Southern Voice

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29

Strengthening Accountability in Development Cooperation
*Role of GPEDC Monitoring Indicators
in the context of
Agenda 2030 and AAAA*

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STRENGTHENING ACCOUNTABILITY IN DEVELOPMENT COOPERATION

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Preface

Accountability of development cooperation has been subjected to numerous debates, most appearing in the High Level Fora on Aid Effectiveness in Rome, Paris, Accra, Busan and Mexico. Recently, it has come to the fore more eminently as the post-2015 agenda calls for stronger and inclusive global development partnerships. The common realisation for international development cooperation was the need to mobilise more resources to meet financing and capacity gaps, strengthen mutual accountability of development partners, and to have clearly defined and measurable targets to monitor the quality of the inputs provided. Delivering experiences of the Millennium Development Goals (MDGs) revealed that efforts to measure effectiveness of development cooperation remain weak till date.

Thus, in the Fourth High level Forum on Aid Effectiveness in Busan, the creation of the multi-stakeholder platform *Global Partnership for Effective Development Cooperation (GPEDC)* was expected to spearhead the global mission to have a reliable monitoring framework for assessing accountability, transparency, and hence, effectiveness of official development assistance (ODA). The GPEDC Monitoring Framework has been formulated during the course of finalising the monitoring and accountability framework of the Sustainable Development Goals (SDGs), and now it can be perceived as a perfect complement to the SDG framework.

Currently, the indicators in the GPEDC Framework are subjected to assessment and modification following the completion of their 2015 deadline for the 10 initial targets. Also the SDG indicators are in the process of being revised before finalisation in the 47th session of the Statistical Commission of United Nations Economic and Social Council (ECOSOC) in March 2016. Recently, one of the GPEDC indicators has been included in the SDG framework as the only indicator for Target 17.16. In this backdrop, the present study aims to reflect the essential gaps in the SDG framework regarding strengthening development cooperation that needs to be addressed and the role of GPEDC in the corresponding arena.

The initial findings of this study was presented as a substantive input in the Third Meeting of the GPEDC Monitoring Advisory Group held in New York on 3-5 February 2016. It is now being published with the hope of contributing to the debates on finalising the SDG monitoring framework.

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Abstract

Effective development cooperation with sufficient accountability amongst the different stakeholders is expected to play a more vital role in the global development process. In this context, the paper aims to locate possible integration of the Global Partnership for Effective Development Cooperation (GPEDC) Monitoring Framework in the context of the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda (AAAA) with a view to strengthen accountability in development cooperation. The Sustainable Development Goals (SDGs) of the 2030 Agenda has a very ambitious set of targets which include complete elimination of absolute poverty by 2030, while the AAAA provides a set of means which will enable this to happen, including financing and promoting trade as an engine for development. In order to find the interface between the GPEDC Monitoring Framework with these two processes, the anticipated behaviour and the operational changes required by the stakeholders for the realisation of these two agendas were analysed from the perspective of the theory of change. It has been found that two GPEDC indicators are directly linked to respective SDG targets, but most are partially linked, and these will be discussed in detail. In the context of the AAAA, only one GPEDC target is not consistent with the AAAA while the other nine have direct linkage. Therefore, the GPEDC Monitoring Framework can serve as a complementary system for reviewing the means of implementing the SDGs related to development cooperation.

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Acronyms

AAAA	Addis Ababa Action Agenda
CPIA	Country Policy and Institutional Assessment
CSO	Civil Society Organisation
DAC	Development Assistance Committee
FDI	Foreign Direct Investment
FfD	Financing for Development
GNI	Gross National Income
GPEDC	Global Partnership for Effective Development Cooperation
HLD	High-Level Dialogue
HLF	High-Level Forum
HLM	High-Level Meeting
HLPF	High-Level Political Forum
JST	Joint Support Team
MAG	Monitoring Advisory Group
MDG	Millennium Development Goal
MoI	Means of Implementation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
UN	United Nations
UNDP	United Nations Development Programme
UNECOSOC	United Nations Economic and Social Council
UNGA	United Nations General Assembly
UNSG	United Nations Secretary General
WP-EFF	Working Party on Aid Effectiveness

Strengthening Accountability in Development Cooperation

Role of GPEDC Monitoring Indicators in the context of Agenda 2030 and AAAA

1. Development Cooperation at the Crossroads

Development cooperation surpassed official development assistance (ODA) at a time when the needs of Southern countries necessitated facilitating a variety of assistance including technical assistance, military and humanitarian aid, budgetary support, and support for post-conflict reconstruction and rehabilitation. As the global development fora observed, the Development Assistance Committee (DAC) members of the Organisation for Economic Co-operation and Development (OECD), including the largest donor countries (United States, United Kingdom, Germany, France and Japan), fell short of fulfilling their commitment to provide 0.7 per cent of gross national income (GNI)[1], and there exists a scarcity of resources for mobilising development initiatives in the countries dependent on external finance. External finance played a major role in aiding middle and low-income countries to meet the Millennium Development Goals (MDGs). As MDG 8 stated, there was a crucial role for inclusive global partnership for progressing towards the targets set for 2015. Consequently, as the world moves towards the next chapter for development cooperation in post-2015, and is currently brainstorming innovative ideas for mobilising finance for sustainable development, it has come to our attention that new actors, modalities and development partners have to be accounted for. For instance, South-South and Triangular Cooperation(s) need to be systemised for resources from emerging Southern partners that are expected to be a major source of external finance in the post-2015 era. Also, much needed finances from traditional developed donors has to be productively utilised, and both providers and recipients must be made accountable for their commitments. In this context, the multi-stakeholder platform Global Partnership for Effective Development Cooperation (GPEDC) has come to the fore to enhance collective efforts for foreign aid. The present paper looks at the possibility of using the GPEDC Monitoring Framework with a view to strengthening the accountability framework in international development cooperation in the context of 2030 Agenda and Addis Ababa Action Agenda (AAAA). In doing so, the paper seeks to identify the anticipated behaviour and the operational changes from the perspective of the theory of change.

2. What is GPEDC All About?

Formed at the 2011 High-Level Meeting (HLM) in Busan, South Korea, the GPEDC is a forum which includes governments, bilateral and multilateral organisations, civil society organisations (CSOs), and the private sector for the primary purpose of systemising knowledge on development cooperation worldwide and devising methods to make them more effective. It is a multi-stakeholder platform aiming to enhance the impact of development cooperation by scaling up country-level efforts in collaborating policies and methodology of both providing and receiving aid in priority areas, as well as maintaining sound records of financial flows and their utilisation. As it is a global mechanism, the foundation of GPEDC and other global aid effectiveness initiative such as the High-Level Fora on Aid Effectiveness in Paris and Busan. The GPEDC tracks the progress of the Busan commitments with the use of its monitoring framework, with ten targets and indicators for systemising the process

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[1]Development Initiatives (2014).

of delivering development finance. The framework is based on the Busan Principles of ownership, results, inclusiveness, and transparency and accountability with an emphasis in monitoring the relevance, effectiveness and usefulness of the indicators. These indicators focus on strengthening developing country institutions, increasing transparency and predictability of development cooperation, enhancing gender equality, as well as promoting greater involvement for civil society, parliaments and private sector in development efforts. The targets set in 2011 were given a deadline of 2015 and the Monitoring Advisory Group (MAG) of the GPEDC is involved in evaluating the progress of those targets and the reasons for any setback.

The process of assessing aid effectiveness is an evolutionary one that began in Rome in 2003 and GPEDC is one of the multi-stakeholder commissaries working in this area. Table 1 shows the successive events that made GPEDC possible.

Table 1: Timeline of Events in the Formation of GPEDC

Event	Date and Place	Agenda	Outcome
First High-Level Forum on Aid Effectiveness	Rome (2003)	Outline the principles of aid effectiveness	Rome Declaration (OECD, n. d.-b)
Second High-Level Forum on Aid Effectiveness	Paris (2005)	Set a measurable target. Establish a monitoring and framework for holding providers and recipients accountable to their commitments	Paris Declaration and the creation of Working Party on Aid Effectiveness (WP-EEF). Endorsed the five criteria to monitor effectiveness of aid – ownership, alignment, harmonisation, managing for results, and mutual accountability (OECD, 2005)
Third High-Level Forum on Aid Effectiveness	Accra (2008)	Call on the implementation of the Paris Declaration and set the agenda for accelerating the progress towards the Paris targets	Accra Agenda for Action. Four main areas of improvement identified: ownership, inclusive partnerships, delivering results and capacity development (United Nations, 2015a)
Fourth High-Level Forum on Aid Effectiveness	Busan (2011)	Following the preceding meeting, discuss results of the 2011 survey and review the progress on implementing the Paris targets	Busan Outcome Document and the formation of the GPEDC (OECD, 2011)

Source: OECD (n. d.-a).

Following the establishment of the GPEDC, efforts to monitor development cooperation were scaled up. Table 2 shows how the GPEDC articulated and disseminated information on making development cooperation effective.

The Busan Partnership Agreement mentioned the importance of a "new, inclusive and representative Global Partnership for Effective Development Cooperation to support and ensure accountability for the implementation of commitments at the political level" (§36).[2] Since the Paris Declaration in 2005, the Working Party on Aid Effectiveness (WP-EFF) was active in boosting inclusive efforts of global partnership to meet the Goal 8 of the MDGs and was endorsed by the OECD-DAC. Following the Fourth High-Level Forum on Aid Effectiveness, the GPEDC was formed and the WP-EEF was assigned to write its mandate. Since the approval of the GPEDC mandate, the WP-EEF has been dissolved.[3]

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[2]See OECD (2011) for details.
[3]See GPEDC (n.d.-c).

Table 2: Progress of GPEDC

Event	Date and Place	Agenda	Outcome
First Monitoring Round	46 recipient countries and 77 providing countries (2013-2014)	Track progress of the Busan Agreement	Made Development Cooperation for Effective: 2014 Progress Report produced by the OECD-UNDP Joint Support Team (JST) is the outcome of the first monitoring round. This provided information for the ministerial discussions during the First High-Level Meeting of the Global Partnership held in Mexico in April 2014 (OECD/ UNDP, 2014)
First High Level Meeting	Mexico (2014)	Successive plenary sessions to discuss progress in implementing Busan targets; methods for making taxation and domestic resource mobilisation effective for development; delivering development through aid effectively in middle-income countries; knowledge sharing on South-South and Triangular Cooperation; and on improving the role of business in development	Final Mexico High Level Meeting Communiqué (GPEDC, 2014)
Second Monitoring Round	76 recipient countries and other participants are yet to be confirmed (2015-2016)	Track progress through the GPEDC Monitoring Framework of global progress in making aid effective	Second progress report aimed for discussion in the Second High-Level Meeting

Source: GPEDC (n. d.-a).

Currently, the GPEDC is led by three co-Chairs and a steering committee consisting of 21 members. It has an MAG that is engaged in finalising the evaluation criteria and pilot indicators of the GPEDC.

The GPEDC is changing the mandate from aid effectiveness to effective development cooperation. The stakeholders are not only concerned about the volume of aid being mobilised but also about the quality of all official assistances being transferred for development. In this context the GPEDC is a novel initiative to make this endeavour possible.

3. Textual Basis for Linking SDGs to GPEDC

Although GPEDC is not explicitly mentioned anywhere in the Sustainable Development Goals (SDGs) outcome document, the objectives of both the SDGs and GPEDC overlap in certain areas that may be observed from the details of Agenda 2030 (United Nations, 2015b).

- Article 60, under "Means of Implementation and the Global Partnership", reads as follows: "We reaffirm our strong commitment to the full implementation of this new Agenda. We recognize that we will not be able to achieve our ambitious Goals and targets without a revitalized and enhanced Global Partnership and comparably ambitious means of implementation. The revitalized Global Partnership will facilitate an intensive global engagement in support of implementation of all the Goals and targets, bringing together Governments, civil society, the private sector, the United Nations system and other actors and mobilizing all available resources."
- Similarly, Article 61 mentions that: "The Agenda's Goals and targets deal with the means required to realize our collective ambitions. We shall accord them equal priority in our implementation

efforts and in the global indicator framework for monitoring our progress will give equal priority to all goals and targets."

- Further, Article 63 emphasises the need for "cohesive nationally-owned sustainable development strategies, supported by integrated national financing frameworks, will be at the heart of our efforts." It added that "national development efforts need to be supported by an enabling international economic environment, including coherent and mutually supporting world trade, monetary and financial systems, and strengthened and enhanced global economic governance."

SDG document, without referring specifically to GPEDC, has captured many of the features of the latter. The SDGs recognise the need for a reinvigorated global development partnership that, on one hand, will allow necessary space for national development policies and strategies. On the other hand, such partnerships have to be supported by enabling global economic policies and structures. One may observe that the SDG implementation strategy emphasises an international development cooperation modality, underpinned by certain anticipated behavioural changes on the part of different segments and actors.

4. The Importance of GPEDC for SDG Implementation

In order to implement the highly ambitious 2030 Agenda there has to be a drastic change in behaviour and attitude from all stakeholders/actors engaged in international development cooperation nationally, regionally and globally. This calls for some significant changes in the way global development cooperation is currently conducted. In that sense, GPEDC efforts can become an important element of the Means of Implementation (MoI) of the envisaged global partnership. The question is whether the GPEDC Monitoring Framework can play a role in triggering and/or promoting such changes.

Although there is significant overlap of the objectives of both GPEDC and the SDGs, some vital issues were not adequately mentioned in the SDG document. Indeed, there is no mention of the term 'mutual accountability' anywhere in the 2030 Agenda outcome document. Arguably, the conduct of international development cooperation in general, and that of the aid providers have not been adequately underscored in the SDG document. The GPEDC Monitoring Framework, therefore can effectively contribute to the effective implementation as well as a "Review and Follow-up" of the SDGs by substantively complementing (if not by addressing a serious fault line of) the SDG framework. By focusing on the effectiveness and behavioural change of the parties in international development cooperation, the GPEDC Monitoring Framework will act as a complementary, but autonomous mechanism for enhancing effectiveness of the MoIs and monitoring the SDG progress.

The GPEDC indicators are well placed to facilitate behavioural changes that are required by stakeholders/actors by focusing on mostly process, and sometimes input, indicators. In simple terms, ensuring the inclusion of these indicators may achieve envisaged changes in the system. The SDGs, on the other hand, focus on quantitative development outcomes (what needs to change). Therefore, these two are very much linked. Without inputs channelled through a proper process, one cannot achieve targeted outcomes, and the effectiveness of the inputs and the processes will determine the amount of development outcomes. However, one will have to develop a system of analysis looking these two global agendas and a monitoring framework for development cooperation.

Thus, GPEDC reports (which would remain autonomous) may be considered in parallel with SDG Global Review Reports at the High-Level Forum (HLF) or United Nations Economic and Social Council (UNECOSOC). Indeed, GPEDC indicators may be also traced while undertaking the country-level monitoring of SDG progress. Alignment of GPEDC monitoring outcomes at SDG-related global, regional, and national levels has become imperative. This will also provide the opportunity to subject these GPEDC documents to closer scrutiny by wider stakeholders, enhancing the possibility of further improving the GPEDC Framework.

5. The Anticipated Behavioural Changes

The two main actors of the GPEDC are the providers (developed countries) and recipients (developing countries) of international development cooperation. For successful delivery of the SDGs, there has to be a change in behaviour of both the concerned parties, and the GPEDC indicators are supposed to bring more transparency in this behavioural change. The anticipated changes on the part of the provider would entail the following (with the GPEDC indicators indicated in the parentheses):

- Better alignment with national development practices (Indicator 1)
- Increased transparency (Indicator 4)
- Increased predictability of development cooperation both in the short and medium-terms (Indicator 5)
- Using country systems as the default approach for development cooperation in support of activities managed by the public sector (Indicator 9b)
- Untying of aid by donors (Indicator 10)
- Improved dialogue amongst providers and better coordination amongst providers, especially donors (no direct link to any GPEDC Indicator)
- Commitment from donors to report regularly on their activities in the aid information platform (no direct link to any GPEDC Indicator)

On the part of the cooperation-recipient, the required behavioural changes are as follows:

- Improved information and reporting on development cooperation (Indicator 6)
- Enhanced consultation frameworks and processes, inclusive of civil society (Indicator 2)
- Enable the participation of the private sector in the design and implementation of development policies and strategies to foster sustainable growth and poverty reduction (Indicator 3)
- Increased public allocations for gender equality and women's empowerment (Indicator 8)
- Better quality of public financial management systems (Indicator 9a)
- Better coordination and synergies among government ministries (no direct link to any GPEDC Indicator)
- Increased political commitment to transparency and accountability (no direct link to any GPEDC Indicator)
- Government willingness to take ownership and leadership of development cooperation (no direct link to any GPEDC Indicator)

Admittedly, not all actors will play equal (or identical) roles in triggering and promoting the envisaged changes. Thus, Table 3 seeks to identify the role of the providers and recipients in terms of their relative importance.

Table 3: The Primary and Secondary Actors Involved in GPEDC Indicators

Number	Indicator	Primary and Secondary Actors
1	Extent of use of country-owned results frameworks by providers of development cooperation	Developed Country Providers
2	CSO Enabling Environment Assessment	Developing Country Recipient
3	Quality of public-private dialogue index	Developing Country Recipient, Private Sector
4	Information on development cooperation is publically available (Transparency)	Developed Country Provider
5a	Proportion of development cooperation funding disbursed within the fiscal year within which it was scheduled by providers of development cooperation (Annual Predictability)	Developed Country Provider

(Table 3 contd.)

(Table 3 contd.)

Number	Indicator	Primary and Secondary Actors
5b	Proportion of development cooperation funding covered by indicative forward spending plans provided at country level (Medium Term Predictability)	Primary: Developing Country Recipient Secondary: Developed Country Provider
6	Percentage of development cooperation funding scheduled for disbursement that is recorded in the annual budgets approved by the legislatures of developing countries	Primary: Developing Country Recipient Secondary: Developed Country Provider
7	Percentage of countries that undertake inclusive mutual assessments of progress in implementing agreed commitments	Developing Country Recipient + Developed Country Provider
8	Percentage of countries with systems that track and make public allocations for gender equality and women's empowerment	Developing Country Recipient
9a	Quality of developing country public financial management systems	Developing Country Recipient
9b	Use of country-owned public financial management and procurement systems	Primary: Developed Country Provider Secondary: Developing Country Recipient
10	Untied aid	Developed Country Provider

Source: Authors' analysis from GPEDC (n. d.-b).

6. Comprising Comparative Review of SDG and GPEDC Indicators

The GPEDC Monitoring Framework consists of ten targets and corresponding indicators which have been juxtaposed against the 169 SDG targets and corresponding 231 indicators. The SDG targets have been revised. The Inter-Agency and Expert Group on Sustainable Development Goal (IAEG-SDG) Report till 17 December 2015 had the indicators in Annex III with the list of indicators that shows there are 80 'grey' and 149 'green'. A green indicator meant "there is general agreement (or small modifications proposed), based on the fact that less than 25 per cent of respondents have strong concerns/expressed need to discuss on priority basis; no strong opposing views by members; furthermore, some of these indicators are already well established." A grey indicator meant "more in-depth discussion is still needed and/or methodological development needs to be undertaken" which were marked with astericks.[4] However the latest version of this report released on 19 February 2016 only had green indicators, including one GPEDC indicator for Target 17.16, as given in Annex IV. The IAEG-SDG is currently reviewing data availability for Tier I and Tier II indicators, whereas further development is being planned for Tier III indicators.[5] In this context, Tables 4, 5 and 6 consist of a comparison of the GPEDC and SDG targets and indicators on the basis of complete, partial and no linkage among them in the two broad frameworks. Only the green indicators from Annex IV of the latest SDG indicator list have been used in the following tables.

Fully Overlapping Indicator

Linking GPEDC indicators to those of SDGs had been a tricky task. GPEDC is strongly linked to making the process of delivering development cooperation more transparent, allowable and effective. The SDGs, on the other hand, emphasise the comprehensive elevation of development progress with particular focus on the MoI. Before the latest revision of the IAEG-SDG Report the two monitoring

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[4]The latest document "Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators" shows the updated list of SDG targets and indicators (UN ECOSOC, 2016)

[5]"For each suggested indicator the Secretariat evaluated its stage of development according to a three tier system based on the information provided by the relevant entities: a first tier for which an established methodology exists and data are already widely available; a second tier for which a methodology has been established but for which data are not easily available; and a third for which an internationally agreed methodology has not yet been developed. It should be noted that the coverage and level of detail of the metadata provided by the relevant agencies vary across indicators and that this initial evaluation may need to be revisited as more complete information becomes available" (IAEG-SDG, 2015).

Table 4: Comparing Fully Overlapping Indicator and Targets in the GPEDC and SDG Framework

GPEDC Target	SDG Target	Corresponding GPEDC Indicator	Corresponding SDG Indicator
Indicator 7: Mutual accountability among development co-operation actors is strengthened through inclusive reviews **Target:** All developing coun-tries have inclusive mutual assessment reviews in place (Baseline year 2010)	**Target 17.16:** Enhance the global partnership 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	Percentage of countries that undertake inclusive mutual assessments of progress in implementing agreed commitments	**17.16.1:** Number of countries reporting progress in multi-stakeholder development effectiveness monitoring frameworks that support the achievement of the sustainable development goals.
Indicator 8: Gender equality and women's empowerment **Target:** All developing countries have systems that track and make public resource allocations for gender equality and women's empowerment	**Target 5.c:** 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	Percentage of countries with systems that track and make public allocations for gender equality and women's empowerment	**5.c.1:** Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment

Source: GPEDC (n.d.-b) and UN ECOSOC (2016)

frameworks revealed only one exactly overlapping indicator (Indicator 8) and somewhat similar target, as shown in Table 4. Recently the GPEDC indicator has been integrated into the SDG framework and now the indicators for Target 7 in the GPEDC Monitoring Framework and Target 17.16 in the SDG framework is similar. Indicator 8, on the other hand, draws attention to the proportion of countries that ensure adequate allocation of public finance for gender equality and women's empowerment. However, this indicator does not say anything about the level of allocation or the tracking outcomes. Moreover, we are only concerned with the gender-sensitive financial flow (possibly including ODA), but not other (possibly more important) dimensions of women's empowerment.

As observed from Table 5 the following linkages have been derived between GPEDC and SDG targets and indicators:

Partial Link with Indicator 1

The GPEDC Monitoring Framework refers to the use of the country-results framework in Indicator 1 to assess whether the development partners are addressing the recipient countries' priority areas of development. While progress is underway to construct a country-level results framework, such a mechanism is not mentioned in the SDG monitoring framework.

The GPEDC monitoring survey includes a comprehensive examination of allocation of development cooperation, both from the provider and recipient government perspectives for Indicator 1. The SDG target acknowledges the importance of aligning external financial flows towards priority areas, however the SDG indicator would only give information on fund allocation and disbursement, but not on the utilisation and impact of those funds in the designated area. Moreover, the SDG indicator is still under discussion in the consultation process. It may be that the capacity to utilise these funds can be reflected by examining Indicator 9 (effective institutions) in the GPEDC framework.

Table 5: Partially Linked GPEDC and SDG Indicators

GPEDC Target	SDG Target	Corresponding GPEDC Indicator	Corresponding SDG Indicator
Indicator 1: Development cooperation is focused on results that meet developing countries' priorities **Target:** All providers of development cooperation use country results frameworks	**Target 10.b:** Encourage official development assistance and financial flows, including foreign direct investment, to states where the need is greatest, in particular least developed countries, African countries, small island developing states and landlocked developing countries, in accordance with their national plans and programmes	Extent of use of country-results frameworks by cooperation providers	**10.b.1:** Total resource flows for development, disaggregated by recipient and donor countries and type of flow (e.g. official development assistance, foreign direct investment and other flows)
Indicator 2: Civil society operates within an environment which maximises its engagement in and contribution to development **Target:** Continued progress over time	**Target 17.17:** Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships	A preliminary assessment of CSO Enabling Environment building on qualitative, multi-stakeholder information	**17.17.1:** Amount of United States dollars committed to public-private and civil society partnerships
Indicator 3: Engagement and contribution of the private sector to development **Target:** Continued progress over time	**Target 17.17:** Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships	A three-dimension index providing a measure of the quality of public-private dialogue	**17.17.1:** Amount of United States dollars committed to public-private and civil society partnerships
Indicator 4: Transparency: information on development cooperation is publicly available **Target:** Implement the common standard – All development cooperation providers are on track to implement a common, open standard for electronic publication of timely, comprehensive and forward-looking information on development cooperation	**Target 17.19:** By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries	Measure of state of implementation of the common standard by cooperation providers	**17.19.1:** Dollar value of all resources made available to strengthen statistical capacity in developing countries

(Table 5 contd.)

GPEDC Target	SDG Target	Corresponding GPEDC Indicator	Corresponding SDG Indicator
Indicator 5: Development cooperation is more predictable **Target:** **Halve the gap** – halve the proportion of aid not disbursed within the fiscal year for which it was scheduled (Baseline year 2010) **Halve the gap** – halve the proportion of development cooperation funding not covered by indicative forward spending plans provided at country level	**Target 17.2:** Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent ODA/GNI to developing countries and 0.15 to 0.20 per cent of ODA/GNI to least developed countries; ODA providers are encouraged to consider setting a target to provide at least 0.20 per cent of ODA/GNI to least developed countries	(a) **Annual:** Proportion of development cooperation funding disbursed within the fiscal year within which it was scheduled by cooperation providers; (b) **Medium-term:** Proportion of development cooperation funding covered by indicative forward spending plans provided at country level	**17.2.1:** Net official development assistance, total and to least developed countries, as a percentage of OECD/DAC donors' gross national income
	Target 17.3: Mobilise additional financial resources for developing countries from multiple sources		**17.3.1:** Foreign direct investments (FDI), official development assistance and South-South Cooperation as a proportion of total domestic budget **17.3.2:** Volume of remittances (in United States dollars) as a percentage of total GDP
Indicator 9: Effective institutions: developing countries' systems are strengthened and used	**Target 16.6:** Develop effective, accountable and transparent institutions at all levels	(a) Quality of developing country Public Financial Management (PFM) systems; and (b) Use of country PFM and procurement systems	**16.6.1:** Primary government expenditures as a percentage of original approved budget, by sector (or by budget codes or similar)
Target: Half of developing countries move up at least one measure (i.e. 0.5 points) on the PFM/CPIA scale of performance (Baseline year 2010) Reduce the gap. [use the same logic as in Paris – close the gap by two-thirds where Country Policy and Institutional Assessment (CPIA) score is >=5; or by one-third when between 3.5 and 4.5] (Baseline year 2010)	**Target 12.7:** Promote public procurement practices that are sustainable, in accordance with national policies and priorities		**16.6.2:** Proportion of the population satisfied with their last experience of public services **12.7.1:** Number of countries implementing sustainable public procurement policies and action plans

(Table 5 contd.)

GPEDC Target	SDG Target	Corresponding GPEDC Indicator	Corresponding SDG Indicator
	Target 1.a: Ensure significant mobilisation of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions		**1.a.1:** Proportion of resources allocated by the government directly to poverty reduction programmes **1.a.2:** Proportion of total government spending on essential services (education, health and social protection)

Source: GPEDC (n. d.-b) and UN ECOSOC (2016).

Engaging Civil Society Partnership

Next, we can relate GPEDC Indicator 2 to SDG Target 17.17. As stated in the monitoring survey guide, the GPEDC incorporates three separate modules for monitoring CSO engagement at the country-level which encompasses the alignment of CSO activities with national development policies, accountability and transparency of CSO operations to the government, as well as its engagement with development partners. Therefore, to scale up CSO activities the GPEDC aims to vigorously assess CSO engagement in terms of planning, implementation, monitoring and accountability of their activities. Information for monitoring is being collected from country-level monitoring surveys from providers of development cooperation and recipient governments.

However, the SDG framework includes civil society partnerships only in its targets, without any component for CSO in its corresponding indicator. The public-private partnership incorporated in the target has not been defined adequately to clarify if it includes CSO engagement. In addition, there is no clarification on the source of data for commitment to these partnerships. Moreover, only data on commitment to partnerships does not adequately and comprehensively reflect information on CSO engagement in a country.

Dual Linkage of SDG Target 17.17

It has been observed that SDG target 17.17 can also be linked to GPEDC Indicator 3, mainly because both indicators are aimed at public-private ventures. However, there is no explicit linkage of GPEDC Indicator 3 with any of the SDG Targets because the technical aspects of the indicators are distinct. This is because the GPEDC Indicator is aimed at assessing the quality of dialogue among public-private stakeholders, whereas the SDG indicator only measures the magnitude of investment in public-private partnership, giving no insight into quality of implementation and impact of such a partnership. Arguably, the SDG framework does not adequately cover investment mobilisation from the private sector. This implies that the SDGs have inadequately reflected on the role of private sector firms in development. This is contradictory to global observations of the importance and relevance of the private sector as an MoI for sustainable development. This argument was strongly emphasised in the AAAA (2015) that finance from the private sector inevitably plays an important role in mobilising domestic resources.

Notwithstanding that, SDG Indicator 17.17 aims to monitor the financial commitment to public-private partnerships, but it is unclear how these partnerships are being defined and where such data

would be available. For example, the 'private' sector implies possibly only its 'for-profit' segment, not the 'not-for-profit' segment. Also, the GPEDC monitoring guide does not provide details on what are the three dimensions in the index that will be used to assess the quality of public-private dialogue.

Transparency and Behavioural Change

Moving on, we observe that GPEDC Indicator 4 aims to define a common standard for assuring transparency of information on development cooperation. This GPEDC Indicator is aligned with the Busan Partnership Agreement (§23c) and Paris Principles (§22). The assessment process of this indicator focuses on the three priority dimensions: i) timeliness; ii) comprehensiveness; and iii) forward-looking nature. However, the indicator does not incorporate certain other elements in the Paris principles such as public procurement, financial management and aid flows, which essentially requires transparency to allow effective monitoring. SDG Target 17.19 is linked with the GPEDC target because both are designed to measure progress on development. However, in order to improve transparency, the developing countries would also need to strengthen their statistical capacity, the importance of which is captured in the SDG target, but not explicitly mentioned in the GPEDC indicator. The GPEDC target can be interpreted as a means to begin, and the SDG target as a means to an end. Moreover, it is these indicators (GPEDC 4 and SDG 17.19) that demand strong behavioural change, particularly on the part of the donors to make any effective outcome.

Aid Predictability

Next, GPEDC Indicator 5a aims to identify the extent to which providers meet their commitment. The aim of this target is to examine the predictability of development cooperation to deter inconsistent implementation of projects due to unpredictable disbursements of funds and make development cooperation more effective. This is in line with SDG Target 17.2 which relates to providers meeting their explicit commitments. It is implied that once providers are dedicated to meeting their commitment, it could entail proper disbursement of funds. However, disbursement is subject to procedure and performance of the recipient country and to bottlenecks in the fund transmission mechanism.

Additionally, SDG Target 17.3 could be linked with GPEDC Indicator 5b. It could be cumbersome for the recipient country to have a forward expenditure plan of the development assistance they receive. Nevertheless this plan can be used when devising mechanisms to mobilise additional resources from multiple sources according to SDG Target 17.3. The two targets do not have explicit linkage but the process to achieve these targets can complement each other.

Strengthening Country Systems

Finally, three indicators in the SDG framework were found to have some link with GPEDC Indicator 9. These are within Targets 16.6, 12.7 and 1a in order of relevance to the GPEDC indicator. GPEDC Indicator 9 is linked with the Paris Declaration ((§17-30), which was again invigorated in the Busan Outcome Document (§19) for strengthening respective countries' public institutions and revitalising their effectively use of public funds. Indicator 9a in particular looks into measuring the quality of a developing country's budget and financial management systems, borrowed from the World Bank's Country Policy and Institutional Assessment (CPIA) criterion. The main source of data for this indicator is the World Bank. The remote link it has with the SDGs is with Target 16.6 which measures the proportion of the originally approved budget that is used for primary government expenditures. According to the metadata compiled from different UN agencies, this indicator can be based on Indicator PI-2 of the Public Expenditure and Financial Accountability dataset: composition of expenditure outturn compared to originally approved budget. This indicator would consider: (i) the variation between the approved budget and final expenditure for the year for each major function (comparable to a sector); (ii) variation in expenditure from the original budget by economic classification; and (iii) the average amount charged to the contingency reserve over the last three years.

Where GPEDC and SDG Indicators are Not Linked

Unlike the GPEDC Framework, curiously the SDG framework has no indicator on parliamentary scrutiny of resource allocation or use, although talks about role of the parliamentarians (as can be seen from Table 6). On the other hand, the SDG framework borrowed GPEDC Indicator 7 for Target 17.16, but these targets are not aligned in the first place. Finally, there was no hint of making aid or development cooperation untied in the SDG framework. So GPEDC Indicator 10 is unique to the SDG framework.

Table 6: SDG and GPEDC Indicators with No Direct Links but Similar Keywords

GPEDC Targets	SDG Targets with Matching Keywords but No Linkage in Targets with GPEDC	Corresponding GPEDC Indicator	Corresponding SDG Indicator
Indicator 6: Aid is on budgets which are subject to parliamentary scrutiny **Target:** **Halve the gap–** halve the proportion of development cooperation flows to the government sector not reported on government's budget(s) (with at least 85 per cent reported on budget) (Baseline year 2010)	**Target 5.5:** Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	Percentage of development cooperation funding scheduled for disbursement that is recorded in the annual budgets approved by the legislatures of developing countries	**5.5.1**: Proportion of seats held by women in national parliaments and local governments **5.5.2:** Proportion of women in managerial positions
Indicator 10: Aid is untied **Target:** Continued progress over time (Baseline year 2010)		Percentage of aid that is fully untied	

Source: GPEDC (n. d.-b); UN ECOSOC (2016).

7. Consistency with the Addis Ababa Action Agenda

The AAAA emphasises many of the same objectives as the GPEDC. There is a specific mention of GPEDC in the AAAA document and the other objectives (United Nations, 2015a). It appears that about eight of the GPEDC indicators have been covered by AAAA:

- The GPEDC indicators that are linked to the AAAA document are in parentheses. It is found that all of the indicators and targets are consistent with the objectives of the Financing for Development Agenda, **except for Target 6 (Aid is on budgets which are subject to parliamentary scrutiny)**.
- In Para 58 of the AAAA, there is explicit mention of **Global Partnership for Effective Development Cooperation**. The participating countries at AAAA expressed that they will take into account the efforts of forums like GPEDC in "**a complementary manner**".
- In Para 58, the participating states also seek to accelerate the "**untying of aid" (Indicator 10)**, promote **"country ownership and results orientation" (Indicator 1)**, **"strengthen country systems" (Indicator 9a)**, increase "**transparency" (Indicator 4)**, "**promote mutual accountability" (Indicator 7)**, and make development more effective and "**predictable" (Indicator 5)**.
- In Para 53, the participating countries at AAAA urged countries to **"track and report resource allocations for gender equality and women's empowerment" (Indicator 8)**.

- In Para 130 under Data, Monitoring and Follow-up, there are explicit mentions of **"civil society" (Indicator 2)**, academia and the **"private sector" (Indicator 3)**, and their necessity in participation for follow-up and review.
- In Para 11, the AAAA mentions that the ambitious Post-2015 Development Agenda should be underpinned by effective **"accountable and inclusive institutions" (Indicator 9)**.

8. Operational Outlook

The GPEDC adopts an approach to make the process of delivering development cooperation more transparent, accountable and effective by aiming to identify how, when and where to bring about change in the development cooperation regime involving both the provider and the recipient countries. However, SDGs do not explicitly mention GPEDC indicators. Moreover, SDGs do not explicitly include any commitment for promotion of (mutual) accountability in development cooperation. Closer inspection of the follow-up and review process of the SDGs and AAAA reveals that there is much space for accommodating the GPEDC indicators.

Global Level

High-Level Political Forum (HLPF) meetings will have a central role in overseeing a network of follow-up and review processes at the global level, working inclusively with the United Nations General Assembly (UNGA), UNECOSOC and other relevant UN comissions. The UNECOSOC will convene the HLPF meetings which will be held every year, and the UNGA every four years.

The HLPF review would be based on:

a) Annual SDG Progress Report by UN Secretary General (UNSG) will be based on the global indicator framework and data produced by national statistical systems and information collected at the regional level. This report will be prepared in collaboration with the UN system.
b) Global Sustainable Development Report will be prepared through a process of consultations by the President of the UNECOSOC. The consultations will recommend the scope, methodology and frequency of the report as well as its relation with the SDG progress report.
c) The GPEDC must open up the HLPF space for itself and make its monitoring report one of the basic documents. Moreover, the GPEDC monitoring report has to be fed into UNSG's report as well as into the UNECOSOC President's report.
d) In addition, thematic reviews of progress on the SDGs, including cross-cutting issues, will also take place at the HLPF. These will be supported by reviews of the UNECOSOC functional commissions and other inter-governmental bodies and forums which should reflect the integrated nature of the goals as well as the interlinkages between them. They will engage all relevant stakeholders, and where possible, feed into, and be aligned with, the cycle of the HLPF.

In addition to this, the latest document released on 19 January 2016 – "Report of the Secretary-General on critical milestones towards coherent, efficient and inclusive follow-up and review at the global level" – provides a more detailed and specific description of the SDG follow-up and review process. This document could be used to identify possible gaps and opportunities for strengthening the monitoring framework for GPEDC.

Regional Level

The goal of the regional level review is to provide useful opportunities for peer learning, including through voluntary reviews, sharing of best practices, and discussion on shared targets. Regional level reviews will be based on national level reviews, and will contribute to the global level reviews, including the HLPF outcomes. The UN regional commissions will aid to identify the priority areas for engaging the relevant forum in the follow-up and review process.

National Level

All the member states are encouraged to develop an achievable ambitious national strategy to the overall implementation of 2030 Agenda. This strategy will support the continuing effort for sustainable development and build on existing planning instruments. The national review would need to be regular, inclusive and in line with national circumstances, policies and priorities. Reviews should draw from contributions from indigenous peoples, civil society, the private sector, and other stakeholders through a sub-national review, supported by national parliaments and other institutions.

Once again, GPEDC should ensure that it channels the collected data at the country-level into the national review process.

On the other hand, the follow-up and review process of the AAAA would include the following:

a) Establishment of Financing for Development (FfD) Forum within the UNECOSOC, which will meet annually for up to five days
b) Every four years, a High-Level Dialogue (HLD) on FfD will be convened.
c) The UNSG will convene an inter-agency task force, which will "report annually on progress in implementing the financing for development outcomes and means of implementation of the SDGs and advise the intergovernmental follow-up thereto on progress, implementation gams and recommendations for corrective action" (item 133).
d) Over and above AAAA will be discussed at the HLPF.

GPEDC process needs to operationally and effectively interface with the above mentioned AAAA-related platforms.

9. Looking Forward

Upcoming Events

The year 2016 is very critical for GPEDC, as it will see a few relevant events for both GPEDC as well as other complementary forums. The Ninth meeting of the Global Partnership Steering Committee will be held on 29 February to 1 March 2016 in Lilongwe, Malawi. This meeting has the following objectives (GPEDC, 2016):

- Provide substantive guidance for preparations of the Second GPEDC HLM;
- Sharpen GPEDC contributions to the implementation and review of the 2030 Agenda for Sustainable Development;
- Update on progress of GPEDC monitoring activities and support to implementation efforts;
- Identify key priorities to strengthen GPEDC ambition, governance and working arrangements.

With regards the second objective, one of the sessions of the meeting will aim to identify how the GPEDC will effectively contribute to the implementation and review of the 2030 Agenda for Sustainable Development and its financing framework. The Committee will examine how the GPEDC will position itself strategically within this context in the short, medium and long-term, both to support country-level implementation of effective development cooperation and to inform global policy dialogue.

The Second HLM of the GPEDC will be held in Nairobi, Kenya in November 2016. The meeting will have the following objectives (GPEDC, 2015):

- Take stock of implementation of development effectiveness principles and commitments.
- Provide a learning space on development effectiveness, showcasing successful examples and providing a mutual learning platform.
- Identify and scale up initiatives and innovative approaches to development.
- Position the GPEDC as a centre of excellence for development effectiveness, providing a significant contribution to the implementation of the SDGs.

The second monitoring round of the GPEDC will run from September 2015 to October 2016. The results of this round will provide a critical substantive input for the HLM to inform progress on implementation of development effectiveness commitments. At the same time, the SDG indicators are expected to be finalised in March 2016, and UNECOSOC fora of FfD and HLPF will take place before the HLM. This will enable the participants to take into account the outcome of these forums and act accordingly in order to make the GPEDC Monitoring Framework more consistent with the 2030 Agenda for Sustainable Development.

Conclusion

The MDGs focused on aid as the main channel for development cooperation. The SDGs, however, will require more than just financial assistance for their realisation. According to Alonso and Glennie (2015), development cooperation consists of three pillars: financial assistance (aid), capacity support (including technology cooperation), and changes in policy so that they do not work to keep poor countries poor. We are shifting from a time where development cooperation was mainly in the North-South direction to a time where North-South, South-South, and the Triangular Cooperation will play critical roles for development purposes. In this context, the GPEDC follow-up process has to be integrated with the SDG and AAAA review and follow-up processes. This would assure that the process of monitoring development cooperation at the global, regional, national and local level would be strengthened and consolidated. The GPEDC has to act as a complementary monitoring framework for reviewing the means of implementing the SDGs relating to development cooperation. As the indicator list for the SDGs is not finalised yet, further analytical work needs to be done by the GPEDC to be more consistent and coherent with the SDG indicators. However, success of these potential efforts will greatly depend on the political will of the providers and technical capacity of the recipient countries. With increasing challenges such as allocation of financial and other resources being shifted to handling the refugee crisis and thus decreasing the development aid budget in some developed countries, it is highly critical that forums such as GPEDC step in and provide a monitoring framework and instigate a behavioural change among different stakeholders in order to complement the SDGs and smooth the implementation process of the 2030 Agenda.

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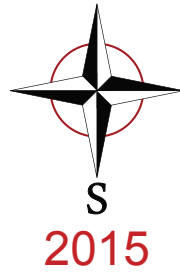
Launched in 2012, **Southern Voice on Post-MDG International Development Goals** (*Southern Voice*) is a network of 49 think tanks from Africa, Asia and Latin America, which was set up to serve as an open platform to contribute to the global discourse pertaining to the formation of the Sustainable Development Goals (SDGs), the challenges of implementation, monitoring and mid-course review of the SDGs. *Southern Voice* addresses the existing 'knowledge asymmetry' in the global debates and 'participation deficit' of the developing countries by generating evidence-based knowledge, sharing policy experiences originating in the Global South, and disseminating this knowledge and experience among key stakeholders. *Southern Voice Occasional Papers* are based on research undertaken by members of the network as well as inputs received at various platforms of the initiative. The *Centre for Policy Dialogue (CPD),* Bangladesh hosts the Secretariat of *Southern Voice.*

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