

## Making the most of the pressure for accountability

4-5 June 2015 – AFD Conference Centre, Paris, France

### Summary record

1. The OECD Development Co-operation Directorate (DCD) and the French Agency for Development (AFD) convened a seminar in Paris to discuss practices and challenges to meet the pressure for accountability while abiding by international commitments for effective development co-operation. More than 50 development experts and managers participated in the seminar, representing 22 bilateral and multilateral delegations as well as non-governmental organisations and researchers.
2. Some key messages from the seminar were:
  - a. The use of country results frameworks - a Busan principle for accountability in effective development co-operation - needs further clarity and operational commitments by both providers and partners.
  - b. Attributing results at intervention level and reporting on contribution to country results can be a useful practice for corporate reporting. Providers are engaged in both country-level and corporate reporting on the results of development co-operation, and experience should be shared among providers on the links between country and corporate results reporting.
  - c. The Sustainable Development Goals (SDGs) will become a game-changer for joint work on results and accountability in international development co-operation.
  - d. Accountability mechanisms focused on higher level of outcomes, including social and transformational changes, can provide the necessary space for innovation, learning and adaptation.
  - e. Making the most of the pressure for accountability requires bridges between aid management, results reporting and attribution on one hand and outcome-focused theories of change, country results frameworks, capacity-building and contribution on the other.
  - f. Better and practical guidance is needed for a results community, especially to link the SDGs with the Busan principles, to achieve coherence in country and corporate results reporting and to measure long-term changes.

### OPENING SESSION: THE NEW CHALLENGES OF THE RESULTS AGENDA

3. Cyrille Bellier (AFD) and Karen Jorgensen (OECD) welcomed participants and introduced the seminar as part of the OECD/DCD programme of work to develop guidance on results measurement and management. They underscored the timeliness of the topic in a context of the upcoming SDGs which will affect the accountability framework: administrations in charge of development will have to play an integral part in whole-of-government policy processes with respect to international development as well as sustainable development in domestic arenas. They emphasised the need to make the most of the pressure for accountability for long-term transformation of societies. Development co-operation providers will have to find ways to measure the cost-effectiveness of the SDGs without falling into an administratively heavy, transactional relationship with partner countries.

### SESSION 1: RESULTS AND ACCOUNTABILITY: WHAT WILL CHANGE WITH THE SDGs?

4. Johannes Jütting (OECD/Paris 21) and Heiner Janus (DIE) launched the discussion questioning how the SDGs targets and indicators will drive changes at partner country level in terms of measurement and globally in terms of accountability. The upcoming SDGs and the constant innovation in information technologies create opportunities to improve data collection and to drive changes at

partner country level. If the SDGs will be the framework that guides public policies in the coming years, building and strengthening country data systems will be the corner stone to collect and organise data to provide relevant information to the relevant persons in a timely manner.

5. The SDGs will also challenge the results review mechanisms at the country, regional, global and thematic levels. In order to avoid unnecessarily complicated systems at global level to monitor the SDGs, national and regional monitoring and review mechanisms will be critical. The wide scope of the 17 SDGs and the fragmentation and multiplicity of targets and indicators will require thematic results monitoring. Other challenges refer to the ownership of the SDGs in countries and the necessity to develop clear national plans, the efforts to be made towards policy coherence, and to reconcile distinct results frameworks in partner countries, the need to adapt peer reviews to a broader framework as well as designing appropriate tools for measurement that include evaluations. Moreover, it is necessary to start laying out now the foundations for measuring the long-term results that SDGs are about, as well as integrate the principles of effective development co-operation into the broader stage of SDG implementation.

## **SESSION 2: STRENGTHENING THE COHERENCE BETWEEN RESULTS SYSTEMS**

6. There is a general recognition that strengthening and using country-led results frameworks is a useful practice. Despite strong commitments to adopt these frameworks as a common tool to assess performance, further efforts from providers and partners are still needed to clarify and operationalise these commitments.
7. In DAC member countries, the main incentives to use country-led results frameworks come from a general recognition that this practice is politically relevant - it can steer political dialogue and collaboration while abiding to development effectiveness principles. For example, as presented by Vicki Poole, efforts made by New Zealand to support and use Kiribati results frameworks within its Joint Commitment for Development facilitated in-depth and constructive dialogue on what their partner wanted to achieve and means to achieve these results. Using country-led results frameworks is also seen as more cost-effective and sustainable to collect quality data and assess performance. Additional incentives can come from the programme design and formulation processes if they include explicit references to partner country policies and priorities.
8. However, some disincentives limit the use of country-led results frameworks in practice. First of all, strengthening national capacities and country results frameworks is a long-term process and the necessary initial investments are high. It took five years to build a results framework in Kiribati and it involved training, support to national statistics and regional bodies, harmonisation with other donors, and in-depth and technical discussions. Other disincentives include project approaches for implementation, political sensitivity on some topics such as human rights, high risk aversion, and the pressure to account for results attributable to the development providers' intervention. Indeed, there is a clear tension between two emphases in development co-operation: aid management, monitoring, results reporting and attribution on the one hand; and outcome focus, theories of change, country results frameworks, capacity-building and contribution on the other. As presented by Anne Holmes, even though data are produced at country level, the actual use of the partner countries' key performance indicators to inform corporate management frameworks can vary from country to country. For example, one indicator is drawn from Ethiopia's results framework to inform Irish Aid corporate frameworks, 40 from Zambia's results framework. The current political relations between provider and partner country can also influence this use.
9. Some international initiatives have been taken to inform the partner countries ability to develop and use results frameworks, the donor countries ability to use these frameworks, and the challenges around alignment and coherence. For example, the Building Block on Mutual Accountability and Results - presented by Suzanne Mueller (SDC) - supports knowledge sharing among countries through in-countries discussions and regional workshops. Interregional discussions will help identify good practices. Already 14 countries in Africa, Asia and Latin-America as well as NEPAD, AP-DEF and Proyecto Mesoamerica are actively engaged but engagement from development providers in the process is lacking.

10. Another initiative is the monitoring of the Global Partnership for Effective Development Co-operation which includes an indicator assessing whether “Development co-operation is focused on results that meet developing countries’ priorities”. A new methodology – presented by Julie Seghers (OECD-UNDP Joint support team for the GPEDC) - is being developed to monitor this indicator. It is placing more emphasis on qualitative assessments, with the aim of informing policy dialogues. The methodology could be improved by including an assessment of the efforts made to strengthen results frameworks and clarifying the rationale behind the aggregation of information by provider and partner country. Moreover, the concept of results frameworks should be clarified and in-depth analysis should be conducted to analyse the quality of country results frameworks.

### **SESSION 3: USEFUL AND MEANINGFUL CORPORATE REPORTING**

11. Designing useful and meaningful corporate reports will imply rethinking their purpose in relation to their target audience in order to abide by international commitments for effective co-operation and overcome measurement difficulties associated with selecting indicators and aggregating.
12. Corporate results frameworks are needed to discuss and focus on strategic and long-term objectives. For example, according to Paul Gosselink, focusing the Netherlands’ development co-operation on four priority themes helped structure the corporate results framework.
13. Clear mission statements help structure the corporate reports and select the relevant indicators. For example, Canada’s horizontal nesting model and corporate framework presented by Yveta Pass help selecting and building relevant indicators – consolidated or commonly used – which gather data produced at project level but inform the three corporate results. As presented by Pascal Fabre (IAE Franche-Comté), other dimensions to look at when designing an indicator include understanding what the information will be used for, the ownership of the objectives stated in the corporate report, the means of implementation of the monitored organisation, and the limits of the control mechanisms. Indicators must correctly measure the expected results and enable a good understanding of the phenomenon, taking into account the use constraints, and being aware of potential perverse effects. Research can also provide useful insights to help select appropriate indicators, design the measurement approaches, as well as make sense of the gathered information.
14. The demand for information should influence the scope of the reporting. For example, Nicolas Delange and Béryl Bouteille (Ernst&Young) presented how the progression of the drivers for corporate reporting in the private sector - from reputation to compliance and integrated thinking - impacted the structure of reporting which now includes a broader notion of companies’ value encompassing economic, social and environmental externalities.
15. Despite the pressure for upward accountability, it is recognised that reporting on contributions to partners’ results could facilitate the use of country results frameworks and be relevant both in terms of accountability and decision-making. Therefore, more efforts will also be necessary to reconcile partner and donor results frameworks.
16. In order to be meaningful, combining aggregated indicators with qualitative information for storytelling can add value, but this approach comes with challenges. On the one hand, the question of quantitative information is still work in progress especially in terms of guaranteeing the quality of data, selecting a limited number of indicators, measuring outcomes and aggregating data. Mélusine Detape explained how in the AFD one indicator has been designed for each sector of intervention and how indicators are informed ex-ante and ex-post based on a contribution analysis. Data are collected at project level and entered in AFD’s information system for consolidation by sectors and indicators. This approach still faces limits in terms of coverage, comparability across time, consistency in terms of definition and quality of data. Similar observations can be made on experiences from the private sector. The agreement on a common set of indicators by some international financial institutions in 2013 helped reducing the administrative burden on their clients, improving data quality and collaboration, but still faces difficulties such as agreeing on definitions, clarifying the scope or measuring contribution. Moreover, the fact that the dimension of partnerships - the core of development co-operation – is not central for private companies can limit the possibility to learn from the private sector experiences.

17. Qualitative data can produce more information but not necessarily a politically relevant aggregation. For example, in the Netherlands, for each results area of the corporate framework, field officers inform a result fiche with a narrative, standard indicators and indicators selected at their discretion. While this approach may be useful in terms of ownership and adaptation to the local context, it limits the Ministry's ability to present a clear overview of the performance of the Dutch co-operation. One of the solutions implemented involves infographics in response to Parliamentary requests.

#### **SESSION 4: MEASURING THE LONGER-TERM EFFECTS**

18. A frequent criticism of the results agenda and the pressure for accountability is that it might lead agencies to focus only on short-term and quantifiable results when the results agenda only matters if it contributes to long-term sustainable changes.
19. Frauke de Weijer (ECDPM) questioned whether the need for upward accountability and rigid accountability frameworks prevent the necessary learning and adaptation to specific contexts. Especially in complex environments and on complex topics such as governance, monitoring and evaluation mechanisms should give space to seize opportunities and develop adaptive approaches. To do so, results frameworks must focus on higher level outcomes to increase space to manoeuvre, use theories of change for learning purposes and providing evidence for adaptation, use more qualitative ways of monitoring behavioural change and include a learning dimension in the upward accountability.
20. New projects are being implemented to develop innovative approaches to measure social and transformational changes while being accountable. For example, the programme PRISME presented Laurent Delcayrou and Bruno De Reviers (F3E) aims to provide innovative methodological solutions to plan, monitor, and evaluate change. The methodologies focus on the process rather than on specific projects, on actors rather than action, and on complexity. Such approaches are useful to design collective strategies, improve accountability by focusing on the rationale of the interventions, and evaluate the contribution to change. The monitoring approach of the Voices for Change programme presented by Emeka Nwankwo (Voices for Change) focuses on measuring pathway of change in social norms with qualitative and quantitative data looking at old and new attitudes towards old and new practices regarding gender equality in Nigeria. The monitoring and evaluation tools of the State Accountability and Voice Initiative (SAVI), a governance reform programme in Nigeria presented by Denise Patrick (DFID), are developed and reworked in quarterly meetings with local staff. A limited number of indicators are kept for the life of the project for continuity while the majority of them have been changed to facilitate adaptation. They include traditional ones such as indexes as well as innovative tools measuring change or results fiches shared among stakeholders.

#### **CLOSING SESSION**

21. Nicolas Vincent (AFD) emphasised the usefulness and timeliness of a results community to share experiences and knowledge. Despite all the complexity linked to building good indicators, he stressed the importance of using the results agenda pro-actively and of designing indicators to support strategic thinking instead of as an ad-hoc response to the pressure for accountability.
22. Karen Jorgensen (OECD) thanked participants for the open discussions which provided useful inputs for the upcoming guidance on results measurement and management. She concluded that going forward, more thinking will be necessary to clarify the purpose of corporate results frameworks and better integrate the Busan commitments and SDGs in results measurement and management approaches. She informed participants that the OECD/DCD will share a detailed work plan for the next two years with dates for meetings and online discussions. Karen ended the seminar inviting participants to engage actively in the process, including by hosting future events.



## Participants List for Results seminar: Making the most of the pressure for accountability

### Liste des Participants pour Séminaire sur les résultats

4/6/2015 - 5/6/2015

All Sessions

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