

**DEVELOPMENT CO-OPERATION DIRECTORATE  
Development Assistance Committee**

**Working Party on Aid Effectiveness**

**SUMMARY RECORD OF THE 19th MEETING**

**28-29 June 2012  
Paris (UNESCO Headquarters)**

*A draft of this summary was circulated to WP-EFF participants on 3 August 2012 for review [DCD/DAC/EFF/M(2012)4/PROV].*

*This final version addresses comments received from Colombia, Germany and Honduras on or before the deadline of Friday 24 August 2012. Corrections have also been introduced in the list of participants (Annex A).*

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## **Introduction**

1. Mr Hans d'Orville, Assistant Director-General for Strategic Planning, UNESCO, welcomed participants to UNESCO Headquarters for this important meeting of the WP-EFF. In his remarks, he pointed to the importance of the new Global Partnership for Effective Development Co-operation emerging from the Fourth High-Level Forum on Aid Effectiveness (HLF4), highlighting experiences from the education sector to illustrate the potential of such a partnership to advance global goals.

2. Mr Talaat Abdel-Malek, Chair of the Working Party on Aid Effectiveness (WP-EFF), opened the meeting. In doing so, he thanked UNESCO and the UN Development Group for hosting the meeting, and went on to outline the importance of the consensus reached to date and the decisions to be taken by the meeting in relation to the Global Partnership.

### **Agenda item 1: Where have we come from? Why a Global Partnership for Effective Development Co-operation?**

3. Mr Bert Koenders, Special Representative of the UN Secretary-General in Côte d'Ivoire and former WP-EFF Co-chair, moderated a panel discussion providing participants with an opportunity to reflect on the origins and background to the Busan agreement, and the context within which the new Global Partnership has emerged. In his introductory remarks, Mr Koenders stressed the importance of ownership by developing countries involved in development co-operation, identifying areas in which the Busan agreement illustrates recent changes in global relations and pointing to the importance of the consensus reached in Busan.

4. Mr Brian Atwood, DAC Chair, addressed the meeting by video. He stressed the changing nature of development co-operation, and pointed to the need for an appropriate structure to take forward the agreements reached in Busan. He noted the important role of the Post-Busan Interim Group in developing proposals for discussion by the WP-EFF. Mr Atwood reaffirmed the willingness of DAC members to deepen implementation of their commitments and play an active role in collaboration with others through the Global Partnership.

5. In the discussion that followed, panellists were invited to share their views on the most important changes brought about by the Busan agreement. Mr Chhieng Yanara (Cambodia) emphasised the importance of continued – and more inclusive – efforts towards effective co-operation, with a particular perspective on mutual accountability. He spoke of the need for continued aid flows, along with revisiting the role aid should play, emphasising the linkages between aid and non-aid forms of development finance, and the need for aid to play an increasingly catalytic role in development. Mr Gerardo Bracho (Mexico) noted that the evolution from the Paris Declaration agenda to Busan had brought with it complexity and ambiguity which, while at times challenging, better reflects the world in which we live. Shifting centres of wealth and an expanding global development agenda mean that greater focus is placed on co-operation, complementarity and synergies, including with south-south co-operation. Mr Antonio Tujan (BetterAid) emphasised the role of aid in enabling governments to support the fulfilment of human rights. He also spoke of the responsibilities of CSOs to be effective in their work, noting that the Global Partnership offers a multi-stakeholder solution to global challenges. Mr John Sullivan (Center for International Private Enterprise) stressed the importance of the joint statement agreed with representatives of the business sector in Busan. He pointed to several examples of development challenges that could be addressed through collective approaches. Mr Ibrahim Mayaki (NEPAD) noted that the post-Busan era calls for a change in values, and the opportunities provided by the Global Partnership as it reflects a changed world and new, inclusive approaches to problem solving.

## **Agenda item 2: Finalising the post-Busan governance and monitoring framework**

### ***Mandate of the Global Partnership for Effective Development Co-operation***

6. The Chair introduced the PBIG proposal for the mandate of the Global Partnership (DCD/DAC/EFF(2012)7/REV1), reminding participants that this was the result of an extensive consultation process and reflected the agreement reached within the PBIG. The Chair invited the WP-EFF to approve section I of the proposed mandate (*Overall Objectives and Core Functions of the Global Partnership*). There were no objections in response to the Chair's proposal.

7. In presenting section II of the document (*Working Arrangements*), the Chair emphasised that the proposed composition of the Steering Committee sought to strike a balance between efficiency and representativeness. Over the course of the discussions, the Chair noted several requests for seats on the Steering Committee (AU, BetterAid, BIAC, Pacific Islands, UCLG). These requests related both to the allocation of seats within the proposed committee size as well as to the addition of seats to the proposed composition. BetterAid emphasised the multi-stakeholder nature of the Global Partnership and proposed to add a co-chair drawn from non-executive stakeholders alongside the other three co-chairs proposed. It also recommended that steps be taken to ensure the representation of trade unions in the Steering Committee and that a second seat for CSOs be added to the Committee in view of the diversity of civil society. Several participants cautioned against re-opening the composition of the committee and urged the meeting to endorse the PBIG proposal (Denmark on behalf of Nordic+, EU, France, Germany, Greece, IPU, Japan, Korea, New Zealand, Rwanda, UNDP/UNDG, United Kingdom, United States).

8. The Chair acknowledged the range of legitimate requests for additional seats, while at the same time pointing out that it would not be possible to achieve a manageable and efficient working structure if all of these requests were to be accommodated. Noting that it would be particularly difficult for the plenary to discuss each request in detail, the Chair concluded that – in line with the majority view – the proposed composition of the committee would be endorsed with no changes. The Chair reminded participants that the key forum for political dialogue and decision making in the Global Partnership will be the ministerial-level meeting, which is inclusive and open to all stakeholders endorsing the Busan Partnership agreement. All stakeholders will have the opportunity to play an active role in this platform, while the Steering Committee's role will be to support this platform. The rotational element of committee membership will provide opportunities for the active engagement of different stakeholders within constituencies.

9. BetterAid expressed its concern with the Steering Committee composition endorsed by the meeting, emphasising the differences between intergovernmental and multi-stakeholder processes and reiterating that the Busan framework extends beyond governments to a much broader range of stakeholders. BetterAid concluded that it would need to go back to its constituency on this issue. Nevertheless, it expressed a commitment to remain engaged in the Global Partnership and to contribute actively to the work of the Steering Committee beginning with its first meeting.

10. Discussions on the Steering Committee highlighted the importance of consultation and representativeness in the work of the committee, with some participants calling for clarification and/or that further consideration be given to working methods that will ensure transparency and accountability in the work of the committee (CARICOM, Germany, New Zealand). The Chair concluded that the Steering Committee should seize the opportunity presented by the high level of interest in its work to identify ways of broadening and deepening its consultation with, and representation of, all those that endorsed the Busan agreement.

11. BetterAid called for more frequent meetings at both the ministerial level and of the Steering Committee, for the incorporation of HLF4 Building Blocks into the work of the Global Partnership, and for gender equality at all levels of the governance structure of the Global Partnership. The Chair welcomed

these inputs and invited the Steering Committee to give due consideration to the proposals, while at the same time acknowledging the independent and self-sustaining nature of the HLF4 Building Blocks.

12. Participants representing recipients of development co-operation (Ghana, Rwanda) highlighted the importance of the Partner Country Caucus in facilitating consultations and joint inputs within the constituency and in channelling country-level experiences and lessons learned to the work of the Global Partnership. To reflect this important role, they proposed that the Caucus be formalised and that appropriate support be provided to ensure that the Global Partnership benefits from strong country-level perspectives. The Chair acknowledged the vital role of the Caucus in bringing together the broad range of stakeholders within the constituency and expressed his support for measures to ensure that the Caucus continues to play this important role. Honduras expressed concerns in relation to the existing capacity of UNDP and the OECD to support partner country initiatives within the Global Partnership, and suggested that an assessment of capacity may – along with feedback from partner countries – be helpful in this regard.

### ***Indicators, targets and process for global monitoring***

13. The UK and Rwanda, who had led a group of volunteers from within the PBIG to guide the work in this area, introduced the PBIG's *Proposed indicators, targets and process for global monitoring of the Busan Partnership for effective development co-operation* (DCD/DAC/EFF(2012)8/REV1). In their introductory remarks, they indicated that the proposal reflected a compromise reached through a consultative process, and that the resulting list of indicators was selective in response to the call for a light global framework. They also emphasised the need to draw on existing sources of data in order to avoid creating additional reporting burden. Both stressed that the proposal provided a sufficient basis to move forward despite the need for further technical work in some areas. The UK noted that adjustments might be required in the future given the evolving nature of the Global Partnership. Rwanda mentioned in particular the need for the Steering Committee to pay attention to how best to assess the quality of public financial management systems in the future. The UK and Rwanda invited the WP-EFF to endorse the proposal so that operational guidance for global monitoring can be developed on the basis of the annex contained in the document.

14. Participants expressed broad support for the PBIG proposal, while recognising that more work was needed to further define and/or operationalise some of the indicators, in particular the detail contained in the annex of the proposal (Cambodia, Canada, France, Greece, Honduras, Netherlands, Sweden, Switzerland, World Bank, Zambia). Some participants emphasised that remaining work should be done in a transparent way and through a process open to all stakeholders (Belgium, BetterAid, EU) while others stressed the importance of maintaining strong partner country leadership in the process (Honduras, Switzerland). The EU mentioned the importance of reviewing the indicators in light of the post-2015 development agenda. France raised questions about the periodicity of global monitoring efforts and suggested that a clear timeline be adopted. Several organisations indicated their readiness to support the joint support team in finalising the global monitoring framework through an open and inclusive approach to collaboration. UNDP/UNDG confirmed the readiness of UN Women to help with the refinement of the indicator on gender equality and women's empowerment.

15. The United States confirmed its support for the proposal, noting that the indicators were not intended to prescribe how stakeholders make decisions, nor undermine existing lines of accountability within governments and organisations. It cited the indicator on country systems as an example, indicating that it could not use a single score as the basis for its decision making on the channelling of resources. Noting that there was no single perfect measure of the strength of country systems, the United States suggested that future efforts under the auspices of the Steering Committee could give consideration to the means of measurement in this area.

16. Some participants voiced concerns about the lack of indicators on some themes: fragmentation (ACP, France, Germany, Honduras); institutional development (ACP, Germany; and the catalytic role of aid (Asian Development Bank), suggesting that it would be important to leave space for the discussion of some of these topics in ministerial-level meetings. Some other participants emphasised the need to review measurement approaches in the future: *e.g.* quality of country public financial systems (AU, Rwanda, United States). AWEPA welcomed indicator 6 (aid on budget) and emphasised that parliamentary scrutiny must focus on budget approval. BetterAid emphasised the importance of the inclusive nature of the process underpinning country results frameworks and welcomed the recognition of the importance of the enabling environment for CSOs with the inclusion of an indicator in this area.

17. The voluntary nature of the monitoring process was noted. Some participants highlighted the importance of seeking synergies with the New Deal (EU, g7+, UNDP/UNDG) given the complementary monitoring process being developed under the leadership of the g7+. Some participants emphasised the importance of encouraging the participation of all stakeholders in the process to ensure accountability (Cambodia, Sweden). Colombia welcomed the voluntary nature of the indicators presented, noting that these do not aim to capture South-South and Triangular Co-operation. It noted the relevance of the Building Block on South-South co-operation, suggesting that the forthcoming meeting of the Development Co-operation Forum provides an opportunity to advance discussions in this area.

### **Agenda item 3: From effective aid to effective co-operation: what did HLF4 change?**

18. The objective of the session was to present different stakeholder perspectives and to showcase progress in implementing Busan commitments, highlighting context-specific approaches and solutions.

19. Ghana introduced the proposed common standard for electronic publication of information on resources provided through development co-operation [DCD/DAC/EFF(2012)9]. The proposed standard will provide three types of information: verified historical aid data, current data on aid flows and aid management aspects, and forward-looking data. As called for in the Busan Partnership agreement, it builds entirely on existing standards, including the DAC's Creditor Reporting System and Forward Spending Survey and the IATI standard. Ghana noted that the endorsement of the common open standard would represent significant progress in meeting the needs of developing countries for complete, timely, frequent, forward-looking and disaggregated information on resource flows from providers of development co-operation. Several DAC members highlighted the need for a gradual and flexible approach. UNDP/UNDG encouraged countries and organisations which have not signed up to IATI yet to do so. While additional discussion is needed in this area, the Chair concluded that the proposed standard constituted an important step in implementing the Busan commitment on transparency and could be endorsed by the meeting.

20. Nepal and the Pacific Islands Forum Secretariat emphasised the importance of using regional platforms for knowledge sharing in implementing the Busan agreement and cited the useful role played by the Capacity Development for Development Effectiveness (CDDE) facility. The Pacific Islands Forum Secretariat presented on its use of simple indicators and peer reviews among members to support aid effectiveness efforts.

21. Zambia presented on its recent work on broadening partnerships to new actors (private sector, CSOs etc) and emphasised the importance of close, institutionalised dialogue among all stakeholders in order to promote behaviour change for more effective development co-operation.

22. Ghana emphasised its commitment to further strengthening its institutions and reducing aid dependency. Ghana also presented a new compact, supervised by a high-level steering committee, which will guide strategic choices and ensure greater ownership of the development agenda.

23. Uganda highlighted the recent work of the Building Block on Managing Diversity and Reducing Fragmentation, focusing on joint programming, which is already being implemented in several countries. Uganda also emphasised the need for systematic approaches to identifying under-aided countries and to monitor aid fragmentation. It also expressed an interest in seeing the communication channels between the Building Block and the Global Partnership at large being institutionalised.

24. The European Union presented on recent developments in EU joint programming, explaining how it can reduce aid fragmentation and at the same time increase and enhance transparency and predictability by synchronising donors' planning cycles with partner countries' national plans.

25. UCLG emphasised global trends in decentralisation and highlighted the importance of strengthening local and regional governments and ensuring that these are included in country progress assessments and other monitoring exercises.

26. The OECD presented its recent Development Strategy. Through more knowledge sharing and whole of government approaches, the OECD aims to improve its contribution to global issues such as the fight against illicit flows, the promotion of fiscal transparency and budgeting, and improving policy frameworks for investment. The OECD also asked for advice on how to further reach out to partner country governments in these efforts.

27. Honduras reported on the First Regional Latin American and Caribbean Dialogue on Climate Change Finance that it organised and hosted (2-4 May). It explained that this was a major dialogue after Busan, with four continents (including Asia and Asia-Pacific), 26 countries and 90 participants meeting to discuss the effectiveness of external climate financing and to take stock on the Climate Change Finance Building Block. Honduras also led the organisation of a Steering Committee as a consultative body to help prepare this event, support the implementation of the Building Block and promote intra- and inter-regional learning processes with Asia-Pacific and Africa.<sup>1</sup> The web page Honduras set up for this is [www.financiamientoalcambioclimatico.org](http://www.financiamientoalcambioclimatico.org); this page will also provide guidance and induction on the Busan Building Block on Climate Change Finance. Honduras also noted that it is in the process of revising its development co-operation framework policy to align it with the Busan Partnership agreement.

28. UNDP/UNDG presented on ongoing UN system-wide efforts to promote more effective development co-operation.

29. Portugal emphasised the importance of not losing the political momentum in this process, and expressed its desire to find ways to stimulate work with other actors, especially the private sector.

30. Rwanda welcomed EU efforts on joint programming, and acknowledged alignment to the country's own development strategy as a positive step towards greater country ownership. Rwanda mentioned country-level efforts to broaden dialogue with emerging economies.

31. Better Aid confirmed the engagement of CSOs in the global process, mentioning its efforts in engaging with new groups through workshops and other meetings. A positive recent development was the mobilisation of several Chinese CSOs to engage in the effectiveness agenda.

32. The Chair suggested that each presenter may wish to prepare a one-page brief which could be made available online to give the development community concrete insights into recent developments. He also expressed his gratitude for the intensive consultation process, especially among partner countries, that has taken place and supported agreement on many issues.

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1. See [www.financiamientoalcambioclimatico.org](http://www.financiamientoalcambioclimatico.org). Honduras informs the secretariat that this page will also provide guidance and information on the Busan Building Block on Climate Change Finance.

**Agenda items 4 and 5: Towards the Global Partnership for Effective Development Co-operation – Looking ahead**

33. Opening this session, the Chair acknowledged the contribution by the PBIG which made it possible for the Working Party to deliver on the mandate given to it in Busan in relation to the finalisation of working arrangements for the Global Partnership. He noted major accomplishments since the previous meeting of the WP-EFF in October 2011, at which it was still uncertain whether it would be possible to reach consensus on an outcome document endorsed by the broadest range of stakeholders. The Chair expressed his appreciation for the strong sense of compromise demonstrated by all stakeholders throughout the deliberations before and after Busan.

34. High-level speakers were invited to share their vision for the Global Partnership. Ms Helen Clark, UNDP Administrator (delivering her statement by video), and Mr Angel Gurría, OECD Secretary-General, both pointed to development as a shared concern, stressing the importance of international dialogue as well as mutual learning and knowledge exchange. Mr Gurría said that the momentum built by the Fourth High Level Forum showed what was possible when a wide range of stakeholders come together in the spirit of collaboration and compromise. Ms Clark said that predictable and catalytic development assistance could be a powerful driver of development progress, helping countries to strengthen essential capacities, institutions, services and infrastructure, and attract broader sources of development finance. Both confirmed the readiness of their respective organisations to work together in supporting the Global Partnership and to ensure complementarity with the work of other international fora.

35. The meeting confirmed the appointment of Mr Andrew Mitchell, UK Secretary of State for International Development, as one of the three co-chairs of the Global Partnership. In his address, Mr Mitchell emphasised how the Global Partnership, through its diversity and inclusiveness, represented a turning point for development co-operation. He stressed the importance of traditional donors, partner countries and emerging nations working together, focusing on the achievement of results and ensuring transparency. He indicated that he saw his role as co-chair to keep the ‘Busan agenda’ at the forefront of efforts and to ensure that better development co-operation makes a difference to the lives of poor people. Participants welcomed the UK Secretary of State to this role and shared views on their expectations for the Global Partnership in terms of its inclusiveness, the need to consider all forms of development co-operation, and synergies with other international fora and processes such as the G20, the post-2015 development framework and the UN Development Cooperation Forum.

36. A panel discussion moderated by Ms Sigrid Kaag, Assistant Secretary-General for External Relations and Advocacy, UNDP, highlighted issues of mutual interest that could inform the early work of the Global Partnership. High-level speakers stressed the importance of inclusive dialogue involving all voices at both the international and country level, noting that various stakeholders have a distinct role in supporting national ownership and leadership. Some speakers also emphasised the need to sustain the balance between the “old” and the “new” agendas, pointing out to the need for further progress in implementing the Paris and Accra commitments and continued support to capacity development. At the same time, speakers mentioned that a true partnership would require honest dialogue based on trust, respect and transparent mutual accountability. They considered that the Global Partnership provided a good platform to share diverse perspectives, knowledge and experience. In this context, the importance of regional dialogue was mentioned. Speakers also welcomed the opportunity for stronger public engagement and parliamentary oversight while noting the complexity at country level arising from the range of institutions and actors involved in designing and implementing policies.

37. Ms Karoline Pacheco, Vice-Minister for Planning and Technical Co-operation, Honduras, mentioned the need for coherence between global and country level efforts, noting that global dialogue has an important role to play in upholding global accountability and empowering efforts to strengthen country-level accountability. Ms Emilia Pires, Minister of Finance, Timor-Leste, emphasised the need for dignity

and equity, highlighting how mutual learning needed to start with self-critical assessment. Mr Maxwell Mkwezalamba, Commissioner for Economic Affairs, African Union Commission, suggested that a real shift from aid to effective development co-operation required greater focus on the catalytic role of aid in support of environmental sustainability and governance. Mr Joachim von Amsberg, Vice President, World Bank, indicated that real results had to be seen as country-level progress for people, noting the importance of openness and accountability. Mr Martin Chungong, Director, Inter-Parliamentary Union highlighted how greater awareness was needed around the new development architecture within the parliamentary community to sustain political leadership.

38. Questions and comments from the audience considered how best to work with parliaments, promote the role of the private sector, draw on regional co-operation efforts, facilitate the exchange of views among constituencies – particularly through the Partner Country Caucus – and develop effective strategies to take the Busan agenda forward at the country level.

### **Agenda item 6: Conclusions and closing remarks**

39. The Chair concluded that the meeting had been successful in establishing the foundations for the Global Partnership, with the endorsement of the proposals by the PBIG for the mandate of the Global Partnership and the global monitoring framework. The endorsement of the common standard for electronic publication of information on resources provided through development co-operation also constituted a major step forward in implementing the Busan commitments on transparency.

40. The WP-EFF agreed on the following steps to finalise the governance structure and initiate the work of the Global Partnership:

- Building on the nominations already received by the WP-EFF from several constituencies, but allowing time for fuller consultation among the partner countries, the Steering Committee membership will be finalised in one month's time. To this end:
  - Recipient countries will confirm their Co-Chair and remaining four Steering Committee members. The WP-EFF welcomed the proposal made by the African Union to nominate an African minister as a co-chair to be agreed with the recipient countries of development co-operation;
  - Countries that identify as both providers and recipients of co-operation will confirm their Co-Chair and Steering Committee member; and
  - The private sector and civil society will confirm their one member each to the Steering Committee.
- Building on the exemplary efforts of PBIG countries and organisations so far to facilitate transparent consultations and agreement on the Steering Committee nominations, the WP-EFF invited these actors to successfully bring their nomination process to a close and convey their nominations to the joint OECD-UNDP support team by end of July 2012.

41. To operationalise the agreed indicators of progress, the joint OECD/UNDP support team was tasked with refining the definitions and criteria underpinning the proposed approach to measurement, particularly for indicators which do not draw on existing methodologies (see annex to the PBIG proposal). In doing so, the joint support team was encouraged to work in an open and transparent way, drawing on the expertise of others who have expressed a willingness to contribute to the process. This work should be brought to a close by the end of the year and presented to the Steering Committee.

42. In closing the meeting, the Chair offered his personal perspectives on the achievements that the WP-EFF has supported in the last seven years. In particular, he noted the important progress made in ensuring the active and equal participation of developing countries in international work on effectiveness, and pointed to the need for further efforts to sustain the momentum generated in Busan. He also pointed to the opportunities and challenges presented by an evolving development landscape, and stressed the importance of communication as a foundation for the work of the Global Partnership. The Chair thanked all WP-EFF participants, Vice Chairs, bureau members, former co-chairs and the secretariat staff for their dedication and professionalism over the course of his chairmanship of the WP-EFF.

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