in ISIC and SNA statistical frameworks; • Rest of the existing dated code structure remains.

Summary recommendation: Changing the name seems like an obvious move to make in any case. However, it does little to improve the tracking of transport. Should therefore only be pursued if part of a broader package of changes. Moving codes in or out of the sector does not seem necessary.

Adding new sub-codes in sector 210 to provide more granularity

The option is to add one or more new codes to the Transport sector to statistically embody various 'sustainable transport' concerns. Specific ideas were to consider codes for 'Electric/Zero Emission transport'; 'Urban Transport' (as a possible proxy for individual 'sustainable' urban transport modes); 'Adaptation' and 'Sustainable Urban Mobility Planning'. Each one would have their own merits and come with their own challenges. New codes were proposed as regular rather than voluntary to facilitate international training/comparison.

Merits	Challenges to consider
• Opportunity to bring the code structure more in line with contemporary interests to advance sustainable transport solutions through ODA; • Adding one or two new codes to the existing structure introduces limited disturbance to existing reporting practices of donors; even less so if new codes are voluntary; • Adding one or two new codes may not require new international policy commitments (other than existing DAC Declaration (2021) with the UN Decade of Sustainable Transport as a supplementary justification): • Several other finance frameworks include codes for example for 'Urban transport' or 'Zero Emission/Electric transport'; • Institutional and procedural framework is in place to support the process of reviewing and implementing new purpose codes (OECD DAC WP-STAT supported by OECD DAC secretariat).	• Not all DAC members may be convinced that adoption of new codes is necessary or helpful; • Considerations regarding transparency, budget compatibility, possible spill-over effects to other sectors, etc. may uncover drawbacks of new codes; • Adopting new codes as voluntary would disallow systematic reporting, while regular/mandatory codes would be more intrusive to existing practice; • Not possible to trace new codes back in time.

Summary recommendation: This is likely the best opportunity if a major revision to the code structure (following option) is not supported by DAC members (or internationally requested). Which of the exemplified (or other) changes to pursue would depend on the perceived needs among DAC members and should therefore be discussed in the proper institutional setting (OECD DAC WP-STAT). We speculate that Electric/Zero Emission transport may be among the more likely new codes to gain support due to significance for decarbonisation in LMICs, its presence in many other finance frameworks, and limited disturbance to exiting codes. Arguments for the other examples were however also presented.

Major revision of the code structure in the sector

The final option is to revise the existing code structure of the Transport sector to accommodate several new subsector categories in a logically consistent and future-oriented way. A concrete example (shown in Table 20) is inspired by past changes to the Energy sector codes as well as the individual options for new codes discussed earlier. The example introduces more granular accounting for ODA spent on sustainable transport modes, electrification, and climate adaptation, while retaining existing modal categories, allowing for continuity and flexibility for reporting. It should be stressed again that the example is only one among multiple options available and that the full consequences have not been analysed.

Merits	Challenges to consider
• Opportunity to bring the code structure for transport fully in line with contemporary priorities to advance sustainable transport solutions through ODA; • Could be a significant contribution to operationalize UN Decade of Sustainable Transport by providing 'missing link' between sustainable transport discourse and ODA practice; • Major revision possible while maintaining key structural elements of the existing sector codes, similar to previous revisions in the Energy sector; • Provides closer correspondence to some other contemporary frameworks for sustainability / climate finance accounting; • Institutional and procedural framework is in place to support the process of reviewing and implementing new purpose codes (OECD DAC WP-STAT supported by OECD DAC secretariat).	• Currently no international policy declaration, mandate or request we are aware of directly promotes the adoption of new specifications for transport ODA; • Not all DAC members may be convinced that adoption of new codes is necessary or helpful; • Justification for specific changes need to be prepared and promoted through proper channels; may require a 'testing' phase involving two or more DAC members; • Considerations regarding transparency, budget compatibility, possible spill-over effects to other sectors, etc. may uncover drawbacks to a major revision of the transport codes; • Not possible to trace new codes back in time.

Summary recommendations: This option we consider as the most interesting one to pursue, considering all the elements in 'The case for taking action' that were presented in section 6.1. Possibly the lack of an external international policy declaration, mandate or request to undertake such a revision would be biggest challenge among the ones highlighted in the table. It is therefore recommended to also explore - and if possible advance - available options for such an impetus to emerge. Future events in the context of the UN Decade of Sustainable Transport, or the Finance for Development process could offer opportunities at the policy level.

6.3 Summary of assessments and recommendations

The following recommendations are based on *three overall assessments* summarized here:

First, it is our assessment, based on the review of options, *that a proposal for a major/comprehensive revision of the exiting framework and sector codes for reporting on ODA for transport would carry the most significant merits* in terms of both delivering a needed modernisation of the existing framework, incorporating key concerns for transport and sustainability at a granular level, providing a logical structure aligned with other sectors, and avoiding major disruptions through preserving core elements of the exiting framework. We presented an example in section 5.5.3 of the report, while highlighting that the example is only intended as an illustration for potential discussion. The other options reviewed we see as possible alternatives to discuss in case a major revision to the transport codes is not found feasible – with the exception of the change of name of the sector from 'Transport and Storage' to 'Transport', which we believe would make sense in any case.

Second, it is our assessment, based on the history of modifications to the CRS, that the OECD DAC WP-STAT assisted by the OECD DAC Secretariat, *constitutes a responsive, effective and expedient institutional setting and governance structure* for the process to develop, negotiate and adopt such revisions to CRS purpose codes. Even major modifications have previously been processed in two-three years or less. The Secretariat has also been timely in providing analysis of current reporting practices for example in regard to commitments in the 2021 OECD DAC declaration on sustainable energy, similar to ideas proposed in our analysis as alternative approaches to enhance transport reporting. In case new Policy Markers for Sustainable Transport were to be adopted the Secretariat would likely assist in their

implementation but could not be tasked to develop a rationale or concept for them. We therefore find that the key effort should be to prepare a proposition on an enhanced coding framework for transport for presentation to the WP-STAT for consideration.

Third, it is our assessment, based on the review of the discourse on 'sustainable transport', that ODA for transport is not a topic that has been in focus for many previous international policy initiatives. Transport is not 'blessed' by its own SDG and UN initiatives and resolutions have not paid attention to the role of ODA for transport. We propose that a *high-level policy initiative, commitment or mandate could likely expedite* the success of efforts to enhance the reporting of transport ODA. For example, we observed that one of the major reforms of energy sector codes was motivated by the adoption of SDG 7 on energy and was directly triggered by a request from the high-level international initiative *Sustainable Energy for All*. We also observed that the OECD DAC (2021) *Declaration on a new approach to align development cooperation with the goals of the Paris Agreement on Climate Change* led to the new reporting practices including the assessment of DAC members' contributions to Sustainable Energy using Rio marker indicators. This leads us to recommend (below) that current high-level initiatives of relevance for sustainable transport finance are identified and explored for opportunities to generate support for the present subject. This could for example include the preparations for the upcoming UN Decade of Sustainable Transport, The Sustainable Mobility for All initiative, and the Finance for Development Agenda.

The specific recommendations for action are as follows:

1. It is recommended that DAC members with an interest in transport are summoned to discuss ideas and models for enhanced reporting of ODA for transport in light the UN Decade on Sustainable Transport and other relevant agendas; A key element should be a potential major modernization of the transport sector codes; The present report could serve among the input;
2. It is recommended that representatives of DAC members with an interest in transport reach out to current high-level initiatives of relevance for sustainable transport finance such as the preparations for the upcoming UN Decade for Sustainable Transport, The Sustainable Mobility for All initiative, and the Finance for Development Agenda, in order to explore opportunities to generate external high-level support for a reform of Transport ODA;
3. It is recommended that representatives among of such a group of DAC members instigate the submission of a proposal for discussion at an upcoming meeting of the OECD DAC working party WP-STAT; the proposal may include,
    - a proposal to rename the purpose code of sector 210 to 'Transport';
    - proposals regarding a modernized more granular structure of CRS codes for Transport reflecting sustainable transport options;
    - considerations regarding alternative options to enhance ODA reporting for transport such as the use of Rio Markers, SDG Focus codes, or new Policy Markers;
    - considerations regarding a process for reviewing and elaborating the proposals, engaging the Secretariat in the analysis of any consequences in regard to other aspects of reporting duties, and possibly DAC members volunteering to test the application of new codes.
    - considerations regarding regular follow-up with publications or other information products on status and trends for Transport ODA, as part of information for the UN Decade of Sustainable Transport.

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APPENDIX A: ODA VOLUMES FOR TRANSPORT

Underlying and supplementary data for Chapter 4. Data on Energy in Appendix B.

'All sectors' means total ODA.

TOTAL AND TRANSPORT ODA BY DIFFERENT DONOR GROUPS

APP A Table 1 CRS: Official donors, developing countries, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
All sectors	164 889	164 484	184 170	198 677	205 267	202 936	201 857	229 197	227 922	277 303	**205 670**
Transport and storage	12 094	11 539	11 437	11 422	12 410	12 702	12 073	10 201	10 701	13 677	**11 826**
Share	7 %	7 %	6 %	6 %	6 %	6 %	6 %	4 %	5 %	5 %	**6 %**

APP A Table 2 CRC; DAC countries, developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
All sectors	108 798	108 194	116 236	126 871	128 811	124 211	123 971	131 573	139 176	177 024	**128 487**
Transport and storage	6 095	5 657	5 232	4 881	5 953	5 691	6 808	5 774	6 269	8 581	**6 094**
Share	6 %	5 %	5 %	4 %	5 %	5 %	5 %	4 %	5 %	5 %	**5 %**

APP A Table 3 CRS: Multilaterals organisations, developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Average
All sectors	50 132	50 563	56 146	56 582	59 842	57 197	61 268	82 019	70 356	82 660	**62 677**
Transport and storage	5 667	5 412	5 496	5 413	5 736	5 572	4 639	3 705	3 869	4 694	**5 020**
Share	11 %	11 %	10 %	10 %	10 %	10 %	8 %	5 %	5 %	6 %	**8 %**

APP A Table 4 CRS: Official donors minus Japan, developing countries, disbursements, constant prices USD millions 2022

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
All sectors without Japan	149 599	153 941	172 910	187 377	192 185	191 590	189 567	215 484	213 012	257 692	**192 336**
Transport and Storage without Japan	8 850	8 441	8 527	8 593	8 371	8 816	7 356	6 295	5 840	6 716	**7 780**
Transport and Storage share of ODA without Japan	5,9 %	5,5 %	4,9 %	4,6 %	4,4 %	4,6 %	3,9 %	2,9 %	2,7 %	2,6 %	**4,2 %**

APP A Table 5 CRS: Selected donors, Shares for Transport, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
France											
All sectors	7 416	7 391	7 152	7 797	8 860	9 248	9 747	12 612	11 723	13 166	**9 511**
Transport and storage	688	907	531	572	808	709	914	901	580	713	**732**
Share	9 %	12 %	7 %	7 %	9 %	8 %	9 %	7 %	5 %	5 %	**8 %**
Germany											
All sectors	11 135	13 735	17 873	24 131	24 321	22 547	22 090	25 898	25 897	32 850	**22 048**
Transport and storage	357	134	539	465	294	325	517	395	183	260	**347**
Share	3 %	1 %	3 %	2 %	1 %	1 %	2 %	2 %	1 %	1 %	**2 %**
Japan											
All sectors	15 290	10 543	11 260	11 300	13 082	11 346	12 301	13 725	14 915	19 641	**13 340**
Transport and storage	3 245	3 098	2 910	2 830	4 040	3 886	4 717	3 906	4 861	6 961	**4 045**
Share	21 %	29 %	26 %	25 %	31 %	34 %	38 %	28 %	33 %	35 %	**30 %**
United Kingdom											
All sectors	10 488	10 642	11 405	12 471	12 592	12 998	14 391	12 498	9 406	12 029	**11 892**
Transport and storage	312	236	226	232	306	197	96	90	68	86	**185**
Share	3 %	2 %	2 %	2 %	2 %	2 %	1 %	1 %	1 %	1 %	**2 %**
EU Institutions											
All sectors	15 987	17 035	16 930	20 157	19 641	19 423	18 141	23 671	22 412	30 531	**20 393**
Transport and storage	1 980	1 728	1 799	2 314	2 065	2 130	1 401	1 070	1 441	1 998	**1 793**
Share	12 %	10 %	11 %	11 %	11 %	11 %	8 %	5 %	6 %	7 %	**9 %**

TRANSPORT ODA FOR GROUPS OF VULNERABLE RECIPIENTS

APP A Table 6 CRS: Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Transport and storage											
Developing countries	12 094	11 539	11 437	11 422	12 410	12 702	12 073	10 201	10 701	13 677	**11 826**
Least developed countries	3 582	3 256	3 244	2 843	3 361	3 837	3 598	3 228	3 088	3 600	**3 364**
Land locked developing countries	2 172	2 083	1 914	1 673	1 821	1 888	1 568	1 358	1 181	1 296	**1 695**
Small island developing states	450	485	504	423	437	549	523	670	497	548	**509**
Shares of transport ODA											
Least developed countries	30 %	28 %	28 %	25 %	27 %	30 %	30 %	32 %	29 %	26 %	**29 %**
Land locked developing countries	18 %	18 %	17 %	15 %	15 %	15 %	13 %	13 %	11 %	9 %	**14 %**
Small island developing states	4 %	4 %	4 %	4 %	4 %	4 %	4 %	7 %	5 %	4 %	**4 %**
Shares of All ODA											
Least developed countries	32%	29%	28%	26%	28%	30%	30%	31%	29%	23%	**28%**
Land locked developing countries	17%	17%	16%	16%	16%	16%	17%	17%	15%	13%	**16%**
Small island developing states	3%	3%	3%	4%	3%	3%	3%	3%	3%	2%	**3%**

APP A Table 7 CRS: ODA, average for 2013-22; disbursements, constant prices USD millions 2022

Recipient countries by income groups	All sectors	Transport and storage
Least Developed Countries	28%	28%
Other low-income countries	4%	0%
Lower-middle income countries	25%	53%
Upper-middle income countries	14%	17%
More advanced developed countries and territories	0%	0%
Countries unallocated by income	30%	2%

TRANSPORT ODA BY TRANSPORT SUBSECTORS

APP A Table 8 CRS: Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Transport policy and administrative management	11 %	13 %	13 %	13 %	10 %	10 %	7 %	11 %	9 %	6 %	**10 %**
Road transport	57 %	57 %	55 %	50 %	46 %	48 %	47 %	45 %	43 %	38 %	**49 %**
Rail transport	21 %	20 %	22 %	27 %	33 %	30 %	34 %	28 %	38 %	45 %	**30 %**
Water transport	6 %	5 %	5 %	4 %	7 %	8 %	8 %	9 %	6 %	6 %	**6 %**
Air transport	4 %	5 %	5 %	4 %	3 %	3 %	3 %	6 %	4 %	4 %	**4 %**
Storage	0 %	0 %	1 %	1 %	1 %	0 %	0 %	1 %	0 %	0 %	**0 %**
Education and training in transport and storage	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	**0 %**

APP A Table 9 CRS: DAC countries, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Transport policy and administrative management	10 %	13 %	14 %	14 %	7 %	9 %	5 %	10 %	7 %	4 %	**9 %**
Road transport	42 %	41 %	40 %	31 %	28 %	33 %	34 %	28 %	25 %	22 %	**32 %**
Rail transport	35 %	33 %	36 %	44 %	51 %	42 %	48 %	43 %	56 %	62 %	**45 %**
Water transport	7 %	5 %	6 %	5 %	9 %	11 %	11 %	9 %	7 %	6 %	**8 %**
Air transport	5 %	7 %	5 %	7 %	4 %	4 %	3 %	9 %	5 %	5 %	**5 %**
Storage	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	**0 %**
Education and training in transport and storage	0 %	0 %	0 %	0 %	1 %	1 %	1 %	1 %	0 %	0 %	**0 %**

APP A Table 10 CRS: Multilaterals organisations, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Transport policy and administrative management	12 %	13 %	11 %	11 %	13 %	14 %	11 %	15 %	14 %	10 %	**12 %**
Road transport	72 %	74 %	72 %	68 %	66 %	59 %	65 %	67 %	65 %	63 %	**67 %**
Rail transport	6 %	6 %	10 %	15 %	16 %	22 %	18 %	10 %	14 %	18 %	**14 %**
Water transport	6 %	3 %	4 %	3 %	3 %	3 %	4 %	6 %	4 %	7 %	**4 %**
Air transport	3 %	3 %	3 %	2 %	2 %	2 %	2 %	2 %	2 %	1 %	**2 %**
Storage	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	**0 %**
Education and training in transport and storage	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	**0 %**

APP A Table 11 Selected donors, transport sector profiles, Developing countries, ODA, disbursements, constant prices USD millions 2022

AVERAGE FOR 2013-22	EU Institutions	United Kingdom	Japan	Germany	France
Transport policy and administrative management	10 %	47 %	1 %	25 %	12 %
Road transport	54 %	46 %	33 %	15 %	15 %
Rail transport	31 %	1 %	52 %	37 %	63 %
Water transport	4 %	0 %	8 %	16 %	6 %
Air transport	1 %	4 %	7 %	1 %	4 %
Storage	0 %	2 %	0 %	1 %	0 %
Education and training in transport and storage	0 %	0 %	0 %	5 %	0 %

APP A Table 12 Selected Multilateral donors, transport sector profiles, Developing countries, ODA, disbursements, constant prices USD millions 2022

AVERAGE FOR 2013-22	World Bank Group	EU In1stitutions	Inter-American Development Bank	Asian Development Bank	African Development Bank	All Multi
Total for Transport and storage	1 393	1.792	28	557	567	5 020
% of All Multi from each	**28 %**	**36 %**	**6 %**	**11 %**	**11 %**	**100 %**
Split by Subsectors						
Transport policy	10 %	10%	68%	14%	5%	12%
Road transport	77 %	54%	28%	74%	92%	67%
Rail transport	4 %	31%	0%	5%	0%	14%
Water transport	6 %	4%	2%	4%	0%	4%
Air transport	3 %	1%	2%	3%	3%	2%
Storage	0 %	0%	0%	0%	0%	0%
Education and training in transport and storage	0 %	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%

APPENDIX B: THE ENERGY SECTOR IN CRS

This appendix provides selected information on CRS coding and ODA reporting for the Energy sector in comparison with Transport and Storage.

- Overview of the Energy sector code structure in the CRS compared to Transport and Storage (frequently referred to as 'Transport' in the following).
- History and background for (revisions to) the code structure for the Energy sector.
- Summary data on volumes of ODA for Energy compared to Transport

Current Energy codes compared to Transport codes

As described in the main text, ODA for Transport is reported under sector (DAC 5) code 210 Transport and storage in the CRS. That sector is divided into seven main sub-sector CRS codes, plus seven voluntary subcodes further detailing the codes for 'Transport policy and administrative management' and 'Road transport'.

The structure for the Energy sector is more detailed as shown in the Table below.

'Energy' has the overall sector (DAC 5) code 230, but the sector is further divided into the subsequent six sector codes 231-236, four of which reflect specific forms of energy *generation* technologies (Renewable energy; Non-renewable energy; Nuclear; Hybrid), one for Energy *distribution*, and one for Energy *policy*. Under these six sectors there are in total 28 5-digit CRS Codes for reporting Energy ODA, compared to the only seven for Transport.

The Energy Sector only has two voluntary codes (under 'Energy Policy') compared to the seven for Transport. However, voluntary codes are somewhat less significant as reporting on them is less systematic and data for them was not found via the OECD data explorer.

The overall impression is thus a much more nuanced reporting framework for Energy ODA compared to transport, where the Energy purpose code structure also directly reflects sustainability and climate concerns such as the distinction between various renewable versus non-renewable energy resources. It is also noteworthy that the sector Energy distribution includes CRS code 23642 Electric mobility infrastructures, an activity closely related to sustainable transport.

The following section will report on our (only partly successful) attempts to reconstruct the logic and reasoning behind the present code structure for Energy.

APP B Table 1 Current structure of Energy sectors and codes in the CRS

DAC5 CODES	CRS CODES	Voluntary codes	Description
230			**Energy**
231			**Energy Policy**
	23110		Energy policy and administrative management
	23181		Energy education/training
		23111	*Energy sector policy, planning and administration*
		23112	*Energy regulation*
	23182		Energy research
	23183		Energy conservation and demand-side efficiency
232			**Energy generation, renewable sources**
	23210		Energy generation, renewable sources - multiple technologies
	23220		Hydro-electric power plants
	23230		Solar energy for centralised grids
	23231		Solar energy for isolated grids and standalone systems
	23232		Solar energy - thermal applications
	23240		Wind energy
	23250		Marine energy
	23260		Geothermal energy
	23270		Biofuel-fired power plants
233			**Energy generation, non-renewable sources**
	23310		Energy generation, non-renewable sources, unspecified
	23320		Coal-fired electric power plants
	23330		Oil-fired electric power plants
	23340		Natural gas-fired electric power plants
	23350		Fossil fuel electric power plants with carbon capture and storage (CCS)
	23360		Non-renewable waste-fired electric power plants
234			**Hybrid energy plants**
	23410		Hybrid energy electric power plants
235			**Nuclear energy plants**
	23510		Nuclear energy electric power plants and nuclear safety
236			**Energy distribution**
	23610		Heat plants
	23620		District heating and cooling
	23630		Electric power transmission and distribution (centralised grids)
	23631		Electric power transmission and distribution (isolated mini-grids)
	23640		Retail gas distribution
	23641		Retail distribution of liquid or solid fossil fuels
	23642		Electric mobility infrastructures

Background and development of Energy Codes

Like all CRS Purpose codes the Energy codes originate in the International Standard Industrial Classification (ISIC) system) established in the late 1940'es (Benn 2011). The precise historic transposition of ISIC codes to the CRS could be recovered from online sources, but the general history is likely similar for Energy, Transport and other sectors.

Going forward to available online sources it can be observed that by 1999 all Energy sector codes were included under the same DAC 5 sector, namely code 230 'Energy generation and supply' (OECD DAC 1999). In that sense the Energy sector code structure was similar to sector 210 Transport and Storage**,** although already then with more detail to Energy than Transport.

As shown in the Table below there were 17 subsector CRS codes (compared to the seven for transport). The split between energy generation and distribution was already reflected in the CRS codes but had not been elevated to separate sectors yet.

APP B Table 2 1999-2014 version of Energy sector codes in the CRS

DAC5 CODES	CRS CODE	Description
230	23010	Energy policy and administrative management
	23020	Power generation/non-renewable sources
	23030	Power generation/renewable sources
	23040	Electrical transmission/ distribution
	23050	Gas distribution
	23061	Oil-fired power plants
	23062	Gas-fired power plants
	23063	Coal-fired power plants
	23064	Nuclear power plants
	23065	Hydro-electric power plants
	23066	Geothermal energy
	23067	Solar energy
	23068	Wind power
	23069	Ocean power
	23070	Biomass
	23081	Energy education/training
	23082	Energy research

We have identified two main revision rounds to the energy sector codes, one in 2015/16 and one in 2018/19 leading to the current structure.

2015/16 revision

Unfortunately, it has not been possible to retrieve much information regarding the first revision in 2015/16 in terms of who initiated it, what the motivation was, or how the modifications came about. The key source is summary notes from a meeting of the DAC Working Party on Development Finance Statistics in April 2014 (OECD DAC WP-STAT 2014). The notes observe that the OECD Secretariat had presented an updated proposal for revising purpose codes in the Energy sector category, based on a first version that had already been discussed at the June 2013 WP-STAT meeting (documentation not retrievable).

The objective for the revision was reportedly "to facilitate the use of the codes for reporting and analytical purposes, including through easier identification of the different energy sources (e.g. renewable energy)." (OECD DAC WP-STAT 2014). It appears that the WP members were in general agreement with revised proposal while some minor adjustments were proposed by representatives of the UK, Germany and the Netherlands. Subsequent documents confirm that the final modifications were adopted by written procedure in June 2014.

The subsequent "*LIST OF CRS PURPOSE CODES taking effect in 2016 reporting on 2015 flows (updated April 2016)*"[22] contains the revised structure where the Energy sector code 230 is split over the new sectors 231-236. Comparing the former and the revised CRS purpose code table, we can see how some codes have been "upgraded" to the DAC5-level:

- 23030 'Power generation/renewable sources' became 232 'Energy generation, renewable sources'
- 23020 'Power generation/non-renewable' sources became 233 'Energy generation, non-renewable sources'
- 23064 'Nuclear power plants' became 235 'Nuclear energy plants' with 23510 'Nuclear energy electric power plants and nuclear safety' as subsector
- 23040 'Electrical transmission/ distribution' became 236 'Energy distribution'
- 23010 'Energy policy and administrative management' became 231
- 234 'Hybrid energy plants' was added as a new sector code.

While a stated rationale for this change has not been possible to identify, the changes create a new level of aggregation opportunity (for example renewable versus non-renewable energy) in the OECD Data Explorer. It also groups the different flows in ways that make them easier to understand.

Furthermore, the following new CRS-codes were, as far as we can establish, implemented at this point:

- 23183 Energy conservation and demand-side efficiency
- 23350 Fossil fuel electric power plants with carbon capture and storage (CCS)
- 23360 Non-renewable waste-fired electric power plants
- 23610 Heat plants
- 23620 District heating and cooling

In addition, the process to include better 'budget identifier' codes (explained in section 4.3.4 of the main report) also led to the introduction in 2015 onwards of two new voluntary codes under 231 Energy policy,

- 23111 Energy sector policy, planning and administration
- 23112 Energy regulation

2018/19 revision

The background for the second revision is more explicitly outlined in available documents.

According to OECD DAC WP-STAT (2018; 2019) the primary context was ongoing work to improve the alignment between DSG targets to CRS purpose codes, in this case particularly SDG 7 on Energy.

In May 2018 *the Sustainable Energy for All Initiative (SEforALL)* approached the OECD DAC to signal that the existing CRS classification was not able to properly capture the types of development co-operation projects that would promote decentralized electricity and clean cooking solutions, in the context on SDG 7 on Energy. The relevance of decentralised electricity solutions as a key element in efforts to achieve universal energy access by 2030 was also confirmed by representatives of the International Energy Agency (IEA). To that effect it was proposed to establish codes separating small, isolated grids from large, centralized grids

However, along the process of revising the code structure several other issues in the existing structure were uncovered, including examples of relevant activities with no matching code, 'messy' codes absorbing very different types of activities, and 'empty' codes with no use in practice.

In total the following seven new energy related codes were finally adopted for use in the reporting of 2018 ODA in 2019 and onwards, while ten other codes were modified. None were removed, despite the reported non-use.

- 23231 Solar energy for isolated grids and standalone systems
- 23232 Solar energy – thermal applications

[22] Available here.

- 23631 Electric power transmission and distribution (isolated mini-grids)
- 23641 Retail distribution of liquid or solid fossil fuels
- 23642 Electric mobility infrastructures
- 32173 Modern biofuels manufacturing
- 32174 Clean cooking appliances manufacturing, market development and distribution

As can be observed from the numbering the two latter new codes are not placed in the 230-236 Energy sectors but in 'Industry' sectors.

Despite the more detailed information available for the 2018/19 revision compared to 2015/16 there are still new elements not directly explained or justified in the documents we recovered for this analysis. This includes the codes for 'Retail distribution of liquid or solid fossil fuels', and 'Electric mobility infrastructures', both of which have transport relevance.

The following summary observations are proposed as take-aways for the present context:

- Current Energy codes are more detailed and nuanced that current Transport codes, while still allowing aggregated analysis for example by renewable versus non-renewable energy
- Energy code structure had undergone major revisions in at least two rounds within the last ten years, not paralleled in the transport sector, partly to align with sustainability concerns
- The Energy sector includes several codes directly capturing finance with a sustainability/climate purpose, including electric mobility charging
- Revisions of codes may be triggered by outside events and stakeholder input (in case, the Sustainable Energy for All Initiative)
- Motivation/Justification for adopted changes is not always fully available or clear
- Revisions initiated by one concern may evoke other less related issues, and may impinge on coding in other sectors
- Revisions to codes can take a long time but not *necessarily* more than 2 - 3 years from initiation to implementation, even for major modifications

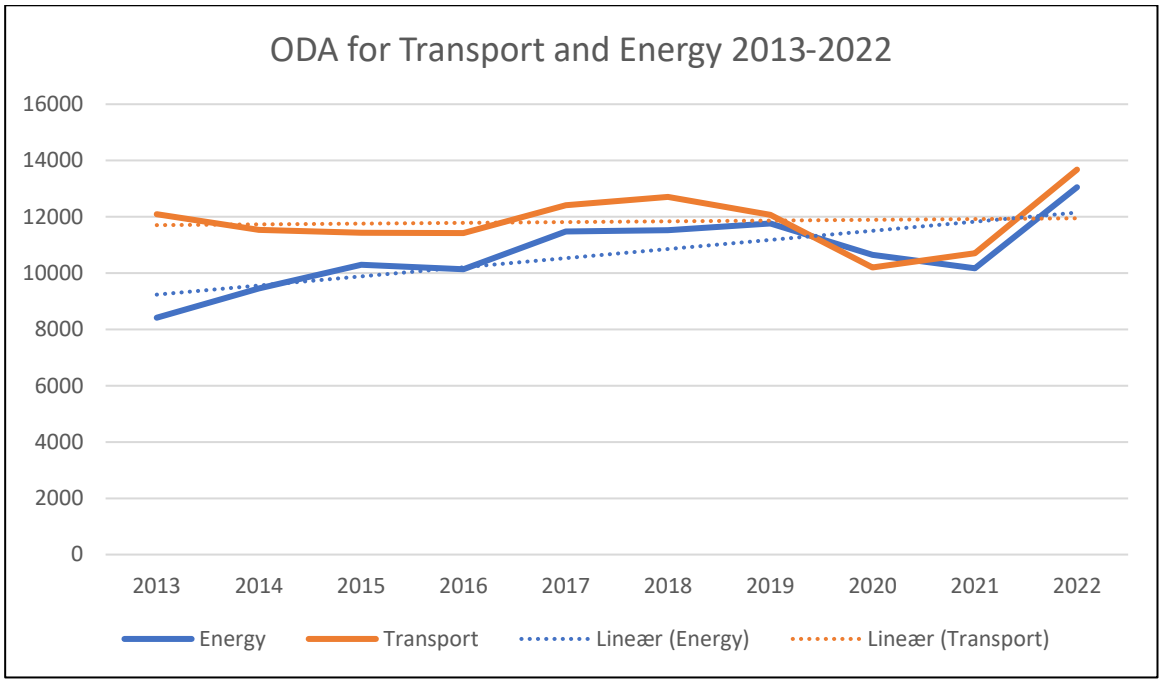
Volumes of ODA for Energy compared to Transport

The following will present some data sets and graphics to indicate the levels and types of ODA for the Energy sector based on data reported to the OECD CRS system and extracted via the OECD Data explorer. All numbers in million USD constant 2022 prices.

By request the data will compare the levels of ODA for Energy with Transport using different metrics and data filters aiming to provide triangulations and confidence of the overall result that finance for the two sectors in general is on the same level, while more diversity can be teased out at disaggregate levels.

The figure below shows annual ODA disbursements to the Transport and Energy sectors from all ODA donors combined, including DAC members, multilateral organisations, and others, over the last 10 years.

Transport received higher amounts in the first period of the ten-year period while since 2019 it has varied from year to year which sector gets the most. If we examine the trend lines, it will seem that Energy is on the rise. However, the surge in ODA for both sectors in 2022, triggered by exceptional support for Ukraine, blurs the interpretation.



APP B Figure 1 ODE for transport and Energy, Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

The Table below includes the numbers behind the graph (plus the average for the ten-year period). The following ones provide the same information using different data filters.

APP B Table 3 Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	8 415	9 450	10 297	10 134	11 478	11 526	11 761	10 644	10 174	13 051	**10 693**
Transport and storage	12 094	11 539	11 437	11 422	12 410	12 702	12 073	10 201	10 701	13 677	**12 094**

Below we look only at bilateral ODA from DAC Member countries.

APP B Table 4 DAC countries, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	6 095	5 657	5 232	4 881	5 953	5 691	6 808	5 774	6 269	8 581	**6 094**
Transport and storage	4 502	4 414	5 393	5 595	6 103	5 860	6 536	5 927	5 624	7 609	**5 756**

The volumes for both sectors increase significantly if data for ODA *Commitments* are used as in the following two tables instead of ODA *Disbursements* as in the previous ones.

The overall relative balance between the two sectors does not shift much, although Energy is slightly larger here in terms of committed finance compared to actually disbursed finance (above tables) for the ten-year period, for both selections of donor groups (all ODA or only bilateral bi DAC countries).

APP B Table 5 Official donors, Developing countries, ODA, commitments, constant prices USD millions 2022

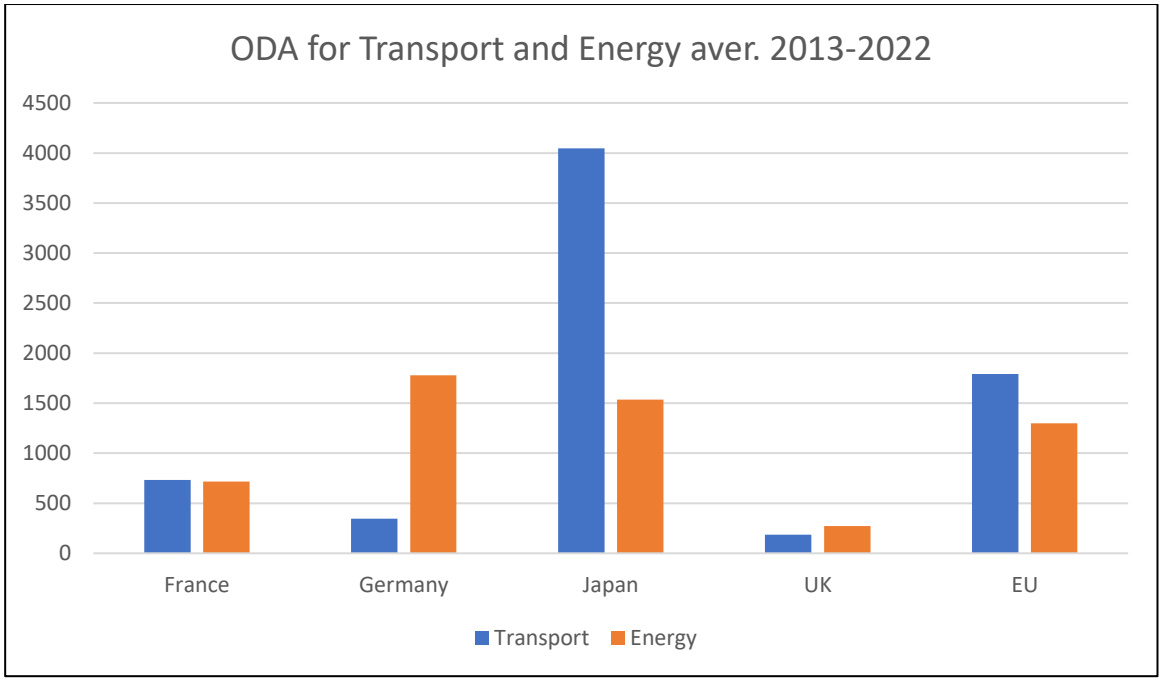
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	17 033	12 745	16 075	17 930	17 342	17 071	11 544	16 246	10 004	19 650	**15 564**
Transport and storage	14 233	15 920	17 193	14 113	14 992	15 330	15 255	12 654	12 304	14 343	**14 634**

APP B Table 6 DAC countries, Developing countries, ODA, commitments, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	7 882	6 985	8 594	10 016	9 584	9 573	6 964	9 503	5 413	11 634	8 615
Transport and storage	7 012	8 091	9 528	7 617	7 659	6 944	9 228	5 032	6 772	8 391	7 627

The results are much more diverse when we look at individual donor countries which may have individual priorities regarding support to different sectors. The figure below shows the average disbursements per year over the ten-year period for five selected donors. More details are found in the tables below.

Germany and Japan seem to have “specialized” in their fields (Energy versus Transport), although it is clear that Japan is a large-scale donor within Energy as well. France has provided equal amounts to the two sectors. The EU has leaned towards Transport and the UK towards Energy.



APP B Figure 2 ODA for Transport and Energy from seleceted donors

APP B Table 7 : Selected donors, comparing Transport with Energy, Developing countries, ODA, disbursements, constant prices USD millions 2022

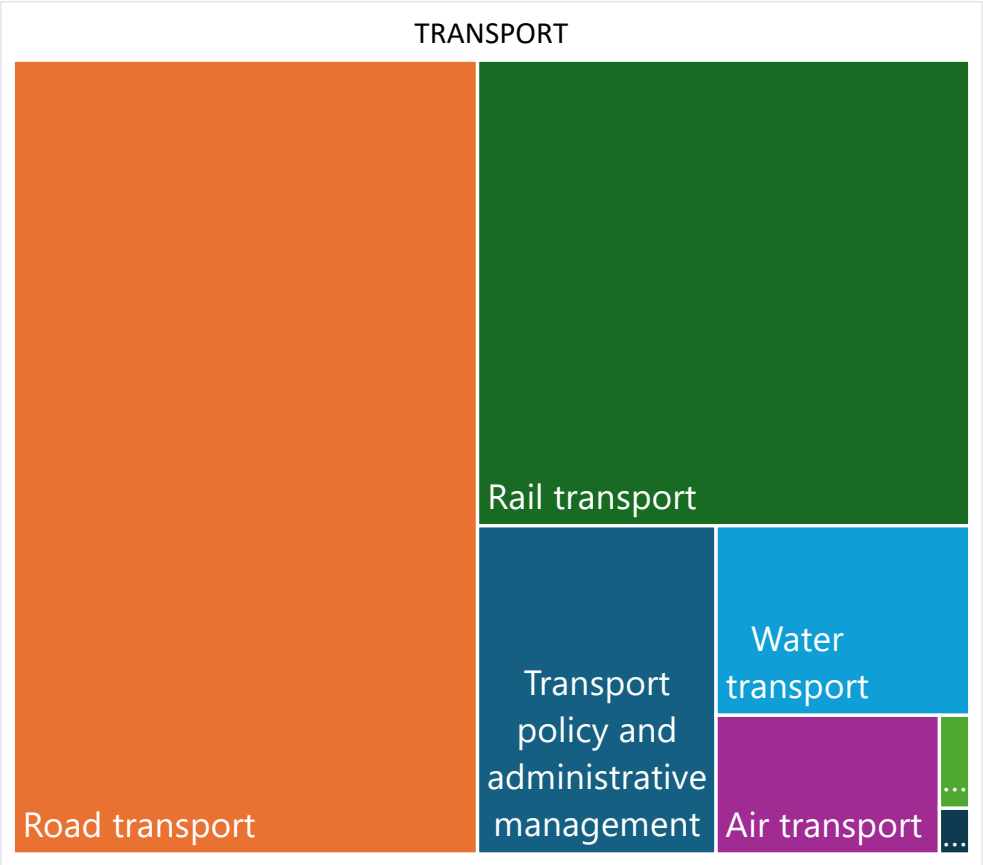
Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
France											
Transport and storage	688	907	531	572	808	709	914	901	580	713	732
Energy	551	535	546	668	822	655	983	757	624	1 034	718
Germany											
Transport and storage	357	134	539	465	294	325	517	395	183	260	347
Energy	1 194	1 550	2 019	2 087	1 807	1 864	1 860	1 799	1 522	2 091	1 779
Japan											
Transport and storage	3 245	3 098	2 910	2 830	4 040	3 886	4 717	3 906	4 861	6 961	4 045
Energy	916	1 048	1 444	1 470	1 797	1 585	1 741	1 550	1 483	2 336	1 537
United Kingdom											
Transport and storage	312	236	226	232	306	197	96	90	68	86	185
Energy	247	161	168	289	167	319	525	279	351	205	271
EU Institutions											
Transport and storage	1 980	1 728	1 799	2 314	2 065	2 130	1 401	1 070	1 441	1 998	1 793
Energy	1 187	1 206	948	1 685	1 683	1 520	942	1 543	906	1 358	1 298

Finally, we can compare the disaggregation for each sector.

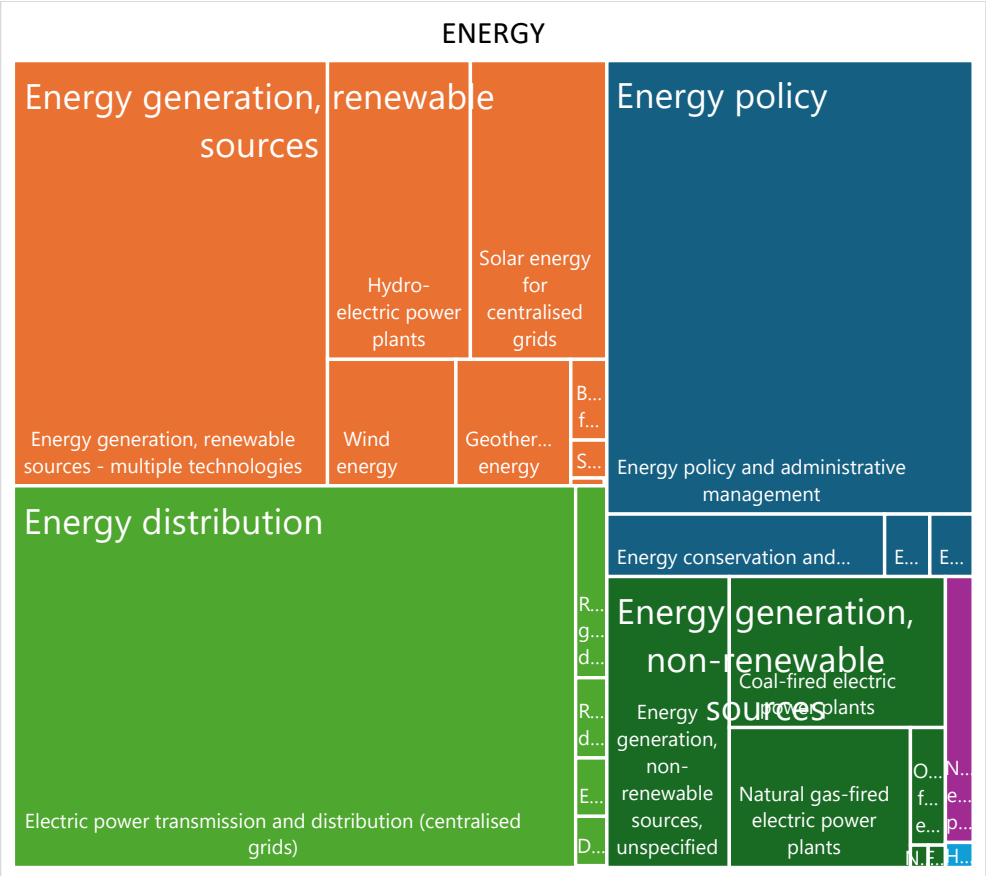
The relative distribution of finance across the subsectors is visualized in the figures below. The aim is to convey an overall impression of the structure with the more granular level in the Energy sector indicated. Actual values are found in tables with various breakdowns and filters for Energy further below and for Transport in Appendix A.

Overall results show that the largest Energy sector for the ten-year period is Energy Generation with renewable sources (33%) followed by Energy distribution (29%), and Energy policy (24%).

For the Transport subsectors it is Road (49%), followed by Rail (30%) and Transport policy (10%). This represents disbursements of ODA from all Official Donors.



APP B Figure 3 Relative ODA shares for Transport subsectors, Official donors, Developing countries, disbursements, constant prices USD millions 2022



APP B Figure 4 Relative ODA shares for Energy sectors, Official donors, developing countries, disbursements, constant prices USD millions 2022

APP B Figure 5 Energy ODA. CRS: Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver
Energy	**8 415**	**9 450**	**10 297**	**10 134**	**11 478**	**11 526**	**11 761**	**10 644**	**10 174**	**13 051**	**10 693**
Energy policy	1 825	2 847	3 042	1 731	1 920	2 893	3 378	2 413	3 242	2 795	2 609
Energy generation, renewable sources	2 546	2 685	3 153	3 573	3 973	3 967	3 292	3 932	3 171	4 546	3 484
Energy generation, non-renewable sources	1 360	1 593	1 191	1 460	1 984	1 374	1 425	1 045	788	1 380	1 360
Hybrid energy plants	0	0	0	0	33	16	12	10	9	17	10
Nuclear energy plants	136	120	91	233	178	91	50	22	42	56	102
Energy distribution	2 549	2 205	2 820	3 138	3 391	3 186	3 605	3 223	2 921	4 256	3 129

APP B Figure 6 Energy ODA CRS: Official donors, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Energy	**8 415**	**9 450**	**10 297**	**10 134**	**11 478**	**11 526**	**11 761**	**10 644**	**10 174**	**13 051**	**10 693**
Energy policy	*22 %*	*30 %*	*30 %*	*17 %*	*17 %*	*25 %*	*29 %*	*23 %*	*32 %*	*21 %*	*24 %*
Energy generation, renewable sources	*30 %*	*28 %*	*31 %*	*35 %*	*35 %*	*34 %*	*28 %*	*37 %*	*31 %*	*35 %*	*32 %*
Energy generation, non-renewable sources	*16 %*	*17 %*	*12 %*	*14 %*	*17 %*	*12 %*	*12 %*	*10 %*	*8 %*	*11 %*	*13 %*
Hybrid energy plants	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*
Nuclear energy plants	*2 %*	*1 %*	*1 %*	*2 %*	*2 %*	*1 %*	*0 %*	*0 %*	*0 %*	*0 %*	*1 %*
Energy distribution	*30 %*	*23 %*	*27 %*	*31 %*	*30 %*	*28 %*	*31 %*	*30 %*	*29 %*	*33 %*	*29 %*

APP B Figure 7 CRS: DAC countries, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Energy	**4 502**	**4 414**	**5 393**	**5 595**	**6 103**	**5 860**	**6 536**	**5 927**	**5 624**	**7 609**	**5 756**
Energy policy	1 149	942	1 514	1 016	1 155	1 296	1 828	1 200	1 334	1 724	1 316
Energy generation, renewable sources	1 733	1 852	1 791	2 121	2 135	2 286	2 127	2 347	2 103	2 675	2 117
Energy generation, non-renewable sources	563	617	602	897	1 240	843	1 045	855	691	1 282	863
Hybrid energy plants	0	0	0	0	27	16	12	3	9	16	8
Nuclear energy plants	81	78	44	101	98	43	12	5	22	38	52
Energy distribution	9 76	9 24	1 442	1 460	1 449	1 376	1 513	1 516	1 465	1 874	1 399

APP B Figure 8 DAC countries, Developing countries, ODA, disbursements, constant prices USD millions 2022

Time period	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Aver.
Energy	**4 502**	**4 414**	**5 393**	**5 595**	**6 103**	**5 860**	**6 536**	**5 927**	**5 624**	**7 609**	
Energy policy	*26 %*	*21 %*	*28 %*	*18 %*	*19 %*	*22 %*	*28 %*	*20 %*	*24 %*	*23 %*	*23 %*
Energy generation, renewable sources	*38 %*	*42 %*	*33 %*	*38 %*	*35 %*	*39 %*	*33 %*	*40 %*	*37 %*	*35 %*	*37 %*
Energy generation, non-renewable sources	*13 %*	*14 %*	*11 %*	*16 %*	*20 %*	*14 %*	*16 %*	*14 %*	*12 %*	*17 %*	*15 %*
Hybrid energy plants	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*	*0 %*
Nuclear energy plants	*2 %*	*2 %*	*1 %*	*2 %*	*2 %*	*1 %*	*0 %*	*0 %*	*0 %*	*0 %*	*1 %*
Energy distribution	*22 %*	*21 %*	*27 %*	*26 %*	*24 %*	*23 %*	*23 %*	*26 %*	*26 %*	*25 %*	*24 %*

APPENDIX C: REVIEW OF FRAMEWORKS AND TAXONOMIES

Introduction

A search for contemporary typologies and taxonomies used in multinational accounting, assessment or reporting of financial flows in the context of climate, sustainability and development objectives was conducted via the www. The aim was to create a frame of reference for reconsidering the way transport is categorized and codified in the CRS. Hence the search was limited to such typologies / taxonomies (= frameworks) that explicitly included transport as a sector with underlying categories.

Three types of frameworks were selected:

- Development Finance Taxonomies;
- Sustainable Finance Taxonomies;
- Climate Finance Reporting.

For each type one or two specific examples were briefly reviewed. The review had no intention to provide a full account of each framework, only to identify how transport is categorized / coded in each framework, plus enough context to allow a consideration of whether the respective frameworks and its transport coding might have relevance for reporting of ODA as well.

Development finance Taxonomies

The only accessible example found in this category is the taxonomy used by the World Bank to manage its loan portfolio (World Bank 2016). Considering the long-standing key role of the World Bank in international development and the close correspondence of purpose to the OECD DAC and its CRS system it was found relevant to check if this typology could suggest relevant items for transport.

The present 2016 version of the taxonomy is an update from previous editions, while no further updates since then. The taxonomy covers 11 sectors including transport. Sectors are defined as “High-level grouping of economic activities based on the on the types of goods and services produced, and mutually exclusive.” The transport sector (overall Code TX) is divided into the seven categories shown in APP C Table 1.

APP C Table 1 Transport Categories in the World Bank Sector Taxonomy and definitions (2016).

TX Transportation
Rural and inter-urban roads
Railways
Aviation
Ports/Waterways
Urban Transport
Public Administration – Transportation
Other transport

No further breakdown is provided in the manual, hence the listing, while almost identical to the CRS codes overall, is less detailed, due to the lack of voluntary codes present on CRS.

For each sector the taxonomy provides a straightforward description to help allocate projects including a *Definition*, examples of *Included* activities, and examples of *Excluded* activities.

The text for code CT ‘Urban Transport is shown as an example below.

Urban Transport (TC)
Definition: Urban Transport are Infrastructure, services, technologies, and administration involved in moving people, vehicles or goods in urban or metropolitan settings. Conceptually, the urban transport system is intricately linked with urban form and spatial structure. Urban transit is an important dimension of mobility, notably in high density areas.
Typical examples of coded activities: • Urban and metropolitan transport planning, including travel surveys, models and studies. • Public transport, including urban rail and bus systems, bus rapid transit and other passenger or mass transit systems. • Intelligent transport systems including traffic control and management systems, signage, and travel information and ticketing platforms. • Urban roads, intersections, and related facilities (including routes to ports, airports and other major activity centers). • Vehicle inspection, regulation, enforcement and maintenance, including safety and emissions control. • Parking facilities and other systems related to transport demand management. • Facilities for non-motorized transport modes (including pedestrians and bicycles) and integration with other modes. • Regulation and safety of urban transport infrastructure and mobility services.
Examples of excluded activities: Suburban rail systems should be classified under the rail sector code.

Excerpt from the World Bank Sector Taxonomy and definitions (2016)

The main differences compared to CRS are,

- The addition of the urban transport code;
- The absence of ‘Storage” (included in various industrial sectors);
- The absence of ‘Education and Training for transport and storage’.

What may be most interesting for the present purpose is the urban transport category, as it explicitly mentions some of the ‘sustainable transport’ modes of interest like ‘public transport’ and ‘non-motorized transport’.

Key takeaways from the World Bank Taxonomy,

- Close correspondence in terms of concept and purpose to OECD CRS;
- Well established;
- Adding ‘Urban transport’ while avoiding ‘storage’ and ‘education’ in the transport code.

Sustainable Finance taxonomies

Several frameworks have in recent years emerged to guide investments and expenditures away from unsustainable activities and towards ones believed to underpin Sustainable Development and climate goals. Finance taxonomies and Green Bond standards primarily target business finance but may also extend influence on the development of economic sectors more widely (Ehlers et al 2021).

EU Taxonomy

Prominent among them is the *EU taxonomy for sustainable activities*, that entered into force in 2020. The EU Taxonomy is a classification system defining criteria for finance to economic activities that are aligned with the EU’s net zero trajectory towards 2050 as well as other broader environmental goals. It is intended to help EU scale up sustainable investment, by creating security for investors, protecting private investors from greenwashing, aiding companies in becoming more climate-friendly, and mitigating market fragmentation. [23]

[23] https://finance.ec.europa.eu/sustainable-finance/tools-and-standards/eu-taxonomy-sustainable-activities_en

Several sets of criteria have been defined for allowing finance for each type of economic activity to qualify as sustainable. These criteria have been extensively debated both at the technical and the political level.

What is of most interest here is not so much the criteria or their use for guiding private sector investments, but rather the structure of sectors and subsectors adopted for the taxonomy. The sector structure that has emerged is at least partly the result of efforts to create robust categories of relevance for assessing climate and environmental sustainability of a broad range of economic activities.

The full Taxonomy structure is complex and still evolving. Sectors are linked but not directly mapped to categories the EU NACE system, an adaptation of ISIC. Activities deemed eligible for sustainable finance with regard to Climate Mitigation or Adaptation in the Transport sector currently includes the 17 'subsector' categories shown in APP C Table 2 (Official Journal of the European Union (2021).

APP C Table 2 Transport Activities in the EU Taxonomy (for Climate Mitigation and Adaptation)

Section 6 TRANSPORT (climate mitigation and adaptation)
Passenger interurban rail transport
Freight rail transport
Urban and suburban transport, road passenger transport
Operation of personal mobility devices, cycle logistics
Transport by motorbikes, passenger cars and light commercial vehicles
Freight transport services by road
Inland passenger water transport
Inland freight water transport
Retrofitting of inland water passenger and freight transport
Sea and coastal freight water transport, vessels for port operations and auxiliary activities
Sea and coastal passenger water transport
Retrofitting of sea and coastal freight and passenger water transport
Infrastructure for personal mobility, cycle logistics
Infrastructure for rail transport
Infrastructure enabling low-carbon road transport and public transport
Infrastructure enabling low carbon water transport
Low carbon airport infrastructure

Some categories more indirectly related to transport are found elsewhere in the taxonomy, for example under Energy, 'Installation, maintenance and repair of charging stations for electric vehicles in buildings and parking spaces attached to buildings'. This is equivalent to the CRS, coding the same activities to the energy sector.

For each category the taxonomy describes which activities are considered under the category and defines criteria for sustainable investment in the particular eligible sector. Two examples are briefly indicated in APP C Table 3(only minor parts of criteria are shown; highlights added).[24]

[24] Extracted from EU Taxonomy COMPASS https://ec.europa.eu/sustainable-finance-taxonomy/sectors/sector/6/view

APP C Table 3 Examples of transport activities and criteria in the EU taxonomy. Based on the EU Taxonomy Navigator

Sector	Infrastructure for personal mobility, cycle logistics	Infrastructure enabling road transport and public transport
Goal	Contributing to climate **mitigation**	Contributing to climate **adaptation**
Description	Construction, modernisation, maintenance and operation of infrastructure for personal mobility, including the construction of roads, motorways bridges and tunnels and other infrastructure that are dedicated to pedestrians and bicycles, with or without electric assist.	Construction, modernisation, maintenance and operation of motorways, streets, roads, other vehicular and pedestrian ways, surface work on streets, roads, highways, bridges or tunnels and construction of airfield runways, including the provision of architectural services, engineering services, drafting services, building inspection services and surveying and mapping services and the like as well as the performance of physical, chemical and other analytical testing of all types of materials and products, and excludes the installation of street lighting and electrical signals.
Criteria (extracts)	The infrastructure that is constructed and operated is dedicated to personal mobility or cycle logistics: pavements, bike lanes and pedestrian zones, electrical charging and hydrogen refuelling installations for personal mobility devices.	1. The economic activity has implemented physical and non-physical solutions ('adaptation solutions') that substantially reduce the most important physical climate risks that are material to that activity. 2. The physical climate risks that are material to the activity have been identified …

In addition to the criteria for Climate Mitigation and Adaptation there are also criteria sets for Circular Economy where some transport activities are covered, while the criteria for Sustainable Water use, Pollutions prevention, and Biodiversity so far do not target transport (De la Peña, 2023)

To supplement the assessment of the individual environmental goals (Climate Mitigation etc), the principle of 'Do No Significant harm' (DNSH) is also applied in the assessment to avoid major negative effects on other areas of concern. This is equivalent to the application of SDG Focus codes in the CRS. The EU is also working on extending criteria to social sustainability.

ASEAN taxonomy for Sustainable Finance

The Asean Taxonomy Board has developed the *ASEAN Taxonomy for Sustainable Finance*, recently issued in its 3rd version (Asean Taxonomy Board 2024).

The ASEAN taxonomy was found worth reviewing here since it is adopted by a group of countries that includes several LMICs and catering to their specific needs (Asean consist of Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, the Philippines, Singapore, Thailand, and Vietnam). It is not binding in the same sense as the EU one, and some individual Asian nations have also developed own versions.

The stated intention of the ASEAN Taxonomy is to serve as a common building block to enable 'an orderly and just transition' and foster sustainable finance across the Asean Member States (Asean Taxonomy Board 2024).

It covers similar environmental dimensions as the EU one including Climate Mitigation and Adaptation. It applies a classification system to assess economic activities based on criteria also not unlike the EU ones. It has however incorporated Tiers allowing more or less stringent criteria levels to be applied depending on the development stage and priorities of each country.

The categories include a ‘red’ label level directly identifying activities that are currently not eligible to obtain climate finance in any tier.

There are six focus sectors including Transportation & Storage as shown below. Within these more detailed sector codes are derived from ISIC codes and further split into specific subgroups.

Focus sectors of the Asean Taxonomy

The transport sector categories are shown in APP C Table 4. As we only discovered in retrospect, they are practically identical to the EU ones.

APP C Table 4 Transport activities in the ASEAN Taxonomy. Source: ASEAN Taxonomy Board (2024).

Transportation and Storage - ASEAN TAXONOMY
Urban and suburban transport, road passenger transport
Transport by motorbikes, passenger cars and light commercial vehicles
Passenger interurban rail transport
Freight rail transport
Infrastructure for road and public transportation, including infrastructure to enable low-carbon land transport
Infrastructure for personal mobility, cycle logistics
Operation of personal mobility devices, cycle logistics
Infrastructure for rail transport
Freight transport services by road
Sea and coastal freight water transport, vessels for port operations and auxiliary activities
Sea and coastal passenger water transport
Retrofitting of sea and coastal freight and passenger water transport
Inland passenger water transport
Retrofitting of inland water passenger and freight transport
Infrastructure for water transportation, including infrastructure to enable low-carbon water transport
Inland freight water transport
Airport infrastructure, including low-carbon assets and facilities
Electric vehicle charging stations *(outside transport)*

The following transport subsectors are classified as 'red' (not eligible), an element we are not aware should be so clearly specified in the EU Taxonomy.

- New roads, road bridges, road upgrades, parking facilities, fossil fuel filling stations, etc.;
- Oil tankers or other ships solely transporting coal or oil.

This approach applied to ODA could suggest the exclusion of at least some road investments that today could qualify. Some finance for 'new roads' might however fit under other eligible categories in the taxonomy such as 'Infrastructure for road and public transportation, including infrastructure to enable low-carbon land transport'.

Key takeaways on Sustainable Finance taxonomies,

- The transport sector in the two Taxonomies referenced here is divided into several more categories than the transport sector 210 in CRS; for example, the Taxonomies splits transport services/operations and transport infrastructures, and highlight retrofitting activities;
- The categories include both 'traditional' transport subsectors corresponding to categories in CRS (road, rail, water, airport infrastructure) and more 'novel' ones of specific interest to sustainability such as, 'Operation of personal mobility devices & cycle logistics'; and' Infrastructure enabling low-carbon road transport and public transport';
- Especially the former (traditional) ones are subject to more detailed criteria to filter out 'unsustainable' (or sustainability-unaware) activities within them; If these assessment criteria were applied rigorously to ODA, it could prohibit or filter out large proportions of what today is counted in, such as expanding road networks, forcing a reconsideration of everything from purpose to design of projects;
- Charging stations etc for EVs are included in both taxonomies but not placed in the transport sector (similar to what is the case for the CRS codes);
- As the ASEAN example illustrates the EU taxonomy seems to be a key reference and hence pertinent also in the context of LMICs;
- ASEAN taxonomy seems to more explicitly disallow certain types if transport investments from being eligible for sustainable finance, including new roads and bridges. It is not clear how exclusive the 'red flags' are in practice (or would be, if applied to ODA).

Climate Finance

Several recent initiatives seek to measure and analyse Climate Finance flows. Notably 'finance' here is not considered in the same sense as the Sustainable Finance Taxonomies above targeting the financial sector, but rather targets climate-specific capital provided to real-economy sectors.

The primary context for the frameworks on Climate Finance is the tracking of commitments to increase climate finance to developing countries as was agreed at the Paris Climate Summit in 2015 and in other subsequent events and settings. Major studies on Climate Finance are global in scope and cover typically both HICs as well as LMICS and private as well as public finance.

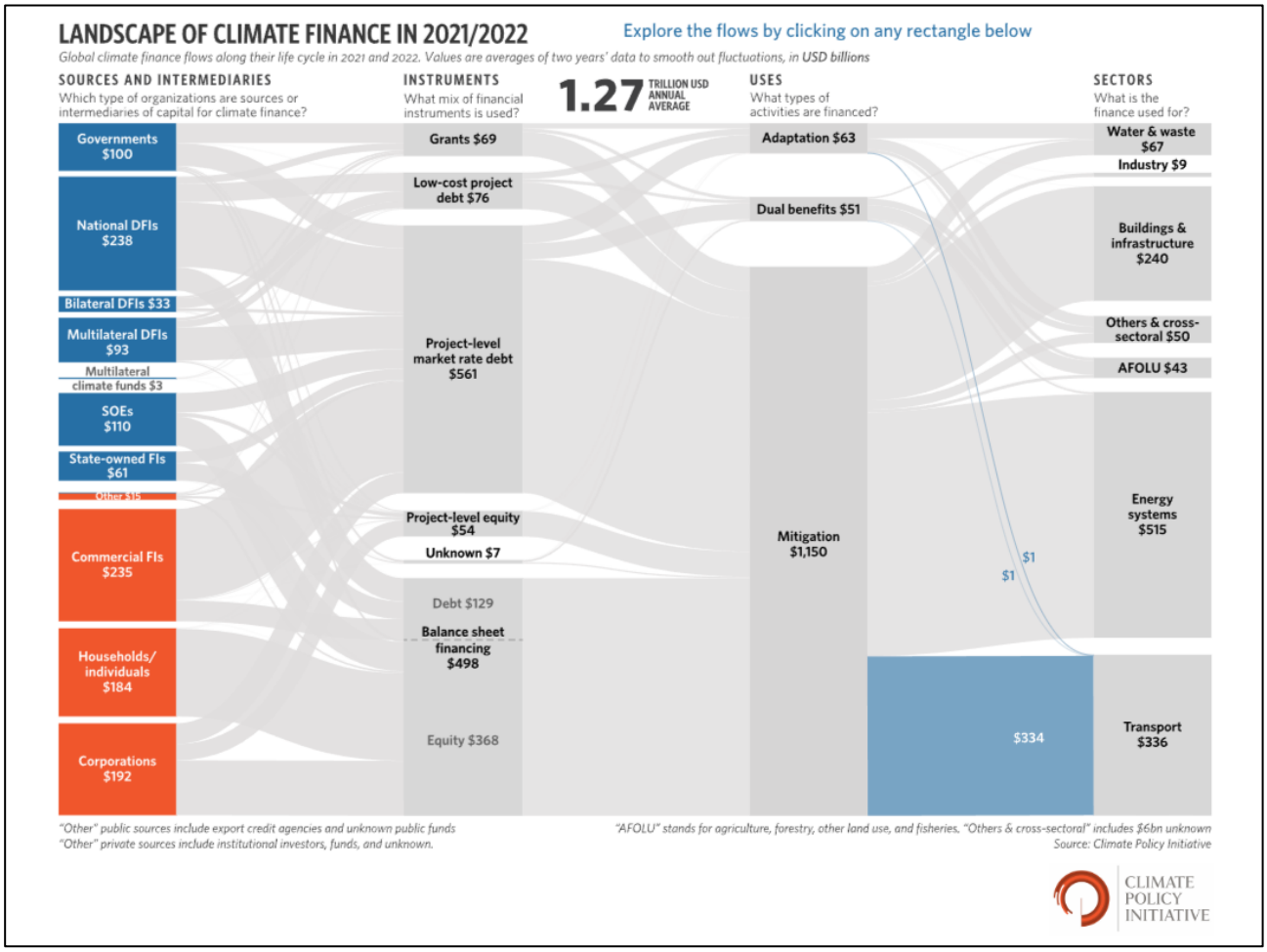
The Climate Policy Initiative

The Climate Policy Initiative (CPI) maps climate finance in its Global Landscape of Climate Finance reports. CPI is among the key sources for the Independent High-level Expert Group on Climate Finance (IHLEG) led by Vera Songwe, Nicholas Stern and Amar Bhattacharya (Songwe et al 2023).

CPI aims to provide the most comprehensive updates to for a consistent baseline of climate finance flows. The CPI Landscape reports draw on multiple data sources, while the methodology including data coverage is evolving from year to year.

The 2023 analysis found that transport accounts for around 17% of all climate finance and as much 26% of all climate mitigation finance, second only to energy. Very little finance for adaptation in transport is uncovered (CPI 2023a). The figure below from the 2023 landscape report clearly illustrates the role for

transport in the total picture of climate finance. More updated information in found in the 2024 Global Climate Landscape Report (CPI 2024).



Clip of interactive figure at CPI website

The CPI data are disaggregated to subsectors, with seven subsectors in the transport domain. The subsectors are shown below with the absolute and relative volumes of climate finance observed for each subsector over the four years of available data, for illustration.

APP C Table 5 Climate Finance for transport subsectors, adapted from data at the CPI website.

Transport Sub-sectors	2019	2020	2021	2022	Average	Av %
Aviation		1	0.2	0.1	0	0%
Other/Unspecified	92	64	6	17	45	18%
Policy & National Budget Support & Capacity Building	2	2	2	3	2	1%
Private Road Transport	62	84	184	295	156	62%
Rail & Public Transport	17	11	68	88	46	18%
Transport-oriented Urban Development and Infra.	1	0		0	0	0%
Waterway		1	2	6	2	1%
Total	**174**	**163**	**263**	**410**	**252**	**100%**

The subsectors are described in more detail in the methodology note for the report (CPI 2023b). The structure is shown in the table below.

APP C Table 6 Extract from the CPI 2023 methodology note.

Sector	Sub-Sector	Mitigation or adapdation solution	Additional information and examples
Transport	Private Road Transport	Battery EVs	
		EV Chargers	
	Rail & Public Transport	Modal Shift Policy Support	
		Energy Efficiency - Retrofit	Fleet Retrofit with clear energy efficiency gains
		New Bus, Light or Heavy Rail Fleet & Related Infrastructure	With associated modal shifts from a higher-carbon transport mode. FF-powered rail engines are excluded
	Waterway	Energy Efficiency - Retrofit	Fleet Retrofit
		New Low-carbon Fleet & Related Infrastructure	
	Aviation	Energy Efficiency - Retrofit	
		Modal Shift Policy Support	
	Policy & National Budget Support & Capacity Building	NA	
	Transport-oriented Infrastructure and Urban Development	Infrastructure for non-motorized transports	
		Resilient Infrastructure and Infrastructure for Resilience	Ex. Use of revised codes for infrastructure design that consider increased frequency or severity of extreme events
	Other/Unspecified	Modal Shift with Associated GHG Emission Cuts	

The report does not further explain the background for the chosen sector categorisation but mentions it is "inspired from" other classifications used in a range of international sources including reports by MDBs; taxonomies of the EU and CBI; IPCC WG3's AR6; and OECD's CRS purpose codes (OECD, 2021), "among others".

It is however clear, that for example 'road transport' is a somewhat different concept in this framework compared with the CRS system. The large share of climate finance for private road transport (62% in the table above) is explained in the report by the exponential growth in the sale of electric vehicles led by China, Western Europe, and the US; the finance of which is obviously not applicable as ODA.

According to the CPI methodology note Electric vehicle charging is included in transport (as opposed to in the CRS). However is not totally clear from the material report if all EVs charging is included there (under the 'Other' category in APP C Table 5 or if some is counted under the Energy sector.

Road investments per se, is included only if targeted to climate adaptation and resilience, and then under 'Transit-Oriented Infrastructure and Urban Development' (as seen in APP C table 6) constitutes only a minuscule part of climate finance for transport.). If speculatively applied to ODA for transport this specification would thereby rule out much of today's funding from being counted.

The available data allows limited breakdown to certain types of finance flows or world regions, but further analysis of the figures is not our aim here. Takeaways are summarized at the end of the Climate Finance section.

WRI study on Climate finance for Transport

Whereas the CPI Landscape provides a top-down perspective on climate finance the WRI study commissioned by the HVT program represents a more bottom-up approach (Zhang et al.2024.)[25]. Moreover, it zooms directly to climate finance for transport.

The study provides an assessment of which types of climate finance flows into the transport sector and looks at barriers for LMICS in accessing the available finance. 839 projects in Asia, Africa, and Latin America are reviewed with more detailed analysis of 14 indicidual projects. The study applies a framework with eight categories of transport typically found eligible for climate finance (APP C Table 7), yet it is equally interesting for its discussion of issues in providing a clear and consistent typology to account for climate finance in transport.

Overall findings include that road transport projects to construct, rehabilitate, and maintain roads, highways, and bridges and improve connectivity dominate the project pool, followed by projects on public transport, and electric vehicles. Around 20% of the projects are explicitly aimed at improving resilience.

These numbers look quite different from the ones found in the CPI Landscape report reviewed in the previous section. This is most likely due to two factors, a) the present study zooms in on LMICs while CPI

[25] This section is based on a draft of the report reviewed in October 2024, Quotes and page numbers refer to that version.

has a global scope, and b) the present study counts the number of projects of each type, whereas CPI traces financial volumes. We do not explore the implications of those differences further here.

The study has drawn projects from publicly available climate finance databases including 14 multilateral climate funds, MDBs, donor governments, and well as private finance databases.

Projects were allocated to different transport modes according to information in the source databases and a typology established by the project as shown in APP C Table 7

APP C Table 7 Transport categories used in Zhang et al. (2024)

Mode of transport	Description
Active mobility	Walking & cycling infrastructure, bike-share, electric bikes and electric scooters
Public transport	Buses, Bus Rapid Transit (BRT), mass rapid transit, light rail transit
Informal transport	Minibuses, two- and three-wheelers, motorcycles, mopeds and rickshaws
Road infrastructure	Improving access to all-weather roads and upgrading street network to enhance climate resilience
Rail transport	Passenger and freight, railway infrastructure, including fossil fueled locomotives ('transition finance')
Inland water transport	Passenger ships and ferries, freight barges
Maritime transport	Cargo ships, cruise ships
Electric vehicles (EVs)	Battery EVs, plug-in hybrid EVs, fuel cell EVs, and charging infrastructure EVs of all types — cars, vans, trucks, buses and two- and three-wheelers

These eight categories area broadly matching main transport modes as in the CRS while aviation has been excluded, and other categories are added.

Differences from the CPI typology cited above include;

- Road *infrastructure* is a separate category (like in CRS);
- Support for EVs is more clearly labelled as such, and;
- Active mobility and Informal transport are introduced as separate categories.

The authors report challenges with the application of the typology due to variations in the project specifications applied in the different project databases, thus,

> "Different sources of data use differing definitions for low-carbon transport. For instance, the World Bank's "sustainable transport" projects might include cycling, walking, and electric mobility which reduce emissions by minimising fossil fuel use. However other projects in the same category, like logistics and airport developments, can involve environmental costs, such as increased emissions from air travel and construction, and may not align with climate finance criteria." (Zhang et al, 2024, p. 2).

Another interesting observation is that some rail projects count as climate finance by donors regardsless if their main purpose is to transport fossil fuels, which might exclude them from receiving funding vis green bonds (Zhang et al, 2024, p. 13).

As a final note here, 11% of projects were found not to match any transport modes but focused on 'facilitating the conditions necessary for transitioning to low-carbon transport, such as providing technical assistance, formulating policies…' (Zhang et al, 2024, p. 13). Such projects would fit well under sector code 21010 'Transport policy and administrative management' and/or the more detailed voluntary codes below it.

Key takeaways on Climate Finance

- Providing Climate finance for development in LMICs is an important global aspiration where frameworks and studies to trace and document trends and commitments are emerging;
- Transport is one of the sectors receiving the most climate finance and therefore a natural focus for attention (and methodology development);
- Analysis of climate finance for transport appear to apply different and partly 'custom built' typologies referring to different (concepts/delimitations) of transport modes;
- Rigorous assessments of climate finance for transport appears to be challenged by both boundary issues and data limitations;
- The volume of global climate finance reported to the transport sector is dominated by investments in electric vehicles in high or medium-low-income countries, which is of limited relevance for the context of ODA for LMICs; Finance for adaptation is addressed in the CPI framework but plays a very small role;
- The typologies are designed to 'automatically' rule out non-climate -oriented finance and hence would imply scoping out significant proportions of today's ODA; this is not likely a feasible avenue for reforming transport ODA codes;
- Top-down approaches to measure climate finance by counting USD flows (such as the CPI) may 'overlook' subsectors/modes with small finance flows but potentially of strategic importance for the sustainable development of transport (as indicated by Zhang et al 2024).

Overall summary across frameworks

- The international frameworks to classify and record financial flows in the context of climate, sustainability and development objectives employ different perspectives on and categorisations of their targeted transport activities;
- The Frameworks differ in terms of how established and methodologically transparent they are ranging from the well-institutionalized Taxonomy of the World Bank, via the consolidating and expansive European Taxonomy for Sustainable Finance, to the emerging and more explorative frameworks to map global climate finance;
- Adopting elements from the World Bank Development Taxonomy to the CRS transport coding would be fairly straightforward; In contrast, a full transposition of Sustainable Finance Taxonomies would imply radical reconfiguration of CRS categories for transport; and raise critical issues of eligibility for parts of today's Transport ODA (e.g. large- scale road, bridge, tunnel, projects);
- All frameworks nevertheless contribute relevant perspectives and categories if CRS coding was to be adapted to climate/sustainability/development; Noteworthy observations include;
    - Urban transport is a separate element in 4 of the 5 frameworks reviewed;
    - 4 of the 5 employ detailed distinctions highlighting individual 'sustainable transport' modes;
    - Electrification in 3 of 5 frameworks:
    - Climate-adaptation appear indirectly in three frameworks, not as transport investment categories but as criteria to fulfil for being eligible as climate finance;
    - No frameworks include 'Storage' or 'Education for transport' as part of transport sector.

Overall comparisons across the three main types of frameworks and how they compare to the CRS is shown in the table below.

APP C Table 8 Cross-cutting comparison of frameworks

	Sustainable Finance Taxonomies	Climate Finance Analysis	World Bank Sector Taxonomy
Target / Focus	Private finance	Finance flows	Economic Development
Sustainability lens	Environmentally Sustainable Development; so far in practice mostly climate	Climate only	Poverty and economic growth
Specific transport subsector definitions	Yes	Yes, but varies across frameworks	Yes
Status / Stability	Young, but consolidating while expanding	Emergent with some consolidation	Consolidated
Key Features / 'Novelties' compared to CRS code 210	Much wider set of subsectors with more focus on sustainability-oriented activities/investments	Different sectoral distinctions with more focus on means of transport (EVs etc.) transport flows and emissions than on infrastructure	Urban transport singled out
Potential implications by 'transposition' to ODA reporting	Pointing ODA towards sustainable and resilient investments / transport modes; Potentially exclusive if eligibility criteria were adopted as 'filter' for ODA; Increasing complexity over time; Potential key to enable blended finance	Would imply a need for categories for low-carbon transport solutions (transport electrification in ; sustainable modes); more 'blind' with regard to positive implications of mobility	Limited; not providing impetus for a 'sustainable transport' reformulation of sector categories in transport (except urban)
Potential applicability for ODA/CRS	Limited	Mixed	High

APPENDIX D: LIST OF INTERVIEWS

BMZ – Time and place: October 2. 2024, Online

Daphne Groß-Jansen, Deputy Head of Division 423 Energy, Urban Development, Mobility, Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ);

Supplementary material provided by: Lisa Plikat, GIZ

FCDO - Time and place: October 3. 2024, Online

Elizabeth Jones, Senior Transport Advisor – Research, FCDO;

Stephen Coyle, Deputy program management; supporting eight programs FCDO;

Alfie Alsop, Infrastructure advisor at FCDO.

OECD - Time and place: October 24. 2024, online

Ambassador Carsten Staur, Chair of OECD DAC Committee.

JICA - Time and place: October 31. 2024, JICA Headquarters, Tokyo

Takayoshi Tange, Director, Operations Management Division, Operations Strategy Department, JICA;

Yoshie Onodera; Operations Management Division, Operations Strategy Department, JICA;

Toru Yoshida; Global Environment Department, JICA;

Masako Tsuzuki; Office for Global Issues and Development Partnership, Operations Strategy Department, JICA.

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