

Draft Monitoring Proposal: Revised Framework and Process

Draft for consultation

25th October – 12th November 2021

This is a draft proposal for a revised monitoring process and framework for the monitoring exercise of the Global Partnership for Effective Development Co-operation (GPEDC). It is a key milestone in the reform of the monitoring exercise taking place during the 2020-2022 work plan of the GPEDC. The reform will culminate in a new monitoring proposal to be endorsed¹ at the Third High Level Meeting (HLM3) of the GPEDC, taking place at the end of 2022.

This proposal, while very much an initial draft, is being shared with a wide range of GPEDC stakeholders as part of an e-consultation taking place from late October until mid-November 2021. Stakeholders are encouraged to share their views on what is proposed. Feedback from this consultation will be taken into consideration with the view to produce a revised (and more distilled) proposal for discussion and decision at the next [22nd] SC meeting in December 2021. In early 2022, elements of the proposal will be technically refined in an iterative manner, also based on inputs from relevant subject matter experts, and subject to a process of piloting and testing, before being tabled for endorsement by the Steering Committee (SC) and then subsequently at HLM3.

Introduction

There are several **important framing points** to consider, as stakeholders review this proposal. First, the ideas set out here, both in terms of the monitoring process and framework, have been conceived together as a package. The **proposed changes to the framework go hand-in-hand, and in some cases are only feasible when taken together with the proposed changes to the process**. As such, this proposal is inclusive of key elements of a revised monitoring process, together with a draft framework, as requested by members of the SC in its [21st] July 2021 meeting.

Second, as the proposal is iteratively developed further, there will need to be **dedicated attention to the resource implications, for the OECD-UNDP Joint Support Team (JST), but also expectations for the roles of other stakeholders – Co-Chairs, SC members and the relevant networks and organisations in their respective constituencies - to support various aspects of the monitoring exercise, at both global and country levels**. It will be critical that the SC makes decisions on the new monitoring proposal fully cognisant of the underlying implications for resourcing, both financial and non-financial.

Third, the overview of the revised monitoring framework is based on appreciable technical work, based on the contours, which has involved weighing various options for responding to stakeholder expectations and to the ambition of the reform. The annotated outline of the document below highlights the sections that provide more detail on how the content of this proposal was developed (Section 1), gives a snapshot of proposed changes to existing indicators as related to each focus area (Annex II), and indicates where greater detail on the technical work which underpins the proposal can be found (Annex I).

The proposal is set out in the following five sections and three annexes. A brief description of each is provided to give a sense of the content covered. This document comprises the first five sections, as elaborated below, while the three annexes can be found on [this link](#) for feedback from stakeholders.

1. Substantive basis and process for formulating the content of this proposal

The reform of the monitoring exercise was launched in May 2020. In this section, from May 2020 until July 2021 (see Figure A), the Co-Chairs, as leads of the reform, and supported by the JST, convened several rounds of extensive and inclusive consultations with stakeholders to garner inputs on their expectations of a new monitoring exercise, inviting discussion on both the needed changes to the monitoring process (how the exercise takes place) and the framework (what is measured). At intervals during this period, the SC also provided guidance on the level of ambition of the reform and various issues related to its specific objectives, and endorsed the contours for a revised monitoring framework that underpin this proposal. In essence, three key factors have been taken into account in formulating the content of this proposal (see Figure B). These are: the original vision of the GPEDC monitoring; leadership guidance from the GPEDC SC and Co-Chairs; and,

¹ Prior to HLM3, the Steering Committee's agreement will be sought on the Co-Chairs' proposal for a revised monitoring framework and process. Pre-agreed by the SC, the more politically relevant elements of the proposal would then be endorsed by the broader international community through the HLM3 outcome document.

stakeholder inputs and expectations from the consultations. Figure C highlights the path from this point in the reform through to HLM3.

2. Factors for success: ownership by GPEDC stakeholders, and resourcing/ partnership requirements

The success of the proposed improvements to the monitoring process and revised monitoring framework set out in this proposal will rely on a number of factors. Two in particular are critical to address prior to re-launching the monitoring exercise: a high level of ownership from all GPEDC stakeholders to commit to engaging in the monitoring exercise going forward; and, securing adequate resourcing to ensure the monitoring exercise can be carried out successfully and live up to the ambition of the reform.

3. Proposed improvements to the monitoring process

The proposed changes to the monitoring process ultimately aim to strengthen the use of results from the exercise for dialogue, action, and behaviour change, as well as rebalance the exercise to more strongly embody the intended global-light/country-heavy approach of the GPEDC. This recognises that the benefit and impact of the monitoring exercise are more likely to be realised when it is more clearly aligned with country interests and contexts, while also ensuring that momentum and stakeholder-specific accountability at global level is maintained in order to drive change. Against this backdrop, key changes related to monitoring process include consideration for: an **Action Dialogue** (a multi-stakeholder discussion focused specifically on addressing the country's monitoring results); a **country results brief** (a detailed account of the country's monitoring results, going beyond the headline values of the country profiles produced following the 2018 monitoring round); **development partner profiles** (to increase accountability and action on the monitoring results at global level); **institutionalisation** (enabling partner countries to strengthen existing mechanisms through participation in the monitoring exercise and allow for the results to feed into national processes); and **occurrence** (drawing on *Issues B* paper "[Occurrence of the monitoring exercise](#)", shifting from a global biennial exercise to being conducted in open waves, which is option 1 in the analytical paper). In addition, the proposal expands on additional ideas to improve the monitoring process, including in relation to identifying options to **provide more support to partner countries** to complete the process, and exploring **alternative reporting options** to maximise visibility and up-take of results.

4. Overview of the proposed revised framework

The 21st SC meeting agreed on seven "contours" (plus an additional area of exploration) as "areas to take forward to the next [technical] phase of the reform". The technical work taken forward since then has led to a proposed framework, which is **organised around four focus areas**: 1) collective accountability and whole-of-society approach to development, 2) quality and use of country systems, 3) transparency, 4) leave no one behind (LNOB). These focus areas emerged as the key thematic areas around which the content of the monitoring framework could be grouped. As such, they are not intended to correspond directly to the seven contours; instead, the contours were examined separately at first (see Annex I which details the technical work by contour) and then assessed in an integrated and holistic manner to determine how these pieces best fit together in a coherent framework. Table 1 in this section presents the structure of the revised framework, with the four focus areas as well as how they correspond with the Busan principles. It also provides an overview of the core evidence that will be generated. Annex II situates this in relation to the former indicator framework.

5. How the revised framework responds to ambitions of the reform

This section highlights several points that demonstrate how the revised framework responds to key ambitions of the reform. This includes that the proposal: provides **evidence that better responds to different country contexts and co-operation modalities**, as well as to the roles of a broader range of co-operation actors; adheres to the fundamental commitment-based approach of GPEDC monitoring, with attention to **protecting the comparability of data over time**; responds to calls for a **simpler GPEDC monitoring exercise** but does not propose a drastically leaner framework in terms of the overall scope and burden of reporting (noting that removing elements from the framework would require a political, possibly negotiated, decision on whether to drop major existing measurement areas); **maintains GPEDC's ability to report on the three SDG indicators** generated through the monitoring exercise; and addresses the expectations for **a more whole-of-society representation of development co-operation** by emphasising this in data generated by the monitoring.

Annex I: Proposals, by contour, to revise the monitoring framework

This annex covers the seven contours (and one area of exploration) identified at the 21st Steering Committee meeting (July 2021), and for each contour, summarises the key commitments that relate to the contour, details what the previous framework measured, and highlights the suggested changes. More detail on the technical work that underpins this proposal can be found in the annexes.

Annex II: Overview of preliminary proposed changes to the former indicator framework

This annex illustrates the changes to the former indicator framework, and helps stakeholders to map the former framework's indicators within the new organisation of the framework and across the focus areas.

Annex III: Annotated list of monitoring-related documents

This annex provides a comprehensive list of, and hyperlinks to, all related documentation; organised by Steering Committee documents, material from the last monitoring round in 2018, followed by other key documents referenced in this proposal and key outcome documents.

1. Substantive basis and process for formulating the content of this proposal

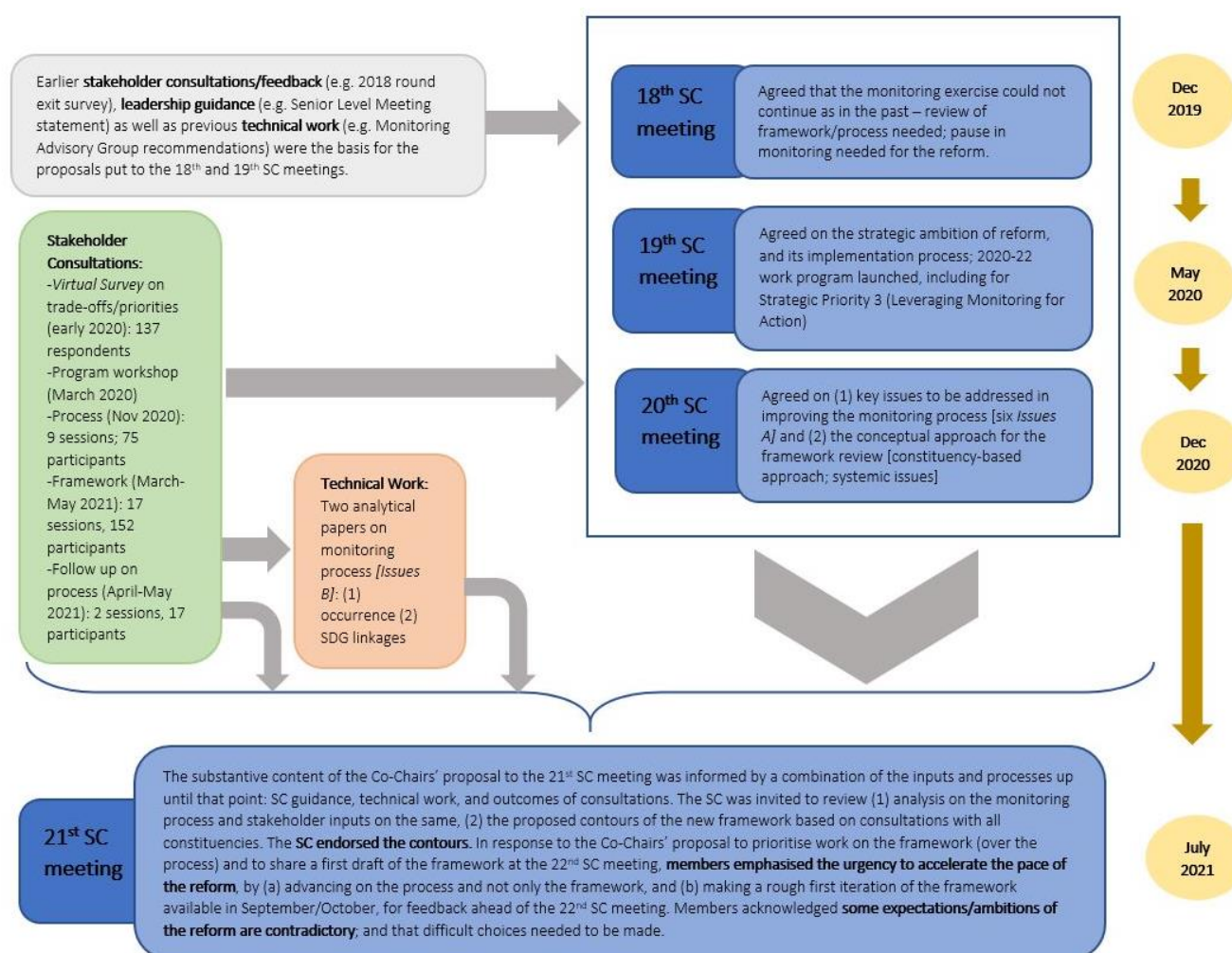
For SC members and other GPEDC stakeholders to provide informed feedback to the content of this proposal, it is critical that they have a clear understanding of how this point in the reform was reached. This requires clarity on both (1) the origins of the substantive inputs that have informed its content and, relatedly, (2) the processes that have produced those substantive inputs, including guidance from the SC. This section of the proposal therefore addresses the following:

- *Part I* looks at what has happened from the onset of the reform until the 21st SC meeting (covering the period from late 2019/early 2020 until July 2021);
- *Part II* explains how those inputs and processes were taken into consideration to produce the current proposal (covering the period from July – October 2021);
- *Part III* looks ahead, outlining what is envisioned following the feedback on this proposal (looking to the next milestone of the 22nd SC meeting and onwards to the Third High Level Meeting of the Global Partnership (HLM3).

Part I: What happened from the onset of the reform until the 21st Steering Committee meeting?

Figure A, below, shows that the reform has thus far drawn on a combination of **leadership guidance** [from Co-Chairs and the SC]; **stakeholder inputs**; and **technical work**.

Figure A



With respect to **guidance provided by GPEDC leadership**, several key considerations require brief elaboration here. The first was the endorsement by the Committee of the level of ambition of the reform (19th SC meeting: May 2019). In line with the Co-Chairs' proposal, the Committee agreed that the revised monitoring exercise should:

- respond to country and global aims;
- facilitate integration with national processes and use of country systems;
- incentivise and foster multi-stakeholder participation, and build capacity;
- in-build a focus on use of results, including through strengthened follow-up to their use;
- take into account the diversity of modalities and contexts, providing more relevant evidence;
- maintain a role in global reporting [including as a source of evidence for three SDG targets];
- strengthen linkages with the 2030 Agenda.

The SC also recognised the need to respond to past challenges, including the **limited flexibility** in the timeframe of the exercise, as well as the **complexity of the exercise, both in terms of framework and process**.

A second key milestone of SC guidance emerged from its 20th meeting (December 2020). There the Committee agreed on the need to rectify significant deficits of the exercise, namely its disproportionate focus on data collection and participation by just two constituency groups: development partners and partner countries [with no adaptation for South-South Co-operation (SSC)]. The Committee expressed that the new monitoring –

through both its framework and process - needed to better **reflect the whole-of-society approach and contributions of a range of actors**. In addition, it was agreed that the revised framework should reflect **the importance of 'systemic issues'**, defined as the systems, policies, and co-operation architecture, which facilitates co-ordination, dialogue, and mutual accountability at country level.

The **opportunities for stakeholders to provide inputs and voice their expectations** of the reform have been extensive. These were initiated even before the formal launch of the reform [when the work program was launched in May 2020], such as through a widely circulated virtual survey in the first quarter of 2020. Figure A lists the scope, timing, and focus of the multiple virtual consultations convened by Co-Chairs and the JST in 2020 and 2021. A brief description of the 2020 virtual survey and all these consultations, as well as links to access the respective summaries can be found in Annex III.

The Co-Chairs, as leads of the reform, have greatly emphasised the importance of a transparent, inclusive, and participatory process. At the same time, some **technical work** was initiated prior to the 21st SC meeting, in the form of analytical papers, developed by the JST with Co-Chairs' guidance, on two monitoring process-related issues [also referred to as *Issues B*]: (1) on the occurrence of the exercise, and (2) on linkages to the SDGs.

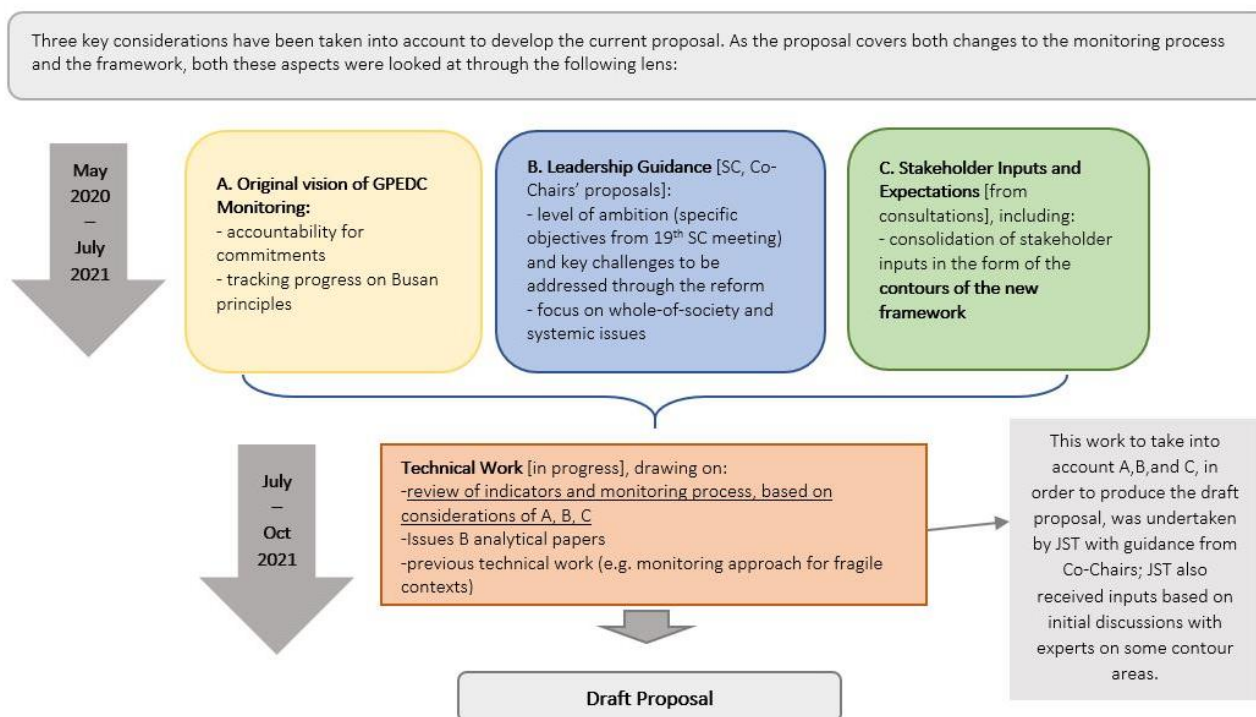
The 21st SC meeting (July 2021) brought together all of these various inputs and the Committee endorsed the contours for the revised monitoring framework, which were proposed based on the consultations with all constituencies. These contours are: collective accountability, transparency, leaving no one behind, data and statistical systems, revitalising and upholding pre-Busan commitments, SSC, and the Kampala Principles on Private Sector Engagement (PSE) in Development Co-operation. SC members emphasised the urgency to accelerate the pace of the reform, and requested that a rough first iteration of the framework be made available in September/October 2021, for feedback ahead of the 22nd SC meeting.

Part II: How were all the inputs and processes in Figure A taken into consideration to produce this proposal?

Following the 21st SC meeting in July, the JST, with guidance from the Co-Chairs, worked to respond to the Committee's request to accelerate the pace of the reform, in particular by altering the timeline in order to produce a draft proposal *ahead* of the 22nd SC meeting. The JST also worked to advance not only on the framework but also on a proposal for an improved monitoring process, as requested by SC members at the 21st SC meeting. This proposal, while very much in draft form, comprises the response to those requests.

Figure B shows the substantive basis for the content of this proposal. It shows the three main considerations that have guided its development. In some cases, there is overlap between them (for example, where the original vision of GPEDC monitoring was echoed in the SC's ambition for the reform; when stakeholder inputs from consultations aligned with the reform's ambition).

Figure B



The first key consideration is the fact that **the reform is being undertaken within the scope of the original vision for GPEDC monitoring**. Namely, that the exercise is intended to (i) drive behaviour change towards more effective development co-operation; and (ii) support global accountability for implementation of Busan commitments. It is also intended to complement and build on existing country-level efforts around effectiveness (a “global light and country focused” approach).

The second consideration is the **guidance received thus far in the reform from the SC, which has been based on proposals from the Co-Chairs, who lead the reform**. Among others, the clear guidance on the ambition of the reform (19th SC meeting), has been a reference point for the content of this proposal. To take one example, the Committee agreed that the reform should not jeopardise GPEDC’s custodianship for reporting on three SDG targets; the proposal thus ensures this. The guidance from the Committee (also echoed strongly in consultations) to not increase the exercise’s complexity has also strongly influenced development of this proposal. A similarly strong influencing factor has been the expectation that the new exercise will promote and facilitate the use of monitoring results for action.

Another important consideration is the **expectations and specific inputs received from stakeholders through the extensive consultations**. These consultations informed the contours for the revised framework, endorsed in the 21st SC meeting. Stakeholder views have been distilled to inform discussions by the SC (not only through the contours for the framework, but also, for example, in the six priority issues [Issues A] for improving the monitoring process) and also made available in more detail in the consolidated summaries of the various rounds of consultations.

As illustrated above in Figure B, these considerations were collectively reviewed and subjected to a process of technical work, by the JST but with close guidance by the Co-Chairs, in the period since the July 2021 SC meeting. More specifically, JST developed the content of this proposal by looking across the various expectations of the reform as articulated by stakeholders and Global Partnership leadership, while being mindful of the fundamental premises of the original vision of GPEDC monitoring, and also weighing quite technical factors of potential impacts of concrete changes to process and measurements. Iterative inputs and feedback from Co-Chairs during this period were also critical to guiding the content and direction of the proposal.

This approach helps explain why not all specific stakeholder feedback could be accommodated in this proposal. Among other reasons, this was sometimes due to constraints posed by the existing commitments, in view of the fact that the mandate of the reform is not to negotiate or re-negotiate commitments. [As per the first consideration, the scope of the monitoring reform is a commitment-based exercise.] An example is the

input from many development partners that proposed that the use of country (Public Financial Management [PFM]) systems should include those of non-government systems. Existing commitments do not give scope for accommodating this request. Another frequent reason for not accommodating specific requests was due to the added complexity (additional and overly complex data collection) it would entail. [As per the second consideration, a key ambition of the reform aims to reduce complexity.]

The technical work undertaken since the July 2021 SC meeting to produce this proposal for a revised monitoring framework, in accordance with the key considerations mentioned above, required the **assessment of the previous GPEDC indicators as a system, and not as a set of separate standalone measurements**. Initially work was done, by contour, to assess the key effectiveness commitments and how they were tracked in the previous monitoring framework. Due to the complex make-up of each of the previous GPEDC indicators and the numerous sub-indicators, criteria and data points within a single indicator, it quickly became clear that conceptualising a new monitoring framework in line with the contours endorsed by the SC would require a complete deconstruction of the previous monitoring framework. As such, technical work was done to develop a comprehensive picture of data points generated through the monitoring exercise. This was followed by a re-categorisation of these data points, along with new data points as needed (or removing data points that were not providing relevant evidence), in order to develop a revised monitoring framework in a way that captures the contours and focuses on compelling evidence that the monitoring exercise will generate. For example, one clear request from stakeholders in the consultations was to explore how the pledge to leave no one behind (LNOB) could be reflected in the monitoring. In this proposal, LNOB is proposed as one of four focus areas of the revised framework; under which, the proposed LNOB data are a combination of some data points that were previously collected under several other indicators, along with proposed new data points. In sum, the comprehensive scope has pointed to looking holistically across all existing indicators, rather than revising each discrete indicator in a siloed way.

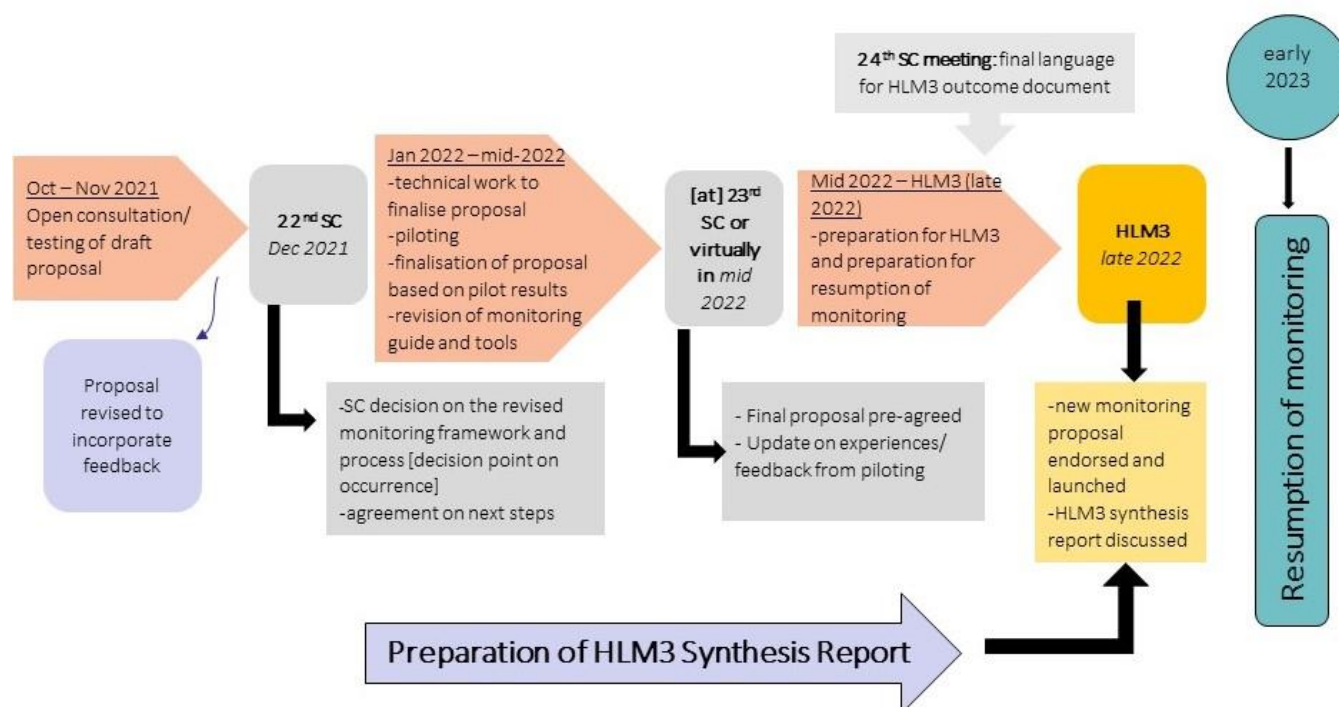
Part III: What are envisioned as next steps?

Figure C, below, provides an overview of the expected next steps of the reform. Feedback collected through the e-consultation, taking place from late October until mid-November, will be considered in order to develop a revised proposal for the 22nd SC meeting in December 2021, and a decision will be sought there on the exercise's occurrence.

The approach and activities of the reform between now and HLM3 will be structured in *strategic intervals* that will iteratively concretise and finalise elements of the new monitoring proposal (framework and process), which will ultimately be brought to HLM3.² In anticipation of agreement on the proposal at HLM3, over the course of 2022 there will also be preparation for resumption of monitoring in 2023, including both technical preparations and more strategic-level mobilisation of stakeholders. These intervals of work (orange shapes in Figure C) are planned such that the SC will be able to provide guidance to Co-Chairs/JST on iterative versions of the monitoring proposal, which in turn will allow for further drilling down, refining, and testing [already initiated through the present e-consultation] and piloting aspects of the new monitoring proposal.

² Prior to HLM3, the Steering Committee's agreement will be sought on the Co-Chairs' proposal for a revised monitoring *framework* and *process*. Pre-agreed by the SC, the more politically relevant elements of the proposal would then be endorsed by the broader international community through the HLM3 outcome document.

Figure C



2. Factors for success: ownership by GPEDC stakeholders, and resourcing/ partnership requirements

The success of the proposed improvements to the monitoring process and revised monitoring framework set out below will rely on a number of factors. Two in particular stand out as critical to address prior to re-launching the monitoring exercise. The first is a **high level of ownership from all GPEDC stakeholders** to commit to engaging in the monitoring exercise going forward. The second is **securing adequate** resourcing to ensure the monitoring exercise can be carried out successfully and live up to the ambition of the reform.

a) Ownership by GPEDC stakeholders

Ownership and commitment to engage in the monitoring exercise beyond HLM3 is critical to its success. This is particularly true of partner country governments who are in the driver's seat to sign up for and lead the monitoring exercise. However, it is also true of development partners who share a significant responsibility in terms of the reporting burden. This is also true of the non-executive constituencies and stakeholders that need to mobilise and participate in the exercise in order to maximise the increased focus on utilising a whole-of-society approach to development. **In terms of reviewing this proposal, stakeholders will need to consider if the evidence to be generated through this proposed monitoring approach incentivises participation in the monitoring exercise.** In the lead-up to HLM3, which will be a key moment of visibility for the new monitoring exercise, it may be useful to consider how to generate buy-in and commitment that could be announced at HLM3 in a way that demonstrates ownership and engagement to conduct/participate in the next monitoring round.

b) Resourcing/ partnership requirements

Over the course of the reform thus far, stakeholders have acknowledged that the ambition of the reform may point to an up-scaled resource requirement. It has also been noted that in previous rounds, there has been no dedicated pool of resources for partner countries to participate in the monitoring and [JST] resources have been stretched very thin in providing support to the monitoring exercise; both of which can limit the number of partner countries that participate and the quality of their participation. Stakeholders have also recalled good practices in the past, for example regional monitoring orientation workshops, that had to be scaled back due to resource constraints. Requests for certain products, for instance for development partner-specific profiles

on monitoring performance, were not produced following the last monitoring round due to resource constraints and partner country profiles had to be simplified in format and substance - also due to a lack of resources.

A number of elements of this proposal – which has been developed based on stakeholder consultations and guidance from the SC on the ambition of the reform – point squarely to a future monitoring exercise that will require a changed approach, either in terms of increased resourcing, a shift in how the GPEDC partners with others, and/or a more varied institutional set-up that draws on strengthened support from constituencies and stakeholder groups. In developing this draft proposal, a careful balance of considerations and trade-offs has been taken into account. **In balancing out these considerations - a stepped-up approach to the monitoring exercise that advances country and global-level/stakeholder-specific accountability, better leverages the monitoring results, utilises an increased multi-stakeholder approach, maintains SDG reporting requirements, and continues to build on the breadth of participating countries and actors – will ultimately require increased resources and capacity in order to be successful and meet expectations.** This could be approached in several different ways. For example, if the current structure and institutional set-up of the GPEDC and JST were maintained, increased resources would be needed to cover enhanced JST support as well as partner country implementation. Alternatively, the GPEDC could consider how it partners with other organisations and explore the possibility of executing the monitoring exercise together with a partner (or partners). In addition, enhanced support from SC members and other GPEDC stakeholders, both at global and country levels, could be sought to meet increased resource and capacity needs.

Up to this point in the reform, this question around resourcing and partnership arrangements has been acknowledged but has not featured prominently in consultations and SC discussions on the ambition and direction of the future monitoring. **However, as GPEDC leadership moves towards decision-making on concrete elements of the future exercise, it will be imperative to reach an agreement on how the additional resource and capacity needs will be met, in parallel to discussion and agreement on the revised monitoring exercise itself.**

3. Proposed improvements to the monitoring process

As outlined in Section 1, there have been extensive consultations during the period of the reform. Feedback from these consultations complements that which was received during and following the three GPEDC monitoring rounds (2014, 2016 and 2018). Two key elements, which are particularly relevant to the monitoring process, have consistently surfaced where the GPEDC monitoring exercise is not fully living up to expectations.

The first is the foundational intent of the GPEDC to be ‘country heavy, global light’. ‘Country heavy’ in the sense that the partnerships that the GPEDC aims to strengthen are at country level and thus the activities, resources, engagement, and positive impact flowing from the GPEDC are to be prioritised at country level. ‘Global light’ refers to an ideally nimble global structure that is able to support this heavy country-level focus and drive political will and momentum across the international community to advance on internationally-agreed commitments on effective development co-operation. For various and often complex reasons³, the design of the GPEDC monitoring exercise in the past has weighed in favour of global consistency rather than heterogeneous country interests and contexts. This is something that the revised monitoring exercise aims to rebalance to better recognise the paramount importance of the country level focus – given that results, benefit and impact of monitoring are more likely to be realised when the exercise is more clearly situated and aligned with country interests and contexts. At the same time, it is important to continue to maintain accountability and momentum at global level and by [global] stakeholder groups, taking into account that decisions made at global level (for example, strategies and programmatic approaches of development partners are often determined corporately) impact on monitoring results at country level.

Stemming from this first element, the second recurring theme of feedback is a lack of emphasis on the use of monitoring results to drive behaviour change. Use of results at both global and country level is important and needs to be considered in terms of where improvements can be made. Indeed, these two levels can interact in a virtuous cycle of positive reinforcement and momentum for greater effectiveness. However, while GPEDC global reports and fora seek to bring the international community together to recognise and address the global results that show progress (or lack thereof) toward internationally-agreed commitments on effective

³ In terms of the monitoring exercise, often it is global deadlines of upcoming GPEDC meetings or SDG reporting timeframes that restrict the ability of the GPEDC to provide a more country flexible approach.

development co-operation, greater emphasis is needed at country level. This is particularly the case in the final stage of the monitoring process (but not exclusively, as a robust inception phase at country level is also needed), where it is essential to convene stakeholders and have a discussion on what the monitoring results show, explore the reasons why, and agree on how to make concrete improvements going forward. Without this final step, the monitoring exercise misses a crucial link in the change process, without which the results are likely to remain without progress in future monitoring rounds. Recognising this, the revised monitoring approach aims to elevate and strengthen the use of monitoring results.

In order to address these two elements – a country heavy focus that delivers maximum impact across the diversity of country contexts, and a scaled-up approach to the use of monitoring results to drive stakeholder dialogue, accountability and action for better partnerships – the following changes are proposed with regard to the monitoring process:

- **Action Dialogue.** Not to be confused with the 2021 Action Dialogue initiative which encourages partner countries to convene stakeholders at country level for a discussion on an area of effective development co-operation that is relevant to country context, priorities and activities in 2021 (e.g. this could include SDG implementation and COVID-19 response, or financing for development activities, or improving engagement with the private sector). The conceptualisation of this 'Action Dialogue' builds on the branding of this current 2021 initiative, but is intended to be a focused multi-stakeholder discussion in the final stage of the monitoring process that is specifically focused on the monitoring results. While a workshop or dialogue on the results of the monitoring exercise was always envisioned as part of the exercise, the emphasis would shift from this being a suggested good practice to being a requirement of undertaking the monitoring exercise. This is to recognise that this dialogue is *the* crucial part of the monitoring process where stakeholders can digest and ask each other questions on the results in order to then develop an action plan to make improvements going forward. As part of the technical and methodological work, and based on resources available, the JST would develop a short guide and related materials for the Dialogue (e.g. template PowerPoint presentations; key questions for dialogue) for countries to use to plan for and execute a successful Action Dialogue. The dialogue will aim to ensure that the monitoring results are acted on (not just discussed), by promoting an exchange between stakeholders on the underlying reasons for certain results and areas of disagreement. This approach is consistent with stakeholders' emphasis, during recent consultations, that quantitative monitoring findings need to be contextualised to a country context and discussed among relevant stakeholders to be meaningful and to drive action and ultimately behaviour change.
- **Country results brief.** In order to have an action-oriented discussion on the results, resources permitting, a brief on the results would need to be produced and circulated to all relevant stakeholders. This brief would serve as the substantive basis for the Action Dialogue and would allow all stakeholders to be able to understand the results and come prepared to discuss them at the Action Dialogue, and agree on how to take action. The brief would set forth the results from the data collection phase as well as regional and global comparisons to contextualise the monitoring results to a particular country. Recognising that the 2-page country profiles in 2019 were produced based on what was feasible at the time but lacked depth and much of the rich data and findings from the monitoring exercise, the [new] country results brief would aim to provide a more detailed account of the country's results rather than only headline values as was done in 2019. The brief, however, would not provide analysis of the results, which is expected to be taken up at country level.
- **Development partner profiles.** As with the Action Dialogue and country results brief that aim to strengthen the use and action on results, but at country level, the intent of development partner profiles is to increase accountability and action on the monitoring results at global level by highlighting the performance of development partners. In a similar way that the country results brief would provide detailed results for a partner country, resources permitting, a development partner profile would detail the development partner's monitoring results, including aggregate results from all the partner countries that include reporting on that development partner. To ensure comprehensiveness of reporting, such profiles could be produced at the end of a full round (every 3-4 years) in order to include results by development partner for the maximum number of partner countries.
- **Institutionalisation.** Rather than a solely globally-driven process and timeframe, greater flexibility in the timeframe to participate and complete the monitoring exercise will allow partner countries to maximise synergies with country activities and processes. The monitoring exercise has always been envisioned as something that is best embedded within national processes, mechanisms and systems. While a handful of countries have embedded some GPEDC indicators within their Aid Information Management System

(AIMS)⁴ or a relevant public information system and raised awareness of the monitoring exercise within their national development co-operation mechanisms, this is not the norm. The proposed change depends on offering more flexibility to countries on *when* to do the monitoring. Partner countries would be approached during the planning phase of the exercise to: i) identify relevant existing national processes and mechanisms that would be a good fit for the monitoring exercise; ii) determine when the Action Dialogue would take place in relation to these processes, then iii) working back from the time of the Action Dialogue, establish a rough timeline within the given timing of the monitoring wave or round (see point below on Occurrence) for the monitoring exercise within that country so the country results brief can be available and circulated prior to the Action Dialogue. Recognising that each country has different priorities, context and development co-operation architecture, partner countries will be encouraged to plan the timing of the monitoring exercise in a way that enables the strengthening of existing mechanisms as well as allows for the results to feed into national processes (e.g. SDG follow-up and review, national co-ordination mechanisms on development co-operation, and/or dialogues with development partners).

- Occurrence.** Offering more flexibility to partner countries on when they conduct the monitoring exercise is part-and-parcel of making the above changes related to Action Dialogues and institutionalisation, in particular. Given this, it is suggested that the monitoring exercise shift from a global biennial exercise to being conducted in open waves (option 1 in the analytical *Issues B* paper "[Occurrence of the monitoring exercise](#)"). Compared to the past - when all participating countries had to complete the monitoring exercise at the same time within a set 6-7 month period - all participating countries would choose one (or more) 12 month 'wave' in which to complete the exercise within a 3-4 year period, after which the monitoring round would be complete (and timed to feed into global fora). While other options have been analysed, the option of open waves alone would offer the most flexibility to partner countries while at the same time continuing to ensure that the monitoring maintains its role in support of accountability for all stakeholders towards the implementation of the effectiveness commitments. In fact, following a round (comprised of several waves), global aggregates for partner countries, development partners and other stakeholder groups would still be available, but within a longer timeframe (every 3-4 years), compatible with the demand to increase flexibility and duration of the exercise. In comparison to the past, the production of dedicated profiles for development partners (contingent on resources), *in addition to* [partner] country results briefs, would further reinforce accountability at global level/for stakeholder groups. This option would also maintain data comparability⁵, allowing for regular reviews of progress during HLMs or other relevant GPEDC milestones. Furthermore, for partner countries this option would allow for more regular reporting on the three SDG indicators that the GPEDC monitoring exercise captures. For example, country-specific SDG data and aggregates by partner country could be possible after completion of each wave as well as at the end of a monitoring round. Lastly, one of the benefits of 'open' waves rather than specifying waves by region or country context, is that certain countries from a region or classification (e.g. LDCs or SIDS) could be encouraged to join a wave together, however, leaving this open allows for greater flexibility. See the *Issues B* paper "[Occurrence of the monitoring exercise](#)" for a detailed discussion on the limitations that partner countries face in terms of the timing of the monitoring exercise and the trade-offs between different options for adjusting the occurrence of the monitoring exercise.
- Stakeholder champions.** Partner country governments lead and co-ordinate the monitoring exercise. This will remain unchanged. One of the first steps in the monitoring process is for the government to assign a National Co-ordinator to lead and co-ordinate the exercise. Some partner country governments have the capacity, resources, and experience to lead a comprehensive, multi-stakeholder process without support. Others can find the process difficult to manage without support at country level. As such, for partner countries that would like more support, country-level champions from different stakeholder groups can be identified. A development partner champion located in country could be nominated and/or one or more non-executive champions identified. More than one champion could be assigned if/as needed. The role of these champions will differ depending on country context. Support from the development partner champion could include technical capacity building, technical assistance (see bullet below), while the non-executive champion/s could help with stakeholder co-ordination (within country and/or with global/headquarter focal points), and logistical and organisational support.
- Greater in-kind technical assistance at country level**, particularly in fragile contexts. While willingness to participate can be high, pronounced challenges in fragile contexts relating to capacity, competing

⁴ As discussed in Section 4, the revised framework has been developed with a view to protecting data comparability including by minimising changes to existing core measurement areas [indicators]. This will also help provide continuity to partner countries that have embedded indicators into their AIMS.

⁵ It is important to note that comparability is not only linked to changes in the occurrence but highly depends on adjustments/changes to the indicator methodologies.

priorities, and technical limitations among others, calls for consideration of additional support in country to participate in the monitoring exercise. The development partner champion, identified at country level, could help support a multi-stakeholder process and strengthen national systems and processes through capacity building, as well as stakeholder co-ordination, logistical and organisational support.

- **Assessment of the monitoring process.** It is suggested that a light assessment of the monitoring process and Action Dialogue is conducted in the form of an exit survey at the end of the exercise. This survey/assessment could be extended to the stakeholder champions (development partners and non-executives), in addition to the National Co-ordinator. This would provide information on whether the monitoring process and Action Dialogue was inclusive, what areas need improvement in the monitoring process for the next round, whether specific actions and targets were agreed based on the results, and so on. This suggestion is an alternative to, but builds on, the post-monitoring survey, which was previously conducted solely with National Co-ordinators following completion of the monitoring exercise. As with the post-monitoring survey, this assessment would take place following the completion of the exercise to seek views on the monitoring process and Action Dialogue. This multi-stakeholder light survey/assessment aims to respond to questions that arose in the last monitoring round on the comprehensive and multi-stakeholder nature of the monitoring process in participating partner countries, and will provide useful information to help capture different approaches and challenges linked to country context.
- **Alternative reporting options.** Stakeholder feedback has invited reflection on whether the current length, depth, and format of the global monitoring report should be the default approach in the future. There are general trends away from traditional, heavy reports, and a demand for shorter, more frequent, and more digestible formats. Analysis of the waves approach to monitoring already envisions interim reporting after each wave. The release of periodic, possibly thematic briefs (e.g. a brief on LNOB-related results), could keep more regular visibility on the monitoring. A global report that focuses more on key headlines rather than extensive analysis could also be welcome, and allow for re-directing JST resources to other important areas, such as supporting Action Dialogues.

4. Overview of the proposed revised framework

The 21st SC meeting agreed on seven “contours” (plus an additional area of exploration) as “areas to take forward to the next [technical] phase of the reform”. The technical work taken forward since then has led to a proposed framework, which is presented in this section. The **proposed framework is organised around four focus areas** - 1) collective accountability and whole-of-society approach to development, 2) quality and use of country systems, 3) transparency, 4) leave no one behind (LNOB). These focus areas emerged as the key thematic areas around which the content of the monitoring framework could be grouped. As such, they are not intended to correspond directly to the seven contours; instead, the contours were examined separately at first (see Annex I which details the technical work by contour) and then assessed in an integrated and holistic manner to determine how these pieces best fit together in a coherent framework. It is this latter part that led to the development of the proposed framework (as set out in Tables 4 and 5), but for ease of reference Table 1 illustrates the link between the contours and the four focus areas.

Table 1. Link between contours and focus areas in the revised framework

Three branches around which the contours were grouped (21 st SC meeting)	Contour (as defined at the 21 st SC meeting)	Focus Area in the revised framework	Notes
<i>Areas that reflect today's development co-operation landscape, with attention to whole-of-society approaches and the diversity of actors engaged</i>	Collective accountability	Collective accountability and a whole-of-society approach to development	The focus area indicates the shift to a broader and more inclusive concept of accountability with emphasis on the importance of a whole-of-society approach to sustainable development
	Transparency	Transparency	Transparency touches on many areas of partnership, however, this contour/ focus area focuses on the transparency of development co-operation data

<i>in development co-operation</i>	Leaving no one behind (LNOB)	Leaving no one behind (LNOB)	While entry points exist in the previous framework, the explicit intention to capture the pledge to LNOB is new
	Data and statistical systems	Leaving no one behind (LNOB); Quality and use of country systems	Data and statistical systems are relevant to different elements of the revised framework therefore mainstreamed across it, with emphasis on availability of disaggregated data (relevant to LNOB) and use of government data and statistics by development partners
<i>More traditional areas of effectiveness of development co-operation, grounded in government-to-government co-operation but also reflecting the inclusion of other actors</i>	Pre-Busan commitments - Quality of and alignment to national strategies (inclusive of Country Results Frameworks [CRFs]) - Predictability - Development co-operation recorded on budget - Quality and use of PFM systems - Untied aid	Quality and use of country systems - Quality of and alignment to national strategies (inclusive of CRFs) - Predictability - Development co-operation recorded on budget - Quality and use of PFM systems - Untied aid	This focus area includes commitments made by partner countries and development partners, sometimes referred to as “unfinished business”. It is referred to as “quality and use of country systems” because it reflects more the type of elements that are included under this focus area. While consideration has been given to refer to this area of focus as “government-to-government co-operation”, such a reference has not been retained, as it would not correspond to the reality of the measurements (which also includes co-operation from multilateral organisations and – for the element of alignment – co-operation delivered through other actors beyond the government).
<i>Areas that capture a broader picture of development co-operation</i>	[Effectiveness of] South-South Co-operation	N/A	This contour is not reflected within the draft framework as this is under development through Action Area 2.3 of the GPEDC.
	Kampala Principles/PSE	Collective accountability and a whole-of-society approach to development	An approach for monitoring implementation of the Kampala Principles is under development, and ultimately may be relevant to one or more focus areas.
<i>Other areas to be explored</i>	Effective multilateral donorship	N/A	This new element would not be part of the framework but complementary evidence from secondary data would provide information about [available] characteristics of how an individual bilateral development partner funds the multilateral system, further complemented by also presenting key monitoring results of the top multilateral organisations funded by that bilateral development partner.

With the technical work having moved beyond groupings by contour to a more holistic conceptualisation (with four focus areas that aim to reduce overlap and draw out the key themes), Table 2 below provides a snapshot of the evidence that will be generated through the revised monitoring framework. The table is organised by the four focus areas. Under each area, it summarises in a high-level statement the core evidence that will be generated through the revised monitoring framework, and indicates those stakeholder groups for which the evidence will drive accountability for commitments.

Table 2. Snapshot of evidence generated through the revised framework, by stakeholder accountability

Focus Area	COLLECTIVE ACCOUNTABILITY AND A WHOLE-OF-SOCIETY APPROACH TO DEVELOPMENT	QUALITY AND USE OF COUNTRY SYSTEMS	TRANSPARENCY OF DEVELOPMENT CO-OPERATION	LEAVING NO ONE BEHIND (LNOB)
Busan principle/s	Mutual accountability and inclusive partnerships	Focus on results and country ownership	Transparency	Cross cutting – all principles
What is measured	<i>Stakeholders promote a whole-of-society (WOS) approach to development and are accountable to each other</i>	<i>Partner countries improve the quality of their systems and development partners make use of them</i>	<i>Partner countries have information management systems to report on development co-operation; development partners report to those systems and to global systems and standards</i>	<i>Partner countries and development partners have policies, strategies and data to meet the LNOB commitment</i>
Partner countries held accountable for:	<ul style="list-style-type: none"> Promoting a WOS approach to development planning, implementation and review Engaging parliaments to have oversight on development co-operation Providing an enabling environment for CSOs Engaging the private sector in development co-operation 	<ul style="list-style-type: none"> Improving the quality of their national development planning and results frameworks and Public Financial Management systems 	<ul style="list-style-type: none"> Having adequate information systems to track development co-operation Making this information publicly available 	<ul style="list-style-type: none"> Establishing national development strategies that explicitly aim to meet the pledge to LNOB Gender-responsive budgeting
Development partners held accountable for:	<ul style="list-style-type: none"> Improving the enabling environment for civil society 	<ul style="list-style-type: none"> Using partner countries' national development planning, statistical and PFM systems Providing predictable development co-operation Untying ODA [DAC members] 	<p>[reporting on their development co-operation]</p> <ul style="list-style-type: none"> to partner countries' systems to global systems and standards 	<ul style="list-style-type: none"> Establishing country strategies and implementing development interventions that explicitly aim to meet the pledge to LNOB Gender-responsive budgeting
Other:	<p>Civil society held accountable for:</p> <ul style="list-style-type: none"> Ensuring their own effectiveness 			

Table 2 above is a summarised version of what is set out in greater detail in the following tables, which are inclusive of proposed data points to be generated under each of the four focus areas. Due to the rich data generated through the monitoring exercise, the framework makes the distinction between core and complementary evidence, with the aim of providing a more comprehensive yet clear depiction of the data that

can be utilised at both country and global level⁶. Table 3 below set out the rationale for this distinction and how the evidence will be used, before presenting the framework itself.

Table 3. Rationale and use of core and complementary evidence generated by the monitoring exercise

Type of evidence	Source	Rationale	Use
CORE (Table 4)	Country level, through the monitoring exercise & Global level, through existing measurements	Would be considered the essence of the GPEDC monitoring framework; is aimed at generating headline messages to drive accountability and political momentum for implementation of commitments.	Would be used at global level to generate headline statistics for high-level engagement and communication; and at country level to highlight the overall key effectiveness trends.
COMPLEMENTARY (Table 5)	Country level, through the monitoring exercise	Provides contextual information that helps illuminate the bottlenecks preventing progress on the implementation of the commitments; aims to help better communicate the many other data points generated through the monitoring exercise that have previously had less prominence.	Would help explain and unpack the underlying reasons and nuances of the headline statistics from the core evidence; while this will be useful at both country and global level, it will be particularly useful as a substantive input for [country-level] Action Dialogues and formulation of action plans to progress on implementing the effectiveness commitments.

With this distinction between core and complementary evidence in mind, Tables 4 and 5 below present, respectively, the proposed data points that comprise the core and complementary evidence that will be generated under each of the four focus areas.

Note: This is a draft proposal and is not final. Given the short timeframe in which this proposal has been developed, a note of caution that the wording, framing and/or placement of the data points may evolve in consultation with the GPEDC Co-Chairs, SC and through discussions with technical experts. An additional table in Annex II illustrates the changes to the former indicator framework, and helps situate the former framework in relation to the new organisation of the framework, across the four newly proposed focus areas.

*	In the table indicates new data points that will be generated at country level. For simplicity, the table does not indicate those other data points that are proposed to be removed (for this, see Annex II).
^	In the table indicates proposed adjustments in line with the tailored approach for monitoring effectiveness in fragile and conflict-affected situations.
<i>ITALIC FONT</i>	In the text indicates an exact data point/measurement that still needs to be defined.

⁶ Beyond the core and complementary evidence, other data generated by external/secondary global sources may be considered to enrich interpretation of the monitoring results. Not all of these secondary data points are identified in this document. For example, a specific source of secondary data that will be explored is the [revised] UNDCF Mutual Accountability survey, which was launched in October 2021. Another example of secondary evidence to explore is on the quality of data and statistical systems (provided by Paris21).

Table 4: Draft monitoring framework – core evidence grouped by focus area

Focus area	COLLECTIVE ACCOUNTABILITY AND A WHOLE-OF-SOCIETY APPROACH TO DEVELOPMENT	QUALITY AND USE OF COUNTRY SYSTEMS	TRANSPARENCY OF DEVELOPMENT CO-OPERATION	LEAVING NO ONE BEHIND (LNOB)
Country -sourced data	<p>% of partner countries:</p> <ul style="list-style-type: none"> with inclusive, regular, transparent, result-focused collective account-ability mechanisms, captured in a policy framework [^] that consult diverse stakeholders on their national development plans that produce and make publicly available regular progress reports on their national development plans and strategies and use those to inform dialogue with development partners on priority areas and results where parliaments regularly receive information on development co-operation; and previous monitoring results* where government, CSOs and development partners participated in an inclusive dialogue to assess civil society enabling environment where CSOs report improvement to 	<p>% of partner countries with high quality country results frameworks for sustainable development [^]</p> <p>Extent of use of country-owned results frameworks and planning tools [including data and statistical systems] by development partners (SDG 17.15.1) [^]</p> <p>% of results indicators from development partner's interventions monitored using data and statistics from partner country government</p> <p>% of disbursement to the government sector that:</p> <ul style="list-style-type: none"> is predictable and recorded in the national budget uses PFM systems [^] 	<p>% of partner countries:</p> <ul style="list-style-type: none"> with publicly available information management systems for development co-operation/that make information of development co-operation publicly available (including on projects that engage the private sector)* <p>% of development partners regularly reporting to these systems* [^]</p>	<p>% of countries with systems to track and make public allocations for gender equality and women's empowerment (SDG 5.c.1).</p> <p>% of partner countries that in their development strategies:</p> <ul style="list-style-type: none"> consult with, identify and target vulnerable and marginalised groups* include disaggregated indicators within CRFs* refer explicitly to targeting vulnerable and marginalised groups in describing how the private sector should be engaged in development co-operation* <p><i>% of development partners that in their country strategies:</i></p> <ul style="list-style-type: none"> consult with, identify and target vulnerable and marginalised groups* include support to increase the capacity of those furthest behind to organise and represent themselves* explicitly target vulnerable and marginalised groups through their PSE

	<p>their enabling environment due to:</p> <ul style="list-style-type: none"> ○ the government; ○ development partners ○ their own effectiveness <p><i>[to define] where partner countries government and development partners articulate the envisioned role of private sector in development co-operation*</i></p> <p>% of development partners' strategies developed in consultation with the government and diverse stakeholder groups</p>			<p>strategy/projects*</p> <p><i>[to define] % of development partners interventions' results indicators reported using disaggregated data*</i></p>
Globally-sourced data		<p>% of partner countries that have (collected by PEFA⁷):</p> <p>% of untied Official Development Assistance (ODA, only applicable to DAC members) – collected by OECD</p> <p><i>[to confirm] % of de facto tied ODA (from existing OECD data)*</i></p>	Assessment of development partners' reporting to OECD-CRS, OECD-FSS and IATI ⁸	

Table 5: Draft revised monitoring framework – complementary evidence grouped by focus area

FOCUS AREA	COLLECTIVE ACCOUNTABILITY AND A WHOLE-OF-SOCIETY APPROACH TO DEVELOPMENT	QUALITY AND USE OF COUNTRY SYSTEMS	TRANSPARENCY OF DEVELOPMENT CO-OPERATION	LEAVING NO ONE BEHIND (LNOB)
COMPLEMENTARY INFORMATION	<p>% of partner countries that include effectiveness principles and objectives in their development co-operation policies*</p> <p>% of development partners that use joint planning processes</p>	<p><i>[to define] indication of whether partner country development co-operation policies define preferred modalities of co-operation*</i></p> <p><i>[to define] % of development partners country strategies that include agreements on co-operation modalities and use of PFM systems*</i></p>		<p>% of partner countries that in their development strategies:</p> <ul style="list-style-type: none"> - include LNOB-related SDGs* <p><i>[to define/confirm] measurement of inclusiveness of vulnerable and</i></p>

⁷ Public Expenditure and Financial Accountability.

⁸ OECD-CRS stands for OECD Creditor Reporting System; OECD-FSS for OECD Forward Spending Survey; and IATI for International Aid Transparency Initiative.

	<p>with other development partners*</p> <p>% of development partners which have complaint/grievance mechanisms in place related to potential negative effects of PSE in development co-operation*</p>	<p>% of funding disbursed to the government sector</p> <p><i>[to define] Development partners' planning timeframes and processes aligned with those of the partner country*</i></p> <p><i>[to define] Development partners main reasons (pre-defined lists of options) for:*</i></p> <ul style="list-style-type: none"> • <i>not aligning to CRFs</i> • <i>under-disbursement of funds</i> • <i>not using PFM systems</i> <p><i>[to define] indication on whether development partners are providing support to strengthen PFM systems (pre-defined list of options)*</i></p> <p><i>[to confirm/define] Indication of whether development partners' policies to strengthen local private sector lead to tied aid</i></p>		<p><i>marginalised groups in accountability mechanisms*</i></p>
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5. How the revised framework responds to key ambitions of the reform

Provides evidence that better responds to different country contexts⁹ and co-operation modalities, as well as to the roles of a broader range of co-operation actors. This proposal draws on the previous work to develop a monitoring approach for Fragile and Conflict-Affected Situations (FCAS) (see Box 1 below). It also includes provisions for several specific elements that speak to various modalities, actors, and contexts that are increasingly important for some partner countries, including for example middle-income countries and graduating LDCs. These include: a new assessment for monitoring the Kampala Principles for Effective Private Sector Engagement (PSE) in Development Co-operation; and an auxiliary component that focuses on how Southern partners view and hold themselves to account for their co-operation. It also includes a new approach to recognise the efforts of bilateral donors to support the effectiveness of the multilateral system, which can be of particular interest to bilateral partners that increasingly channel resources through multilateral partners. These new elements, which speak to various modalities and actors, aim to increase the relevance of the evidence for different country contexts. The scope of co-operation flows captured through the new framework is also increased, by: (1) expanding to capture beyond-ODA flows such as loans that do not meet the ODA concessionality criteria, and (2) encouraging more institutionalised reporting of large foundations that work with, and operate as funders to, partner country governments.

⁹ One element under exploration, but still not reflected in this proposal is whether and how the monitoring framework should also reflect how development co-operation might look different in partner countries with different levels of centralisation. This was raised in the consultations [primarily by development partners] as a suggestion that the monitoring framework needs to take into account differences in how they co-operate with partner country governments in countries which have a federal system and/or are in various states of decentralisation.

Box 1: Tailoring the monitoring to fragile and conflict-affected situations

The contours of a [tailored approach for monitoring effectiveness in fragile contexts](#) were endorsed by the GPEDC Steering Committee in April 2019. The proposal included improvements to the process and adjustments to the content, some of which need to be contextualised within the current broader reform of the monitoring. The below reflects how the suggested approach is incorporated.

Process. The tailored proposal suggested a more flexible approach and greater support to the multi-stakeholder process, to be provided through a system of focal points in the country. Within the current reform, moving to an “open wave” approach - with countries choosing to participate when most feasible for them – would facilitate participation of fragile states. Furthermore, the suggested system of country-level champions (see Section 3), is in line with what the tailored approach had foreseen.

Content. Given sensitivities in identifying conflict-affected situations, it is proposed that the adjustment allows countries to voluntarily identify themselves as such. This could happen in the preparatory phase of the monitoring through exchanges between country focal points and the JST and/or through the reporting tool, which could include some questions that can be responded to only when applicable to the specific context. Some examples of proposed adjustments include the following:

- Collective accountability
 - Where possible, the information collected on collective accountability would be adjusted to account for elements that might be more relevant to conflict-affected situations (e.g. Increasing emphasis on dialogue, existence of regular assessments).
- Quality of country systems:
 - Under the current assessment of the quality of national development strategies, partner countries will be also able to indicate (if applicable) whether their national development strategies respond to issues raised in a national conflict assessment or whether they have undertaken such an assessment.
 - Under the current indicator on development partners’ use of CRFs, for development partners’ interventions (when applicable depending on country context) it will also be possible to indicate alignment to objectives drawn from the national conflict assessment (when relevant).

Complementary evidence. The suggested complementary information/data points to be collected at country level (i.e. key reasons for not aligning to CRFs and not using PFM systems) will provide elements that will allow for contextualisation of results to different contexts (including in conflict-affected situations).

Adheres to the fundamental commitment-based approach of GPEDC monitoring, with attention to protecting comparability of data over time. The draft framework has been developed carefully with attention to ensuring that core data points are linked directly to commitments. The issue of data comparability – a priority for many stakeholders – has also been carefully considered. Annex I, which summarises the proposed approach for each contour, explicitly refers to both these aspects. In relation to this, the proposal complies with the ambition of the reform (agreed in the 19th SC meeting) to “continue to address the ‘unfinished business’ of the aid effectiveness agenda” given that no main areas of measurement are proposed to be dropped when compared to the previous framework (which in turn tracked the indicators related to the “unfinished business” of the aid effectiveness agenda).

Responds to calls for a simpler GPEDC monitoring exercise but does not propose a drastically leaner framework in terms of the overall scope and burden of reporting. The revised monitoring aims to reduce complexity through an improved monitoring process, with clearer roles, designated country-level champions and a longer timeframe for data collection (see the *Issues B* paper “[Occurrence of the monitoring exercise](#)” for details on the proposal) to allow partner countries to align and strengthen existing processes at country level. In terms of simplifying the framework, the proposal clearly distinguishes between information generated through the GPEDC monitoring exercise and that which draws on data generated through other global processes. This distinction helps to show those indicators that require data collection at country level through the GPEDC monitoring exercise, and those for which there is no reporting burden as data is generated through other global processes (not as part of the GPEDC monitoring exercise), and compiled by the JST.¹⁰ However,

¹⁰ This globally-sourced data corresponds to three core data points: (1) the previously-labelled indicator 4 on transparency, which is based on assessments of development partners reporting to the OECD Creditor Reporting Systems (OECD-CRS), the OECD Forward Spending Survey [OECD-FFS] and the International Aid Transparency Initiative [IATI]; (2) indicator

the framework proposal does retain nearly all of the existing indicators. Various data points are suggested to be removed when they have not provided useful evidence or not generated information useful to support accountability and progress in the implementation of the commitments. On the other hand, to respond to multiple demands from stakeholder consultations, new data points have been added. Therefore, in this sense, the overall scope of reporting is not drastically reduced. **Removing elements from the framework would require a political, possibly negotiated, decision on whether to drop major existing measurement areas, and if so, which ones.** Feedback generated during this e-consultation could aim at seeking views on what could be dropped with the aim for the Co-Chairs to present a proposal to the SC for decision at the 22nd meeting expected to take place in December 2021.

Maintains GPEDC’s ability to report on three SDG indicators generated through the monitoring exercise. In line with this explicit ambition of the reform, the proposal provisions for a continuation of the requisite data collection on SDG indicators 5.c.1 and 17.15.1, and to the approach for calculating 17.16.1. If the exercise is carried out in open waves (see option 1 in the analytical *Issues B* paper “[Occurrence of the monitoring exercise](#)”), with sufficient capacity, the JST would be able to regularly report data for SDG review and follow-up by providing country data after each wave and global aggregates on a rolling basis (see the analytical *Issues B* paper “[Linkages between monitoring process and SDG reporting](#)”).

Addresses the expectations for a more whole-of-society representation of development co-operation by emphasising this in data collected and generated by the monitoring. The whole-of-society focus comes through in (1) the headline emphasis on this as one of the four focus areas, (2) the envisioned participation of all constituencies in the Action Dialogue, and (3) the additional data expected on the role of parliaments, the flows from larger foundations, and the overall scope of additional contextual data under the collective accountability/whole-of-society focus area. Participation of other constituencies in direct data collection/reporting remains limited. Data collection and reporting is still to be led by partner country governments, with partner country governments and development partners responsible for the greatest share of reporting. The exceptions to this will be (a) CSOs continuing to report on enabling environment, (b) smaller/domestic foundations and trade unions proposed to now also report on enabling environment (exact reporting format needs to be decided), (c) CSOs and trade unions proposed to report directly to the new Kampala Principles (KPs) assessment, and (d) larger/funding foundations which work directly with government are encouraged to report on development partner/provider indicators. The reason for limiting to these exceptions is due to the added complexity that would be inherent to such an approach as well as to the difficulties that this would generate in communicating the results.

Considers different systemic issues at the country level. The revised monitoring framework looks at different country systems and processes (see Table 6). In addition to the systems indicated in the table, the GPEDC monitoring also contributes to national reporting on the implementation of the SDGs by generating evidence for three SDG indicators (5.c.1, 17.15.1, 17.16.1¹¹), and providing countries with evidence-based inputs that can be directly included in [SDG] Voluntary National Review (VNR) reports, noting however that in-country co-ordination on SDG reporting is often required, depending on a country’s institutional set-up.

Table 6. How the monitoring looks at different country systems and processes

Country systems and processes	What the monitoring measures	Main focus area	Other relevant focus areas
Planning	Whether partner country governments have quality national development strategies and CRFs The extent to which development partners align to those strategies and CRFs (SDG 17.15.1)	Quality and use of country systems	Collective accountability and whole-of-society approach to development (involvement of CSOs/private sector and other actors in the

10 on untying on aid, with data under custodianship of the OECD-DAC Working Party on Statistics (WP-STAT); and (3) indicator 9a on the strength of PFM systems (PEFA assessment data). This recognises the importance of continuing to track the associated underlying commitments.

¹¹ Country-level data are generated for SDG indicators 5.c.1 and 17.15.1 when completing GPEDC related indicators (8 and 1a respectively). SDG indicator 17.16.1 is generated by participating in the Global Partnership monitoring exercise. It is a composite indicator that determines that a country has made ‘progress’ if a majority of indicators that the country reported on show an improvement.

			development of national strategies) LNOB (targeting vulnerable and marginalised)
Monitoring	Whether partner country governments have progress reports on their national development strategies The extent to which development partners use results indicators from CRFs in the development of their interventions	Quality and use of country systems	
Data and statistics	Whether government data is available to follow up on the implementation of development strategies The extent to which development partners use government data and statistical systems to monitor implementation of their interventions	Quality and use of country systems	LNOB (data disaggregation)
National budget	Whether partner country governments record development co-operation on national budgets (based on information received by development partners)	Quality and use of country systems	Collective accountability and whole-of-society approach to development (sharing information on development co-operation with parliaments)
Public financial management (PFM)	The quality and whether partner country governments strengthen the quality of their PFM systems (budget execution, auditing, financial reporting, procurement) The extent to which development partners use those systems when channelling their funding to the public sector	Quality and use of country systems	
	Whether partner country governments have systems in place to track and make public allocations for gender equality and women empowerment (SDG 5.c.1)	LNOB	
Information management systems for development co-operation	Whether partner country governments have information management systems to report on development co-operation The extent to which development partners report to those systems and to global systems and standards	Transparency	
Accountability for development co-operation	Whether partner country governments have inclusive, regular, transparent, results-focused collective accountability mechanisms, captured in a policy framework	Collective accountability and whole-of-society approach to development	LNOB (inclusion of vulnerable and marginalised groups)