

**A GPEDC Monitoring Framework Fit for Purpose:  
Delivering effective development cooperation  
in support of *Agenda 2030***

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**The Final Report of the Monitoring Advisory Group**

**Presented to:**

**The Steering Committee and Co-Chairs of the Global  
Partnership for Effective Development Cooperation**

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## I. Introduction

1. In January 2016, the international community officially launched the implementation of *Agenda 2030*, a universal and transformative plan to achieve 17 Sustainable Development Goals (SDGs). This Agenda calls for a revitalized global partnership in which all development actors – governments at all levels, civil society, the private sector, parliamentarians and international institutions – come together to maximize resources to achieve the SDGs as well as the *Addis Ababa Action Agenda* (AAAA) for financing development.

2. Development cooperation is a crucial resource for development partnerships. Together these are an essential “means of implementation” to achieve *Agenda 2030* and the commitments of the AAAA. The commitment is to “leave no one behind.” The four principles for effective development cooperation (country ownership, focus on country determined results, inclusive partnerships and accountability and transparency) are essential foundations for achieving this ambitious Agenda. (See Annex One)

3. Since the *Busan High Level Forum* in 2011, the Global Partnership for Effective Development Cooperation (GPEDC) has been a multi-stakeholder partnership, involving 161 countries, 56 international organizations, civil society organizations (CSOs), parliamentarians, the private sector, local governments and foundations. Efforts to strengthen the effectiveness of development cooperation over the past five years are not limited to technical and bureaucratic tasks to implement Busan commitments. Instead, they comprise a crucial responsibility to assure meaningful development outcomes for poor and vulnerable people.

4. An essential and distinctive contribution of the GPEDC has been its focus on accountability, strengthening political dialogue, and evidence-based learning through two rounds of systematic country-led monitoring (2013-14 and 2015-16). A ten-indicator Monitoring Framework (see Annex Two) reflects the core principles and priorities of the Busan commitments and seeks to capture evidence of progress. The second monitoring round involved GPEDC stakeholders in more than 80 developing countries, from which evidence has informed an analytical Progress Report. The 2016 Progress Report is intended to inform discussion and future commitments by the Global Partnership at its next High Level Meeting in Nairobi (HLM2) scheduled for November 2016.

### Creating the Monitoring Advisory Group

5. In 2014 the Steering Committee of the Global Partnership called for renewed attention to further develop, refine and strengthen the Monitoring Framework and its methodology, taking into account global commitments to *Agenda 2030* and AAAA, the value added of the GPEDC’s focus on effective development cooperation, and the interest of countries to participate in its second round of monitoring the Busan commitments.

At its meeting in January 2015, the Steering Committee authorized the creation of a 12-person experts Monitoring Advisory Group (MAG) (see Annex Three). The Steering Committee

understood that further work was required to ensure the conceptual and practical relevance of the Monitoring Framework to further *Agenda 2030* accountability efforts. The MAG's mandate and role (see Annex Four) has focused therefore on providing technical expertise and advice to the GPEDC Co-Chairs and the Steering Committee on the soundness of the current Monitoring Framework (its relevance, efficiency and usefulness), potential areas for strengthening the Framework, while considering synergies with the review process for *Agenda 2030*.

6. With the support of the OECD/UNDP Joint Support Team, the Monitoring Advisory Group, implemented a three-tier work-plan, which included three in-depth meetings to implement the work-plan from May 2015 to June 2016. Annex Five sets out this work-plan and the various interim products of advice submitted by the MAG over this past year.

7. This final report by the MAG brings together its advice in relation to five areas crucial to the future role of the GPEDC and the development of a relevant and useful post-HLM2 Monitoring Framework, in the context of *Agenda 2030*:

- i. Advice on synergies with *Agenda 2030* and its review processes;
- ii. Advice on a theory of change underpinning a renewed GPEDC mandate;
- iii. Advice on approaches to a revised post-HLM2 Monitoring Framework;
- iv. Advice on the relevance of existing indicators and potential new areas for indicators; and
- v. Advice on carrying forward the finalization of the Monitoring Framework.

The introduction to each section of this report highlights the main MAG observations and advice. It concludes with a number of self-reflections by MAG members on the experience of undertaking this work on behalf of the Co-Chairs and the Steering Committee.

## II MAG Advice on Synergies with *Agenda 2030* and its Review Processes

### MAG Observations and Advice

#### 1. **Maintain the GPEDC Monitoring Framework as a distinct and unique process in its own right that complements the SDG review process.**

The GPEDC adds value through a holistic framework and an inclusive process for assessing progress in effective development cooperation, which is implemented biannually at the country level. It builds on a decade of experience in country implementation, and as such, complements the UN follow-up and review process for *Agenda 2030* and supports the implementation of the *Addis Ababa Action Agenda*.<sup>1</sup>

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<sup>1</sup> See Global Partnership for Effective Development Cooperation, "What contributions will the GPEDC make to support the 2030 Agenda for Sustainable Development?" Background Paper for Global Partnership Steering Committee meeting 29 February – 1 March 2015, Lilongwe, Malawi, accessible at [http://effectivecooperation.org/wp-content/uploads/2016/02/2030-Agenda-GPEDC-contribution\\_16-02-05.pdf](http://effectivecooperation.org/wp-content/uploads/2016/02/2030-Agenda-GPEDC-contribution_16-02-05.pdf).

**2. Build on the linkages with SDG indicators.**

The GPEDC's Monitoring Framework and in particular GPEDC's Indicators One (results that meet developing country priorities) and Eight (gender equality) will play a crucial role in providing comprehensive data and analysis of progress, specifically with respect to indicators for SDG target 17.15 (respect policy space), 17.16 (enhancing global partnerships for sustainable development) and 5c (strengthen sound policies for gender equality).

**3. Strengthen the Framework to improve its relevance to 2030 Agenda.**

The Monitoring Framework has a unique role as it focuses on the strength of development partnerships and their alignment with the principles and commitments for effective development cooperation. Because of this, the Monitoring Framework should be strengthened and more closely related to an explicit theory of change to overcome current barriers to behaviour and institutional change.<sup>2</sup>

**4. Explore options for convergence of GPEDC monitoring and SDG review at country level and in global progress reporting.**

The MAG suggests that the JST and relevant Global Partnership Initiatives explore practical ways of convergence for implementing the GPEDC monitoring process with the SDG review process at country level, taking into account the experiences of the second monitoring round. This convergence has the potential to deepen political engagement with the GPEDC Framework. The JST should also advise the Steering Committee on practical options for coordination of the GPEDC biannual monitoring and the opportunities for synergies with SDG assessment and reporting progress.

**5. Review the planning processes for SDG reviews as submitted to the July 2016 HLPF.**

The MAG encourages the JST to facilitate a study of current planning processes for SDG country reviews (starting with those submitted to the July 2016 HLPF), with a view to understanding the issues in the practical integration of the GPEDC Monitoring Framework.

**Recognition of the principles for effective development cooperation in Agenda 2030**

8. *Agenda 2030* calls for a revitalized Global Partnership, "in a spirit of global solidarity, in particular solidarity with the poorest and with people in vulnerable situations." [*Transforming our world*, §39] The means to implement this highly ambitious and comprehensive *Agenda* focuses on the mobilization of dedicated domestic resources, but also looks to international public finance, multilateral organizations, as well as significant private sector and civil society resources, to fill

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<sup>2</sup> See also Coppard, D., and Culey, C., "The Global Partnership for Effective Development Co-operation's Contribution to the 2030 Agenda for Sustainable Development," Background Paper for 2015 Busan Global Partnership Forum, Seoul, Republic of Korea, November 23-24, 2015, accessible at [http://effectivecooperation.org/wp-content/uploads/2015/11/Plenary-1\\_Contribution-to-the-2030-Agenda-for-Sustainable-Development\\_FULL.pdf](http://effectivecooperation.org/wp-content/uploads/2015/11/Plenary-1_Contribution-to-the-2030-Agenda-for-Sustainable-Development_FULL.pdf).

financing gaps. The *Agenda* not only provides development cooperation with a potential new vision and political momentum, but also with immense challenges in implementation.

9. Development cooperation is clearly a critical resource for achieving the SDGs, not least because it is a unique source of finance whose purposes can be dedicated to “leaving no one behind.” For more than a decade, the GPEDC has focused on implementing principles and commitments to increase the effectiveness of development cooperation in the context of meeting the Millennium Development Goals.

10. The GPEDC has developed a monitoring process whose distinctiveness is driven by 1) its focus on effective development cooperation; 2) its reliance on country-led data collection; and 3) its inclusivity of all development actors, both in the implementation of the monitoring process at the country level, and in the global assessment of progress as full members of the Global Partnership.

11. The *Addis Ababa Action Agenda* ([AAAA](#), §58) recognizes the GPEDC principles for effective development cooperation as well as the complementary efforts of the GPEDC to improve the quality, impact and effectiveness of development cooperation. The principles for effective development cooperation, and the related GPEDC’s Monitoring Framework, are also highly relevant and useful for addressing key issues in the implementation of the SDGs (SDG 17).

### **Linking the GPEDC Monitoring Framework with SDG targets and indicators**

12. SDG Goal 17.16 calls for:

“enhancing global partnerships for Sustainable Development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries.” [[Transforming our World](#), 27/35]

The indicator for 17.16 is the “number of countries reporting progress in multi-stakeholder development effectiveness monitoring frameworks that support the achievement of the sustainable development goals.”

13. The GPEDC’s Monitoring Framework has been positioned to play a key role in providing comprehensive data and analysis with respect to the review of the indicators for SDG target 17.16. The OECD has proposed metadata for this SDG target, based on the GPEDC monitoring process:

“OECD and UNDP are currently supporting about 80 developing countries in collecting relevant data on a biennial basis through the GPEDC monitoring framework, and these organisations lead data aggregation and quality assurance at the global level. In addition, countries are increasingly institutionalising the data collection process within their national aid management systems and are reporting on a yearly basis.” [[Inter-Agency Experts Group on SDG Indicators](#), Metadata Indicator 17, page 32]

14. Similarly, the OECD has proposed that the GPEDC Monitoring Framework provides the basis for metadata for target 17.15: “Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development.” The indicator for this target is the “extent of use of country-owned results frameworks and planning tools by providers of development cooperation.” The OECD proposes data from Monitoring Framework (GPEDC Indicator One on the use of Country Results Frameworks by providers):

“Data collected will set a baseline for those 80 developing countries and for at least 75 official providers of development cooperation –including the 29 developed countries that are members of the OECD’s Development Assistance Committee as well as the six major multilateral organizations in terms of development finance (i.e. the World Bank, the International Monetary Fund, the United Nations Development Programme, African Development Bank, Asian Development Bank, and the Inter - American Development Bank).” [[Inter-Agency Experts Group on SDG Indicators](#), Metadata Indicator 17, page 29]

15. An effective GPEDC contribution of data and analysis for indicators 17.15.1 and 17.16.1 is not distinct from its efforts to strengthen the relevance and methodologies of its Monitoring Framework. The latter provides the content for the former. In order to contribute to the annual global review of progress for Goal 17 in the High Level Political Forum (HLPF), the GPEDC could consider drawing upon the most recent country data for countries voluntarily undertaking a SDG review for any given year.

16. The MAG also observes that GPEDC Indicator Eight (gender equality and women’s empowerment) will be a crucial source of data for SDG 5c: “Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.” The indicator for this goal is “Proportion of countries with systems to track and make public allocations for gender equality and women’s empowerment.” UN Women notes that this methodology builds on the experience of Indicator Eight in the GPEDC’s Monitoring Framework. [[Inter-Agency Experts Group on SDG Indicators](#), Metadata Indicator 5, page 47] See the MAG discussion of GPEDC Indicator Eight in Annex Six.

**The GPEDC’s Monitoring Framework and in particular GPEDC’s Indicators One (results that meet developing country priorities) and Eight (gender equality) will play a crucial role in providing comprehensive data and analysis of progress, specifically with respect to indicators for SDG target 17.15 (respect policy space), 17.16 (enhancing global partnerships for sustainable development) and 5c (strengthen sound policies for gender equality).**

### **Creating synergies with the follow-up and review processes for the SDGs**

17. A key practical issue is timing and avoiding parallel monitoring processes at the country level. Linking the implementation of the GPEDC Monitoring Framework and analysis of progress in effective development cooperation to the country level SDG reviews and global analysis of progress for the SDGs is very attractive to many countries. It has the potential to deepen political engagement with the Framework by stakeholders involved in both processes. By facilitating the



adaptation and convergence of these monitoring processes in relation to country priorities, the GPEDC, with its experience in country-led monitoring, will add value to global efforts to achieve the SDGs.

18. The GPEDC adds value through a holistic framework for assessing progress for effective development cooperation, which is implemented biannually at the country level. The MAG is strongly convinced that the analytical strength and value added of the GPEDC Framework is its holistic approach to indicators, which together address key elements of development cooperation practice from a multi-stakeholder and inclusive optic. MAG views in this regard were re-enforced by many comments made by GPEDC stakeholders during its consultations on the theory of change and indicator proposals.

19. The MAG encourages all actors, particularly those at the country level, to learn from and build on the country-driven experience of the GPEDC rounds of monitoring in developing an inclusive SDG review process. A balanced and active engagement of all stakeholders at the country level, with deliberate attention to needed resources and capacities, is a crucial enabling environment for an effective review process.

**The MAG suggests that the JST and relevant Global Partnership Initiatives explore practical ways of convergence for implementing the GPEDC monitoring process with the SDG review process at country level, taking account of the experiences of the second monitoring round. Such convergence can deepen political engagement with the GPEDC Framework. The JST should also advise the Steering Committee on practical options for coordination of the GPEDC biannual monitoring and the opportunities for synergies with SDG assessment and reporting progress.**

**The MAG encourages the JST to facilitate a study of current planning processes for SDG country reviews (starting with those submitted to the July 2016 HLPF), with a view to understanding the issues in the practical integration of the GPEDC Monitoring Framework.<sup>3</sup>** Such a study should work closely with relevant country level actors, including those who participated in Round Two, to ensure maximum efficiency and synergies in undertaking both GPEDC monitoring and SDG reviews at country level. Based on initial contributions to the 2016 HLPF, SDG processes at country level will vary considerably.

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<sup>3</sup> It is notable, for example, that the Philippines highlighted the GPEDC monitoring process in its report to the first High Level Political Forum in July 2016 which is the body mandated to assess progress in implementing the SDGs at the global level. See Government of Philippines, “Voluntary National Review at the 2016 High Level Forum on the Sustainable Development Goals,” accessible at [https://sustainabledevelopment.un.org/content/documents/10765PH%20VoluntaryNationalReview\\_FINAL.pdf](https://sustainabledevelopment.un.org/content/documents/10765PH%20VoluntaryNationalReview_FINAL.pdf). The Voluntary Review by the Republic of Korea also makes reference to GPEDC. See [https://sustainabledevelopment.un.org/content/documents/10632National%20Voluntary%20Review%20Report%20\(rev\\_final\).pdf](https://sustainabledevelopment.un.org/content/documents/10632National%20Voluntary%20Review%20Report%20(rev_final).pdf).

### **III. MAG Advice on a Theory of Change Underpinning a Renewed GPEDC Mandate**

#### **MAG Observations and Advice**

**6. Develop a GPEDC theory of change.**

The MAG recommends that the Steering Committee develop a GPEDC Theory of Change, in consultation with the GPEDC's primary stakeholder constituencies. This Theory of Change should form a foundation for a renewed GPEDC mandate for the Nairobi HLM2.

**7. Consider the MAG's implied theory of change.**

The MAG offers its considerations and representation of an implied theory of change to assist the Steering Committee process acting on the above recommendation for a GPEDC Theory of Change. See Exhibit One for the MAG implied Theory of Change (in relation to a relevant and useful monitoring process).

**8. Develop a GPEDC theory of change shaped by three contextual dimensions**

It is the view of the MAG that a GPEDC Theory of Change must be situated in the wider context for development cooperation in which the GPEDC and its different stakeholders operate. This context includes an emerging global development architecture shaped by *Agenda 2030*; the country/global dynamic in implementing commitments; and the interests of non-state development actors and non-traditional providers (SSC).

**9. Structure a theory of change informed by the question 'why?'**

The GPEDC Theory of Change should be informed by the question, "why," seeking an explanation and the reasons that change may or may not have happened as planned. This analysis and information can provide the foundation for refining what needs to be done to effect change in behaviour in development cooperation.

**10. Integrate some key factors affecting the implementing a theory of change in the 'real world.'**

If GPEDC is to develop a theory of change that works in the real world and at the country level, it will need to take into account and address a number of factors, including the following:

- i. Robust incentives for all actors are essential.
- ii. The role of evidence and evaluation is crucial.
- iii. All relevant actors must be inspired by, and identify their actions, with the Theory of Change.
- iv. Behaviour and institutional change takes time, sometimes a great deal of time.

## Developing a MAG theory of change for the GPEDC monitoring process

20. Over the past year, the MAG has concluded that the mandate and focus of the GPEDC, including its Monitoring Framework, would be strengthened through an agreed theory of change (ToC). A theory of change provides a rationale for what the GPEDC hopes to achieve. To facilitate its work on proposals for the Monitoring Framework, the MAG developed an implied theory of change in order to situate the country-led monitoring process in relation to GPEDC goals for behaviour and institutional change. It assessed the Monitoring Framework and the various indicators and their methodologies in this light.

21. In its [consultation on this implied Theory of Change](#), the MAG was encouraged by stakeholder interest in developing a full GPEDC Theory of Change. The clear view of the MAG, however, is that the GPEDC Theory of Change is beyond its remit. The role of the MAG is advisory not executive, and a definitive GPEDC Theory of Change must be led by the Steering Committee and have the proactive political and technical buy-in from its key stakeholders. This overarching theory of change should be owned and driven by the stakeholders of the GPEDC processes.

**The MAG therefore recommends that the Steering Committee develop a GPEDC Theory of Change, in consultation with the GPEDC's primary constituencies of stakeholders, as a foundation for a renewed GPEDC mandate for the Nairobi HLM2.**

**The MAG offers its considerations and representation of an implied theory of change to assist the Steering Committee process acting on the above recommendation (for a GPEDC Theory of Change). See Exhibit One for the MAG implied Theory of Change (in relation to a relevant and useful monitoring process).**

## Framing questions for a GPEDC Theory of Change

22. While a GPEDC Theory of Change must come from the partnership's main stakeholders, the MAG offers its advice on the main parameters for a theory of change based on its deliberations and experience examining the Monitoring Framework. These observations suggest some framing questions and issues that the GPEDC may want to address in defining a definitive theory of change and making it operational as an effective tool.

23. The MAG's motivation for developing an implied theory of change lay in the need to situate the monitoring process and how it might serve the purposes and goals of the GPEDC. Drawing from this analysis, in the MAG's view, it is essential that a GPEDC theory of change focus on three essential framing questions:

- i. How does a GPEDC theory of change add value to the current architecture of global development commitments (driven by the implementation of *Agenda 2030*)? Where does the GPEDC theory of change fit in the larger architecture of development cooperation?
- ii. How does a GPEDC theory of change take account of the various layers of GPEDC activity? How might it reflect GPEDC activities at the country level, in HQs of national and global

providers, in various Global Partnership Initiatives and learning processes, in the biannual High Level Meetings? How do and can these activities relate to each other?

- iii. How well does a global GPEDC theory of change, developed largely within a traditional architecture of development cooperation (provider/recipient), provide a driver for action with non-DAC middle-income providers and with other non-state actors (CSOs, private sector, trade unions, foundations, parliamentarians, local government), which participate in development cooperation?

24. Understanding the ways that a GPEDC theory of change is shaped by these contextual realities is essential. A theory of change may sufficiently define how the Partnership stakeholders understand their role and actions in the context of the GPEDC, but development cooperation operates in a broader complex environment with competing aims and political interests. These 'externalities' affect the capacities and interests of the Partnership stakeholders in realizing GPEDC commitments.

### **Situating the Theory of Change within key externalities**

#### ***A renewed GPEDC mandate and an emerging global development architecture shaped by Agenda 2030***

25. The GPEDC's theory of change and its renewed mandate are closely related. The GPEDC's mandate derives from specific international political agreements relating to effective development cooperation (Busan HLF, 2011, Mexico HLM, 2014), and the voluntary commitments and activities that should follow from them. These commitments seek behaviour and institutional changes. However, in setting out how such changes are to occur through the GPEDC, it is also essential to ask how these GPEDC commitments and processes fit and interact with commitments derived from *Agenda 2030* and the *Addis Ababa Action Agenda* (AAAA). What is the relationship between a GPEDC theory of change and an implied theory of change for achieving the SDGs? What are the niche areas that the GPEDC covers that the broader global processes in support of *Agenda 2030* do not? Some of these issues were discussed, with MAG recommendations, in the previous section of this report.

#### ***A complex global / country dynamic in implementing commitments***

26. A global GPEDC Theory of Change may be a guide to change, but its relevance will be determined more by the questions it highlights, and its flexibility to adapt to different country contexts. Robust commitments may be in global agreements; however, they must be made to work at the country level to have practical meaning for development outcomes.

27. Each country in which GPEDC operates has its unique political economy, which will affect how the work of the GPEDC is regarded. For example, commitments made at a global level by a development ministry of a developed country may become subsumed within domestic political priority setting of that provider government. An agreement to take actions in a partner country

may be undermined by a lack of institutional capacity. Understanding these factors in relation to each GPEDC country stakeholder is very important in shaping the elements of a theory of change.

28. For the MAG, applying these country considerations to a Monitoring Framework, several elements were seen to be important. These include strengthening global drivers for change within the particular political environment of a given country; deliberate efforts to improve the quality of data and the capacities to collect relevant data; and shaping the process of monitoring at country level to create incentives for further dialogue and sustainable behaviour change. Partner countries sometimes noted that they observe different provider behaviour at HQ and country level. What are the factors that affect these differences and how can they be addressed in a comprehensive theory of change for the GPEDC?

### ***Taking account the interests of non-state development actors and non-traditional providers***

29. How can a GPEDC theory of change, derived from global agreements, fit with actors for whom the purview of these agreements (effective development cooperation) may not be their core focus – e.g. private sector? Does/should this theory of change speak to all actors involved broadly in development or those directly involved in development cooperation? Instead, should it focus on “the willing” – on the core business of DAC donors, some non-DAC providers, and selected non-state actors involved in development cooperation? The MAG has suggested that the purview of the GPEDC’s Monitoring Framework focus on behaviour change within the scope of development cooperation, and the use of public resources to this end (see below).

**It is the view of the MAG that a GPEDC Theory of Change must be situated in the wider context for development cooperation in which the GPEDC and its different stakeholders operate – an emerging global development architecture shaped by Agenda 2030; the country/global dynamic in implementing commitments; and the interests of non-state development actors and non-traditional providers (SSC).**

### **Issues to consider in operationalizing a GPEDC Theory of Change**

30. A theory of change can define what change is expected and what actions should be taken in order to bring about that change. However, such a theory of change does not guarantee that the specified changes will happen. Whilst it is generally advisable to develop a theory of change *ex-ante*, it should also be modified periodically in light of experience and evidence of what works and what does not work, taking into account the assumptions and in particular the influences of new externalities.

31. Crucially it is always important to ask the question, “why,” to seek explanation and identify the reasons that change may or may not have happened as planned. This analysis and information can provide the basis for refining what needs to be done to effect behaviour change in development cooperation. The experience of the first and second rounds of monitoring provides an important moment and a wealth of evidence from many country contexts, which can be applied to elaborating a GPEDC theory of change.

**If GPEDC is to develop a theory of change that works in the real world at the country level, it will need to take into account and address a number of factors, including the following:**

**The essential need for robust incentives for all development actors.**

32. Within a country context, each GPEDC actor has a different set of incentives for behaviour change. These incentives for change must be present for all actors – recipient countries, providers and non-state actors.

33. In the current global context, the incentive to achieve the SDGs may be an important driver of change for actors working at the global level. The conditions to achieve the SDGs at the country level may be improved through the implementation of actions consistent with the principles for effective development cooperation. Thus the global imperatives for the SDGs can serve as a motivation for development actors or organisations working in development cooperation at the country level. But these global incentives, whether SDGs or development effectiveness principles, may not be the only influences driving institutional and individual behaviour. Understanding these competing factors, and how they can be managed, will improve the likelihood that the incentive to support GPEDC actions will overcome those acting against it.

34. Different forms of incentives are also important. These may include inter alia, i) demonstrating relevance to the priority goals of decision makers; ii) improving reputations in meeting commitments demonstrated through the results of monitoring and comparative performance criteria; iii) profiling positive recognition of performance in international fora that matter; or iv) demonstrating cost effectiveness in maximizing results. Headquarters of global and national providers can face challenges, as they need to address different country contexts and related incentive structures in their operations. It is also important to think about the kind of incentives provider HQs may need in order to engage in changing their practices, especially those aimed at implementing global commitments and HQ policies at the country level.

**The role of evidence and evaluation is crucial in building incentives for change.**

35. Central to the logic of the GPEDC, its Theory of Change and its Monitoring Framework, is that evidence is the basis to good policy-making. Clearly, this approach may not always have the desired impact on chosen policy paths, as is demonstrated by current political developments in Europe and North America. Nevertheless, accessible and quality evidence is the foundation for meaningful policy dialogue, even if there are legitimate, differing interpretations of this evidence.

36. In order to create incentives for change, evidence needs to be presented to different groups in different ways and modalities, so that it has a greater chance of being accepted and acted upon. It is also why it is key for the GPEDC to have a communication strategy to project results, improvements and challenges to different audiences.

37. Monitoring provides an important measure of progress against commitments. Often the results are trends in numeric indicators, but as such may not reveal anything useful in operational terms. The MAG's notional theory of change suggests that effective monitoring should lead to assessment and better knowledge/learning as to what works and what doesn't. It also facilitates accountability on how to work together as partners, which in turn should lead to better coordinated policies and practices. In order for this chain to work effectively, the GPEDC needs to consider the role of evaluation, which can seek out underlying conditions and issues related to progress (the 'why' question). In this process, evaluation is crucial to test the efficacy of the links between principles for effective development cooperation (Busan), the rationale for reformed practices in development cooperation (GPEDC commitments), and real changes in development outcomes (SDGs).

**All relevant actors must be inspired by, and identify their actions, with the Theory of Change.**

38. Actors associated with the GPEDC must find inspiration in its Theory of Change in that it generates benefits for them as development actors, whether they are governments, CSOs, providers, private sector, local government or parliamentarians. In this regard, an enabling environment for CSOs, inclusion of parliamentarians, addressing gender equality and women's empowerment, relevance to middle-income providers, and incentivizing private sector actors, among others, are all crucial areas in operationalizing the Theory of Change.

39. One size does not fit all in terms of motivations to engage. The GPEDC should not impute an expectation of motivations it thinks an actor should have, which is not linked to the specific *raison d'être* of that actor. For example, the private sector may have a consideration for efforts to reduce poverty, but their primary motivation and rationale is commercial. To the degree they work with the GPEDC, they will be primarily inspired by their own motivations and incentives, not those others may wish them to have. This observation is equally true of other stakeholders, and these motivations need to be well understood.

**Behaviour and institutional change takes time, sometimes a great deal of time.**

40. For the GPEDC process to have impact, it requires that a great many organisations and individuals change their behaviour. As we know from achieving behaviour change in areas such as health and road safety, change takes time; sometimes a great deal of time. Change can be fostered, however, with deliberate actions and triggers. Thus whilst a GPEDC Theory of Change may be largely valid, it is likely that it will take many years to come to fruition, and there will be reverses. However, a better understanding of each country's political context, documented evidence in key areas of change through monitoring, as well as organisational incentives, may help achieve behaviour change more readily.

## Representing the MAG Implied Theory of Change

41. As noted above, the MAG developed an implied theory of change, imputed from GPEDC practices in implementing its monitoring process, in order to situate relevant changes expected from GPEDC commitments. The MAG refined its theory of change based on subsequent consultations with GPEDC stakeholder in April 2016 and further discussion among MAG members at its June 2016 meeting. The result is a 'best-effort' at a diagrammatic representation of a complex process that addresses change. The MAG's theory of change as it relates to the monitoring process is represented in Exhibit One.

42. As shown in the diagram in **Exhibit One** (appended to the report), there are two elements tracked in MAG's theory of change, which are considered essential for translation of commitments made for improved effective development cooperation towards improved development outcomes on the ground (through the medium of monitoring). These elements are 1) PROCESS and 2) ENGAGEMENT. These two elements are inter-related to each other in a dynamic way not easily captured in a diagram.

PROCESS (top area) relates to expected outcomes of institutional processes for the GPEDC. Here the MAG suggests a chain initiated by commitments to effective development cooperation (Busan and Agenda 2030) → Activities and actions related to these commitment → Monitoring and evaluation of these actions → Drives improved practices in development cooperation.

ENGAGEMENT (bottom area) refers to the essential conditions in which all actors have strong incentives and act for change based on their ownership of the GPEDC processes and its follow up mechanisms at all levels.

43. The two elements must effectively interact through the "use of evidence to align GPEDC processes with stakeholder incentives and capacities."

44. The YELLOW ARROWS at the bottom of the diagram represent external incentives beyond those derived from international agreements, which also drive GPEDC actors, and therefore influence the degree of engagement and the integrity of the GPEDC processes (relating to monitoring). Actors involved in the GPEDC may have minimum capacities to ignore these external incentives, but they form important consideration in determining the complexity and timeframes for affecting behaviour and institutional change.



## **IV. MAG advice on approaches to a revised post-HLM2 Monitoring Framework**

### **MAG Observations and Advice**

**11. Strengthen the Monitoring Framework as a core GPEDC resource.**

The GPEDC Monitoring Framework should be considered the core resource and a significant comparative advantage of the GPEDC, whose credibility is its relevance to the principles for effective development cooperation and *Agenda 2030*.

**12. Confirm the focus for GPEDC monitoring is public concessional finance for development (ODA and SSC) as expressed in processes and actors working to realizing effective development cooperation.**

The advice of the MAG is to focus the Monitoring Framework on public concessional finance for development, and only through these public flows, connect with other non-public financial flows. The MAG also acknowledges that a determination of this focus is beyond its purview and is one for the renewal of the GPEDC's mandate as a Partnership.

**13. Make change to the Framework to improve relevance, but respect continuity.**

While responding to proposals for relevance and improvements to the Monitoring Framework, the MAG also agrees that continuity in the indicators and their methodologies, where feasible, is essential for understanding progress over time and for the overall credibility of the process with country-level stakeholders involved in its implementation.

**14. Give greater prominence to mutual accountability.**

MAG members consider mutual accountability (currently Indicator Seven) to be a central, overarching indicator that should be reflected in all dimensions of effectiveness development cooperation. This prominence should be reflected in a revised Monitoring Framework.

**15. Add depth to analysis of monitoring outcomes with greater emphasis on evaluation. Review the use of yes/no binary answers for questions in the indicator methodology.**

The MAG members consider greater emphasis on evaluation as important ingredients for a more nuanced understanding of the 'why question' in assessing monitoring outcomes. Consideration should be given to increasing the emphasis on this element in Indicator One, but with greater emphasis on strengthening country capacities for evaluation. The yes/no binary answer limits a more nuanced overview of the actual conditions and trends for several of the indicators.

**16. Adapt the Framework to accommodate the realities of Middle-Income providers / recipients.**

In its review of monitoring issues in SSC, the MAG provides the following advice for some

modest measures to advance this aspect in the Monitoring Framework:

- i. **For the major middle-income providers, the GPEDC remains a political issue.** Until there is a resolution of a political commitment to fully participate, adaptation of a GPEDC monitoring framework is not the issue, nor would it be helpful as an incentive to the major SSC providers.
- ii. **For other middle-income providers/recipients of development cooperation, for whom the GPEDC is a relevant platform** in which to participate, the MAG suggests a closer examination of the experiences of these provider/recipients in Round Two (such as the analysis provided by Mexico to the MAG) to determine relevant areas in the Framework that recognizes their dual roles in development cooperation.
- iii. **Technical cooperation** makes up a significant share for many middle-income providers. Consideration should be given to adapting a current indicator and/or testing a stand-alone indicator for effective technical assistance.
- iv. **Transparency** is important in itself, but is sometimes challenging for middle-income providers. Nevertheless, greater transparency for SSC is essential for better understanding of avenues for assessing effectiveness of middle-income provider assistance.
- v. **Create space for partner countries to consider SSC.** Development actors might consider appropriate avenues of support, not necessarily within the political framework of the GPEDC, for developing country partners in SSC to engage with SSC counterparts on what they value in SSC in order to move towards a framework for assessing these features of SSC. The MAG acknowledges the current work of southern think tanks on this issue.

#### **17. Enhance engagement at the provider Headquarter (HQ) level in the monitoring process.**

The MAG reiterates its concern that the Monitoring Framework be a balanced framework that calls upon all actors, including providers, committed to the Global Partnership to fully participate in a monitoring round. The MAG recommends further discussions with providers and other GPEDC stakeholders to identify key areas of provider institutional policies and practices that are seen to be critical for effective development cooperation. This can inform a provider-specific set of questions or modules in current indicators. The MAG has made some specific suggestions in its proposals for the current set of indicators (See Annex Six and the summary below).

#### **18. Clarify the relevance of the Monitoring Framework for climate finance.**

The MAG agrees that climate finance is a relevant area for applying the development effectiveness principles. The Monitoring Framework is most relevant for climate finance that is clearly a public financial resource, delivered through cooperation partnerships.

#### **19. Restructure the Monitoring Framework.**

Consider a restructuring of the Monitoring Framework according to the four principles for effective development cooperation, with modular layers for different development actors involved in GPEDC.

## **The Monitoring Framework and GPEDC accountability**

45. Stakeholders at the Busan HLM in 2011 made an important and meaningful undertaking to “hold each other accountable for making progress against the commitments and actions agreed in Busan, alongside those set out in the Paris Declaration on Aid Effectiveness and Accra Agenda for Action.” [Busan, §35] To implement this commitment, there was agreement to create

“a selective and relevant set of indicators and targets through which we will monitor progress on a rolling basis, supporting international and regional accountability for the implementation of our commitments. We will build on the initiatives led by developing countries and learn from existing international efforts to monitor aid effectiveness. We will review these arrangements in the context of the post-MDG framework. We will periodically publish the results of these exercises.” [Busan, §35b]

46. In June 2012, the Global Partnership for Effective Development Cooperation was launched, and is guided by a representative Steering Committee. The Global Partnership was accompanied by an agreed upon set of ten indicators (Annex Four), representing the key areas of commitment in Busan, and a Framework to implement periodic monitoring of these indicators at country level. The Steering Committee follows closely the monitoring process and approves changes and updates to the methodology of the indicators.

47. **This Monitoring Framework is considered the core resource and a significant comparative advantage of the GPEDC, whose credibility is its relevance to the principles for effective development cooperation and Agenda 2030.** As highlighted in the MAG’s theory of change, it is the committed engagement of GPEDC constituencies in country-led monitoring, which makes this core GPEDC activity strong and productive. Work by a small but dedicated Joint Support Team cannot substitute for engagement by the main stakeholders at the country level. Such engagement is key to the success of the Monitoring Framework, irrespective of its technical qualities.

## **MAG proposals for a revised Monitoring Framework**

48. The MAG reviewed the overall structure of the Monitoring Framework and has a number of observations and recommendations, which were also confirmed in the GPEDC stakeholder consultation on the indicators.

49. **The MAG suggests that the GPEDC, through its Steering Committee and HLM, consider the following recommendations from the MAG:**

**Confirm the focus for GPEDC monitoring is public concessional finance for development as expressed in processes and actors working to realizing effective development cooperation.**

50. A number of proposals for new and revised indicators raise important issues about the focus of the Monitoring Framework. The MAG proposes that the GPEDC monitoring indicators primarily focus on public development finance in the context of multi-stakeholder partnerships implementing development finance. This suggested focus includes important considerations for the enabling conditions for civil society, for parliamentarians, for the private sector, for local government and foundations as these conditions shape their participation in development through development cooperation.

51. It was noted that such a focus could be informed by the current discussions at the OECD DAC on a measure for “Total Official Sources for Sustainable Development” (TOSSD),<sup>4</sup> but the MAG proposal implies that GPEDC’s core business is where public concessional finance (ODA and SSD) link with other non-public finance flows. The MAG also notes that this proposal is an issue affecting the core mandate for the GPEDC, not just the Monitoring Framework, and should be confirmed in the process for renewing the GPEDC mandate.

#### **Make change to the Framework to improve relevance, but respect continuity**

52. While responding to proposals for relevance and improvements to the Monitoring Framework, the MAG also agrees that continuity in the indicators and their methodologies, where feasible, is essential for understanding progress over time and for the overall credibility of the process with country-level stakeholders involved in its implementation.

53. In relation to the SDG follow up and review at country level, it may be possible, in some countries, to take advantage of continuity in platforms for GPEDC monitoring to build a wider discussion of SDG follow-up. Several GPEDC indicators can build on established baselines while others are only recently finalized and require testing on the ground. Continuity is also essential if the Monitoring Framework is to serve the overarching purpose of analyzing and addressing challenges and causes in reaching, or not reaching, agreed Busan commitments over time, which is as important as the monitoring exercise itself.

#### **Give greater prominence to mutual accountability.**

54. MAG members consider mutual accountability (currently Indicator Seven) to be a central, overarching indicator that should be reflected in all dimensions of effective development cooperation. Mutual and inclusive accountability assessments, linked to the application of Busan commitments at the country level and the results of biannual monitoring processes, can be a key incentive for behaviour and institutional policy change, bringing together reflections on all four effective development cooperation principles. The prominence of this indicator should be reflected in the structure of the Monitoring Framework.

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<sup>4</sup> See OECD DAC, “Public consultation on TOSSD Compendium,” accessed September 2016 at <http://www.oecd.org/dac/financing-sustainable-development/tossd-public-consultation.htm>.

**Add depth to analysis of monitoring outcomes with greater emphasis on evaluation.**

55. As noted above, MAG members consider greater emphasis on evaluation as an important ingredient for a more nuanced understanding of the ‘why question’ in assessing monitoring outcomes. Consideration should be given to adding greater prominence to this element in Indicator One, but with greater emphasis on strengthening country capacities for evaluation. Perhaps the indicator could also assess the quality and use of internal evaluation systems.

56. Given the complexity of behaviour and institutional change in development cooperation, as well as the emphasis on mutual accountability and country ownership, such nuanced understanding will be essential to making progress. In the context of country ownership, developing countries require strong monitoring and evaluation systems, not just to assess development cooperation, but also the full spectrum of budgetary allocations. A key question is whether these resources are improving development.

57. The feedback from Round Two in the implementation of the methodology for several indicators suggested that yes/no answers were difficult as the reality is often more complicated. A short narrative with the use of a scale (1 to 5) might allow for a more accurate summary of the conditions in response to questions in the methodology.

**Adapt the Framework to accommodate the realities for Middle-Income providers / recipients.**

58. The Second Round captured a significant amount of South-South Cooperation (SSC) data. However, for the most part, this data comes from developing country finance management systems, and is not the result of the participation of most SSC providers in the monitoring process at the country level. In part, this weakness is due to the relevance of aspects of some indicator methodologies for middle-income providers.

59. The MAG benefitted from reflections on the experience of Mexico, as both a recipient and as a provider of assistance, in implementing the current Monitoring Framework in Round Two.<sup>5</sup> This analysis revealed issues for Middle-Income providers/recipients for some of the current indicators. For example, there is a high level of use of country systems in Mexico as a recipient of non-concessional finance, but at the same time Mexico does not provide “on budget” support in relation to technical cooperation as key modality as a provider. On public/private dialogue, in Mexico there are hundreds of instances of such dialogue and so this indicator was difficult to relate the general questions in the Framework.

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<sup>5</sup> See COMEXI-AMEXCID (Mexico), “Mexico Ad Hoc Report: Summary of GPEDC Monitoring Findings (Updated June 3, 2016),” unpublished document for the MAG; and Bernadette Vega (COMEXI-AMEXCID), “Assessing the Quality and Effectiveness of South South Cooperation,” Presentation to Network of Southern Think Tanks (NeST) Africa Technical Workshop, nd, accessed September 2016 at <http://www.saiia.org.za/speeches-presentations-other-events-materials/717-2015-03-05-nest-technical-wshop-pres-vega/file>.

60. For southern providers an important issue is how to measure SSC as a whole. The different modalities may not be easily monetized compared to ODA, before even measuring the effectiveness of this assistance. It was noted that technical assistance and cooperation form a significant part of SSC, particularly for those that are modest providers and this is often not monetized as a resource transfer. The MAG suggests that more reflection would be useful on technical assistance as an entry point for improving the relevance of the current Framework for middle-income providers.

61. In its review of monitoring issues in SSC, the MAG provides the following advice for some modest measures to advance this aspect in the Monitoring Framework:

- i. **For the major middle-income providers, the GPEDC remains a political issue.** Until there is a resolution of a political commitment to fully participate, adaptation of a GPEDC monitoring framework is not the issue, nor would it be helpful as an incentive to the major SSC providers.
- ii. **For other middle-income providers/recipients of development cooperation, for whom the GPEDC is a relevant platform** in which to participate, the MAG suggests a closer examination of the experiences of these provider/recipients in Round Two (such as the analysis provided by Mexico to the MAG) to determine relevant areas in the Framework that recognize their dual roles in development cooperation.
- iii. **Technical cooperation** makes up a significant share for many middle-income providers. Consideration should be given to adapting a current indicator and/or testing a stand-alone indicator for effective technical assistance.
- iv. **Transparency** is important in itself, but is sometimes challenging for middle-income providers. Nevertheless greater transparency for SSC is essential for better understanding of avenues for assessing effectiveness of middle-income provider assistance.
- v. **Space for partner countries to consider SSC** Development actors might consider appropriate avenues of support, not necessarily within the political framework of the GPEDC, for developing country partners in SSC to engage with SSC counterparts on what they value in SSC in order to move towards a framework for assessing these features of SSC. The MAG acknowledged the current work of southern think tanks in undertaking this work.

**Enhance engagement at the provider Headquarter (HQ) level in the monitoring process.**

62. In its earlier reflections on indicator methodologies, the MAG raised concerns about balanced obligations on the part of all actors, including providers, in a country-focused monitoring process. Some early evidence from Round Two indicates that systematic engagement by providers at HQ level improves provider responsiveness in country-led monitoring processes.

63. While some providers face significant challenges in their institutional arrangements at HQ level, with responsibilities for development cooperation spread among different ministries and bodies, these challenges apply equally to developing country partners, with far less capacities and resources.

64. The MAG's implied theory of change points to the importance of "externalities" that affect the space for behaviour change in development cooperation through monitoring and dialogue. Some of these externalities may be driven by provider institutional arrangements and culture.

65. The Global Partnership is based on the notion that all stakeholders are implicated in current development cooperation practices and the need to address change. Given the current structure of the Monitoring Framework, the focus is much more on partner country governments than provider governments.

66. A revised Monitoring Framework should look at several areas of data that can be collected at HQ level in order to develop a comprehensive assessment of progress. This information does not take away from country led processes, as data from the latter is a test of the provider policies and behaviour.

67. Among the MAG proposals for individual indicators (see Annex Six), inter alia, are the following:

Indicator One – Develop questions that reflect important changes in provider behaviour in aligning provider projects with Country Results Frameworks;

Indicator Two – Complete module three on provider policies and practices to enable CSOs as development actors;

Indicator Three – Reach out to providers at country level and their engagement in support of private public dialogue;

Indicator Four – Orient the methodology, which is now exclusively focused on provider data, to capture information on the demand side for data at the country level;

Indicator Five – Develop better understanding of challenges for providers in forward projections of commitments and enhance provider/government dialogue on overcoming these challenges;

Indicator Six – Measure provider investment in strengthening the oversight capacities of parliamentarians.

Indicator Seven - Direct questions on the framework and practices in mutual accountability to not only developing country governments but also providers, while retaining country ownership of the indicator;

Indicator Eight – Improve and capture the measurement of provider allocations for gender equality and women's empowerment;

Indicator Nine - Add questions in Nine [b] for providers on their actual procurement practices, related to contracts awarded in donor and recipient countries; and

Indicator Ten - Develop an accurate measure of goods and services procured in recipient countries as well as an assessment of informal tying practices of OECD DAC members within this indicator.

**The MAG reiterates its concern that the Monitoring Framework should be a balanced framework that calls upon all actors committed to the Global Partnership, including providers, to fully participate in a monitoring round. The MAG recommends further discussions with providers and other GPEDC stakeholders to identify key areas of provider institutional policies and practices that are seen to be critical for effective development cooperation, which can inform a provider-specific set of questions or modules in current indicators. The MAG has made some specific suggestion in its proposals for individual indicators.**

#### **Clarify the relevance of the Monitoring Framework for climate finance.**

68. In Busan there was a commitment to deepen synergies between development and actions to address climate change, in which development effectiveness principles were to be applied also to the latter. The December 2015 Paris Agreement under the United Nations Framework Convention on Climate Change also emphasizes the importance of effectiveness in measures to support adaptation through international cooperation (Article 7).

69. While the MAG notes that the definition of climate finance is an unresolved global debate, one area of climate finance that is clear is climate-related ODA, as determined by the DAC Rio Marker.<sup>6</sup> It is also noted that some climate-related ODA is already included in provider ODA at the country level. From the developing country point of view, there are often separate mechanisms for managing climate finance from related multilateral environment agreements.

**The MAG agrees that climate finance is a relevant area for applying the development effectiveness principles and the Monitoring Framework is most relevant for climate finance that is clearly a public financial resource, delivered through cooperation partnerships.**

70. Climate finance is an important area for coverage for the GPEDC Monitoring Framework, while recognising the difficult issues remaining to clearly identify the scope of (public) climate finance. The MAG is aware that more work is needed to identify an approach and the relevance of current and proposed revisions of the Monitoring Framework to climate finance in international cooperation. In this regard, the MAG looks forward to the outcomes of efforts along these lines by the OECD DAC ENVIRONET Policy Working Group.

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<sup>6</sup> See the OECD DAC Statistics on External Development Finance Targeting Environmental Objectives Including the Rio Conventions, accessed September 2016 at <http://www.oecd.org/development/stats/rioconventions.htm>.



**Consider a restructuring of the Monitoring Framework according to the four principles for effective development cooperation, with modular layers for different development actors involved in GPEDC.**

71. A number of observers have noted a lack of logic in the list of the ten indicators, which can create confusion as to the focus for the Monitoring Framework and the outcomes of monitoring. The MAG agrees with the organization of the Progress Report, which groups the indicators under the four broad principles for effective development cooperation. While the MAG did not develop an alternative organization of the indicators, one example (among other possibilities) of an approach to re-structuring the Monitoring Framework could be the following:

Mutual accountability and transparency as overarching areas for making progress in effective development cooperation:

- i. Indicator 7 - Mutual accountability;
- ii. Indicator 4 – Transparency;
- iii. Indicator 5 [a] – Annual predictability; and
- iv. Indicator 5 [b] - Medium term predictability of aid.

Ownership of development priorities by developing countries:

- i. Indicator 6 - Aid is on budget, which is subject to parliamentary scrutiny;
- ii. Indicator 10 – Aid is untied; and
- iii. Indicator 9 [b] – Use of public financial management and procurement systems.

Inclusive development partnerships:

- i. Indicator 2 – Civil society operates in an environment that maximizes its contribution to development;
- ii. Indicator 3 – Engagement and contribution of the private sector to development;
- iii. Indicator 8 – Gender equality and women’s empowerment; and
- iv. New Indicator – Foundations are enabled to contribute to development (see below).

Development cooperation is focused on results that meet developing countries’ priorities:

- i. Indicator 1 – Alignment with developing country results frameworks; and
- ii. Indicator 9 [a] – Quality of developing country public financial management systems;

A more logical organization of the indicators in Framework should be a consideration in finalizing the next iteration of this Framework in 2017. It will improve understandability for end users.

72. Different modules of current indicators could be distributed according to the above logic of development effectiveness principles, without losing their continuity with past monitoring rounds. Consideration could also be given to a ‘stakeholder modular format’ for several indicators. This approach could organize data collection from different stakeholders, including providers at HQ level, while still being under the leadership of developing country government focal points. It might require the development of distinct Monitoring Guides, whose purpose would be to highlight the methodology as it applies to each stakeholder group. A better mechanism for sharing globally gathered data on a timely basis with country monitoring processes would also be required.

73. While the MAG does not have any advice on the matter, several members and participants in the consultation suggested that the monitoring process be an obligatory condition of participation in the Global Partnership. Such a condition however might also limit the number of countries that identify with the Global Partnership.

## **V. MAG Advice on Existing Indicators and New Areas for Indicators**

### **MAG Observations and Advice**

#### **20. Affirm the continued relevance of existing indicators.**

Following a detailed review of existing indicators (in terms of relevance, efficiency and usefulness) and a substantial consultation with GPEDC stakeholders, the MAG found that in broad terms, each indicator remains highly relevant to the behaviour and institutional changes required to more fully implement the principles for effective cooperation as well as to contribute to the implementation of *Agenda 2030*.

#### **21. Consider proposals for methodological strengthening and renewed focus to improve the relevance and usefulness of existing indicators.**

The MAG identified a number of issues in each indicator that should be addressed in a revised Monitoring Framework:

- i. Methodological areas and issues that require strengthening;
- ii. The need for more inclusive multi-stakeholder engagement with the indicators; and
- iii. The need for further stocktaking and research based on the MAG recommendations and/or the outcomes of the Second Round of Monitoring.

See Annex Six for detailed analysis and recommendations for each of the ten indicators.

#### **22. Consider blended finance as an alternative entry point for Indicator Three on the role of the private sector in effective development cooperation.**

A focus on blended finance can be a relevant entry point for applying the principles for effective development cooperation to the private sector as a development actor. Given the stated relevance of blended finance to the achievement of the SDGs, the MAG encourages the Global Partnership/JST to engage in discussions on these mechanisms at HLM2 as a backdrop for developing technical work for an appropriate indicator, post-Nairobi.

#### **23. Consider a separate indicator for private foundations.**

The MAG suggests that the best approach to greater inclusion of foundations in the Monitoring Framework is through a separate indicator focusing on the distinct roles of foundations as development actors and their practices relative to the four Busan principles. The JST should work with a representative body of foundations, such as GPI 21,

to develop a relevant methodology that builds on existing initiatives and takes account the profile of foundations in different developing countries.

**24. Examine existing indicators in relation to coverage of multi-stakeholder initiatives.**

The MAG is proposing that existing GPEDC indicator methodologies be examined to determine the degree to which the Global Partnership can assess the extent of multi-stakeholder engagement in its own processes, as well as in the measurement of inclusivity in Indicator Seven on mutual accountability mechanisms.

**25. Enhance existing indicators (such as Indicator Seven) to include coverage of issues related to policy coherence.**

The MAG suggests a modest initiative to profile the importance of a whole-of-government approach to realize the SDGs through development cooperation in the GPEDC Monitoring Framework. Minimally the goal might be to initiate dialogue on the need for a cross sector purview and policy linkages. In this regard, consideration should be given to measuring the breadth of the discussions of relevant policies in mechanisms for mutual accountability at the country level, and correspondingly which actors are invited to the table.

**MAG review of existing indicators**

74. The MAG has reviewed the indicators and Monitoring Framework and received commentary from GPEDC stakeholders in a consultation on initial MAG proposals for revisions to the current indicators. It has also taken account of preliminary reflections on the experiences of Round Two monitoring at the country level. Based on this detailed work, a final set of proposals covering each existing indicator and its methodology can be found in Annex Six. This review was shaped by a set of questions that examined i) the indicator's relevance; ii) the methodological efficiency in gathering data; and iii) the broader usefulness of the indicator for multi-stakeholder dialogue on the outcomes of monitoring for these indicators.

75. MAG detailed recommendations for each indicator (Annex Six) focus inter alia on:

- i. Strengthening technical aspects of the methodology to respond to complexity (for example, Indicator One and alignment to country results frameworks);
- ii. Elaborating specific linkages with *Agenda 2030* for each indicator;
- iii. Refocusing global indicators to respond to conditions at the country level (Indicator Four on transparency and Indicator Nine and Ten on procurement practices and untied aid);
- iv. Identifying further conceptual work required to improve the relevance of an indicator;
- v. Improving attention to multi-stakeholder inclusion and engagement (CSOs, parliamentarians and private sector) with indicator methodologies;
- vi. Undertaking further stocktaking on the implementation of the methodology in Round Two monitoring to inform potential revisions; and

- vii. Identifying areas where greater balance is needed among stakeholders (particularly providers) in providing data and taking responsibility for change areas (see below).

76. For one indicator (Indicator Three on the private sector and public private dialogue) the MAG is proposing that the GPEDC consider another entry point – blended finance. – (See below). In the case of Indicator Four (on transparency) and Indicator Five (on aid predictability) the MAG noted potential overlap that requires further examination. This should take into account the experiences of the Second Monitoring Round as well as expectations that providers will report forward aid data in response to the International Aid Transparency Initiative’s (IATI) Standard.

**In broad terms, the MAG found that each indicator remains highly relevant to the behaviour and institutional changes required to more fully implement the principles for effective cooperation as well as to contribute to the implementation of *Agenda 2030*.**

**Nevertheless, the MAG has also identified several issues in each indicator that should be addressed in a revised Monitoring Framework:**

- i. **Methodological areas and issues that require strengthening;**
- ii. **The need for more inclusive multi-stakeholder engagement with the indicators; and**
- iii. **The need for further stocktaking and research based on the MAG recommendations and/or the outcomes of the Second Round of Monitoring.**

**See Annex Six for detailed analysis and recommendations for each of the ten indicators.**

### **Consider blended finance as an alternative entry point for Indicator Four on the role of the private sector in effective development cooperation**

77. Several MAG members and respondents to the consultations on Indicator Three, which is currently focused on public/private sector dialogue (PPD), have expressed concern about whether PPD is the best entry point for assessing the effectiveness of the private sector in development cooperation. Concerns were raised about the degree to which this indicator’s focus related to the principles for effective development cooperation and the broad scope for the content of PPDs in many countries.

78. The role of the private sector as a development actor is clearly important, particularly given expectations for the private sector in the implementation of *Agenda 2030*. In this context, the MAG has made substantial proposals for the revision of the current focus of Indicator Three on PPD (see Annex Six), but is also proposing that an alternative entry point – a focus on blended finance – should be considered.

79. At HLM1, held in 2014 in Mexico, the Global Partnership stated that it “encourages the development of innovative public-private finance mechanisms that appropriately share investment risks, maximize economic, social and environmental development impact next to financial returns.” [Mexico Communiqué, §33] The MAG notes that blended finance is also seen as a critical resource for the SDGs and the future of *Agenda 2030*.

80. Leveraging private sector finance for development through “blended finance instruments” is an increasing area of interest for the development community. However, for the purposes of a monitoring framework, more clarity is needed on defining the relevant instruments for the indicator methodology and an approach to monitoring. Providers of development cooperation have been working with a number of financial instruments that bring together public sector finance and private finance for development projects, which is sometimes called ‘blended finance’. They encompass a wide range of instruments and initiatives. The MAG acknowledges that more work is required to determine an appropriate monitoring methodology, consistent with the principles and purposes of the Global Partnership.

81. The MAG notes, along these lines, the UK-based organization, Development Initiatives, has launched a research program on blended public-private finance, which will be asking a number of questions relevant to developing this methodology:

“These include technical questions –e.g. what instruments and actors are delivering blended finance, how, where, for whose benefit and with what outcome? – as well as quality / effectiveness questions concerning transparency, accountability and data availability; policy coherence and country ownership. More and better information is needed in the public domain to ensure that blended finance is used where it is most appropriate and reaches its maximum potential in the 2030 Agenda.”<sup>7</sup>

If there is agreement to adopt this entry point for Indicator Three, the JST, working with key constituencies of the GPEDC as well as external research and documentation initiatives, could develop options for a monitoring methodology for blended finance.

**82. In summary, the MAG is proposing that:**

**The Global Partnership consider a focus on blended finance as an alternative to the current Indicator Three on PPD. It could be a highly relevant entry point for applying the effective development cooperation principles to the private sector as a development actor.** Given the stated importance of blended finance to the achievement of the SDGs, the MAG encourages the Global Partnership/JST to engage in discussions on these mechanisms at HLM2 as a backdrop for developing technical work for an appropriate indicator, post-Nairobi.

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<sup>7</sup> Development Initiatives, “The role of blended finance in the 2030 Agenda: Setting out an analytical approach,” Discussion Paper, July 2016, accessed September 2016 at <http://devinit.org/wp-content/uploads/2016/07/The-role-of-blended-finance-in-the-2030-Agenda-Discussion-paper-July-2016.pdf>. This paper provides excellent background on these issues and questions for follow up to this recommendation by the MAG. For a summary of broader issues relating to Public Private Partnerships see Jomo KS, Anis Chowdhury, Krishnan Sharma and Daniel Platz, “Public-Private Partnerships and the 2030 Agenda for Sustainable Development: Fit for Purpose?” UN Department of Economic and Social Affairs, DESA Working Paper No. 48, February 2016, accessed September 2016 at [http://www.un.org/esa/desa/papers/2016/wp148\\_2016.pdf](http://www.un.org/esa/desa/papers/2016/wp148_2016.pdf).

### **An indicator relating to private foundations as a development actor?**

83. Private foundations have been important development actors and partners in the Global Partnership and have endorsed its core development effectiveness principles. The MAG agrees that private foundations should be included alongside CSOs and the private sector in the revised Monitoring Framework. While often derived from wealth generated in the private sector, private foundations have distinct aims and motivations from private companies. They also have distinguishing features that set them apart from CSOs. Many foundations provide funding to CSOs. Given their growing prominence in development cooperation, the Global Partnership should consider a separate indicator for private foundations, focusing on relevant areas of the four Busan principles to their practices as development actors.

84. There are several issues to consider in the development of the methodology for this indicator. The MAG notes, for example, that foundations are not equally present in all developing countries. Should this indicator therefore be optional at the country level, but have a global contribution based on existing initiatives, such as the Global Partnership Initiative 21 (GPI 21)? A very useful contribution might be the GPI 21's work on "Guidelines for Effective Philanthropic Engagement." These are voluntary guidelines to help private foundations improve development outcomes through collaboration with governments and other stakeholders.<sup>8</sup> The GPI 21 has piloted them in a number of countries, with a methodology similar to the one for Indicator Two.

### **85. In summary, the MAG is proposing**

**The GPEDC should consider a separate indicator for private foundations**, focusing on their distinct roles as development actors and practices relative to the four Busan principles. The JST should work with a representative body of foundations, such as GPI 21, to develop a relevant methodology that builds on existing initiatives and takes into account the profile of foundations across different developing countries.

### **An indicator for multi-stakeholder initiatives?**

86. A key principle of development effectiveness is inclusive development partnerships, "recognizing the different and complementary roles of all actors." [Busan, §12] Under the means of implementation, SDG 17.16 emphasizes the importance of multi-stakeholder initiatives in achieving the SDGs. Some responses to the consultation raised the possibility of an indicator relating to multi-stakeholder initiatives in development cooperation. While the Global Partnership is itself a strong example of a multi-stakeholder partnership, a wealth of recent research suggests

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<sup>8</sup> See "Guidelines for Effective Philanthropic Engagement (GEPEs)," 2014, accessed September 2016 at <http://www.oecd.org/site/netfwd/GEPEs-September2014.pdf>.

that multi-stakeholder initiatives take many different forms and their success factors are often context-specific.<sup>9</sup>

87. While an indicator relating to multi-stakeholder initiatives might attract interest, the MAG notes potential difficulties in identifying one indicator that can capture the diversity of multi-stakeholder initiatives within the framework of effective development cooperation. Likewise, not all development processes can be ‘reduced’ to their multi-stakeholder character. The MAG suggests that it is also important to sustain the Global Partnership’s focus on accountability for individual stakeholder commitments to change.

88. The MAG is proposing that the Global Partnership assess progress in multi-stakeholder processes by systematically examining its own inclusive monitoring methodologies. Indicator Seven on mutual accountability already asks questions on the degree to which all stakeholders are engaged in mutual accountability mechanisms.

89. **In summary, the MAG is proposing that:**

- i. **Existing GPEDC indicator methodologies be examined** to determine the degree to which the Global Partnership can assess the extent of multi-stakeholder engagement in its own processes, as well as in the measurement of inclusivity in Indicator Seven on mutual accountability mechanisms.
- ii. **Integrate a multi-stakeholder indicator in a future phase of the monitoring framework.** The MAG agrees that it would be useful to examine current research on multi-stakeholder initiatives to better understand whether a future monitoring framework might feasibly include indicator(s) for assessing the performance dimensions (success factors) of multi-stakeholder initiatives in the context of development cooperation.

### **An indicator relating to a holistic approach to policies to realize the SDGs?**

90. The MAG noted the importance of a holistic approach to achieving *Agenda 2030* on the part of governments. Goal 17 calls for “enhanced policy coherence for sustainable development” (§17.14). The MAG also took note of research that indicates the difficulty of creating political incentives for policy coherence, particularly where various forces are interacting with government policy formation and implementation. These externalities also create important impediments to change in development cooperation, according to the MAG’s implicit theory of change for the GPEDC.

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<sup>9</sup> One example is the work of the multi-stakeholder Task Team on CSO Development Effectiveness and Enabling Environment, “Comparative Studies of Multi-Stakeholder Initiatives,” accessed September 2016 at <https://taskteamcso.com/activities/multi-stakeholder-initiatives-studies/>. The Task Team is closely associated with following issues related to the inclusive partnership principle of the Global Partnership.

91. None of the ten indicators adequately capture the importance of institutional means for enhancing a “whole-of-government” approach in the practices of effective development cooperation.

92. **In summary, the MAG:**

- i. **Points to the importance of a holistic framework for sustainable development, which is derived from the comprehensive and universal Agenda 2030.** The MAG suggests a modest initiative to profile this dimension of the SDGs in the GPEDC Monitoring Framework.
- ii. **Proposes that consideration be given to a sub-indicator for Indicator Seven (mutual accountability),** whereby the aim is to measure the breadth of the policy agenda in mechanisms for mutual accountability at the country level, and correspondingly which actors are invited to the table.

## **VI. MAG advice on Carrying Forward the Finalization of the Monitoring Framework**

### **MAG Observations and Advice:**

**26. Finalize the Monitoring Framework in early 2017, guided by the outcomes of the Nairobi HLM and by principles and modalities derived from the work of the MAG. (See Exhibit Two for the ten principles and modalities proposed by the MAG).**

These principles emphasize a revised Monitoring Framework that is a) Holistic, inclusive and country driven; b) Derived from commitments on the part of GPEDC stakeholders; c) Focused primarily on public development cooperation finance; and d) Incentivizes and influences behaviour and institutional change for more effective development cooperation. The quality of the outcomes from monitoring will reflect the quality of participation and contributions at the country level by all stakeholders. There are trade-offs between simplicity in indicators and methodologies, and contributing meaningful data/assessment. The MAG opts for the latter.

### **Proposed principles and parameters to guide the finalization a post-HLM2 Monitoring Framework and indicators**

93. The MAG understands that a revised Monitoring Framework will be finalized in early 2017 by the Steering Committee, with technical support from the Joint Support Team, guided by the agreements reached at the Nairobi HLM. This process of finalization should take account not only the detailed recommendations of the MAG, but also the experience of Round Two, and GPEDC stakeholders preparatory discussions towards the HLM2 in Nairobi.



94. **The MAG is proposing that the work of finalizing the Monitoring Framework be guided by a set of principles and parameters**, which are based on its detailed review of the indicators and the preliminary reports of the country-level experiences of Round Two. These ten principles (Exhibit Two appended to the report) have shaped the approach and advice of the MAG in its proposals for revisions to indicators and their methodologies. They are also rooted in the MAG's implied theory of change for the monitoring process. They derive from the MAG's understanding of best practices in maximizing incentives in a monitoring exercise to effect policy and behaviour change for development cooperation.

**The Monitoring Framework should be finalized in early 2017, guided by the outcomes of the Nairobi HLM and by principles and modalities derived from the work of the MAG. (See Exhibit Two for the ten principles proposed by the MAG). These principles emphasize a framework that is a) Holistic, inclusive and country driven; b) Derived from commitments on the part of GPEDC stakeholders; c) Focused primarily on public development cooperation finance; and d) Incentivizes and influences behaviour and institutional change for more effective development cooperation. The quality of the outcomes from monitoring will reflect the quality of participation and contributions at the country level by all stakeholders. There are trade-offs between simplicity in indicators and methodologies, and contributing meaningful data/assessment. The MAG opts for the latter.**

## **VII. Reflections on the MAG as a process by members of the MAG**

95. At its final meeting (June 2016) MAG members participated in a roundtable reflection on their experiences of the MAG as an innovative process. All agreed that it was a unique privilege to participate. The MAG provided a rare opportunity to step back and reflect on complex issues, and a great chance to hone collective advice for the Steering Committee and Co-Chairs of the GPEDC. Members grew to appreciate its meetings as a privileged space to think about not only the technical aspects of monitoring, but also strategic issues in measuring and assessing progress in effective development cooperation. It became a learning forum in which members explored and engaged each other in new areas, such as the application of a theory of change to the monitoring process.

96. Members appreciated the foresight and trust of the Steering Committee to take the risk in creating this independent group tasked with strengthening the Monitoring Framework and process, which is a core activity for the Global Partnership.

97. The MAG's work and advice was greatly facilitated by a number of factors:

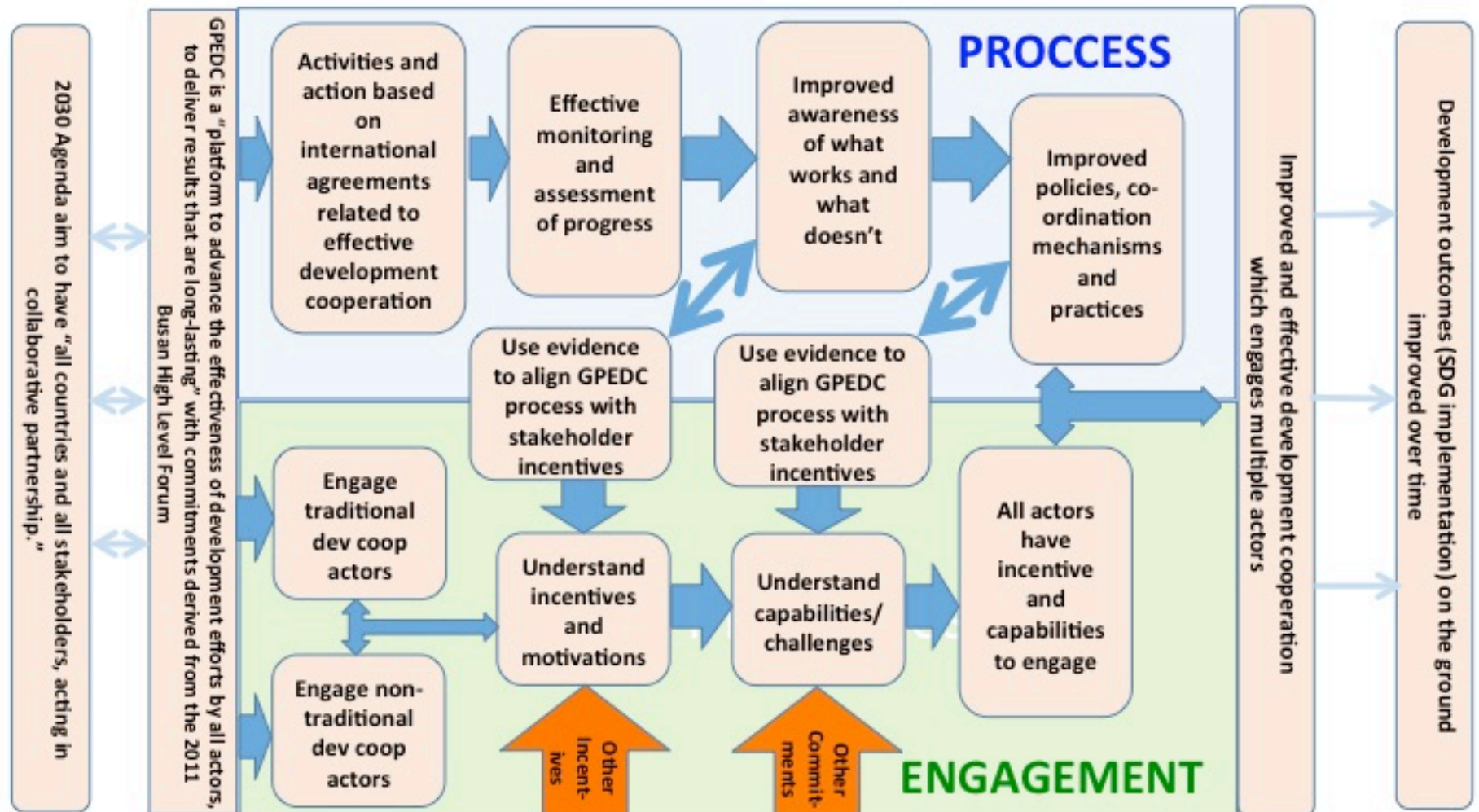
- i. The membership of the MAG was well balanced with diverse and complementary skills to meet its mandate. Several members had past experiences with the GPEDC (and the SDG process). All had relevant backgrounds and experience. This included practitioners from developing country governments, several different regions, provider institutions,

evaluators, sector interests (civil society and the private sector), development think-tanks and research organizations.

- ii. Despite this diversity, the MAG was able to very quickly become a cohesive body. Members took the time to get to know each other, and the result was a group that was more than the sum of its individual members. The discussions were open and candid, irrespective of background, from which came some of its best proposals.
- iii. Particularly in the early months, but also throughout its deliberations, the MAG worked because of the detailed knowledge and support brought to the MAG table by the Joint Support Team and the Co-Chairs. While it was important for the MAG to take ownership of its agenda in its first meetings (e.g. appointing its own Chair), the relevance of its advice owes a great deal to the direct and consistent engagement of the JST and the Co-Chairs in MAG deliberations.
- iv. Though the MAG remained conscious and true to its original mandate, it was allowed to evolve in response to its discussions over the course of the year. An important outcome of this approach is the MAG's reflections on theories of change and the GPEDC's objectives for behavioural and institutional change. The theories of change discussions were an important reminder that the technical aspects of indicators and monitoring do not exist outside of important reflections on the political economy in all the countries where the GPEDC seeks change.
- v. The resources for the MAG provided sufficient time and space for face-to-face meetings (usually 3 days), which allowed in depth exploration of issues and the formulation of joint recommendations. The MAG's observations and advice were the result of considered exchanges between members, with themes evolving between meetings. Members brought their different experiences and perspectives to bear in these discussions. Meeting agendas were structured to facilitate the development of conclusions for the best options to advance the Monitoring Framework, irrespective of some differences amongst members (which were far fewer than many expected at the beginning).
- vi. The MAG members recognize that certain areas would have benefitted from more focused discussions. One example are the implications of global agreements, and monitoring, in fragile country contexts, where the political economy is highly contested. While The MAG is pleased with the work accomplished, it regrets also that it did not have sufficient time to examine new areas for the Monitoring Framework in more depth.

98. The MAG members are very thankful to the Steering Committee in providing this space for reflection. They trust that the MAG observations and recommendations serve to strengthen a mutual commitment to effective development cooperation through an improved and relevant Monitoring Framework in the context of Agenda 2030. Of course, much work remains. MAG members have no hesitation in recommending that a future Steering Committee consider appointing a similar body to support their work following the next High Level Forum in Nairobi.

Exhibit One: Representation of the MAG's Theory of Change (GPEDC Monitoring Process)



**Exhibit Two**  
**MAG Guiding Principles, Parameters and Modalities**  
**for a Revised Post-Nairobi GPEDC Monitoring Framework**

1. **The GPEDC takes a holistic approach to monitoring effective development cooperation.** The monitoring framework has been developed as a holistic and inter-related set of indicators for effective development cooperation, one which adds value on the means of implementation and complements SDG review at country level.
2. **The monitoring framework and its indicators are derived from actual commitments made by stakeholders in the Global Partnership.** The monitoring framework is derived from actual commitments made to ensure effective development cooperation, initially in Busan in 2011 (taking up unfinished business from Paris and Accra), supplemented by the High Level Meetings of Mexico (2014) and Nairobi (2016).
3. **The focus of the GPEDC monitoring indicators is on public development finance in context of multi-stakeholder partnerships supporting development finance for the achievement of the SDGs.** While achieving effective development outcomes is the goal, the focus of the GPEDC monitoring framework is changing practices and stakeholder behaviour in development partnerships, linking the “how” or “means of implementation” (GPEDC) to the “what” (the specific SDGs) through development cooperation.
4. **Methodologies are derived from a country-driven framework for monitoring.** The unique value of the framework is that it is driven and coordinated in implementation and content by partner countries, lead by a National Coordinator, but includes country level focal points for all Global Partnership actors.
5. **The purpose of monitoring is to incentivize and influence behaviour and institutional change in development cooperation.** The purpose of monitoring is the collection of relevant data and assessments of progress, not for its own sake, but to contribute directly to incentives and ongoing processes of dialogue at all levels to influence behaviour and institutional change. Creating incentives for change and dialogue on core issues of development cooperation is the benchmark for the usefulness of the evidence developed by any given indicator.
6. **The monitoring framework reflects the GPEDC principle of inclusivity.** Given the inclusive multi-stakeholder character of the Global Partnership in which all stakeholders have a meaningful voice, the monitoring framework must reflect the principle of inclusivity, and balance in contributions, in both the scope of the indicators and in their methodology.
7. **All actors in the Global Partnership must see their contributions to development cooperation in the monitoring framework.** Recognizing the distinctive ways in which different actors in the Global Partnership engage in development cooperation, the framework must include indicators that are seen to be relevant, efficient and useful by each type of actor (partner country, provider, CSOs, trade unions, private sector, foundations, parliamentarians, middle-income providers).
8. **The quality of the outcomes from monitoring will reflect the quality of participation and contributions at the country level by all stakeholders.** The success of the monitoring framework lies in balanced obligations for all stakeholders to actively and fully participate in its implementation at country level. The quality of monitoring data will only be as good as the quality of information provided by all stakeholders at the country level, not just partner country governments.
9. **Global provider-related indicators will remain relevant.** While a country-driven process, global provider-related indicators in the current framework and in any future framework will remain relevant measures of progress, but may need to be aligned better with country-level implications.
10. **There are trade-offs between simplicity in indicators and contributing meaningful data/assessment.** There is a balance between a highly simplified monitoring framework and indicators that can contribute meaningful data and assessments to enable dialogue and behaviour change. Given the purposes for the monitoring framework in relation to behaviour and institutional change, and its linkages with SDG reviews, the MAG has opted to stress inclusion and meaningful information.

## **Annex One**

### **Shared principles to achieve common goals**

#### **Busan Partnership for Effective Development Cooperation (2011)**

**Paragraph 11:** As we embrace the diversity that underpins our partnership and the catalytic role of development co-operation, we share common principles which – consistent with our agreed international commitments on human rights, decent work, gender equality, environmental sustainability and disability – form the foundation of our co-operation for effective development:

**a) Ownership of development priorities by developing countries.** Partnerships for development can only succeed if they are led by developing countries, implementing approaches that are tailored to country-specific situations and needs.

**b) Focus on results.** Our investments and efforts must have a lasting impact on eradicating poverty and reducing inequality, on sustainable development, and on enhancing developing countries' capacities, aligned with the priorities and policies set out by developing countries themselves.

**c) Inclusive development partnerships.** Openness, trust, and mutual respect and learning lie at the core of effective partnerships in support of development goals, recognising the different and complementary roles of all actors.

**d) Transparency and accountability to each other.** Mutual accountability and accountability to the intended beneficiaries of our co-operation, as well as to our respective citizens, organisations, constituents and shareholders, is critical to delivering results. Transparent practices form the basis for enhanced accountability.

**Paragraph 12:** These shared principles will guide our actions to:

**a) Deepen, extend and operationalise the democratic ownership of development policies and processes.**

**b) Strengthen our efforts to achieve concrete and sustainable results.** This involves better managing for results, monitoring, evaluating and communicating progress; as well as scaling up our support, strengthening national capacities and leveraging diverse resources and initiatives in support of development results.

**c) Broaden support for South-South and triangular co-operation,** helping to tailor these horizontal partnerships to a greater diversity of country contexts and needs.

**d) Support developing countries in their efforts to facilitate, leverage and strengthen the impact of diverse forms of development finance and activities,** ensuring that these diverse forms of co-operation have a catalytic effect on development.

13. We recognise the urgency with which these actions must be implemented. ... We will hold each other accountable for implementing our respective actions in developing countries and at the international level. As we focus on implementing our commitments at the country level, we will form a new, inclusive Global Partnership for Effective Development Co-operation to support

implementation at the political level.

## **Annex Two**

### **Membership of the Monitoring Advisory Group**

Scott Bayley	Principal Specialist, Performance Management and Results, Department of Foreign Affairs and Trade, Australia
Debapriya Bhattacharya	Chair of the Southern Voices on Post-MDGs and Distinguished Fellow of the Centre for Policy Dialogue
Daniel Coppard	Director of Research and Analysis, Development Initiative
Peter Davis	Independent Expert on Private Sector Engagement
Lidia Fromm	President of the Honduran Observatory for Inclusive Development
Kwaga Kakar	Aid Management Advisor, Ministry of Finance, Islamic Republic of Afghanistan
Gonzalo Hernández Licona	Executive Secretary of the National Council for the Evaluation of Social Development Policy, Mexico
Paul Lupunga	Chief Economist in the Multilateral, Economic Management Department, Ministry of Finance, Zambia
Lisandro Martin	Senior Manager at the UN International Fund for Agricultural Development
Genevesi Ogiogio	Executive Director of the African Centre for Institutional Development; Institutional Development Advisor to the President of the Pan African Parliament; Advisor to the High Level Advocacy Panel and Executive Board of the Forum for Agriculture Resources in Africa
Brian Tomlinson Chairperson of the MAG	Executive Director of Aid Watch Canada and Member of the CSO Partnership for Development Effectiveness
Rob Van Den Berg	Visiting Professor, King's International Development Institute, King's College; Visiting Fellow, Centre for Development Impact, Institute of Development Studies, University of Sussex; President of the International Development Evaluation Association; Special Advisor of the Dutch Development



## **Annex Three**

### **Mandate and Role of the Monitoring Advisory Group (April 2015)**

Without prejudice to the decision-making role of the Steering Committee, the Advisory Group will provide technical expertise and advice to the Co-Chairs and the Steering Committee on the implementation of monitoring efforts and complement the work of the Joint Support Team to review and refine the GPEDC monitoring framework in the context of post-2015.

In particular, the Group will play a key role in:

- Providing expertise for technical review of the refined measurement approaches and methodologies of **the GPEDC's four global pilot indicators** (1. Use of country results frameworks; 2. CSO enabling environment; 3. Private sector engagement; and 4. Transparency);
- Supporting the **implementation of the 2nd monitoring round**, contributing expertise particularly to quality assurance of the second Progress Report through supporting the translation of the results and key findings into actionable and policy relevant recommendations;
- Providing guidance on the ways in which the **monitoring framework can be applied to non-traditional cooperation modalities**; including south-south cooperation, triangular cooperation and other innovative development approaches; and
- **Reviewing the GPEDC's monitoring framework to ensure its conceptual relevance to post-2015 accountability efforts.** The Group would play a particular role in:
  - i. Stress-testing the current indicators (a review of strengths and weaknesses) and identifying ways to strengthen them;
  - ii. Analytical work in identifying existing indicators and/or additional indicators of relevance for monitoring the quality of development partnerships in the post-2015 framework;
  - iii. Crafting recommendations of areas of revision of the monitoring framework in the post-2015 context, including technical expert guidance on relevant and appropriate methodologies and approaches for effective accountability for Busan Principles at national, regional and global levels.

As the GPEDC's monitoring work progresses, new areas and questions may be brought to the attention of the Group.

Global Partnership for Effective Development Co-operation,  
Revised concept for the Advisory Group on monitoring  
(Incorporates principles agreed by Steering Committee 20 January 2015)  
(<https://www.unteamworks.org/fr/node/505563>) April 2015

## **Annex Four**

### **Indicators for the GPEDC Monitoring Framework**

<b>1. Development co-operation is focused on results that meet developing countries' priorities</b>	Extent of use of country results frameworks by co-operation providers
<b>2. Civil society operates within an environment which maximizes its engagement in and contribution to development</b>	A preliminary assessment of CSO Enabling Environment building on qualitative, multi-stakeholder information
<b>3. Engagement and contribution of the private sector to development</b>	A three-dimensional index providing a measure of the quality of public-private dialogue
<b>4. Transparency: information on development co-operation is publicly available</b>	Measure of state of implementation of the common standard by co-operation providers
<b>5. Development co-operation is more predictable</b>	(a) Annual: proportion of development co-operation funding disbursed within the fiscal year within which it was scheduled by co-operation providers; and (b) Medium-term: proportion of development co-operation funding covered by indicative forward spending plans provided at country level
<b>6. Aid is on budgets which are subject to parliamentary scrutiny</b>	Percentage of development co-operation funding scheduled for disbursement that is recorded in the annual budgets approved by the legislatures of developing countries
<b>7. Mutual accountability among development co-operation actors is strengthened through inclusive reviews</b>	Percentage of countries that undertake inclusive mutual assessments of progress in implementing agreed commitments
<b>8. Gender equality and women's empowerment</b>	Percentage of countries with systems that track and make public allocations for gender equality and women's empowerment
<b>9. Effective institutions: developing countries' systems are strengthened and used</b>	(a) Quality of developing country PFM systems; and (b) Use of country PFM and procurement systems
<b>10. Aid is untied</b>	Percentage of aid that is fully untied

A detailed description and methodology for each indicator can be found in the [GPEDC Monitoring Guide](#) (September 2015) prepared for country implementation of the Second Monitoring Round.



## **Annex Five**

### **MAG Work Plan and Products, May 2015 to July 2016**

At its first meeting the MAG agreed on a three-track Work Plan to fulfil the GPEDC Steering Committee's Terms of Reference. This report provides an overview of the documents produced by the MAG under each track of its Work Plan. These documents were the product of discussion at various MAG meetings and were a consensus view of MAG members.

**Track One: Provide expertise for technical review of the refined measurement approaches and methodologies of the GPEDC's four global pilot indicators.**

[Indicator 1, Feedback from the GPEDC Experts Advisory Group](#): Development co-operation is focused on results that meet developing countries' priorities (July 2015)

[Indicator 2, Feedback from the GPEDC Experts Advisory Group](#): Civil society operates within an environment, which maximises its engagement in and contribution to development (July 2015)

[Indicator 3, Feedback from the GPEDC Experts Advisory Group](#): Engagement and contribution of the private sector to development (July 2015)

[Indicator 4, Feedback from the GPEDC Experts Advisory Group](#): Information on development co-operation is publicly available (December 2015)

[MAG Response to Summary of Indicator 4: Transparency Consultation](#) (February 2016)

**Track Two: Contributing expertise particularly to quality assurance of the second Progress Report through supporting the translation of the results and key findings into actionable and policy relevant recommendation.**

[Incentivizing Behavioural Change](#): This paper presents preliminary recommendations / advice from the MAG on ways to incentivise participation in the monitoring process and behavioural / policy changes (July 2015)

[Final MAG Response to the 2016 Progress Report Concept](#) (December 2015)

**Track Three: Reviewing the GPEDC's monitoring framework to ensure its conceptual relevance to post-2015 SDG and AAAA accountability efforts**

#### **Stress-testing the current indicators**

**Initial Review of GPEDC Monitoring Framework and Indicators (January 2016)** These specific documents on the ten indicators were the product of detailed discussion by MAG members at its third meeting in February 2016. They were provided to the constituencies of the GPEDC for a one-month consultation and feedback on the various proposals. The result of the consultation was taken up in the final meeting of the MAG, June 2016. The outcome of this meeting is the revised proposals found in Annex Six of this Report.

## Introduction and General Comments on the Review

- [Indicator 1](#): Development co-operation is focused on results that meet developing countries' priorities.
- [Indicator 2](#): Civil society operates within an environment, which maximises its engagement in and contribution to development.
- [Indicator 3](#): Engagement and contribution of the private sector to development.
- [Indicator 4](#): Information on development co-operation is publicly available.
- [Indicators 5a & 5b](#): Annual and mid-term predictability of development cooperation.
- [Indicator 6](#): Aid is on budget, which is subject to parliamentary scrutiny.
- [Indicator 7](#): Mutual accountability among cooperation actors is strengthened through inclusive reviews.
- [Indicator 8](#): Measure government efforts to allocate and track resources for gender equality.
- [Indicators 9a & 9b](#): Quality of developing country public financial management systems. Use of country public financial management and procurement systems.
- [Indicator 10](#): Percentage of Aid that is Untied.

### **GPEDC Consultation feedback on MAG draft indicator proposals:**

<https://www.unteamworks.org/node/527522>

## Review the relevance of the Monitoring Conceptual Framework

[MAG GPEDC Theory of Change: Discussion Paper](#) (December 2015)

[Final MAG Theory of Change \(ToC\) Summary](#) (February 2016)

[MAG Online Consultation on a Theory of Change for the GPEDC](#)  
(14 March – 15 April 2016)

[Summary of the contributions to the consultation on a theory of change for the GPEDC](#)

### **The MAG held four meetings during the course of its mandate:**

New York, May 20 -21, 2015

[Paris, September 28 – 29, 2015](#)

[Glen Cove, New York, February 5 – 7, 2016.](#)

Paris, June 6 – 8, 2016.