

DCF Support Strategy

Preparations for the Development Cooperation Forum Phase IV: 2012-2014

Development Cooperation Policy Branch Office for ECOSOC Support and Coordination Department of Economic and Social Affairs United Nations

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1. Introduction

This document aims to provide a strategic framework for the preparations for the 2014 Development Cooperation Forum (DCF) of the Economic and Social Council (ECOSOC)¹. The document is organized in four parts: Part 1 takes stock of the first three phases of the DCF (2008-2012 period) highlighting lessons learned; Part 2 briefly discusses the evolving role of the DCF in the emerging global development cooperation environment; Part 3 proposes the overall objective, focus areas and expected results of the preparations for the 2014 DCF; and Part 4 focuses on partnership-building, communications and outreach efforts in the next two years. Annex I provides an indicative list of activities planned in the 2012 to 2014 DCF cycle.

2. Review of phases I-III of the DCF

In its first four years, the DCF has been positioned as an inclusive multi-stakeholder platform to address the broad range of trends and challenges in international development cooperation. This strategy responded to the broad legislative mandate of the DCF, which reflects the different views of Member States regarding the role and focus areas of the Forum.

This positioning of the DCF has been effective due to three main factors: firstly, the quality and balanced nature of analytical work conducted under the auspices of the Forum, including the Secretary-General's reports and the first International Development Cooperation Report (IDCR)²; secondly, the successful organization of a series of high-level symposiums and policy events addressing timely and relevant development cooperation issues, which have attracted the participation of a broad range of senior policy-makers; and, thirdly, significant outreach efforts by the DCF Secretariat to key stakeholder groups.

The focus of the 2008-2012 period has therefore been on strengthening the *political relevance* of the DCF by building its reputation as an effective and inclusive multi-stakeholder forum that can advance global development cooperation discussions and influence the outcomes of major intergovernmental meetings.

¹ The 2005 World Summit Outcome mandated the DCF to *review trends* in international development cooperation, including strategies, policies and financing, *promote greater coherence* among the development activities of different development partners and *strengthen the normative and operational link* in the work of the United Nations. The General Assembly (A/RES/61/16) decided that the DCF will:

a) review trends and progress in international development cooperation, and give policy guidance and recommendations to promote more effective international development cooperation;

b) identify gaps and obstacles with a view to make recommendations on practical measures and policy options to enhance coherence and effectiveness and to promote development cooperation for the realization of the internationally agreed development goals (IADGs), including the Millennium Development Goals (MDGs);

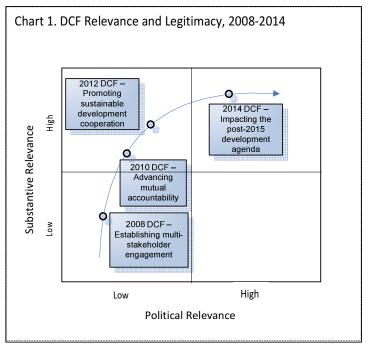
c) provide a platform for Member States to exchange lessons learned and share experiences in formulating, supporting and implementing national development strategies; and

d) in accordance with the Rules of Procedure, be open to participation by all stakeholders, including the organizations of the United Nations, the international financial and trade institutions, the regional organizations, civil society and private sector representatives.

² The second IDCR is scheduled to be launched in April 2013.

In the *first phase* (2007-2008), the issue of *mutual accountability* emerged as a particular comparative advantage of the DCF. As a result, the role of the DCF as a *mutual accountability* platform was recognized in the outcome documents of the Doha Review Conference on Financing for Development and the Accra High-level Forum on Aid Effectiveness, both held in the fall of 2008.

In the second phase (2008-2010), the Forum further cemented its position as a mutual accountability platform. The DCF also positioned itself as a multi-stakeholder forum for global policy dialogue and normsetting on diverse issues such as policy coherence for development, aid quantity, quality and allocation, South-South and and triangular development cooperation. Furthermore, the deliberations of the 2010 DCF provided strategic inputs to the High-level Plenary Meeting of the General Assembly on the Millennium Development Goals (MDGs) September 2010, which in turn



recognized the Forum as the focal point within the UN system for carrying out a holistic consideration of issues related to international development cooperation with the participation of all stakeholders.

In the *third phase* (2010-2012), the DCF collected good practices and identified benchmarks on how development cooperation can contribute to the *Financing for Development Agenda* during a time of some significant economic and financial stress in many donor countries and waning support for the *global partnership for development*³. The Forum also advanced the global development cooperation debate by: promoting standards for accountability and transparency in development cooperation; undertaking reviews of new and/or emerging forms of development cooperation flows, including private philanthropy, decentralized cooperation, South-South cooperation and the role of aid in catalyzing domestic resource mobilization; exploring the challenges related to the growing number and variety of actors, flows and approaches in development cooperation; and promoting inclusive dialogue on the issue of results in global development cooperation.

³ The *global partnership for development* refers to the agreed goals embodied in the 2000 United Nations Millennium Declaration and relates to commitments made in MDG-8 to "develop a global partnership for development" through international cooperation on a range of issues, including aid, trade, debt relief, access to essential medicines and ICT.

The 2012 DCF also discussed how development cooperation could be geared towards sustainable development as a strategic input to the Rio+20 Conference. Moreover, the deliberations of the DCF in this phase informed the outcome documents of the Fourth UN Conference on LDCs and the Busan Global Partnership.

Some of the lessons learned from the first three phases included the following:

- ♦ The importance of attracting the participation of national policy-makers dealing with issues of development cooperation, finance, planning, social and economic development;
- Promoting DCF as the fulcrum for addressing current and emerging challenges of development cooperation;
- Ensuring a high degree of interactivity in DCF deliberations through flexible meeting formats;
- Engaging with stakeholders at country, regional and global level in a structured way throughout each DCF cycle, with a view to promoting participatory agenda-setting and consultations for enhanced quality of DCF products, such as surveys, analytical studies or briefs; and
- Applying targeted and substantive communications and outreach activities to key stakeholders through innovative modalities, including the use of face-to-face videos and an attractive website.

3. The evolving role of the DCF in the global development cooperation architecture

Preparations for the 2014 DCF will be influenced by several major intergovernmental processes, including ongoing discussions on a post-2015 UN development agenda; the follow-up to the Rio+20 Conference; and the forthcoming review during the 67th session of the General Assembly of resolution 61/16 on the "Strengthening of the Economic and Social Council".

The upcoming review by the General Assembly of resolution 61/16 will provide an opportunity for Member States to take stock of the opportunities and challenges facing the DCF in the broader development cooperation landscape. A similar review in 2011 highlighted the need to position the DCF strategically in order to avoid repeating debates held in other forums.

At a time of global economic and financial stress, there is need to renew the attention of the international community to the implementation of the *Financing for Development Agenda*. The DCF is well placed to promote such a dialogue on some parts of the Financing for Development agenda at the global level in the next cycle, notably all aspects of financing related to external assistance for development cooperation. This would also include using external assistance as leverage for other sources of financing. Through its thematic *focus areas*, the DCF can also promote dialogue on efforts to forge coherence between development cooperation and other policies that have impact on development.

Against the backdrop of the vast diversity of needs of countries at different stages of development, the Forum can play a constructive role in fostering multi-stakeholder dialogue at the global level on the future of development cooperation in the emerging post-2015 development agenda and the transition to sustainable development.

At the strategic and operational level, it is important for the DCF to be open to all the other forums that deal with development cooperation issues. To further secure its position as the most legitimate forum for such discussion, it will encourage a synergistic relationship with other relevant initiatives and processes such as the Global Partnership for Effective Development Cooperation.

The Forum will also continue to stay actively engaged with global, regional and national non-executive stakeholders that discuss important development cooperation issues, including the CSO partnership for effective development (CPDE) and global parliamentary bodies such as the Inter-Parliamentary Union (IPU) and the Association of European Parliamentarians for Africa (AWEPA).

4. Proposed overall objective, focus areas and expected results

It is proposed that the overarching objective of the preparations for the 2014 DCF will be to make a significant substantive contribution to the global dialogue on the future of development cooperation in the post-2015 development agenda. It will do so by taking advantage of its legitimacy and convening power as a multi-stakeholder forum with a record of candid exchange, based on authoritative analytical work conducted under the auspices of the Forum. By taking up some of the most challenging issues on the international development agenda, the DCF will advance the role of ECOSOC as the platform for such multi-stakeholder policy dialogue, which can impact on national implementation.

It is also proposed that the work of the Forum in the 2012-2014 cycle will be organized around three inter-linked focus areas: (a) the future of development cooperation; (b) global accountability in development cooperation; and (c) South-South and triangular cooperation.

Focus area 1: The future of development cooperation

The DCF will position itself as the legitimate and inclusive platform to advance a common understanding of the future of the *global partnership of development* as part of the evolving post-2015 development agenda, among all stakeholders and with emphasis on some aspects of financing sustainable development.

While the process of developing a post-2015 UN development agenda is ongoing, there is widespread agreement that it should apply to both developing and developed countries. It should build on the MDG framework and keep the focus on human development and poverty eradication, while addressing emerging global challenges, such as sustainable development, inclusive growth, inequalities, demographic dynamics, human rights and continuing conflict. This emphasis and the emergence of new actors and forms of partnerships have considerable implications for how international development cooperation practices need to change to address current and future

global development challenges.

There is wide recognition that the adoption of a post-2015 UN development agenda will require a renewed *global partnership for development* to support implementation based on effective accountability and strengthened partnerships of governments, the private sector and civil society. At the same time, the principles outlined in the Millennium Declaration and the Monterrey Consensus, which guide the global partnership for development, remain relevant.

Many actors agree that poverty eradication should remain the overriding imperative of the future agenda because it provides the greatest dividends to development. At the 2010 MDG Summit, countries reaffirmed that the fulfillment of all official development assistance (ODA) commitments is crucial, including the commitments by many developed countries to achieve the target of 0.7 per cent of gross national product for ODA to developing countries by 2015, as well as a target of 0.15 to 0.20 per cent of gross national product for ODA to least developed countries. The Monterrey Consensus encouraged Member States to build effective partnerships among donors and recipients in support of the needlest and to maximize the poverty reduction impact of ODA. Building on these commitments, the underlying principle of the Monterrey Consensus — that each country bears primary responsibility for its own development while acknowledging the need for international support — should also be a key point of departure when revisiting the *global partnership for development*.

At the *Rio+20 Conference*, Member States agreed to initiate a process to identify a set of "...sustainable development goals [that] should be action-oriented, concise and easy to communicate, limited in number, aspirational, global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development...." It was also agreed that these Sustainable Development Goals (SDGs) should "...incorporate in a balanced way all three dimensions of sustainable development and their interlinkages" and, moreover, should be "...coherent with and integrated into the United Nations development agenda beyond 2015..."

In the discussions on the future of development cooperation, it is also important to note that ODA is increasingly dwarfed by other sources of finance, including remittances, foreign direct investment, bank loans or bonds as well as domestic sources of finance such as tax revenue, savings, investments and loans. Furthermore, the definition of ODA is currently under discussion at the level of the OECD/DAC. South-South and triangular development cooperation, philanthropy and private giving and decentralized development cooperation have also assumed greater importance in global development cooperation in recent years. However, these flows should be seen as a complement rather than a substitute for existing aid commitments. The preparations for the 2014 DCF will particularly focus on improving statistics, analysis and reporting on this range of development cooperation flows.

The shifting geography of poverty is also relevant in the discussion on the future of development cooperation in the post-2015 development agenda. The issue of gender equality, women's rights and the empowerment of women, particularly in countries in transition, along with

innovative solutions to address structural vulnerabilities in this area, will similarly remain an important DCF priority during the 2012-2014 cycle.

The preparations for the 2014 DCF will aim to help Member States and other stakeholders to think through the role and shape of development cooperation within a post-2015 development agenda that has sustainable development at its core. As an intergovernmental forum with strong multi-stakeholder participation, the DCF can help to promote coherence and convergence of views on possible contours of a renewed *global partnership for development* to underpin such a post-2015 development agenda. It is essential to give shape to this architecture in a manner that allows each Member State to develop according to its own national priorities and circumstances.

The DCF is also well positioned to help bridge the gap between the normative and operational work of the United Nations by supporting the follow-up of decisions of the *Quadriennial Comprehensive Policy Review* and the process of *strengthening of ECOSOC*, and by shaping a meaningful and complementary role for itself in contributing to the high-level political forum on sustainable development and the advancement of the *Financing for Development* process.

The primary objective of the work of the DCF in *focus area 1* is to promote clarity on how the changing development landscape is likely to affect the future of development cooperation. This also includes the question of how to position development cooperation as a driver of sustainable development in the post-2015 development agenda. A secondary objective will be to further strengthen the capacity of the Forum to bring together the broad range of information on development cooperation flows, technical assistance and knowledge sharing from different actors and to address existing knowledge gaps.

Towards this end, it is proposed that the DCF will undertake a number of analytical studies that would serve as background documents for high-level preparatory events and technical meetings. Building on existing evidence from DCF and other sources including the post-2015 work, the Rio+20 follow-up and the Global Partnership for Effective Development Cooperation, this analytical work will focus on issues such as: the quantity and allocation of ODA and other development cooperation flows, including from decentralized development cooperation and private philanthropy; aid quality issues such as provider coordination to avoid fragmentation, proliferation of channels and aid orphans; the role of development cooperation in reducing aid dependency including by broadening national tax bases strengthening the management of domestic financial resources; and the use of development cooperation to leverage other sources of development financing such as foreign direct investment with due attention to the risks of political and/or economic conditionalities.

Focus area 2: Global accountability in development cooperation

The DCF will position itself as a global apex body for accountability in the future *global partnership* for development. It will also expand its role as a driver for greater national and global accountability in development cooperation among all relevant actors.

In the 2012 to 2014 cycle, the DCF will contribute to the definition of an effective accountability mechanism contained in the *global partnership for development* of a post-2015 development agenda and further support the development of minimum accountability standards and individual developing countries in their efforts to put in place full-fledged accountability mechanisms and dialogue forums. Member States could use the DCF and its symposia to make voluntary presentations on progress and challenges in promoting effective and coherent development cooperation with the participation of relevant national stakeholders.

The DCF surveys in 2010/2011 on mutual accountability in development cooperation in 105 countries showed limited progress in this area. The surveys helped to identify a series of enablers and barriers to ensure that mutual accountability mechanisms will bring about the expected change in behaviour, while not further adding to the complexity of existing monitoring and reporting structures or distorting the relationships of central governments with domestic constituencies.

Evidence at country level also points to growing demand from Member States to address the "beyond aid" issues, such as the implications of the transition to sustainable development for mutual accountability mechanisms, and to involve non-DAC providers of development cooperation in this area of work.

Mutual accountability was recognized at the 2010 High-level Plenary Meeting of the General Assembly on the MDGs as critical to improving the quality of development cooperation. The Busan Global Partnership has also reaffirmed the importance of accountability for results between providers and recipients of development cooperation.

It is proposed that in the 2012-2014 cycle, the DCF will particularly focus on the following objectives in the area of global accountability in development cooperation:

- Advance mutual accountability as a technical tool and overarching principle for the broad range of development cooperation actors in a post-2015 development agenda, with a view to promoting enhanced reporting on agreed commitments at the global level and adapting development cooperation to emerging challenges, taking into account the particularities among the different modalities, multiplicity of accountability relationships and emerging challenges in development cooperation;
- Strengthen the role of the Forum as the accountability framework for the global partnership for development to regain momentum for the delivery on commitments and to promote accountable development partnerships;
- Develop the Forum as the authoritative and comprehensive source of two-way information on status and progress of country level frameworks for mutual accountability and transparency, and as a catalyst for better engagement of civil society, parliaments, local governments and the private sector and foundations in mutual accountability frameworks at all levels; and
- Review the relevance and usefulness of existing mutual accountability mechanisms and their interplay at different levels and promote their consolidation.

To achieve these objectives, the DCF will continue to deepen its analytical work by independently assessing the status and progress of national mutual accountability mechanisms and transparency through a survey of all developing countries, through both joint and complementary work with other highly relevant actors in this area. Other analytical studies in collaboration with relevant stakeholders will examine the ability of different mutual accountability tools to incentivize domestic accountability and the ways of integrating the mutual accountability principle in the emerging post-2015 UN development agenda. The findings and recommendations of all studies in this area will be presented and discussed in relevant DCF symposia and technical meetings.

UNDESA will also support the implementation of mutual accountability enablers in response to specific requests from Member States by supporting capacity development activities in selected developing countries in close partnership with UNDP. A pilot project will produce guidance material and policy recommendations to advance mutual accountability for consideration by the DCF.

The findings of surveys, analytical studies and country-level capacity-building projects will feed into the next issue of the International Development Cooperation Report on accountable development partnerships as part of the preparations for the 2014 DCF. The DCF will also scale up its knowledge sharing efforts in the area of mutual accountability and act as a market place of innovative ideas on accountability for commitments and results.

Over the next two years, this focus area is expected to advance implementation and use of mutual accountability mechanisms to ensure that all development stakeholders live up to their respective development cooperation commitments at the national and global levels. As such, the work in *focus area 2*, with its strong emphasis on policy analysis, will also serve as a strategic input to the deliberations on the post-2015 development agenda.

Focus area 3: South-South and triangular cooperation

The DCF will strengthen its role as platform of providers and recipients of South-South and triangular cooperation to advance the debate on its characteristics, respective strengths and challenges in the context of the post-2015 development agenda. It will facilitate informed policy dialogue on how to systematize the institutional, policy and technical practices of South-South and triangular cooperation and improve its impact on development.

In recent years the DCF has opened up space for constructive policy debate that engages all the key providers of development cooperation on an equal footing. This exchange has shown that, while ODA remains the primary source of development cooperation flows for many developing countries, South-South cooperation continues to be perceived as a significant complement to North-South cooperation based on a differentiated set of responsibilities. It cannot substitute for North-South Cooperation nor dilute the obligation and quantum associated with it.

South-South cooperation is widely acknowledged as having demonstrated particular strengths in terms of speed of delivery, respect for national sovereignty, including through an absence of conditionality, low transactions costs, flexibility and adaptability and appropriate

technologies. Such cooperation still needs an effective dissemination of information on the impact that it has already achieved and its effectiveness, a context that may include the development of new capacities in evaluation, taking into account the particularities of the South-South cooperation.

Sharing information on the sources, magnitudes and allocation of various types of South-South development cooperation flows and their impact on sustainable development is key to promoting better understanding, expertise and coordination among different stakeholders.

The 2012 DCF has led to a series of recommendations that will guide the work in *focus area* 3 in the upcoming cycle:

- South-South cooperation should be demand-driven based on the needs of programme countries for support that is best suited to achieve national development objectives (e.g., technical cooperation, vocational training, staff exchanges, concessional lending, cofinancing, etc.).
- ♦ The diffusion of skills and technology facilitated through South-South cooperation should effectively catalyze capital flows to support economic growth.
- ♦ National development planning should incorporate South-South cooperation projects more transparently and allow for effective dialogue with CSOs on such projects, including in the area of evaluation.
- ◆ The UN system and other multilateral organizations should take extensive measures to ensure that South-South cooperation is mainstreamed in their development cooperation work. Triangular development cooperation has also emerged as a highly relevant form of cooperation that makes good use of complementarities. However, lack of information on triangular development cooperation makes it difficult to quantify amounts or to conduct detailed analysis of the scope, quality or impact of this form of cooperation.

Against this backdrop, focus area 3 is expected to achieve the following objectives:

- To promote exchange of current analysis of South-South and triangular development cooperation flows by facilitating policy dialogue on how to gradually systematize it and review statistical concepts currently used, improving the process of compiling information on this form of cooperation, and fostering enhanced cross-country learning and comparability;
- ◆ To analyze the impact and effectiveness of South-South and triangular development cooperation, including in countries in transition, based on relative cost and quality standards;
- ♦ To share successful experiences and opportunities for learning by using regional development banks and other platforms such as the UNDP 'marketplace' to leverage and identify commonalities across Southern development cooperation agencies. This could focus on high impact and strategic issues to promote economic and social development.

As a unique platform for Southern providers and emerging donors, the DCF can serve to make progress in further invigorating the role of South-South cooperation, and engaging providers and recipients to position South-South cooperation in the post-2015 development agenda; exchange

knowledge and lessons learned; engage in joint and innovative initiatives (e.g., to promote social protection programmes); and improve coordination efforts.

In the next phase, *focus area 3* could also explore how to better capitalize on the opportunities provided by South-South and triangular development cooperation to address national development priorities. Analytical studies will be discussed in DCF symposia and relevant expert group meetings.

5. Partnership-building, outreach and communications

Preparations for the 2014 DCF will require scaling-up of partnership-building, outreach, networking and communications activities. Major activities in these areas are highlighted here below:

Partnership-building

- Strengthening outreach to policy makers that have attended earlier DCFs or its symposia;
- Holding periodic meetings of the DCF Advisory Group and consulting regularly with the networks
 of thematic advisors. The Advisory Group would aim to meet at each DCF High-level Symposium
 as well as on other relevant occasions. A group of thematic advisors for each of the three DCF
 work streams would also be set-up to provide specific technical advice and substantive inputs to
 the preparations of relevant meetings and analytical work.
- Maintaining a close working relationship with a range of fora, including the Global Partnership
 for Effective Development Cooperation and its Steering Committee, the G20, the Secretariat of
 the g7+ group of fragile states, and other regional bodies, such as NEPAD or Pacific Islands Forum
 Secretariat, and multilateral and regional development banks, to promote synergies and avoid
 duplication of efforts;
- Strengthening partnership with institutions representing key non-executive stakeholder groups by reinforcing the DCF non-executive consultative group; tailoring DCF materials more effectively to civil society and parliamentarians; mobilizing resources to support the participation of such stakeholders in DCF events; and making greater efforts to engage foundations and the private sector in the work of the Forum;
- Establishing a DCF Task Force within the UN system to promote synergy with relevant entities at
 the policy and operational levels. Close working relations would be maintained and intensified
 with UNDP, the UN Office for South-South Cooperation, the UN Development
 Group/Development Operations Coordination Office, Regional Commissions, UNCTAD, ILO, the
 IMF and the World Bank;
- Establishing partnerships with think tanks, experts and practitioners in the respective substantive strands through regular thematic consultations to enhance the quality of analytical work. This includes collaboration in the areas of statistics, policy-making and communications/outreach.

Outreach, networking and communications

- Providing regular briefings to UN Missions in New York;
- Disseminating periodic electronic DCF newsletters through respective networks;
- Improving the quality and outreach capability of the DCF website;
- Raising the visibility of the DCF in various forums on development cooperation issues including through the participation of DCF Advisory Group members and UNDESA officials;
- Issuing periodic press releases about the work of the DCF.

UNDESA would also raise awareness of the analytical work conducted under the auspices of the DCF. Efforts will be made to present relevant analytical findings in the form of reshaped focused stories and messages to inform policy-makers as well as to make this information accessible to a wider public through guidance notes, blog entries, e-discussions, policy briefs and dedicated newsletters.

Annex 1: Work programme for the 2012 to 2014 cycle

Below is an indicative list of planned activities in the 2012-2014 DCF cycle:

Studies

- Overall trends in development cooperation (volume, sources, destination, quality);
- Decentralized development cooperation;
- Private philanthropic organizations;
- Provider coordination to avoid fragmentation, proliferation and aid orphans;
- Aid dependency and exit strategies;
- The use of development cooperation to leverage other sources of development financing;
- Nexus of development cooperation and sustainable development and the role of technology;
- Contours of a renewed global partnership for development;
- The implications of a post-2015 development agenda on development cooperation;
- Progress report on mutual accountability and aid transparency (based on survey findings);
- Mutual accountability tools to incentivize domestic accountability;
- Mutual accountability and the post-2015 development agenda;
- South-South development cooperation flows and characteristics, including review of statistical concepts and future priorities of South-South cooperation;
- Terms and impact of South-South development cooperation and relevant M&E systems;
- The Secretary-General's report to the 2014 DCF;
- The Third International Development Cooperation Report.

Events

- Vienna Policy Dialogue on the role of development cooperation to promote gender equality;
- The launch of the 2nd International Development Cooperation Report (mid-April 2013 in India);
- Ethiopia Symposium (June 2013): "Towards a renewed global partnership for development"
- Switzerland Symposium (October 2013): "The future of international development cooperation: implications of the post-2015 development agenda" (tentative)
- Germany Symposium (Q1 2014): "Accountability for development partnerships in a post-2015 setting" (tentative)
- Several expert group meetings and policy dialogues, including on South-South development cooperation; the role of private philanthropic organizations in international development cooperation; and decentralized development cooperation;
- Side events in conjunction with other relevant meetings;
- In-country workshops on accountable development cooperation as part of a special Capacity Development Project;
- The 2014 DCF High Level Forum.

The preparations for the 2014 DCF will be supported by a Secretariat located in the Development Cooperation Policy Branch in the Office for ECOSOC Support and Coordination in UNDESA. Subject to funding availability, the capacity of the DCF Secretariat would need to be augmented by the engagement of regular staff and short-term advisors/consultants in specific areas, providing analytical and technical input in the preparation of key events.