

Preparing for the 2014 Development Cooperation Forum
DCF GERMANY HIGH-LEVEL SYMPOSIUM

Accountable and effective development cooperation in a post-2015 era

Background Study 2
Third Global Accountability Survey on Mutual Accountability

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¹ *This document was prepared by a consultant and does not necessarily reflect the views of the co-organizers of the symposium.*

Contents

Abbreviations and Acronyms	iii
Executive Summary	iv
PART I: Introduction	1
1 Background	1
2 Mutual accountability in development cooperation	6
PART II: Key Findings	11
3 Overall evaluation	11
4 Impact of mutual accountability processes	19
5 National Aid/Partnership policies	23
6 Mutual accountability coordination forums in recipient countries	26
7 Quality and transparency of information on development cooperation	31
8 Support for Capacity Development at country level	36
PART III: Implications for Mutual Accountability	38
9 Implementation challenges	38
10 Conclusions and proposals for improvement	41
List of documents consulted	44
Annex A: Countries with national aid /partnership policies	46

Table of figures

Figure 1: Countries with national aid policies by Region.....	12
Figure 2: Extent to which targets are set in national aid policies.....	13
Figure 3: Inclusion of key stakeholders in national MA forums	14
Figure 4: Extent to which results of discussions are made public	16
Figure 5: Assessment of strength of MA by recipient countries.....	17
Figure 6: Extent of progress since Paris Declaration 2005	17
Figure 7: Content of national aid policies	24
Figure 8: Actors consulted in design of national aid policies	25
Figure 9: Extent to which forums draw on recipient government analysis of progress.....	26
Figure 10: Extent of performance review in MA coordination forums	28
Figure 11: Percentage of countries with processes to set and track annual targets.....	28
Figure 12: Degree to which countries reviewed individual provider performance.....	29
Figure 13: Sources of analytical inputs to MA coordination forums.....	30
Figure 14: Perceived demand for information	31
Figure 15: Extent of tracking comprehensive information	32
Figure 16: Accessibility, Ease of Use and Extent of Use of development cooperation information....	34
Figure 17: Use of development cooperation information systems in selected areas	34
Figure 18: Dissemination of information by government and others	36
Figure 19: Extent of capacity building in MA and Transparency.....	37

Abbreviations and Acronyms

APRM	Africa Peer Review Mechanism
AU	African Union
CSO	Civil society organisations
DAC	Development Assistance Committee
DCF	Development Cooperation Forum
ECOSOC	United Nations Economic and Social Council
LDC	Least Developed Country
MA	Mutual Accountability
MDG	Millennium Development Goals
MIC	Middle-income country
NGO	Non-governmental organisation
NEPAD	New Partnership for Africa's Development
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
UNDESA	United Nations Department for Economic and Social Affairs
UNDP	United Nations Development Programme

Executive Summary

Background and purpose of study

Mutual Accountability (MA), that is, the accountability between the providers and recipients of development cooperation, is deemed an essential principle and framework for the effectiveness of development cooperation. The Development Cooperation Forum (DCF) convened by the United Nations Economic and Social (ECOSOC), commissioned a study on national mutual accountability. The study formed part of a series of background papers commissioned for the DCF in preparation for the High-level Symposium of the Development Cooperation Forum held in Berlin in March 2014. The study was based on the Third Global Accountability Survey conducted by the United Nations Department of Economic and Social Affairs (UNDESA) in collaboration with the United Nations Development Programme (UNDP) between 9 December 2013 and 20 January 2014. The study built on the previous study and survey conducted in 2011, with the objective to:

- review progress made in implementing national mutual accountability with participation of all key stakeholders;
- identify how to implement enablers of mutual accountability such as partnership policies, results frameworks and dialogue platforms;
- identify key challenges or barriers to mutual accountability and how these can be addressed; and
- promote inclusive national dialogue and accelerate progress in strengthening Mutual Accountability mechanisms; and
- promote global policy dialogue on Mutual Accountability.

Key findings

- (a) The available data from the survey suggest that there has been some progress with the implementation of MA and the trajectory is in a positive direction, though at a moderate pace.** MA can be considered to be ‘a work in progress’. The respondents’ assessment on the strength was that MA in their countries was moderate (53 per cent), and 31 per cent reported that MA was strong in their countries. The majority of recipient countries felt that there had been progress in MA since the Paris Declaration of 2005, albeit at a moderate pace for 43 per cent of countries.
- (b) There were small changes since the previous survey in 2011, notably, the increase in the number of countries reporting that they had national aid policies in place.** This number (46), however, still constituted a small proportion of the 139 countries invited to participate in the survey.

- (c) **Recipient countries have set targets in their national policies, predominantly for recipient governments.** There appears to be an improvement in setting targets for providers since the 2011 survey, though less than half (48 per cent) of recipient countries reported setting targets for individual providers. Assessments of progress against targets were conducted in at least 73 per cent of the recipient countries, but tended to focus on the performance of recipient governments and seldom on the performance of providers of development cooperation. This undermines the notion of ‘mutuality’.
- (d) **Recipient countries were able to identify several important practices that could influence the behaviour of recipient governments and providers to improve the effectiveness of development cooperation.** These practices related to:
- Recipient government ownership and leadership of the development cooperation agenda in their countries demonstrated through active involvement in the development of country assistance strategies of donors.
 - Having sound structures and processes in place to monitor commitments and review progress.
 - Having a dedicated unit within the recipient government to responsible for the overall coordination of development cooperation
 - Making information on development cooperation transparent and accessible to the public.
- (e) **Recipient countries rated the overall impact of national MA processes as moderate and that the extent of behavioural change was slightly greater within recipient governments than among providers.** Some of the positive behavioural changes identified in recipient governments included an increased commitment to transparency and accountability; willingness to take ownership and leadership of development cooperation; improved information and reporting on development cooperation. Better alignment with national development priorities; and commitment to report regularly on their activities in the aid information platform were identified as changes in provider behaviour.
- (f) National MA coordination forums in terms of inclusiveness of key stakeholders showed minor changes in the extent of their participation compared to the 2011 survey. Except for civil society organisations and the private sector, the participation of other groups was limited. **Parliamentarians and local government agencies had limited participation in national MA forums.**

Implementation challenges

The study identified a number of implementation challenges for MA in recipient countries.

- (a) **Setting targets for providers and holding them accountable remains a challenge for several countries.** Related to this was the challenge of securing greater predictability of aid flows. Countries highly-dependent on aid, fragile or post-conflict states expressed difficulty in holding providers accountable.

- (b) **Many countries lacked gender-specific targets in their policies**, and also did not track gender-disaggregated information on expenditures and results.
- (c) **Insufficient investment in developing capacity for MA at the level of local government.** This has implications for those recipient countries that use local governments as implementing agents.
- (d) **Parliaments played a minimal role in MA in a number of countries.** They were seldom consulted on national aid policies; they seldom provided analytical inputs to recipient governments on development cooperation; they had relatively low usage of development cooperation information; and they received limited capacity development support. This has implications for parliament's oversight role.
- (e) **Several recipient countries reported that non-traditional providers do not participate in MA coordination forums.** Although various discussions welcomed Southern partners as part of a more inclusive development there is no clarity on whether non-traditional providers form part of the MA framework and how they are to be incorporated into national MA activities.

Conclusions

The overriding conclusion from the data available in this analytical study is that Mutual Accountability is a 'work in progress'. There has been modest progress with the implementation of MA at national level with an increasing number of recipient countries having national aid or partnership policies in place, but this represents a small proportion of recipient countries. The relationship between recipient governments and providers of development cooperation remains asymmetrical in many countries and this asymmetry is demonstrated in the challenges recipient governments experience in setting targets for providers.

Mutual Accountability continues to focus on a narrow range of development partners and stakeholders. In practice, recipient governments and traditional/OECD-DAC donors are the primary partners in the implementation of MA. While various forums have acknowledged the increasing role and contribution of Southern partners in development cooperation, recipient countries each have their own way of engaging with Southern partners. Key national stakeholders such as parliamentarians and local governments in several recipient countries have little or no involvement in national MA forums. Non-state actors such as private philanthropic organisations and the business sector, although they are providers of development cooperation do not form an integral part of the MA framework. Civil society has multiple roles and these are not necessarily clear in the MA framework. Civil society organisations may be implementing agencies for government, recipients of donor funds, or play a 'watchdog' role.

Mutual Accountability at national level requires political leadership and capacity to implement it effectively. Government ownership and leadership are critical factors in the effective implementation of MA at national level. Political leadership is demonstrated in the willingness and ability of governments to negotiate and hold providers of development

cooperation accountable on the one hand, and a willingness on the part of government to be accountable to citizens and to providers of development cooperation. The effective implementation of MA requires institutional capacity at country level. This includes:

- (i) Aid or development effectiveness coordination units at national level that are staffed with sufficient and competent officials;
- (ii) Monitoring, reporting and evaluation frameworks and systems that generate quality information on development cooperation that is accessible to implementing agents, development partners, stakeholders and the public; and
- (iii) Oversight bodies such as parliaments that have the requisite resources and expertise to interrogate processes and results from development cooperation.

Emerging issues for the post-2015 era

The High-level Panel of Eminent Persons on the Post-2015 development agenda called for forging a new global partnership for development as the most important transformative shifts required for the post-2015 era, with a new spirit of solidarity, cooperation and mutual accountability underpinning the post-2015 agenda. The findings of this study on national MA propose the following emerging issues for the post-2015 era:

- (a) The development cooperation and development assistance landscape has been changing, and has become increasingly complex with a diversity of providers and stakeholders. The question is whether the existing MA frameworks are appropriate mechanisms for fostering mutually-beneficial and mutually-accountable relationships.
- (b) Gender equality and women's empowerment will remain a priority for the post-2015 agenda. An issue that emerges is why gender continues to be almost invisible in MA implementation and how this challenge can be addressed going forward.
- (c) The High-level Panel of Eminent Persons on the Post-2015 development agenda called for inclusivity of the new global partnership for development that included for example, people living in poverty, traditionally marginalised groups, local communities, local government, the business community, academia and private philanthropy. One of the implementation challenges for national MA is how to make MA structures and processes more inclusive of those who have had limited involvement to date. This includes the need for greater involvement of parliaments in the oversight of development cooperation at national level.
- (d) MA frameworks to date have emphasised the global level and the national level and very little has been said about the role and contribution of regional institutions to MA. Regional economic communities and regional institutions such as the African Union will undoubtedly play a critical role in the post-2015 development era. The question is how regional institutions can be leveraged to reinforce MA at the national level and at the global level.
- (e) MA in the post-2015 era will require timely, accurate and useful information in development cooperation, that is accessible not only to key stakeholders, but also to the

broader public. An emerging issue is how existing aid management information systems should be adapted to monitor and report on progress with MA in the post-2015 era.

Proposals for improvement

MA at national level can be enhanced through practical guidance to recipient governments. From the responses of the countries that participated in the Third Global Survey, there is an interest in implementing MA, and an understanding of what has to be done (for example, putting in place a national aid policy). Practical guidance on the ‘how to’ of MA can be beneficial to recipient countries, and advance the implementation of MA at country level. This guidance could take the form of briefs or guidance notes on specific areas of MA, for example, how to develop and integrate gender-specific indicators in MA monitoring frameworks; how to secure the involvement and support of parliamentarians; or how to disseminate development cooperation information to the media to generate interest.

MA at national level can be enhanced through effective monitoring and reporting on development cooperation. By making explicit the progress or lack thereof on the key components of MA, recipient governments can change the nature of the relationship between themselves and providers of development cooperation and shift the relationship towards symmetry. A robust monitoring and reporting system can provide recipient governments with the evidence required to negotiate provider targets. Joint monitoring and review serves as a vehicle for learning by government and providers of development cooperation.

There needs to be investment in strengthening national capacity to monitor and report; and evaluate MA. The issue of capacity development was echoed by several recipient governments in the survey as something requiring attention. This capacity development is not only in terms of having skilled and trained officials in place, but includes policies, frameworks and systems for monitoring and reporting. Monitoring systems at national level could, for example, be designed in a way that facilitates reporting at the regional and global levels. Innovative use of ICT for monitoring should be explored. The widespread use of mobile phones and other hand-held devices in developing countries, together with decreasing costs of ICT opens possibilities for recipient governments to develop flexible, low-cost monitoring systems that can collect data from citizens who are the ultimate beneficiaries of development cooperation. Independent evaluation of MA should also be encouraged.

The capacity of parliaments to play an oversight role in development cooperation should be strengthened. While responsibility for implementing MA rests with the executive arm of government, parliaments are expected to perform an oversight function. It is essential that parliaments are equipped to perform this oversight function. Parliamentarians require expertise and support to engage in consultation processes, and to access, interpret and interrogate development cooperation information.

Differentiated inclusiveness of development providers and stakeholders should be explored. While inclusiveness of development cooperation providers and stakeholders in MA coordination mechanisms is a sound principle, it does not mean that all should be involved in equal intensity as this would make coordination unwieldy. National MA frameworks should

specify differentiated roles and participation of development cooperation providers and stakeholders.

Incentives for Southern partners to participate in MA structures should be explored.

Southern partners potentially have a significant impact on development cooperation at national level, yet in many instances they do not participate in the formal MA structures at national level for various reasons. There are countries that are simultaneously recipients of development cooperation and providers of development cooperation and have established their own development agencies. While it is understood that the nature of the relationship between recipient governments and Southern partners is different to the relationship with traditional donors, this need not be a reason for not participating in MA coordination mechanisms.

The use of peer review should be promoted. Recipient countries should be encouraged to use peer reviews as such reviews, if conducted in accordance with sound review principles, can provide an independent view of progress on MA in a non-threatening way. Peer reviews are potentially an effective vehicle for learning and improvement. In this regard, the use of regional review mechanisms can facilitate knowledge exchange and learning among countries with common development challenges. Peer review can also be a vehicle through which recipient governments can encourage their Southern partners to engage more effectively in MA processes.

PART I: Introduction

1 Background

1.1 Development Cooperation Forum

The Development Cooperation Forum (DCF) was established through a resolution of the 2005 World Summit (Resolution 60/1) that mandated the Economic and Social Council of the United Nations (ECOSOC), to convene a biennial high level forum on development cooperation.¹ The mandate of the DCF when it was established was threefold:

- To review trends in international development cooperation, including strategies, policies and financing;
- To promote greater coherence among development partners in respect of their development activities; and
- To strengthen the normative and operational link in the work of the United Nations.

This mandate was strengthened by the General Assembly in its Resolution 61/16 that decided that the DCF should:

- (a) Review trends and progress in international development cooperation and give policy guidance and recommendations to promote more effective international development cooperation;
- (b) Identify gaps and obstacles with a view to making recommendations on practical measures and policy options to enhance coherence and effectiveness and to promote development cooperation for the realization of internationally agreed goals, including the Millennium Development Goals;
- (c) Provide a platform for Member States to exchange lessons learned and share experiences in formulating, supporting and implementing national development strategies;
- (d) In accordance with the rules of procedure, to be open to participation by all stakeholders, including the organizations of the United Nations, the international financial and trade institutions, the regional organizations, civil society and private sector representatives.²

With discussions on the post-2015 development agenda underway, the DCF, in pursuance of its mandate, has launched a dialogue on the purposes, principles and features of a renewed global partnership for development. Working from the perspective of development cooperation actors, the DCF has begun exploring the characteristics of a monitoring and accountability architecture for development cooperation in the post-2015 era. Central to this is the new global partnership

¹ United Nations General Assembly, 2005 World Summit Outcome, Resolution A/60/1, 16 September 2005

² United Nations General Assembly, Strengthening of the Economic and Social Council, Resolution A/61/16, 20 November 2006, p 3.

for development recommended by the High-level Panel of Eminent Persons on the Post-2015 development agenda, premised on principles of Mutual Accountability and associated Transparency³.

The DCF scheduled a High-level Symposium (Berlin, March 2014) to explore the development cooperation architecture for the post-2015 era, and how to mainstream Mutual Accountability in development cooperation, within the context of an increasingly complex development cooperation environment. The symposium explored how to engage a diverse range of development actors in a monitoring and accountability framework for the post-2015 era. Some of the questions explored at the symposium included:

- (i) What has worked in making development cooperation more effective and accountable and why?
- (ii) How can quality and effectiveness in development cooperation be usefully featured in a post-2015 development agenda?
- (iii) What are key contours of an effective global monitoring and accountability framework for development cooperation in a post-2015 era and how will it function?

The symposium served as the final preparatory event for the 2014 Ministerial Meeting of the Development Cooperation Forum of the Economic and Social Council (ECOSOC) (10-11 July 2014, New York). The key messages from the symposium will also inform discussions at the first Ministerial Meeting of the Busan Global Partnership for Effective Development Cooperation, which in turn will present its outcome to the 2014 Development Cooperation Forum.

1.2 Analytical study on Mutual Accountability

Study objectives

As part of the preparation for the High-level Symposium, the DCF, through the United Nations Department for Economic and Social Affairs (UNDESA), commissioned an analytical study on Mutual Accountability (MA). The objectives of the study were to:

- (i) review progress made in implementing national mutual accountability with participation of all key stakeholders;
- (ii) identify how to implement enablers of mutual accountability such as partnership policies, results frameworks and dialogue platforms;

³ United Nations, *A New Global Partnership: Eradicate poverty and transform economies through sustainable development, Report on the High-level Panel of Eminent Persons on the Post-2015 development agenda*, New York, 2013

- (iii) identify key challenges or barriers to mutual accountability and how these can be addressed;
- (iv) promote inclusive national dialogue and accelerate progress in strengthening Mutual Accountability mechanisms; and
- (v) promote global policy dialogue on Mutual Accountability.

The study focused on **national mutual accountability** and complemented two other studies commissioned by the DCF in preparation for the High-level Symposium. These were the study on Global Accountability, and the study on the quality of development cooperation. The issues that emerged from the symposium were incorporated into the final report of this study on mutual accountability.

Study methodology

The primary data for the study were collected through the *Third Global Accountability Survey* conducted by UNDESA in partnership with the United Nations Development Programme (UNDP). The survey built on the First Global Accountability Survey (2010) and the Second Global Accountability Survey (2011). These two earlier surveys formed the basis of the background study prepared for the DCF 2012.

The survey was administered between 9 December 2013 and 20 January 2014. Unlike the previous two surveys that were completed exclusively by governments in recipient countries, the Third Global Accountability Survey requested governments to bring together a cross-section of stakeholders for an informal consultation to generate inputs to the questionnaire. Potential stakeholders included local and regional governments; parliament; the private sector; foundations and civil society organisations.

The Third Global survey sought to address the following key questions:

- (i) What progress have recipient countries made in implementing national Mutual Accountability and what has been the impact?
- (ii) What are the enablers for Mutual Accountability and what are the impediments or constraints to implementation of national Mutual Accountability?
- (iii) What are the emerging issues for Mutual Accountability in the post-2015 agenda?

The survey covered six broad areas:

- National aid/partnership policies
- Mutual Accountability coordination forums in recipient countries
- Quality/transparency of information on development cooperation flows
- Support for capacity development at country level
- Impact of national mutual accountability processes
- Country's overall evaluation of mutual accountability

Respondents were required to give Yes/No responses to some questions or to rate progress on a scale of 1 to 5.

1= no achievement	2= limited achievement	3 = moderate achievement	4 = high level of achievement	5= complete achievement
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Recipient countries, through their aid effectiveness focal points, accessed the survey on-line and also uploaded supporting documents where appropriate. A total of 139 countries were given access to the survey.

Response to the survey

A total of 43 countries responded to the survey at the time of preparing the report.⁴ UNDESA, with the assistance of UNDP followed up with countries that had not responded.

Table 1 shows the number of countries that completed the survey, by their respective regions. Nearly half of the responses (44 per cent) emanated from the Africa region. Further analysis of the countries that responded found that 67 per cent were Least Developed Countries, while 33 per cent were Middle-Income Countries. 23 countries (55 per cent) that responded could be classified as having a moderate-to-high level of aid dependency (measured by country programmable aid as a percentage of government expenditure) (Table 2). It is to be expected that LDCs and/or countries with higher levels of aid dependency are more likely to participate in a survey of this nature. However, the fact that there were several middle-income countries and countries with low levels of aid dependency suggests that MA is also of interest to these categories of countries.

Table 1: Countries completing 3rd Global Survey by region

Region	Number of countries responded to 3 rd Global Survey	Percentage of countries
Africa	19	44.2
Arab States	2	4.6
Asia and the Pacific	10	23.3
Europe and Commonwealth of Independent States	4	9.3
Latin America and the Caribbean	8	18.6
Total	43	100.0

⁴ Countries were given a further opportunity to submit responses following the High-level symposium in Berlin. An additional nine countries commenced responding to the survey but did not submit their completed survey at the time the report was finalised.

Table 2: Countries completing 3rd Global Survey: by income status and level of aid dependency

Aid dependency	Income status			
	LDC/LIC/IDA	Lower MIC	Upper MIC	Total
Low aid dependency	8	7	4	19 (45%)
Moderate aid dependency	13	-	1	14 (34%)
High aid dependency	7	2	-	9 (21%)
Total	28 (67%)	9 (21%)	5 (12%)	42*(100%)

*plus 1 country not classified

Income status IDA, LMIC and UMIC defined by World Bank country classification; LDC status defined by UN-OHRLLS. Aid dependency calculated as country programmable aid (CPA) as a percentage of overall government expenditure. Low aid dependency: CPA as % of government expenditure is below 20%; Moderate aid dependency: CPA as % of government expenditure is between 20% and 40%; High aid dependency: CPA as % of government expenditure is above 40%.

Limitations of the study

A limitation of the study was that it relied almost exclusively on data from the survey. Although a number of responding countries provided supporting documents, it was not possible to triangulate the responses as there was a great degree of variability in the relevance and clarity of the supporting documents.

The completion of the survey was coordinated by recipient governments who were requested to invite stakeholders including providers, civil society organisations, parliament and the private sector. A number of countries did so and provided copies of their attendance registers. The inclusion of stakeholders does not necessarily mean that the responses are not biased towards recipient governments. It is likely that the final survey responses predominantly reflect a recipient government perspective.

1.3 Report structure

The next section of the report briefly discusses the concept of MA and its evolution in development cooperation. It also touches briefly on the results of the Second Global Survey on MA to contextualise the findings of the Third Global Survey.

The remainder of the report is structured as follows:

PART II: Key Findings

- (a) Overall evaluation
- (b) Impact of national Mutual Accountability processes
- (c) National Aid/Partnership policy
- (d) Mutual accountability coordination forums in recipient countries
- (e) Quality and transparency of information on development cooperation flows
- (f) Support for capacity development at country level

PART III: Implications for Mutual Accountability

- (g) Implementation challenges
- (h) Conclusions and proposals to improve national Mutual Accountability

2 Mutual accountability in development cooperation

2.1 Evolving concept of Mutual Accountability

Mutual Accountability (MA) is defined as “...accountability between the providers and recipients of development cooperation, for the effectiveness of that cooperation in producing development results. It promotes an equal partnership between programme countries and providers of development cooperation, and should be a key means of ensuring compliance with MDG-8 commitments, including those agreed in the Busan Partnership for Effective Development Cooperation.”⁵ At the national level, MA is not confined to the relationship between national governments and providers of development cooperation. The concept extends to a wider set of development cooperation actors that includes, for example, legislatures and civil society.

The concept of MA is rooted in the global discussions on Financing for Development (FfD) and has evolved since *the Monterrey Consensus on Financing for Development* (2002). The Monterrey Consensus recognised the importance of Official Development Assistance (ODA) in complementing other domestic and international sources of finance. It called for effective partnerships between donors and recipient countries, based on national leadership and national ownership of development plans, within a framework of sound policies and good governance at all levels to ensure the effectiveness of ODA.⁶ The notion of MA is implicit in the Consensus that called on donor countries to strive to achieve the target of 0.7 per cent of gross national product (GNP) to developing countries, and for developing countries to ensure that ODA is used effectively to achieve development goals.

⁵ ECOSOC/DCF, Mutual accountability for development cooperation results: where next?, New York, United Nations, 2012

⁶ United Nations, Monterrey Consensus on Financing for Development, International Conference on Financing for Development, Monterrey, Mexico, 18-22 March, 2002

The *Doha Declaration on Financing for Development (2008)* in its follow-up to the Monterrey Consensus re-emphasised the importance of ODA effectiveness and national ownership and leadership. Importantly, the declaration encouraged all donors to, among other things, improve the quality of aid, and improve mutual accountability and transparency. The Doha Declaration also noted that the aid architecture had changed significantly, with new providers and different approaches and modalities of cooperation. These were seen as having made an important contribution to increasing the flow of resources to countries, and required all development actors to cooperate to ensure maximum effective use of resources. The declaration committed to pursuing enhanced collaboration between private donors, non-official donors, regional organisations and official donors at country level.⁷

The Second High-level Forum on Aid Effectiveness that culminated in the *Paris Declaration on Aid Effectiveness (2005)*⁸ makes explicit reference to MA as one of the five central pillars for effective development cooperation. The declaration recognised national **ownership** of the development agenda and strategies; the necessity for donors to **align** their support to these strategies; for donors to streamline and **harmonise** their collective efforts in-country; for the development to be results-oriented – having clear goals and targets that are monitored; and for donors and recipients of aid to be jointly responsible for achieving these goals (**mutual accountability**).

At the Third High-level Forum on Aid Effectiveness, the *Accra Agenda for Action (2008)*⁹ confirmed the five pillars of the Paris Declaration and deepened certain aspects of the Paris Declaration. In particular, the Accra Agenda called for greater national ownership of the development agenda; better coordination amongst donors; and recipient governments and donors accounting to each other and to the citizens of their respective countries.

Although there had been much discussion about MA, the concept was open to a diverse array of interpretations, and the source of much confusion amongst development cooperation stakeholders. The *High-level symposium of the Development Cooperation Forum in Vienna in 2009* sought to give greater clarity to the concept of MA, and identified key components of national MA mechanisms that it deemed to be successful in changing the behaviour of providers of development cooperation. These components have evolved into criteria used in subsequent assessments of national MA mechanisms and include:

- The existence of national aid policies by recipient governments;
- Locally-driven results monitoring frameworks that contain specific performance targets for individual providers;
- Clear institutional structures and responsibilities for managing aid, supported by strong political leadership from recipient governments and parliaments;
- Independent analytical input from other sources, including civil society, independent monitoring groups and parliaments;
- Comprehensive databases for recipient governments to monitor trends and issues of aid quality and aid effectiveness;

⁷ United Nations, Doha Declaration on Financing for Development, Outcome document on the Follow-up International Conference on Financing for Development to review the implementation of the Monterrey Consensus, Doha, Qatar, 29 November to 2 December 2008

⁸ OECD, The Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008)

⁹ OECD, Paris Declaration on Aid Effectiveness (2005) and Accra Agenda for Action (2008)

- Peer pressure among providers; and
- Significant investment in building capacity of recipient governments to monitor providers and negotiate changes in their behaviour.¹⁰

The importance of MA was reaffirmed by the General Assembly in its resolution to adopt the Outcome Document of the *High-level Plenary Meeting on the Millennium Development Goals (2010)*. The resolution committed Member States to accelerating progress in order to achieve the Millennium Development Goals through, among other things, recognising that commitments made by both developed and developing countries require mutual accountability. The resolution further emphasised the importance of developing countries meeting their ODA targets, and stressed the importance of democratic government, improved transparency and accountability, and managing for results to ensure that ODA is used effectively.¹¹

The *Busan Partnership for Effective Development Cooperation (2011)* that emerged from the Fourth High-level Forum on Aid Effectiveness reinforced the notions of transparency and accountability of all development actors, including traditional donors and emerging donors. It highlighted the increased complexity of the development cooperation architecture, in particular, new forms of public-private partnerships, and the importance of South-South Cooperation and triangular cooperation in complementing North-South cooperation¹². Importantly, it called for a global partnership with a robust and flexible global accountability mechanism. It is important to note that the Global Partnership for Effective Development Cooperation that subsequently emerged is not one that has been negotiated on an intergovernmental basis and formally endorsed by Member States through the United Nations processes. The Global Partnership Monitoring Framework, which is a voluntary framework, was launched in June 2013 and consists of 10 indicators and associated targets for 2015. MA is captured in the 7th indicator: Mutual accountability among co-operation actors is strengthened through inclusive reviews, and the target for this indicator is that all developing countries have inclusive mutual assessment reviews in place. The 7th indicator in the Global Partnership Monitoring Framework was influenced by the earlier Global Surveys on Mutual Accountability commissioned by the DCF in 2009 and 2011.

¹⁰ United Nations Department of Economic and Social Affairs, *Development Cooperation for the MDGs: Maximizing Results*, International Development Cooperation Report, United Nations, New York, 2010, p44

¹¹ United Nations General Assembly, Resolution 65/1, *Keeping the promise: United to achieve the Millennium Development Goals*, 22 September 2010, p26

¹² Outcome statement: *Busan Partnership for Effective Development Cooperation*, Fourth High-level Forum on aid effectiveness, Busan, South Korea, 29 November – 1 December 2011

The *High-level Conference on South-South Cooperation held in Nairobi in 2009* is also relevant to the issue of MA. The Nairobi Conference, among other things, confirmed the importance of South-South cooperation as a vehicle for development cooperation among countries on a peer-to-peer basis. It noted that South-South cooperation was premised on equal partnerships between recipient and donor, and based on solidarity. The Nairobi Conference also recognized the necessity to enhance the development effectiveness of South-South cooperation through increasing its mutual accountability and transparency.¹³

2.2 Results of previous global surveys

The 2nd Global Survey on MA in 2011, based on responses from 80 countries and desktop assessment of an additional 25 countries found that overall, countries had made limited progress on MA, but a number had established the essential foundations for advancing MA. Of the 105 countries studied, 39 countries had clear national aid policies, 28 countries set clear targets for providers, and 26 countries conducted regular assessments of progress against these targets.¹⁴

The study identified a number of areas for strengthening MA at national level. These included:

- (i) Giving priority to improving the participation of non-executive stakeholders, in particular, parliaments, decentralised government agencies and civil society;
- (ii) Encouraging the participation of non-DAC providers, for example, Southern partners, global funds, NGOs and private foundations, in national level MA;
- (iii) Greater focus of policies, targets and MA processes on the gender impact of development cooperation;
- (iv) Improving national-level transparency on aid information. This included national aid information management systems for tracking development cooperation effectiveness, making information more accessible to non-state actors, broadening the range of information collected and disseminated, assisting non-executive stakeholders to develop capacity for analysis of aid information; and
- (v) Establishing programmes for countries in crisis or transition to strengthen their capacities with regard to MA.¹⁵

The Third Global Survey incorporated several of these considerations in the questions posed to recipient countries.

The Global Partnership for Effective Development Cooperation (GPEDC) reported on the results of the Global Partnership Monitoring Framework based on the voluntary participation of 46¹⁶ countries. The results indicated that while there was progress in respect of national mutual review processes, this was only half-way in achieving the target set for 2015 and that mutual

¹³ United Nations, General Assembly Resolution 64/222, 23 February 2010

¹⁴ ECOSC/DCF, Mutual accountability for development cooperation results: where next?, New York, United Nations, 2012, p i

¹⁵ Ibid, p ii

¹⁶ 27 of the 46 countries also participated in the Third Global Survey

review processes were mostly undertaken between recipient governments and traditional providers of development cooperation. The report called for targeted efforts to make mutual review processes more transparent and inclusive of emerging providers, civil society organisations and the private sector.¹⁷

It is important to note that the monitoring framework of the GPDEC and the Global MA surveys commissioned by the DCF, although they cover similar areas, they are distinctly different in the depth in which they cover issues. The Third Global Survey covers the issue of MA and transparency in greater detail as respondents are required to make an assessment of the extent to which progress has been made and importantly, the factors that underlie progress or lack thereof. Furthermore, the DCF survey asks recipient governments to complete the questionnaire in a consultative manner that includes a range of stakeholders from outside of government.

¹⁷ OECD/UNDP, Making Development Co-operation More Effective: 2014 Progress Report, OECD Publishing,

PART II: Key Findings

3 Overall evaluation

3.1 Trends in Mutual Accountability

This section of the report discusses the findings at a high level, to sketch a picture of the overall trends in the implementation of MA in countries. It foreshadows the more detailed discussions in the subsequent sections of the report. Where appropriate, comparison has been made with the results of the 2011 survey, noting that there are differences in the questions asked between the two surveys.

The trend analysis focused on the following five questions from the survey, as they form the crux of the behaviours that MA seeks to change at the national level:

- Question 1 (a): Is there a national aid/partnership policy document that defines the government's priorities on development cooperation?
- Question 1 (b): To what extent does the aid/partnership policy go beyond general principles, and contain clear annual targets for effective development cooperation?
- Question 2 (c): Involvement of key national stakeholders in coordination forums
- Question 2 (d): Has an assessment of progress towards targets been undertaken by both recipient and provider countries in the last two years and discussed in this forum?
- Question 2 (f): To what degree are results of such exercises (discussion on targets and progress) made public?

3.1.1 Countries with national aid or partnership policies

The number of countries reporting that they had national aid policies increased since the 2011 survey. The 2013 Global Survey found that 34 countries claimed to have a national aid policy or partnership policy that defined their priorities for development cooperation and two countries had draft policies.¹⁸ The complete list of countries with national aid policies is shown in Annex A.

There were 13 countries that did not respond to the 2013 Global Survey, but had indicated in the 2011 survey that they had national aid policies. The total number of countries with national aid policies in 2013 is therefore at least 47. This overall number is higher than the 39 countries reported to have national aid policies in 2011¹⁹. The increase is considerable as 14 of the 39 countries in 2011 came from the Pacific Island nations, whereas in 2013, only 4 countries were from the Pacific Islands.

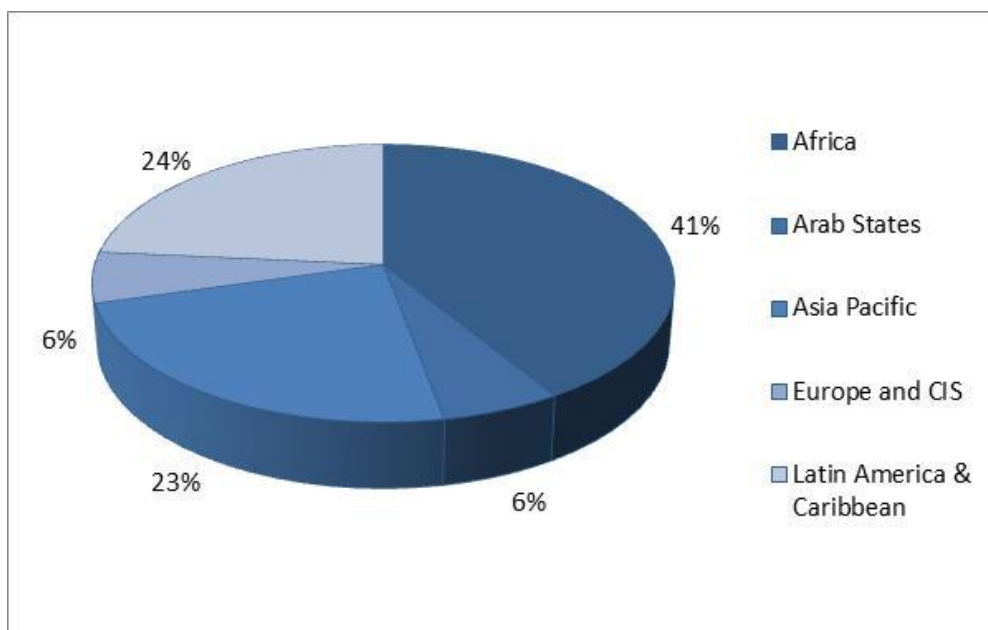
¹⁸ Tanzania has a draft policy which is the successor to its current policy. It chose to respond "No" to this question in the survey as the draft is incomplete. Gambia and Tuvalu have a draft aid policy and responded "yes" to this question in the survey.

¹⁹ The 2011 survey included 14 countries that constitute the Pacific Island nations. In 2013, only 4 of the 14 countries participated in the survey.

There were a number of ‘new entrants’ to the 3rd Global Survey as UNDESA and UNDP made a concerted effort to encourage that had not participated in the previous survey, to participate in the 3rd Global Survey. There were 17 ‘new entrants’ who indicated that had national aid policies.

Figure 1 shows the distribution of countries with national aid policies, by region. Most of the countries that reported to have a national aid policy emanated from the Africa region (41 per cent), followed by the Latin America & Caribbean region (24 per cent) and the Asia-Pacific region (23 per cent). The Africa region has the highest number of least developed countries or post-conflict countries and fragile states with high in-flows of aid.

Figure 1: Countries with national aid policies by Region



While there has been an increase in the number of countries reported to have a national aid policy, the overall picture suggests that progress is moderate. The 46 countries represent 33 per cent of the 139 countries approached to participate in the survey. It may be that there were other countries that did not respond to this survey and to previous surveys, yet they might have national aid policies in place. It may be that, for several of the countries, in particular the high middle-income countries, MA is not a high priority.

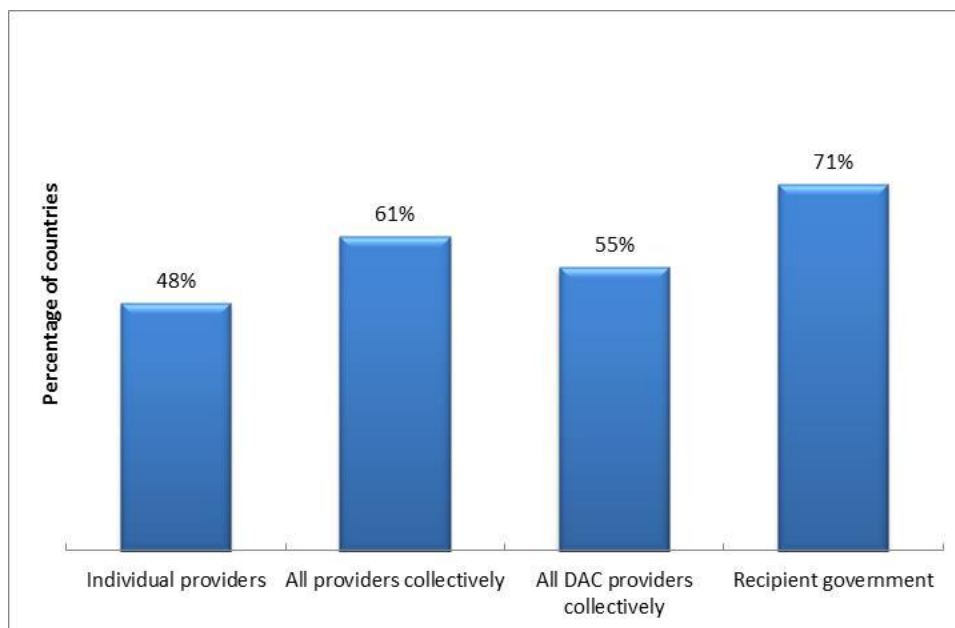
3.1.2 Setting of annual targets

Most recipient countries with national aid policies set annual targets for providers of development cooperation as well as for recipient governments. The tendency, however, is to focus on targets for recipient governments.

Figure 2 shows the extent to which national aid policies contain clear annual targets for providers as well as recipients governments. Seventy-one percent of countries assessed the

extent to range from moderate (rating 3) to complete achievement (rating 5) in the case of targets for recipient governments. By contrast, only 48 per cent of countries rated the extent of target-setting for individual providers in this range; 55 per cent for DAC providers collectively; and 61 per cent for all providers collectively. The setting of annual targets for providers lagged considerably behind target-setting for recipient governments. One of the underlying assumptions of MA is that the setting of targets contributes to changing behaviour. Given that the setting of targets for providers lagged behind target-setting for recipient governments, behavioural change on the part of providers is less likely to be influenced by MA.

Figure 2: Extent to which targets are set in national aid policies



3.1.3 Involvement of key national stakeholders

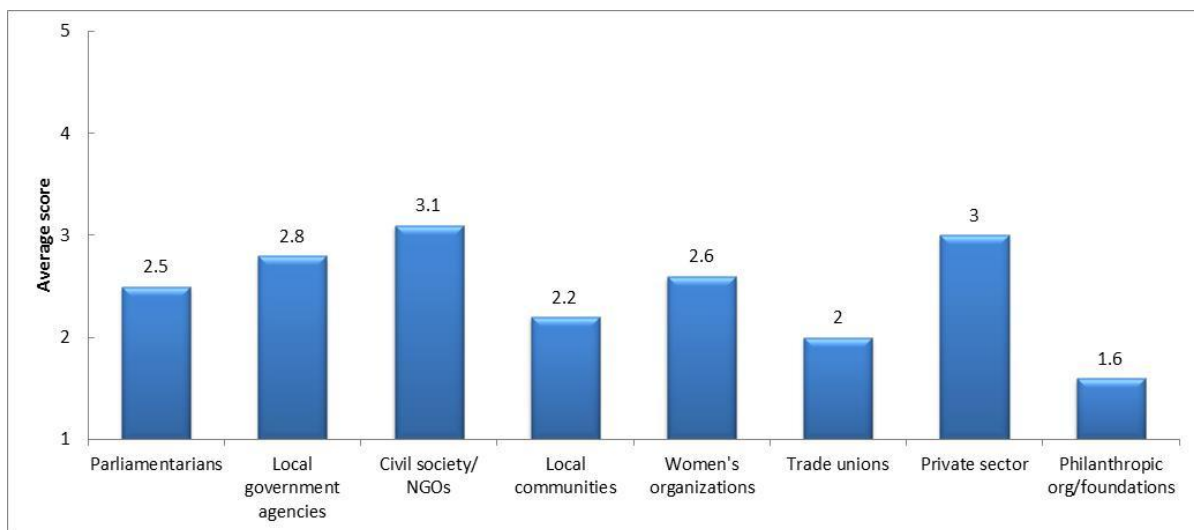
Key national stakeholders were involved in MA coordination forums to a limited degree.

The importance of involving key stakeholders, particularly non-executive actors in national MA coordination forums has been emphasised in the Accra Agenda for Action, and confirmed in the Busan High-level dialogue. The following picture emerged from the 3rd Global Survey (See Figure 3):

- (i) Overall, key stakeholders had a relatively low involvement in national MA forums. These results were marginally better than the participation levels reported in the 2011 survey, except for parliamentarians where the participation levels remained the same.
- (ii) Civil society organisations were more likely to be involved in national MA forums than was the case with other categories of stakeholders (rating 3.1). This was followed closely by the involvement of private sector organizations (3.0), local government agencies (2.8), women's organisations (2.6) and parliamentarians (2.5).

(iii) Local communities, trade unions and philanthropic organisations or foundations were least likely to be involved in national MA forums. The low level of participation of philanthropic organisations/ private foundations could be a reflection of the small number of such organisations present in recipient countries.

Figure 3: Inclusion of key stakeholders in national MA forums



Although the general trend indicates slow progress in involving a broad range of non-executive stakeholders, there were encouraging examples from some of the countries that participated in the survey (see Box 1)

Box 1: Malawi High-Level Forum on Development Effectiveness

Malawi introduces a new High-level forum

The new Development Cooperation Strategy reinforces the role of the High Level Forum on Development Effectiveness as the highest forum for dialogue between Government and key development stakeholders. It comprises Government, Development Partners, Non-State Actors including Academia, civil society (including members of trade unions) and private sector.

Government is represented by Ministers and Chairpersons of Parliamentary Committees; Development Partners are at the level of the Heads of Cooperation or Heads of Mission and Non-State Actors are represented at the highest level.

The High Level Forum existed also under the provisions of the previous Development Assistance Strategy. However, it met only twice during the entire lifespan of the DAS (2006-2011). The CABS process (Common Approach to General Budget Support) played a more prominent role in bringing policy issues on the political agenda. However, as recognized by a recent review of the CABS mechanism, the increasing number and range of participants and the openness of the process for putting issues onto the CABS review agenda, results in a lack of clarity about the objectives of providing General Budget Support.

There is now an agreement that the High Level Forum should be revitalized and play a central role to strengthen requirements for mutual accountability under the new Development Cooperation Strategy. Parliament, local authorities and non-state actors, including women's organizations and trade unions did not play a prominent role in the previous meetings. The new Strategy puts much greater emphasis on the inclusiveness of the High-level Forum dialogue. The High Level Forum will discuss policy issues around development effectiveness and priorities for cooperation.

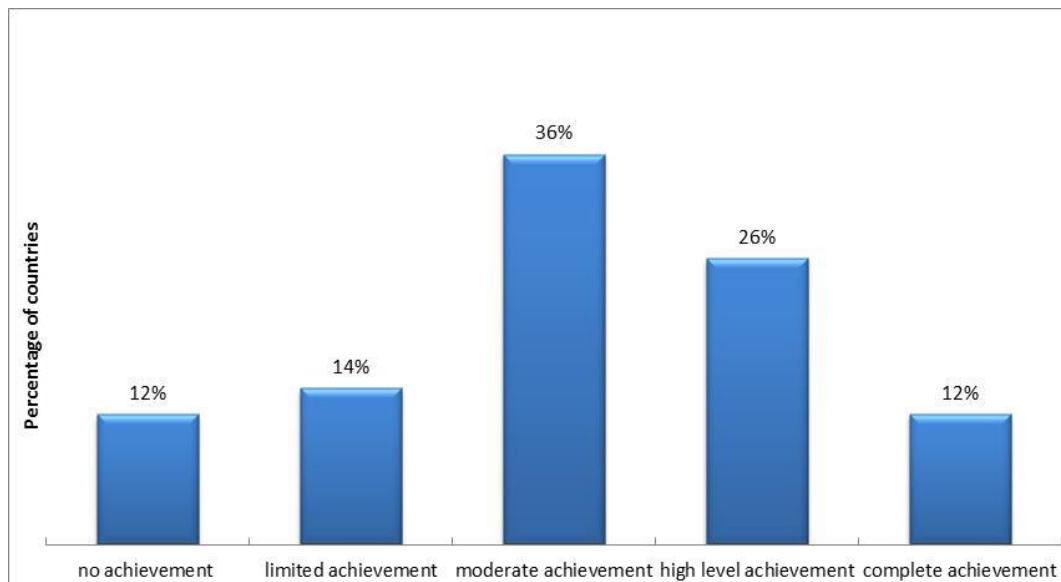
3.1.4 Review of progress against targets and making results public

Accountability was 'skewed' towards recipient governments rather than being truly mutual. Results of progress reviews were made public to a limited extent. Regular review of progress against targets by both recipient countries and providers is an important vehicle for the respective parties to hold each other accountable. Seventy-three percent of recipient countries indicated that they had an assessment of progress in the past two years. However, these reviews were predominantly about assessing the performance of recipient governments, in particular, ministries in charge of development cooperation (3.6) and line ministries (3.3). By contrast, assessment of providers either individually or collectively was conducted to a limited extent.

Transparency is an essential element of MA. For recipient governments and providers to be accountable to their respective constituencies, it is necessary for the results of discussions on targets and progress to be made public. The Third Global Survey found that this had been achieved to some extent by the countries surveyed – 38 per cent reported a high level-to-

complete achievement, and 36 per cent reported a moderate degree of achievement (see Figure 4).

Figure 4: Extent to which results of discussions are made public

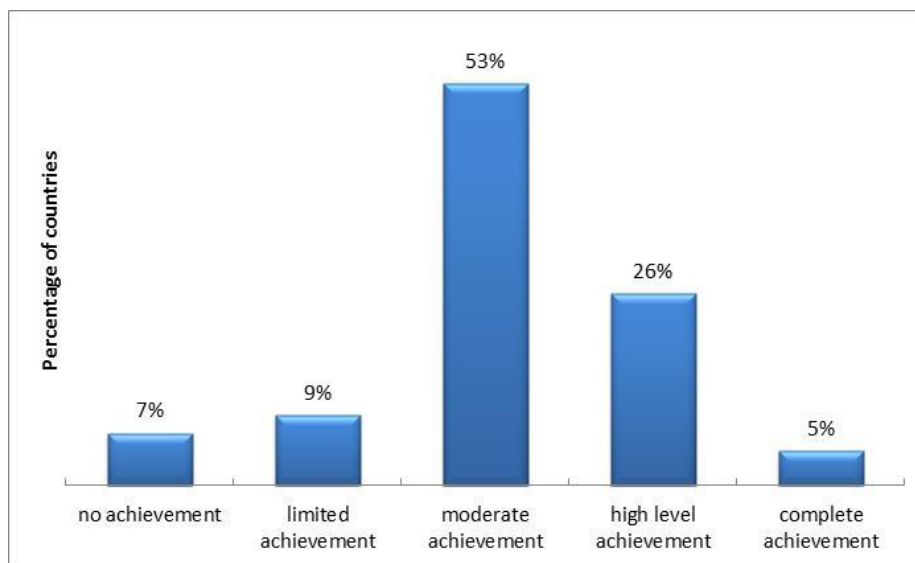
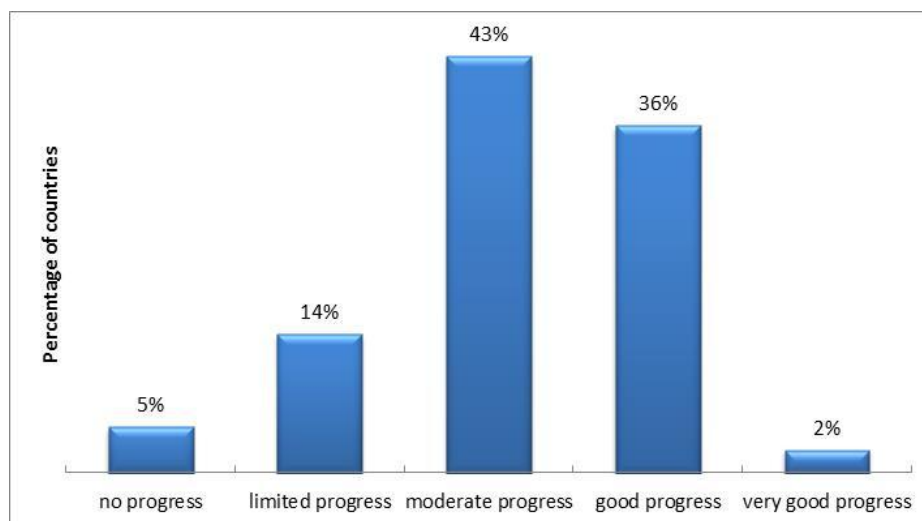


3.2 Overall assessment of Mutual Accountability by recipient governments

The Third Global Survey requested respondents to give an overall assessment of MA in their countries (Question 6). They were requested to:

- (i) Share their views about the strength of MA between their governments and the providers of development cooperation.
- (ii) Indicate the extent of improvements made since the Paris Declaration (2005) and provide an indication of the key areas of improvement.
- (iii) Identify the most important practice that is producing the desired behavioural change to make development cooperation more effective.

The overall assessment by recipient countries suggests that MA was still a ‘work in progress’, and was evolving in a positive direction. More than half of the recipient countries (53 per cent) assessed the strength of MA at national level to be moderate, with 31 per cent of recipient countries assessing MA as high or complete achievement (see Figure 5). The majority of recipient countries believed that there had been some progress in MA since the Paris Declaration in 2005. Thirty-eight per cent rated the progress as good to very good, while 43 per cent rated the progress as moderate. Only a few countries (19 per cent) believed that there was little or no progress in their countries in the area of MA (see Figure 6).

Figure 5: Assessment of strength of MA by recipient countries**Figure 6: Extent of progress since Paris Declaration 2005**

Most important practices

Recipient countries identified a number of important practices they believed were most important for effecting behavioural changes for effective development cooperation. These are shown in Table 3.

Table 3: Examples of practices identified by respondents

Practices	Country examples
National strategies on development cooperation	Cambodia: Production of a national strategy to align all development actors around a set of national priorities/targets,

	including the increased use of results-based approaches and associated dialogue mechanisms. The challenge is to improve the overall quality of national planning and its links to sector level priorities and cross-cutting challenges so that it can guide alignment of external resources during programming as well as to inform robust results-based monitoring.
Structures and processes for monitoring commitments and reviewing progress	Kenya: The Development Partnership Forum (DPF) and the Aid Effectiveness Group Retreat where commitments made are tracked and implementation ensured. During the retreat, progress is reviewed and what is not working is identified and both government and providers commit to implement the outcomes. This is collated in a matrix and implementation is then tracked and reviewed.
Establishment of department or unit to deal exclusively with aid management and coordination	Kosovo: Establishment of the Department of Development Assistance, within Ministry of European Integration. The department is responsible for overall coordination of development assistance, in the sector and sub-sector level. Belize: Hiring more competent and trained staff
Government ownership and leadership	Nepal: Government has been closely involved during the development of country assistance strategies of major donors. This has ensured that the strategies are in line with the needs and priority of the Government. The Nepal Portfolio Performance Review (NPPR) and local donor meetings are the most important practice in the country to influence behavioural changes. Similarly, the Government is almost to finalise/approve new Development Cooperation Policy.
Information transparency	Malawi: The public Aid Management portal provides anyone, anywhere access to timely and comprehensive data on donor-financed projects in Malawi. The upgraded platform also incorporates a geocoding component that enables development partners to enter data on the precise locations of the projects they finance. This information should help policymakers in Malawi to address vital questions, such as: Are resources aligned with the country's development goals? Are we using these resources to target the poorest communities as efficiently and effectively as possible?

Other issues raised by recipient countries

Recipient countries identified several additional issues that required attention in order to enhance MA:

- (i) The need for attitudinal change on the part of recipients and providers. Political will on the part of recipient governments and development partners to drive the reform of development cooperation. There remains a concern about power imbalances and that partnerships were not on an equal footing. A related concern was that development partners made unilateral decisions with regard to priorities and modalities of aid.
- (ii) The need for providers to make greater use of government systems of budgeting and budget classification. This was seen as necessary for enabling recipient governments to track aid flows more effectively.
- (iii) The necessity for predictability of financial flows and improved reporting to recipient governments on estimates of future flows, to enable governments to plan better.
- (iv) The need to improve the collection, management and reporting on development cooperation information. The need for greater transparency on the part of providers, about the actual disbursements made to countries.
- (v) The need to establish a more inclusive aid architecture that incorporates the increasingly important non-traditional donors was also raised.

3.3 Benefits of the Third Global Survey

Although surveys are used to collect data for research or evaluation purposes, they have the potential to influence the behaviour of participants in the survey. Respondents were asked to rate the extent to which the 3rd Global Survey had been influential in (i) promoting dialogue on MA and (ii) facilitating action to promote or enhance MA.

Over half of respondents (59 per cent) indicated that the influence of the survey was moderate-to-strongly influential in promoting dialogue on MA, while 54 per cent indicated that it had facilitated action to promote or enhance MA.

Some respondents commented on the benefits of a disciplined stock-take through the survey, and raising awareness of MA. One country proposed that an annual MA survey be institutionalised. There was a suggestion that the UNDESA survey be harmonised with other surveys such as the GPEDC Survey and that sufficient time be made available to ensure participation of key stakeholders in the survey.

4 Impact of mutual accountability processes

This section analyses the impact of national MA process, that is, the extent to which it has produced major behavioural changes in terms of meeting targets for effective development cooperation. The information was drawn from responses to Question 5 of the survey.

4.1 Behavioural change

4.1.1 The extent and types of behavioural change

The overall impact of national MA processes was moderate. The extent of behavioural changes by recipient governments had an average rating of 3.1, and 2.9 for providers of development cooperation. This rating was identical to the ratings in the 2011 survey, suggesting no change in the overall impact.

Most of the recipient countries were able to identify two behavioural changes they deemed to have resulted from the MA processes at national level. These are summarised as follows:

- (i) Increased political commitment to transparency and accountability; government willingness to take ownership and leadership of development cooperation
- (ii) Revision or introduction of new strategies to enhance the effectiveness of development cooperation, for example, new partnership strategies
- (iii) Improved information and reporting on development cooperation
- (iv) Better coordination and synergies among government ministries
- (v) Enhanced consultation frameworks and processes, inclusive of civil society and private sector stakeholders
- (vi) Greater openness to constructive feedback from providers and other key stakeholders in development cooperation.

The following behavioural changes on the part of providers were identified by recipient countries:

- (i) Better alignment with national development priorities
- (ii) Improved dialogue amongst providers and better coordination amongst providers, especially donors
- (iii) Commitment from donors to report regularly on their activities in the aid information platform

4.1.2 Factors influencing behavioural changes

It is necessary to determine what factors influenced the behavioural changes on the part of recipient countries and providers of development cooperation, so that appropriate and effective incentives are identified to enhance MA. This means understanding how the behavioural changes contributed to better development results, and what enablers need to be in place.

Respondents identified the following factors influencing changes in government:

- (i) Political will and leadership on the part of recipient governments was identified as a major enabling factor. Respondents made reference to the will of politicians to shape and lead the development cooperation agenda at the national level.
- (ii) A commitment to results and focus on results was another major influencing factor. This focus on results also meant that governments had to improve their planning, the monitoring of development cooperation and the reporting of results.
- (iii) Capacity within recipient governments was seen by respondents as an important influencing factor. Capacity meant having skilled and competent government officials; dedicated units within coordinating ministries to coordinate development cooperation effectively; and development cooperation information systems that contained reliable information on development cooperation.
- (iv) Increasing demands from non-state actors for greater accountability and transparency on the part of recipient governments was another influencing factor.

Respondents identified the following factors influencing change in providers:

- (i) Commitments to international agreements and declarations were a major influencing factor in provider behaviour. Respondents made reference to the Paris Declaration, the Accra Agenda for Aid Effectiveness, and the Busan Partnership for Effective Development Cooperation.
- (ii) Leadership by recipient governments with regard to the development cooperation agenda was also identified as a factor influencing changes in provider behaviour.

The responses from the survey suggest that political will and leadership are key factors in driving behavioural changes at national level, less so than external international commitments. This political will and leadership are needed to drive changes within government, as well as changes on the part of providers. In addition, the pressure to comply or respond to international agreements and commitments appears to be an important factor in changing provider behaviour.

4.2 Barriers to behavioural change

Respondents were requested to identify barriers to behavioural change at national level. **Most of the respondents stated that there had been behavioural changes, and saw no barriers to change.** Eleven countries did however identify the following barriers to change within governments:

- (i) **Political barriers were identified most frequently.** These political barriers include political instability in the recipient country; the lack of political will to make necessary changes; and the lack of political leadership to direct providers to align their support with national priorities and increasingly make use of national systems. Turf protection and intra-governmental politics (between national and sub-national governments) were also identified as political barriers.

- (ii) **Lack of adequate capacity** was identified as another barrier to change. Respondents made reference to the lack of or inadequate institutional capacity to collect and manage national data, the lack of adequate skills in aid effectiveness, and the lack of resources to implement plans.

Some respondents identified barriers to change among providers. The barriers mentioned include:

- (i) Unpredictability of providers and their **inflexibility** on matters of accountability
- (ii) **Not being timely in provision of aid data**, off-budget financing and not reporting these expenditures on the government system
- (iii) **Lack of trust or confidence in national systems**, not aligning provider procedures with government procedures
- (iv) **Political instability** in recipient countries and emerging issues that divert attention from the reform agenda

5 National Aid/Partnership policies

National Aid or Partnership policies provide the regulatory framework for MA at country level. Ideally, they should provide guidance to all parties affected by the policy, on how development cooperation is to be coordinated, managed, monitored and reported on; and the roles and responsibilities of recipient governments, coordinating ministries and providers of development cooperation. This section discusses responses to Question 1 of the survey - national aid policies as enablers of MA, and focuses on the content of these policies; processes in the development or design of these policies; and processes relating to monitoring and reporting on implementation.

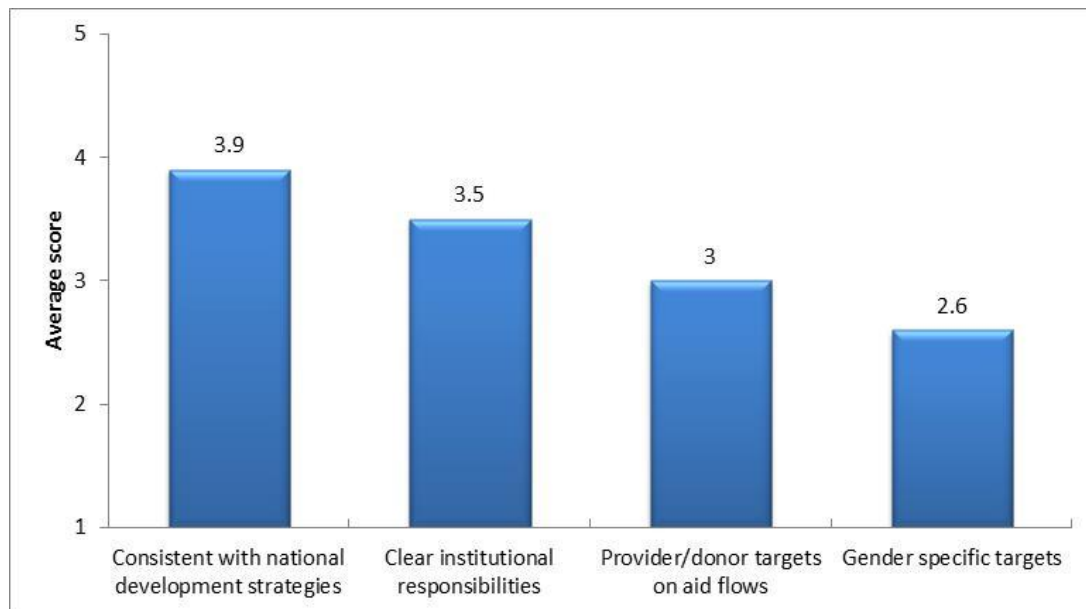
5.1 Content of policies

In terms of content of national aid policies, surveyed countries showed a positive tendency in addressing MA. The setting of gender specific targets, however, lagged behind other criteria.

Figure 7 shows the responses from countries that had national aid policies in place.

- (i) These policies were well-aligned to national development strategies (rating 3.9) and set out clear institutional responsibilities within government for the management and/or negotiation of development cooperation. These two aspects are significant as they have the potential to place recipient governments on a stronger footing in negotiating MA.
- (ii) The inclusion of targets on aid flows and transparency was rated moderate (3.0), and can be improved with strengthening of recipient governments' negotiation capacity.
- (iii) The setting of gender-specific targets improved from 2.0 in 2011, to 2.6 in the 2013 survey. While this increase is encouraging, the 2013 rating however shows that the setting of gender targets was non-existent-to-limited in almost half of the countries that responded to this question. The limited progress on gender-specific targets was raised in the previous survey.

Figure 7: Content of national aid policies



5.2 Consultation and reporting processes

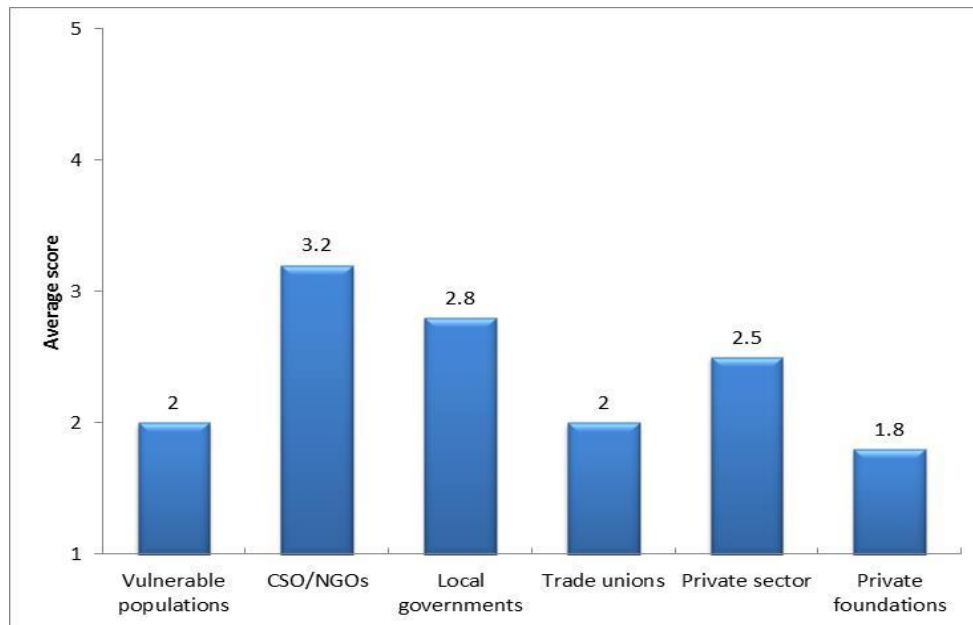
Public consultation on public policy is an important part of the policy-development process in democratic states. Consultation is not only a democratic principle – it has the potential to improve the quality of policies and generate national ownership of the policy beyond the immediate confines of government.

Overall, consultation by governments in the design of national aid policies was limited, with the exception of civil society/non-governmental organisations. Figure 8 shows the responses from surveyed countries on the extent of consultation of actors in the design of national aid policies:

- (i) Governments tended to consult civil society organisations/non-governmental organisations in the design of their national aid policies (rating 3.2). This is consistent with the earlier finding (section 2) that civil society/non-governmental organisations participated in national MA coordination forums.
- (ii) The relatively low level of consultation with representatives of local government (2.8) and vulnerable populations (2.0) are potentially areas of concern as implementation of most development cooperation initiatives are aimed at vulnerable populations served by local governments. Decentralised development cooperation could become an issue as governments increasingly decentralise authority and programmes to local governments.

(iii) There were low levels of consultation of trade unions and philanthropic or private foundations (rating 2.0 and 1.8, respectively). The survey could not determine the reasons for this, though one country indicated that there were very few private foundations with an in-country presence.

Figure 8: Actors consulted in design of national aid policies



The importance of participation of national parliaments in MA mechanisms and processes was highlighted in the Accra Agenda for Aid Effectiveness and reaffirmed in the Busan outcome. Parliaments not only link citizens with national governments – they also play an oversight role and therefore form an important element of MA.

Consultation of parliaments and reporting of progress with implementation appeared weak in the countries surveyed in 2013.

- (i) Thirty out of 42 countries responding (72 per cent) indicated that the national aid policy was not reviewed at all by parliament in a public hearing, or there was limited review by parliament prior to the policy coming into effect.
- (i) Only 11 out of 42 countries responding (26 per cent) indicated that their national policies required submission of progress reports to parliament. This in effect means that there is little or no oversight of implementation of national aid policies in the majority of countries surveyed.

6 Mutual accountability coordination forums in recipient countries

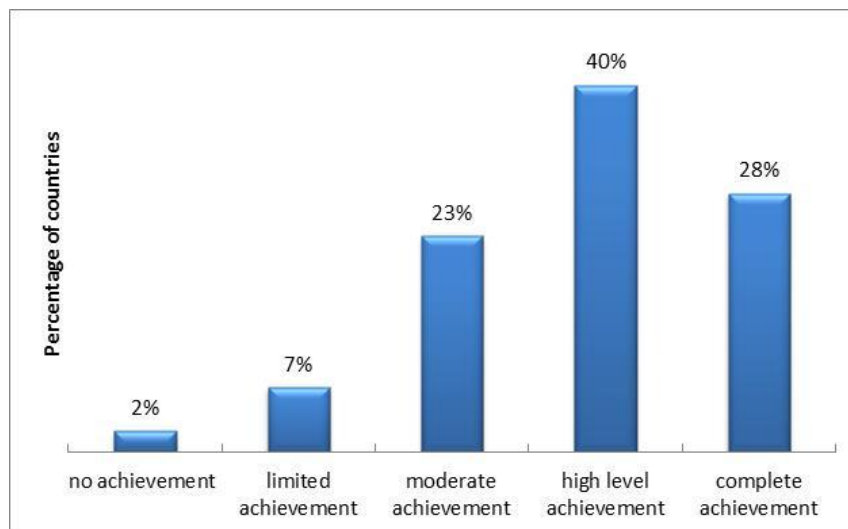
Effective implementation of MA requires a forum for dialogue between recipient governments and providers of development cooperation. To be effective, these forums should be country-led, have broad representation of key stakeholders, set and track targets, and use multiple sources of analytical inputs in monitoring and reviewing progress. This section of the study discusses the responses to Question 2 of the survey.

6.1 Structure and functioning of forums

Most of the countries responding to the survey had a national forum for discussion of development cooperation. The majority of these forums were country-led.

- (i) Most respondent countries identified national development cooperation forums as the most influential forums for discussing overall progress in meeting development cooperation commitments. Some forums, for example, in the Philippines, are supported by technical sub-committees.
- (ii) Some countries identified forums that were not set up specifically for development cooperation, but did provide opportunity to discuss development cooperation issues. Tanzania for example, has the Annual National Policy Dialogue where progress and challenges in attaining the MDGs are discussed. Issues of aid and development cooperation have been mainstreamed into the Policy Dialogue which is attended by government officials, development partners, the private sector, parliamentarians, civil society and academia.
- (iii) Ninety-five per cent of countries indicated that the government chaired the forums and slightly fewer countries (86 per cent) indicated that the secretariats for these forums resided within government.
- (iv) These forums tended to draw on recipient government analysis of progress, 68 per cent of respondents indicated that the national forums drew extensively on government analysis (see Figure 9).

Figure 9: Extent to which forums draw on recipient government analysis of progress

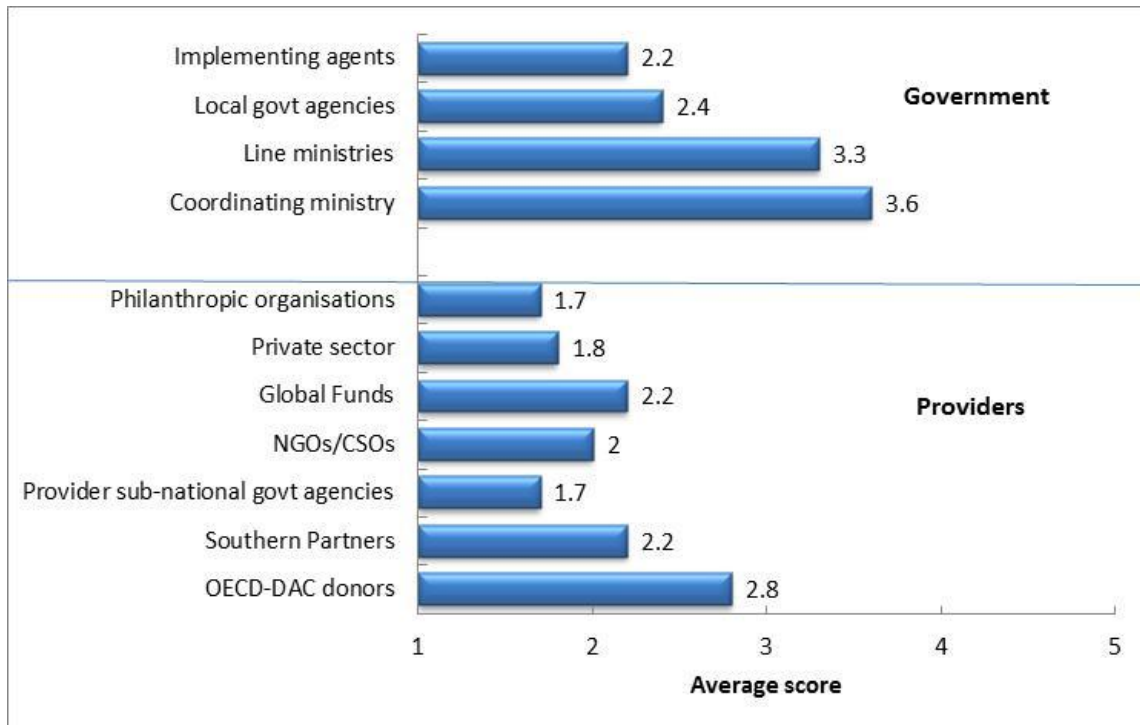


DAC providers were more likely to be represented in national coordination forums than were non-DAC providers. Countries were requested to identify key providers who did not participate in these coordination forums. The providers mentioned most frequently were non-DAC countries, namely, China, Brazil, India, and various middle-east countries, including Saudi Arabia. Private sector providers were also cited frequently as not participating in the forums. One of the challenges for recipient countries is how best to involve non-traditional providers of development cooperation in national coordination forums. The form of assistance provided is usually in the form of South-South cooperation, and the rules of engagement are different to those that have evolved through the traditional North-South cooperation.

MA coordination forums were more likely to review performance of recipient governments than to review performance of providers. Figure 10 shows the extent to which MA forums review the performance of recipient governments and providers. The following are worth noting:

- (i) Forums tended to review the performance of ministries responsible for coordinating development cooperation (3.6) and relevant line ministries (3.3). Performance reviews at the level of local government and implementing agents was relatively weak (2.4 and 2.2, respectively).
- (ii) MA coordination forums were weak at comprehensively reviewing the performance of providers overall and tended to focus on reviewing performance of OECD-DAC donors (2.8). Review of performance of Southern Partners was weak (2.2). This is to be expected, given the low level of participation of non-DAC providers in these coordination forums.

Figure 10: Extent of performance review in MA coordination forums



The majority of countries indicated that they had agreed processes in place for setting and tracking annual targets. These however, were more likely to be in place for recipient governments than for individual providers (see Figure 11). More than half of the responding countries (51 per cent) indicated that their MA coordination forums did not comprehensively review the performance of providers individually (see Figure 12).

Figure 11: Percentage of countries with processes to set and track annual targets

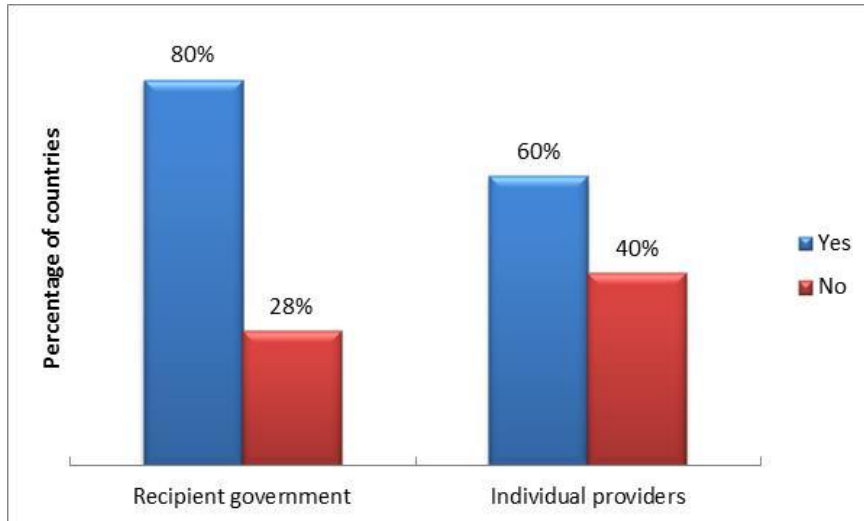
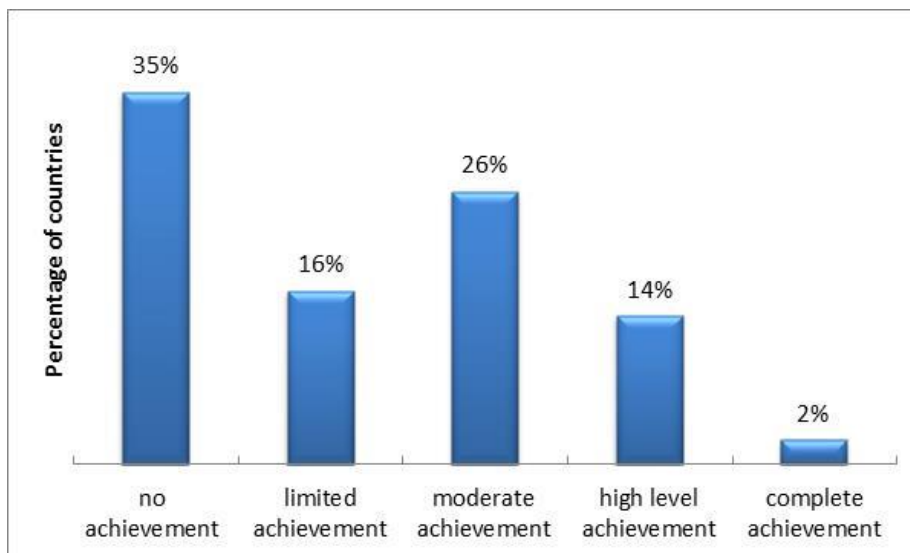


Figure 12: Degree to which countries reviewed provider performance individually



6.2 Quality and effectiveness of forums

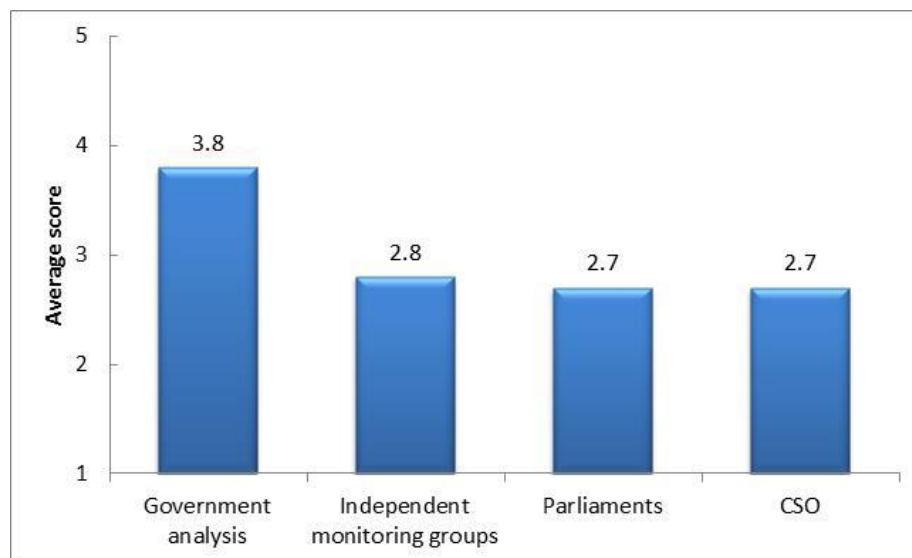
6.2.1 Sources of analytical inputs

Figure 13 shows the extent to which MA coordination forums use various sources of analytical inputs for their work.

MA coordination forums relied extensively on analytical inputs from government. Independent analytical input was relatively low, though improved since the 2011 survey. The implication of this is that governments are not tapping sufficiently into alternative independent sources of analytical information that could improve the quality of their planning and programming. The low level of usage of inputs from parliamentarians (2.7) is an area of

concern. Parliaments, as representatives of the electorate, are important institutions through which governments can solicit inputs from their citizens and be held accountable by citizens. The low level of usage of inputs from parliaments may also be a reflection of limited capacity within parliaments to provide analytical inputs to MA coordination forums. The low level of usage of analytical inputs from civil society organisations was also evident. This may be a reflection of the state of capacity and resources of civil society organisations to provide inputs, and/or a reflection of the space provided to civil society to engage their governments on issues of development.

Figure 13: Sources of analytical inputs to MA coordination forums



6.2.2 Use of regional or global MA mechanisms

Thirty-four countries indicated that they used regional or global MA mechanisms to reinforce good practices and learn from other countries. The GPEDC Monitoring Framework was mentioned most often, followed by the Paris Declaration. Countries also made reference to the OECD Development Cooperation Reports.

Regional mechanisms have the potential to provide a valuable platform for learning amongst countries that belong to the same region or are members of a regional economic community. The use of regional mechanisms for reinforcing MA through sharing knowledge and experiences appears to be under-exploited. **The majority of countries did not identify any regional mechanisms in reinforcing MA, and only four countries did so.** They mentioned the African Peer Review Mechanism (APRM), the Pacific Island Forum and CariCom. No African countries made reference to the Africa Platform for Development Effectiveness that was launched as part of the preparatory processes for Busan. The Africa Platform for Development Effectiveness is an

African Union/NEPAD initiative that seeks to connect communities of practice through peer learning around the themes of aid effectiveness, South-South cooperation and capacity development.²⁰

7 Quality and transparency of information on development cooperation

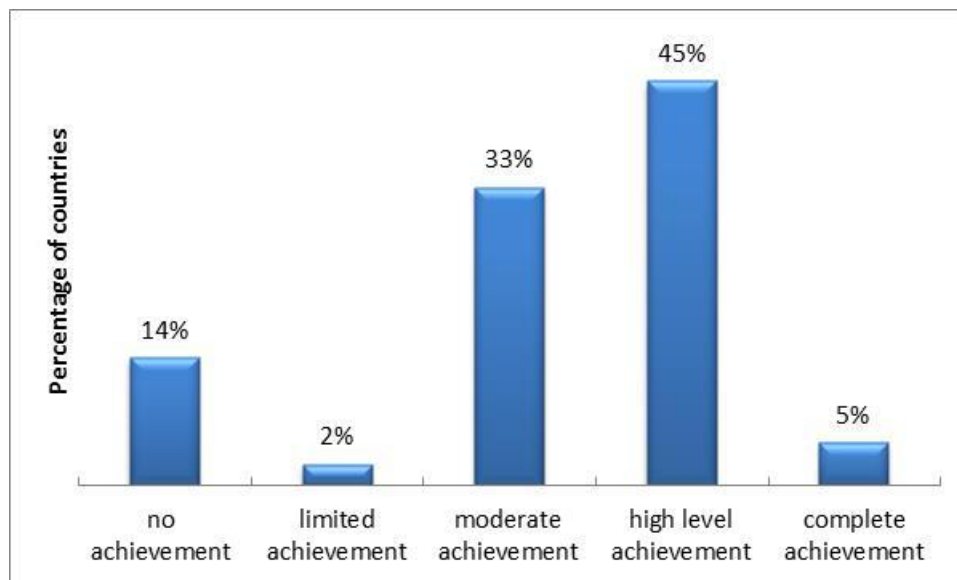
Effective MA is premised on the availability and quality (comprehensiveness and usability) of information on development cooperation flows to recipient countries and information on progress with implementation. It is equally important that information is accessible to external stakeholders to ensure that there is transparency in development cooperation. This section discusses various aspects of development cooperation information (Question 3 of the survey).

7.1 Demand for information on development cooperation

Organisations are less likely to collect information unless there is an expressed demand for the information. The survey assessed the extent to which MA stimulated demand for information on development cooperation. It also assessed the extent to which information systems on development cooperation was used by government and various stakeholders.

Fifty percent of the survey respondents believed that MA triggered a strong demand for information on development cooperation (see Figure 14). This demand appeared to be primarily from executive government agencies and providers of development cooperation.

Figure 14: Perceived demand for information



²⁰ Mayaki, Ibrahim Assane, Africa Platform for Development Effectiveness (APDEV): Advancing Aid Effectiveness, South-South Cooperation and Capacity Development, Presentation to the Second Regional Event on AE, SSC and DC, 4-5 November 2010

Demand for information needs to be assessed against the existence of freedom of information legislation or mechanisms through which governments can be requested to make information available. Eighty-eight per cent of countries responding to the survey indicated that they had mechanisms through which the public and other stakeholders can access information on development cooperation.

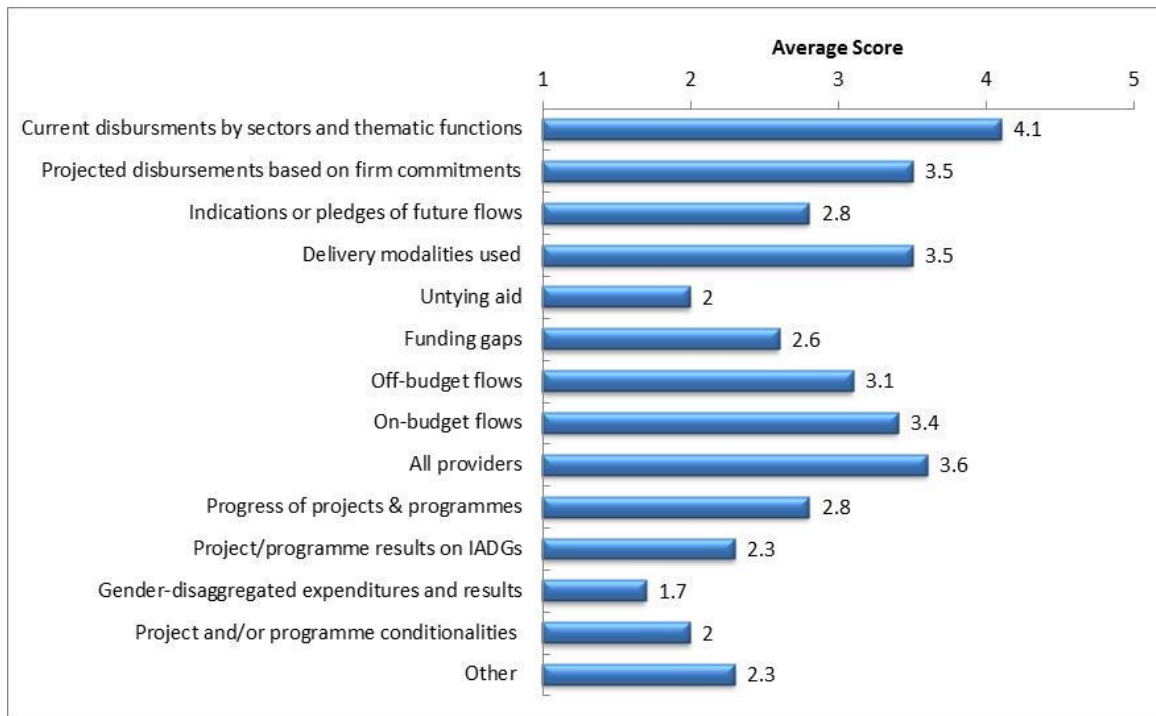
7.2 Development cooperation information systems

Recipient governments require robust development cooperation information systems for tracking aid flows and progress. **The majority of survey respondents (81 per cent) indicated that they had formal systems for tracking development cooperation.**

- (i) Many of these were aid management platforms or information systems. These systems were managed predominantly by ministries of finance and planning, the coordinating ministry within recipient governments.
- (ii) Fifty-four per cent of respondents stated that the systems tracked provider progress against effectiveness targets, and 46 per cent indicated that their systems tracked government targets. The most frequently mentioned targets tracked for providers pertained to tracking of aid budgets, commitments and disbursements. Two countries made reference to tracking Busan indicators and Paris Declaration indicators. In respect of government, tracking focused on the MDGs and related development priorities.

Figure 15 shows the extent to which matters are tracked comprehensively in national development cooperation information systems. **Information systems tracked a broad range of matters, but focused mainly matters pertaining to funding.** This includes current disbursements (4.1), and projected disbursements (3.5), and indications of future flows (2.8). There was less emphasis on tracking progress of projects and programmes. **The tracking of gender-disaggregated expenditures and results was the weakest (1.7).**

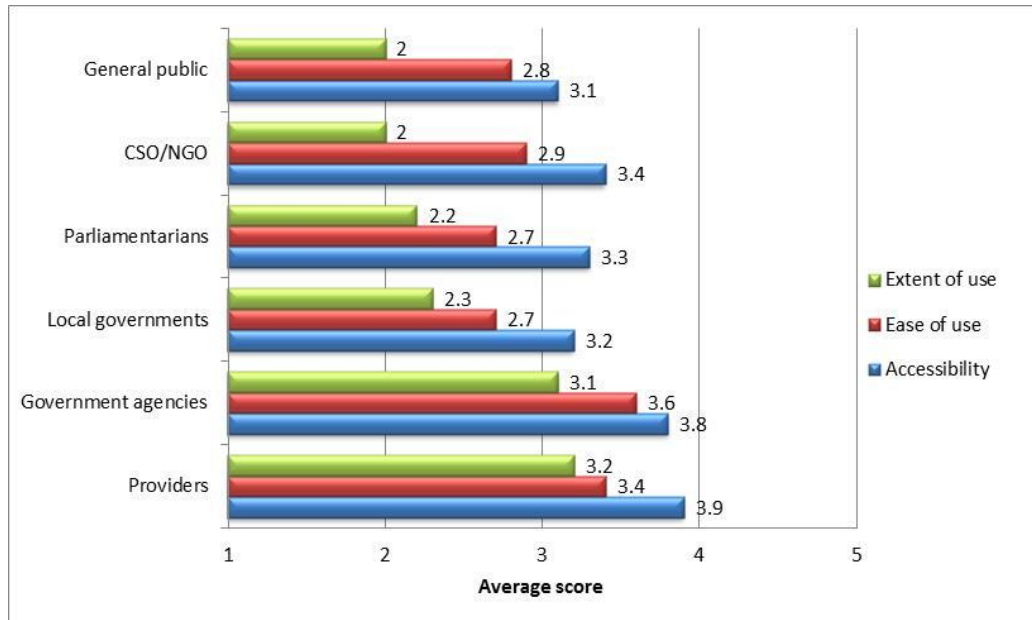
Figure 15: Extent of tracking comprehensive information



The accessibility and ease of use of these information systems varied across stakeholders, as did the use of information in development cooperation. Figure 16 shows the extent of accessibility, ease of use and extent use by different stakeholders.

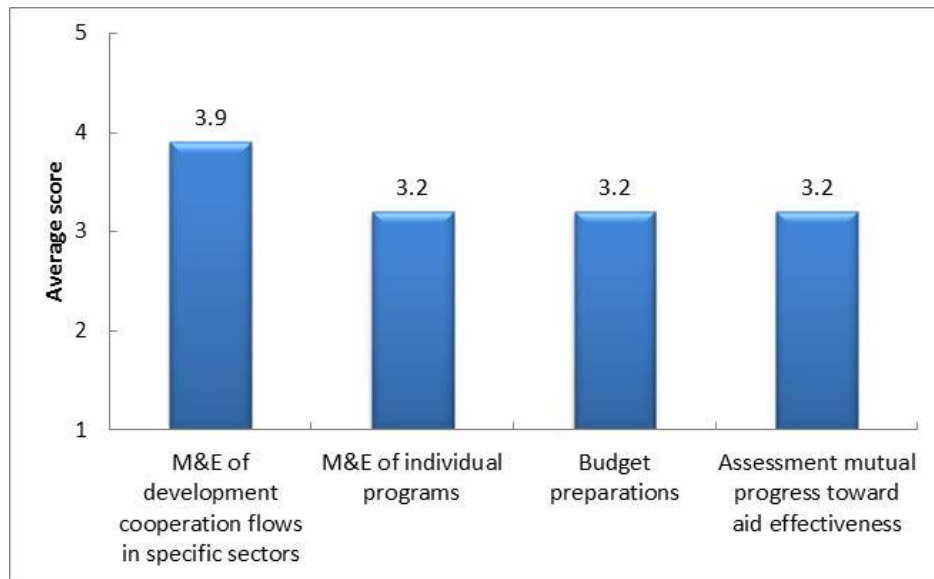
- (i) Government agencies and providers were more likely to use development cooperation information compared to other stakeholders, (3.1 and 3.2, respectively). They were also rated as having reasonable access to the information systems and that these were relatively easy to use.
- (ii) The general public and civil society organisations had relatively low use of development cooperation information, even though the information was considered to be reasonably accessible to them. The ease of use of information systems appeared to be a challenge for these two categories of stakeholders.
- (iii) Respondents perceived parliamentarians to have relatively low use of development cooperation information. Like the general public and civil society organisations, this may be a reflection of difficulties they may have experienced in using the information systems.

Figure 16: Accessibility, Ease of Use and Extent of Use of development cooperation information



Development cooperation information systems were used primarily for monitoring development cooperation flows. Countries responding to the survey reported moderate use of development cooperation information for assessment of mutual progress towards aid effectiveness commitments (see Figure 17). This suggests that national development cooperation information systems may need to be adapted to monitor MA more effectively.

Figure 17: Use of development cooperation information systems in selected areas



7.3 Quality of development cooperation information

Countries surveyed indicated that providers updated their development cooperation information annually (37 per cent) or quarterly (32 per cent). Nearly half (49 per cent) of countries indicated that the information system was updated within 1 to 3 months of receiving the information, thus ensuring that information was as recent as possible.

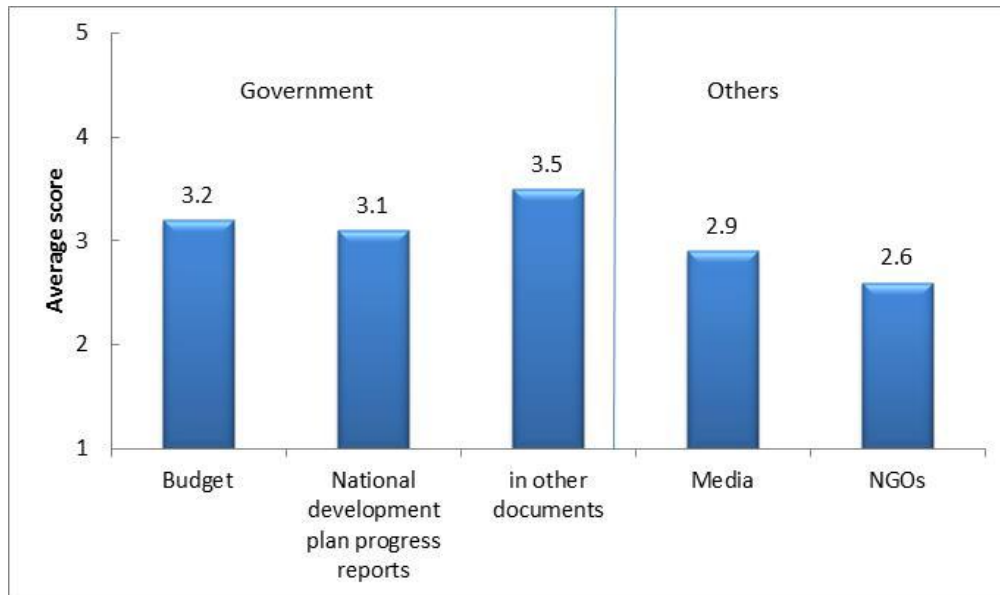
7.4 Dissemination of information

Figure 18 shows the extent to which recipient governments proactively disseminated information on development cooperation, and the extent to which the media and NGOs disseminated information.

Overall, the extent to which development cooperation information is disseminated was moderate, with government faring slightly better than the media and NGOs in the dissemination of development cooperation information.

Recipient governments used the budget (3.2), national development plan progress reports (3.1) and other reports (3.5) through which they disseminated information on development cooperation. These 'other reports' were mainly annual reports on development cooperation and ODA.

Figure 18: Dissemination of information by government and others



8 Support for Capacity Development at country level

The capacity of recipient governments to lead and implement national MA has a bearing on the effectiveness of MA at the national level. Figure 18 shows the extent of capacity building of various stakeholders in MA and Transparency (Question 4 of the survey)

The following can be discerned from Figure 19:

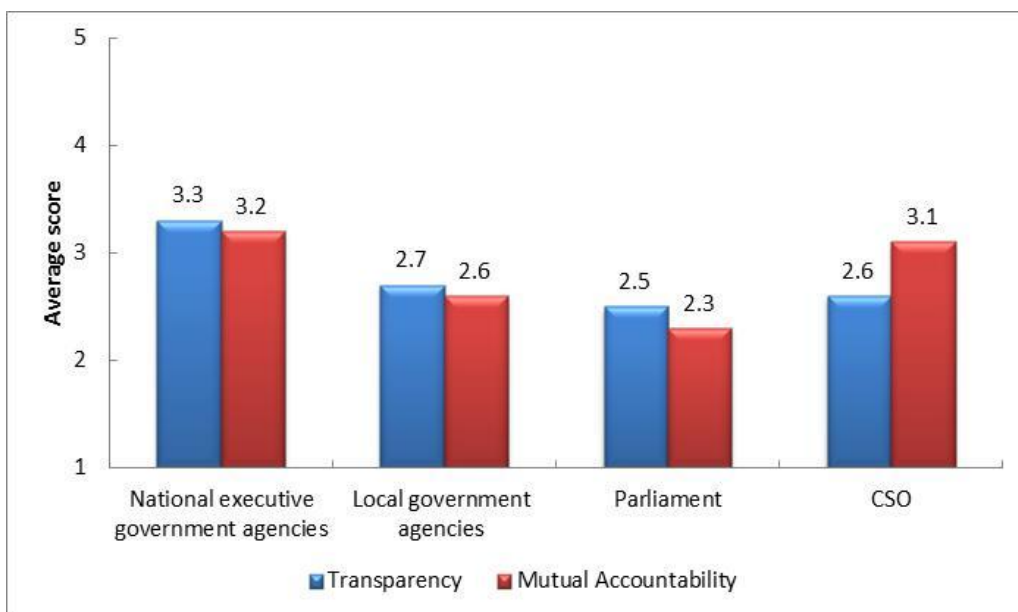
- (i) Most of the capacity building investment is directed towards national executive government agencies (3.3 for transparency and 3.2 for MA). This is expected given the roles of coordinating ministries and line ministries in development cooperation in recipient countries. Considerable effort has been directed towards building capacity of coordinating ministries (finance and planning) in the form of aid management systems and establishing specialised aid coordination units within these ministries.
- (ii) There was considerable effort directed towards capacity building of civil society organisations with regard to MA (3.1) and to a lesser extent capacity building in transparency (2.6). The survey, however, did not explore whether this capacity building was aimed at strengthening civil society in their role in supporting citizens in holding governments accountable, or whether capacity building was aimed at strengthening civil society's own accountability to citizens and to development partners.

(iii) There appeared to be less investment in capacity building of local government agencies.

This gap is of concern as local government agencies play a significant role in the implementation of development cooperation at local community levels. With national governments decentralising functions to local authorities, it is essential that their capacity is built not only to deliver services, but also to coordinate and monitor development cooperation at local level.

(iv) Parliaments had the least support for capacity building (2.5 for transparency and 2.3 for MA). This is of concern given the oversight role parliaments are expected to play. Many parliaments in developing countries and countries emerging from conflict require extensive support in their legislative and oversight functions of domestic issues, and the same could be said for support in matters of development cooperation.

Figure 19: Extent of capacity building in MA and Transparency



PART III: Implications for Mutual Accountability

9 Implementation challenges

The available data from the survey suggest that there has been some progress with the implementation of MA. From the countries that responded to the survey, the underlying message was that MA is necessary for effective development cooperation. There was an expressed desire from recipient countries to change the power relations between themselves and providers of development cooperation. Recipient countries do however face a number of challenges in the practical implementation of MA.

9.1 Holding providers accountable

Setting targets for providers and holding them accountable remains a challenge for several countries. Some comments in the survey suggest that this is particularly difficult for aid-dependent countries, or countries emerging from conflict, to do so. A key concern for these countries is that aid could be withdrawn unilaterally.

Another challenge raised by a number of respondents was the securing greater predictability of aid flows and commitments. Governments require predictability in aid flows for planning, budgeting and implementation. Predictability of aid flows is also essential for the financial sustainability of projects and programmes. A related concern expressed was that some providers were not transparent about the aid flows and expenditures that were incurred off-budget. Some recipient countries identified the reluctance of providers to trust and use national systems. These providers continue to use parallel systems rather than invest in strengthening national systems.

The evidence from the survey suggests that the MA system as it operates presently in a number of countries, places greater focus on the accountability of recipient governments. While this could be interpreted as an imbalance, such a focus is not necessarily bad. If recipient governments strengthen their own accountability to their citizens, it places them in a stronger position to negotiate and demand better accountability from providers of development cooperation.

9.2 Lack of focus on gender

The importance of gender equality and women's empowerment for achieving development has been enshrined in Internationally Agreed Goals such as the MDGs. The need for MA mechanisms to pay attention to gender was raised in the 2010 Development Cooperation Report. The 2011 MA survey noted the near absence of gender-specific indicators in national aid policies. The situation only improved marginally in the 2013 survey. Many countries lacked gender-specific

targets in their policies, and also did not track gender-disaggregated information on expenditures and results.

Several countries do have national policies and programmes on gender equality and women's empowerment, and are able to report on these to national and international forums. There appears to be difficulty in linking national gender policies with MA policies and frameworks.

The Vienna Policy Dialogue, organised by UNDESA in collaboration with UN Women 13-14 December 2012 in preparation for DCF 2014, discussed the role of development cooperation in advancing gender equality and the empowerment of women. The policy dialogue highlighted the role of mutual accountability as a powerful catalyst for gender-responsive development partnerships, and raised concerns about the lack of gender-specific targets in mutual accountability and results frameworks in developing countries. It further suggested that the limited progress in this regard was a reflection of the lack of adequate technical capacity to collect data, identify priorities and monitor continuously. The policy dialogue also suggested that political factors such as the multiple interests of providers hindered the development of harmonised targets that were aligned to women's priorities. The importance of gender-specific targets and indicators was reaffirmed by the policy dialogue.²¹

9.3 Capacity development

The capacity (or lack thereof) to implement MA effectively was a theme that emerged from the responses to the survey. Capacity development focused on national government executive agencies, especially those ministries responsible for coordinating development cooperation. The survey showed that less attention or investment was made in developing capacity at local government level. This has implications for those recipient countries that have decentralised systems of government and governance. Local governments are in many respects implementing agents for national programmes, and should be part of the MA capacity development efforts.

Comments from recipient countries reflect concerns that although several providers do make provision for capacity development, these funds are tied to specific sectoral projects or programmes, and that there is no provision for capacity development on transversal issues such as MA.

9.4 Limited participation of parliaments

Development cooperation and aid effectiveness forums have acknowledged the important role played by parliaments in linking citizens with governments, and the need for parliaments to be strengthened in their oversight role. The results of the Third Global Survey indicate that parliaments played a minimal role in MA in a number of countries. They were seldom consulted on national aid policies; they seldom provided analytical inputs to governments on development cooperation; they had relatively low usage of development cooperation information; and they received limited capacity development support.

The limited participation or engagement of parliaments in MA has implications for exercising their oversight function. Parliamentary agendas ordinarily are very crowded, and without

²¹ United Nations ECOSOC, Preparing for the 2014 Development Cooperation Forum: Vienna Policy Dialogue, Advancing gender equality and the empowerment of women: role of development cooperation, 13-14 December 2012, Summary.

adequate capacity, they cannot exercise their oversight roles effectively. Oversight by parliaments is one of the most important vehicles for holding governments to account. An effective oversight body such as parliament can also assist recipient governments in securing greater transparency from providers.

9.5 Including non-traditional providers

Several recipient countries reported that non-traditional providers do not participate in MA coordination forums. Although various High-level forum discussions welcomed Southern partners as part of a more inclusive development agenda and acknowledged the role of South-South cooperation in development, there is no clarity on whether non-traditional providers form part of the MA framework and how they are to be incorporated into national MA activities. A question to be asked is whether recipient governments and their Southern partners prefer to keep their negotiations with non-DAC or non-traditional providers quite separate from DAC providers. The relationship between recipient governments and Southern partners are, after all, considered to be a partnership of equals.

Perhaps the role of Southern partners is clearer in United Nations processes relating to Financing for Development, where Southern partners, who are predominantly from high middle-income countries are fully engaged in these processes, as providers and as recipients of development cooperation. This issue could be explored further in the finalisation of this study.

The recent working paper under the auspices of ODI made interesting observations based on (albeit) a small sample of countries, about the changing landscape of development assistance. The paper found that development assistance flows increased substantially between 2000 and 2009, with non-traditional sources forming an increasingly larger proportion of development assistance flows. Case studies from the small sample indicated that recipient governments of these countries preferred negotiating with non-traditional (non-DAC) providers independently of their negotiations with DAC providers. The paper proposes that traditional donors should recognise that the development assistance landscape is changing with the increased flows from non-traditional players, thus offering developing countries a wider choice. The implication for a traditional donor is the necessity to focus on its niche or comparative advantage²².

9.6 Capacity to monitor and evaluate

The responsibility for monitoring the implementation of development cooperation rests with the recipient governments and their providers. Doing the monitoring 'in-house' can be an effective means for recipient governments to take ownership and take corrective action when progress is off-track. Designing and implementing robust monitoring systems require skilled in-house capacity. The capacity constraints within governments of LDCs or post-conflict countries to implement programmes are well-known in the development cooperation sector, and this

²² Greenhill, R., Prizzon, A., and Rogerson, A., The age of choice: developing countries in the new aid landscape, Working paper 364: Results of ODI research presented in preliminary form for discussion and critical comment, ODI, London, January 2013

constraint applies as well to the capacity to monitor and evaluate programmes. Without robust monitoring and evaluation, MA cannot be implemented effectively. Weak monitoring and evaluation also undermines transparency in development cooperation. There is however a major challenge in how to put in place effective monitoring and reporting systems, and robust evaluations without over-burdening recipient countries. Ideally, monitoring and reporting on MA developed at the national level should contain the critical information required for regional and global monitoring and reporting, and reduce the reporting burden on countries.

10 Conclusions and proposals for improvement

10.1 Conclusions

The overriding conclusion from the data available in this analytical study is that Mutual Accountability is a ‘work in progress’. There has been modest progress with the implementation of MA at national level with an increasing number of recipient countries having national aid or partnership policies in place, but this represents a small proportion of recipient countries. The relationship between recipient governments and providers of development cooperation remains asymmetrical in many countries and this asymmetry is demonstrated in the challenges recipient governments experience in setting targets for providers.

Mutual Accountability continues to focus on a narrow range of development partners and stakeholders. In practice, recipient governments and traditional/OECD-DAC donors are the primary partners in the implementation of MA. While various forums have acknowledged the increasing role and contribution of Southern partners in development cooperation, recipient countries each have their own way of engaging with Southern partners. Key national stakeholders such as parliamentarians and local governments in several recipient countries have little or no involvement in national MA forums. Non-state actors such as private philanthropic organisations and the business sector, although they are providers of development cooperation do not form an integral part of the MA framework. Civil society has multiple roles and these are not necessarily clear in the MA framework. Civil society organisations may be implementing agencies for government, recipients of donor funds, or play a ‘watchdog’ role.

Mutual Accountability at national level requires political leadership and capacity to implement it effectively. Government ownership and leadership are critical factors in the effective implementation of MA at national level. Political leadership is demonstrated in the willingness and ability of governments to negotiate and hold providers of development cooperation accountable on the one hand, and a willingness on the part of government to be accountable to citizens and to providers of development cooperation. The effective implementation of MA requires institutional capacity at country level. This includes:

- (iv) Aid or development effectiveness coordination units at national level that are staffed with sufficient and competent officials;
- (v) Monitoring, reporting and evaluation frameworks and systems that generate quality information on development cooperation that is accessible to implementing agents, development partners, stakeholders and the public; and

- (vi) Oversight bodies such as parliaments that have the requisite resources and expertise to interrogate processes and results from development cooperation.

10.2 Proposals to improve national MA

The background study on national Mutual Accountability prepared for the 2012 DCF proposed a number of measures to improve MA at country level. The results of the Third Global Survey confirm that these proposals are in the right direction. The following proposals to improve national MA should be considered alongside proposals from other background studies prepared for the 2014 DCF.

MA at national level can be enhanced through practical guidance to recipient governments. From the responses of the countries that participated in the Third Global Survey, there is an interest in implementing MA, and an understanding of what has to be done (for example, putting in place a national aid policy). Practical guidance on the 'how to' of MA can be beneficial to recipient countries, and advance the implementation of MA at country level. This guidance could take the form of briefs or guidance notes on specific areas of MA, for example, how to develop and integrate gender-specific indicators in MA monitoring frameworks; how to secure the involvement and support of parliamentarians; or how to disseminate development cooperation information to the media to generate interest.

MA at national level can be enhanced through effective monitoring and reporting on development cooperation. By making explicit the progress or lack thereof on the key components of MA, recipient governments can change the nature of the relationship between themselves and providers of development cooperation and shift the relationship towards symmetry. A robust monitoring and reporting system can provide recipient governments with the evidence required to negotiate provider targets. Joint monitoring and review serves as a vehicle for learning by government and providers of development cooperation.

There needs to be investment in strengthening national capacity to monitor and report; and evaluate MA. The issue of capacity development was echoed by several recipient governments in the survey as something requiring attention. This capacity development is not only in terms of having skilled and trained officials in place, but includes policies, frameworks and systems for monitoring and reporting. Monitoring systems at national level could, for example, be designed in a way that facilitates reporting at the regional and global levels. Innovative use of ICT for monitoring should be explored. The widespread use of mobile phones and other hand-held devices in developing countries, together with decreasing costs of ICT opens possibilities for recipient governments to develop flexible, low-cost monitoring systems that can collect data from citizens who are the ultimate beneficiaries of development cooperation. Independent evaluation of MA should also be encouraged.

The capacity of parliaments to play an oversight role in development cooperation should be strengthened. While responsibility for implementing MA rests with the executive arm of government, parliaments are expected to perform an oversight function. It is essential that

parliaments are equipped to perform this oversight function. Parliamentarians require expertise and support to engage in consultation processes, and to access, interpret and interrogate development cooperation information.

Differentiated inclusiveness of development providers and stakeholders should be explored. While inclusiveness of development cooperation providers and stakeholders in MA coordination mechanisms is a sound principle, it does not mean that all should be involved in equal intensity as this would make coordination unwieldy. National MA frameworks should specify differentiated roles and participation of development cooperation providers and stakeholders.

Incentives for Southern partners to participate in MA structures should be explored. Southern partners potentially have a significant impact on development cooperation at national level, yet in many instances they do not participate in the formal MA structures at national level for various reasons. There are countries that are simultaneously recipients of development cooperation and providers of development cooperation and have established their own development agencies. While it is understood that the nature of the relationship between recipient governments and Southern partners is different to the relationship with traditional donors, this need not be a reason for not participating in MA coordination mechanisms.

The use of peer review should be promoted. Recipient countries should be encouraged to use peer reviews as such reviews, if conducted in accordance with sound review principles, can provide an independent view of progress on MA in a non-threatening way. Peer reviews are potentially an effective vehicle for learning and improvement. In this regard, the use of regional review mechanisms can facilitate knowledge exchange and learning among countries with common development challenges. Peer review can also be a vehicle through which recipient governments can encourage their Southern partners to engage more effectively in MA processes.

Ends _____

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Annex A: Countries with national aid /partnership policies

Country	National Aid Policy	Targets for providers (rating)	Assess progress
Belize	Horizon 2030 National Development Plan	3	Yes
Burkina Faso	Developing a National Action Plan on Development Cooperation Effectiveness (PANED)	2	Yes
Burundi	National Aid Policy (Politique Nationale de l'Aide)	3	Yes
Cambodia	Development Cooperation & Partnerships Strategy (2014-2018)	4	No
Cape Verde	Programa do Governo 2012-2016 /	4	Yes
Chad	National Development Plan (Plan national de developpement - PND)	5	Did not respond
Colombia	National Development Plan 2010-2014 "Prosperity for all"	2	No
Cook Islands	Yes, name not provided	4	Yes
Democratic Republic of the Congo	PRSP (DSCRCP)	2	Yes
Djibouti	Action plan for Aid Effectiveness (Plan D'action pour l'Efficacite de l'Aide (PANEA))	1	Yes
Dominican Republic	National Multiannual Plan of the Public Sector 2013 - 2016	1	No

Egypt	Cairo Agenda for Aid Effectiveness	3	Yes
El Salvador	National Plan for an effective cooperation of El Salvador	5	Yes
Gambia	The Draft Gambia Aid policy	4	Yes
Guatemala	Policy of international cooperation grant	4	Yes
Guinea	Document on the government policy on international cooperation (2005)	2	Yes
Honduras	Yes	5	Yes
Kenya	Kenya External Resources Policy and Second Medium Term Plan	4	Yes
Lao PDR	Lao PDR does not have a specific aid policy but priorities and principles for country development cooperation are stipulated in the National Socio-Economic Development Plan, Vientiane Declaration on Aid Effectiveness, Decree No.75/PM on the Management and Utilization of Official Development Assistance, and country assistance strategies with some individual or groups of provider	3	Yes
Malawi	Aid Management Policy	5	No
Mauritania	National partnership policy (Politique Nationale de partenariat (CSLP))	4	No
Micronesia (Federal States of)	Overseas Development Assistance (ODA) Policy for FSM	4	Yes
Moldova (Republic of)	Republic of Moldova Partnership Principles Implementation Plan (PPIP)	5	Yes
Morocco	Note on the presentation of the budget bill	5	Did not respond
Mozambique	International Cooperation Policy and the Strategy for its implementation (Bulletin of the Republic Nr. 34, published on 30/08/2010)	1	Yes
Nepal	Foreign Aid Policy 2002	2	Yes
Panama	Estrategia Nacional de cooperacion Internacional para el Desarrollo	2	No

Peru	La Polítifca Nacional de Cooperación Internacional - PNCTI y el Plan Anual de Cooperación Internacional	2	Yes
Philippines	Philippine Development Plan, Country Strategies/Frameworks by Funding Institutions, CY 2011 ODA Review Report	3	Yes
Solomon Islands	Finalizing a Draft SIG Strategy for Aid Coordination and Management. Government has stand alone or separate 'Partnership Documents' with individual Development Partners (countries providing development assistance to SIG). These Partnership Documents outlines SIG's priorities on Development Cooperation with the particular partner country.	2	No
Tajikistan	Guidelines on Foreign Aid Mobilization, Management, Coordination and Monitoring in the Republic of Tajikistan	5	Yes
Tanzania	Development Cooperation Framework (Draft to replace existing policy)	1	Yes
Togo	La Politique Nationale de l'Efficacité du Développement (2013-2017)	1	Yes
Tuvalu	Draft Tuvalu National Aid Policy	1	No
Zambia	Yes, an Aid Policy, a Mutual Accountability Framework	4	No