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Outcome Report

# 2018 GPEDC Learning and Accelerating Programme

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**KOICA**  
Korea International  
Cooperation Agency

  
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Empowered lives.  
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## List of Abbreviation

BP	Bottom of Pyramid
CoP	Community of Practice
CPDE	CSO Partnership for Development Effectiveness
CSOs	Civil Society Organizations
DAC	Development Assistance Committee
DAD	Development Assistance Database
DIP	Development Innovation Program
DoL	Division of Labour
DP	Development Partners
DPA	Development Finance Assessment
GPEDC	Global Partnership for Effective Development for Cooperation
GPI	Global Partnership Initiative
HDP	Humanitarian- Development-Peace
IPs	Istanbul Principles
KOICA	Korea International Cooperation Agency
LAP	Learning and Accelerating Programme
NeST	Network of Southern Think Tanks
NSC	North South Cooperation
NWOW	New Way of Working
OECD	Organization for Economic Co-operation and Development
PMES	Project Management and Evaluation System
PPPD	Public-Private Partnerships for Development
PPPs	Public-Private Partnerships
RC/HC	UN Resident Coordinator/Humanitarian Coordinator
SDGs	Sustainable Development Goals
SSC	South South Cooperation
TOSSD	Total Official Support for Sustainable Development
TrC	Triangular Cooperation
UNFPA	United Nations Population Fund

## 1. INTRODUCTION

In November - December 2011, the Republic of Korea hosted the fourth high-level Aid Effectiveness Forum in Busan. The outcome of the Forum was the establishment of Global Partnership for Effective Development for Cooperation (GPEDC), in 2012, with four principles: 1) National ownership, 2) Focus on results, 3) Inclusivity, and 4) Transparency/accountability. In 2014, the Korean government launched the Busan global partnership forum series to show commitment to the implementation of the GPEDC. The forum invites a diverse set of stakeholders, including civil society and the private sector to gather and make exchanges on progress and challenges of GPEDC implementation. It is one of the most explorative and inclusive global platforms for development cooperation.

GPEDC is related to several focus areas of the Korea International Cooperation Agency (KOICA). One of GPEDC indicators is related to resource allocation for women empowerment and gender equality, which is directly relevant to the implementation of the SDG 5. GPEDC's focus on effective institutions and the link with the processes related to situations of crisis and fragility (that started in Busan, where the New Deal was launched) highlights its importance in the context of implementation of SDG 16. Both SDG goals are given particular emphasis in KOICA's programmes under the new leadership.



In support of the practical implementation of GPEDC Principles, KOICA launched Learning and Accelerating Programme (LAP) in 2014, which reached its 4th session. The Programme is held biannually and focuses on peer-to-peer learning to foster a community of practice (CoP) with the purpose of improving insights in monitoring and the implementation of the GPEDC principles. Furthermore, this year's LAP sought to cater to the ambitions vocalized in the 2017 Paris Global Partnership Initiatives (GPI) meeting to make better use of institutions and systems towards

inclusive partnerships. Hosted by KOICA in partnership with UNDP Seoul Policy Centre, the programme was held at the KOICA headquarters in Seongnam City on 11-14 November, engaging a total of 25 participating countries from four continents.

Building on the previous LAP experiences, the event's approach to learning was diversified with a broad set of interactive sessions and participatory methodologies. The participants were able to make country specific presentations, partake in live online surveys, group works, role-plays, debates and peer-to-peer information exchange sessions and remote sessions with an UN Resident Coordinator/Humanitarian Coordinator (RC/HC) and a UNFPA Country representatives via videoconferencing.

2018 LAP sessions provided an opportunity to explore more insightful ways to showcase and discuss participant's country- and region-specific models, solutions and challenges and to facilitate and cultivate exchanges for collaborations and transferrable ideas and solutions between countries.

The LAP was kicked off by asking the participants to identify what worked well and what needed further improvements in their respective countries in regards to the four principles of effective development cooperation. This assessment exercise was set as the baseline for the 4-day long learning event and at the end of LAP, participants developed their individual and group action plans (Annex 1). For better learning outcomes, participants were asked to identify key takeaways from the session and its peer-to-peer exchanges immediately after each module, and utilize them to generate ideas for the formulation of their final action plans. Finally, the participants conducted a LAP evaluation, which will be presented in a summarised version (Annex 2).



The report will be structured along the five modules, providing the key features of presentations made, and focusing primarily on experiences and knowledge shared by the participants, with selected highlights in boxes.

## 2. WHAT DID WE LEARN?

### Module 1 - Monitoring framework

This module discussed the necessity as well as the practical benefits of monitoring results. We learned that monitoring is instrumental in measuring the progress by generating relevant and useful data at the national and global levels. It helps tracking the progress of implementation of effective development cooperation principles at the country level and collect evidence on its various aspects, spurring dialogue between stakeholders. It also has the potential to bring about behavioral change, and ultimately helps to improve the overall impact of development work on communities.



GPEDC monitoring framework is in its third round, with the most current one being announced in June 2018. It is undertaken on a voluntary basis with about 85 participating countries (currently co-chaired by Bangladesh, Germany and Uganda). It is a country-led multi-stakeholder process (incl. CSOs and the private sector) and outlines how monitoring should take place in terms of data collection, engagement and the dialogue process. Its aim is to improve collaborations and monitoring processes. On the invitation of the GPEDC's co-chairs, national focal points are in charge of leading the monitoring progress by working closely with Development Partners (DPs) and

other government/entities on collection of the required data. The data is submitted to UNDP-OECD, which serve as the joint support team and is responsible for aggregating, analyzing and producing the global progress report and a profile for each participating country.

Participants agreed that the GPEDC monitoring should be based on the national systems. Some country participants shared experiences on relevant experience of national practices on data collection and management.

#### Box 1

##### **Rwanda: Assessment framework/grading to incentivize DP performance and accountability**

In Rwanda, the Development Assistance Database (DAD), is used by the DPs to feed in their data on a regular basis. This accumulated data is used for the drafting of annual reports reflecting donor commitments and disbursements. The reports are made accessible and open to the public. The (15) database indicators have been developed in consultation with (DPs), tailored to the Rwandan context. The indicators score the performance of DPs along three categories: green (working well), orange (needs improvement) or red (not working). The published results have noticeably incentivized the DPs to move from red to green zones, and proven to serve as a useful instrument for accountability.

#### Box 2

##### **Honduras: Data management and tracking platform with a civil society tool**

As a result of a month-long joint exercise with DPs, a template has been created to equip the Honduras government with a data management platform. DPs implement projects and feed data directly into the online platform, which is open and accessible to the public. It provides details of the projects implemented, including their durations and a map system to track each project by location. The platform is also equipped with a CS tool, designed to help and guide CSOs on how to submit proposals as well as identifying portfolios that are most beneficial in terms of funding viability.

**Box 3****Pakistan: Streamline DP reporting through a uniform template**

The DPs (incl. UNDP) use multiple templates for different ministries, which counteracts the DPs' own push for effective data collection, and poses a significant challenge to the government's efforts to streamline this task. A recent good practice is a software for projects that are funded by the government (i.e. not DPs), which is called the Project Management and Evaluation System (PMES). It is accessible to all fund-receiving ministries, each one with a designate focal point who is required to feed data into the software on a quarterly basis, which is directly submitted to the development and planning ministry. The tool is not very user-friendly but training sessions are provided for the designated ministry focal points. The tool has managed to encourage and underline the importance of data collection.

The module leads outlined some commonly reported global monitoring challenges for inclusive multi-stakeholder monitoring process such as shortcomings in responsiveness from DPs for requested information by their national counterparts, or the lack of technical understanding of indicators. Other issues include the lack of clear counterparts to act as focal points and meager resources to organize ad hoc meetings and workshops.

In response, raising awareness and engagement of stakeholders at the initiation stage of a project, through for instance workshops, was highlighted as a useful way to address these issues. Identifying an 'engaged' DP focal point, that can act as an advocate for the process and to liaise with other DPs on time, was also suggested as a solution. Other solutions included using existing data collection systems rather than setting up new ones.



In addition to the above commonly reported to the GPEDC UNDP-OECD joint support team issues, which coincided well with the LAP participants' own experiences, the following challenges were raised by the participants themselves: 1) lack of or limited time and capacity (i.e. funding and/or technical skillset) to collect data; 2) questionable quality and reliability of data (both from government and DP sources); 3) the large volume of CSOs and difficulty to have a clear grasp of their area and scope of work and most importantly, (verifiable) data collection; 4) duplication and lack of complementarity amongst the DPs, with blurred lines of mandate and expertise; 5) the development agenda is donor-driven, not demand-driven; 5) a high degree of aid is tied, while donor/funding predictability is low with multi-year programmes/planning being absent.

*"We need to institutionalize the annual monitoring of effective development indicators. Some countries do this annually; some of the best practices can then be adopted by others." (Participant)*

Many suggested that more attention and investment needed to be made on capacity building and training at the national level (government and CSOs) to raise awareness about the direct linkage between reporting data on the one hand, and meeting national strategies and the SDGs on the other hand. Partnerships can be strengthened by agreeing on indicators and regular exchanges and interactions with DPs to bring about an understanding of all stakeholder's responsibilities for data collection, and to understand and identify gaps.

While recognizing the restrictive nature of tied ODA, many participants also acknowledged that improved efforts need to be made by their own national governments to boost donor confidence and for them to opt for untied aid. This can be accomplished, by for instance finalizing national strategies for improved result frameworks and updating development policies as needed. Conversely, it was proposed that DPs need to improve project design across the board, as there are far too many examples of poorly designed development projects, which have consistently failed to deliver on intended results and ultimately, the desired impacts.

In terms of challenges with inclusive partnerships and data collections, a few common points were raised. In Honduras, despite the above platform, CSOs still do not trust the government with their project data, which gives rise to a significant information gap in the data gathering process and system. The government has acknowledged the need for further training. It is working with the DPs (due to their longstanding relationship with CSOs), hoping that these can help deliver support to CSO, and ultimately, to bridge this confidence gap and trust issue.



Similar grievance was expressed by Malawi and Honduras amongst other participants, informing that efforts to provide space and voice to CSOs to participate has increased. Nonetheless, the difficulty to obtain data on implemented projects has remained and is all too pervasive. Furthermore, many DPs implement projects directly through NGOs, which further widens this considerable data gap.

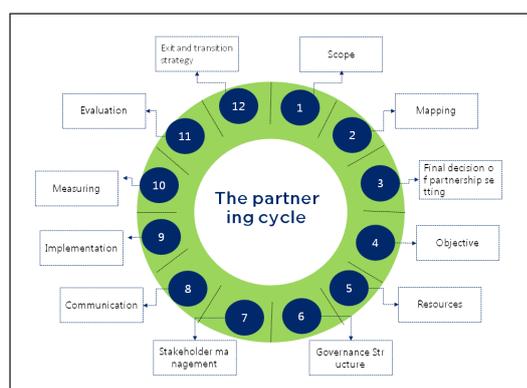
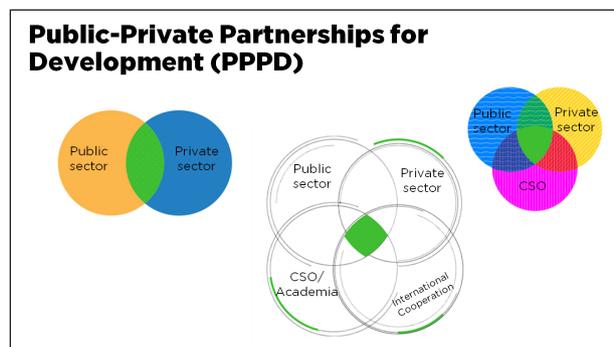
Many participants agreed that there is a deeply rooted mistrust and a belief that the government will utilize the data to monitor CSO activities, not for its stated purposes of national data consolidation to set baselines, and measure results and impact of interventions.

## Module 2 - Strengthening multi-stakeholder partnerships for sustainable development

This module was divided into three segments, including public-private partnerships for development (PPPD), KOICA's new PPPD initiative and finally CSOs in the post-Busan era. The first segment informed that a partnership is an ongoing working relationship between organizations from different sectors to combine their resources and competencies. It is also about how to share risks towards agreed objectives, while achieving their own individual objectives in pursuit of the implementation of SDG 17.

In the 2006 Global Partnership Progress Report, 81% of the countries reported that they have had problems with Public Private Partnerships (PPPs), mainly due to the lack of instruments and policies for supporting public-private dialogue. Meanwhile, the SDG implementation will need some USD 5-7 trillions in investments. Public finances are simply not sufficient to meet the SDG goals and therefore, there is a significant need for the private sector to play a more prominent role in the SDG agenda implementation. An important obstacle is the lack of an enabling environment and mechanisms in place.

Partnerships were defined as an ongoing working relationship between organizations from different sectors, combining their resources and competencies, sharing risks towards achieving agreed objectives. When successful, this partnership should help all parties to achieve their own individual objectives. Typically, public private partnerships are marred by low level of trust, limiting the nature of the partnership to that of service provision or transactional objectives or relationships that typically involve communication and public relation objectives, or at best reach CSR goals.



The participants were presented with an example from Costa Rica, ALLIARSE, which is a national NGO that promotes PPPDs as the main engine to deliver on the SDGs. It identifies and/or advises on the strategic entry points, issues and collaborations that can benefit from PPPs and advises on the full partnering cycle along all the steps, including scope analysis, mapping, stakeholder management to evaluation and most importantly, the formulation of a well thought-out exit strategy. ALLIARSE has observed that building trust has the potential to drive the stakeholders to enlarge the scope of the collaboration in a meaningful way to bring about a deeper understanding by the private sector itself, regarding the importance of sustainability and its linked business and market value.

*“In my opinion, participation of CSOs is not just related to the distribution of benefit but for actual understanding of the problem we’re facing. They are not just an instrument of development but a mechanism to address the specific environment and economic problems. When talking about these problems, one of the main challenges is to have a proper understanding and definition of these problems. So, CSOs are really important, for people who are affected; if people are not part of the equation, then the PPP is not going to provide the answer. For instance, the PPP for education engages CSOs, private sector and the public sector.” (ALLIARSE)*

Through a group discussion, participants highlighted some key common challenges encountered in their countries, such as the lack of proper legal frameworks for PPPs and clear formulations of improved conditions for such partnerships. Many were also concerned with how to manage conflict of interest, and to balance the profit-driven maximization of private sector vs. social interests. Concrete examples were given of areas where the private sector could be instrumental and even necessary due to limited government budgetary and technical capacities, such as urban planning in Latin American countries and renewable energy in ASEAN countries.

**1-2) Inclusive Business Solution (IBS)**

- Co-designing inclusive business models between KOICA and companies
- Joint and matching fund to operate the inclusive business models
- Aiming at job creation, income generation/increase, affordable products/services provision for BOP

**Inclusive business model design**

- KOICA and partners seek for intertwined points where business opportunities and development problems solving solutions meet.

**Inclusive business operation**

- KOICA and partners co-fund inclusive business models.
- Partners improve value chain by applying their expertise and know-how by directly engaging BOP in business operation in inclusive manner.

**Impact measurement**

- KOICA and partners jointly evaluate both financial returns and positive changes in development context.

The module also briefly informed about KOICA's new initiative in PPPs, which is called Development Innovation Program (DIP). It has been set up to diversify its approach to Korea's aid activities in alignment with SDG 8, 10 and 17. DIP focuses on the most vulnerable in developing countries, reaching people in the Bottom of Pyramid (BOP). The focus is placed on the recipient community rather than the government and inclusive innovation solutions are provided to meet the targeted population's niche conditions and needs. KOICA aims at securing long-term engagement with the private sector through this business inclusive model.

**1-1) Creative Technology Solution (CTS)**

■ In an emergency relief scene?

**Proposition of utilization of CTS products in an emergency relief scene**

**SHARE LIGHT**

- Newly started from 2016/06 in Tanzania
- Development of Hand-Cranked Portable LED water Sterilizer
  - Powered by hand cranking device
  - Water distribution by 270mm Ø LED light
  - Price for a complete all-the-based water sterilizer = \$124-135
  - Estimated price for the CTS product = \$70
- Possibility in emergency relief
  - Supply of clean and drinkable water

**ANGELSWING**

- Just ended in 2018/09 in Nepal
- Drone Monitoring Business for Solving Misallocation of Poverty
  - Data collection using drone and automatic data rendering and visualization
  - Utilization of collected data through online platform
- Possibility in emergency relief
  - Quick visual search/generates to locate casualties

*“Ownership is by the people not just by the government; how do you do that to ensure people are really involved in development at all stages of the development progress? I suggest institutionalising consultations and dialogues at the community level. And, regarding transparency and mutual accountability: how about transparency of the government to the people? Most existing mechanisms for transparency are made available on a website, but not all people have access, and*

*perhaps even in public documents, there are issues of literacy/language that need to be addressed. How do you make sure you are being fully transparent with easily digestible information?” (Reality of Aid)*

The module's third segment referenced the Busan commitments to partnerships with CSOs at all stages of development cooperation. The Eight Istanbul Principles (IP) and the CSO Partnership for Development Effectiveness (CPDE) highlight the complementary role of CSOs to foster development effectiveness and strengthen their own accountability. The issue of CSO accountability is pursued through training and awareness raising activities.

The post-Busan advocacy agenda focuses on a number of different issues that are noteworthy in this context, including advocating for private sector accountability in development. The issue of conflict of interest between public and private sectors has been identified in many development initiatives, and also raised by LAP participants. Therefore, CSOs are advocating the use of indicators for assessment of private sector effectiveness as well as formulating concrete outcomes and indicators to improve accountability. In addition, their advocacy work also encompasses the promotion of support to SMEs, as job providers for the population at local and national levels.



Another issue in which CSOs are closely involved is that of South-South Cooperation, where the thrust of the advocacy work lies in developing and promoting a human rights-based framework for accountability and not merely focusing on quantitative outputs. The emerging donors also pay attention to help create an enabling environment for CSOs, given that CSO repression remains a challenge in many countries in which these donors operate. CSOs are also advocating that aid is mobilized less for the purpose of driving donor interests, and more for making tangible contributions towards the peace and security agenda.

### Module 3 – Development financing

This module clarified that the development financing landscape has undergone a shift over the years, with an overall increase in domestic financing from public tax revenues and domestic private sector, while ODA support has shrunk. The global financing architecture at the global level has become more dynamic and diversified with a larger and more complex set of instruments. Countries need to have their own cohesive national sustainable development strategies based on the integrated national financing framework to meet national priorities and SDG goals.

A national development strategy needs to outline the kind of resources needed, policies to be put in place to incentivize resources, and the different types of resources that can be managed. Based on the situation of any given country, different mixes of financing instruments should be put into place to properly address the country's capacity and other policies that could help navigate its resource mobilization strategy. In other words, there needs to be interlinkages between different sectors and ministries, public-private dialogue and partnerships, to create an environment that joins the efforts and resources of international and domestic partners.

*“We simply need to revise the aid policy in general and look beyond ODA.” (Participant)*



To strengthen the linkages between financing and planning functions, a government can look at different entry points to make sure that there is an integrated and comprehensive approach to financing. For instance, the Development Finance Assessment (DFA) tool<sup>1</sup> can be applied to help the government in analysis of financing strategies for SDGs implementation by 1) marking its financing trend, and (2) using dialogues to assess its policies, institutions and mechanisms to manage the diverse financing instruments. The DFA tool acts as a roadmap to indicate various kinds of policy mechanisms and institutional changes. Countries that have used this tool are Cambodia, Timor-Leste and Costa Rica amongst others.

<sup>1</sup> Originally came from the Asia Pacific Development Effectiveness Facility

**Box 4****Cambodia: Lower the impact of shifting from low-income country to lower-middle income country**

The SDGs require a wider range of partnership arrangements and resource mobilizations in view of an ODA decline. Since 2016, the government has developed new strategies through an adaptive approach such as the budget system reform strategy, development cooperation and partnership strategies and others. In this way, it aims at cushioning the impact of the shift from low-income country to lower-middle income country. The government has therefore asked its DPs to incorporate their support into sector and budget plans, while it is also extending its national partnership strategy to include the private sector.

**Box 5****Rwanda: Vision 2020 and national ownership principles**

With its Vision 2020, Rwanda firmly rooted its aid policy plan path in the country's self-defined development strategy and long-term vision to safeguard the principle of country ownership. This vision was formulated in 2006 and emphasizes the need for aid predictability, requiring the DPs to annually report 3-year commitments, to help the government with its planning process. The Government of Rwanda was faced with high transaction costs and fragmented support, which prevented the government from measuring the impact and assessing the performance of the DPs. In response, the government developed a series of instruments such as DP coordination group, sector working groups, performance review and DP division of labor, to limit DPs to direct their support to maximum three sectors.

With waning ODA, Rwanda has also created a sovereign wealth fund in 2013, through which contributions can be made, starting from USD 1 by phone or online submission. Today, the fund has reached a total of USD 51 million. More recently, we have been exploring social impact investment impact bonds and green bonds. The government has recognised the potential of these new instruments to compliment both domestic resources and traditional ODA.

**Box 6****Malawi: Division of Labour policy**

In Malawi, there are 16 thematic sectors, which is an indication of their lack of trust in the Malawian government. They are overstretching their level of participation, and as a result causing fragmentation, undue inefficiencies and transaction costs. In response, the government sought a Division of Labour (DoL) policy as part of its review and revision of its development cooperation strategy. The Malawian government's goal is to improve the division of labor amongst DPs, based on which comparative and competitive advantages can be identified and longstanding duplications and fragmentations done away with.

Box 7

**Uzbekistan: Improving the investment climate**

The ambition of the President's 2017 strategy is to optimize the country's investment climate by 1) establishing development and annual equality investment programs; 2) creating favorable condition for attracting foreign investment; 3) expanding cooperation with international financial institutions and foreign government financial institutions; and 4) leading foreign companies and banks to increase efficiency of foreign investment. Loans are mostly concerned with housing and education sectors and the 2017 results, show that the country has attracted foreign direct investments in the range of USD 4 billion, representing a 1.4 times growth in comparison to the previous year.

*"From the perspective of CSOs, or human-rights based approach, a framework that is not merely focused on economic growth/development is very important. There is a need for change in the development framework, because otherwise, it will still be serving the interests of those who make a business out of cooperation...rather than the needs of the poor and marginalized communities, whom we all serve." (Reality of Aid)*



The Dominican Republic has a program called Progressing with Solidarity, which receives technical assistance from UNDP and financial assistant from the World Bank and IDB. It provides training for vulnerable populations and local communities on agriculture with the aim of creating internal markets.

The government of Timor-Leste has a financial diversification strategy, which aims at diversifying the economy through fiscal reform with increased taxes. For informational and public awareness purposes, policy implementation is preceded by messaging through social media, radio and TV.

*"ODA has gone down because there were political complications...there were a lot of policy modifications, one among them being the review of domestic revenues and taxation. The government's focus on supporting and financing of the development projects are now done through domestic resources and revenue, which imposes high pressure on tax payers...people are feeling the pain." (Participant)*

**Module 4 - South-South (and Triangular) Cooperation**

This module comprised of two parts, with the first part outlining South South Cooperation (SSC) and the second part focusing on triangular cooperation. It was explained that SSC is a mode of international cooperation that has gained increased prominence in the development arena. It mainly attributed to the changing global geopolitical dynamic and the move away from the developed/developing country axis, with 'developed' nations providing finance, transfer of knowledge, and expertise to the 'developing' countries. It was argued that SSC enables a shift in discourse by holding each country as a bearer of unique experiences and solutions to common development challenges, regardless of their position along the conventional vertical developed/developing or provider/recipient country axis.

Furthermore, the underlying premise for the foundation of SSC is that Northern and Southern countries face different geographical, social, economic and political problems. For instance, if Kenya faces a particular issue in the nation, it would be more appropriate and effective to seek lessons learnt from similar experiences in Bangladesh, rather than for instance from Germany.

It was argued that external public finance is changing, with a growing portion being provided by non-DAC donors (adding USD 30 billion to the OECD/DAC donor's aid package). This development has been welcomed, particularly in a sustained climate of conventional donor fatigue and failure by the OECD-DAC countries to fulfill their 0.7% ODA/GNI target. Similarly, the volume of South-South trade has dramatically increased and progressively reaching the levels of North-North trade. With the establishment of the think tank Network of Southern Think Tanks (NeST), issues such as common definitions, indicators and M&E Framework for SSC are further developed. Reality of Aid, Southern Voice and other networks are supporting the efforts to improve measurability of impact, accountability and transparency.

Emerging donor projects have an overall higher level of efficiency and predictability (input, process and output delivery) relative to the OECD-DAC countries. However emerging donors have yet to improve on transparency, concessions and inclusivity vis-à-vis local companies in their procurement system, sustainability, effectiveness and relevance. Hence, the significance of the M&E system becomes all the more important.

In Rwanda, SSC mainly relates to India and China. While the benefits have been well noted in terms of the long-term low interest concessional loans, issues pertaining to procurement remain contentious. The Rwandan government is excluded from the procurement process and receives instructions on entering into a contractual agreement with companies. In one particular incident, a company from the donor country turned out to have been blacklisted halfway through the contract period without leaving the Rwandan government the option of exiting the contract or negotiating the terms. Moreover, these two donors don't provide data to the Development Assistance Database (DAD), giving rise to data gaps and negatively impacting the government's monitoring efforts.

In this regard, some participants noted that a key concern with OECD-DAC countries is their longstanding preference for tied aid. At the same time, granting contracts to their own national companies only is also a very common practice. Participants noted that the only difference in this regard is that the emerging donors are more straightforward about excluding local companies.



In Malawi, the issue of sustainability has been raised as a concern, where delivery is seamless but the country system is circumvented. The government does not have oversight of the received funds from a large emerging donor, as these are directly transferred to companies from the donor country.

Mozambique reported that two large emerging donors in particular, have refrained from being part of the monitoring process by circumventing the national database and its aid database.

The situation was reported to be slightly easier to monitor in Cambodia, as it is a recipient of concessional loans from China, requiring the involvement of the Cambodian Ministry of Finance. Similarly, the government can also partake in the procurement process even though only Chinese companies are allowed to bid.

The module informed that the qualitative aspect of SSC is easier to measure in terms of processes and relations built thus far, while impact evaluations need more time. In recent years, some progress has been made in developing some 20 indicators based on 5 SSC principles (inclusive national ownership, horizontality, self-reliance and sustainability, accountability and transparency and development efficiency) to evaluate and assess the impact of SSC involving 26 countries. We were informed that these indicators differ from the indicators set by DAC, which in practice, have meant donor conditionality and driven (i.e. not based on national ownership), verticality, unpredictability and being project-based as opposed to generating sustainable outcomes with non-monetary exchanges (such as long-term knowledge exchange and relationships built).

It was argued that in the case of SSC, political, peace and security elements are more at the forefront in relation to ODA, which is restricted to development aid<sup>2</sup>. The example of South Africa-DRC cooperation was described as a package of support including elements of both business and activities oriented towards stabilization and peace.

The second part of this module focused on Triangular Cooperation (TrC), which is based on South-South Cooperation, but supported by inputs from a developed country or a multilateral institution, with emphasis on regional cooperation. Japan, Spain and Germany are amongst the largest TrC donors. A cited example of a TrC project was the Malaria control in Papua New Guinea, with China providing technical knowledge on eradication and funding from Australia. Another example was the Africa Bamboo, which also built on Chinese technical support to Ethiopia, Kenya and Uganda, funded by the Netherlands. This venture is helping the three East African countries to gain a market share in the new global bamboo economy.



The session also informed that the configuration of TrC may vary, as some donors simply provide loans and financing, whereas others are more hands-on in the process of aid implementation itself.

Some of the participants believed that notwithstanding different arrangements of players, institutions and methodology, there is little difference between SSC and traditional North South Cooperation (NSC), in terms of overall framework and impact on communities and peoples affected.

It was also noted that from the perspective of CSOs, a human-rights based approach or a framework that is not merely focused on economic growth is crucial, so that it does not just become a business transaction but rather ensures the transfer of knowledge and resilience building as well as improved community inclusive approaches.

Similarly, there is a complementarity between SSC and conventional NSC that can be utilized in such a way that helps building and strengthening public institution capacities. Once projects are completed, TrC can become instrumental in fostering long-term exchanges and relationships between South-South countries, which can ultimately and also positively serve M&E purposes. Some participants suggested that for the sake of comparison, the same set of indicators should be applied to SSC and NSC to gauge the level of effectiveness.



Ultimately, the participants agreed that what matters is that the recipient country should be in the driving seat and not the donor country, regardless of whether it is from the global North or South.

## Module 5 – Effective development cooperation in fragile states

This module focused on the Humanitarian- Development-Peace (HDP) nexus approach through the New Way of Working (NWOW) and Collective Outcomes as the new model of more effective way of development cooperation, particularly in fragile settings. The underlying principles are applicable to all development setting as has been demonstrated during the other module discussions. A few summarized HDP country examples were provided.<sup>3</sup>

The module informed that DP related siloes and resultant inefficiencies can be more effectively addressed through the NWOW's two core aspects of 1) multiple-year planning, for improved predictability, sustainability

<sup>2</sup> There are new developments within the OECD-DAC, under total official support for sustainable development (TOSSD), to expand cooperation on issues related to environmental and private sector partnerships.

<sup>3</sup> Burkina Faso, Central African Republic, Somalia and Sudan.

and impact, and 2) comparative advantage of a diverse range of actors, which is underpinned by joint analysis, planning and programming. Under the NWOW, DPs operate under the principle of national ownership and consultations, and they are guided by local and national priorities through an inclusive approach, which involves communities and CSOs. Country and context specific interventions are to be sought rather than one-size-fits-all approach. Resource mobilization strategies are diversified to increasingly include new emerging donors and the private sector, while donors are engaged at the project conception stage.

Collective outcomes are identified by 1) prioritizing a small number of areas that requires simultaneous humanitarian and development action, 2) specifying the time frame (ideally, between 3-5 years) to measure impact, and 3) setting the targets (ex. 25% reduction).

In the first example of Uganda, the UNFPA country representative made a remote presentation via Skype, informing that in Uganda, his agency no longer merely focuses on matters such as life-saving emergency care, family planning and GBV. Instead, it focuses on strengthening the local system first, before moving to accommodate the refugee population.

*“Instead of targeting populations affected by crisis, we do it the other way around. We put our efforts on the places where the refugees are hosted. [...] We put the leadership of the district at the core of what we do.”*  
(UNFPA Country Representative)

This does not mean that the first level response to crisis is neglected; it indicates that resilience building within host communities through the district leadership is at the core of their comprehensive HDP response. Rather than primarily targeting populations affected by crisis under the traditional modus operandi, UNFPA has taken a different approach under the NWOW, which considers immediate needs in tandem based on medium- and long-term development goals of the community through the HDP nexus approach.

Focus is placed on the health, education and governance system in refugee host communities, which are typically in districts located in some of the country's most remote and poorest regions. In this way, the SDG guiding principles of 'leaving no one behind' and 'reaching furthest behind' are adhered to in a very literal sense. National and local ownership is secured throughout the implementation process by operating under the leadership of the district government. The comprehensive refugee plan is managed by the office of the Prime Minister (down to the district level).

Also, via skype, the RC/HC Pakistan shared his experience in leading the work through NWOW. He informed that in Pakistan, funds distributed were under the humanitarian strategic plan for drought response during 2014-17, but by late 2017, it no longer made sense to prepare another humanitarian appeal. Instead, NWOW was announced which entailed partnership with the federal government and ministry in charge. A vulnerability analysis was conducted in regards to those who had been repatriated. Surveys were carried out through local NGOs, INGOs and UN cluster mechanisms. Military support was sought in accessing remote areas and the exercise also involved the WB. Internally, the emphasis was placed on driving through a mentality change amongst humanitarian and development workers to overcome their different approaches and mindset.



These collective efforts resulted in a 3-year-long transition framework which was implemented drawing on elements from humanitarian assistance with focus on recovery and long-term development targets which reaped four outcomes: 1) rebuilding livelihood and economic growth, since much had been linked to illicit markets; 2) restoring social services to lift the country from its poor human development performance by focusing on education, health, water and sanitation; 3) reinventing government services; and 4) building resilience, particularly focusing on the most vulnerable communities.

**Box 8**

**The Dominican Republic, internal and external fragility**

The country's experience with fragility is multi-faceted as it has been under duress due to the influx of refugees from its neighbouring country, Haiti, ever since its neighbor was shaken by earthquakes and insurmountable devastation in 2010. Internally, with the wave of hurricanes, the Dominican Republic faces the threats and consequences of climate issues along with the waves of hurricane. Therefore, there is a consensus on the need for preparedness and awareness raising campaigns along with preparatory exercises. However, the lack of climate adaptive infrastructure remains to be addressed in terms of preparedness and safety in the event of future floods.

In this context, the UNFPA Country Representative advised that mapping and data collection becomes a critical element, as is a proper coordination mechanism and structure both internally (government at local and national levels and civil society) and vis-à-vis international DPs.

Peru reported to have suffered the effects of the political situation in Venezuela, which has produced large quantities of refugees (ca. 800,000) along the Peruvian, Ecuadorian and Colombian borders. In many instances, the border has collapsed and many Venezuelans have taken refuge in small cities along the northern borderline. As a result, public service in many of these cities has collapsed, leaving many refugees sleeping on the streets. Some efforts are being made to enroll the children in schools, but capacities are overstretched and the Peruvian government has sought UN assistance and donors for support in their crisis response as well as policies that can help with employment support and job creation.

In Rwanda, the huge refugee influx from Burundi has been a longstanding issue. In response to that, the government has set up a task force in cooperation with DPs, and designated a ministry to be in charge of disaster management and refugees. The World Bank has provided financing to the host communities. Currently, most of the efforts are made on an ad hoc needs basis rather than long-term solutions.



**Box 9**

**The Philippines: Ad hoc structures for disaster response**

In 2013, the Philippines experienced Typhoon Haiyan's unprecedented magnitude, which revealed the significant impact of the lack of coordination, in terms of delineation of function between the local and national government,.. An important lesson learned was that first responders should be coordinated by the local, rather than the central government. A central body was set up to coordinate the reconstruction in the cities affected by Typhoon Haiyan. Nonetheless, permanent structures for coordination remain absent.

*"The key lessons learned was the need for mentality change amongst stakeholders, including donors, humanitarian and development actors which are either not communicating well with each other or not 'speaking the same language', creating silos and inefficiencies/duplications and gaps. The NWOW has helped actors to place people's needs front and center of what they do, rather than their organizational goals and needs." (UN RC/HC Pakistan).*

The module concluded that at sudden onset crises, actors have to reply quickly without preparation and requisite data and that the issue of trust amongst the different stakeholders becomes a decisive factor.

### 3. IN MOVING FORWARD...WHAT'S NEXT?



There was an overall consensus amongst participants and action plans developed that countries should strive and prioritise the improvement and harmonization of M&E systems within the government. Furthermore, the development of concrete indicators to measure progress in terms of achieving national targets, and clear linkages between all results framework, including performance indicators that incorporates CSOs was deemed pertinent. These improvements should go hand in hand with securing the dissemination and publication of data to the public.

Participants acknowledged that continuous and serious joint efforts should be made by their governments and the DPs to align demand-driven development projects and programmes with national development priorities and strategies, and to ensure the existence of joint monitoring and evaluation systems. The need for improved data validation was also identified as a key component in this context, emphasizing the need for training and capacity building not just for the government but also CSOs and DPs (who oftentimes work through implementing partners and therefore have difficulties in verifying data).

The issue of improved ownership was seen as affected by internal procedures in relation to DPs. Participants agreed on the need for their own governments to improve linkages between planning and budgeting, as well as improving country delivery and implementation systems. Many made a clear linkage between this issue and the need to intensify dialogue with DPs on the need to improve predictability of aid primarily by opting for multi-year framework agreements.

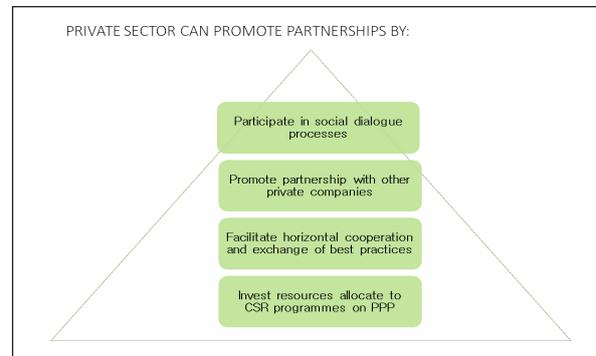
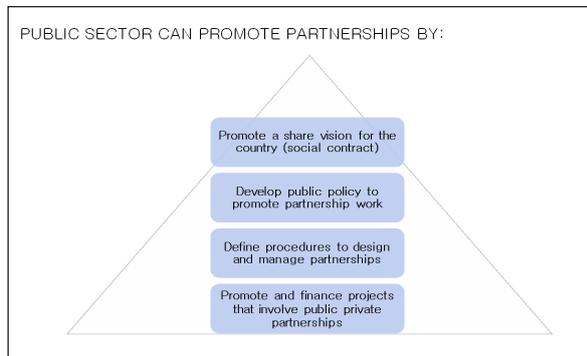
The issue of national ownership and performance, they argued, is directly linked to that of disbursement and predictability of development funds. Hence, ODA policy framework needs to be strengthened in due consideration to this linkage to attain better alignment with national priorities. This can be done by revisiting the standard operating procedures since some DPs tend to ignore government-approved procedures. Similarly, the frequently missing single coordination mechanism amongst DPs and fragmentation also effects country ownership and performance negatively. Therefore governments need to pursue this aspect in their dialogues with DPs to rectify this consequential and damaging effect.



*"Bilateral and multilateral development partners work in silos with different government bodies, lacking one single coordination mechanism. This can lead to fragmentation in results, policies, etc. It would help to have all partners align themselves with the government led process. One suggestion is to hold a development partner gathering event for all development actors to convene at." (Participant)*

Another crucial aspect was identified as dialogue not just between the government and DPs, but as times have changed, the scope is widened to systematically include the private sector and CSOs. This should be carried out, ideally by consulting with all stakeholders on the engagement framework. CSOs should be identified on a much more democratic basis and through a more transparent selection process. In this way, the DPs can help promote the concept of development effectiveness within CSOs.

The remaining challenges of lacking engagement with (and from) the private sectors and difficulties in incentivizing, as well as legal frameworks to regulate and monitor collaboration were considered as urgent and priority issues for governments and DPs to pursue. The sector can help governments to diversify its pool of partners to help them complement their efforts and resources.



Engagement in communities was identified as another key component of dialogues, which can sometimes be a challenge for different reasons. At a minimum, those directly affected by the project must be consulted in the planning, formulation and implementation stages through a bottom-up approach to achieve the desired development impact.

Many agreed that the SSC modality enriches effective development cooperation by creating platforms for partnership to exchange resources, knowledge and technology and foster lasting relationships. Meanwhile with the continuing challenges of monitoring and impact measurement of SSC, the establishment of improved M&E systems was also discussed, suggesting that applicable indicators into existing frameworks, different from those that are applied by traditional donors, should be developed.

On this largely debated topic, the SSC effectiveness measurement project of 2016 in Mexico, which has made an assessment of GPEDC indicators and its pilot framework for the data collection process, can provide potential answers. Participants also suggested that KOICA, JICA, AU and other southern entities could also play an instrumental role on this issue.

Ultimately, development cooperation should enable countries to liberate themselves from aid dependency and development assistance. Therefore, development actors should conceptualize, design and carry out programmes and projects with clear exit strategies in mind, in order to break away from the prevalent trend of development support interventions becoming self-sustaining in nature and counterproductive to the true meaning of development. This is where the GPEDC principle of national ownership can be put front and center, thereby improving the ways in which countries are supported in their SDG implementation.



### Module Websites (Reference)

Module 1: [www.effectivecooperation.org](http://www.effectivecooperation.org)

Module 2: [www.aliarse.org](http://www.aliarse.org)

Module 3: [http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA\\_Outcome.pdf](http://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA_Outcome.pdf)  
[http://www.asia-pacific.undp.org/content/rbap/en/home/library/democratic\\_governance/achieving-the-sustainable-development-goals.html](http://www.asia-pacific.undp.org/content/rbap/en/home/library/democratic_governance/achieving-the-sustainable-development-goals.html)  
<http://www.asia-pacific.undp.org/content/rbap/en/home/ourwork/democratic-governance-and-peacebuilding/ap-def.html>

Module 5: [www.agendaforhumanity.org](http://www.agendaforhumanity.org)

ANNEX 1 – SUMMARIZED GROUP ACTION PLANS

Principle 1: Focus on Results	Principle 2: Ownership of development priorities of developing countries	Principle 3: Inclusive development partnerships	Principle 4: Transparency and mutual accountability
<ul style="list-style-type: none"> <li>* Strategy must be aligned with national priorities (alignment must be with all development actors)</li> <li>* Measurement of short-term and long-term development in relation to SDGs</li> <li>* Institutionalize GPEDC principles into the development cooperation and partnership strategy</li> <li>* Resources needed for implementation and analysis and effective M &amp; E systems</li> <li>* User-friendly campaigns and communication must be used</li> <li>* Improved facilitation of data sharing</li> <li>* Creation of a virtual project platform to better match with country needs</li> <li>* Instrument harmonization</li> <li>* Greater transparency</li> <li>* Better integrated planning and budget subsystems, and better integrated data collection platforms.</li> <li>* Invest in training</li> <li>* Results-based financing</li> </ul>	<ul style="list-style-type: none"> <li>* Increasing internal resources for enhancing ownership of development process.</li> <li>* Strengthening national priorities</li> <li>* New development plan that includes redesign of investment policy that would shift ODA from cooperation to business model</li> <li>* Short- and medium-term predictability alignment for more forward looking spending plans</li> <li>* Improving linkages between planning and budgeting (improving predictability through dialogue and multi-year framework agreement)</li> <li>* ODA policy framework reviewed to ensure donor accountability to government.</li> <li>* Ensuring transparency and accountability in South-South cooperation as well as traditional North-South accountability</li> <li>* Use of efficacy round tables for greater civil society participation and alignment between development actor priorities</li> </ul>	<ul style="list-style-type: none"> <li>* Expand scope and effectiveness for state entity responsible for PPP by integrating into e-gov platform for info exchange</li> <li>* Localize development strategies</li> <li>* Promote awareness of PPPD</li> <li>* Need new legal framework in some countries to analyse private resources</li> <li>* Multi-stakeholder platform for sustainable development</li> <li>* Also create legal and regulatory framework for private sector and CSOs to engage in development activities; increase trust between these actors</li> <li>* Formulate CSO framework for more inclusivity</li> <li>* Strengthen donor relations</li> <li>* Create special committee, which would be responsible for bringing different development actors together</li> <li>* Work on a better structure for engagement</li> </ul>	<ul style="list-style-type: none"> <li>* Better data collection mechanisms</li> <li>* Make proposals for South-South monitoring framework</li> <li>* Develop or improve public information system with regular review</li> <li>* Ensure quality of information available</li> <li>* Offer technical assistance and skills training</li> <li>* Assessment should be with all partners</li> <li>* CSO participation crucial, especially helpful with first step of diagnosis of situation</li> <li>* Strengthen utilization of development cooperation database</li> <li>* Enhance division of labour.</li> <li>* Use workshops for joint action planning to improve development cooperation with different stakeholder groups.</li> <li>* Needs to be integrated financial framework for development cooperation</li> </ul>

Principle 1: Focus on Results	Principle 2: Ownership of development priorities of developing countries	Principle 3: Inclusive development partnerships	Principle 4: Transparency and mutual accountability
<ul style="list-style-type: none"> <li>* Continued coordination of internal and external levels</li> </ul>	<ul style="list-style-type: none"> <li>* Development of partner gathering event</li> <li>* Better negotiations and loan agreements that cater more to country interests and specific laws</li> <li>* Adapt to changing economic trends and country-specific contexts</li> <li>* Ensure alignment of SDGs and national development objectives, and harmonizing SDGS with national, regional and territorial plans.</li> <li>* Necessary frameworks need to be put in place to allow actors to have better dialogue</li> <li>* Use of ICT for example platforms.</li> <li>* Use of CSOs for facilitating engagement (acting as catalysts)</li> <li>* Establish mutual benefits</li> <li>* Prioritise economic development for creating sustainable investment conditions, which attracts FDI; both dependent on each other.</li> </ul>	<ul style="list-style-type: none"> <li>* Attract foreign investors by creating attractive conditions for investment, for accelerating economic growth</li> <li>* Mainstream marginalized groups</li> <li>* Promote tri-lateral cooperation with donors to share knowledge between developing countries.</li> <li>* Widen CSO participation, including bottom-up planning approach and increase capacity for this kind of approach</li> </ul>	

## ANNEX 2 - Summary of participant evaluation of LAP 2018

A total of 25 participants attended LAP 2018, with each country being represented by one participant, nominated by their respective governments with the consideration to the topics offered by the programme. The gender balance was 45-55% female-male, with 90% being from national government and 10% from local government.

The overall level of satisfaction was rated at 86% and the achievement of programme's learning objective was at 82%.

Individual assessments mentioned that the program was very participatory and interactive in design, that frequent group works and interaction with the other participants facilitated the learning. The development of individual action plans was deemed as useful for the work they would be undertaking upon their return. A few participants felt that, even though the learning experience was enriching, the programme was too condense and should be extended to a week-long training programme, and that other government organizations and agencies, or other senior level managers working on the related issues would also benefit from the programme. While some of the participants' portfolios includes work on the GPEDC monitoring framework, the majority of the participants did not work directly with development financing issues. Instead, their responsibilities cover other aspects of development cooperation, ranging from donor and stakeholder coordination to project portfolio and annual budget management.

The alignment between the LAP programme and modules was perceived as high (90%). Similarly, methodologies to engage participants and applicability of modules to domestic issues were well appreciated (85%). Many participants believed that SSC and inclusive partnerships will be particularly important in their national SDG implementation and some appreciated learning about GPEDC monitoring in particular, particularly since it has practical implications for their monitoring work and partly because it was viewed also as an emerging topic.

The programme was perceived as having helped the participants to change their mindsets in a positive direction (87%), such as the ways in which they felt their personal work matters and contributed to the progress of their governments' efforts. Learning about the Busan principals was also mentioned as an important learning outcome. Several participants suggested that more time and activities related to Korea's work should be allocated for future training programmes, through for instance site visits and examples of good practices under some of the modules.

Finally, several participants were very satisfied with the knowledge exchange platform that the LAP had provided them with, in particular learning from experiences from different and similar countries.

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Outcome Report

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