



African Effective Development Co-operation Community of Practice Meeting

November 6 – 7, 2017, Addis Ababa, Ethiopia

Meeting Report

Introduction

The African Effective Development Co-operation Community of Practice Meeting was initiated with the welcoming remarks provided by Mr. Lamin M. Manneh, as UNDP Regional Service Center Director for Africa. In his remarks, Mr. Manneh, insisted on the importance of reinforcing the African Community of Practice on Development Effectiveness, underlying the specific needs of African countries and the unfinished business related to the implementations of Effective Development Cooperation principles at country level.

Consequently, the Agenda and overall scope of the meeting was presented to the participants and each of them introduced themselves indicating the name of the country they represented, their institution and the key objective for them in this meeting.

1: Global and Regional Policy updates on EDC

During the first session, the panellists provided an update of the global and regional progress in implementing the Nairobi Outcome Document (presented by Ms. Betty Ngoma from Malawi and Mr. Bob Kalanzi from NEPAD Agency), as well as an overview of the 2017-2018 Work Programme of the Global Partnership for Effective Development Co-operation (GPEDC) and progress in its implementation (introduced by Ms. Piper Hard, UNDP Global team HQ).

2: Moving toward Integrated National Financing Frameworks

This session, moderated by Ms. Sophie Besancenot from the EC, aimed at creating the space to present the current Development Finance Assessments (DFAs) as a tool to take forward the Addis Ababa Action Agenda (AAAA), with a focus in Integrated National Financing Frameworks (INFFs). The DFA methodology, its scope and its process, was therefore presented by Ms. Orria Goni from UNDP RSCA, as the government driven consultative process that provides specific recommendations for strengthening policy and institutional mechanisms for taking an integrated approach to managing development co-operation and partnerships in a dynamic and complex development landscape. In this sense, and linked with the GPEDC Work Programme, the tool as directly presented as a key tool to support the Strategic Output 1 on country



level implementation. Then, the two pioneer countries that have already initiated the DFA process, presented their experiences, with a focus on the specific recommendations to each potential financing flow – as for the case of The Gambia, presented by Mr. Bakary Krubally – and with a focus on the lessons learned of the process – as for the case of Mozambique, presented by Mr. Orlando Penicela.

After the country presentations, the participants asked a number of substantive questions about the DFA. A key question was related to the non-binding nature of Development Finance Assessment (DFA) recommendations and how to ensure that the outcomes of the exercise are taken forward. In response, it was noted that the DFA is a government-led process and that because governments make the decision to undertake a DFA and decide on focus areas, they are likely to consider and implement recommendations.

However, while government ownership over the DFA process is vital, it is equally important to engage all other relevant stakeholders, including development partners, civil society and the private sector, from the outset. This will ensure their buy-in to the theory of change presented by the DFA and will set the stage for their full participation in the implementation of DFA recommendations.

Further, given that recommendations from the DFA may require coordination across various government ministries, it is recommended that an institution or office with a broad mandate lead the process, for example, the Prime Minister's Office. Having such high-level leadership may also assist in the data collection process.

It was noted that the use of international consultants provides value as they bring in experience from different regions. However, it was also noted that international consultants should be supported by one or more national consultants who understand the country context and have relevant in-country contacts. There is also a need to ensure that the DFA process includes elements of capacity building for national stakeholders so that they can take forward and update results in the future.

The "right" timing to undertake a DFA will depend on specific country needs and considering a phased approach may be useful in order to take stock and address challenges in the process and to reassess focus areas as information becomes available.

3: National inclusive multi-stakeholder platforms

This session, moderated by Vitalice Meja (Reality of Aid Africa) served to discuss the implication of the *whole of society approach* required for the 2030 Agenda on multi-stakeholder mechanisms and platforms, in particular key characteristics of inclusive country platforms and opportunities and challenges in establishing and strengthening platforms. It covers policy and enabling environment for strengthening multi-stakeholder platforms.



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The first country panellist, Mr. Herve Ngwa, from Cameroon, presented the experience of the Multi-Partners Committee (MPC) and Sectoral Platforms, anchored in the 2030 Agenda related processes with the aim to monitor the implementation of the Development Partnership. The second country panellist, Mr. Chegou Sanoussi, from Niger presented the inclusive participatory experience and the coordination structures of all development stakeholders in Niger (Sector Ministries and Institutions, traditional and non-traditional donor countries, Local Authorities, Private Sector, Civil Society Organizations). All of which started to be engaged from the initial conception of the *National Economic and Social Development Plan 2017-2021*. Finally, the third country representative, Mr. Willem Fourie, from South Africa shared with the audience their experience building from the challenge of linking multiple development plans and large volume of evidence, using the multi-stakeholder platforms important vehicle and harnessing the potential of new technology and existing good practices.

It was well recognised that multi-stakeholder engagement platforms are an important tool to ensure inclusive and accelerated development outcomes. The question of sustainability of these platforms was raised, noting that these platforms function best when there is one organisation, often a donor, responsible for planning and hosting meetings and following up on collective actions. However, when this donor support ends, the platform does not continue.

It was noted that any work to strengthen to multi-stakeholder engagement platforms should build on existing country mechanisms, rather than creating new structures. Concrete ways to strengthen these platforms include developing work programmes that include clear objectives, clear roles and responsibilities of different stakeholders and a calendar or schedule of meetings.

While the important role of civil society in these platforms is accepted, civil society often does not have the capacity to participate effectively. It was suggested that targeted support to civil society organisations to be able to engage with other actors be considered by donors. In a similar vein, it was noted that existing structures were not designed to include the private sector and this may affect their participation.

Finally, it was remarked that that establishing or strengthening multi-stakeholder engagement platforms alone is not be enough to ensure inclusive dialogue on development. There must be a culture of equality and trust between partners and in many cases, this does not yet exist. Civil society may be seen as pushing for regime change and the private sector may be seen as profiting at the expense of the public. To address this, increased transparency is required but this will take time.

4: Establishment of Mutual Accountability Frameworks

This session, moderated by Mr. Buba Khan, Africa Coordinator of Action Aid, served to discuss key policy and coordination mechanisms for strengthening mutual accountability for SDGs and effective development cooperation.



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The first country panellist, Mr. Karin Ouedraogo, from Burkina Faso presented the countries MA frameworks including (1) the Annual review of the country's development strategy namely the National Economic and Social Development Plan (PNDES), (2) the 14 sectoral dialogue frameworks (CSDs), (3) the quarterly meetings of the Finance Ministry and the Technical and Financial Partners; (4) The general assembly of Project Managers and Development Programs with the PM and the (5) Independent evaluation frameworks. The second country panellist, Mr. Jasson Kalungendo, from Tanzania, shared with the audience the countries experience establishing development cooperation frameworks for strengthening the mutual accountability, recently reinvigorated in the context of the SDGs and having in mind the results of the 2016/2016 GPEDC Monitoring Report. The EDC in Tanzania is based on the following particular principles that drive the different policies and frameworks: (1) The Government at the driver's seat, (2) sharing of a common vision in addressing the needs of Tanzania, (3) Commitments must be honored by both sides, (4) Regular formal and informal forums for the exchange of views between the Government and DPs are necessary for effective policy dialogue, (5) Ensuring adequate capacity in Government, (6) Need to avoid high transactions costs related to development cooperation, (7) Predictability and effective delivery of development support are essential, but require good policy design, forward planning and effective implementation and (8) Periodic monitoring and evaluation are crucial for determining whether progress is being made and in the right direction.

5: Promoting the Use of Country Systems

This session, moderated by Mr. Saif Abdelrhman, IGAD, served to discuss opportunities and challenges of promoting use of country systems, including through the alignment and inclusive engagement of the DP into the national development plan, and other specific mechanism for the implementation of the broad strategic development framework.

The first country panellist, Mr. Hyacinthe Montcho from Benin shared with the audience Benin's experience in developing the National Development Aid Policy in 2011, which was anchored in the PRSP, the MDGs and Benin Alafia 2025. The presenter highlighted the current challenges after 5 years of implementation, including the existence of parallel results frameworks and the fact that apart from 8 DPs providing budget support, the rest of the donors provide technical support. The presentation concluded that with the current renovated context and the development of the new NDP and the Growth Program for Sustainable Development, there will be a clear opportunity to boost the dialogue between the Government and the DPs. The Second panellist, Mr. Kovoungbo Bienvenu Hervé, from Central African Republic, shared with the participants his country experience, as fragile country in promoting the use of country systems. The presenter shared the Establishment of a mechanism for National Coordination of Multi-donor Assistance to Programs and Projects in 2014, the consequent development of a Recovery and Peace Plan (2017-2021) that led to the establishment of a new reinforced aid coordination mechanism since November 2017. In order to ensure the promotion of use of country systems, this mechanism included Recovery and Peace Plan and Mutual Accountability Orientation Board, a joint Executive Committee, a Permanent Secretariat of the Plan and 3 Thematic Groups around the 3 pillars of the Plan.



6: Engaging private sector in development co-operation

This last session of the day, moderated by Michael Sudarkasa, from the Africa Business Group, aimed at generating discussion around the opportunities and challenges in engaging the private sector in development co-operation.

The first country panellists, Ms. Etambuyu Gundersen, representing the Development Assistance Group (DAG) Secretariat from Ethiopia, presented the current context in Ethiopia for the establishment of Public Private Partnerships (PPPs) to respond to the implementation of the national development priorities, including the mainstreaming of PPPs into the national development plans. This work focused on the development of the Institutional and legislative framework for PPPs, currently awaiting approval by Parliament. The second country panellist from Somalia, Mr. Maslah Wehlie, presented the current NDP and its priorities for accelerating the economic recovery and resilience. This included the importance of key milestones related to financial and economic governance and fiscal reforms (as the enabling environment to engage private sector) and the existence of PPPs and its dialogue platforms – technical working groups and advisory councils – and cooperation agreements to revive the discussions and partnerships around economic recovery.

Consequently, the conversation focused on the Public-Private Partnerships (PPPs), with many participants noting that PPPs are often cited as a panacea but in reality, these agreements can be uneven and result in a higher proportion of risk being borne by the public sector. It was reiterated many times that capacity building, along with tools and guidance, to assist in negotiating and monitoring PPP contracts is needed, remaining cognizant of the different legal structures in Anglophone and Francophone countries.

The importance of public-private dialogue was discussed as a way to incorporate private sector expertise into public spaces, noting that it may take substantial time to put in place frameworks for this but if done successfully, this can assist in harnessing more private resources for development. Currently, there are not enough entry points for public-private dialogue.

The use of country systems, or lack thereof, was also discussed. Participants noted that while some country systems (e.g. procurement management systems) may still be weak, it is important that instead of using parallel systems, partners invest in strengthening of systems and related capacity building. In this same vein, like having strong country systems, stable political and economic environments and appropriate legal and regulatory frameworks, can also help to attract investment.

7: Refining the GPEDC monitoring framework

In this session, led by Alejandro Guerrero, from OECD, the results of the 2015/2016 GPEDC monitoring process were presented with a special focus on the Africa Region. Mr. Guerrero presentation included the



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survey where the government focal points were providing specific feedback about the process and the content of the indicators themselves. The presenter shared some of the key recommendations provided by the Monitoring Advisory Group of the GPEDC to the Monitoring framework, including the importance to focus on public concessional finance, the idea of improving relevance, while respecting continuity, giving greater prominence to mutual accountability, putting more emphasis in evaluation, adapt to realities of MICs, importance of enhancing the engagement of provider HQs, relevance to climate finance and restructuring the Monitoring Framework. Mr. Guerrero shared with the participants the following 2 key documents: (1) A GPEDC Monitoring Framework Fit for Purpose (as the report of the MAG) and the (2) Draft action plan for DCF-GPEDC complementarity and synergies.

Consequently, the use of countries' own indicators was discussed, as a way to ensure country ownership. It was noted that efforts to use national indicators wherever possible will be made but a better understanding of where these exist is needed.

When the plenary discussed about the monitoring process, a major challenge identified was related with the availability of data, both in terms of the countries' own data systems and obtaining data from development partners. It was suggested that increased efforts to ensure the visibility of the monitoring process be undertaken, understanding that if partners are aware of the monitoring exercise and its value, they will be more willing to share information in a timely manner. Additionally, it was suggested that building the capacity of national statistics systems be supported.

It was noted that it is important that all stakeholders, particularly civil society and the private sector, participate in the monitoring process. This will help to ensure buy-in to take forward the results. It was noted that the GPEDC will provide tools to help shape the narrative around results and how to use the data and evidence generated through the exercise to inform dialogue and decision making. In this vein, it was also noted that additional time to become familiar with the methodology and tools would strengthen the process.

8: Undertaking a DFA and Promoting peer exchange and sharing of experiences in DFA in Africa to maximize its impact

As recommended by the participants, the two sessions related to the DFA were merged. The session aimed at linking the DFA process with the EDC principles, while identifying key thematic areas of peer-learning exchange and sharing of experience and potential systems to supported/facilitated them.

The session started with a presentation from Ms. Orria Goni, UNDP RSCA, regarding the key DFA process related steps and main elements to be considered during the process, as lessons learned from undertaking the assessment in a number of African countries (11 at the moment). Consequently, a presentation from UNDP Senior Economists that have been supporting the government in leading the DFA exercise at country level was followed. Ms. Glenda Fajardo (UNDP Mozambique and Angola) shared her perspectives



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on how to ensure that the DFA involves Multi-stakeholder platforms. Ms. Yemesrach Assefa (UNDP Uganda and Rwanda), presented the importance to promote Mutual Accountability frameworks during the DFA exercise. Ms. Alka Bhatia (UNDP Malawi and Namibia) stressed the use of National Country results framework as the starting point to undertake the DFA exercise. Ms. Radhika Lal (UNDP The Gambia and Ghana), presented her concerns, as she clearly stated, on the need to engage the private sector in the process of the DFA exercise and the potential modalities to ensure their commitment and engagement.

Furthermore, when participants intervened, it was noted that it is important to take time during the decision phase of the DFA process to ensure all stakeholders have bought into the exercise, are aware of the methodology and the right consultants and members of the oversight team have been identified.

While the importance of engaging civil society, local governments, trade union etc. in the process is recognised, it was also understood that bringing these stakeholders together from different parts of a country will have resource implications and this should be considered when developing the DFA budget.

It was remarked that identifying challenges is easier than addressing them and so it is important to have a clear roadmap for implementation of DFA recommendations. One aspect of this may be to include national capacity building into the DFA process. Also regarding the recommendations of a DFA, it was noted that priorities shift during leadership transitions.

9: Defining African Priorities within the GPEDC Work Plan (I)

Following a voting exercise during which participants indicated which strategic outputs within the GPEDC work plan they would most like to discuss, it was decided that small groups would discuss the following themes: (i) country-level implementation; (ii) private-sector engagement; and (iii) learning from different modalities of development co-operation and knowledge sharing. The session was introduced and facilitated by Ms. Piper Hart.

Small group discussions on country-level implementation focused on the types of arrangements and mechanisms currently being used in country to support more effective development co-operation and the challenges experienced in their implementation. Based on this discussed, a number of priority areas to be explored in the Global Compendium of Good Practices were identified. These included: national development cooperation policies and strategies that move away from traditional cooperation modalities towards evolving forms of cooperation (south-south and triangular cooperation; technical cooperation) and that respond to the 2030 Agenda and new partnership landscape; programme implementation guidance to ensure that policies lead to impactful results; mutual accountability systems that are accessible to beneficiaries and civil society, not only development partners; better alignment/coherence between donors and government *and* between government institutions; ensuring high-level political engagement in the development co-operation agenda; strategies for mobilising and managing development co-operation for countries in transition (graduating to higher income categories); and multi-



stakeholder engagement platforms that are inclusive across government and that are designed specifically with the private sector and civil society in mind.

With regards to private sector engagement, discussions focused on the key obstacles in attracting private sector involvement in national sustainable development. From the perspective of partner countries, a common message was the need for increased capacity development support to negotiate and manage contracts with the private sector and to create and ensure “shared value” in private sector engagement, as many representatives felt that partnerships with the private sector could be one-sided. Participating countries also noted the need for guidance on sustainable business practices that responds to varied country contexts. From the perspective of the private sector, participating representatives noted that governments and development partners need to more concrete when engaging the private sector, targeting business working in specific sectors or with specific instruments, rather than inviting the private sector to participate in general workshops.

Finally, regarding different modalities of development co-operation and knowledge sharing, participants discussed innovative approaches and tested solutions in this area. It was noted that the GPEDC could strengthening its knowledge sharing around south-south and triangular co-operation, including providing a better platform for peer learning and knowledge exchange among partner countries.

10: Reinforcing the African EDC Community of Practice

The last session of the workshop, led by Mr. Willem Fourie, focused on the need to reinforce the African Community of Practice (CoP) that is working on Effective Development Cooperation (EDC). This discussion included the potential means and ways to improve the knowledge and practice of EDC implementation at country and also at regional level. Building from the previous session on the African priorities from the GPEDC Workplan, the participants agreed that in order to build up the CoP there would be a need to work on the following:

- Ensure the access to DFA related information to all African countries, so that they can ensure their linkage with their recently developed NDPs (aligned with the SDGs).
- Establishing a platform and a network (email?) of EDC practitioners at the country, regional and global level (francophone and anglophone) for information and technical knowledge sharing. Each country demonstrated their different expertise in different development effectiveness related areas, so it is time to build practically on that sound knowledge and expertise. Important to discuss about a manager that facilitate the network exchanges.
- Establish a database of national experts on EDC.
- Organize an annual meeting for experience sharing and rotate the location and host country.
- Organize bilateral meetings for targeted country technical knowledge exchanges on implementation of EDC principles at national level.
- Regarding the engagement on private sector – the group suggested to ensure capacity development in negotiating contracts as well as in engaging with private sector thru PPPs.



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- Mapping out all the evidence at country level – which is already done through the GPEDC, to extract the information on EDC. But there is a need to capitalize the expertise and update it periodically.