**Second Meeting of the Open Working Group on Monitoring Effectiveness in
Fragile and Conflict-Affected Situations**

**Held:** 2pm-4pm, 16 October. Virtual meeting.

**Participants**:

Members of the open working group (in alphabetical order; also see table below)
- **Mr Bienvenu Hervé Kovoungbo**, Directeur de la Coopération Multilatérale Co président du Groupe de Travail International de mise en œuvre du New Deal Ministère de l'Economie, du Plan et de la Coopération, Central African Republic
- **Dr. Erin McCandless**, Associate Professor, School of Governance, University of Witwatersrand, South Africa, and Research Director, Forging Resilient Social Contracts, and Civil Society Co-chair of the International Dialogue on Peacebuilding and Statebuilding Implementation Working Group, Civil Society Platform for Peacebuilding and Statebuilding (CSPPS)
- **Mr Habib Mayar**, Deputy Secretary General, g7+, and GPEDC Steering Committee member, Afghanistan
- **Ms Laurel Patterson,** Senior Policy Advisor, Crisis, Fragility and Resilience, UNDP
- **Mr Loïc Chemo**, Ingénieur Statisticien, Diplômé en Gestion de la Politique Economique Secrétaire du Comité Multi-Partenaires MINEPAT/SG/DSR, Cameroon
- **Mr. Mustakim Waid**, Senior Policy Advisor, Office of the Prime Minister, Federal Republic of Somalia (via video connection) Somalia
- **Mr Patrick Rabe**, Directorate-General Development and Cooperation – EuropeAid, Unit B2 Fragility and Resilience, European Commission
- **Mr Steen Andersen**, Fragile, Conflict and Violence Group (via video connection) World Bank Group; Stephanie Longden, Australian Delegation to the OECD Department of Foreign Affairs & Trade
- **Mr Musa Ansumana Soko**, Founder & Executive Coordinator, Youth Partnership for Peace and Development and Chairman, Sierra Leone Civil Society WASH Network, and Civil Society Platform for Peacebuilding and Statebuilding (CSPPS) representative, Sierra Leone

IDPS Secretariat
- **Dr Kathryn Nwajiaku**, Head IDPS Secretariat, OECD

INCAF Secretariat
- **Ms Rachel Scott**, Team Lead, Crisis and Fragility, OECD

Global Partnership Steering Committee Co-Chairs
- **Ms Lisa Royaee**, Federal Ministry for Economic Co-operation and Development, Germany
- **Mr Jirka Vierhaus**, Head of Support Office, GIZ, Germany

Global Partnership Joint Support Team
- **Ms Hanna-Mari Kipelainen**, Senior Policy Analyst and GPEDC JST Team Lead, OECD
- **Ms Yuko Suzuki**, Global Policy Advisor and GPEDC JST Team Lead, UNDP
- **Mr Alejandro Guerrero**, GPEDC Monitoring Co-ordinator, OEDC

- **Ms Rebekah Chew**, Policy Analyst, OECD
- **Ms Piper Hart**, Programme Analyst, UNDP

Institute for State Effectiveness
- **Ms Nelly Mecklenburg**, Program Officer, Institute for State Effectiveness
- **Ms Aleks Sladojevic**, Program Officer, Institute for State Effectiveness

**Apologies:**
- **Ms Emily Rainey**, Fragility and Conflict Section, Governance, Fragility and Water Branch, Development Policy Division, Department of Foreign Affairs and Trade; Stephanie Longden, Australian Delegation to the OECD Department of Foreign Affairs & Trade
- **Mr Marc Anglade**, Cadre de Coordination de l'Aide Externe au Développement, Le Ministère de la Planification et de la Coopération Externe, Haiti
- **Ms Yallena Cica**, Senior Policy Analyst, Planning and Deployments Division, Peace & Stabilization Operations Program (PSOPs), Canada

**Key discussion points:** The below points were raised by the working group during the meeting.

1. **Recap on scope and objective of this work** (detailed in full for the benefit of those who could not make the meeting)
   - The objective of the OWG as set out in the OWG terms of reference is to - where current monitoring efforts do not suffice and data are needed to inform scaled efforts - guide the development of a monitoring approach to track progress on the identified actions for more effective development co-operation in fragile and conflict affected situations (FCAS).
   - The aim of a monitoring approach that is tailored to FCAS is to: deliver relevant data to track progress on effectiveness in FCAS; provide a feedback loop to inform scaled up international efforts in FCAS; and spur dialogue on bottlenecks.
   - In addition to the Global Partnership's renewed mandate in the 2016 Nairobi Outcome Document that requested the Global Partnership to adapt its monitoring to reflect challenges of the 2030 Agenda, this work is in response to feedback received in past and current Global Partnership monitoring rounds. The feedback included that Global Partnership monitoring needs to be better tailored to reflect context specificity in FCAS, noting that there are some challenges that are unique to FCAS, and others that are similar to other contexts but often more pronounced. As a result, the Global Partnership needs to look at whether relevant issues are covered in its monitoring approach. In addition, Global Partnership monitoring also needs to deliver more nuanced, targeted and relevant data that tracks incremental progress in these contexts. It was noted during the meeting that the current monitoring approach, while relevant, could be broken down into smaller steps to track incremental progress and look more closely at some of the actions that are building blocks to achieving the bigger aims set out in the framework. Development partners raised concerns on the monitoring process in FCAS particularly where legitimacy challenges exist.
   - In considering what a tailored monitoring approach could look like, the end result should be:
     - A light approach – capacity, resources, timing are particularly challenging in FCAS and thus a tailored approach for FCAS will mean a light approach. While there are many important

issues to track, the OWG's guidance on which issues are the most critical to track to deliver useful and relevant data will be invaluable. There are 10 indicators in the current monitoring framework. This exercise will not result in an additional set of indicators on top of the current 10. It could result in an alternative, light (less than 10) module, containing some adapted indicators and some new indictors, that countries can opt to report on if more relevant to their context. This was welcomed by the working group.

- o A balanced approach – the current Global Partnership monitoring framework is voluntary, country-led, and a multi-stakeholder effort. This will continue to apply for any new approach. The current monitoring framework is a balance of tracking the behaviour of all stakeholders, and this would remain essential for a tailored approach in FCAS.
- o This work and the aim of the OWG is not to develop new commitments. Effectiveness commitments have been made and they are mapped out in the paper that was circulated prior to the meeting. The aim is also not to create or monitor new ideas or new actions. The aim is to ensure that the evidence that the Global Partnership delivers on effective development co-operation in FCAS is relevant and useful to actors in this space. This was welcomed by the working group.

- In addition to adapting 'what' is monitored, the monitoring process and 'how' the monitoring exercise is carried out will need to be considered. Experience of the Global Partnership in supporting countries in FCAS with the monitoring exercise is that they often require additional support. In thinking about the monitoring process, one issue that the OWG could consider in future is how to keep the monitoring process as voluntary, country-led and multi-stakeholder but with additional support where needed. This is important as the monitoring exercise itself is an opportunity for capacity building.

- On the process for developing this tailored approach, it is important to note that the OWG is guiding this work, however, it will benefit from broader consultation (see slide 3 below), including:
  - o Current and past Global Partnership monitoring rounds, including light country testing. The Global Partnership has strong, ongoing engagement with FCAS and will leverage these relationships to ensure that the views of partner countries are embedded in this work. Participation rates are detailed below:
    - 18 of 20 g7+ countries participated in 2016, and there are currently 18 participating in 2018
    - 44 of the 55 countries included in the 2016 OECD fragility framework participated in the 2016 monitoring round, and 42 of the 58 countries included in the 2018 OECD fragility framework (OECD States of Fragility report) are currently participating in the 2018 monitoring
    - 12 of the 15 extremely fragile contexts (OECD States of Fragility report) are participating in the 2018 monitoring round, and all 3 of the 'most extreme fragile' contexts (OECD States of Fragility report) in both the 2016 and 2018 fragility frameworks (Somalia, South Sudan and CAR) participated in the 2016 monitoring round and are participating in the 2018 monitoring round.
  - o The Global Partnership Steering Committee, consisting of over 20 members representing diverse constituencies, will provide a sounding board for this work. The Steering Committee will be updated and provide feedback on the direction of the work when it meets next on 30 November 2018.

o International engagement and entry points wherever feasible. This includes updates to the constituencies of the IDPS (i.e. INCAF, g7+ and CSPPS), international events including the upcoming Korea GPEDC Learning and Accelerating Programme held during the Busan Global Partnership Forum in November 2018, engagement with development partners working in fragile contexts, engagement with relevant GPEDC Partnership Initiatives including the CSO Task Team, and other opportunities to consult where possible.

**Slide 3: Process and timeline**
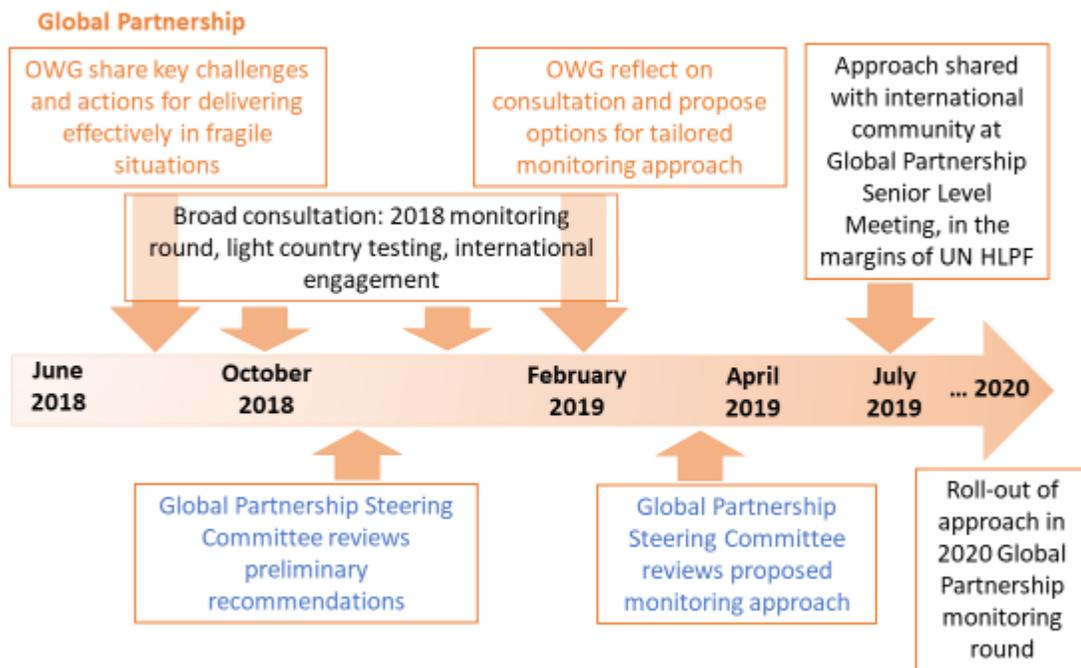


2. **Comments on the draft paper (part 1 of 2).** The draft paper that was circulated was well received with a few comments made during the meeting

- The paper was noted as providing a good starting point by summarising and providing an overview of challenges to delivering effectively in FCAS.
  - o It was suggested that the paper does not have enough on how to adapt the monitoring approach. It will not be possible to assess all the challenges and look at all the actions and all the ways in which we could monitor effectiveness in FCAS. There is a need to be focussed. There are other monitoring efforts out there that are covering some of the issues that the paper touches on but we could focus more specifically on the Global Partnership monitoring and the issues covered.
  - o In response it was noted that listing the commitments in the paper is useful to frame the work and clearly state and map where the commitments lie but does not constitute the breadth and scope of what will be monitored. It was important to start broadly with the issues and challenges to delivering effectively in FCAS in order to better understand how we need to adjust the monitoring. It is clear that some challenges are unique to FCAS (e.g. nexus), while others are similar to other contexts. Starting from identification of the challenges has enabled reflection on what is in the monitoring framework, and other challenges that fall outside the monitoring framework.

- It was reiterated by partner countries that the effectiveness commitments that have been made are sufficient if they are implemented. Further commitments are not desired but a revitalisation and implementation of the existing commitments is.
- It was noted that consideration is also being given to other monitoring efforts and the lessons that can be drawn to inform this work.

- It was suggested that it is important to also include in the paper more on the background to this work as stated at the start of this meeting, and an overview of the stated challenges for the existing monitoring for FCAS. This 'problem analysis' around the actual monitoring will be important to ensure that the OWG is on the same page, and can assist in providing helpful, targeted and relevant responses.
- It was suggested that the importance of fragility assessments could be included in a chapeau to the 4 categories given in the paper, and integrated into the tailored monitoring approach to be developed.
- Several written comments were received that the section on country ownership could be reframed to stress the need for capacity development in order to support ownership. Limited investments have been made in country systems and national capacities and institutions remain weak. Often in the most fragile settings, donors provide funds to NGOs or via bilateral channels. This relates to the first challenge area on lack of trust. Need to consider more creatively how we can invest in country systems while also managing the risks associated with it.
- Other written comments were received and will be reflected in the next iteration of the paper.

3. **Discussion of critical action areas and direction for a tailored monitoring approach.** The discussion covered several action areas that could be considered in developing a monitoring approach for FCAS.

- Discussion revolved around **the importance of country ownership and capacity development**, including how to strengthen ownership and capacity, and monitor progress. Capacity development was raised several time in the context of country ownership.
  - The criticality of country ownership and use of country systems (UCS) was raised. It was noted that UCS needs to be understood in more detail and perhaps from an incremental perspective. Need to consider which country systems are weak and how development partners invest in them.
  - The Pathways for Peace report found that one key area for governments to build legitimacy with society - particularly in fragile contexts - is to develop and use country systems for service delivery. Consideration is needed on which country systems are the most important to invest in to build country ownership.
  - An example of budget support in Somalia was provided and it was noted that this support has allowed the government to better align development co-operation. It has also enabled Somalia to meet vital benchmarks. This has built a strong bond between the government and its development partner. It has also enabled the government to negotiate with other development partners on how they are providing their development co-operation. Direct budget support was highlighted as transformational for the government in this example. It was noted that budget support enables the government to closely monitor the impact of this type of support.

- o It was stressed that governments in FCAS have a challenge in accessing adequate resources, and absorptive capacity challenges in managing the resources received.
- o Fragmentation was raised as an issue that impacts country ownership. It was noted that to address this issue of fragmentation, development partners need to be aligned – both among themselves and with national policies.
- o It was stressed that the ownership and the voice of partner countries needs to be heard. Leadership on the part of the government is important, but need to remember that these governments operate in fragile contexts. Sometimes there are armed groups and the government doesn't have the capacity to intervene.
- o With regard to the New Deal principles, it was highlighted that the 'FOCUS' principles are not monitored by the Global Partnership. The principle of 'strengthen capacities', which is prominent in the 'TRUST' principles, also does not feature.
- o It was suggested that capacity could be its own indicator, potentially under 'country ownership'. It was noted that it would be useful to include capacity building in a tailored approach to FCAS to be able to speak to progress on the other indicators.

- The issue of government **legitimacy, trust, and inclusive processes** to setting national priorities was tied to the discussion on strengthening country ownership.
  - o One aspect of ownership, building state legitimacy, and bridging the gap between government and citizens, is that countries have to identify the challenges that they are facing in an inclusive manner and define their priorities accordingly. It was noted that there are other monitoring approaches that capture inclusivity.
  - o It was reiterated that trust between government and civil society is very important, in addition to trust between government and their development partners. When government institutions are weak, there is no trust between citizens and the government. Several stressed that focus needs to be on building capacity of the government. It was also noted that strengthened national systems will in turn allow development partners to trust the government.
  - o It was suggested that development partners need to assist government to deliver basic services for their citizens to build legitimacy and trust between government and their citizens. Concrete actions through capacity building to reinforce the ability of the government are needed to do that.
  - o It was noted that direct budget support, or development co-operation that strengthens ownership, will encourage citizens to hold the government accountable for the resources that they receive. If the money is not flowing through the government then citizens cannot hold them accountable for how it is spent.
  - o On peacebuilding, it was noted that budget support has enabled a shift in country from political dialogue to start to create trust and ownership of the government.

- Much of the discussion touched on **risk**; how to define, share, and manage risk collectively, and monitor this in FCAS.
  - o A question was raised on how to address risk impediments. Trust and risk aversion were noted as paramount, and find innovative ways to address this is imperative.

- o Fragility/risk/conflict/ context assessment is key for building consensus around risk and conflict drivers, which can support building of trust. These assessments need to be conducted at the beginning of engagement in country and their occurrence could be monitored.
- o A far more rigorous approach to risk management is needed. It needs to be multidimensional and more attention needs to be dedicated to creating the platforms to reflect on risks and how they impact each other, and ensure this translates into adapted or new interventions that prevention escalation or mitigate shocks and crises. Need to find a concise way to monitor how we manage risks together.

- The issue of how **national priorities and results** are framed and reported on was raised.
  - o It was noted that often interventions are not effectively targeted or sustained over time. Collective understanding of risks and regular monitoring is needed, in addition to investments from development partners that stay the course. The challenges faced in fragile settings and required interventions call for risk taking and will not always meet the high expectations donors have on value for money.
  - o It was noted that on national priorities and results, adjustments could be made to existing indicators to track progress in the context of FCAS.
  - o A question was raised on how we can use the monitoring to ensure that we are leaving no one behind in FCAS. The UN just approved guidelines on leaving no one behind.
  - o It was noted that a study being done by the German evaluation institute on how much the context of fragility affects the quality of development cooperation. Some of the aspects of this study could be interesting and a paper will be shared once available.

- **The importance of civil society** was raised several times, and often linked with strengthening country ownership.
  - o It was noted that the current Global Partnership civil society indicator is vague, and that 'quality' engagement could be strengthened with concepts like 'engagement in political dialogue, and decision-making' rather than just delivering development.
  - o It was also noted that civil society space is shrinking in 50% of the world according to the latest CIVICUS report. A question was raised on how civil society participation could be stronger in the area of monitoring, and citizens' perspectives be captured. How do we ensure that CSO space is enabling and civil society is informed to participate. Every context has their own peculiarities. The indicators need to be adjusted to ensure that we are adequately capturing this.

- Several suggestions were made with regard to **strengthening humanitarian, development peace coherence.**
  - o Discussion is needed on how to infuse fragility/risk/conflict context assessment into monitoring process (a 'monitoring approach' issue) / could possibly be infused into indicator 1b.
  - o Need to evaluate what has not worked in terms of interventions or development across the nexus.

- o Humanitarian, development and peace activities occur in parallel. It is very hard to monitor the results. It was noted that there are a lot of players intervening at the same time but there is no coordination between them. If they worked together, and in line with national priorities, it would mean that country governments would know that the support received is aligned.
- o Humanitarian interventions are often larger in FCAS. These are often delivered through other mechanisms, not through government. There have been a number of pilots on nexus delivery between UN and World Bank. In Yemen, OCHA is lead on humanitarian side, and working with the World Bank to provide a joint data platform. These examples are relevant pilots and offer lessons.
- o It was highlighted that managing risk impacts trust. It would help to build coherence where it is currently fragmented, including on coherence across humanitarian, development and peace activities.

- **Monitoring process**
  - o Partner countries noted their limited capacity when it comes to the monitoring processes. Partner countries noted that technical assistance from development partners will be important with regard to the monitoring process.
  - o A question on whether additional financial commitments to support the monitoring process will be part of the OWG discussion at some point. It was noted that this is not the focus of the OWG. The aim is to first focus 'what' the Global Partnership needs to monitor to provide relevant data, and then look more closely at 'how', which may touch on resources for monitoring but not seek out commitments in this regard.
  - o The clarification at the beginning of the meeting on a light approach was welcomed. It was noted that focussing on a subset of the current indicators could be useful, particularly on the UCS and results frameworks, and drilling down on what makes sense in fragile contexts in these areas.
  - o The challenge of the monitoring exercise as a process in FCAS was raised. It was noted that even if a light approach is developed, we will need to be realistic on what is feasible in practice. Development partners noted that in some contexts they are unable to participate in the data collection at all. Sometimes this is due to trust, sometimes legitimacy.

4. **Next steps:**
   - The Global Partnership Joint Support Team will produce a light summary of the meeting and circulate shortly (this document).
   - A next iteration of the draft paper (part 2 of 2) will be developed to help move from a broad approach to a more narrowly focussed way to move forward.
   - The Global Partnership Steering Committee will be consulted on the direction of this work on 30 November.
   - Consultation with the OWG be iterative to guide the process going forward, including through written input prior to the next meeting of the OWG, which is planned for early 2019.

**Participants of the open working group:**

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| Fragility and crisis units within multilateral organisations | **World Bank Group**: Mr Steen Andersen, Fragile, Conflict and Violence Group |
| | **United Nations**: Ms Laurel Patterson, Senior Policy Advisor, Crisis, Fragility and Resilience, UNDP |
| OECD-DAC Member States that represent International Network on Conflict and Fragility (INCAF) [1] | **Australia**: Ms Emily Rainey, Fragility and Conflict Section, Governance, Fragility and Water Branch, Development Policy Division, Department of Foreign Affairs and Trade; Stephanie Longden, Australian Delegation to the OECD Department of Foreign Affairs & Trade |
| | **European Commission**: Mr Patrick Rabe, Directorate-General Development and Cooperation – EuropeAid, Unit B2 Fragility and Resilience |
| | **Canada**: Ms Yallena Cica, Senior Policy Analyst, Planning and Deployments Division, Peace & Stabilization Operations Program (PSOPs) |
| g7+ group of fragile and conflict-affected states [2] | **Afghanistan**: Mr Habib Mayar, Deputy Secretary General, g7+, and GPEDC Steering Committee member |
| | **Central African Republic**: Mr Bienvenu Hervé Kovoungbo, Directeur de la Coopération Multilatérale Co président du Groupe de Travail International de mise en œuvre du New Deal Ministère de l' Economie, du Plan et de la Coopération |
| | **Haiti**: Mr Marc Anglade, Cadre de Coordination de l'Aide Externe au Développement, Le Ministère de la Planification et de la Coopération Externe |
| | **Somalia:** Mr Mustakim Waid, Senior Policy Advisor, Office of the Prime Minister, Federal Republic of Somalia |
| Partner countries engaged with Global Partnership monitoring | **Cameroon**: Mr Loïc Chemo, Ingénieur Statisticien Diplômé en Gestion de la Politique Economique Secrétaire du Comité Multi-Partenaires MINEPAT/SG/DSR |
| | **Solomon Islands**: (tbc) |
| Civil Society Platform for Peacebuilding and Statebuilding (CSPPS) [3] | **Civil Society Platform for Peacebuilding and Statebuilding (CSPPS)**: Dr. Erin McCandless, Associate Professor, School of Governance, University of Witwatersrand, South Africa, and Research Director, Forging Resilient Social Contracts, and Civil Society Co-chair of the International Dialogue on Peacebuilding and Statebuilding Implementation Working Group |

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[1] One of three member constituencies of the International Dialogue on Peacebuilding and Statebuilding (IDPS)
[2] Ibid.
[3] Ibid.