

Participating partner countries



DRAFT Submission to the United Nations Development Cooperation Forum and Working Party on Aid Effectiveness hosted at the OECD DAC from the *Articulating Voice in the Asia Pacific Peer-to-Peer Initiative*

October 26th 2009, Siem Reap, Cambodia

PART ONE:

RECOMMENDATIONS FOR PARTNER COUNTRY PARTICIPATION IN THE INTERNATIONAL POLICY PROCESS

Nine partner countries¹ met for the *Articulating Voice in the Asia Pacific Peer-to-Peer Exchange*, held in Siem Reap, Cambodia on October 26th 2009, and highlighted how their **participation in international policy processes comes with benefits as well as costs** both in terms of the opportunity costs of staff time spent working away from home and in terms of environmental impacts. A number of international aid policy processes were highlighted during the exchange including the OECD DAC Working Party on Aid Effectiveness (WP-EFF) and the Fourth High Level Forum on Aid Effectiveness (HLF-4) to be held in Seoul in 2011; the United Nations Development Cooperation Forum (UN DCF) process; the International Aid Transparency Initiative; as well as a series of civil society consultations on the aid effectiveness agenda. Partner country participants focused on recommendations to the **UN DCF High Level Symposium in Vienna on November 12th-13th** and the Co-Chairs and Members of the **WP-EFF meeting on 2nd- 3rd December**. Specific recommendations are made regarding preparations for the **Fourth High Level Forum on Aid Effectiveness to be held in 2011**. These recommendations also have relevance for other international processes including the High Level Symposiums associated with the United Nations Development Cooperation Forum process.

1. RECOMMENDED GUIDING PRINCIPLES FOR INTERNATIONAL AID POLICY PROCESSES AND MEETINGS

- 1.1 **The organizers of international aid policy processes should provide information on how specific meetings are intended to support national aid policy processes and how their impact will be measured at the country level. Partner countries should ensure the linkage between international and national aid policy processes is made through in-country preparations ahead of their participation as well feedback afterwards.**
- 1.2 **The organizers of international meetings should articulate their value-added and linkage with other international processes. Where possible international meetings should be integrated or held back-to-back to reduce the costs of participation. Where partner countries commit to regular participation in international processes they should do so in a way that ensures continuity of engagement and maximizes potential for linkages across processes.**
- 1.3 **Where organizers seek to base international aid policy processes on representative views from partner countries, they should ensure partner countries are part of the organizing committee and are provided with resources to seek regionally representative views. Where regionally representative views are sought in international aid policy processes, participating partner country officials should make every effort to consult across countries – particularly with colleagues who are not participating directly.**
- 1.4 **Partner countries recognised that peer-to-peer and south-south networking plays a key role in strengthening partner country participation in international aid policy processes. The organizers of international policy processes should resource regional mechanisms to help strengthen partner country engagement – such as through the Asia Pacific Capacity Development for Development Effectiveness (CDDE) Facility.**

¹ Afghanistan, Bangladesh, Cambodia, Cook Islands, Indonesia, Nepal, Philippines, Samoa and Vietnam.

2. RECOMMENDATIONS FOR ASIA PACIFIC PARTNER COUNTRY PARTICIPATION IN HLF-4

BEGINNING IMMEDIATELY –

- 2.1 **Partner countries** should begin to discuss and identify priority issues for HLF-4. **The WP-EFF** should provide guidance to partner countries on how the outputs of such discussions will be considered. WP-EFF could work with the CDDE Facility and Asia Pacific Aid Effectiveness Community of Practice (Asia Pacific AE CoP) to identify opportunities to integrate these discussions into on-going country and regional processes (eg national consultative groups, development forums and regional exchanges).
- 2.2 One further first step should be for **the WP-EFF** to provide partner countries with a roadmap of key dates and next steps in preparing for HLF-4 and to highlight where these next steps are intended to link with national processes as well as other international regional processes. **This roadmap should leave sufficient flexibility for partner countries to decide upon appropriate modalities for their engagement at different stages in the process.**
- 2.3 **The WP-EFF** should ensure that the organizing committee of the HLF-4, and any associated drafting committee, includes a number of partner countries from the Asia Pacific. Resources should be provided for these representatives to seek views from across the region and decision making over how these resources are used should be decentralized. **Partner countries** should consult together as to how best to make use of these resources for preparations for the HLF-4 – those participating directly in the organizing committee could make use of the Asia Pacific CDDE Facility and Asia Pacific AE CoP in this regard.
- 2.4 **The WP-EFF** should ensure that partner country participation in HLF-4 preparations is genuinely multi-stakeholder ensuring that national level civil society organizations and parliamentarians connect to the decision making over the HLF-4 in ways that complement governments. **Partner countries** will need to work together with their development partners to invest in awareness raising and capacity development and to support multi-stakeholder participation in the HLF-4.
- 2.5 **The WP-EFF** should share with partner countries a work plan for all analytic works that are planned to be conducted in 2010 so as to help identify at the national level where transaction costs can be reduced. **Partner countries** will have the opportunity to indicate support or decline participating in analytical works.

FURTHER PROPOSALS FOR TAKING FORWARD ASIA PACIFIC PREPARATIONS FOR HLF-4

- 2.6 Capacity development and meaningful peer-to- peer exchanges need to be integrated into preparations for HLF-4 so as to ensure that the global investment also delivers real benefits to national level processes.
- 2.7 Individual and context specific lessons and recommendations should be sought and aggregated as well as common lessons and recommendations from across the region.
- 2.8 The documentation of country level good practices should be continued through www.aideffectiveness.org and the WP-EFF should ensure that global best practice and documentation regarding HLF-4 is developed and disseminated with a partner country audience in mind.
- 2.9 Partner countries with strong experience and examples of best practice in particular areas should be identified, supported in championing these issues, and partnered in peer-to-peer exchange to support other partner countries in addressing these issues ahead of HLF-4. These successes should be showcased at HLF-4.

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PART TWO:

RECOMMENDATIONS FOR TAKING FORWARD PARIS DECLARATION AND ACCRA AGENDA FOR ACTION COUNTRY POLICIES AND ACTION PLANS

In September 2008 in Accra, Ministers agreed as part of the Accra Agenda for Action (AAA) to encourage *developing countries to design – with active support from donors – country based action plans that set out time bound and monitorable proposals to implement the Paris Declaration (PD) and Accra Agenda for Action (AAA)*. During the Asia Pacific Aid Effectiveness Community of Practice meeting in March 2009, Mr. V. Sivagnanasothy of Sri Lanka proposed, with the broad support of other members, a country-led initiative to review progress in implementing these policies and actions plans - one year on from Accra. The Asia Pacific Capacity Development for Development Effectiveness (CDDE) Facility Steering Committee subsequently agreed to support the *Articulating Voice from the Asia Pacific Initiative*.

As part of the initiative an Asia-Pacific Aid Effectiveness CoP e-consultation was launched to seek views on progress in localising the Paris Declaration and the Accra Agenda for Action. A brief summary of the e-consultation is attached at Annex 1 – the full set of contributions can be found at www.aideffectiveness.org/voice. A document review of fourteen countries² aid policies and action plans was undertaken to complement the e-consultation. Subsequently, the **Articulating Voice from the Asia Pacific Peer-to-Peer Exchange was held in Siem Reap on 26th October 2009** – hosted by His Excellency Chhieng Yanara of the Royal Government of Cambodia, and co-chaired by Mr. Lava Awasthi of the Government of Nepal. Nine partner countries³ (including government, donor, parliamentary and civil society organizations) put forward a series of recommendations in response to a letter from the Co-Chairs of the Working Party on Aid Effectiveness (WP-EFF), issued on 26th May 2009, which requested country feedback on progress in implementing country based policies and action plans related to the PD and AAA. As such the **recommendations are directed at both development partner and partner country members of the WP-EFF**.

a) There is a need for a pragmatic approach - adapting the PD and AAA to country context and securing political leadership

- **The WP-EFF should** recognize that the aid effectiveness agenda is one among many international processes. For it to be more politically relevant, the AE agenda needs to build linkages policy processes around climate change, security and trade.
- **Partner countries and their development partners** at the country level should recognize that international aid policy is one aspect of international relations. The political feasibility of PD and AAA policies and actions plans should be explored in relation to the context of a country's overall international relations.
- **Partner countries and development partners** need to recognize that the high level political leadership and the great breadth of the donor community that sign aid policy do not carry through into specific accountabilities for results. More work is needed to sustain high level leadership through the different stages of implementation and, in particular, bringing high level participation to joint review processes.
- **Development partners** must recognize that the PD principles represent a model for which we strive and cannot be taken as a set of preconditions for taking forward aid effectiveness. Identifying opportunities for small scale

² Afghanistan, Bangladesh, Cambodia, Cook Islands, Indonesia, Kyrgyz, Laos, Mongolia, Nepal, Pacific Islands, Papua New Guinea, Solomon Islands, Sri Lanka, Timor Leste, Vietnam

³ Afghanistan, Bangladesh, Cambodia, Cook Islands, Indonesia, Nepal, Philippines, Samoa and Vietnam

successes is crucial to generating momentum for progress towards the overall goals. As an example - waiting for government ownership should not be used as an excuse for development partner inaction on the agenda.

- **Partner countries** need to be realistic and adaptive in localizing PD and AAA. PD and AAA policies and actions plans need to be prioritised based on partner countries' own development challenges and must be driven by national process. For example, are all the targets and indicators and priorities relevant? Is the time frame for 2010 realistic in all countries? Evidence from the PD Survey and Evaluation should be used to help prioritise.

b) *Paris Declaration and Accra Agenda for Action policies and action plans must be both anchored in sector work and driven by central reforms.*

- **The WP-EFF** should do more to engage sector ministries and lead agencies in core reform programmes in the international aid effectiveness dialogue and not include them as an add-on. Progress is being made at sector level and as part of central reform programmes and this progress should be built on.
- **The WP-EFF, partner countries and development partners** should develop communication strategies aimed at improving the awareness of how PD and AAA link to the wider development context – beyond aid – and thus how it is relevant to Civil Society Organisations (CSOs), parliaments, and tax payers. This will help popularize a technical agenda. A regional Sourcebook on success stories and best practices might help in this regard.
- **Partner countries** need to identify where the aid effectiveness agenda resonates in the technical and political mandate of different ministries to secure political leadership and to support existing implementation process – PD and AAA indicators should be incorporated into sector and central reform programme documents.

c) *Implementing Paris Declaration and Accra Agenda for Action requires investment (time and resources) from all stakeholders and a well thought through approach to capacity development*

- **Partner countries and development partners** should develop integrated capacity development (CD) approaches, alongside aid policies and action plans, to generate the necessary behaviour change for implementation to move forward. These approaches to CD cannot be an afterthought.
- **Partner countries and development partners** should do more to cost their action plans in terms of financial and human resources, including resources for CD. It is with resources that accountabilities begin to work.
- **Partner countries and development partners** should develop capacity appraisals within project/programme preparation that incorporate aid effectiveness dimensions (eg regarding approaches to Project Implementation Units, Programme Based Approaches, Use of Government systems etc) Capacity development should be provided project level staff so they are able to incorporate principles of AAA and PD into project design and management
- **Partner country governments and development partners and** need to provide more support to develop the capacities of **members of parliament** to analyze budgets and development policy as a step in supporting their role in discussions of aid effectiveness. **CSOs** should also be supported in acting as independent monitors for partner countries and donors in taking forward the PD and AAA.

d) *Making progress on Paris Declaration and Accra Agenda for Action targets and indicators requires results frameworks and accountability frameworks that specify responsibilities*

- **Partner countries and development partners** should ensure that individual stakeholders (line ministries and agencies, bilateral and multilateral donors, non-DAC donors, global funds) are specifically referenced in accountability mechanisms. Strategies should be identified to address non-performance. More should be done to involve **parliaments** in accountability mechanisms and the review of progress.
- **Development partners** should delegate more decision making from HQs to country offices, whilst still ensuring **HQ senior managers remain accountable for progress on progress on country action plans**. More effort should be made to integrate specific PD and AAA targets and indicators in country strategies; incorporate aid effectiveness into country portfolio reviews; and assess staff performance in relation to PD and AAA.
- **Civil society organisations** should assess their own performance as part of progress towards PD and AAA objectives whether within the national reference group or outside of it. They should do so in consultation with governments and development partners.