

Global Partnership Monitoring Reform: Update and Proposed Way Forward

Background document for Session 1: “Global Partnership Monitoring Reform – The New Monitoring Proposal”

20th Steering Committee Meeting
9-10 December 2020 [virtual meeting]

This document provides an update by the Global Partnership Co-Chairs on the monitoring reform and makes a proposal for the way forward. It is shared with Steering Committee members to discuss:

- progress on work to improve the monitoring process;
- a proposal for review of the indicator framework which is stakeholder-based and addresses systemic issues;
- the envisioned role of Steering Committee members in the reform, including to lead consultations with their constituency to review the indicator framework following the 20th Steering Committee meeting.

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Introduction

The Global Partnership monitoring was envisioned to support accountability for Busan commitments and to stimulate dialogue and drive behaviour change towards more effective development co-operation. The Steering Committee has re-affirmed the monitoring as a core function of the Partnership, while also acknowledging constraints that have hindered its aims from fully being met. Thus, under [Strategic Priority 3 of the 2020-22 Work Programme](#), a reform of the monitoring exercise is underway. This reform will produce a new monitoring proposal – inclusive of an improved monitoring process and an adaptation of the indicator framework, as well as a demonstration of the value of monitoring results – for endorsement at the Third High-Level Meeting (HLM3) in 2022.

At its 19th Meeting (May, 2020), the Committee endorsed the Co-Chairs' proposal for the monitoring reform, including its strategic ambition and approach to manage the transition phase until HLM3. Specifically, the Committee:

- Reiterated the **value of the monitoring exercise**, stressing the need for continued investment to ensure it incentivises multi-stakeholder engagement, further drives behaviour change and generates political momentum, taking into account the context of the covid-19 pandemic;
- Strongly supported the **focus on using results from previous monitoring rounds**, at global and country levels and by all stakeholders;
- Highlighted **challenges associated with both the monitoring framework (“what is measured”) and process (“how it is measured”)** that need to be addressed, including streamlining and simplifying the process; improving usability of the data generated; building more on country systems and processes while still maintaining linkages with SDG reporting; and incentivising participation of more stakeholders in the exercise;
- Underscored that the **reform should generate a better understanding of what the principles** mean in different development contexts, for various co-operation modalities, and in an evolving development landscape;
- Called for the monitoring **reform to be underpinned by a transparent and inclusive process**.

This document provides the Committee with an update on the monitoring reform and seeks views on specific elements of work going forward, by:

- providing an update on work to improve the monitoring process;
- outlining the Co-Chairs' proposed approach to review the monitoring framework; and
- laying out next steps for both elements of the reform, including the envisioned role for Steering Committee members.

Part I. Improving the Monitoring Process

In its 19th meeting, the Committee agreed that the strategic ambition of the new monitoring proposal would include both a review of what is measured – the indicator framework – and how it is measured – the process. A number of the expectations of the monitoring reform imply changes to the monitoring *process*.

Since the 19th meeting, Co-Chairs have supplemented existing stakeholder feedback¹ by convening a series of virtual small-group stakeholder consultations.² These have focused mainly on the *process* of monitoring, exploring what has worked and what needs improvement, both at the country and global levels.

The consultations have produced a wide range of useful insights and concrete proposals, which have been collated in a document called “Listening Up” that is available [here](#). The Co-Chairs propose that the reform of the monitoring process now focus on the following key issues and proposals that came up. These are presented as two sets of issues, with the following **first set representing those which are ready to advance further through subsequent consultations and technical work** to bring forward ideas to address them:

- **Streamlining and simplifying** the process;
 - *All stakeholders can contribute ideas for how to simplify the process, but **partner countries** will need to have a leading voice in identifying where the biggest complexities and bottlenecks in the process now lie, and potential solutions for addressing them;*
- **Embedding preparation and follow up phases** into the process. This would mean more work done at the start to win buy-in and explain the monitoring at the country level, and then more focus on follow-up once the monitoring is complete to promote learning, analysis, and use of the results through collective action planning and implementation. This shift to a more holistic monitoring approach will already begin with the rollout of the Action Dialogues 2021 *[described in separate document]*;
 - *As **all stakeholders** have a role in different phases of the monitoring exercise, this will need to be a multi-stakeholder effort, but also one which is cognisant of **partner countries'** role in leading the exercise and its follow-up at country level;*
- **Better institutionalising the monitoring by integrating it into partner country systems and processes** – for example including it in national performance assessment frameworks, managing it through existing co-ordination platforms, and getting the data from existing management information systems. This should also help strengthen those systems and processes so that countries are in a better position to manage development co-operation in the future. **Development partners and other stakeholders also need to consider how they can support institutionalisation;**
 - ***Partner countries** to lead efforts to advance further on options to address this issue, which will need to be based on a sound understanding of the systems and processes at country level (cognisant of differences in what exists across the spectrum of partner country contexts), where the main capacity*

¹ These include outcomes of the [monitoring workshop held in Bonn in 2019](#); the [post-monitoring “exit” survey](#) with National Co-ordinators of the 2018 round; reflections emerging from the 2019 Senior Level Meeting (SLM) as captured in the [Co-Chairs’ statement](#); and results of the [virtual survey on the monitoring process](#) conducted in early 2020.

² These consultations have engaged 23 partner country governments, 15 bilateral and multilateral development partners, one inter-governmental regional organisation, and representatives of non-executive stakeholders (civil society, private sector, parliaments, foundations) and sub-national government. Participants were identified under the guidance of the Co-Chairs, based on a mix of criteria which (i) sought engagement of Steering Committee members and partners who expressed interest in the monitoring work under the 2020-22 Work Programme, (ii) facilitated a range of views from stakeholders spanning different constituency groups, regions, and experiences of engaging in the 2018 monitoring round, and (iii) kept the groups small enough to allow for in-depth discussions.

gaps exist, and how a future monitoring process can both utilise and strengthen those systems. **Development partners and other stakeholders** also need to consider how they can support institutionalisation;

- Holding **development partners** to their commitment to the monitoring exercise by **addressing significant gaps in their support and engagement** in the process, including to more systemically **integrate monitoring engagement and findings into their own core systems**, at both strategic and operational levels;

→ **Development partners** will need to lead on this issue which implicates their engagement (considering root causes of lack of engagement and forward-looking incentives for participation in the monitoring, including in countries where they do not have an on-the-ground presence), as well as their own internal systems and processes;

- Strengthening the process so it **embodies a whole-of-society approach by incentivising participation of a range of stakeholders**, especially at country level under the leadership of partner country governments;

→ **Non-executive stakeholders**, as well as **partner countries**, will need to be contribute to identifying options for a future monitoring process to achieve this;

- **Putting in place a more customised support structure** for partner countries participating in the exercise, taking into account what is needed at different stages of the process and exploring an array of support options at global, regional, and country levels. This support should go beyond just helping to get the monitoring done to actually strengthening structures and systems so that development co-operation management is made easier in the future;

→ **Development partners** will be asked to be active in identifying future support options which they can contribute to implementing; **Co-Chairs** will explore future institutionalised engagement with regional organisations and bodies, drawing on support from relevant **partner country Steering Committee members**;

The second set of issues, as follows, are likely to be more complex, thus **will need more reflection through in-depth analysis and at a strategic level** in order to bring forward proposals to address them:

- **Making the process more flexible** so that it can adapt to each country's context and capacity, while still enabling global comparability and promoting accountability. This includes looking at the feasibility and implications of altering the timing of the monitoring – in terms of when it takes place, if it could take place at different times in different countries, and how long people are given to get it done. Offering more options for when countries begin and end the exercise would allow for more institutionalisation and tailoring to country needs and contexts, but would complicate global accountability and comparability of results over time, also perhaps undermining momentum at the global level.
- **Strengthening linkages with the 2030 Agenda** also needs an approach which responds to calls for better integration with country-level SDG architecture and reporting processes, while continuing to produce evidence for global SDG monitoring and policy dialogue. The implications of various options to strengthen SDG linkages will hinge in large part upon whether changes are made to the timing or periodicity of the exercise. Making the timing more flexible for when partner countries participate offers opportunities for embedding monitoring in country-level SDG processes. Maintaining a greater degree

of global uniformity in when data is collected across countries opens more options for sourcing global SDG data.

The “Listening Up” document provides many practical examples of how these issues have already been successfully addressed on the ground as well as proposals for new actions that could be taken to tackle them in the future. These imply behaviour changes at both the global and country levels for development partners, partner countries, and other stakeholders.

The Co-Chairs’ proposal for how to advance concretely on both sets of issues outlined above can be found in Part III of this document.

Part II. Reviewing the Indicator Framework

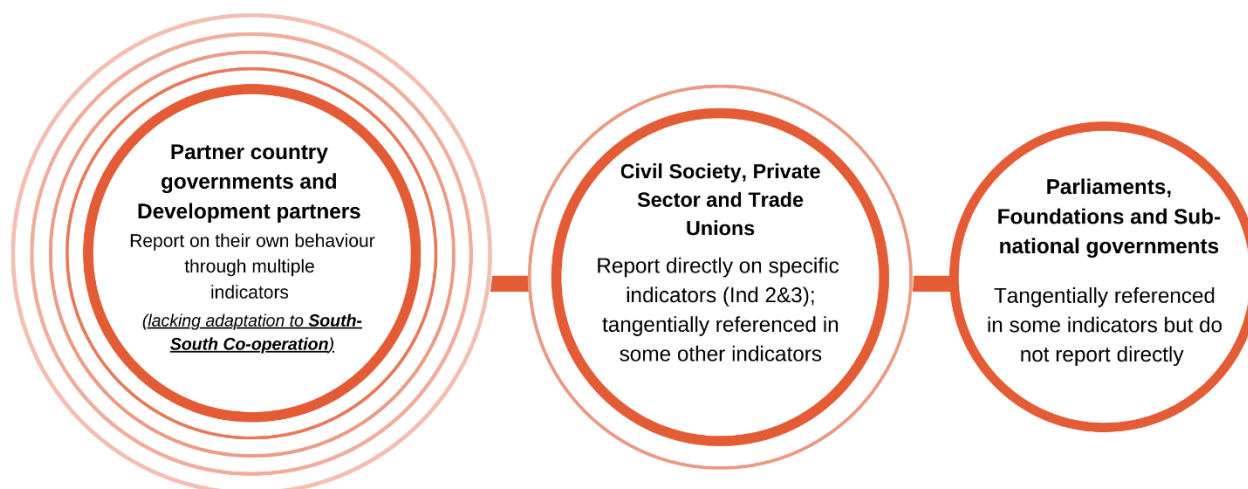
The Global Partnership monitoring is centred on the four effectiveness principles, with the indicators grouped under these, as shown below:

Figure 1: Monitoring Indicators Mapped to the Effectiveness Principles

PRINCIPLES	FOCUS ON RESULTS	COUNTRY OWNERSHIP	INCLUSIVE DEVELOPMENT PARTNERSHIPS	TRANSPARENCY AND MUTUAL ACCOUNTABILITY
INDICATORS	1A Development partners use country-led results frameworks	5A Development co-operation is predictable: Annual predictability	2 Civil society organisations operate within an enabling environment that maximises their engagement in and contribution to development	4 Transparent information on development co-operation is publicly available
	1B Countries strengthen their national results frameworks	5B Development co-operation is predictable: Medium-term predictability	3 Quality of public-private dialogue	6 Development co-operation is included in budgets and subject to parliamentary oversight
		9A Quality of countries' public financial management systems		7 Mutual accountability between development actors
		9B Development partners use country systems		8 Governments track public allocations for gender equality and womens' empowerment
		10 Aid is untied		

The spirit of the Global Partnership, from its inception in Busan, and re-affirmed in Nairobi, is that all development actors have a role to play in improving the effectiveness of co-operation and partnerships. By extension, it is essential to get more stakeholders on board with the monitoring, given the interconnected nature of development co-operation and the need to adopt a “whole-of-society” approach if such co-operation is to be successful in helping to achieve the SDGs. Furthermore, the current approach is that the same set of indicators is reported on in all countries. The rationale for this one-size-fits-all approach is that it allows comparisons between countries and provides a global snapshot. However, it also means that the monitoring is not tailored to an individual country’s context or capacity. Despite adaptations already made to the monitoring framework, the **roles of all stakeholders and the diversity of country contexts remain incompletely captured in the current monitoring framework**. The current indicators focus heavily on bilateral and multilateral development partners and partner country governments, with only a limited role for other constituencies, as shown in the diagram below [see also Annex A which provides a more comprehensive overview of constituency entry points into the current indicator framework].

Figure 2: The Current Indicator Framework Offers Imbalanced Entry Points for Different Constituencies³



A revised indicator framework needs to more accurately and fully mirror the multi-stakeholder make-up of the Partnership. The revised framework will continue to be anchored by the four principles, as these remain the common denominator around which Global Partnership constituencies – both those who have been engaged in the Partnership in the past and allowing for the possibility for additional constituencies to become involved in the future - convene and are the basis of the commitments they make to each other and for which they agree to be held accountable.

Thus, the **Co-Chairs propose a stakeholder-based approach to reviewing what is measured through the Global Partnership monitoring exercise.** The approach will also be informed by **context-specific considerations** that are vital to improve the relevance of the monitoring exercise and the evidence it produces, such as contextual issues pertaining to **fragile settings**, and between **different modalities of development co-operation**, among others.

Further, the indicator framework needs to reflect that the success or failure of efforts by any actor to adhere to the effectiveness principles plays out *at the country level*. This is where coalitions of actors must collaborate effectively to address the challenges a particular country faces in achieving the SDGs. Having in place **core systems, policies, and a co-operation architecture which facilitates co-ordination, dialogue and mutual accountability** is fundamental for partnerships to reach their full potential. **These systemic issues**, which can be considered the enabling environment for implementing the effectiveness principles and which require investments by all stakeholders, **should feature in and be tracked through the revised Global Partnership monitoring**, and will therefore also be a focus of the framework review.

Based on the above rationale, the Co-Chairs will request each constituency, as a first step, following the 20th Steering Committee meeting, with the guidance and support of their respective Steering Committee member(s), to consider the following **“reflection points”**:

- the degree to which they are now represented in the monitoring exercise;
- to what extent, and how, they wish to see themselves reflected in a revised monitoring framework;

³ This visual depicts the current indicator framework and thus the constituencies listed are those with entry points in the past rounds of the monitoring exercise; it does not preclude the possibility of additional constituency groups being engaged in the Global Partnership or its monitoring in the future.

- what actions in their own behaviour they consider most impactful for implementing their respective effectiveness **priorities** (including cross-cutting issues critical to Agenda 2030) and **commitments** to the effectiveness principles (including as captured in current indicators) and that they are willing to be held accountable for;
- to what extent, and how, their priority actions and commitments vary by country context;
- what specifically they will prioritise and could be held accountable for in addressing systemic effectiveness issues: country-level systems, policies and co-operation architecture;
- what they think other constituencies should be measured against and held accountable for to ensure stakeholder actions continue to be guided by a strengthened accountability mechanism.

Each constituency will therefore need to consider **what warrants space in the monitoring framework, noting that the monitoring indicators should reflect effectiveness commitments and produce evidence which will stimulate learning and behaviour change**. Some prioritisation will be required as there is a need to simplify the framework and make the overall monitoring process lighter. Therefore, Co-Chairs will review the constituency inputs on commitments and priorities, in order to bring a proposal for discussion at the 21st Steering Committee meeting on the emerging contours of the framework.

This will be followed by a second step, following the 21st meeting, to work further with constituencies on more technical aspects of indicator development and refinement. Across both these steps, Co-Chairs will take into consideration, encouraging constituencies to do the same, existing relevant resources and previous work in relation to the indicator framework. These include the “Listening Up” document which summarises some initial ideas on the indicators from stakeholders who participated in those consultations, as well as the work and conclusions of the Monitoring Advisory Group (MAG).⁴

Questions for Discussion:

- *Do you agree with the proposal to review the indicator framework through a stakeholder-based approach which considers systemic issues and takes into account different country contexts? If not, what adjustments to the approach would be needed in your view?*
- *Do the “reflection points” outlined above provide adequate guidance for you to lead deliberations with your constituency? If not, what further considerations should be included?*

⁴ The Monitoring Advisory Group (MAG), established by the [Steering Committee in 2015](#), was composed of 12 high-level experts from developing country governments, development co-operation providers, think tanks and civil society organisations. It provided recommendations of areas of revision of the monitoring framework in the post-2015 context, including technical expert guidance on relevant and appropriate methodologies. More information on work of the MAG and their final report and recommendations can be found [here](#).

Part III. Next Steps and Way Forward

The **Co-Chairs** are committed to continue to lead the reform and to do so in an inclusive and transparent manner. For both the process and indicator framework, a stakeholder-based approach is proposed.

Monitoring Process

The Co-Chairs now propose to conduct a series of consultations based on the issues and proposals that have been raised by stakeholders so far and are captured in the “Listening Up” document. These consultations would involve deeper exploration of root causes of the issues and would flesh out the ideas that have been put forward to decide which of them should be included as options in a reform proposal. They would include a consideration of any trade-offs involved as well as welcoming any new ideas that come up. They will focus on the following issues [*referred to as “A”* in the roadmap visual below], which were also presented in Part I of this document, which Co-Chairs suggest are ready for further technical work. Co-Chairs also propose that these consultations “task” in particular the constituencies listed respectively:

- **Streamlining and simplifying** the process;
→ **All stakeholders**; particular attention to **partner countries’** views;
- **Embedding preparation and follow up phases** into the process;
→ **All stakeholders**; cognisant of **partner countries’** lead role in the exercise;
- Better **institutionalising the monitoring by integrating it into partner country systems and processes**; attention to **how development partners and other stakeholders can support this**;
→ **Partner countries primarily**; also **development partners and other stakeholders**;
- Holding **development partners** to their commitment to the monitoring exercise by **addressing significant gaps in their support and engagement in the process**, including to more systemically **integrate monitoring engagement and findings into their own core systems**, at both strategic and operational levels;
→ **Development partners**;
- Strengthening the process so it **embodies a whole-of-society approach** by incentivising participation of a range of stakeholders;
→ **Non-executive stakeholders and partner countries**;
- Putting in place a more **customised support structure** for partner countries participating in the exercise.
→ **Development partners**; regional organisations/bodies through outreach by **Co-Chairs**.

A second set of issues [*labelled “B”* in the roadmap visual], listed as follows and also captured in Part I of this document, would need more work than the above. To advance on these, Co-Chairs propose a complementary process to systematically map implications of different options, taking into account as well strategic-level considerations:

- Making the process more **flexible** so that it can adapt to each country’s context and capacity, including a review of timings;
- Better **linking the process with other existing country and global-level initiatives** such as those around the SDGs to ensure that they complement one another.

A consolidated proposal based on the consultations and proposals emerging from the process to consider issues “A” and the additional work to develop options (with attention to implications of each option) for issues

“B”, would be developed by the Co-Chairs and submitted for consideration at the Steering Committee’s 21st meeting.

Monitoring Indicator Framework

The Co-Chairs propose to organise constituency-based consultations in co-ordination with, and through active engagement of, Steering Committee members. After the 20th Steering Committee meeting, as a first step, and specifically during the first quarter of 2021, each constituency will be asked to consider the following “reflection points” (which also appear in Part II of this document):

- the degree to which they are now represented in the monitoring exercise;
- to what extent, and how, they wish to see themselves reflected in a revised monitoring framework;
- what actions in their own behaviour they consider most impactful for implementing their respective effectiveness **priorities** (including cross-cutting issues critical to Agenda 2030) and **commitments** to the effectiveness principles (including as captured in current indicators) and that they are willing to be held accountable for;
- to what extent, and how, their priority actions and commitments vary by country context;
- what specifically they will prioritise and could be held accountable for in addressing systemic effectiveness issues: country-level systems, policies and co-operation architecture;
- what they think other constituencies should be measured against and held accountable for to ensure stakeholder actions continue to be guided by a strengthened accountability mechanism.

More detailed guidance, based on these “reflection points”, will be forthcoming, to support Steering Committee members in jointly leading, with the Co-Chairs, consultations with their constituencies.

The outcomes of this process will be reviewed by the Co-Chairs, who will bring a consolidated proposal back to the Committee for consideration in its 21st meeting, focusing on the broad priorities and commitments of constituencies, as a basis for advancing on the indicator framework review. **It is important to note that Co-Chairs will need to review the priorities put forward by all constituencies, and develop a proposal for a revised indicator framework which reconciles these priorities. It can be anticipated that, given the need to minimise complexity, not all constituency priorities can reasonably be included.** Following the 21st Committee meeting, and as a second step, Co-Chairs will work with constituencies on more detailed technical elements of indicators development/refinement (based on their broad priorities and commitments), together with concrete design of an improved monitoring *process*.

It should also be noted that as the monitoring framework needs to evolve along with the environment, it is expected that further changes may be needed after HLM3, as some constituencies may need time beyond HLM3 to finalise new monitoring approaches. A visual depiction of the reform process can be found below in the “Monitoring Reform: Roadmap to HLM3”.

Roles of Key Actors in the Reform

As leads of the monitoring work (Strategic Priority 3 in the Work Programme), **the Co-Chairs** will provide overall leadership to each stage of the reform, ensuring a participatory, transparent, and inclusive process. They will also have responsibility for developing and putting forward proposals to the Steering Committee to advance the reform at every stage.

Steering Committee members will be instrumental in ensuring an inclusive monitoring reform which responds to the needs and priorities of all Global Partnership constituencies and, eventually, a monitoring proposal that reflects more fully the multi-stakeholder make-up of the Partnership. Co-Chairs look to members’ continued leadership to generate traction and increase political buy-in for the reform process, by providing input, mobilising and consulting their constituents, and actively laying the ground for political uptake of the new monitoring proposal at country level and at HLM3.

Relevant **Action Areas** are anticipated to play a role in helping to refine indicators and their methodologies and support piloting, to the extent possible, in conjunction with their country-level activities. They will also be kept informed of forthcoming consultations on the key issues related to the monitoring process [issue set “A”] and invited to provide inputs as relevant.

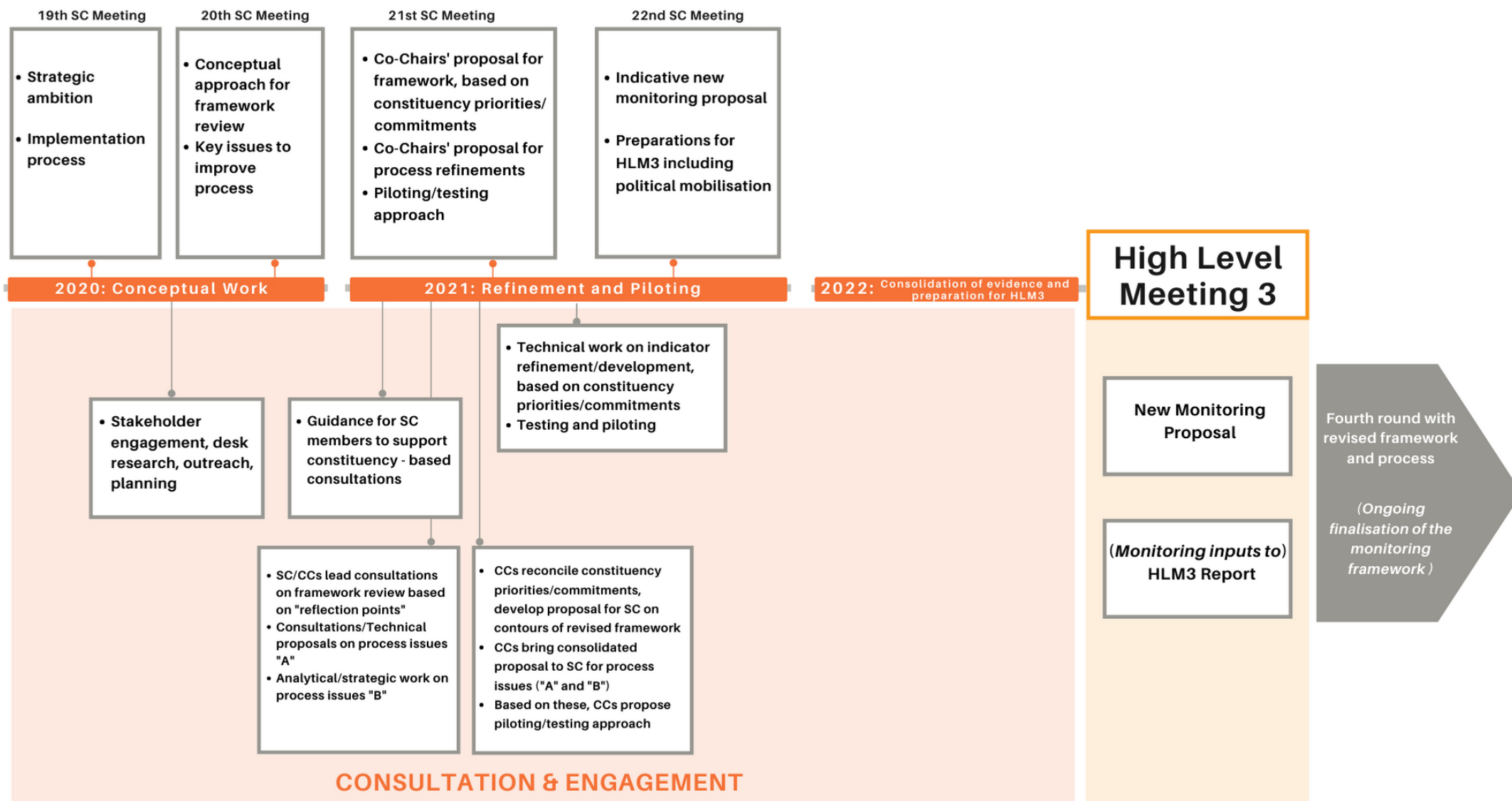
The **Joint Support Team** (JST), in accordance with their mandate,⁵ will provide technical and advisory support to the Co-Chairs as they lead the overall reform.

Questions for Discussion:

- *Do you agree with the proposed next steps?*
- *As a Steering Committee member, how do you plan to engage and mobilise your constituency in these processes, and ensure sufficient country-level knowledge and relevance?*
- *The process requires both technical and political expertise. What kind of support do you require to prepare your constituency?*

⁵ Among others, the mandate of the JST as outlined in the Nairobi Outcome Document is to “develop, refine, and implement the global methodology for monitoring implementation of agreed commitments for endorsement by the Steering Committee”.

Monitoring Reform: Roadmap to HLM3 (with focus on 2021)



Annex A: Entry Points for Global Partnership Constituencies in the Current Monitoring Framework⁶

Constituency (defined by the Steering Committee)	Entry point into the current monitoring indicators
Recipients of development co-operation – Partner country governments	The framework monitors how partner country governments are delivering on their commitment to lead development efforts – notably to use and strengthen their national results frameworks. Partner country governments report on existing mutual accountability mechanisms. The framework also monitors how partner country governments facilitate a whole-of-society approach, capturing the extent to which partner country governments provide civil society with an environment that maximises their engagement in and contribution to development; and assessing the quality of partner country governments' dialogue with the private sector. The framework also focuses on government efforts to put in place strong development planning and public financial management systems, including systems to track public allocations for gender equality and women's empowerment and to extend parliamentary oversight over development co-operation included in the national budget.
Providers of development co-operation (<i>bilateral and multilateral</i>) – Development partners	The exercise measures alignment of their strategies and projects to country-led development priorities and results; predictability of development co-operation; use of partner country public financial management systems; and progress made in transparency and untying aid. Development partners also report on the extent to which they use countries' own results frameworks and evaluation processes.
"Dual character" countries (providers and recipients)	The governments of countries with dual characteristics are invited to report within the framework both as recipients and providers of development co-operation (see above).
Civil society	The monitoring exercise produces evidence on the enabling environment for civil society and on CSOs' own effectiveness. It also reflects the involvement of civil society during development planning, implementation - given their role as implementers of some projects at the country-level; and monitoring of policies and programmes. The exercise considers in particular women's organisations' role in monitoring local and national budget allocations for gender equality and women's empowerment. Civil society involvement is also considered when assessing mutual accountability mechanisms for development co-operation.
Business sector	Private sector actors provide their views on the quality of public-private dialogue (PPD) and recent PPD experiences. The monitoring reflects the involvement of private sector during development planning and implementation, given their role as implementers of some projects at the country-level. Their involvement is also considered in assessing mutual accountability mechanisms.
Trade unions	The monitoring reflects trade unions' involvement in development planning. It also captures their role and contribution by assessing whether trade union focal points are included in national public-private dialogue initiatives and in mutual accountability mechanisms for development co-operation; and by encouraging trade unions to provide input regarding the extent to which an enabling environment exists for CSOs to operate at country level.

⁶ This table depicts the current indicator framework and thus the constituencies listed are those with entry points in the past rounds of the monitoring exercise; it does not preclude the possibility of additional constituency groups being engaged in the Global Partnership or its monitoring in the future.

Foundations	The monitoring provides space to reflect foundations' involvement in development planning and implementation, given their possible role as implementers of some projects at the country level. It also captures their role by assessing whether foundations are included in mutual accountability mechanisms for development co-operation. In some instances, foundations have engaged in the assessment of the quality and effectiveness of public-private dialogues.
Parliaments	The monitoring tracks whether parliaments have oversight over development co-operation resources included in the national budget as well as over budget allocations for gender equality and women's empowerment. It also captures their role and contribution by assessing whether governments have engaged them in the preparation of national development strategies, in contributing to public-private dialogue and in mutual accountability mechanisms for development co-operation.
Sub-national governments	The monitoring captures the role and contribution of sub-national governments in the preparation of national development strategies; how sub-national strategies are aligned to national development strategies; the extent to which they track and make public allocations for gender equality; and the role of sub-national governments in mutual accountability mechanisms for development co-operation. The framework considers the quality of public-private dialogue at all levels of government.