Scoping Study on Monitoring, Review and Accountability for Development Cooperation to support implementation of a Post-2015 Development Agenda[1]

Prepared for the Development Cooperation Policy Branch
Office for ECOSOC Support and Coordination
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Boxes and Figures

Acronyms and Abbreviations

APRM	Africa Peer Review Mechanism
AU	African Union
CSO	Civil Society Organisations
DAC	Development Assistance Committee
DCF	Development Cooperation Forum
ECOSOC	United Nations Economic and Social Council
GPEDC	Global Partnership for Effective Development Cooperation
INTOSAI	International Organization of Supreme Audit Institutions
IPU	Inter-Parliamentary Union
MA	Mutual Accountability
M&A	Monitoring and accountability
MDGs	Millennium Development Goals
MOI	Means of Implementation
MOPAN	Multi-lateral Organisation Performance Assessment Network (MOPAN)
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
OECD	Organization for Economic Co-operation and Development
SDGs	Sustainable Development Goals
UNDESA	United Nations Department for Economic and Social Affairs

Glossary of terms

Development cooperation	Development cooperation, for the purposes of the scoping study is defined as international action explicitly intended to support national or international development priorities in favour of developing countries that would not be promoted (or at least not in the same way) by the market alone (i.e. for profit initiatives) and that is based on cooperative relationships that seek to advance developing country ownership.[2] This definition incorporates financial and non-financial cooperation and excludes those transactions that are purely commercial, for example, foreign direct investment and commercial loans.
Evaluation	An evaluation is an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, institutional performance etc. It focuses on expected and achieved accomplishments, examining the results chain, processes contextual factors and causality, in order to understand achievements or lack thereof.[3]
Monitoring	Continuous examination of progress achieved during the implementation of an undertaking to track progress against targets and plans, and to take necessary decisions to improve performance.[4]
Mutual Accountability	Mutual Accountability (MA) is defined as "…accountability between the providers and recipients of development cooperation, for the effectiveness of that cooperation in producing development results."[5] It addresses imbalances in the relationship between providers and recipients and serves as a driver for mutual learning and knowledge sharing. Participation by parliaments, civil society and local governments in MA forums is a top priority to hold executive governments responsible.
Multi-layered monitoring and accountability framework	A framework of monitoring and accountability that operates at national, regional and global levels. It includes state and non-state actors and partners. National parliaments play a crucial role in holding governments to account for international obligations and commitments.

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[2] The definition is drawn from analysis by Alonso, J. A. and Glennie, J., Development cooperation and the post-2015 agenda: A scoping study for the UN Development Cooperation Forum, 2015.

[3] United Nations Evaluation Group Norms for Evaluation in the UN System

[4] United Nations Evaluation Group Norms for Evaluation in the UN System

[5] UNDESA, Mutual accountability for development cooperation results: where next?, New York, United Nations, 2012, see: http://www.un.org/en/ecosoc/newfunct/pdf/dcf_mutual_accountability_busan_study%2829jun%29.pdf

Means of Implementation	Means of Implementation denotes the interdependent mix of financial resources with technology development and transfer, capacity building, inclusive and equitable globalization and trade, regional integration and the creation of an enabling environment for implementation of the post-2015 development agenda, in particular in developing countries.[6]
Partners	Partners in development cooperation include governments (national, local and regional), multi-lateral organizations, philanthropic foundations and non-governmental organisations, and the private sector (e.g. through social impact investment and social responsibility).
Partner country	Those countries (governments), including Southern partners, that engage in development cooperation, as defined above, with programme countries.
Post-2015 development agenda	With the MDGs concluding at the end of 2015, world leaders have called for an ambitious, long-term agenda to improve people's lives and protect the planet for future generations. This post-2015 development agenda is expected to tackle many issues, including ending poverty and hunger, improving health and education, making cities more sustainable, combating climate change, and protecting oceans and forests, as well as financing and other means of implementation. World leaders are expected to adopt the agenda at the United Nations summit on development in New York in September 2015.
Programme country	Those countries that receive development cooperation as defined above. This includes programmable aid and other forms of external assistance.
Review	An assessment of performance or progress of a programme or institution. Reviews tend to focus on operational issues and can be ad hoc or regular (e.g. annual). Reviews can take the form of independent reviews or self-assessments, and can range from being highly structured to being loosely structured. They do not apply the rigor of evaluations.[7]

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[6] Definition used by the Technical Support Team co-chaired by the Department of Economic and Social Affairs and the United Nations Development Programme in the Technical Support Team (TST) Issues Brief: Means of Implementation; Global Partnership for achieving sustainable development
[7] United Nations Evaluation Group Norms for Evaluation in the UN System

Executive Summary

Background and purpose of study

The United Nations Department of Economic and Social Affairs (UNDESA) commissioned this scoping study on "*Monitoring, Review and Accountability for Development Cooperation to support implementation of a post-2015 development agenda*". The study is part of a UNDESA research project, funded by UKAID, on "Development cooperation in a post-2015 setting". The views presented do not necessarily represent those of the United Nations or the Government of the United Kingdom. The study aims to generate ideas for the post-2015 discussions, particularly in advance of the Third International Conference on Financing for Development (FFD3) (Addis Ababa, 13-16 July 2015) and for the 2016 high-level meeting of the Development Cooperation Forum (DCF) of the United Nations Economic and Social Council (ECOSOC) (New York, July 2016).

The objectives of the scoping study were to:

i.   identify existing monitoring and accountability gaps in international development cooperation;

ii.   outline how monitoring, review and accountability practices and systems should be structured to be effective in a changing global development context;

iii.   explore the concrete adjustments that may be needed to strengthen their effectiveness; and

iv.   point to areas where further independent assessments are needed to guide governments and other stakeholders in improving their systems for a post-2015 era.

A large volume of documents was reviewed, several key informants from different regions and institutions were interviewed, and two drafts of the report were shared with experts and interested individuals for their comments and suggestions to improve the document. To facilitate the analysis and reporting, the scoping study is divided into two parts:

•   Part I sets the scene for the scoping study by exploring key concepts (global partnership for development; and monitoring, review and accountability). It also outlines the development cooperation aspects of a post-2015 development agenda captured in the proposed Sustainable Development Goals (SDGs).

•   Part II discusses monitoring, review and accountability of development cooperation at the national, regional and global levels. It outlines existing mechanisms, possible changes and challenges, and makes proposals for addressing these challenges to support the implementation of a post-2015 development agenda.

Key findings

A unified and universal development agenda

A post-2015 development agenda is being crafted against the backdrop of significant shifts in the global development context. The SDGs to be negotiated in 2015 propose a unified agenda bringing together the environmental sustainability track and the development agenda pursued by the Millennium Development Goals (MDGs). It will be a universal agenda applying to all

United Nations Member States. The unified and universal agenda has the following major implications in terms of monitoring, review and accountability for development cooperation:

- There will be an onus on developed and developing countries alike to have national action plans and financing strategies, and to monitor and review these.

- An approach to monitoring, review and accountability for development cooperation that supports an integrated approach to sustainable development in its three dimensions – economic, social and environmental will be required.

- Monitoring and reviewing financial targets and means of implementation for the proposed SDGs is potentially a complex and onerous task. There are complex inter-linkages among the SDGs and a large number of targets to be monitored, posing a challenge for measurement.

Changes, challenges and proposals at the national level

The scoping study explored in detail the possible changes in national monitoring, review and accountability mechanisms and challenges, and made proposals to respond to these changes and challenges. The critical points emerging from the analysis are:

1. **All countries will require effective national development cooperation policies for a post-2015 development agenda**. Governments should ensure that they have the requisite policy development capacities to formulate national development cooperation policies that:

   - Link closely with broader sustainable development policies;
   - Reflect a broader range of financing and means of implementation beyond traditional ODA;
   - Reflect clear roles and responsibilities of the many different actors in development cooperation: governmental actors at the national and sub-national levels; parliamentarians; bi-lateral and multi-lateral development partners; civil society and other non-state actors, including philanthropic foundations and the private sector; and
   - Have robust indicators and the means to monitor these national development cooperation policies.

2. **National monitoring frameworks for development cooperation in a post-2015 development agenda could potentially be resource intensive** and not easy to develop, as they will need to cater for complex inter-linkages between the SDGs. Programme countries should be supported in developing new national monitoring frameworks or adapting existing ones to ensure country ownership in this area.

3. **All governments will need to generate better quality and more disaggregated data on development cooperation to cater for the broad range of substantive objectives, finance and means of implementation in a post-2015 development agenda**. There should be investment in developing national capacities for data analysis, and reviewing and modernising existing development cooperation information systems.

4. **National development cooperation coordination forums will need to be established in all countries, and where they exist change their orientation** to make reviews mutual, among national governments and their development cooperation partners, and reach out to non-state actors and local government. Governments in programme

countries should invest in capacitating these forums with adequate resources and systems to track and follow-up on decisions.

5. **Effective design, implementation and use of a monitoring, review and accountability framework for development cooperation at national level will require sound institutional capacity on the part of development cooperation actors at the national level.** Programme and partner countries alike should invest in developing national capacities of national coordinating ministries, line ministries, local government, parliamentarians, in-country representatives of partner countries, and civil society.

Changes, challenges and proposals at the regional level

1. **Regional mechanisms are likely to assume an increasingly important role in the monitoring and review of development cooperation for a post-2015 development agenda**. They are well-placed as vehicles for peer review and for promoting mutual learning.

2. **Systemic gaps to be addressed in regional mechanisms** include better linkages with global mechanisms, and improving linkages with the national level to ensure that countries have access to and use information generated by regional mechanisms..

3. **The current and potential roles of regional institutions in monitoring and reviewing development cooperation should be clarified.** These include the United Nations Regional Commissions, regional economic communities, regional multilateral banks, and regional civil society organisations. There should be a clear division of labour to exploit synergies and avoid duplications and gaps.

4. One option for reducing or limiting the reporting burden on programme countries is for programme countries to lead reviews of partner country performance and commitments at the regional levels.

Changes, challenges and proposals at the global level

1. **Several monitoring, review and accountability mechanisms for development cooperation exist at the global level.** These mechanisms have emerged at different points in the history of development cooperation and there are some efforts to harmonise with each other or with regional mechanisms to varying degrees.

2. **A major change at the global level is the need for global mechanisms to support an integrated approach to the three dimensions of sustainable development and to respond to the universality of the SDGs.** No single existing global mechanism can cover the broad scope of the development cooperation commitments proposed as part of the SDGs. The synergies and complementarities of existing mechanisms will have to be exploited, while the establishment of a completely new global mechanism should be avoided.

3.   **Proposals for the global level include:**

- Harmonising existing global mechanisms to monitor and review development cooperation commitments and results through a clear division of labour and ensure meaningful engagement of all relevant actors.
- Improving the timely and comprehensive provision of information by all countries, and improving the accessibility and use of global information by governments and stakeholders at national and regional levels.

Key messages

1.   **Monitoring development cooperation commitments for financing and other means of implementation for a post-2015 development agenda will be a challenging task for United Nations member states and other stakeholders.** The complexity of the task should not be under-estimated. The fact that several of the targets in proposed SDG 17 and other SDGs are not easily amenable to measurement should not however negate the relevance of these targets. There is continuous improvement in the field of measuring development cooperation that can inform the measurement of SDG targets in the future. It will require sound technical expertise to define indicators that are measurable, and for which data collection is not too onerous. The process of defining indicators should be transparent and inclusive.

2.   **Political leadership on the part of all governments is an essential ingredient for effective monitoring, review and accountability of development cooperation**. The implementation of proposals identified in the scoping study requires political commitment at the global level, as well as financial and other resources for implementation. It also requires a willingness to be open to frank discussion when progress on implementation is lagging. These will be important considerations in the monitoring, review and accountability of development cooperation in a post-2015 development agenda.

3.   **The scoping study confirms that there is no need to develop new mechanisms**. There are many accountability mechanisms for development cooperation at the national, regional and global levels. The task at hand is to rationalise these mechanisms, ensure that they have adequate legal authority, address existing systemic gaps, identify complementarities and strengthen coherence among mechanisms to enhance their collective effectiveness as a holistic framework for monitoring, review and accountability of development cooperation commitments.

4.   **There are several capacity gaps and challenges at the national level that need to be addressed.** These include both policy gaps and insufficient capacities to plan and develop monitoring frameworks and report on results. Strengthening national capacities will contribute to the effectiveness of the overarching multi-layered framework for monitoring, review and accountability for development cooperation post-2015.

5.   **The scoping study identified several practical proposals to support the implementation of monitoring, review and accountability of development cooperation at the national level**. Key proposals include:

   i.   All countries will require effective national development cooperation policies that are closely linked with broader sustainable development policies; reflect a broader

range of financing and means of implementation beyond traditional ODA; and bring together multiple, diverse actors.

ii. Programme countries should be supported in adapting existing national monitoring frameworks or developing new ones for a post-2015 development agenda.

iii. All countries should improve their tracking of gender equality and women's empowerment in development cooperation.

iv. Governments should strengthen their national development coordination units, and where appropriate; partners should support capacity development of these units in programme countries.

v. Parliaments and other actors should invest in developing parliaments' capacity for independent research and analysis of development cooperation issues.

vi. Politicians and senior government officials, as the principal policy-makers and decision-makers on development cooperation issues, should be sensitised to the availability of data and information that can inform their policies and their decisions. The value of data and information should be demonstrated to politicians in practical ways to persuade them to use the information.

6. **Monitoring, review and accountability at the national level are undoubtedly the foundation of a multi-layered monitoring and accountability framework. However, the regional and global levels too have critical roles to play in the overall architecture.** Monitoring, review and accountability of development cooperation will not be effective without mechanisms for engaging and holding governments answerable at the global level for the commitments they make. The value-added of the regional level is in its ability to facilitate mutual learning and knowledge sharing among countries within the region, and to provide a channel for smaller states to have a voice on development cooperation issues at the global level. The regional level, supported by independent institutions, in this sense can be, like the global level, an amplifier of the voice of less powerful and less-resourced states.

7. **Non-state providers, namely, philanthropic foundations and the private sector are important partners in development cooperation, not only in terms of financial resources, but also in terms of know-how, technology and capacity building, and innovative approaches to development problems.** Creative ways are required for bringing them into monitoring, review and accountability systems for development cooperation. Partnership frameworks, for example, will need to be sufficiently flexible for philanthropic foundations and the private sector to leverage their agility and provide risk finance for development.

8. **Proposals for monitoring, review and accountability for development cooperation could be applied more generally to monitoring, review and accountability of the SDGs and post-2015 development agenda:** It should be noted that the proposals made for the global level monitoring, review and accountability of development cooperation could also be applied more generally to monitoring, review and accountability for the SDGs and post-2015 development agenda as a whole; the same defining features apply. As noted in the introduction to the scoping study, monitoring, review and accountability for development cooperation should be an integral part of monitoring, review and accountability for the broader post-2015 development agenda.

Proposals for further research

1. **Non-financial commitments:** The scoping study did not explore sufficiently the non-financial commitments of SDG 17, particularly the commitments relating to technology. It would be useful to examine more closely the relationship between technology transfer targets and capacity building targets. Given the importance of capacity building and capacity challenges, it would be useful to research how the measurement and monitoring of capacity building can be improved.

2. **Development cooperation policies in partner countries**: With an ambitious unified and universal development agenda to be financed in a post-2015 era, national development cooperation policies in partner countries will gain greater importance. Such policies can go beyond sectoral priorities and include information on allocation, effectiveness and policy coherence for development. It could also explain the use of different development cooperation modalities, including international public and private finance to leverage other resources. It would be valuable to determine the state of play of existing partner country policies in this area and assess partner countries considerations in adapting them to support implementation of the post-2015 development agenda.

3. **Role and participation of sub-national (local and regional) governments:** The role of sub-national governments in a multi-level monitoring, review and accountability framework for development cooperation post-2015 requires further research. In particular, it would be valuable to understand how they perceive their role in development cooperation, and what would be effective platforms for them to share knowledge and learn from other actors.

4. **Citizen-based monitoring:** Citizens, either as beneficiaries of development cooperation or as contributors to development cooperation through taxes too often play only a peripheral role in the monitoring of development cooperation. Research could be conducted on how citizen-based monitoring can be used to strengthen monitoring, review and accountability for development cooperation at the local level.

5. **Impact of the private sector:** While there are expectations that the private sector will play an important role in development cooperation in the post-2015 era, little is known at national level about the quality, effectiveness and impact of its current contributions, including through corporate social responsibility and corporate social investment initiatives. The research on the private sector should not be confined to large corporations. Small and medium enterprises are drivers of growth and employment in developing countries and their potential role and contribution to development cooperation, especially at the local level, should be researched. Little is known about the role of social enterprises, and they too should be considered for research.

6. **Role and participation of trade unions**: Much of the discussion on the role of civil society in post-2015 development cooperation has centred on non-governmental organisations. Trade unions, although they form part of civil society, are sufficiently distinctive in form and character from non-governmental organisations to warrant separate treatment. Several aspects of SDG 17, for example, trade, technology transfer, and public-private partnerships, may be relevant to trade unions. Further research is required on the role of trade unions and how best to engage them in monitoring, review and accountability for development cooperation.

7. **Southern philanthropic organisations:** Philanthropy is part of the culture of many developing countries, though not in the form of the large philanthropic foundations of the global North. Research on the changing forms of philanthropy in the global South could contribute to a better understanding of how philanthropy works in developing countries and how domestic philanthropy can be harnessed for domestic resource mobilisation.

PART I: Setting the scene

Part I sets the scene for the scoping study by exploring key concepts (development cooperation; global partnership for development; and monitoring and accountability). It also outlines the development cooperation aspects of a post-2015 development agenda captured in the proposed Sustainable Development Goals.

1 Introduction

1.1 The changing development cooperation context

The development cooperation context has been changing in unprecedented ways over the past decade. The majority of people living in poverty are no longer found in low-income countries. Instead, middle-income countries are home to the majority of the world's people living in poverty. Alongside this phenomenon, there remains a core group of low-income countries that are vulnerable as they are either in the midst of conflict, transitioning from conflict, or affected by environmental vulnerabilities. These changes are taking place against a backdrop of major global issues that include climate change, food insecurity, diminishing natural resources, migration, civil and regional conflicts, and disease.

The shifts in the context are changing the nature of development cooperation. Programme countries increasingly are drawing on a broader range of financing, including mobilising greater domestic resources. While ODA remains a crucial source of finance for low-income countries, the share of ODA in many programme countries is not as dominant as has been the case in the past. Development cooperation from OECD-DAC providers, including contributions through multi-lateral institutions, has become a less important in terms of volume yet still distinctive source of development finance at the global level, notwithstanding the growth in development cooperation from OECD-DAC providers between 2003 and 2009.[8] Development assistance from private sources including philanthropic foundations has grown and Southern partners have grown their share of development cooperation.

The past decade has also seen a shift in the nature of development cooperation actors and partnerships. Partnerships are no longer North-South or provider-recipient partnerships, they involve multiple actors and operate at global, regional, national and sub-national levels.

Southern partners and South-South cooperation play an important and influential role in development cooperation, often complementing the efforts of other development partners. Emerging economies are recipients of development cooperation and are also contributors to development cooperation primarily within their region.

A post-2015 development agenda is being crafted against the backdrop of these shifts in the development context and is envisaged as a transformative one. It should reinforce the commitment of the international community to poverty eradication and sustainable development, and underline the need for a coherent approach that integrates in a balanced manner the three dimensions of sustainable development and build on the foundations laid and experiences gained during the Millennium Development Goals process, complete the unfinished business and respond to new challenges. Two significant shifts are evident in the Sustainable Development Goals (SDGs) proposed for a post-2015 development agenda: They reflect a unified agenda bringing together the environmental sustainability track and the development agenda pursued by the Millennium Development Goals (MDGs) and a universal agenda applying to all Member States.

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[8] World Bank Group, Financing for Development Post-2015, Washington, October 2013.

1.2 Purpose, objectives and scope of the study

This scoping study was commissioned by the United Nations Department of Economic and Social Affairs (UNDESA) to support multi-stakeholder discussions on trends in international development cooperation post-2015. The study is part of a UNDESA research project funded by DFID on "Development cooperation in a post-2015 setting" and aims to generate ideas for the post-2015 discussions, particularly in advance of the Third International Conference on Financing for Development (FFD3) (Addis Ababa, 13-16 July 2015), the United Nations special summit to adopt the post-2015 development agenda (New York, 25-27 September 2015) and the 2016 high-level meeting of the Development Cooperation Forum (DCF) of the United Nations Economic and Social Council (ECOSOC) (New York, July 2016). The scoping study is also expected to inform discussions at the 2015 DCF Republic of Korea Symposium (Incheon, 8-10 April 2015).

The ultimate purpose of the scoping study is to provide policy-makers, practitioners and stakeholders at the sub-national, national, regional and global levels, with actionable suggestions to make monitoring, review and accountability of development cooperation work in practice in post-2015 to strengthen mutual learning for better development results.

 It is important to note that the focus of this scoping study is on monitoring, review and accountability for development cooperation, and not monitoring and accountability for a post-2015 development agenda as a whole. It considers development cooperation commitments on financing and other Means of Implementation (see glossary) proposed for a post-2015 development agenda (e.g. as included in goal 17 as well as under the different substantive SDGs proposed by the Open Working Group).

The objectives of the scoping study are to:

ii. identify existing monitoring and accountability gaps in international development cooperation;

iii. outline how monitoring and accountability practices and systems should be structured to be effective in a changing global development context;

iv. explore the concrete adjustments that may be needed to strengthen their effectiveness; and

v. point to areas where further independent assessments are needed to guide governments and other stakeholders in improving their systems for a post-2015 era.

Box 1: Methodology and approach for scoping study

Document analysis: The study drew on a wide range of documents covering a post-2015 development agenda, monitoring, review and accountability, and development cooperation. These documents emanated from a variety of sources including the United Nations system, bi-lateral and multi-lateral donors, international civil society organisations, research and policy institutions, and academia. (See Annex A for the list of documents consulted.)

Key informant interviews: A sample of 19 key informants was interviewed by telephone/skype. Interviewees included representatives from programme countries from different regions, bilateral partners, global and regional civil society organisations, philanthropic organisations, and individuals associated with various global institutions involved in development cooperation. (See Annex B for the list of individuals interviewed.)

Peer review: The drafts of the scoping study were shared with a number of experts and interested individuals and organisations from different stakeholder groups for their comments and suggestions for improving the draft document. The peer review process generated valuable inputs from the many individuals with an interest in enhancing international development cooperation. Their inputs undoubtedly enriched the scoping study.

Limitations: Due to time constraints, only a small sample of key informants was interviewed by telephone/skype, and no field visits were conducted. This was mitigated to some extent by the peer review process.

1.3   Structure of the report

The remainder of the report is structured as follows:

Section 2 sets the scene for the scoping study. It explores the concepts of the global partnership for development, and monitoring and accountability for international development cooperation.

Section 3 discusses changes to the terms and scope of monitoring and accountability mechanisms for the type of financial and non-financial development cooperation commitments proposed for a post-2015 development agenda (i.e. included in goal 17 and Means of Implementation under different SDGs proposed by the Open Working Group).

Sections 4, 5 and 6 discuss respectively, at the national, regional and global levels, changes and challenges in the terms and scope of monitoring and accountability mechanisms and make proposals to respond.

Section 7 concludes the scoping study with key messages and identifies areas for further research.

The annex to the report includes a compendium of monitoring, review and accountability mechanisms and practices at national, regional and global levels. The purpose is to share information and encourage policy makers and practitioners to contact the relevant institutions to learn more about these mechanisms and practices. The compendium presented in the annex is not exhaustive and serves as a starting point for a more comprehensive resource.

2 Key concepts: Global partnership for development, and monitoring & accountability

2.1 The global partnership for development

The notion of a global partnership for development has been part of development discourse for many years, and rooted in the Millennium Declaration of 2000 when Member States of the United Nations committed themselves to creating an enabling environment for the pursuit of national and global development goals. Creating an enabling environment for development meant addressing the legal aspects, institutional policies and rules, political factors and a range of socio-cultural issues that impacted on the efforts of the many different actors to engage in the development processes required to achieve internationally agreed development goals. The importance of a *global partnership for development* was underscored in 2002 in the Monterrey Consensus and in the Johannesburg Plan of Implementation, and included commitments from Member States to focus on mobilization of financial and non-financial resources (e.g. capacity development, technology transfer), strengthening global governance and promoting policy coherence for development, among others.

Discussions on a post-2015 development agenda have raised questions about the form that the *global partnership for development* could take in the future, and the desirable features of a *renewed global partnership for development* are under discussion. The 2014 Development Cooperation Forum (New York 10-11 July 2014) had the following key messages about a renewed global partnership for development[9]:

"**A renewed global partnership for development is needed to mobilize international support for financing and other means of implementation beyond 2015.** Combined with a focus on mobilizing domestic and international public and private financing for development, it should also address issues such as debt relief and restructuring, trade, technology transfer, capacity development and greater participation of developing countries in global economic governance.

A renewed global partnership for development should bring together the Monterrey and Rio tracks and promote policy coherence. It should build on past commitments and lessons learned from MDG8. It should support stronger coherence between aid and non-aid policies as a driver of sustainable development progress. Parliaments, civil society and regional communities play an active and invaluable role in overseeing policies.

A more genuine process of partnership is needed, with country ownership and leadership, mutual learning and robust monitoring and accountability taking place at all levels. This will both require and engender greater trust. It will also require strengthened commitments from developed countries to engage in international cooperation and ensure sufficient policy space for developing countries.

A renewed global partnership for development should provide a balanced and inclusive platform for meaningful engagement of all stakeholders. These include governmental representatives of both developed and developing countries, Southern Partners, members of parliament, local and regional governments, civil society organizations, academia, philanthropic organizations, the business sector and regional and international organizations.

Effectiveness of the partnership will depend on a clear division of labor among all actors and coherent action at all levels. All actors should play key roles, shaped by their distinct capabilities and responsibilities. Multi-stakeholder engagement should be promoted at all levels. To enable this, capacity

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[9] United Nations Economic and Social Council, Development Cooperation Forum 2014, Summary by the President of the Economic and Social Council.

development, more specifically the building of human capacity, will be essential.

The business sector is an important partner for development, bringing in knowledge and expertise, as well as financing. Public-private partnerships and traditional ODA are invaluable complements. Where public funds are used to catalyze private financing, this should be guided by effectiveness principles to ensure country ownership and leadership, alignment with country priorities and transparency and accountability.

A key challenge is to ensure that the profit driven nature of the business sector is better aligned with countries' development priorities. When the right incentives are in place, the business sector can promote sustainable development by shifting to more sustainable production, supporting technology transfer and providing better social protection of its workers. It also plays a key role in advancing women's rights and economic empowerment.

Partnerships can play a critical role in supporting implementation of a post-2015 agenda, if well designed and coordinated, with broad political support. At their best, multi-stakeholder partnerships serve as vehicles for solving problems that governments cannot address on their own. They can also provide a vehicle to ensure meaningful involvement of women and strengthening of their capacity as rights holders in decision-making. "

There is a strong shared interest to renew the global partnership for development. To mobilise unprecedented levels of financing and other means of implementation, domestic and international, public and private, greater willpower and passion for cooperation among all stakeholders and greater capability will be required to address common challenges.

The renewed global partnership for development has to go beyond resource mobilization: It needs to put intensified focus on technology and capacity building. It needs to address systemic issues, particularly the rules of the game and shortcomings of the global economic order. It should provide an enabling environment for all stakeholders, based on ownership, shared responsibility and mutual trust. It should also support stakeholders to improve the effectiveness of international development cooperation.[10]

While MDG8 has a much narrower scope, there are important lessons to be learned when it comes to renewing the global partnership for development. These include:

i. Targets and indicators lacked precision, though it should be borne in mind that targets and indicators are usually the outcome of negotiations and reflect compromise, and therefore are not always precise.

ii. Lack of suitable data for tracking commitments.

iii. Emphasis on what external partners were expected to do, as opposed to an emphasis on partnership with mutual obligations. MDG 8 is seen to perpetuate the conventional donor-recipient relationship rather than foster a genuine intergovernmental partnership for development.

iv. Inadvertently over-emphasizing the role of ODA and under-playing the importance of mobilizing domestic resources for development, despite the strong emphasis on domestic resource mobilization in the Monterrey Consensus on Financing for Development.

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[10] Summary of the 30 October 2014 Joint Meeting of the General Assembly and ECOSOC – Preparatory meeting for the 2015 DCF Republic of Korea High-level Symposium: A renewed global partnership for development and successor arrangements for MDG8.

v.   Failure to make explicit the links between MDG 8 and the other seven substantive MDGs.

Discussions on the renewed global partnership for development suggest, among other things, that the relationships between development cooperation actors must be more balanced and that actors be mutually accountable.

The landscape of development cooperation actors that contribute to the achievement of the global partnership for development has expanded as well, with a more diverse range of actors: Southern partners, regional and global institutions, local governments, parliamentarians, large philanthropic foundations, the corporate sector, civil society organisations, and influential individuals. Partnerships, from national to global level, have become multi-polar. A renewed global partnership for development will need to take the change in partner landscape into account.

The global partnership for development as discussed should not be confused with the Global Partnership for Effective Development Cooperation (GPEDC). The latter is of different character and narrower scope, as a global multi-stakeholder partnership for supporting country-level implementation of development cooperation commitments reflected in the Fourth High Level Forum on Aid Effectiveness held in Busan in 2011, including through monitoring and review.

2.2   Monitoring and Accountability of development cooperation

A renewed global partnership for development, albeit going far beyond development cooperation by focusing on issues such as domestic resources mobilization, trade, and policy and institutional coherence, points to an increasingly complex development cooperation environment. New and additional sources of financing blended in unprecedented ways, a wider range of development cooperation partners providing financial and non-financial support, and multi-stakeholder partnerships clustered around sectorial goals pose a challenge for monitoring and accountability of development cooperation. Given this complexity, the monitoring and accountability framework for development cooperation, supporting a renewed global partnership for development as one major factor, will have to be significantly stronger than what currently exists.

The 2014 Development Cooperation Forum (DCF), and its preceding High-level symposiums in Addis Ababa, Ethiopia (June 2013) and Berlin, Germany (March 2014) began exploring, and made concrete suggestions for the design and implementation of a **multi-layered monitoring and accountability framework for development cooperation** (see glossary). Some of the key points emphasised in these discussions were:

i.   A framework for monitoring and accountability should build on and reinforce existing efforts to promote mutual accountability at all levels, in order to strengthen mutual learning for better development results.

ii. Monitoring and accountability of development cooperation should be multi-layered, decentralized and flexible.

iii. Importantly, the framework for monitoring and accountability should promote greater transparency in development cooperation through the provision of relevant, timely and useful information.

iv. The monitoring and accountability framework will require the engagement of all development cooperation actors, going beyond national governments (and the old categories of 'donors' and 'recipients'), to include members of Parliament, civil society,

philanthropic organisations, the private sector, local and regional governments, and Southern partners.

v. The monitoring and accountability framework will need to take into account the different contexts faced by countries, as the proposed SDGs call for national and global targets.

Why should international development cooperation be monitored? The most obvious purpose of monitoring delivery and use of development cooperation, bi-lateral and multi-lateral, is to track progress against development cooperation commitments, for example, disbursing the equivalent of 0.7 per cent of gross national income (GNI) to developing countries as ODA by 2015. Without monitoring, it becomes difficult to hold governments and development partners accountable to one another and to their citizens. Participatory monitoring can be empowering for stakeholders, giving them access to relevant information and insights to engage with governments and providers of development cooperation. Monitoring provides information for review processes and dialogue between governments, partners and stakeholders, and identifies lessons and practices that can be used to improve development results.

Much has been written and debated about the concept of **accountability**.[11] Accountability from a governance perspective generally means that those in public office have clearly delineated responsibilities, are answerable for their decisions, and that action can be taken against them for not meeting their responsibilities. The notion of accountability in development cooperation is somewhat more difficult to apply. In the first instance, most commitments are voluntary and therefore cannot be enforced – no action is taken against those who fail to meet their commitments. Unlike the independent oversight that forms part of the accountability mechanisms at national level, such oversight is limited at the international level. These limitations however do not extend to the notion of Member States being 'answerable' for their actions in respect of development cooperation.

Accountability and its associated transparency are vehicles for improving the quality and effectiveness of development cooperation. When accountability is **mutual,** it creates conditions for sharing knowledge and expertise, and mutual learning. These in turn contribute to improvements in development cooperation, positive changes in the behaviour of the different actors of development cooperation, and contribute to improved development results. The notion of **Mutual Accountability (MA)** is rooted in the global discussions on Financing for Development (FfD) and has evolved since *the Monterrey Consensus on Financing for Development* (2002). The Monterrey Consensus called for effective partnerships between programme and partner countries, based on national leadership and national ownership of development plans, within a framework of sound policies and good governance at all levels to ensure the effectiveness of ODA.[12] The *Doha Declaration on Financing for Development* (2008) called for improved quality of aid, mutual accountability and transparency.

Accountability, in essence, is an abstract concept and the extent to which accountability is practised depends on the enabling environment. Accountability in development cooperation at the national level does not exist independently of the domestic accountability environment. For example, environments that have weak oversight institutions for the general business of government are not likely to have strong oversight of development cooperation. The application of accountability is mediated through 'enablers' such as oversight institutions, appropriate policies, and timely and reliable information on development cooperation.

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[11] See Ocampo, J.A. and Gomez-Arteaga, N., *Accountable and effective development cooperation in the post-2015 era:* Background study prepared for the DCF Germany High-level symposium in Berlin, March 2014.
[12] United Nations, Monterrey Consensus on Financing for Development, International Conference on Financing for Development, Monterrey, Mexico, 18-22 March, 2002.

The centrality of MA in development cooperation was affirmed at the Second (Paris), Third (Accra) and Fourth (Busan) High Level Forum on Aid Effectiveness, and at the first GPEDC High Level Meeting (Mexico, 2014).[13] However, reviews of progress on Mutual Accountability by the DCF surveys and the GPEDC found that progress on Mutual Accountability in development cooperation has been modest. The UNDESA surveys on national mutual accountability for the DCF (2009, 2011 and 2013/14)[14] identified factors impeding effective national MA to include: lack of adequate capacity to collect and manage national data; lack of resources to implement plans; unwillingness of providers to provide timely aid date; lack of trust or confidence in national systems; and lack of political leadership. For accountability in development cooperation to be truly mutual, there needs to be trust between governments and partners, and a partnership between equals. The reality is that the power relationship between programme and partner countries is often unequal.

There is a risk that too much focus on monitoring on the one hand, and accountability on the other, misses an important step, namely, '**review**' (see glossary). Review mechanisms are the vehicles through which accountability is realised. It is therefore important to have mechanisms in place, not only to track or monitor, but also to review progress periodically. The act of reviewing is an opportunity for learning what works and what does not, and making adjustments and improvements. By strengthening review systems and processes, accountability can be realised and enhanced. Throughout the remainder of the scoping study therefore, the term "monitoring, review and accountability" is used.

Key points for Section 2:
- A renewed global partnership for development is needed to mobilize unprecedented levels of financing and other means of implementation and to address systemic issues, particularly the rules of the game and shortcomings of the global economic order and the provision of an enabling environment for all stakeholders, based on ownership, shared responsibility and mutual trust.
- Within this framework, multi-stakeholder global partnerships are important for mobilising development actors and the resources required for implementing a post-2015 development agenda.
- A strong monitoring and accountability framework for development cooperation that promotes mutual accountability and mutual learning is essential for the effective implementation of a post-2015 development agenda.
- Reviews, either in the form of peer reviews or self-assessments, are an important element in monitoring and accountability. Review mechanisms are vehicles through which accountability is realised and learning takes place.

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[13] See http://effectivecooperation.org/wordpress/wp-content/uploads/2014/07/ENG_Final-ConsensusMexicoHLMCommunique.pdf

[14] http://www.un.org/en/ecosoc/newfunct/dcf_account.shtml

3 Development cooperation commitments post-2015

3.1 The emerging post-2015 development agenda

The Rio+20 outcome document "*The future we want*", mandated the establishment of an Open Working Group (OWG) to develop a set of sustainable development goals (SDGs) for consideration by the United Nations General Assembly at its 68th session. The outcome document mandated that these SDGs be coherent and integrated in the United Nations post-2015 development agenda.

At its 13th and final session in July 2014, the OWG adopted 17 proposed Sustainable Development Goals and targets. These SDGs build on the foundation laid by the Millennium Development Goals (MDGs), seek to complete the unfinished agenda, as well as respond to new challenges. Although the OWG managed to achieve broad consensus on the SDGs, the details are still to be agreed upon through the General Assembly. The intergovernmental negotiations on the SDGs build on the work of the OWG as the main basis for integrating SDGs into a post-2015 development agenda, as well as other inputs.

The Secretary-General's Synthesis Report (December 2014) synthesized inputs, including the report of the Intergovernmental Committee of Experts on Sustainable Development Financing, summary of four structured dialogues on possible arrangements for a facilitation mechanism to promote the development, transfer and dissemination of clean and environmentally sound technologies and deliberations emanating from special events organised by the President of the General Assembly. Member States also prepare for the Third International Conference on Financing for Development (July 2015) to negotiate the financing aspects of a post-2015 development agenda.

The transformative nature of the emerging post-2015 development agenda has significant implications for development cooperation. Achieving the ambitious development agenda envisaged in the proposed SDGs will require new financial flows in addition to existing public and private sources, and at a vastly increased volume. Furthermore, achieving the ambitious development agenda will require going beyond financial resources alone to a stronger focus not only on financing, but also other *Means of Implementation* (MOI) than has been the case to date. Realising a post-2015 development agenda will require a coherent approach to financing and other MOI commitments emerging from the Monterrey and Rio processes, including on climate financing.

It is premature to comment on the substance of the proposed targets at this stage as the intergovernmental processes in preparation for both the Third International Conference on Financing for Development and the broader post-2015 development agenda are still underway. However, it is important to note that, in general, monitoring and reviewing 17 goals with 169 targets are likely to pose technical challenges. Also, it will require sound technical expertise to define indicators that are measurable, and for which data collection is not too onerous. It will be equally important to have both partner and programme countries and other relevant stakeholders involved in defining the indicators to ensure that they are measurable and practical.

3.2 Type of development cooperation commitments post-2015

3.2.1 Sustainable Development Goal 17

The scoping study did an assessment of the types of development cooperation commitments proposed for a post-2015 development agenda. It is important to note that the commitments under discussion in a post-2015 development agenda are global commitments. Individual Member States and other partners may decide to have more ambitious and concrete commitments.

Goal 17: *"Strengthen the means of implementation and revitalize the global partnership for sustainable development"* can be seen as the "anchor" for development cooperation, complemented by the MOI stipulated in the other proposed SDGs. Unlike the MDGs, the 16 substantive SDGs have MOI attached to each SDG. The financial commitments and MOI are thus spread across all the SDGs and are not confined to SDG 17. Furthermore, SDG 17 is broader in scope than its predecessor, MDG 8. The latter has five categories of commitments with a total of 6 targets. SDG 17 has 7 categories of commitments with 19 targets (See Annex C for the complete set of proposed targets for SDG 17). These 7 categories are:

- Finance
- Technology
- Capacity Building
- Trade
- Policy and institutional coherence
- Multi-stakeholder partnerships
- Data, monitoring and accountability

3.2.2 Finance commitments and their implications for monitoring, review and accountability

Box 2 reflects the finance-related commitments in the proposed SDGs. As can be seen from Box 2, there are finance-related targets in SDG 17, as well as finance-related Means of Implementation in the substantive SDGs.

Box 2: Finance-related commitments in the proposed SDGs

SDG 17 finance-related targets
17.2 developed countries to implement fully their ODA commitments, including to provide 0.7% of GNI in ODA to developing countries of which 0.15-0.20% to least developed countries
17.3 mobilize additional financial resources for developing countries from multiple sources
17.4 assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt finance, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries (HIPC) to reduce debt distress
Finance-related MOI in substantive SDGs
1.a ensure mobilization of resources from a variety of sources, including through enhanced development cooperation to provide adequate and predictable means for developing countries to implement programmes and policies to end poverty in all its dimensions

3.c increase substantially health financing and the recruitment, development and training and retention of the health workforce in developing countries, especially in LDCs and SIDS
8.a increase Aid for Trade support for developing countries, particularly LDCs, including through the Enhanced Integrated Framework for LDCs
10.b encourage ODA and financial flows, including foreign direct investment, to states where the need is greatest, in particular LDCs, African countries, SIDS, and LLDCs, in accordance with their national plans and programmes
11.e. support least developed countries, including through financial and technical assistance, for sustainable and resilient buildings utilizing local materials
13.a implement the commitment undertaken by developed country Parties to the UNFCCC to a goal of mobilizing jointly USD 100 billion annually by 2020 from all sources….and fully operationalize the Green Climate Fund
15.a mobilize and significantly increase from all sources financial resources to conserve and sustainably use biodiversity and ecosystems
15.b mobilize significantly resources from all sources and at all levels to finance sustainable forest management, and provide adequate incentives to developing countries to advance sustainable forest management, including for conservation and reforestation

Source: Open Working Group on Sustainable Development Goals

The following are the major implications of these financial commitments for monitoring, review and accountability of development cooperation:

1. With financial commitments and MOI spread across the SDGs, the monitoring and accountability of these financial commitments and MOI will not be a simple task:

    i.   There are a large number of targets to be monitored and this can be onerous and complex, especially given the inter-linkages between the different goals.
    ii. Financing commitments and other MOI commitments are captured under both the substantive goals as well as in SDG 17, creating further complexity for monitoring and running the risk of double counting of financial flows.
    iii. Several of the targets are formulated broadly and may be difficult to measure.

2. Member States will be expected to set their own national targets for the substantive SDGs guided by the global targets and taking national circumstances into account. This will put an onus on all Member States, developed and developing countries alike, to have national action plans and financing strategies in place, and to monitor and review these.

3. Monitoring the financial commitments made through a complex system of financial flows will be a challenge especially for those countries that have weak finance and budgeting systems. The finance-related commitments reflected in the SDGs call for resource mobilisation from several sources, domestic and external, public and private sources. There is also the multiplicity of existing financial instruments, for example, grants, non-concessional loans and the emergence of new financial instruments, for example, finance facilities to deal with sector-specific issues, each with their own characteristics and effects. It is important to note that external resources are complementary to domestic resources, and that domestic resources for development have increased since the Millennium

Declaration (2000). Domestic resource mobilisation is assuming greater prominence in the development agenda on the African Continent. [15]

4. There could also be challenges for partner countries in monitoring their financial commitments if they are blended with other sources of finance, or forms of financial support that do not involve a transfer of finance from point A to B, such as the use of guarantees to facilitate private investment.

5. Although there is a great deal of discussion about the diverse range of sources for development cooperation, it is important that the issue of the quality and effectiveness of ODA not be overlooked, especially as ODA is likely to form a significant proportion of external resources to LDCs at the outset of a new framework and to continue to play a role as distinctive source of international public finance. ODA is expected to remain a firm part of development cooperation in the post-2015 era, as suggested in SDG target 17.2. It is likely to remain the predominant external source for those developing countries that have low domestic resources.[16] It should be noted that non-financial ODA is likely to remain an important source of development cooperation for middle-income countries.

Box 3: Redefining Official Development Assistance

> **Redefining Official Development Assistance**
>
> The OECD-DAC is working on the formulation of new measures of development finance in a bid to 'modernise' the ODA concept so that it reflects the realities of the changing landscape of global development finance. A second objective is to address the criticisms of the ODA measure, including the different reporting practices of OECD-DAC members.[17] There was concern that a redefinition of ODA could statistically inflate the volume of ODA, thereby making it easier for partner countries to reach the 0.7 percent of GNI target, than is the case under the current definition of ODA.
>
> At the recent High Level Meeting of the OECD Development Assistance Committee, it was agreed that the reporting of concessional loans will be modernized by introducing a so-called grant equivalent system, where ODA credit counted and reported will be higher for a grant than for a loan and more concessional loans will earn higher ODA credit than less concessional loans. It was also decided to assess concessionality based on differentiated discount rates, consisting of a base factor, which will be the IMF discount rate (currently 5%), and an adjustment factor of 1% for upper middle income, 2% for lower middle income and 4% for least developed and other lower income countries. Combined with the grant equivalent method, this system is expected to incentivize lending on highly concessional terms to LDCs and other LICs. Only loans with a grant element of at least 45% (for LDCs and LICs), 15% (for LMICs) and 10% (for UMICs) will be reportable as ODA.
>
> The revised definition of ODA will have to have credibility with partner countries as well as with

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[15] The NEPAD Planning and Coordination Agency (NPCA) and the UN Economic Commission for Africa (UNECA) commissioned a comprehensive study on domestic resource mobilization, at the request of the NEPAD Heads of State and Government Orientation Committee - "*Mobilizing Domestic Financial Resources for Implementing NEPAD National and Regional Programmes and Projects – Africa looks within".* The study concluded that Africa has adequate resources to finance its own development by using innovative instruments and appropriate means of implementation.

[16] UNDESA commissioned an independent study on improving ODA allocation in a post-2015 setting. See report prepared by Development Initiatives (January 2015), Improving ODA allocation for a post-2015 world. The study affirmed ODA as the main public international resource for development that can be committed to poverty reduction, but allocations do not effectively target poverty effectively or respond effectively to the vulnerabilities of the poorest people, nor do ODA allocations sufficiently mobilise wider public and private resources for impacting on the poorest people. Its key recommendations include redefining the purpose of ODA to focus explicitly on poverty reduction and 'leaving no one behind'.

[17] OECD Development Assistance Committee, Development Co-operation Report 2014: Mobilising resources for sustainable development, October 2014

programme countries. The Francophone Ministers of Finance from Africa, for example, have written to the Chairperson of the DAC regarding the redefinition of ODA prior to the HLM. In particular, they called for the commitment to aid flows to be maintained and that its importance should not be diminished by according an equal status to a broader concept of 'official support for development'. [18]

Work on redefining ODA includes the development of a broader headline measure of 'total official support for development' that includes other flows (for example, instruments to leverage private sector resources, and support to global public goods). [19] Such a measure would be intended to encourage visibility and understanding about different financing options and impacts, enhance transparency and foster accountability beyond ODA. The HLM agreed to work with all stakeholders to refine the definition of such a complementary measure in the run up to the Third International Conference on Financing for Development and agreed after adoption of the post-2015 development agenda. It agreed that such a measure would: complement, and not replace ODA; potentially cover the totality of official resource flows extended to developing countries and in support of sustainable development; cover activities that promote sustainable development, such as global public goods; make a clear distinction between official support and flows mobilized through official interventions; and capture and report resources on a gross cash-flow basis. [20]

3.2.3 Non-financial commitments and their implications for monitoring, review and accountability of development cooperation

Box 4 shows the non-financial commitments under the proposed SDG 17. These non-financial commitments are very broad and may not be easily amenable to measurement. They are however important as they go 'Beyond ODA' and other financial assistance and address issues relating to the enabling environment for the successful implementation of the SDGs.

Box 4: Non-financial commitments in SDG 17

Technology	17.6 enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation, and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, particularly at UN level, and through a global technology facilitation mechanism when agreed
	17.7 promote development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including concessional and preferential terms, as mutually agreed
	17.8 fully operationalise the Technology Bank and STI (Science, Technology and Innovation) capacity building mechanisms for LDCs by 2017, and enhance the use of enabling technologies in particular ICT
Capacity building	17.9 enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South and

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[18] Organisation Internationale de la francophonie, '*LIC Ministers demand their fair share of global tax revenues*', Francophone LIC Finance Ministers Network, Washington DC, 9 October 2014.
[19] United Nations Economic and Social Council. (15 May 2014). Trends and progress in international development cooperation; Report of the Secretary-General. High-level segment: Development Cooperation Forum, p.4-5.
[20] Communique of the DAC High-level Meeting:
http://www.oecd.org/dac/OECD%20DAC%20HLM%20Communique.pdf

	triangular cooperation
Policy and institutional coherence	17.15 respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development
Multi-stakeholder partnerships	17.16 enhance the global partnership for sustainable development complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technologies and financial resources to support the achievement of sustainable development goals in all countries, particularly developing countries
	17.17 encourage and promote effective public, public-private and civil society partnerships building on the experience and resourcing strategies of partnerships

Source: Open Working Group on Sustainable Development Goals

The following are important points to note about these non-financial commitments:

1. There is overlap among the non-financial commitments in SDG 17, and this could make it difficult to measure and monitor these non-financial commitments. For example, commitments on technology – enhancing access to science, technology and innovation will require capacity building. Commitments on technology will also require multi-stakeholder partnerships.

2. The Capacity Building and Policy and Institutional coherence commitments speak to capacity development and institutional and policy coherence in a broader way than what can be done within the context of development cooperation, as do many of the targets under other SDGs. They require countries to lead their development agenda, and by extension, lead the development cooperation agenda in their respective countries. These commitments require development cooperation actors to align their development cooperation to national policy priorities and programmes. This touches on the issue of Mutual Accountability at the national level, and the importance of 'enablers' for mutual accountability. Policy coherence also refers to policy coherence for development in general, that is, policies other than development cooperation policies that have an impact on poverty eradication and sustainable development.

3. SDG 17 reflects the complementary relationship between multi-stakeholder partnerships and the global partnership for development. Multi-stakeholder partnerships – at national, regional and global levels – have been successful in mobilising resources for specific issues, and have attracted private sector partners, philanthropic foundations and civil society organizations to collaborate with public partners. But historically, these multi-stakeholder partnerships have been ad hoc, voluntary in nature and not always aligned to government's own efforts. An issue is how to bring these multi-stakeholder partnerships into the ambit of a global monitoring and accountability framework without undermining the flexibility that is a critical success factor of these partnerships.

4. SDG 17 envisages the private sector as a key partner in development cooperation post-2015, as a source for development finance[21] and as a supporter of development goals.

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[21] According to a study by the Overseas Development Institute (ODI), the European Commission, for example, is placing a stronger emphasis on blended finance to attract private investment (see Greenhill, R. and Prizzon, A., 'Who foots the bill after 2015? What new trends in development finance mean for the post-MDGs', Working Paper 360, Overseas Development Institute, October 2012). The OECD Development Co-operation Report (2014) recommends the use of market-based financial instruments beyond grants

The commitments relating to technology and multi-stakeholder partnerships speak directly to the private sector. The United Nations Global Compact has developed a series of executive briefs on the role of the private sector in supporting the implementation of a post-2015 development agenda. It has also developed with the Global Reporting Initiative and the World Business Council for Sustainable Development, a toolkit to support corporate measurement and align business goals with the SDGs.[22]

5. Civil society is expected to be part of multi-stakeholder partnerships in a post-2015 development agenda (target 17.17). Civil society organisations (CSOs) have been acknowledged as development actors in their own right, with multiple roles from advocacy, oversight, service delivery and knowledge sharing on good practices representing the variety of roles played by civil society. No one role is more important than the other, as it depends on the particular context or issues at stake. The roles of civil society will also vary at the different levels – global, regional and national, and it is important to make the connections between the different levels.[23]

6. The accountability of CSOs has been the subject of extensive discussion and consultation, notably, the *Istanbul Principles for CSO Development Effectiveness* developed by civil society and the *International Framework for CSO Development Effectiveness*. Strengthening CSO accountability is an important element of enhancing accountability in development cooperation. This includes supporting CSO-led initiatives to strengthen accountability; encouraging the implementation of minimum standards for an enabling environment for CSOs; promoting meaningful engagement of CSOs in development cooperation and accountability processes; and facilitating CSO access to development cooperation information at national level so that they can advocate for accountability and transparency of government and other providers of development cooperation.[24]

3.3 Gender equality and women's empowerment in development cooperation

Gender equality and the empowerment of women (and girls) are essential for achieving development targets and commitments. Discussion on development cooperation in a post-2015 development agenda would be incomplete without a discussion on the financing and the tracking of financial and non-financial commitments for gender equality and women's empowerment. The United Nations Commission on the Status of Women (CSW), at its 56th session (27 February-9 March 2012, New York), noted that significant progress had been made with, among other things, tracking resources for gender equality, and the availability of

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and concessional funds, where appropriate, to complement and save scarce concessional funds. (see OECD Development Assistance Committee, Development Co-operation Report 2014: Mobilising resources for sustainable development, October 2014).

[22] UN Global Compact, The Role of Business and Finance in supporting the Post-2015 agenda: White Paper, July 2014.

[23] CIVICUS has launched an advocacy toolkit for civil society in the post-2015 agenda. The toolkit identifies a role for civil society organisations in ensuring that there is political will at national levels to achieve the development goals, monitoring the implementation of commitments, and providing a communications and engagement link between the public and decision-makers. See CIVICUS, Advocacy Toolkit: Influencing the Post-2015 agenda, May 2014.

[24] See Policy brief prepared for DCF High-level Symposium, Berlin, March 2014.
http://www.un.org/en/ecosoc/newfunct/pdf13/dcf_germany_policy_brief_2_cso_accountability.pdf

information on ODA relating to gender equality.[25] The use of gender equality markers introduced by the OECD was seen to have contributed to an increase in the amount of bi-lateral ODA for gender equality, while the use of gender marker by entities within the United Nations system were seen to have potential for strengthening the institutional commitment and accountability for financing for gender equality. The Commission also noted that the development and use of tracking systems for financing gender equality had contributed to increasing the availability of sex-disaggregated data and gender-specific information that are essential for transparency and accountability for financing gender equality and women's empowerment.

The 56th CSW session identified several gaps and challenges, including:

i.   the limitations of tracking and gender markers in measuring the actual gender equality outcomes or results for women and girls;
ii. the isolation of gender tracking systems of bi-lateral and multilateral partners from national systems; and
iii. the lack of technical capacity in small grassroots organisations to comply with the technical requirements for external funding.

The session made several recommendations, the most pertinent of these for monitoring, review and accountability of development cooperation post-2015 are reflected in Box 5.

Box 5: Selected recommendations of the 56th Commission on the Status of Women: Financing for Gender Equality and Women's Empowerment

1. Harmonise the existing tracking systems of international organisations and multi-lateral and bilateral partners to reduce the burden of monitoring and reporting by programme governments and civil society organisations.

2. Strengthen the analysis and use of data generated through tracking and monitoring systems, and improve data accessibility to inform and influence decision-making at policy, programme and project levels.

3. Set measurable targets for financing gender equality as a share of ODA.

4. Accelerate efforts towards adoption of a United Nations system-wide marker for tracking budget allocations and expenditures to promote gender equality.

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[25] See http://www.un.org/womenwatch/daw/csw/56sess.htm#agreedconclusions

Key points for section 3:

- The proposed SDGs apply to all United Nations member states. There will be an onus on developed and developing countries alike to have national action plans and strategies for financing and other means of implementation, and to monitor and review these.

- Monitoring and reviewing targets for financing and other means of implementation (MOI) for the proposed SDGs is potentially a complex and onerous task. The inter-linkages among the goals create complexity for monitoring and reviewing targets. A coherent approach will be needed to the MOI commitments coming out of the Monterrey and Rio tracks, including climate financing. There are a large number of targets to be monitored and resources mobilised from multiple sources and blended in unprecedented ways.

- Non-financial commitments captured in SDG 17 are important as they address issues relating to creating an enabling environment for the successful implementation of the proposed SDGs. Targeted capacity building to support national plans in developed countries to implement all sustainable development goals is especially important.

- The gender dimensions of development cooperation should be considered from the outset in designing the monitoring, review and accountability framework for development cooperation post-2015.

PART II: Changes, Challenges and Proposals

Part II of the scoping study discusses monitoring, review and accountability of development cooperation at the national, regional and global levels. It outlines existing mechanisms, possible changes and challenges, and makes proposals for addressing these challenges to support the implementation of a post-2015 development agenda. Part II concludes with a section on key messages and proposals for future research.

4 National level

4.1 Existing national monitoring, review and accountability mechanisms

The types of monitoring, review and accountability mechanisms for development cooperation at the national level are numerous, and their structures and processes depend on the country context. The DCF Survey on National Mutual Accountability (2012) found that there were many different mechanisms at the national level where development cooperation issues were discussed. Examples of national mechanisms include:

i. Annual assessment forums where governments and their partners meet to review progress. These assessment forums take the form of bi-lateral discussions between the programme government and partner representatives in-country.

ii. Annual high level meetings at the political level between partner governments, usually preceded by technical review meetings between officials of the respective governments.

iii. Development Partner Forums where individual governments meet with their development partners as a collective. The existence and effectiveness of Development Partner Forums is dependent on the interest and capacity of programme governments to coordinate international development cooperation.

iv. Sectorial forums are used to coordinate the efforts of individual governments and their development cooperation partners within a particular sector through a Sector Wide Approach (SwAP). These forums conduct or commission Joint Sector Assessments.

4.2 'Enablers' of accountability as a framework for analysis

The predominance of the national level in the monitoring and accountability for development cooperation has been reiterated in various dialogues on the post-2015 development agenda. It is also evident from section 2.2 that 'Accountability' in the monitoring and accountability framework for development cooperation should in fact be **'mutual'** and inclusive, and that capacity for Mutual Accountability should be adequate in all countries, for all stakeholder groups.

In considering the possible changes in the terms and scope of monitoring and accountability mechanisms, the 'enablers' of mutual accountability at the national level are a useful entry point. Enablers are those systems, capacities and processes that support successful changes in the behaviours of partner countries and programme countries in the provision and use of development cooperation. These changes in behaviour contribute to improving the quality of development cooperation, which in turn contributes to the achievement of sustainable development results.

The study reflected on these possible changes against the following enablers of mutual accountability:

- Political leadership
- National development cooperation policies[26]
- Frameworks for monitoring targets

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[26] The term "national development cooperation policy" is used in this scoping study as it is broader than aid, noting that several programme countries nevertheless refer to their policies as "national aid policies".

- Data and information
- Effective institutional structures
- Capacity development

4.3 Demonstrated political leadership

4.3.1 Role of political leadership in monitoring, review and accountability

Political leadership is an essential ingredient for effective monitoring, review and accountability for development cooperation. The extent to which enablers of mutual accountability can be activated is largely dependent on the political leadership provided by governments in partner countries as well as programme countries. The SDGs are premised on national ownership and leadership, and this applies to all country governments. Every country needs to ensure that it is accountable to its citizens and to engage constructively with oversight institutions such as national parliaments and supreme audit institutions.

Political leadership is demonstrated through the government having and consistently communicating a clear development vision and objectives; and a willingness to draw on technical advice in making policy and political decisions. Political leadership also means that governments must be willing to align their development cooperation priorities with the development priorities of programme countries, and ensure that policies and practices at headquarters and in the field support this alignment.

4.3.2 Challenges for political leadership

Governments make development cooperation commitments that are not always followed through with implementation. There may be a host of reasons for this:

1. There may be a lack of political will to follow through on commitments. Development cooperation commitments carry political risks for political representatives in partner and programme countries. If these risks are seen to outweigh the expected returns, then commitments are not likely to be implemented with vigour.

2. If monitoring, review and accountability mechanisms at the national level are weak, then there may be little incentive for implementation of commitments. Other factors such as the lack of adequate resources and political instability also hinder implementation.

3. Political leaders do not always have the necessary information to inform their decision-making, and do not always fully appreciate the value of data and information for decision-making. Often, information is not available in a format that makes such information readily accessible to political leaders to support their decision-making.

4.3.3 Proposals for supporting political leadership

1. The importance of political will to meet development cooperation commitments cannot be over-emphasised. In the case of monitoring, review and accountability for development cooperation, political leadership is required to be open to discussions when progress on development cooperation commitments is not evident.

2. Politicians as the principal policy-makers and decision-makers in programme and partner countries should be sensitised to the availability of data and information that can inform

their policies and decisions. Importantly, the value of data and information should be demonstrated to politicians in practical ways to persuade them to use the information.

3. Officials responsible for designing monitoring, review and accountability frameworks for development cooperation should involve politicians so that their data and information needs can be catered for.

4.4 National development cooperation policies

4.4.1 Current state of national development cooperation policies

National development cooperation policies provide the framework for managing development cooperation. Well-structured policies spell out the principles and objectives of development cooperation, the roles and responsibilities or division of labour among the various parties involved, decision-making processes, and how implementation is to be monitored. National development cooperation policies do not exist in isolation of other national legislation and policies – ideally it should be linked to the national development strategies and plans of countries. The importance of these policies as enablers of effective development cooperation has been reiterated in various forums. Nonetheless, many programme countries appear not to have national development cooperation policies. It should be noted that programme countries, especially those that are not dependent on external assistance, may have other documents that articulate the government's priorities and objectives for development cooperation. Partner countries too have development cooperation policies that set out the objectives of international development cooperation of the country.

The countries interviewed for the scoping study have reviewed their national development cooperation policies, and are addressing the gaps in these policies. These reviews and improvements, according to interviewed officials, are motivated by the practical desire to improve the effectiveness of development cooperation. Box 6 summarises what these countries are doing to improve their national aid policies.

Box 6: Examples of countries improving their national development cooperation policies

Ghana

The Ministry of Finance and Economic Planning of Ghana is reviewing its national development cooperation (aid) policy with the view to strengthen the accountability aspect of the policy. The existing policy is clear on what has to be monitored, but the section on accountability is considered by the Government to lack specificity. The proposed revised policy is reported to be specific about the responsibilities and accountability of each entity in the development cooperation value chain. It was awaiting the approval of the Cabinet at the time of the scoping study.

(Source: Ghana Ministry of Finance and Economic Planning)

Rwanda

The Ministry of Finance of Rwanda does not envisage any significant changes to its national development cooperation policy at this stage. The focus of changes/improvements has been in the implementation of the national policy. In 2013, the Government of Rwanda revised the Division of Labour in the national aid policy to achieve better alignment between development cooperation and national priorities, to eliminate the overcrowding in certain sectors, and to reduce transaction costs in dealing with development partners.

(Source: Rwanda Ministry of Finance)

Samoa

The Ministry of Finance is the custodian of Samoa's national development policy that is reviewed regularly with development partners and other stakeholders through mechanisms such as annual sector reviews and quarterly sector reviews. Samoa is a member of the Pacific Islands Compact Forum and has been peer reviewed by other members of the forum on its systems and processes for the coordination of development cooperation. The two major challenges identified by Samoa in implementing its national development cooperation policy are the reluctance of its external partners to use national systems, and their reluctance to provide the information requested under the policy.

(Source: Samoa Ministry of Finance)

South Africa

The National Treasury of South Africa is reviewing its development cooperation policy and the support received. Currently ODA in the form of grants forms the largest proportion of development cooperation. Given its middle-income country status there are expectations on the part of provider countries that the proportion of ODA grants should be reduced in favour of concessional loans, technical assistance and partnerships. The current development cooperation policy and system, which were designed with an ODA-grant focus, has to be restructured to accommodate this shift. This restructuring includes:

- developing clearer guidelines on how to work with concessional loans;
- reskilling officials in the International Development Cooperation unit and the ODA coordinator system that operates in national and provincial ministries;
- strengthening the capacity to monitor and evaluate all forms of external assistance, including loans;
- replacing the existing development cooperation information system with a new system that will be easier to load and access information;
- improving coordination of development partners in terms of where and what they support, to ensure alignment with government priorities; and
- how government works with national and international stakeholders in development cooperation in general.

(Source: National Treasury, South Africa)

4.4.2   Possible changes in national development cooperation policies

1. **The content of national development cooperation policies can be expected to change**, and the extent of these changes will depend on the context in each country, and the scope and content of their existing policies, as well as on global agreements, such as on Financing for Development and the post-2015 development agenda. Some of the potential changes include:

    i.   National development cooperation policies in support of a post-2015 development agenda will need to be linked closely with broader sustainable development policies, and be linked more explicitly to the broader domestic resource mobilisation strategies and budgetary processes.

    ii.   Depending on the country context, national development cooperation policies will need to reflect a broader range of types of development cooperation and financing instruments than 'traditional' ODA. For example, countries that have been accustomed to mainly grants and concessional loans will need to adapt their policies to cater for other forms, for example, from technical cooperation or private sector sources.

iii.   National development cooperation policies will need to cater for a broader range of actors than bi-lateral donors and multi-lateral institutions, for example the private sector with their social impact investment and social responsibility initiatives. The private sector is driven by different motives and interests and private sector actors do not typically perceive themselves as part of the development cooperation architecture. National development cooperation policies may also need to consider articulating more clearly the role of philanthropic foundations and other partners that have not been part of the development cooperation architecture.

iv.   It is necessary to reflect the governance arrangements for monitoring, review and accountability in national development cooperation policies. If there are changes in national development cooperation policies, the governance arrangements should be reviewed and revised to respond to changes in national development cooperation policies.

v.   National parliaments will need to be given greater recognition for their role in the oversight of national development cooperation policies, and in the approval and oversight of budgets, and better capacitated to carry out this role effectively.

2.   **As in programme countries, there need to be changes to the policies of partner countries to reflect changes in development cooperation.** Changes in the definition and measurement of ODA will have policy implications for partner countries. With an ambitious unified and universal development agenda to be financed in a post-2015 era and expectations that programme countries will be drawing on a broad range of financing and other MOI sources, the development cooperation policies of partner governments may be expected to reflect increasing selectivity in the countries they fund. Another area of policy change could be to set the rules for how public finance may be used with private sources of finance. Government policies will also need to respond to shifts at the regional level. For example, NEPAD developed a concept document on an African Mutual Accountability Standard in 2012.[27]

3.   **Governments may seek concrete partnerships with philanthropic foundations that have an international presence.** Governments and philanthropic foundations by and large operate in parallel in contributing to development cooperation. The significance of philanthropic foundations as development partners, not only as sources of finance but also as influencers of policy, is now acknowledged. The recent development of voluntary *Guidelines for Effective Philanthropic Engagement (April 2014)* is an attempt to bridge the communication and collaboration gaps that exists between philanthropic foundations and governments.[28] It will be essential that governments, in pursuing partnerships with philanthropic foundations, ensure that there is alignment with national priorities of programme countries.

4.   **There is increasing pressure on actors in international development cooperation to be transparent about their spending.** This pressure comes from citizens demanding information on how development cooperation budgets are spent. There is

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[27] AFRODAD, Mutual Accountability Draft Concept Paper, Africa Platform for Development Effectiveness, January 2012.

[28] The Guidelines for Effective Philanthropic Engagement (GEPEs) April 2014, was developed by the OECD Global Network on Foundations Working for Development (netFWD), in collaboration with the European Foundation Centre (EFC), the STARS Foundation, UNDP and the Worldwide Initiative for Grantmakers Support (WINGS), with support from the Rockefeller Foundation. The guidelines are being consulted and will be updated with feedback from the consultation process.

also pressure from programme countries for international development partners to be more transparent about their contributions to financing as well as other MOI. There are related pressures and incentives to find practical ways to improve measurement and sharing of information on non-financial development cooperation.

5. **National development cooperation policies, like all policies, will require national consultations with stakeholders to ensure buy-in to changes (or new policies).** This consultation should include discussions with international development cooperation actors at country level, including not only governments but also civil society, philanthropic organisations and the private sector. With the increasing decentralisation of development cooperation and the role played by local government, it will be essential to include sub-national governments in the consultation process. Depending on the country context and the mandate of the national parliament, policy changes may go through the formal approval processes in the national parliament. Significant policy changes or new policies will require good advocacy to engage citizens in policy-making processes and to ensure that parliamentarians understand the intent and benefits of the policies for which they have an oversight role.

4.4.3   Existing challenges with design of national development cooperation policies

Box 7 captures the existing challenges with national development cooperation policies. It draws primarily on the 2013/14 Survey on national mutual accountability conducted by UNDESA for the DCF.

Box 7: Challenges with national development cooperation policies

1. Absence national development cooperation policies	The introduction of national development cooperation policies by programme countries has been slow, despite the acknowledgement of their relevance for development cooperation. The 2013/14 Survey on national mutual accountability conducted for the DCF could only establish the existence of national aid policies in 46 programme countries, and this was a slight improvement over the 39 countries in the 2011 survey.
2. Content of national development cooperation policies	Some interviewees in the scoping study identified weaknesses in their national development cooperation policies. These included the lack of specificity about roles and responsibilities of parties covered by the policy; the lack of sufficiently robust indicators against which to measure performance of individual partners; and challenges in getting partners and line ministries to provide reporting information as required by the policy.
3. Limited engagement of non-state actors by governments in policy design	The 2013/14 Survey on national mutual accountability conducted for the DCF found that overall, national governments had limited engagement with non-state actors in the design of national development cooperation policies. They engaged civil society to a limited extent, and even less so with the private sector, trade unions, philanthropic foundations and local communities. National development cooperation policies therefore typically reflect interests of national and partner

	governments and do not draw on alternative or wider sources of information.
4. Limited involvement of national parliaments	The 2013/14 Survey on national mutual accountability conducted for the DCF found that national parliaments played a minimal role in Mutual Accountability in the countries surveyed. They were seldom consulted on national development cooperation policies; they seldom provided analytical inputs to recipient governments on development cooperation; they had relatively low usage of development cooperation information; and they received limited capacity development support.

4.4.4 Proposals for ensuring national development cooperation policies support implementation of a post-2015 development agenda

1. All countries will require effective national development cooperation policies for a post-2015 development agenda. Governments should ensure that they have the requisite policy development capacities to formulate national development cooperation policies that:
   - Link closely with broader sustainable development policies;
   - Reflect a broader range of financing and means of implementation beyond traditional ODA;
   - Bring together governmental actors at the national and sub-national levels; parliamentarians; bi-lateral and multi-lateral development partners; civil society and other non-state actors including philanthropic foundations and the private sector.
   - Reflect clear roles and responsibilities; and
   - Have robust indicators and the means to monitor these.

2. Non-state actors should be engaged from early on in the national development cooperation policy formulation process so that they can contribute to its formulation and implementation.

3. The role of national parliaments in development cooperation should be made explicit in national development cooperation policies. Their role in oversight of the implementation of national development cooperation policies should be recognised, and depending on the system of government, parliaments should be consulted in the development of national development cooperation policies. Guidance notes from institutions such as the Inter-Parliamentary Union can be useful tools to assist parliamentarians in understanding the requirements of a sound national development cooperation policy.

4. Governments should find appropriate mechanisms to engage non-state actors including the private sector and philanthropic foundations that do not typically see themselves as part of the development cooperation architecture. Partnership agreements may be a useful mechanism for governing relationships between governments and non-state actors in development cooperation.

5. Governments should review their national development cooperation policies every 3-5 years, ideally coinciding with their medium-term planning and budgeting cycles, to ensure that the policies remain relevant for implementing a post-2015 development agenda.

4.5 Better monitoring frameworks and their use

4.5.1 Current state of national monitoring frameworks for development cooperation

Monitoring frameworks for development cooperation at national level vary in scope and content. They typically monitor current and projected disbursements, and where available, they track indications of future commitments. While monitoring financial commitments and flows is pivotal to monitoring frameworks for development cooperation, the quality-related aspects of development cooperation also feature in some monitoring frameworks, guided by ODA effectiveness commitments encapsulated in the Monterrey Consensus, the indicators in the Paris Declaration and the indicators for monitoring the Busan Partnership for Effective Development Cooperation. The DCF conducts regular reviews of the effectiveness of national mutual accountability mechanisms in all their dimensions.[29]

Monitoring frameworks are essentially documents that may outline the areas and indicators to be monitored, the frequency of monitoring and reporting, the format for reporting, and the roles and responsibilities of parties to the framework. National level monitoring frameworks for development cooperation cannot be imposed unilaterally, and are typically the outcome of negotiation between programme governments and partner governments. An effective monitoring framework is one that includes a process of assessment or review against the indicators set in the framework. Box 8 provides examples of monitoring frameworks of countries consulted in the scoping study.

Box 8: Examples of national monitoring frameworks for development cooperation

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Rwanda

In 2009, Rwanda introduced the Donor Performance Assessment Framework (DPAF) that reviews the performance of bi-lateral and multi-lateral donors against a set of indicators on the quality and volume of development assistance to Rwanda. The framework covers the following areas:

- Financing national strategies in support of the MDGs and Vision 2020
- Use of national systems and institutions for strengthened ownership, sustainability and reduced transaction costs Facilitating longer-term planning and implementation through predictable development financing
- Reduction of transaction costs and strengthening of partnerships through the adoption of harmonised approaches.
- Streamlining delivery at the sector level through effective use of comparative advantage

The DPAF covers OECD-DAC donors who are signatories to the Paris Declaration and excludes humanitarian assistance provided by United Nations entities such as the World Food Programme and the UN High Commission on Refugees. A total of 16 donors were assessed in the 2012-2013 assessment cycle. The results of these assessments are disaggregated at the level of individual donors and discussed at the Development Partners Coordination Group.

The framework will be expanded to include other indicators from the GPEDC monitoring process that have hitherto not been monitored.

(Source: Rwanda Ministry of Finance)

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[29] The DCF Global Accountability Survey: Assessing status and progress of mutual accountability and transparency at country level. See: http://www.un.org/en/ecosoc/newfunct/dcf_account5.shtml.

Uruguay

The Uruguay Agency for International Development is based in the Presidency and is responsible for articulating development cooperation and South-south cooperation strategies, and for monitoring development cooperation. Uruguay is a recipient country and a development partner to other countries in the region. Uruguay has been focusing on being more efficient with the ODA it receives as a middle-income country. Its share of ODA has declined over the past 10 years. Uruguay does not have a common instrument for monitoring development cooperation, and instead uses the frameworks of its development partners. These frameworks vary, depending on the type of development cooperation. The agency is able to track all development cooperation provided to the government, but does not track development cooperation provided to civil society organisations. Uruguay does not have a conventional national development plan, so it is a challenge to link development cooperation to national development objectives.

Uruguay is also a development partner to other countries in the region. It monitors the disbursements to programme countries and results from the projects it supports. Uruguay provides technical assistance to complement finances, as a strategy for supporting innovative solutions in the programme countries it supports.

The volume of projects and financial flows is low (both as development partner and programme country) and does not present a challenge for monitoring and accountability at this stage. There is, however, awareness on the part of the agency that a post-2015 development agenda is complex at the global level, multi-dimensional, and broad, and countries might not be able to rely on the approaches they have used in the past.

(Source: Uruguay Agency for International Cooperation)

4.5.2   Possible changes to monitoring frameworks for development cooperation

National monitoring frameworks for development cooperation in programme and partner countries will need to be changed significantly for a post-2015 development agenda:

1. They need to capture a more diverse range of commitments than is the case currently. These will include financial commitments and means of implementation.

2. They need to reflect the integrated nature of, and the linkages among the SDGs. This means that reviews of progress with the implementation of the SDGs would need to be holistic.

3. They need to cater for a more diverse range of development partners, extending to non-state actors including civil society, philanthropic foundations and the private sector.

4.5.3   Challenges with existing national monitoring frameworks

There are several issues that would need to be addressed (see Box 9):

Box 9: Challenges of national monitoring frameworks for development cooperation

1. Making performance reviews of development cooperation mutual	Performance reviews of development cooperation tend to focus on the performance and accountability of programme governments (coordinating ministries and line ministries), and not equally on partner countries. A few countries, for example, Rwanda have developed and implemented frameworks for assessing the performance of partner countries (See Box 8).

2. How best to incorporate partner targets into the monitoring framework	The 2013/14 Survey on national mutual accountability conducted for the DCF found that targets for individual partners development cooperation were seldom stated in national monitoring frameworks. This is unlikely to change unless there is a firm commitment from the headquarters of partner governments to permit the incorporation of partner targets in the monitoring frameworks of programme governments.
3. Gender targets, in development cooperation	The need for MA mechanisms to pay attention to gender equality was raised in the first International Development Cooperation Report prepared for the DCF. There has been little improvement since then. The setting of gender targets was absent in more than half of the countries that responded to the 2013/14 Survey on national mutual accountability conducted for the DCF.
4. Limited range of partners covered by monitoring frameworks	Individuals interviewed for the scoping study indicated that their national monitoring frameworks included multi-lateral institutions and most but not all partner governments. National monitoring frameworks typically did not cover civil society organisations, international non-governmental organisations operating in the country, philanthropic foundations and the private sector.

4.5.4 Proposals for improving monitoring frameworks for development cooperation

1. National monitoring frameworks for development cooperation in a post-2015 development agenda could potentially be resource intensive and not easy to develop as they will need to cater for complex inter-linkages among the different SDGs. Programme countries should be supported in developing new national monitoring frameworks or adapting existing ones. These monitoring frameworks include results frameworks, partner performance frameworks, and indicators.

2. Governments should use the opportunity presented by a post-2015 development agenda to address the gaps in their existing monitoring frameworks. Where relevant, programme countries should be supported to collect, analyse and report on development cooperation using sex disaggregated data. Decision-makers should be made aware of the value of using sex-disaggregated data to improve the effectiveness of policies and programmes, and achieve development results. Oversight bodies such as national parliaments should be encouraged to demand gender-responsive budgeting in development cooperation, and reporting that is disaggregated by sex.

3. Governments should ensure consultation and engagement of all stakeholders in the development of their national monitoring frameworks. This could motivate them to be included in national monitoring frameworks and provide information needed. Partner governments should support their in-country representatives in committing to the inclusion of partner targets in national monitoring frameworks.

4. National monitoring and reporting frameworks for development cooperation should form part of and be aligned with national frameworks used for monitoring national development priorities. This means using, as far as is practicable, the same approach to defining indicators and similar formats for reporting. This will allow an integrated approach to monitoring a post-2015 development agenda.

4.6 Enhancing effectiveness of institutional structures for development cooperation

4.6.1 National coordination forums for development cooperation and oversight bodies

National coordination forums for development cooperation: The 2013/14 Survey on national mutual accountability conducted for the DCF found that national coordination forums for development cooperation were the most influential forums for discussing overall progress in meeting development cooperation commitments. These forums, if functional, play a significant role in monitoring, review and accountability for development cooperation at country level. They provide a platform for development cooperation actors to discuss progress on development cooperation commitments and engage in mutual learning for better development results. These forums can be expected to continue playing an influential role in a multi-layered post-2015 monitoring and accountability framework. It should be noted that these forums are still under-developed in many programme countries, especially those that are highly dependent on development cooperation, and driven by partner country agendas.

Box 10: National Portfolio Performance Review (Nepal)

Nepal

The Nepal Portfolio Performance Review (NPPR) takes place annually under the leadership of the Government of Nepal. The International Economic Coordination Division in the Ministry of Finance is responsible for coordinating the overall activities of the NPPR and the annual review meeting that is organised jointly with Development Partners (DPs). A total of 11 partners were members of the NPPR in 2012.

The NPPR provides space for dialogue between the Government and Development Partners on the performance of the development cooperation portfolio. Each Development Partner submits an annual report of its financial and technical assistance as an input to the annual performance review. The annual performance review covers five cross-cutting themes, namely: Public Financial Management; Procurement Management; Human Resource Management; Management for Development Results; and Mutual Accountability.

The NPPR also considers sectoral performance, for example, in the areas of local governance, and agriculture. The Government has noted in its NPPR Report (2013) that discussions during the reviews were not sufficiently results focused. In the cross-cutting theme of Mutual Accountability, the NPPR report (2013) highlighted the need to improve the data from development partners, including international NGOs and Southern partners. It also identified the need to be more specific about what needs to be done for transparency and predictability of ODA, with measurable indicators to assess performance.

The Government of Nepal sees the institutionalisation of the NPPR as essential for its continuity and sustainability. It has therefore involved senior levels of government agencies in the NPPR; appointed Sectoral Champions to lead each thematic area; submits the Action Plan emanating from the annual review process to the Cabinet for approval; and reports progress against the Action Plan to the Office of the Prime Minister and Council of Ministers. The NPPR Report (2013) noted that there was room to improve government ownership at the senior levels and follow-up on actions identified in the Action Plans.

(Source: Ministry of Finance, Government of Nepal: Nepal Portfolio Performance Review (NPPR) 2012, 24 January 2013)

Oversight bodies: *National parliaments* are responsible for approving national budgets, and they may have a role in approving external finance, in line with national priorities, depending on their legal authority (not all parliaments have the legal authority to approve external loans for

example). *Supreme audit institutions* are an important part of the national accountability framework. They are mandated to audit the finances and performance of public institutions. Audit institutions in programme countries are able to audit development cooperation funds and programmes, provided they are 'on the books' of public institutions. The International Organization of Supreme Audit Institutions (INTOSAI) is actively engaged in discussions on accountability in a post-2015 development agenda, and sees the strengthening of capacities and independence of supreme audit institutions as important for accountability at global and national levels.[30]

4.6.2 Possible changes to national development cooperation coordination forums

1. **National development cooperation coordination forums will need to change their orientation to align with a post-2015 development agenda**. The orientation of these forums will need to be one of mutuality where both government and partners discuss their respective development cooperation commitments, as the SDGs apply universally.

2. **There are possible changes to the scope of discussions at these forums.** A national development cooperation forum in a post-2015 era can be expected to have a development cooperation agenda that is broader than the current agenda that focuses on ODA. The scope of the discussions can be expected to cover the issues pertaining to financial and non-financial commitments.

3. **The possible changes in the scope of discussions in national development cooperation forums in a post-2015 era have implications for the kind of analytical inputs required at these forums**. The information requirements of these forums are potentially more complex than is the case currently.

4. **There are possible changes to the membership of national development cooperation forums**. Partner countries that have traditionally participated in these forums are likely to continue to do so. There could be a broadening of participants to include those partners that have not been part of these forums in the past. These forums could see the inclusion of in-country development actors that play a critical role in domestic and social accountability.

4.6.3 Existing challenges of national coordination forums for development cooperation

Box 11 summarises key challenges of national development cooperation coordination forums.

Box 11: Challenges of national development cooperation coordination forums

1. Coverage of partners by forum	National development cooperation coordination forums currently attract a narrow range of development partners and stakeholders. DAC partner countries and some national line ministries are mostly represented in these forums, and civil society to a lesser extent. Southern partners, philanthropic foundations, the private sector, sub-national governments and parliamentarians are seldom represented in these coordination forums. There are no incentives for non-state actors in particular, such as philanthropic foundations and the private

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[30] International Organization of Supreme Audit Institutions, Report by the INTOSAI Secretary-General to the PSC Steering Committee Meeting, Bahrain, 20-22 May 2014.

	sector, to participate in these forums.
2. Orientation of forum	Currently, national development cooperation coordination forums typically focus on programme governments' performance in the utilisation of assistance received. These are not balanced with discussions on the performance of partners in respect of the quality, timeliness, etc. of development cooperation. The 2013/14 Survey on national mutual accountability conducted for the DCF found that these forums were more likely to focus on reviewing the performance of the national development cooperation coordination ministry than they were to review the performance of partners. The performance of philanthropic foundations and the private sector were least likely to be discussed in these forums.
3. Capacity to manage forum	Units responsible for coordinating development cooperation in programme countries are typically small and often lack sufficient capacity to manage national development cooperation coordination forums. In these circumstances they rely on support from partner country representatives to organise meetings of the forum, prepare the relevant documentation required, and host the meetings. This potentially undermines the mutual character of the reviews by these forums.
4. Participation of local governments	The role of sub-national governments, for example, local governments in development cooperation has not received sufficient attention in the past, yet local government agencies play a significant role in the implementation of development cooperation at local community level and of decentralised development cooperation in particular.

4.6.4 Proposals to enhance institutional structures for development cooperation

1. Governments should invest in capacity to manage their national development cooperation forums effectively. This includes ensuring that the mandate and terms of reference of the forum are captured in the national development cooperation policy; that the forum has adequate resources for preparing and convening forum events; and that there are systems in place to track and follow-up on decisions taken at forum meetings.

2. Governments should find creative ways to secure the participation of all relevant partners in their national development coordination forums. This could be in the form of dialogues with specific partners, for example, the private sector or philanthropic organisations, so that the discussions focus on that partner's role and contribution in development cooperation. Partner dialogues can be complemented with annual multi-partner dialogues. These dialogues could also be done on a sectoral basis dealing with a specific issue, for example, the water sector. Such a dialogue would involve a range of partners working in the water sector.

3. Governments should include local governments in their national development cooperation forums. Local government agencies given their proximity to beneficiary communities,

community-based organisations, local leaders and politicians, and local media could play a vital role facilitating the flow of monitoring information between the local level and the national level.

4.7 Changes in data on development cooperation and information needs

4.7.1 Type of development cooperation collected

Programme countries typically have development cooperation information systems in place, and the effectiveness of these systems vary from country to country. The information held in these development cooperation information systems is most commonly financial information, in particular current disbursements made by partners, and projected disbursements where firm commitments have been made. Some programme countries' systems contain disaggregated information on financial commitments and disbursements on each project or programme supported. These information systems typically focus on grants, while information on concessional loans is captured elsewhere. The information systems also collect information on delivery modalities and progress on projects and programmes, though to a lesser extent than financial information.

Partners collect large volumes of information on development cooperation, to monitor progress and results of development cooperation, and to report on these. The type of information collected and the formats used vary considerably amongst partners, as do the extent and frequency of publishing developing cooperation information.

4.7.2 Possible changes in data and information needs

The issue of data and information is a recurring one in many of the deliberations on a post-2015 development agenda. The High Level Panel Report highlighted the need for better data and statistics to assist governments in tracking progress and to inform their decision-making, and strengthen accountability. It saw international agencies, civil society and the private sector, together with governments, involved in a 'data revolution', *inter alia*, integrating data from new and existing sources into decision-making.[31] The OWG emphasised the necessity for disaggregated data along nationally-relevant dimensions. The United Nations Secretary-General convened a panel of 20 international experts to propose ways to improve the data required for achieving and monitoring sustainable development in a post-2015 era. The Secretary-General's Independent Expert Advisory Group on a Data Revolution for Sustainable Development (IEAG) identified two key problems that had to be addressed: (a) insufficient quality data in a world where the volume of data generated is increasing exponentially; and (b) too many countries still have poor data, data is not timely, and the gaps in existing data in terms of coverage of issues.[32]

1.   The broad range of objectives, finance and other MOI commitments will see changes in data and information needs to monitor development cooperation as actors gear up for a post-2015 development agenda. **The data collection systems will need to cater for more complex data on financing and other MOI and their results, both qualitative and quantitative.**

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[31] Report on the High Level Panel of Eminent Persons on the Post-2015 development agenda, New York, 2013.
[32] UN Secretary-General's Independent Expert Advisory Group (IEAG) A World that Counts: Report of the IEAG, November 2014.

2.   **National data and statistical systems to monitor development cooperation that supports implementation of a post-2015 development agenda may have to be enhanced in those countries where systems are weak**. Data and information of development cooperation partners will also need improvement as access and usability of data becomes increasingly important for monitoring and accountability. Formats used by partners for publishing data will need to be made more accessible to national recipient governments (as well as to their own citizens).

3.   **All governments will need to generate better quality and more disaggregated data on development cooperation.** Governments in programme countries will need data on all development cooperation flows in real time as well as historical data. Financial and performance information on programmes and projects supported by individual partners ideally should be updated monthly to ensure that decisions are made on recent data. To follow the principle of using national systems, governments in programme countries would also need to obtain comparable data from their partners. This is not easily achievable, as different partners have their own definitions and standards determined by headquarters.

4.7.3   Existing data and information challenges

There are several practical challenges at national level with regard to data and information. A post-2015 development agenda presents an opportunity for governments to address their data and information challenges.

An overarching challenge facing many programme countries is their limited capacity to analyse and synthesise large volumes of data for decision-making. A great deal of data has been generated by programme countries over the past decade in the context of monitoring progress on the MDGs and development effectiveness targets. A major challenge for these countries is how to analyse and synthesise the information so that it can be used by decision-makers in government, and by oversight institutions such as national parliaments. The position is exacerbated in many LDCs where neither the government nor civil society organisations have sufficient capacity to collect or lead the analysis of all the data that is needed. Too often, data is held by external partners and is scattered, and not easily accessible to governments with limited capacity and technology to access and interpret the data and translate it into information that can be used to inform decisions and actions.

The 'data revolution' presents opportunities for enhancing monitoring, review and accountability of development cooperation, but also carries risks. There has been a great deal of discussion about the *data revolution* as part of a post-2015 development agenda. The exponential increase in the volume of data, and the level of detailed data that can be collected and disseminated speedily with sophisticated technology, serve as powerful catalysts for sustainable development.[33] Moreover, as indicated by the IEAG, improving data should be "part of the development agenda in its own right." However, those individuals and countries with the least access to information technology are at risk of being left behind. There are also issues of data quality and the governance of data systems that will require attention in national monitoring, review and accountability mechanisms for development cooperation.

Additional data and information challenges are outlined in Box 12.

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[33] UN Secretary-General's Independent Expert Advisory Group (IEAG) A World that Counts: Report of the IEAG, November 2014.

Box 12: Data and information challenges at national level

1. Weak data collection and reporting capacities	There are weak data collection and reporting capacities in several programme countries. The problem is exacerbated by reporting burdens placed on programme countries. Low-income countries often have the weakest information systems and have a heavy burden of reporting on the high volumes of development cooperation they receive.
	Civil society organisations produce information and independent analytical reports that serve as alternative sources of information on development cooperation. The preparation and publication of reports and policy briefings require financial and human resource capacities, which are not always in abundance in developing countries. These institutions typically have low revenue-generation capacity and are dependent on funding from national and global donors.
2. Challenges of data quality, usefulness and timeliness	Partner countries do not always meet standards of quality, usefulness and timeliness of data and information. The 2013/14 DCF survey on national MA found that in 49 percent of the countries surveyed partner countries provided data that was less than three months old. Obtaining up-to-date information from partners was identified as a barrier to effective MA in the survey.
	Development partners typically do not provide information in standardised formats that enable governments to develop a consolidated view of development cooperation. Also, the data and reporting by development partners typically are not aligned to national systems of programme countries.
	The Aid Transparency Index (2013) shows that while there have been improvements in transparency of reporting, more needs to be done to improve the usefulness of the information published by those organisations that have signed up to the International Aid Transparency Initiative (IATI).
3. Sex disaggregated data and gender equality in development cooperation	Although there have been improvements in tracking financial and other commitments from a gender quality perspective, there are still gaps (see section 3.4). Partner countries and multi-lateral institutions' systems operate in isolation of national systems.
4. Insufficient use of alternative sources of data	Non-state actors, for example, civil society organisations, the private sector and philanthropic foundations generate their own information relating to their development activities, and financing of these. Although the information from these organisations are potentially useful and provide alternative and complementary perspectives on development, they are non-official sources of information. Governments tend to be wary of non-official sources and may, therefore, not be keen to use the information. Institutions that receive external funding are accused of promoting the agendas of those who provide the funds.

5. Information gaps from non-state actors	Development cooperation systems at national level typically capture only government-to-government flows. They do not have access to information on development cooperation from non-state sources, for example, philanthropic foundations and the private sector (except for information that is in the public domain). Governments therefore do not have consolidated information on the full spectrum of development cooperation in-country.
6. Limited access to information on development cooperation	An effective monitoring and accountability framework for development cooperation at country level requires ordinary citizens, civil society organisations, the private sector and other stakeholders to have access to information on international development cooperation held by governments. Accessing information from governments presents a major challenge to non-state actors, even when legislation does make provision for access. Procedures for lodging requests of information under freedom of information legislation can be cumbersome for ordinary citizens and organisations that have limited resources.

4.7.4   Proposals to address data and information challenges

1. Development partners should support programme countries to develop national targets and indicators for a post-2015 development agenda, and to adapt or enhance existing national data and reporting systems. There are existing initiatives at the global and regional levels to improve national statistical systems, such as Paris 21.

2. Development partners should invest in developing institutional capacities in programme countries to analyse the data they need for effectively managing development cooperation. This includes developing the skills of individuals in data analysis; and supporting the development of data and information policies; supporting the review and modernisation of development cooperation information systems.

3. All countries should improve their tracking of gender equality and women's empowerment in development cooperation. This includes strengthening capacities to track financial commitments and other MOI with a gender lens, improving the sex-disaggregated reporting; and developing tools to assess the results or outcomes of financial flows and other MOI on gender equality and women's empowerment.

4. Governments should consider using information sharing, dialogues and learning forums as vehicles to engage civil society, the private sector, philanthropic foundations and other non-state individuals and organisations. This can assist governments in closing the gaps in information from these development actors.

5. Parliamentarians, civil society organisations and independent think tanks should collaborate and promote the collection and analysis of relevant information on development cooperation, and also stimulate demand for alternative analytical inputs on the part of governments and partners.

6. Governments and development partners should consider the use of peer review and/or independent reviews of their development cooperation data and information systems as a means to improve data and information quality and build confidence among users.

7. Governments should be encouraged to promote open access to development cooperation information. The developmental benefits of open access to information to improve data for achieving and monitoring sustainable development have been demonstrated in various studies reviewed by the UN Secretary-General's Independent Expert Advisory Group (IEAG) on the Data Revolution for Sustainable Development.[34]

4.8 Capacity development

4.8.1 Capacity for development cooperation

Capacity development is expected to play a critical role in a post-2015 development agenda, as reflected in SDG 17.9 "enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals…."

Effective design, implementation and use of a monitoring, review and accountability framework for development cooperation at national level will require sound institutional capacity on the part of development cooperation actors at the national level. The nature and extent of the capacity development requirements will depend on the country context. It is important to note that the capacity development requirements for better monitoring, review and accountability for development cooperation are not necessarily distinctive or separate from capacity development requirements of the development actors to carry out their other roles. In fact, capacity for monitoring, review and accountability should be conceived of as an integral part of SDG 17.9. For example, parliamentarians require capacity to interrogate development cooperation budgets and performance information, loan agreements (if within their mandate). This capacity requirement is not very different to capacity requirements for parliamentarians for their 'normal' functions.

Box 13 summarises the capacity requirements of various development cooperation actors at the national level. In addition to these requirements, **all development cooperation actors will need to develop an understanding of the universality of the SDGs, and an appreciation of the implications of universality for their respective roles and responsibilities. They will also need to strengthen their capacity to adopt an integrated approach to the three dimensions of sustainable development: economic, social and environmental.**

Box 13: Capacity development requirements of development cooperation actors

Development cooperation actors	Capacity required
Development cooperation coordination ministries [in programme countries]	• Capacity to plan, monitor and review • Enhanced development cooperation information management systems • Skills and systems for data collection and analysis of development cooperation • Skills using a broader range of financial and non-financial instruments, than grants

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[34] See the report of the IEAG at http://www.undatarevolution.org/report/

	• Frameworks and skills to engage with the private sector as development partners and sources of finance • Developing and implementing mutually agreed monitoring frameworks for development cooperation (results frameworks, development partner performance frameworks), including crafting of indicators for development cooperation • Technical and policy support to informal exchanges and negotiations on development cooperation, including individual partner targets • Independently evaluating effectiveness of development cooperation • How to leverage technology for effective and efficient monitoring of development cooperation
Line function ministries and local authorities [in programme countries]	• Effective planning, monitoring & evaluation of programmes including those funded from external sources • Capacity to generate, collect and analyse information
Parliamentarians [in programme and partner countries]	• Capacity in terms of legal authority to approve national development cooperation policies, budgets and external sources of finance • Expertise and support to access, interpret and interrogate financial and non-financial information on country performance (own countries' and partner countries'), generated by monitoring and accountability mechanisms • Internal research capacity as well as access to independent research capacity in areas of development cooperation • Capacity to participate in regional and global learning / exchanges with parliamentarians in provider and programme countries • Capacity to engage with civil society and local actors
In-country representatives of partners	• Understanding the planning and budgetary processes of programme countries, monitoring & evaluation systems, national reporting structures, and the reliable sources of valid or accurate information • A deeper understanding of national development priorities of individual programme countries beyond what they glean from official documents • Systems and capability to provide relevant and accurate information to national monitoring frameworks in a timely manner • Technical support to negotiations on development cooperation, including partner targets • Evaluating effectiveness of development cooperation • Understanding and expertise in their own systems
Civil society [in programme and partner countries]	• Capacity to engage in policy development processes as they pertain to development cooperation and the monitoring of development cooperation • Capacity to analyse and report on development cooperation trends and issues • Capacity to access, use and share information • Capacity to monitor and review their own effectiveness in providing services
Private sector [in programme and partner countries]	• Understanding the need to engage in national development frameworks and how to align social impact and social responsibility initiatives to contribute effectively to achieving national SDGs. • Capacity to assess how directly supporting the achievement of the SDGs contributes to the achievement of their core business objectives

4.8.2   Existing capacity challenges

There are capacity constraints that pose a challenge to effective monitoring, review and accountability at the national level, particularly in programme countries:

1. Development cooperation coordination ministries in programmes countries often have insufficient capacity to executive their mandate. Capacity challenges exist in areas of policy, staffing and systems. Coordination units often are small and have a heavy burden of reporting when they have a large number of partners. Line ministries and local authorities in programme countries as implementers of development cooperation do not always have the requisite capacity for monitoring and reporting on projects.

2. Parliaments in programme countries typically have insufficient capacity for research and analysis of development cooperation; busy parliamentary agendas do not allow sufficient time for in-depth attention to agenda items; and not all parliaments have the legal mandate to approve external loans.

3. In-country representatives of partner countries too have capacity challenges. These include unfamiliarity with national policy, planning and budgetary processes; insufficient understanding of policies and systems of headquarters; and systems challenges in providing timely and accurate information to national development cooperation coordination ministries.

4. Many civil society organisations operate in disabling environments. Policy environments in some countries are not conducive to the effective functioning of civil society organisations, and the latter in programme countries typically lack sufficient resources to influence national, regional and global debates on development cooperation.

4.8.3   Proposals to address capacity challenges

1. Governments should strengthen their national development cooperation coordination units and line ministries, paying particular attention to capacities required for planning, monitoring and reviewing development cooperation post-2015. Where appropriate, partners should support capacity development of these units in programme countries. The support should be based on thorough capacity assessments to determine the nature and extent of capacity development support required.

2. National development cooperation coordination units should provide practical guidance and tools to support line ministries and local authorities to use, manage and report on development cooperation. These units should also consider establishing communities of practice for learning and sharing knowledge and information. These can be supported by platforms linked to other regional and global platforms.

3. Parliaments should invest in developing their capacities for independent research and analysis of development cooperation issues. Parliamentary research staff can be capacitated to support parliamentarians with technical knowledge and policy advice on development cooperation. This includes analysing and synthesising information, and preparing briefs and parliamentary questions.

4. Inter- and intra-regional exchange visits between parliamentarians should be encouraged. These visits can facilitate mutual understanding of their respective roles, and an appreciation of what is happening in the field of development cooperation.

5. Partner countries should ensure that their in-country representatives are competent in their understanding of their headquarters policies and procedures, as well as the national policy, planning and budgetary processes of the programme country. Partner countries should also ensure that their in-country representatives have the requisite systems to provide timely, accurate information to programme governments.

4.9   Summary of proposals for the national level

Proposals to support political leadership

1. The importance of political will to meet development cooperation commitments cannot be over-emphasised. In the case of monitoring, review and accountability for development cooperation, political leadership is required to be open to discussions when progress on development cooperation commitments is not evident.

2. Politicians as the principal policy-makers and decision-makers in programme and partner countries should be sensitised to the availability of data and information that can inform their policies and decisions**.** Importantly, the value of data and information should be demonstrated to politicians in practical ways to persuade them to use the information.

3. Officials responsible for designing monitoring, review and accountability frameworks for development cooperation should involve politicians so that their data and information needs can be catered for.

Proposals to ensure national development cooperation policies support implementation of a post-2015 development agenda

1. All countries will require effective national development cooperation policies for a post-2015 development agenda. Governments should ensure that they have the requisite policy development capacities to formulate national development cooperation policies that:

   - Link closely with broader sustainable development policies;
   - Reflect a broader range of financing and means of implementation beyond traditional ODA;
   - Bring together governmental actors at the national and sub-national levels; parliamentarians; bi-lateral and multi-lateral development partners; civil society and other non-state actors including philanthropic foundations and the private sector.
   - Reflect clear roles and responsibilities; and
   - Have robust indicators and the means to monitor these.

2. Non-state actors should be engaged from early on in the national development cooperation policy formulation process so that they can contribute to its formulation and implementation.

3. The role of national parliaments in development cooperation should be made explicit in national development cooperation policies. Their role in oversight of the implementation of national development cooperation policies should be recognised, and depending on the system of government, parliaments should be consulted in the development of national development cooperation policies. Guidance notes from institutions such as the Inter-Parliamentary Union can be useful tools to assist parliamentarians in understanding the requirements of a sound national development cooperation policy.

4. Governments should find appropriate mechanisms to engage non-state actors including the private sector and philanthropic foundations that do not typically see themselves as part of the development cooperation architecture. Partnership agreements may be a useful mechanism for governing

relationships between governments and non-state actors in development cooperation.

Proposals to improve monitoring frameworks for development cooperation

1. National monitoring frameworks for development cooperation in a post-2015 development agenda could potentially be resource intensive and not easy to develop as they will need to cater for complex inter-linkages among the different SDGs. Programme countries should be supported in developing new national monitoring frameworks or adapting existing ones. These monitoring frameworks include results frameworks, partner performance frameworks, and indicators.

2. Governments should use the opportunity presented by a post-2015 development agenda to address the gaps in their existing monitoring frameworks. Where relevant, programme countries should be supported to collect, analyse and report on development cooperation using sex-disaggregated data. Decision-makers should be made aware of the value of using sex-disaggregated data to improve the effectiveness of policies and programmes, and achieve development results. Oversight bodies such as national parliaments should be encouraged to demand gender-responsive budgeting in development cooperation, and reporting that is disaggregated by sex.

3. Governments should ensure consultation and engagement of all stakeholders in the development of their national monitoring frameworks. This could motivate them to be included in national monitoring frameworks and provide information needed. Partner governments should support their in-country representatives in committing to the inclusion of partner targets in national monitoring frameworks.

4. National monitoring and reporting frameworks for development cooperation should form part of and be aligned with national frameworks used for monitoring national development priorities. This means using, as far as is practicable, the same approach to defining indicators and similar formats for reporting. This will allow an integrated approach to monitoring a post-2015 development agenda.

Proposals to enhance effectiveness of institutional structures

1. Governments should invest in capacity to manage their national development cooperation forums effectively. This includes ensuring that the mandate and terms of reference of the forum are captured in the national development cooperation policy; that the forum has adequate resources for preparing and convening forum events; and that there are systems in place to track and follow-up on decisions taken at forum meetings.

2. Governments should find creative ways to secure the participation of all relevant partners in their national development coordination forums. This could be in the form of dialogues with specific partners, for example, the private sector or philanthropic organisations, so that the discussions focus on that partner's role and contribution in development cooperation. Partner dialogues can be complemented with annual multi-partner dialogues. These dialogues could also be done on a sectoral basis dealing with a specific issue, for example, the water sector. Such a dialogue would involve a range of partners working in the water sector.

3. Governments should include local governments in their national development cooperation forums. Local government agencies given their proximity to beneficiary communities, community-based organisations, local leaders and politicians, and local media could play a vital role facilitating the flow of monitoring information between the local level and the national level.

Proposals to address data and information changes and challenges

1. Development partners should support programme countries to develop national targets and indicators for a post-2015 development agenda, and to adapt or enhance existing national data and reporting systems. There are existing initiatives at the global and regional levels to improve national

statistical systems, such as Paris 21.

2. Development partners should invest in developing institutional capacities in programme countries to analyse the data they need for effectively managing development cooperation. This includes developing the skills of individuals in data analysis; and supporting the development of data and information policies; supporting the review and modernisation of development cooperation information systems.

3. All countries should improve their tracking of gender equality and women's empowerment in development cooperation. This includes strengthening capacities to track financial commitments and other MOI with a gender lens, improving the sex-disaggregated reporting; and developing tools to assess the results or outcomes of financial flows and other MOI on gender equality and women's empowerment.

4. Governments should consider using information sharing, dialogues and learning forums as vehicles to engage civil society, the private sector, philanthropic foundations and other non-state individuals and organisations. This can assist governments in closing the gaps in information from these development actors.

5. Parliamentarians, civil society organisations and independent think tanks should collaborate and promote the collection and analysis of relevant information on development cooperation, and also stimulate demand for alternative analytical inputs on the part of governments and partners.

6. Governments and development partners should consider the use of peer review and/or independent reviews of their development cooperation data and information systems as a means to improve data and information quality and build confidence among users.

7. Governments should be encouraged to promote open access to development cooperation information. The developmental benefits of open access to information to improve data for achieving and monitoring sustainable development have been demonstrated in various studies reviewed by the UN Secretary-General's Independent Expert Advisory Group (IEAG) on the Data Revolution for Sustainable Development

Proposals to address capacity requirements and challenges

1. Governments should strengthen their national development cooperation coordination units and line ministries, paying particular attention to capacities required for planning, monitoring and reviewing development cooperation post-2015. Where appropriate, partners should support capacity development of these units in programme countries. The support should be based on thorough capacity assessments to determine the nature and extent of capacity development support required.

2. National development cooperation coordinating units should provide practical guidance and tools to support line ministries and local authorities to use, manage and report on development cooperation. These units should also consider establishing communities of practice for learning and sharing knowledge and information. These can be supported by platforms linked to other regional and global platforms.

3. Parliaments should invest in developing their capacities for independent research and analysis of development cooperation issues. Parliamentary research staff can be capacitated to support parliamentarians with technical knowledge and policy advice on development cooperation. This includes analysing and synthesising information, and preparing briefs and parliamentary questions.

4. Inter- and intra-regional exchange visits between parliamentarians should be encouraged. These visits can facilitate mutual understanding of their respective roles, and an appreciation of what is happening in the field of development cooperation.

5. Partner countries should ensure that their in-country representatives are competent in their

understanding of their headquarters policies and procedures, as well as the national policy, planning
and budgetary processes of the programme country. Partner countries should also ensure that their
in-country representatives have the requisite systems to provide timely, accurate information to
programme governments.

5 Regional level

5.1 Existing regional mechanisms

There are different types of regional mechanisms for monitoring, review and accountability for development cooperation. Some have been designed to serve the Member States of a given region (for example, the Cairns Compact on Strengthening Development Coordination in the Pacific). Others have been designed to review the performance of the Member States from one region, in another region. An example of this is the European Union Report on Financing for Development. Box 14 provides a sample of such mechanisms at regional level.

Box 14: Sample of regional monitoring and accountability mechanisms for development cooperation

Mechanism	Areas/issues covered	Institutions covered
Africa Partner Forum	Focuses on reviewing mutual commitments and actions of African countries and OECD countries in achieving the MDGs.	Africa and OECD countries
Africa Peer Review Mechanism (AU/NEPAD)	Covers governance, economic governance and social and economic development. Does not cover aid explicitly. African governments are reviewed by their African peer governments.	Member States of the African Union
Cairns Compact on Strengthening Development Coordination in the Pacific	Series of review and reporting processes for Forum island countries and their providers.	14 Member States of the Compact
EU Aid Watch Concord (European CSOs)	Monitors EU government aid performance. Covers some aspects of effectiveness of development cooperation.	Member States of the EU
EU Report on Financing for Development and Donor Atlas (European Commission)	Reviews performance of Member States on quantity and effectiveness of development cooperatoin.	Member States of the EU
Mutual Review of Development Effectiveness (UN Economic Commission for Africa)	Reviews programmes of the African Union and OECD commitments to the MDGs. Its scope is broader than development cooperation, although there are sections dedicated to financing for development.	Africa region and OECD

5.2 Possible changes at the regional level

The United Nations Regional Commissions, at the request of the President of the General Assembly, convened a series of regional meetings between August and September 2014 to solicit views on monitoring and accountability post-2015, to explore options offered by existing mechanisms, and to identify new approaches. The meetings held in the five regions affirmed the relevance of the regional level in a multi-layered monitoring, review and accountability

framework for a post-2015 development agenda, with the national level as the backbone. The
points raised at these meetings in relation to a broader post-2015 development agenda are
nevertheless pertinent to a discussion on monitoring, review and accountability of development
cooperation specifically at the regional level.

The regional meetings emphasised the need to build on existing mechanisms rather than
establish new ones. In adapting regional peer review mechanisms for a post-2015 setting, it will
be essential to identify incentives for countries to participate in these reviews and to use the
results. This is especially important given the voluntary nature of participation in most peer
review mechanisms. The benefits of peer review, for example, strengthening national capacities,
should be advocated strongly to member states. The benefits of peer review must be
demonstrated to outweigh the transaction costs of participation, as well as any political risk
associated with peer reviews.

Peer reviews: The regional meetings concurred that the regional level could provide a platform
for peer reviews, as countries in a given region usually shared similar characteristics and
experiences. Peer reviews were seen as a vehicle through which countries can be encouraged to
share information, their knowledge and experiences, and this, in turn, can strengthen the
capabilities at the national level. The voluntary nature of these peer reviews was emphasised as
essential to build trust and collaboration among countries in the region.

It should be noted that regional mechanisms were identified in all five regions as having the
potential for peer review of progress on a post-2015 development agenda, but their use as
mechanisms for peer review of development cooperation was not discussed explicitly. From the
information available on these regional mechanisms, most do not conduct peer reviews on
development cooperation management and effectiveness. An exception is the *Cairns compact on
Strengthening Development Coordination in the Pacific* adopted by the governments of Pacific
Island countries in 2009. This forum has established review and reporting processes in line with
the Pacific Principles on Aid Effectiveness. Partner countries, for example, New Zealand are
members of the forum and are subject to peer review.

Mutual learning: The regional level has great potential as a mechanism for promoting mutual
learning. Countries in a given region typically share a number of common features and
challenges, and are therefore well-placed to exchange technology, knowledge, information and
experiences.

Mediating between national levels and global levels: The regional level has a potential role
in mediating between the national and global levels. Regional institutions serve as platforms for
countries in a region to have a collective voice and position on critical development cooperation
issues. They can assist countries in translating global goals into national policies, and provide
guidelines to assist implementation at the national level. Regional mechanisms have a related
role as vehicles through which South-south cooperation can be mobilised.

5.3   Challenges at the regional level

In 2010, UNDESA commissioned for the DCF a detailed mapping of the effectiveness of regional
and global mutual accountability mechanisms. The mapping identified several systemic gaps in
these mutual accountability mechanisms. The updating of the mapping in 2014 identified some

improvements and further room for improvement.[35] A summary of these gaps is shown in Box 15.

Box 14: Summary of assessment of systemic gaps in regional (and global) mechanisms

1. Sources of data and analysis	The 2010 mapping found that mechanisms drew on a narrow source of data, namely, OECD DAC data or direct DAC donor publications. The 2014 update found that mechanisms were drawing data from a range of sources, from partner countries and programme countries. Official and non-governmental sources were being used, and there were instances where individual mechanisms have drawn on each other's data and analysis.
2. Stakeholder participation	The 2010 mapping found that (Northern) partners, CSOs and academic institutions were dominant in the design of assessment tools, indicators, and presenting results. Southern partner governments were under-represented. The 2014 update found that governing structures are more frequently designed to be multi-stakeholder structures.
3. Coverage of partner and programme country concerns	The 2010 mapping found that partner concerns and issues on which DAC donors and programme governments agreed, dominated the content of assessments. The 2014 update did not have the evidence to determine whether this had changed. It noted that issues of concern to programme governments (reducing conditionality, using country partner systems, etc.) were reflected in some mechanisms, but evidence was insufficient on the extent to which they are acted upon. Interviews conducted for the scoping study suggest that this is still an area of concern for programme countries.
4. Coverage of partners	The 2010 mapping found that the coverage of partners was narrow, namely, on DAC donors and major multi-lateral organisations. Also, data and analysis of individual partners were published at a global level, and close to none published analysis of individual partner performance at country level. The 2014 update found that coverage of partners and mutuality of mechanisms has improved, and there is a concerted effort to include a wider range of partners.
5. Timeliness and frequency of reviews	The 2010 mapping found that most assessments were annual, and some were only done in preparation for global aid effectiveness fora, rendering the data out of date. The 2014 update found a diversity of approaches to the timeliness and frequency of reviews.
6. Cooperation among mechanisms	The 2010 mapping found that global and regional mechanisms cooperated to the extent of using one another's data. It also noted a proliferation of mechanisms and suggested that mechanisms

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[35] See the policy brief prepared by Alison King on the Effectiveness of Regional and Global Mutual Accountability Mechanisms: Mapping update for the 2014 DCF, March 2014.

	collaborate more closely. The 2014 update found that there was much room for improvement in cooperation among mechanisms.
7. Linkages and usefulness for national mechanisms	The 2010 mapping found that linkages between regional and/or global mechanisms and the national level were weak – regional/global mechanisms were not used to support progress at the national level. The 2014 update found no change in this area.
8. Role of civil society representatives and parliamentarians	The 2010 mapping found that dialogue on development cooperation was largely between the executive arms of programme and partner governments. It proposed that global and regional mechanisms be used to promote dialogue on development cooperation between civil society representatives of partner and programme countries, and similarly between parliamentarians of partner and programme countries. The 2014 update found a growing effort to involve civil society and parliamentarians in dialogue on development cooperation. The interviews for the scoping study suggest that much more needs to be done to involve parliamentarians at the national, regional and global levels.

In addition to the systemic gaps identified in Box 16, the interviewees in the scoping study raised the following challenges at the regional level:

i. **One of the practical challenges regional institutions face is their capacity to facilitate regional consultations**. Countries in the same region, though they may have some commonalities, are vastly different in terms of their needs, priorities and interests. The larger the region (in terms of the number of countries), the more complex the consultation task becomes. Regional institutions generally do not have large staff numbers and this presents another practical challenge. Those regional (and sub-regional) institutions that rely on contributions from member states and have many members that fall within the LDC or low income category are likely to have significant resource and capacity constraints.

ii. While the UN regional meetings on accountability post-2015 emphasised the value of the voluntary nature of peer review, **key informants in the scoping study still identified the voluntary nature of peer review as a challenge.** For example, not all member states of the African Union will submit themselves to the Africa Peer Review Mechanism (APRM), which has been identified in several quarters as a vehicle for monitoring, review and accountability of a post-2015 development agenda in Africa. The APRM currently does not deal explicitly with accountability for development cooperation, and its scope would need to be extended to do so.

5.4 Proposals for the regional level

1. **The roles of regional institutions that currently or potentially contribute to monitoring, review and accountability should be clarified. There should be a clear division of labour to exploit synergies and avoid duplication and gaps.**

   i. *United Nations Regional Commissions:* The regional meetings referred to above called on the UN Regional Commissions to support the development of regional monitoring frameworks, as well as provide a platform for collective multi-stakeholder reviews of regional progress on a post-2015 development agenda, with national reviews as the

backbone of these regional reviews. The discussions did not make specific reference to monitoring frameworks for development cooperation, so this has to be clarified by Member States in the run-up to the agreement of a post-2015 development agenda and its monitoring and review arrangements. Another issue that requires further exploration is how the regional bureaux of United Nations agencies, programmes and funds would support these reviews.

ii. *Regional economic communities:* Regional economic communities, for example, those in the Africa region, form an important and influential component of the regional intergovernmental architecture, as they set the normative frameworks that govern the relationships between member states within the region. These regional economic communities are also recipients of development cooperation, and it is not clear how they fit into the regional monitoring, review and accountability mechanisms, or how they would interact with regional economic commissions.

iii. *Regional multilateral banks:* The role of regional multi-lateral banks in a monitoring, review and accountability framework for development cooperation post-2015 should also be taken into consideration. Regional multi-lateral banks play a vital role in the provision of development finance, and have developed comprehensive monitoring mechanisms.

iv. *Regional civil society organisations:* The role of regional civil society organisations has not been sufficiently explored in discussions on the monitoring, review and accountability mechanisms at the regional level. Peer review mechanisms include civil society organisations at the national level, but the role of regional civil society organisations is unclear.

2. **Regional mechanisms should ensure that they have legitimacy with Member States and their citizens.** This requires genuine consultation with Member States and all relevant stakeholders to ensure that monitoring and review mechanisms at the regional level are used for and serve their intended purposes.

3. **Development of regional review mechanisms or adaptation of existing ones should be driven by a shared understanding of how the results of reviews will be used at national, regional and global levels.** At the national level, results can be used to improve, for example, the effective use of development cooperation instruments, or strengthening mutual accountability. The design of regional mechanisms should also consider how the information can be fed into and used at the global level. Forums such as the DCF should use the information to identify regional trends in development cooperation that can enrich the analysis of the global picture on development cooperation in the post-2015 era.

4. **In adapting regional peer review mechanisms, it will be essential to identify incentives for countries to participate in these reviews, and incentives for countries to use the results of the peer reviews.** This is especially important if participation in peer review mechanisms is voluntary. The benefits of peer review, for example, in strengthening national capacities and promoting learning should be advocated strongly to member states. The benefits of peer reviews must be demonstrated to outweigh the transaction costs of participation, as well as the political risk associated with peer reviews.

5. **Regional intergovernmental institutions could consider developing and implementing regional standards for accountability for development cooperation.**

NEPAD, the technical arm of the African Union is developing an African standard for mutual accountability. This has the potential to strengthen the monitoring, review and accountability of development cooperation at the national level, and by extension, at the regional level. Regions and their associated intergovernmental institutions do vary, and so the development of regional standards for accountability for development cooperation will not be applicable to all regions.

6. **Regional institutions should consider exploiting the opportunities offered by innovation in technology for virtual discussion forums and knowledge exchange platforms**. These can be used to complement regional meetings and discussions and so reinforce the learning and networking that take place at regional meetings. Virtual discussion forums also provide access to information and learning for those individuals and organisations that are not able to attend regional meetings.

7. **Regional mechanisms should strengthen cooperation with global mechanisms.** Regional mechanisms and global mechanisms for monitoring, review and accountability for development cooperation should be mutually reinforcing. There should be a clear division of labour between the global mechanisms and regional mechanisms to avoid duplication and to develop synergies (see discussion in Section 6 of the scoping study).

6   Global level

6.1   Existing global mechanisms

Multiple monitoring, review and accountability mechanisms for development cooperation exist at the global level. It will be necessary to identify and review each of these mechanisms to determine if they could be used synergistically within a broader multi-layered monitoring and accountability framework for a post-2015 development agenda. The scoping study identified the following global mechanisms that address some aspects of development cooperation[36]:

- Development Cooperation Forum (DCF) global surveys on national mutual accountability
- Financing for Development High-level Dialogues, reviews and follow-ups of the Monterrey Consensus
- MDG Goal Reports and MDG Gap Task Force Reports, Human Development Reports
- Global Monitoring Review of the Global Partnership for Effective Development Cooperation (GPEDC)
- International Aid Transparency Initiative (IATI)
- Multilateral Development Bank Common Performance Assessment System (COMPAS)
- Multi-lateral Organisation Performance Assessment Network (MOPAN)
- OECD-DAC Peer Reviews

A rapid documentary review was conducted on some of these global mechanisms to map their coverage of assessments and use of results, as it was beyond the scope of this study to conduct an in-depth review. Box 16 provides a summary of these mechanisms.

Box 15: Summary of selected global mechanisms in terms of coverage of assessments and use of results

Mechanism: Development Cooperation Forum (DCF)

Areas or issues covered: UNDESA conducts a global survey of mutual accountability at the national level every two years for the DCF. The survey covers progress with the implementation of enablers of mutual accountability, and their impact on behaviour change in programme and partner governments. The first survey was conducted in 2010.

Institutions covered: All programme countries are invited to participate in the survey. They are encouraged to involve stakeholders in preparing their responses to the survey.

Use of information/results: Results are used primarily to inform global dialogues on mutual accountability under the aegis of the United Nations and are made widely available to all stakeholders.

Mechanism: Global Partnership for Effectiveness of Development Cooperation (GPEDC)

Areas or issues covered: Launched in 2012, the GPEDC monitors 10 indicators based on development cooperation commitments made at the Busan High-level Forum on Aid Effectiveness.

Institutions covered: All programme countries are invited to participate. Part of the monitoring process is dedicated to partner countries. The surveys are completed by governments. Participation of other stakeholders is equally encouraged.

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[36] The list is not exhaustive. It excludes mechanisms such as the WTO dealing with issues of trade that fall outside the definition of development cooperation used for this study. The Universal Periodic Review deals with issues of human rights, and involves monitoring that is distinctive from monitoring of development cooperation.

Use of information/results: Results are used primarily to inform global dialogues convened by the GPEDC.

Mechanism: International Transparency Initiative (IATI)

Areas/issues covered: The IATI standard established in 2011 is a technical publishing framework that captures current management information (finances and projects) and allows for data extraction in comparable and accessible formats. Data is available in real time. IATI responds to the Busan standard on transparency of aid information and previous agreements, in particular from the Accra Agenda for Action.

Institutions covered: Multi-stakeholder initiative that includes a considerable number of partners, some programme countries, foundations, civil society and information experts in its steering structure.

Use of results/information: Focus has been on establishing and refining the methodologies and tools. Use of information and their comparability has been prioritised. Programme countries beginning to show interest in integrating IATI data with their own systems (e.g. Myanmar and Rwanda)

Mechanism: Multilateral Development Bank (MDB) Common Performance Assessment System (COMPAS)

Areas/issues covered: COMPAS provides standardised information across the MDBs on the status of Managing for Development Results, using a set of common indicators that highlight the key areas of progress, as well as those that require further improvement for each MDB. COMPAS reports cover indicators – only those most relevant in terms of the objectives of MfDR and development results reporting.

Institutions covered: African Development Bank (AfDB); Asian Development Bank (AsDB); International Fund for Agricultural Development (IFAD); Inter-American Development Bank (IADB); Islamic Development Bank (IsDB); European Bank for Reconstruction and Development (EBRD); World Bank Group (WBG).

Use of results/information: Contributors to the MDBs are the main users of results of reports. MDBs use reports to improve operations (e.g. developed common indicators for MDB reporting). Given the different business models of each MDB, COMPAS is not intended for making direct comparisons.

Mechanism: Multi-lateral Organisation Performance Assessment Network (MOPAN)

Areas/issues covered: MOPAN is a network of 19 partners (all members of the OECD-DAC), interested in the performance of the multi-lateral organisations they fund. The assessments present findings, including strengths and weaknesses. Recommendations are made through the regular governance channels, such as executive boards. Assessments cover areas of organisational effectiveness: Strategic, Operational, Relationships; and Knowledge. MOPAN assessments limit the proliferation of assessments by individual bilateral partners of multilateral organisations.

Institutions covered: AfDB; AsDB; FAO; GAVI; IFAD; ILO; IADB; UNAIDS; UNDP; UNEP; UNFPA; UNHCR; UNICEF; UNRWA; UN Women; World Bank

Use of results/information: MOPAN results are mainly used by bilateral partners for accountability to their respective governments, and for strategic resource allocation decisions. There is little evidence of use by organisations that are assessed. The governments in the countries in which assessments are done are aware of and involved in the assessment process, but little or nothing is known about their use of the information. MOPAN is improving the assessment methodology including a greater country-focus for the next round of assessments (2015-2018), and working on improving accessibility of its reports – making them more analytical and easier to read.

Mechanism: OECD-DAC Peer Reviews

Areas/issues covered: The Development Assistance Committee (DAC) reviews development cooperation efforts of each Committee member every 4-5 years. These reviews aim to improve the quality and effectiveness of development cooperation policies and systems, and promote partnerships for poverty reduction and sustainable development. These peer reviews seek to promote behaviour change of individual and collective DAC members, so that their development cooperation policies and systems

are effective. Peer reviews cover a DAC member, and include both development and humanitarian agencies of that member. DAC peer reviews place equal emphasis on accountability and learning.

Institutions covered: All members of the Development Assistance Committee

Use of results/information: Results of the review are presented to the reviewed member for discussion and response. The final report is made public and there may be a follow-up after 18-24 months to see what actions have been taken by the reviewed member.

6.2 Possible changes at the global level

1. A major change at the global level is the need for global mechanisms to respond to the universality of the SDGs. No single existing global mechanism can cover the broad scope of the proposed SDGs. The synergies and complementarities of existing mechanisms will have to be exploited if the establishment of a completely new global mechanism is to be avoided.

2. Changes at the global level are already evident and are helping to shape monitoring, review and accountability for development cooperation post-2015. Collaboration between global mechanisms in the area of data already exists and could intensify.

3. With the articulation of the multi-layered nature of a monitoring, review and accountability framework for development cooperation, there might be greater awareness of the need for global mechanisms to be relevant to regional and national stakeholders. This could see more emphasis on incentives for national stakeholders to contribute to and use the information generated by global mechanisms. Rwanda, for example, has agreed to explore automatic data exchange between its Development Assistance Database and IATI information. There could also be more focus on strengthening the collaboration between global and regional mechanisms.

6.3 Challenges at the global level

Box 15 in Section 5 of the scoping study identified systemic gaps in existing global and regional mechanisms. In addition to these systemic gaps, the interviews for the scoping study identified the following issues (see Box 17):

Box 16: Challenges at the global level

1. Global mechanisms not harmonised	Global mechanisms are not harmonised horizontally with other global mechanisms. Global mechanisms have emerged at different points in the history of development cooperation, and each mechanism was designed to fulfil a specific purpose or need identified at the time of its establishment. While each mechanism undoubtedly has a sound rationale when seen in isolation of other mechanisms, overlaps between mechanisms are not uncommon. The UNDESA survey for the DCF and the GPEDC survey have overlaps in respect of indicators on mutual accountability, for example, though the targets are aligned and efforts are made for Member States to be able to respond with the same data sets to both surveys, even though the UNDESA survey enables more detailed responses. There is an overlap between global mechanisms in terms of the institutions covered. For example, MOPAN, COMPAS and IATI cover multi-lateral development

	banks, albeit different aspects that are being covered by each mechanism.
2. Limited relevance of global mechanisms for national actors	The design of global mechanisms does not take the needs and capacities of national actors sufficiently into account. As a result, several countries do not see the relevance of global mechanisms for their work at country level and are not likely to participate or contribute. The issue of national level ownership in the design of global monitoring, review and accountability mechanisms was raised by several key informants.
3. Heavy reporting burden on countries	There are multiple monitoring and accountability mechanisms at the regional and global level, each addressing particular aspects of development cooperation. However, with so many global monitoring, review and accountability mechanisms, the reporting burden on countries is increased.
4. Insufficient feedback from global to national level	Global monitoring, review and accountability mechanisms collect large volumes of data from countries. The flow of information is usually unidirectional from the national level to the global level, and the results of these data collection and reporting exercises are not always fed back to the national level in ways that are useful to countries.

6.4 Proposals for the global level

1. **Defining key features for design of a multi-layered monitoring and accountability framework for international development cooperation** as a useful starting point. These features could include:

   - Inclusiveness of all countries and a diversity of partners and stakeholders, multi-polar partnerships, including citizens and multi-stakeholder partnerships, yet recognizing the need for differentiation
   - Comprehensiveness of coverage, yet maintaining a focus on development cooperation issues
   - Minimising rather than increasing the reporting burden at country level
   - Roles and responsibilities to be clearly defined – who is accountable to whom and for what and for what purpose?
   - Efficiency and value-added of the monitoring and accountability framework for countries at different stages of development that have varying capacities
   - Independent periodic reviews of progress against goals and targets

2. **Global mechanisms should be harmonised through division of labour that capitalises on the comparative strengths of the various global mechanisms that exist:** In just one example, the decision taken by the DCF Advisory Group and the GPEDC Steering Committee to establish an informal working group to draft an action plan for strengthening

complementarities and synergies between the DCF and GPEDC processes is a step in the right direction.

3. **National actors should be involved in the redesign/adaptation of global mechanisms.** In this way, the global level will gain a better understanding of the information needs at the national (and regional) level, and design systems that can cater for these needs. Global mechanisms often require data from the national level. Involvement of the national level in the redesign/adaptation of global mechanisms can also assist in identifying data gaps at the national level, and where national capacities need to be developed.

4. **Practical actions should be taken to improve the use and accessibility of global data at regional, national and sub-national levels.** The provision of datasets that can be manipulated for analysis and the provision of analytical tools are among the practical options to improve accessibility and use of global data and analysis. The global level should identify incentives for use of their information by institutions at the national, sub-national and regional levels. Involving these levels in reviews of global mechanisms in substantive ways is one way to incentivise the national, sub-national and regional levels to use the results and related information generated by the global mechanisms. More inclusive steering structures can benefit all levels: global, regional, national and sub-national. The use of automatic data exchange should be encouraged.

5. **Analytical work at the global level should be strengthened through the exchange of data and information.** An attempt should be made at the global level to promote data and information exchange among the different global monitoring and accountability mechanisms. This could strengthen analytical work on accountability for development cooperation, as data can be drawn from multiple sources. Analytical work can also be strengthened through data information and exchange with regional mechanisms.

6. **Global mechanisms should strengthen cooperation with regional mechanisms.** Ways should be explored to strengthen cooperation with the regional level of a multi-layered monitoring, review and accountability framework for development cooperation. This would involve having a clear division of labour between the global mechanisms and regional mechanisms to avoid duplication and to develop synergies. Supporting the development of regional standards for monitoring and accountability is another vehicle for strengthening cooperation between the global level and regional mechanisms.

7. **Global mechanisms should reduce the reporting burden on countries.** One option for reducing or limiting the reporting burden on programme countries is for global mechanisms to use performance assessment frameworks used by programme countries to lead reviews of partner country performance and commitments at the regional and global levels. Programme country and development partner performance assessments frameworks of programme countries could be enhanced/adapted for this purpose.

6.5 Distinctive roles of each level of a multi-layered framework

The scoping study attempted to capture the distinctive roles of each level of the multi-layered monitoring and accountability framework. What is evident from the analysis is that this is not about a hierarchical relationship between the different levels. Each level has a distinctive role and responsibilities, yet must work in a mutually reinforcing manner. Figure 1 is an attempt to capture these roles and the collaborative nature of the relationship among the different levels.

Figure 1: Roles of the national, regional and global levels in a multi-layered monitoring, review and accountability framework for development cooperation
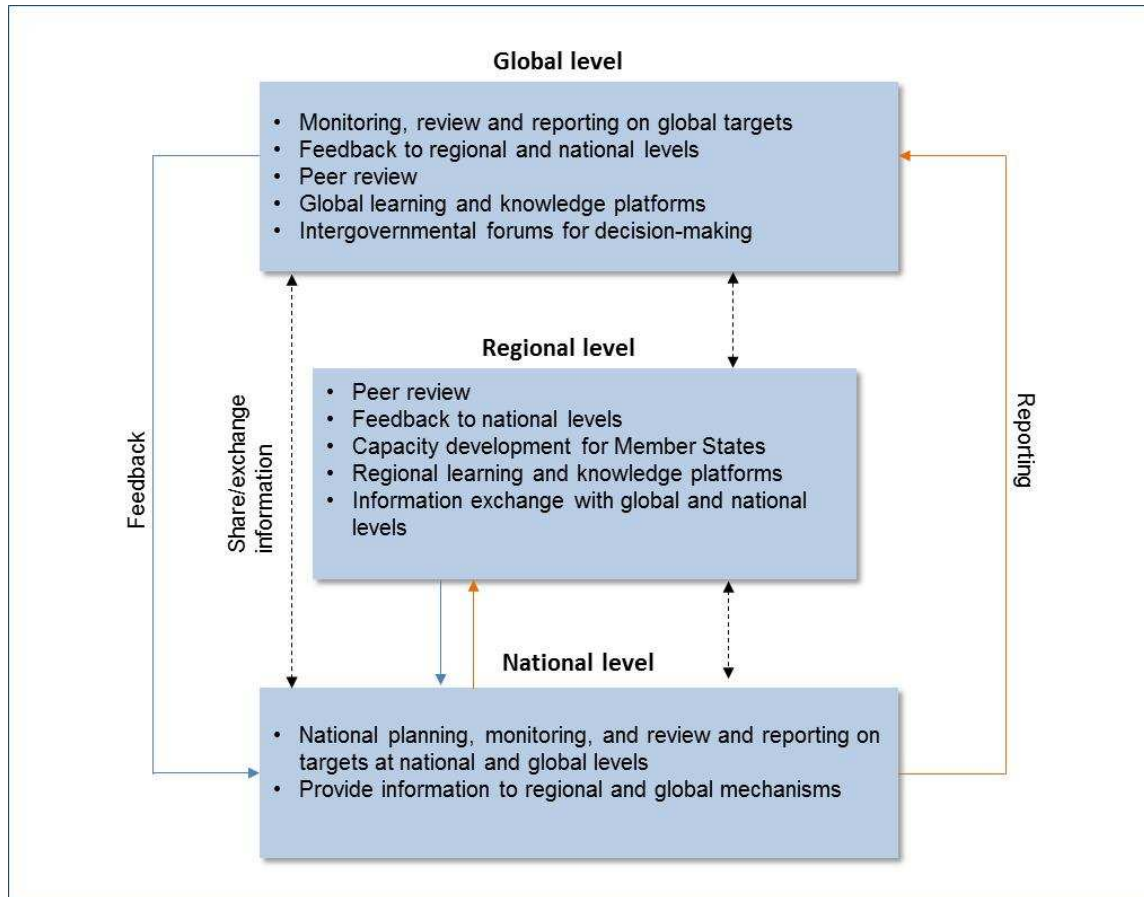
7 Conclusions and Proposals for further research

7.1 Key messages from the scoping study

The scoping study attempted to identify the key changes and challenges for monitoring and accountability of development cooperation for a post-2015 development agenda. It analysed these changes and challenges at the national, regional and global level. The following are key messages emerge:

1. **Monitoring development cooperation commitments for financing and other means of implementation for a post-2015 development agenda will be a challenging task for United Nations member states and other stakeholders.** The complexity of the task should not be under-estimated. The fact that several of the targets in proposed SDG 17 and other SDGs are not easily amenable to measurement should not however negate the relevance of these targets. There is continuous improvement in the field of measuring development cooperation that can inform the measurement of SDG targets in the future. It will require sound technical expertise to define indicators that are measurable, and for which data collection is not too onerous. The process of defining indicators should be transparent and inclusive.

2. **Political leadership on the part of all governments is an essential ingredient for effective monitoring, review and accountability of development cooperation**. The implementation of proposals identified in the scoping study requires political commitment at the global level, as well as financial and other resources for implementation. It also requires a willingness to be open to frank discussion when progress on implementation is lagging. These will be important considerations in the monitoring, review and accountability of development cooperation in a post-2015 development agenda.

3. **The scoping study confirms that there is no need to develop new mechanisms**. There are many accountability mechanisms for development cooperation at the national, regional and global levels. The task at hand is to rationalise these mechanisms, ensure that they have adequate legal authority, address existing systemic gaps, identify complementarities and strengthen coherence among mechanisms to enhance their collective effectiveness as a holistic framework for monitoring, review and accountability of development cooperation commitments.

4. **There are several capacity gaps and challenges at the national level that need to be addressed.** These include both policy gaps and insufficient capacities to plan and develop monitoring frameworks and report on results. Strengthening national capacities will contribute to the effectiveness of the overarching multi-layered framework for monitoring, review and accountability for development cooperation post-2015.

5. **The scoping study identified several practical proposals to support the implementation of monitoring, review and accountability of development cooperation at the national level**. Key proposals include:

   i. All countries will require effective national development cooperation policies that are closely linked with broader sustainable development policies; reflect a broader range of financing and means of implementation beyond traditional ODA; and bring together multiple, diverse actors.

    ii. Programme countries should be supported in adapting existing national monitoring frameworks or developing new ones for a post-2015 development agenda.

    iii. All countries should improve their tracking of gender equality and women's empowerment in development cooperation.

    iv. Governments should strengthen their national development coordination units, and where appropriate; partners should support capacity development of these units in programme countries.

    v. Parliaments and other actors should invest in developing parliaments' capacity for independent research and analysis of development cooperation issues.

    vi. Politicians and senior government officials, as the principal policy-makers and decision-makers on development cooperation issues, should be sensitised to the availability of data and information that can inform their policies and their decisions. The value of data and information should be demonstrated to politicians in practical ways to persuade them to use the information.

6.   **Monitoring, review and accountability at the national level are undoubtedly the foundation of a multi-layered monitoring and accountability framework. However, the regional and global levels too have critical roles to play in the overall architecture.** Monitoring, review and accountability of development cooperation will not be effective without mechanisms for engaging and holding governments answerable at the global level for the commitments they make. The value-added of the regional level is in its ability to facilitate mutual learning and knowledge sharing among countries within the region, and to provide a channel for smaller states to have a voice on development cooperation issues at the global level. The regional level, supported by independent institutions, in this sense can be, like the global level, an amplifier of the voice of less powerful and less-resourced states.

7.   **Non-state providers, namely, philanthropic foundations and the private sector are important partners in development cooperation, not only in terms of financial resources, but also in terms of know-how, technology and capacity building, and innovative approaches to development problems.** Creative ways are required for bringing them into monitoring, review and accountability systems for development cooperation. Partnership frameworks, for example, will need to be sufficiently flexible for philanthropic foundations and the private sector to leverage their agility and provide risk finance for development.

8.   **Proposals for monitoring, review and accountability for development cooperation could be applied more generally to monitoring, review and accountability of the SDGs and post-2015 development agenda:** It should be noted that the proposals made for the global level monitoring, review and accountability of development cooperation could also be applied more generally to monitoring, review and accountability for the SDGs and post-2015 development agenda as a whole; the same defining features apply. As noted in the introduction to the scoping study, monitoring, review and accountability for development cooperation should be an integral part of monitoring, review and accountability for the broader post-2015 development agenda.

7.2 Proposals for further research

The scoping study covered a broad and complex topic of monitoring, review and accountability for development cooperation. It was not feasible to deal in depth with some issues, and the following are proposed for further research:

1. **Non-financial commitments:** The scoping study did not explore sufficiently the non-financial commitments of SDG 17, particularly the commitments relating to technology. It would be useful to examine more closely the relationship between technology transfer targets and capacity building targets. Given the importance of capacity building and capacity challenges, it would be useful to research how the measurement and monitoring of capacity building can be improved.

2. **Development cooperation policies in partner countries**: With an ambitious unified and universal development agenda to be financed in a post-2015 era, national development cooperation policies in partner countries will gain greater importance. Such policies can go beyond sectoral priorities and include information on allocation, effectiveness and policy coherence for development. It could also explain the use of different development cooperation modalities, including international public and private finance to leverage other resources. It would be valuable to determine the state of play of existing partner country policies in this area and assess partner countries considerations in adapting them to support implementation of the post-2015 development agenda.

3. **Role and participation of sub-national (local and regional) governments:** The role of sub-national governments in a multi-level monitoring, review and accountability framework for development cooperation post-2015 requires further research. In particular, it would be valuable to understand how they perceive their role in development cooperation, and what would be effective platforms for them to share knowledge and learn from other actors.

4. **Citizen-based monitoring:** Citizens, either as beneficiaries of development cooperation or as contributors to development cooperation through taxes too often play only a peripheral role in the monitoring of development cooperation. Research could be conducted on how citizen-based monitoring can be used to strengthen monitoring, review and accountability for development cooperation at the local level.

5. **Impact of the private sector:** While there are expectations that the private sector will play an important role in development cooperation in the post-2015 era, little is known at national level about the quality, effectiveness and impact of its current contributions, including through corporate social responsibility and corporate social investment initiatives. The research on the private sector should not be confined to large corporations. Small and medium enterprises are drivers of growth and employment in developing countries and their potential role and contribution to development cooperation, especially at the local level, should be researched. Little is known about the role of social enterprises, and they too should be considered for research.

6. **Role and participation of trade unions**: Much of the discussion on the role of civil society in post-2015 development cooperation has centred on non-governmental organisations. Trade unions, although they form part of civil society, are sufficiently distinctive in form and character from non-governmental organisations to warrant separate treatment. Several aspects of SDG 17, for example, trade, technology transfer, and public-private partnerships, may be relevant to trade unions. Further research is

required on the role of trade unions and how best to engage them in monitoring, review
and accountability for development cooperation.

7. **Southern philanthropic organisations:** Philanthropy is part of the culture of many
developing countries, though not in the form of the large philanthropic foundations of
the global North. Research on the changing forms of philanthropy in the global South
could contribute to a better understanding of how philanthropy works in developing
countries and how domestic philanthropy can be harnessed for domestic resource
mobilisation.

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Annex B: List of persons consulted

Key informant interviews

Alessandro Motter, Inter-Parliamentary Union

Alfred Schuster, Pacific Island Forum Secretariat (written input)

Björn Gillsater, Multilateral Organisation Performance Assessment Network (MOPAN)

Danila Boneva, UNDP, Rwanda

Elaine Venter, UNDP Regional Service Centre, Addis Ababa, Ethiopia

Eleanor Maeserera, Africa Forum and Network on Debt and Development (AFRODAD)

Gladys Ghartey, Ministry of Finance and Economic Development, Ghana

Heather Grady, Rockefeller Philanthropy Advisors

Hildegard Lingnau, Senior Counsellor, Development Co-operation Directorate, OECD

Hugo Gorst-Williams, Department for International Development, United Kingdom

Jeannet Lingan, Publish What You Fund

Jennifer Smith, Department for International Development, United Kingdom

Jonathan Glennie, Independent Consultant

Julia Sattelberger, Development Co-operation Directorate, OECD

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Martin Rivero, Uruguay Agency for International Cooperation, Uruguay

Noumea Simi, Assistant CEO, Ministry of Finance, Samoa (written input)

Purushottam Ghimire, National Planning Commission, Nepal (written input)

Robin Toli, International Development Cooperation, National Treasury, South Africa

Ronald Nkusi, Ministry of Finance and Economic Planning, Rwanda

Seema Naran, International Development Cooperation, National Treasury, South Africa

Taurai Chiraerae, Africa Forum and Network on Debt and Development (AFRODAD)

Virginia Renau, Uruguay Agency for International Cooperation, Uruguay

Annex C: Sustainable Development Goal 17

Goal 17 of proposed SDGs: Strengthen the means of implementation and revitalize the global partnership for sustainable development

Type of commitment	Targets for Sustainable Development Goals as proposed by OWG
Finance	17.1 strengthen domestic resource mobilization, including through international support to developing countries to improve domestic capacity for tax and other revenue collection
	17.2 developed countries to implement fully their ODA commitments, including to provide 0.7% of GNI in ODA to developing countries of which 0.15-0.20% to least developed countries
	17.3 mobilize additional financial resources for developing countries from multiple sources
	17.4 assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt finance, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries (HIPC) to reduce debt distress
	17.5 adopt and implement investment promotion regimes for LDCs
Technology	17.6 enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation, and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, particularly at UN level, and through a global technology facilitation mechanism when agreed
	17.7 promote development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including concessional and preferential terms, as mutually agreed
	17.8 fully operationalise the Technology Bank and STI (Science, Technology and Innovation) capacity building mechanisms for LDCs by 2017, and enhance the use of enabling technologies in particular ICT
Capacity building	17.9 enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South and triangular cooperation
Trade	17.10 promote universal, rules-based, open, non-discriminatory and equitable multi-lateral trading system under the WTO including through the conclusion of negotiations within its Doha Development Agenda
	17.11 increase significantly the exports of developing countries, in particular with a view to doubling the LDC share of global exports by 2020
	17.12 realize timely implementation of duty-free, quota-free market access on a lasting basis for all least developed countries consistent with WTO decisions, including through ensuring that preferential rules of origin applicable to imports

	from LDCs are transparent and simple, and contribute to facilitating market access
Systemic issues	
Policy and institutional coherence	17.13 enhance global macroeconomic stability including through policy coordination and policy coherence
	17.14 enhance policy coherence for sustainable development
	17.15 respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development
Multi-stakeholder partnerships	17.16 enhance the global partnership for sustainable development complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technologies and financial resources to support the achievement of sustainable development goals in all countries, particularly developing countries
	17.17 encourage and promote effective public, public-private and civil society partnerships building on the experience and resourcing strategies of partnerships
Data, monitoring and accountability	17.18 by 2020, enhance capacity building support to developing countries, including LDCs and SIDs, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts
	17.19 by 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement GDP, and support statistical capacity building in developing countries

Annex D: Compendium of monitoring, review and accountability mechanisms and practices

The following is a compendium of monitoring, review and accountability mechanisms and practices at national, regional and global levels. The purpose of the compendium is to share information and encourage policy makers and practitioners to contact the relevant institutions to learn more about these mechanisms and practices. The compendium presented in this annex is not exhaustive and serves as a starting point for a more comprehensive resource.

I. National mechanisms and practices

Nepal: Portfolio Performance Review

The Nepal Portfolio Performance Review (NPPR) takes place annually under the leadership of the Government of Nepal. The NPPR is organised jointly with Development Partners (DPs) and provides the space for dialogue between the Government and Development Partners on the performance of the 'aid portfolio'. By 2013, a total of 11 Development Partners were members of the NPPR. The annual performance review covers five cross-cutting themes, namely:

- Public Financial Management
- Procurement Management
- Human Resource Management
- Management for Development Results
- Mutual Accountability

The NPPR also considers sectoral performance, for example, in the areas of local governance, and agriculture. The Government has noted in its NPPR Report (2013) that discussions during the reviews are not sufficiently results focused. In the cross-cutting theme of Mutual Accountability, the NPPR report (2013) highlights the need to improve the data in the Aid Management Platform, and the need to be more specific about what needs to be done for transparency and predictability of aid, with measurable indicators to assess performance.

Link: www.mof.gov.np/en/archive-documents/nppr-2014-67.html

Rwanda: Donor Performance Assessment Framework

Rwanda launched its Donor Performance Assessment Framework (DPAF) in 2009. The DPAF is an integral part of the Rwanda's mutual review process and seeks to strengthen mutual accountability at the country level. The DPAF is informed by national as well as international agreements on the quality of development assistance to Rwanda. The DPAF reviews the performance of bilateral and multilateral donors against indicators on the quality and volume of development assistance. The focus of the DPAF is on development assistance. It is distinct from the Common Performance Assessment Framework that reviews performance against agreed indicators and targets set out in Rwanda's Economic Development and Poverty Reduction Strategy.

The DPAF covers OECD-DAC donors who are signatories to the Paris Declaration and excludes humanitarian assistance provided by United Nations entities such as the World Food Programme and the UN High Commission on Refugees. A total of 16 donors were assessed in

the 2012-2013 assessment cycle. The results of these assessments are disaggregated at the level
of individual donors and discussed at the Development Partners Coordination Group.

The table shows the Key Result Areas and associated indicators used to assess the performance
of donors.

Key Result Area	Indicators
A. Financing national strategies in support of the MDGs and Vision 2020	A1: % ODA recorded in the national budget (PD indicator 3) (ratio inverted where % disb > % budgeted) A2: % ODA for GoR sector delivered by GoR agencies
B. Use of national systems and institutions for strengthened ownership, sustainability and reduced transaction costs	B1: % ODA disbursed using GoR budget execution procedures (PD indic 5a) B2: % ODA disbursed using GoR auditing procedures (PD indic 5a) B3: % ODA disbursed using GoR financial reporting systems (PD indic 5a) B4: % ODA disbursed using GoR procurement systems (PD indic 5b)
C. Facilitating longer-term planning and implementation through predictable development financing	C1: % of ODA covered by indicative forward spending plans provided at the country level C2: Non-binding indication of future aid to cover at least 3 years ahead, on a rolling basis and according to GoR fiscal year? (Y/N) C3: % ODA delivered in the year for which it was scheduled (PD indic 7)
D. Reduction of transaction costs and strengthening of partnerships through the adoption of harmonised approaches.	D1: Number of missions without GoR authorisation held during Silent Period D2: % of total missions that are joint (PD indic 10a) D3: % of donor analytic work that is coordinated (PD indic 10b)
E. Streamlining delivery at the sector level through effective use of comparative advantage	E1: Average number of sectors of intervention per donor (Aggregate and individual DP level) as per the DoL. E2: Percentage of their total aid portfolio for the country that the funding to DoL 3 sectors, GBS and SBS represents (Individual DP Level)
G. Budget support provided in a manner that enhances ownership, predictability and reduces transaction costs. (applicable to donors providing budget support)	G1: Donors informing the Government of the anticipated volume of budget support, both general and sector, to be provided over the next 3-year MTEF period at least 6 months prior to the beginning of the fiscal year in question? (Y/N) G2: BS donors confirming to the Government within 6 weeks of the completion of the backward looking review the exact amount, including the amount granted under a variable tranche (if applicable) to be disbursed in the next fiscal year? (Y/N) G3: % of BS disbursed within the first quarter of the GoR fiscal year. G4: % of BS disbursed within first six months of the GoR fiscal year for which it was scheduled G5: Donor adheres fully to common conditionality (CPAF and SBS MoUs)? (Y/N) G6: Donor adheres fully to partnership framework (BSHG MoU)? (Y/N) G7: % of BS disbursed in or before the month it was scheduled and within the GoR FY it was planned

Source: Government of Rwanda: Ministry of Finance and Economic Planning, Donor Performance Assessment
Framework 2013-2013

Link: www.minecofin.gov.rw/ and www.devpartners.gov.rw/index.php?id=25

Zambia: Mutual Accountability Framework

The Government of Zambia introduced its *Mutual Accountability Framework for Aid and Development Effectiveness in Zambia* in 2013. The MA framework is one of the Government's responses to the findings of the evaluation of the Paris Declaration in 2010 and Paris Declaration Survey (2011) that found that Zambia had made slow progress with the implementation of the Paris Declaration indicators. Most of the challenges for Zambia were in the areas of Mutual Accountability and Results-Oriented Frameworks. The MA framework drew on the lessons learnt in the course of implementing the Paris Declaration, and represents Zambia's commitment to the Global Partnership of Effective Development Cooperation.

The MA Framework seeks to:

i. Encourage Cooperating Partners (donors) to complete the unfinished business of the aid effectiveness agenda as captured in commitments to the Paris Declaration (2005), the Accra Agenda (2008) and Busan (2011).

ii. Provide an operational foundation for the Government and Cooperating Partner investments to address Zambia's national development objectives as identified in the Sixth National Development Plan. The MA Framework links Cooperating Partner investments through the Joint Assistance Strategy for Zambia.

iii. Commit signatories to work together for Zambia to transition from ODA in the longer-term, by supporting the Government's capacity to mobilise, coordinate and effectively and accountably manage its own resources to support sustainable and broad-based development.

The MA Framework is guided by principles of performance measurement, management, and accountability as a means to improve efficiency of aid delivery and deliver development results and value for money. The MA Framework contains a MA monitoring framework with indicators and targets. Dialogue between the Government, Cooperating Partners and other stakeholders is seen as pivotal to the success of the MA Framework, and architecture to promote dialogue are elaborated in the framework document. The elements of the dialogue architecture are summarised in the table below:

Dialogue mechanism	Description
High Level Policy Dialogue	A joint policy dialogue meeting at Ministerial and Ambassadorial level. This is the highest meeting in the Dialogue Architecture. Government convenes the meeting and invites Cooperating Partners, middle-income countries, civil society organisations, and the private sector. The policy dialogue discusses the country's development challenges, aid effectiveness issues, and policy responses.
Mutual Accountability Review	This is a new joint policy review meeting that reviews progress made with the implementation of the Mutual Accountability Framework, as measured through the indicators in the Mutual Accountability Monitoring Framework.
Secretary to the Treasury and the Cooperating Partners Group Troika	These meet monthly to discuss aid and development effectiveness agendas at the policy level
Sector dialogues	Zambia has Sector Advisory Groups that involve the Government and Cooperating Partners. These groups discuss sector policy, planning and budgeting, as well as monitoring development results. Discussions from

	the sector dialogues feed into the High Level Policy Dialogue. The framework proposes Joint Annual Sector Reviews to enhance sector coordination, alignment and transparency as well as joint learning.
Thematic dialogues	The MA Framework proposes thematic dialogue fora, for example, the Mutual Accountability Group, the Joint Monitoring, Evaluation and Statistics Group, and the Public Finance Management Group.

Link: http://zambiamf.africadata.org/en/ResourceCenter

II. Regional peer review mechanisms

Pacific Islands Forum: Cairns Compact and Peer Review

The Cairns Compact on Strengthening Development Coordination committed Pacific Island Forum Leaders to make more effective use of domestic and external development sources in order to accelerate the achievement of the MDGs, which had been lagging behind. In addition to the annual tracking report on the achievement of the MDGs, the Cairns Compact has initiatives of peer reviews of national institutions, policies and systems.

The peer review of Pacific Island Forum countries' systems of planning, budgeting, financial management and aid management is a mechanism for supporting country efforts to strengthen their institutions and capacities to prioritise, allocate and use domestic and external resources more efficiently. Peer reviews are also valuable mechanisms for sharing good development practices and lessons learned, not only among Pacific Island countries, but also with providers of development cooperation. All 13 countries that are members of the Pacific Island Forum have been through a peer review process voluntarily. The peer review for New Zealand is currently underway.

The peer reviews are conducted by government officials and development partners, an involve engagement with a range of government officials, parliamentarians, civil society and the private sector. A country review report is produced at the end of the review process and presented to the relevant Pacific Island government. The reviews aim to adopt a balanced approach by ascertaining what is working, what can be improved, and practical advice to make the improvements. The peer review process builds solidarity among countries in the region, as they often have common issues that require a regional 'solution'. Development partners also benefit from the peer reviews as they assist in prioritising the areas where support is needed.

Link: www.forumsec.org

Africa Peer Review Mechanism (APRM)

The Africa Peer Review Mechanism was conceptualised and developed by African countries under the auspices of the New Partnership for Africa's Development (NEPAD). It is a voluntary mechanism that seeks to enhance governance in Africa through a process of peer review. The primary purpose of the APRM as expressed in The Objectives, Standards, Criteria and Indicators document (NEPAD/HSGIC-03-2003/APRM/Guidelines/OSCI 9 March 2003) is:

"To foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and

*continental economic integration through experience sharing and reinforcement of successful
and best practices, including identifying deficiencies and assessment of requirements for
capacity building."*

The APRM was launched in 2003 and is open to all Member States of the African Union who sign
a Memorandum of Understanding to initiate their participation. A total of 33 countries have
acceded to the APRM (Algeria, Angola, Benin, Burkina Faso, Cameroon, Chad, Djibouti, Egypt,
Ethiopia, Gabon, Ghana, Kenya, Lesotho, Liberia, Malawi, Mali, Mauritania, Mauritius,
Mozambique, Niger, Nigeria, Republic of Congo, Rwanda, Sao Tome & Principe, Senegal, Sierra
Leone, South Africa, Sudan, Tanzania, Togo, Tunisia, Uganda, and Zambia) and 17 countries have
completed the review process.

The scope of the APRM is broader than the monitoring and accountability for development
cooperation. The APRM is comprehensive in its coverage and has four thematic areas, namely:

- Democracy and Political Governance
- Economic Governance and Management
- Corporate Governance
- Socio-economic Development

The review is not confined to the executive arm of government. It includes the legislature, the
judiciary, the private sector, civil society and the media. The review process involves a
preparatory phase prior to the Review Mission which lasts for about three weeks. During the
Review Mission, the review team interacts with a broad range of national stakeholders
including government, civil society, trade unions, youth groups, parliamentarians, banks,
professional bodies, and women's organisations. An important aspect of the review process is
the space that it provides stakeholders to dialogue on a range of governance and socio-
economic development issues.

The Africa Peer Review Forum governs the APRM and is a Committee of Participating Heads of
State and Government of the Member States that have acceded to the APRM. The APR Forum is
the highest decision-making body of the APRM. The APR Panel of Eminent Persons appointed by
the APR Forum is responsible for oversight of the APRM process and selects and appoints the
APR mission teams to conduct the country reviews.

 Link: http://aprm-au.org/

III. Global review mechanisms

International Aid Transparency Initiative (IATI)

IATI is a voluntary, multi-stakeholder initiative aimed at improving the transparency of aid, development and humanitarian resources and so increase their effectiveness in tackling poverty. Initiated in 2011, the intention of IATI is to make this information easier to access, understand and use. To achieve this, IATI has established a common standard (*IATI Standard*) for electronic publication data on development cooperation activities that is timely, comprehensive and forward-looking. The need for a common standard was identified in the Busan Partnership Agreement. The IATI Standard is intended for use by all organisations working in development, including those in government, private sector organisations and civil society organisations.

By end December 2013, about 300 organisations had published data through IATI (64% were international non-governmental organisations). By December 2013, IATI had 22 partner countries (developing countries) that endorsed IATI (Bangladesh, Burkina Faso, Colombia, Democratic Republic of the Congo (DRC), Dominican Republic, Ghana, Honduras, Indonesia, Lebanon, Liberia, Madagascar, Malawi, Moldova, Montenegro, Nepal, Papua New Guinea, Republic of Congo, Rwanda, Sierra Leone, Syria, Tanzania and Vietnam).

IATI is governed by a *Steering Committee* that has membership open to governments of developed and developing countries, foundations, and other non-governmental organisations that are committed to the aims and objectives of IATI. It provides strategic guidance and oversees the work of the *Technical Advisory Group* (TAG) and the *Secretariat*. The TAG comprises publishers, developers, data users and transparency advocates. It provides advice on improvement, development and adaptation of the IATI standard to meet the needs of IATI stakeholders. The Secretariat is responsible for implementing the workplan and budget approved by the Steering Committee and reports progress to the Steering Committee. This includes assisting members with improving the range and quality of information they publish; expanding the membership and impact of IATI; fostering peer learning amongst partner countries; supporting accessibility and use of IATI data; and encouraging multi-stakeholder discussions on transparency of development cooperation.

Link: http://www.aidtransparency.net/

Multi-lateral Organisation Performance Assessment Network (MOPAN)

MOPAN is a network of 19 partners (all members of the Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC), interested in the performance of the multi-lateral organisations they fund. It was established in 2002 to harmonise donor approaches to assessing the organisational effectiveness of multilateral organisations. The following countries are members of MOPAN (2014): Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Japan, Luxembourg, The Netherlands, Norway, Republic of Korea, Spain, Sweden, Switzerland, the United Kingdom and the United States of America. MOPAN is supported by a secretariat hosted by the OECD since 2013. The MOPAN Secretariat coordinates the Network and the assessment process.

Each year typically four multi-lateral organisations are assessed in several developing countries (six in 2014) in three to four regions. The assessment covers four areas of organisational effectiveness: Strategic Management, Operational Management, Relationship Management, and

Knowledge Management; and since 2012 the assessment includes the results achieved by the multi-lateral organisation being assessed. Data for the assessment are collected through surveys, reviews of documents published by the organisation being assessed, as well as consultations with staff from the assessed organisation. The primary sources of data are:

- MOPAN member officials at headquarter level, including missions, delegations, and representations, and at country level in the selected survey countries.
- MOPAN member officials at country level.
- Multi-lateral organisations' direct partners at country level. These include government representatives, the private sector, non-governmental organisations, and other civil society organisations.

The assessments generate information to assist MOPAN members in meeting their domestic accountability requirements. It is important to note that MOPAN does not rank the performance of the multi-lateral organisations assessed. The findings, which include strengths and weaknesses of the organisation, are used to promote dialogue between MOPAN members, multi-lateral organisations and direct partners on how to improve organisational learning and effectiveness. Country-specific findings of the assessment are presented to country-level stakeholders and used to promote dialogue at country level, on how to improve the multi-lateral organisation's effectiveness. Reports on each multi-lateral organisation assessment are published on the MOPAN website.

MOPAN regularly reviews its methodology to ensure relevance of the assessments to members' needs. From 2015, MOPAN will be implementing "MOPAN 3.0" – a revised approach to its assessments that includes an enhanced methodology for assessing contributions to development effectiveness.

Link: http://www.mopanonline.org/