

Pilot proposal

Global Partnership monitoring framework: Indicator on use of country result frameworks

Country result frameworks define a country's approach to results and its associated monitoring and evaluation systems focusing on performance and achievement of development results. They include agreed objectives with associated indicators with baseline and targets to measure progress in implementing them and achieving outputs, outcomes and impacts, as stated in national development strategies, sector plans and other frameworks (e.g. budget support performance matrices). Such frameworks should have been developed through participatory processes, involving inclusive dialogue with relevant stakeholders at country level.

1. About this proposal and consultation to date

Use of country result frameworks represents a key element of the Busan partnership agreement. The post-Busan interim group that negotiated the monitoring framework tasked the UNDP/OECD joint support team to develop an indicator to assess the extent to which providers of development cooperation utilise country result frameworks and their associated monitoring and evaluation systems.

A preliminary proposal with two different options was presented in the draft Guide to the Global Partnership Monitoring Framework issued in March 2013. The Copenhagen workshop on the Global Partnership monitoring framework held in June 2013 provided an important opportunity to engage key stakeholders on the draft Guide, and to obtain feedback on the design of this indicator. On this occasion, partner countries highlighted the importance of keeping this tool intuitive, easy to manage, and focused on the actual behaviour of providers of development cooperation by integrating qualitative and quantitative aspects of evaluation. Individual providers, on their part, stressed the need to factor into the indicator situations where the coverage of result frameworks across and within sectors and the quality of existing data may not be sufficient to warrant reliance on such frameworks.

Following the final Guide to the Global Partnership Monitoring Framework issued in July 2013, the aim of this proposal is to strike a balance between the need for a practical measure and the formulation of a viable approach to pilot the proposed indicator in a small number of carefully selected countries.

N.B. The ambition of this indicator is not to look at the impact of development cooperation on results, which goes beyond the scope of the Global Partnership monitoring framework.

2. Proposed approach

2.1. What is being measured?

Although the extent to which providers of development co-operation align with country result frameworks could be considered at various levels (e.g. strategy and programming, performance management), what matters ultimately is whether providers actually make use of these result

frameworks as the basis for planning, implementation and reporting. The complexity embedded in the formulation of an indicator on the use of country result frameworks derives from:

- (i) Inherently differing standards and approaches governing the design of country specific result frameworks, as well as their subsequent implementation plans embedded in national development strategies and sector plans; and
- (ii) The fact that multiple forms of development financing disbursement modalities require a wide range of reporting mechanisms oftentimes incompatible with the mere principle of adopting country result frameworks.

Clearly, therefore, an important parameter in assessing the successful utilisation of country result frameworks stems from the nexus between the level of funding ultimately channelled in support of national priorities/expenditure programmes, the modalities with which this funding is disbursed, and its ties to country result frameworks in place. To account for some of these important aspects of evaluation, the proposed indicator has been designed to provide a measure of the use of country result frameworks by drawing on a combination of quantitative and qualitative information to assess:

- (i) Providers' ability to deliver development co-operation through modalities closely associated with country results frameworks; and
- (ii) Governments' perception of the degree to which providers do so in an effective manner.

2.2. Suggested approach to piloting the indicator

This piloting study is expected to be undertaken under the leadership of governments in participating countries¹ and with facilitation by the UNDP/OECD joint support team. To this end, this proposal comes with an excel spreadsheet (see Annex I – CRF Indicator) aimed at gathering and processing a combination of data on development co-operation *and* concise accounts by governments (i.e. stakeholder perceptions) on the extent to which individual providers of development cooperation have been successful (or not) in embracing and/or strengthening country result frameworks.

The spreadsheet is to a large extent self-explanatory – specific instructions are included in the spreadsheet itself. It includes three separate sheets:

- (i) **Y-axis** is designed to capture the breakdown of development cooperation delivered through modalities closely tied to country result frameworks;
- (ii) **X-axis** centres around government perceptions of providers' ability to use and strengthen country result frameworks; and
- (iii) **Indicator:** Once the required data has been entered in the sheets Y-axis and X-axis, the Indicator sheet automatically generates a chart to facilitate the construction of an indicator for the use of country result frameworks as articulated in section 2.3.

¹ Bangladesh, Benin, Burkina Faso, DRC, Ethiopia, Madagascar, Moldova, Mozambique, Peru, Zambia.

Notably, for the purpose of this pilot, each participating country is requested to complete all fields marked in blue in the first two sheets (Y-axis and X-axis) without altering the spreadsheet design, its in-built automated calculations, and/or diagrammatic representations. In addition, country focal points are kindly requested to complete the spreadsheet in sequential order – starting from Y-axis and then moving on to X-axis.

In the face of an extraordinarily ambitious proposed timeframe as outlined in section 2.4., each participating country will only be requested to provide data for four (4) to six (6) providers of development cooperation. Whilst the ultimate choice of providers to be included in this analysis remains at each country's discretion, participating countries are encouraged to generate a representative mix of bilateral partners and multilateral organisations, as well as traditional and emerging development partners.²

Given the piloting nature of the indicator, to supplement data collection, governments are also invited to engage key stakeholders in an open discussion on the process to (i) enhance the use of country result frameworks and (ii) institutionalize the adoption of such an indicator at national level. Table 1 displays a list of key areas for discussion to guide this process. A three (3) to four (4) paragraph write-up for each of the four (4) key areas of discussion outlined below will be required to document these discussions and guide the national and global agenda on the way forward. This information is also expected to validate the proposed methodology for this indicator at the end of the piloting process.

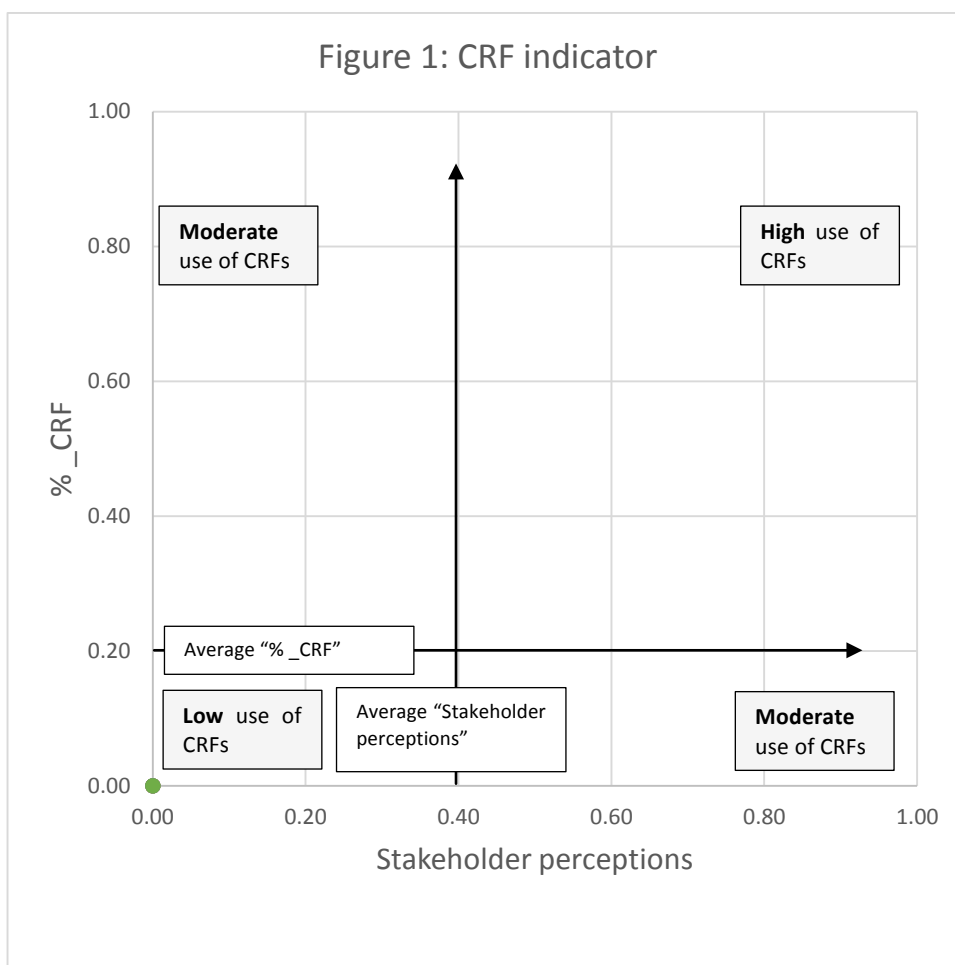
² Monitoring development partner behaviour across countries (and regions) is expected to provide an important marker for consistency and quality control.

Table 1: Use of country result frameworks

Key areas of discussion	Guiding questions
<i>(i) Improving the use of country result frameworks</i>	
(i.a) Country Result Frameworks: Government / Providers perspectives	<ul style="list-style-type: none"> → How can government and development partners work better together to strengthen the effective implementation of the national development strategy, sector plans and their associated result frameworks and M&E tools? → Why do providers of development cooperation use or do not use country result frameworks? Please explain clearly identifying opportunities for making further progress, and challenges preventing further progress. → What kind of support would you require to boost the utilization of country result frameworks? And how would you go about it?
<i>(ii) Moving towards the institutionalisation of the proposed indicator</i>	
(ii.a) Country Result Frameworks: Measurement / Approach	<ul style="list-style-type: none"> → Are the criteria proposed in this concept paper clear and relevant to different country contexts and systems? → What do you envisage as potential evidence gaps, and what existing complementary evidence would you recommend to provide a more compelling story around the use of country result frameworks?
(ii.b) Country Result Frameworks: Measurement / Sustainability	<ul style="list-style-type: none"> → Is the information required to report on the proposed indicator easily available, either through existing processes, data sources, or reviews? → Which national institutions are best placed to conduct such assessments on a regular basis? And what kind of support would be required? → What would you categorise as major sustainability challenges and how can these be addressed? → At this juncture, you are kindly requested to provide any additional practical recommendations on how to conduct similar assessments in future.
(ii.c) Country Result Frameworks: Measurement / The big picture	<ul style="list-style-type: none"> → Do you view the proposed approach as a successful endeavour in terms of its ability to generate a constructive debate on country result frameworks? → To what extent does lack of local capacity pose a serious threat to the longevity of this initiative and the application of this and similar methodologies? → How can such assessments be embedded in existing processes so as to strengthen country-led results and accountability frameworks? For instance, how can AIMs and DADs be used to monitor the degree to which externally funded interventions utilise country result frameworks, and/or support existing M&E systems? → Can this proposed measure remain relevant over the years, given the evolving nature of the development co-operation landscape, particularly in the context of the post-2015 development framework?

2.3 Proposed indicator

This indicator is built upon the data from section 2.2 and is derived in two dimensional space for clarity of exposition. The vertical-axis, %_CRF, measures DP support to use and strengthen country result frameworks as the proportion of development co-operation funds disbursed through modalities typically tied to country result frameworks (e.g. budget support, sector specific budget support, Government managed pool funding, and projects which are aligned with government programming, implementation and annual reporting cycles). In turn, the horizontal-axis reflects government perceptions of the degree to which development partners' delivery of development co-operation bolsters country result frameworks through (i) their direct utilisation, or (ii) development partners' direct involvement in the process of developing and strengthening these systems.



This indicator aims to provide a general framework to cross-examine different types of data and approaches with respect to the ability of providers of development cooperation to support and embrace *country result frameworks*. In the interest of quantifying and qualifying donor use of country result frameworks, the plane is broken down into 4 quadrants by utilising average %_CRF and average stakeholder perceptions as evaluatory benchmarks. This intuitive, yet rigorous, framework yields the following classification of providers.

Table 2: Use of country results frameworks indicator

Provider classification	Behaviour patterns
High use of country result frameworks	<ul style="list-style-type: none"> • Providers granting a relatively high (i.e. higher than the mean) proportion of funding through modalities tied to country result frameworks; • Providers perceived to use and strengthen country result frameworks effectively (by comparison with other DPs).
Moderate use of country result frameworks	<ul style="list-style-type: none"> • Providers granting a relatively high (i.e. higher than the mean) proportion of funding through modalities tied to country result frameworks; • Providers perceived to use and strengthen country result frameworks ineffectively (by comparison with other DPs); <p style="text-align: center;"><i>OR</i></p> <ul style="list-style-type: none"> • Providers granting a relatively low (i.e. lower than the mean) proportion of funding through modalities tied to country result frameworks; • Providers perceived to use and strengthen country result frameworks effectively (by comparison with other providers).
Low use of country result frameworks	<ul style="list-style-type: none"> • Providers granting a relatively low (i.e. lower than the mean) proportion of funding through modalities tied to country result frameworks; • Providers perceived to use and strengthen country result frameworks ineffectively (by comparison with other providers).

This approach has the advantage to:

- distinguish between countries with strong vs. weak result frameworks;
- reward providers' actual utilisation of country result frameworks, as well as their commitment to strengthen such systems in cases where such result frameworks may not be readily available;
- promote full use of country results frameworks, without unfairly penalising partners providing the significant amounts of funding through modalities tied to results frameworks, yet imposing additional reporting requirements.

2.4. Proposed time frame

Final planning and proposal design		
November	Finalisation of the draft proposal, incl. indicator construction and piloting process Dissemination of the proposal	OECD and UNDP, with inputs from the consultant
Piloting the indicator		
December	Piloting the global indicator within up to 10-12 countries, including: <ul style="list-style-type: none"> - reviewing feedback from countries on proposal - support to countries, reviewing their plans for conducting the process, including country-level multi-stakeholder consultations, and providing help desk services throughout the process - follow-up by phone/skype - review initial assessments and provide support country-level validation process through appropriate advice 	Consultant reporting to the joint UNDP-OECD support team Opportunities for support at country level to be identified (ideally UNDP but possibly from other partners playing a lead role in supporting the government on results and accountability/broad Busan agenda and coordination)
December/January	<i>Deadline for country submissions: 13 December</i> Overall review of findings and validation of methodology <ul style="list-style-type: none"> - compile, analyse data and present data for integration in the 1st global monitoring report - identification of complementary evidence needed to inform ministerial level discussions within the Global Partnership - Integration of findings in the 1st global monitoring report 	Participating countries sharing feedback with the joint UNDP-OECD support team Consultant
Validation of the methodology		
January-March <i>Further consultation to validate methodology in early 2014 depending on opportunities</i>	Opportunities for consultations to be identified: meetings of the Building Block, regional consultations of the Global Partnership, including in the context of the preparation of the ministerial-level meeting	Joint support team with inputs from consultant
15-16 April: ministerial-level meeting of the Global Partnership, Mexico		

Annex I: CRF Indicator

Refer to the attached spreadsheet.