

Issues in Development

No.64 | 2020. 11

Revitalizing the Global Partnership for Effective Development
Cooperation to Realize the 2030 Agenda: A Report Summary



The Korea International Cooperation Agency (KOICA) is the representative development cooperation agency of the Republic of Korea, pursuing global social values. KOICA has been endeavoring to eradicate poverty and improve the quality of life as well as the human rights of women, children, the disabled, and adolescents in developing countries. In addition, KOICA is committed to realize gender equality, sustainable development and humanitarianism and contribute to the peace and prosperity of the international community by promoting economic cooperation and partnership with developing countries.

Issues in Development is a non-periodic journal published by KOICA to raise awareness of international development cooperation by introducing recent policies and analyzing major issues in the field of international development cooperation. It also provides the insightful view and valuable guideline for the policy makers who have to deal with relevant policies. Yet, the contents of this study is not necessarily aligned with the official views of KOICA.

This paper is also available at KOICA ODA Library Website (<http://lib.koica.go.kr>)

This paper may contain the contents of which copyright belongs to the third parties. It is entirely user's responsibility to verify and directly contact to the owner of copyright in order to secure the permissions before use.

Please cite this publication as:

Ji Hyun Kim, Hyemin Park, Jisun Song, Seungheon Han, Jiyong An. 2020. "Revitalizing the Global Partnership for Effective Development Cooperation to Realize the 2030 Agenda: A Report Summary". *Issues in Development*. No. 64.

Authors

Ji Hyun Kim _ jihyunkim@stepi.re.kr

Science and Technology Policy Institute, Office of Development Cooperation Research, Associate Research Fellow

Hyemin Park _ min@stepi.re.kr

Science and Technology Policy Institute, Office of Multilateral Cooperation Research, Associate Research Fellow

Jisun Song _ jisunsong01@gmail.com

Ewha Womans University, Institute for Development and Human Security, Research Professor

Seungheon Han _ seungheon.hahn@gmail.com

Seoul National University, Institute of International Affairs, Post-doctoral Researcher

Jiyong An _ freesoul13@stepi.re.kr

Science and Technology Policy Institute, Division of Global Innovation Strategy, Researcher

Revitalizing the Global Partnership for Effective Development Cooperation to Realize the 2030 Agenda: A Report Summary¹⁾

Contents

Executive Summary

I . Introduction

II . Global Development Cooperation Environment Changes and the GPEDC

1. The emergence of the GPEDC: Transition from discussions on aid effectiveness to development cooperation partnerships
2. Role of GPEDC in the Era of the SDGs

III . GPEDC Today : Role and Structure

1. Agenda and Operation Governance
2. Monitoring System

IV . The Role of the GPEDC in Implementing Agenda 2030

1. Qualitative Research: In-Depth and Written Interviews
2. Delphi Survey

V . Conclusion: Strategies for Improvement of the GPEDC

1. Operational Improvement of the GPEDC
2. Measures to Improve Monitoring
3. LAP Improvement Measures

1) The original full report is written in Korean (Available at <http://www.lib.koica.go.kr>).

Executive Summary

The objective of this study is to analyze the Global Partnership for Effective Development Cooperation (GPEDC), a multi-stakeholder platform on development effectiveness constituted in 2012, and its current status and way forward in respect to changing discourse on international development effectiveness. Specifically, this research will investigate GPEDC in changing global development cooperation paradigm, the role and structure of the GPEDC, and suggest recommendations to improve its major functions and activities: Governance and Institutional Settings, Monitoring System and KOICA's Learning and Accelerating Program (LAP). This study will utilize research method of literature review, monitoring data analysis, in-depth interviews, and Delphi surveys in four months to find the improvement strategy to revitalize GPEDC for fulfilling Agenda 2030. Based on the analysis, the authors provide policy recommendations such as raising international awareness on development effectiveness by creating a multi-layered supporting system, reinforcing the Steering Committee of GPEDC for its governance and institutional set-up, strengthening linkages with SDGs, capacity building of developing countries to ensure consistency in monitoring, reorganizing the core functions of LAP, expanding participation in Work Plan and focus area and engaging active discussion on GPEDC in Korea.

I. Introduction

The year 2020 marks the 10th anniversary of Korea's membership in the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC). Over the past decade since joining the OECD DAC, Korea has established various institutional measures domestically to advance its assistance efforts as a responsible donor country. Simultaneously, Korea has striven to identify and propose an array of development agendas for discussion at various venues within the international community, while serving as a bridge between developed and developing countries. The Fourth High-Level Forum on Aid Effectiveness (HLF-4) held in Busan in 2011 was a landmark event that demonstrated such endeavors.

As a host country, Korea displayed its leadership in adopting the Busan Declaration which shifts the focus of the development assistance paradigm from aid effectiveness to development effectiveness and calls for a new global partnership, embracing various donor parties including developed countries, emerging economies, and private parties. In particular, Korea played a leading role in launching the Global Partnership for Effective Development Cooperation (GPEDC), a comprehensive program for all parties concerned with the development issue, by encouraging the participation of newly emerging influential donor countries such as China, India, and Brazil. Since 2014, Korea has been hosting the annual Busan Global Partnership Forum in a bid to achieve development effectiveness and institutionalize the GPEDC.

Apart from the efforts of the Korean government, the GPEDC is now faced with various challenges as the development cooperation environment changes. Since its inception as a forum for discussing aid effectiveness, the GPEDC has been supporting the implementation of the Millennium Development Goals (MDGs). Now, the GPEDC needs specific institutional and operational changes to fulfill its pivotal role in supporting the implementation of the Sustainable Development Goals (SDGs) established in 2015.

Implementing SDGs requires immense resources as noted in a series of discussions

on development funds and key stakeholders. Accordingly, the focus of development cooperation discussions is now shifting from development effectiveness to financing for development. Consequently, the effective expansion and use of development funds are now emerging as key agenda items. With the effective use of development funds and extensive participation of various stakeholders being emphasized, the GPEDC's inclusive partnership platform needs to solidify its role as an infrastructure required for achieving SDGs. Thus, the present study aims to propose a strategic transition plan for promoting the future GPEDC by analyzing the key trends in discussions on development effectiveness, including those led by the recently launched informal working group in OECD DAC.

A key objective of this study is to identify the GPEDC promotion strategy as a vehicle to achieve the 2030 Agenda. To achieve this, this study analyzes changes that took place in the development cooperation environment before and after the establishment of the GPEDC by focusing on development agendas and implementation measures. This study also analyzes the role played by the GPEDC in implementing MDGs and leading discussions on effective development cooperation by reviewing the progress in the implementation of monitoring indicators and MDGs as well as the improvement of development cooperation effectiveness. Having defined the Busan Forum, Monitoring, and the Learning and Acceleration Program (LAP) run by the Korea International Cooperation Agency (KOICA) as key constituents of the GPEDC mechanism of agenda–implementation–training, which is often considered as a norm of aid effectiveness, this study assesses and analyzes the roles of the respective constituents and their relations. After the analysis, structured expert interviews were conducted to identify the GPEDC promotion strategy and draw important policy implications and action plans. Finally, this study proposes ideas for future research by describing its limitations and potential research directions.

To achieve the above–mentioned research objectives, analyses have been conducted and summarized in the following chapters. First, Chapter II reviews changes in the global official development assistance (ODA) environment surrounding GPEDC and analyzes GPEDC's contribution to the international community's efforts of enhancing development cooperation effectiveness. Then, Chapter III diagnoses the roles and

operations of the Busan Forum, Monitoring, and LAP as key constituents of the GPEDC mechanism. Finally, Chapter IV concludes the study by presenting some suggestions with the result of the research.

II. Global Development Cooperation Environment Changes and the GPEDC

1. The emergence of the GPEDC: Transition from discussions on aid effectiveness to development cooperation partnerships

In the 2000s, discussions on improving the quantity and quality of aid took place to resolve poverty, accomplish sustainable development, and aid effectiveness became an important agenda. The launch of the GPEDC in 2012 marked the paradigm shift away from aid effectiveness and toward development cooperation and effectiveness.

Discussions about the improvement of aid effectiveness have progressed as the Monterrey Consensus was adopted by the first UN conference on Financing for Development in 2002. The goal to reach 0.7% ODA/GNI was reaffirmed, and an agreement was reached on the requirements for donors to accomplish these goals while making an effort to reinforce aid effectiveness. Various topics, including aid coordination, capacity-building of partner countries, and aid distribution based on aid effectiveness, emerged and were discussed at the four High-level Forums on Aid Effectiveness (HLF). The four HLFs were held in Rome in 2003, Paris in 2005, Accra in 2008, and Busan in 2011.

〈Table 1〉 Summary of Major Meetings Before GPEDC

Major Meetings	Location (Year)	Agenda	Outcomes
HLF-1	Rome (2003)	The emergence of the concept during discussions on aid effectiveness	• Rome declaration
HLF-2	Paris (2005)	Set up the measurable goals to improve aid effectiveness and responsibilities of donors and recipient countries, and establish a monitoring system	• Adoption of the Paris Declaration and emergence of the working group on aid effectiveness in the OECD • Setup five principles on aid effectiveness (country ownership, alignment, aid harmonization, managing for results, and mutual accountability)
HLF-3	Accra (2008)	Implement the Paris Declaration and accelerate goals contained in Paris principles	• Configure with 10 indicators related to managing results, ownership, inclusive partnership, transparency, mutual accountability principles, etc. Implemented in donors and recipient countries.
HLF-4	Busan (2011)	Discuss monitoring outcomes in 2011 and examine the implementation of Paris principles	• Busan Declaration, the launch of GPEDC

Source: OECD (n.d.a); Bhattacharya et al (2015)

The 1st HLF held in Rome in 2003 emphasized aid harmonization among donors. The core agendas included ownership, aid harmonization, mutual accountability, aid predictability, transparency, and aid consistency (OECD DAC, 2003). Concurrently, the OECD DAC established a working group on aid effectiveness in 2003 which assumed responsibility for monitoring the implementation of the Paris Declaration, preparing HLFs and related surveys, and conducting research. The Second High-level Forum (HLF-2) was held in Paris in 2005 and highlighted the importance of the aid effectiveness agenda in international development cooperation. Participants adopted the Paris Declaration on Aid Effectiveness that included the five principles of country ownership, alignment, harmonization, managing for results, and mutual

accountability. Additionally, 12 indicators were suggested to measure performance, the due date for accomplishing goals was set for 2010, and specific plans for performance and monitoring systems to accomplish them were created.

Subsequently, the Accra Agenda for Action was published during the 3rd High-level Forum (HLF-3) in Ghana in 2008 to advance the performance of the Paris Declaration and interim inspections for the accomplishment of efforts to improve aid effectiveness (OECD, 2008). The Accra Agenda for Action emphasized the role of civil society to enhance aid effectiveness and recognized them as independent development leaders. Priority areas were selected to improve the previous evaluation results arising from the insufficiently accomplished Paris Declaration goals and plans suggested for improvement. First, stronger leadership in the field of aid harmonization was encouraged from countries with ownership to utilize national aid systems participating in the development cooperation. Second, OECD DAC member countries, developing countries, Non-DAC donors, foundations, and civil societies were identified to participate appropriately in inclusive partnerships. Third, the focus was on whether aid influenced the development of performance-centered perspectives practically and measurably (OECD, 2008). However, according to the results of a qualitative evaluation implemented by the OECD in 2008 and 2011, there were few practical outcomes (OECD, 2008). The HLF-4 held in 2011 evaluated the results of monitoring the Accra Agenda for Action and Paris Declaration to investigate the outcomes of international development cooperation in improving aid effectiveness and influence; only one of 12 goals was accomplished by the international community, while each indicator had shown different levels of improvement.

The only item relevant to the indicator 4 accomplishing the goal, turned out to have a 57% “proportion of technical cooperation from donors as aligned with development strategies in recipient countries” (OECD, 2011). Overall, indicators requiring an effort from recipient countries including ownership or managing for results turned out to be significantly improved. Conversely, performance indicators requiring the improvement of aid systems for donors and efforts for harmonization among donors turned out to be insufficient. The alignment of aid from recipient countries and donors partially improved, while aid harmonization among donors

showed no improvement (OECD, 2011; Chung et al, 2011).

Major principles of the Accra Agenda for Action and the Paris Declaration, shared among the HLF-4, were insufficiently accomplished. However, a positive evaluation indicated how the effective operation of aid and managerial aspects were partially improved due to the efforts of each country. A global agreement was thus reached to follow common principles (OECD, 2011; Chung & Lee, 2011). However, it was emphasized how it was “impossible to improve performance only with aid effectiveness” and further discussion was required on development effectiveness to accomplish the common goals. (OECD, 2011; Chung, 2011).

The Busan Partnership for Effective Development Cooperation included various topics such as a new global development partnership, sustainable growth and development, inclusive economic growth, human rights, gender equality, reduced corruption, climate change, and the cultivation of talent (Park & Lee, 2011). The existing donors and recipient countries, new donors, national assembly, civil society, and privately-owned companies contributed toward effective development cooperation, and more effective development aid was discussed by the international community to satisfy both donors and cooperative countries.

The HLF-4 proceeded to evaluate international efforts to improve aid effectiveness while re-organizing the purpose of a meeting to deal with inclusive issues of the development beyond aid effectiveness. It was a result based on the limitations in accomplishing the development goal only with aid and also an evaluation of how aid effectiveness was important for development outcomes but was limited to prioritizing procedures and technical aspects over results. Additionally, as inclusive cooperation became a requirement of the international community with the emergence of various development leaders, improving the effectiveness of development cooperation has become an important issue (Park, 2015).

Discussions on aid effectiveness have concentrated on ways to improve funding, operations, and impact. There has been a growing call for more inclusive values due to the necessity of new aid systems that consider issues such as human rights, democracy, gender equality, and sustainable development. As an alternative to

overcome these challenges, the focus has shifted the discourse to various subjects on aid effectiveness aiming to eradicate poverty and accomplish development. This shifting discourse has established new international development cooperation governance based on global partnerships with more diverse participation by development leaders. Beyond the aid system based on developed–developing countries, the discourse has included interested parties from the private sector as well as DAC non–member countries, companies, and foundations that were not traditional donors. It also secured participation from newly emerging donors such as China, India, and Brazil, large scale foundations such as the Gates Foundation, and companies as key leaders, significantly contributing to proposals for the diversification of international development cooperation systems by emphasizing South–South and triangular cooperation (OECD, 2012; Park & Lee, 2011). The HLF–4 has created momentum in shifting the paradigm of development cooperation from the improvement of aid effectiveness—as an agenda from previous international development cooperation—to the aid effectiveness. This has emphasized inclusive partnerships among various leaders beyond international norms in aid and international development cooperating activities led by traditional donors, creating momentum to shift focus to the expansion of new development resources other than traditional ODA (Yoon, 2019).

Mechanisms for executing the Busan Partnership for Effective Development Cooperation has shifted focus from the OECD to the connected system of the OECD and UN. Utilizing the experience of the OECD and monitoring system of donors together with the local offices of the UNDP in developing countries, the GPEDC have established a cooperative system to support the implementation (Park, 2015). Consequently, it is expected to play a positive role through cooperation while establishing the framework of various international agendas such as MDGs or SDGs. However, due to the disparity in structure for setting the development agenda between the OECD and UN, it was also projected to cause segmentation (Kim, 2015). These high–level meetings, led by the OECD DAC on aid effectiveness, were simultaneously complemented by the UN. However, attempts to reach a subsequent agreement on mechanisms of performance in the development system were expected

to cause division due to the disparities in the overall agenda-setting process between the OECD and UN.

2. Role of GPEDC in the Era of the SDGs

At the 70th UN Summit meeting held on September 25, 2015, “Transforming Our World: The 2030 Agenda for Sustainable Development (2030 Agenda)” was adopted as a documented outcome comprising four areas: 1) a declaration containing the visions and principles, 2) SDGs, 3) the means of implementation and global partnership, and 4) monitoring and evaluation.

The 2030 Agenda has determined the direction for humankind in the five areas of people, planet, prosperity, peace, and partnership through 17 main goals and 169 detailed goals while emphasizing the importance of global partnerships as well as the participation of all interested parties in achieving them. Additionally, the 2030 Agenda indicates how all these goals are to be evaluated by regular and inclusive follow-up plans from the national, regional, and global perspective.

The 17 SDGs at the core of the 2030 Agenda, inclusively emphasize the three aspects of sustainable development—economy, society, and environment—as new development goals from a national perspective compared to the MDGs that emphasized social development such as education and health. From the perspective of development cooperation, the development agenda focusing on social development that has been identified as a limitation of the MDGs has now changed to become an inclusive development cooperation system with the emergence of the SDGs system.

In terms of performance indicators, data disaggregation is pursued in SDGs (unlike MDGs) to establish indicators inclusive of all social members and the preparation of evaluation methods as revealed in the main slogan, “Leave No One Behind.” However, when compared to the MDGs system, there were insufficient indicators to measure the detailed goals suggested by the SDGs system. Therefore, there has been an effort to establish effective indicators and data using international organizations and major countries.

The OECD measures and evaluates the success of each member country's SDGs through the "Measuring Distance to the SDGs Targets" report, suggesting future projects for success. This report also provides guidelines on the principles to be used by the international community under SDGs and implementation strategies including topics on promoting policy coherence, investment in sustainable development, and inclusive growth and well-being (OECD, 2017). It is, however, practically difficult for detailed evaluations to be conducted on developing countries or development cooperation businesses.

At the national level, various frameworks, tools, and statistical data are being developed to achieve SDGs (Kim S. et al., 2015). To identify the current domestic and overseas status of SDGs indicators of a country and to suggest goals to accomplish these in the future, UN member countries have submitted their Voluntary National Reviews from 2016. This is regarded as a path to reviewing domestic and international plans for the implementation of the SDGs system that has been implemented by each country while accurately identifying the status of each country instead of the international community of member countries imposing forced implementation goals.

Seen in this context, it has been emphasized that development cooperation in recipient countries is aimed at accomplishing SDGs. Under the GPEDC framework, before SDGs, there are several elements suitable for measuring SDGs including gender equality and partnership. However, the proportion of these elements is low compared to how they are emphasized in SDGs. The GPEDC has recently been attempting to provide platforms for the sharing of exemplary cases and lessons in the implementation of SDGs, advance transparent development cooperation, support leadership in developing countries to improve policies and systems, and monitor the performance of developing countries against the principles of development effectiveness. In 2019, they shared knowledge by publishing a collection of outstanding cases on the reinforcement of effectiveness to advance sustainable development (GPEDC, 2019b). However, the GPEDC requires a sustainable diagnosis to establish what needs to be considered and the associated development implementation indicators for SDGs.

From the perspective of implementing parties, SDGs include a wide range of agendas that a single party cannot independently lead, while an inclusive development cooperation system is emphasized for the participation of governments, civil groups, and companies (Kim T. et al., 2016). To implement SDGs, considering how whole-of-society access is required by whole-of-government, more powerful systems need to be formulated to re-establish the role of the GPEDC while devising a promotional plan. This is goal 17 of the SDGs and relates to how partnerships have been emphasized. The GPEDC has emphasized how collaboration through a multi-stakeholder approach was to play a critical role in the accomplishment of SDGs in the first Senior-level Meeting (SLM). It specifically aimed to expand the scope of participants including emerging countries (i.e. China and India.), developing countries, and privately-owned companies, and suggested specific plans in establishing an approach to inspecting SDGs.

Partnerships mean horizontality between donors and recipient countries. Unilateral support from donors to recipient countries or temporary support is limited in effect and sustainability for both parties. Thus emphasis is placed on the capabilities of the private sector and the formation of markets in developing countries, participation in the private sector of developed countries in development cooperation, and the global value chain (GVC) created in both the public and the private sectors. As GVCs expand, unilateral support-based relationships may evolve into cooperation-centered relationships for transactions and investment between parties, and recipient countries may become partners for economic cooperation rather than recipients of aid from donors. The private sector should be regarded as a development cooperation leader equipped with information on markets and technologies needed for production rather than mere providers of development resources, and the demand from both cooperative countries should be reflected in development cooperation.

Similarly, where traditional leaders of development cooperation are extended into the private sector beyond developed countries and international organizations, the proportion of emerging countries in the role of development cooperation leader has increased, and there has been a growing trend toward South-South and triangular cooperation. Li (2017) suggests reasons why the GPEDC was not attractive to

emerging countries such as China, mentioning how more inclusive and effective support in implementing SDGs was required to promote the participation of emerging countries. Emphasis on the participation of the private sector is related to the means of implementation as well as implementing parties. The reason why the means of implementation, such as resources, is emphasized is that there have been fundamental criticisms of the MDGs which, although having established various international goals, have been criticized for inadequate advocacy of the means for implementation including resources or partnerships. SDGs emphasize the importance of policy coherence, partnership, and development-related data capability while specifically mentioning development resources, technology, and trade as the means required to implement the 16 SDGs (SDG 1 – SDG 16).

Various development banks jointly held additional events and meetings during the third development resource general meeting, publishing a statement titled “From billions to trillions” and sharing perspectives on how various financial mechanisms, risk-mitigation approaches, and joint investments played an important role in accomplishing SDGs. Participating development banks mentioned how careful consideration of the appropriate structure and use of mixed financial tools was needed, including a clear accountability mechanism.

In 2018, the GPEDC shared their experiences of private sector engagement (PSE) based on case studies in Bangladesh, Egypt, El Salvador, and Uganda to promote the participation of the private sector. In 2019, they adopted the Kampala Principle based on this accumulated experience. The Kampala Principle is a series of principles developed by the GPEDC on how to form partnerships more effectively in the private sector for development cooperation (Yoon, 2019). The GPEDC has tried to develop and expand international norms governing public-private cooperation. A recent trend emphasizes how development cooperation mechanisms have been changing to develop resources over effectiveness, and the creation of new resources has been prioritized while reinforcing ways to effectively utilize them—ODA has been prioritized according to the economic levels of developing countries (including low- and mid-income countries).

The most prominent characteristic in the era of SDGs is the emphasis on monitoring. As shown in goal 17, SDGs have specifically indicated an approach to implementation to achieve SDGs beyond mere suggestions of new goals. Directly including the information related to monitoring these goals is evidence of the will to monitor these implementations from a global perspective. During the first SLM held in 2019, the GPEDC demonstrated commitment to its role by sharing national data and cases through multi-stakeholder partnership platforms and GPEDC monitoring (GPEDC, 2019a). Item 74 of the 2030 Agenda suggests nine fundamental principles to guide follow-up actions and evaluation, thereby implying much about the examination of the implementation of SDGs, including development cooperation.

GPEDC monitoring measures an area of the detailed goals of SDGs. Monitoring indicator 8 assigns public resources to improve gender equality, measuring the proportion of countries equipped with tracing systems, as well as the proportion using national development strategies and performance frameworks in donor partner countries as shown in SDG 17.15. It has also offered proof of the reinforcement of global partnerships with various interested parties (OECD/UNDP, 2019).

The transition of the paradigm from aid effectiveness to development cooperation effectiveness indicates how new partners, other than aid and private companies, have become leaders in activities (Lim, 2012). Given these paradigm changes, the GPEDC needs to review the reasons why SDGs emerged from MDGs and whether limitations and areas of improvement found in changes in agendas were reflected when development resource meetings were held. It is also important to review whether this system can match the unexpected risks from cooperation among new leading parties—such as partnerships with the private sector—in addressing various types of risk in advance.

III. GPEDC Today : Role and Structure

The GPEDC system can be divided into three parts: GPEDC forums and the Steering Committee, GPEDC monitoring, and the LAP. This chapter analyzes the GPEDC's progress and activities in the past 10 years and identifies its challenges. Research findings are reflected in the qualitative analysis reported in Chapter IV.

1. Agenda and Governance

The HLF-4 in Busan, as an organization driving effectiveness processes, emphasized a novel, more inclusive and effective development cooperation partnership to replace the Paris Declaration which emerged a year later in 2012 as the GPEDC. The GPEDC includes development cooperation providers, recipient countries, local communities, civil society, the private sector, private foundations, the UN, and the OECD. It started as a loose platform guided by the Joint Support Team (JST) of the OECD and UNDP without any support foundation from specific organizations.

The GPEDC High-level Meetings (HLMs) were held every 2–3 years with two having taken place to date. It serves as the forum for top-level discussions. In 2019, the SLM was held. The GPEDC had a Steering Committee encouraging all interested parties to discuss various topics and transparently share their direction and progress. The Steering Committee consists of representatives from donors, recipient countries, civil societies, national parliaments, and the private sector with three Co-chairs. A total of 19 meetings has been held since 2012. In addition to the stakeholder meetings, the GPEDC organized the Busan Global Partnership Forum to disseminate their agenda.

1) High-Level Meeting

Similar to the OECD discussions on aid effectiveness, the GPEDC has been holding HLMs. Since its inception in April 2014, the GPEDC held its first HLM in Mexico with

the subtitle of “Inclusive Post–2015 Agenda,” and concluded with the Mexico HLM Communique (Mexico Communique).

The Mexico Communique recognized the importance of traditional themes relating to development cooperation such as MDGs, poverty, and inequality while sharing a perspective on how the GPEDC needed to be established as the main protagonist in the execution of an inclusive and sustainable post–2015 framework as planned by the UN at that time, and also how to build relationships with other organizations or systems (GPEDC 2014:1).

The Mexico Communique is an agreement over 6 months on inclusive international negotiation processes with development cooperation actors. It actively reflected the development agenda of Post–2015 and emphasized the importance of the Busan partnership mechanism. Various voluntary initiatives have been established to encourage greater efforts and action in development cooperation through this platform.

Despite the efforts in 2011, however, the most important emerging countries, China and India, did not participate. Under these circumstances, they added matters related to climate change and fragile states with a repetition of what was already agreed in Busan, and thus faced criticism for how this was a statement “not contributing to a specific action or promise (Keijzer & Ludsgaarde, 2016).”

The second HLM was held in Nairobi, Kenya, in November 2016 where 157 countries participated, publishing a vision of global partnership to maximize the effectiveness of all types of development cooperation for people, the planet, prosperity, peace, and common benefits and clarifying that these issues were the essence of a method to accomplish SDGs based on collaboration with all the development cooperation actors. They reaffirmed four principles of the global partnership and promises from the three HLFs held in Paris, Accra, and Busan and from the first HLM in Mexico. In particular, the outcomes document from Nairobi that was produced five years after the global partnership was launched was intended to suggest ways for development cooperation actors to identify and solve challenges together, share knowledge, and utilize resources most effectively.

Major agreements from the second HLM included the establishment of a Work Plan and improvements to the monitoring framework, attempting to support the successful implementation of SDGs and apply new issues and development methods to the existing monitoring framework in widening the scope of validity of the agreements among various development cooperation actors.

The agenda of the GPEDC held in Nairobi, however, either dealt too excessively with various issues such as the need to include actors from all sectors—from security to humanitarian assistance—the need to connect with SDGs, and more. These themes made it challenging to reach an agreement or were too theoretical to contribute to actual changes. There was no agreement made except for the reduction in wire transfer fees as assigned to specific terms or due dates, failing to persuade those who signed the agreements to implement them (Bena & Tomlinson, 2017:5). Mexico, China, India, Brazil, and South Africa also did not send representatives. Therefore, it cannot be ignored that there was insufficient participation from emerging countries who are the main stakeholders of South–South cooperation (Klingebiel & Li, 2016).

In July 2019, an SLM was held in New York in connection with the UN High–level Political Forum (HLPF). Based on the publication of the third monitoring report, the GPEDC comprehensively examined the progress made and announced the Kampala principles which were approved during the 18th Steering Committee meeting held in Kampala, Uganda, in March 2019 after an extensive consultation process led by a multi–stakeholder working group, including governments, businesses, civil society, trade unions, and other actors while drawing on the advice of a caucus of business leaders (GPEDC 2019).

The Kampala Principles were designed for effective public–sector engagement through development cooperation. It focused on supporting the realization and further development of the Busan principles, a resolution to major challenges and opportunities suggested by the PSE for development cooperation, recognition of the diversity in the private sector—in the spirit of helping those falling behind in implementing the 2030 Agenda—and setting priorities for national and global sustainable development.

The Kampala Principles suggest new norms on partnerships with the private sector. Recognizing the importance of providing more specific guidelines focusing on all interested parties for harmonious activities among government, development partners, the private sector, civil society, and labor unions, they are regarded as an advanced discussion to provide practical direction beyond the validity of the discussions on aid and private partnership.

2) Steering Committee

The GPEDC's Steering Committee manages the practical operations of the global partnership such as the preparation of agendas for senior-level meetings. It is comprised of Co-chairs at ministerial level from donors, emerging donors and recipient countries, and Steering Committee members representing donors, emerging donors, recipient countries, national parliaments, civil society, the private sector, multilateral development banks, the UNDP, and the OECD.

Korea has been a participant since the first Steering Committee as a representative of donors, the UK (Co-chair), the EU, and the U.S. Korea is participating again as a steering committee member from 2020. The Steering Committee has been expanded to 24 members, adding six representatives from the 5th Steering Committee after it was established with 18 members including the three Co-chairs, five representatives from recipient countries, three from donors, one from donor-recipient countries, one interested party from the private sector, one member from the national assembly, one from civil society, one from multilateral development banks, one from UNDP/UNDG, and one member from the OECD DAC (GPEDC, 2014). Six positions were added including one representative each from a donor and recipient country, one representative from Africa, one member from Arab donors, one from non-traditional civil society/labor unions, one from private foundations, and one member from local government. Subsequently, a co-chair and an ex-officio member were added, totaling 26 members (see Table 2).

〈Table 2〉 The GPEDC steering committee

	2012	2014	As of 2020
Co-chairs	3	3	4 (DR Congo, Bangladesh, Switzerland, Reality of Aid*)
Donors	3	3	3 (Korea, Canada, EU)
Recipient countries	5	5	6 (Cote d'Ivoire, AUDA, Afghanistan, El Salvadore, Nepal, Pacific Islands Forum)
Donors–Recipient countries	3	3	2 (Colombia, Philippines)
The private sector	1	1	1 (Representative from ICC UN)
National parliament	1	1	1 (Inter–Parliamentary Union Secretary General)
Civil society	1	1	1 (CSO partnership for development effectiveness)
Multilateral development bank	1	1	1 (IADB)
UNDP/UNDG	1	1	1 (UNDP)
OECD DAC	1	1	1 (OECD)
Arab donor	—	1	1 (OPEC Fund for International Development)
Labor Union	—	1	1 (ITUC)
Private foundation	—	1	1 (WINGS)
Local government	—	1	1 (United Cities and Local Governments)
Ex-officio	—	—	1 (Germany BMZ)

*Fourth non-executive co-chair

Source: GPEDC 2014; See GPEDC website for more information

Changes in the structure of the Steering Committee, and especially the expansion of member numbers, reflected the determination of the GPEDC to emphasize its inclusiveness in terms of participants. There has been an ongoing effort to increase the number of members as well as include leaders with an expanding scope of activities for development cooperation such as labor unions, private foundations, and local government in the discussions on partnership.

The Steering Committee held twice a year with the agenda including approving and monitoring the Work Plan. During the Work Plan period from 2017–2018, the Steering Committee received reports on the outcomes of each activity and approved future goals such as establishing a knowledge base. At the 19th Steering Committee in 2019, a new Work Plan was approved. As shown in Table 3, to target and achieve more specific and tangible outcomes, the work was limited to three areas—compared to the 2017~2018 Work Plan—of development effectiveness, increased partnership, and monitoring.

◀Table 3▶ Comparison of Global Partnership Work Plan in 2017 and 2020

2017~2018 Work Plan		▶	2020~2022 Work Plan	
1. Reinforce the support of national-level development effectiveness			1. Development effectiveness	Verification of influence of effectiveness
2. Reinforce monitoring update and effectiveness				Reinforce statistical capability
3. Share knowledge to expand innovative development solution			2. Partnership	Private sector partnership
4. Expand participation in the private sector				Triangular cooperation
5. Learn from different development cooperation methods				South-South cooperation
6. Reinforce high-level participation and international influence				Civil society partnership
				Private foundation
				Local-level development effectiveness
				Multilateral support
		3. Monitoring		

Source: Authors' own based on 2017–2018 and 2020–2022 Work Plan

The biggest difference in Work Plans between 2017 and 2020 is the emphasis on the SDGs connection along with partnership and development effectiveness. In the 2017–2018 Work Plan, the use of best practices was promoted, focusing on the establishment of a foundation for the GPEDC to share these. As shown in Table 3, the Work Plan was designed to recognize how a conceptually vague development effectiveness model could be represented in various forms while establishing a platform to develop and share the guidelines for each case. In addition, the 2020–2022 action plan demonstrated the influence of development effectiveness and supported the implementation of SDGs by reinforcing the capability of partners statistically in developing countries. Therefore, it was expanded and reinforced in collecting and analyzing various cases involving partnerships.

Seven of the ten areas are related to the partnerships. They include all stakeholders that the GPEDC has emphasized since its establishment, such as the private sector, triangular and South–South cooperation, civil society, private foundations, local government, and multi-parties. These Work Plans constitute activities to achieve the goals of the GPEDC. Conversely, this can be interpreted as proof of insufficient performance by partnerships engaged up to that time.

Compared to the Work Plan from 2017 which included the budget plan, the 2020 Work Plan was attached separately with a detailed proposal for each area. Individual detailed proposals included leading countries and organizations for each topic, participating countries/organizations, main goals, detailed goals, outcomes, risk factors, schedules, and plans for funding, among others. The problem is that a detailed plan in the partnership area, which seems to be pivotal, is more incomplete than the development effectiveness and monitoring plans, questioning the feasibility of managing the work schedules, outcomes, and subsequent usability of results.

〈Table 4〉 Leading Countries/Organizations of the 2020-2022 Action Plan and Plans for Funding

Action areas	Leading countries/organizations and participation	Funding plans
1.1 Impact of effectiveness	EC, Bangladesh, Canada, CPDE, El Salvador, Finland, FAO, Germany, IADB, ITUC, Kenya, Switzerland	—
1.2 Support of statistical capability	1) Led by Switzerland 2) Pacific Islands, UNSDG, MDB, Korea, Arab donor countries, local governments 3) Madagascar, Germany, Sweden, the EU, Finland, Spain, Austria, Ghana 4) PARIS21, GPSDD, OECD DAC D4D, OECD DAC Performance Community, DI, WB	1) Switzerland: Support funding for scoping paper preparation in the early stages 2) Available to provide funding to partners with interest 3) Countries participating in the pilot
2.1 The private sector/PSE	1) Led by Germany 2) Afghanistan, NEPAD, Bangladesh, Civilian Representative, Canada, CPDE, Egypt, El Salvador, EC, ITUC, MDB, IFAD, Nepal, Pacific Islands, Peru, UN	Scheduled to decide later 1) Germany and participating partners
2.2 Triangular cooperation	1) Led by Canada 2) Colombia, El Salvador, Japan, Mexico, Peru, Rwanda, South Africa, Spain, Uganda, NEPAD, BRICS Policy Center, CCIC, CPDE, DOT, ILO, ISDB, FAO, UNEP, UDP, UNODC	No specific plans (Canada In-house)
2.3 South-South cooperation	1) Led by Colombia 2) Indonesia, Myanmar, Mexico, Rwanda, Georgia, FAO, ILO, UNDP, UNEP, UNODC, NEPAD	—
2.4 Civil society	1) Led by co-chairman of the Steering Committee 2) CSO TF (ISS Netherlands), CPDE, Canada, ITUC, Private Foundation, Sweden, UNODC, FAO 3) OECD CSO Workstream	1) Participating countries are scheduled to provide funds for initial expenses and others later 2) Scheduled to utilize the human resources of core partners
2.5 Private foundation	1) Led by WINGS 2) Reality of Aid Africa, Canada, Ghana, Kenya	Scheduled to decide later
2.6 Local government	1) Led by Local Government (UCLG, ORU-FOGAR, UDP ART) 2) NEPAD, CPDE, DR Congo, EC, France, Iceland, Ivory Coast, Spain, Switzerland	1) Personal resource of core partners (in-kind contribution) 2) Effort to secure funding for UNDP ART ORU-FOGAR
2.7 Multilateral support	—	—
3.1 Monitoring	1) Led by co-chairman of the Steering Committee 2) JST and all participating countries/institutions	JST

Source: Authors' own summary of detailed proposals in each area under fulfillment.

Most of the proposals in the area of partnerships do not mention the budget, how to secure funding, or details to achieve the output. Even those areas that had funding plans would only receive seed money from some partner countries. Countries or organizations that showed interest would only contribute based on the degree of participation without any obligation regarding funding. Therefore, it is expected that progress against these plans differed among areas.

Countries such as Canada, Germany, Switzerland, Ghana, Colombia, El Salvador, Mexico, Spain, and Rwanda indicated their intention to participate in more than two action areas. Switzerland, as a co-chair of the Steering Committee, took the lead in reinforcing monitoring, civil society, and statistical capability and data. Canada and Germany participated in discussions on development effectiveness while leading the discussions on triangular cooperation and private sector participation. Korea participated in the action areas on strengthening the statistical capacity and data-based decision-making of developing countries. Using only the proposals, however, it is impossible to determine the role of Korea or its contribution to the budget.

3) Busan Global Partnership Forum

Korea announced at the 1st HLM of the GPEDC that it will hold forums to track the implementation of the Busan principles, enhance global partnership outcomes, and promote outreach within the Busan global partnership. The Busan Forum has been held five times, between the first Busan Global Partnership Forum in 2014 and December 2019.

The Busan Forum aims to promote active cooperation by implementing the four principles of effective development cooperation (ownership, managing for results, inclusive partnership, and transparency and mutual accountability) among various development cooperation actors such as donors, developing countries, international organizations, civil societies, and the private sector.

〈Table 5〉 Major Agenda of the Busan Forum (by year)

Year	Main Agenda
2014	• Discussions about the examination of performance against promises from the HLF-4 and the direction of development of Busan global partnership • Share outstanding cases and lessons on the performance of the GPEDC principles • Discussions about the utilization of the national system, improving predictability and transparency, and reinforcement of an inclusive partnership
2015	• Discussion about the 2030 Agenda and the role of the GPEDC • Discussion about the role of the private sector in development effectiveness and the performance of SDGs • Discussion about development effectiveness in fragile states and plans for applying GPEDC principles
2016	• Discussion about plans of contribution to SDGs and Addis Ababa behaviors as well as an examination of the performance of the development effectiveness agenda • Discussion about gender equality, improvement of women's rights, South-South and triangular cooperation, the role of the private sector in effective partnerships, and expansion of participation from civil society • Discussion about plans for reinforcement of the GPEDC monitoring system
2017	• Discussion about plans for the improvement of the development effectiveness of donors and developing countries as well as an examination of the performance of the Busan principles • Discussion about the expansion of development resources, South-South cooperation, and connections with the private sector, and sharing the results • Discussion about plans for the systematic development of monitoring for improving the development aid effectiveness
2019	• Discussion about plans for connection of SDGs, development resources, and GPEDC principles • Sharing the results of 2018 monitoring and discuss plans for improvement of connection with SDGs • Discussion about the South-South and triangular cooperation, connection of the private sector to SDGs, and outreach for development effectiveness

Source: Authors' own based on the data collection of the Busan Forum each year n

As shown in Table 5, topics from the Busan Forum were repeated using similar content from discussions in the Steering Committee, and composed of mostly presentations or discussions about components of the GPEDC. The Forum tried to invite hands-on practitioners from each country to share their experience and best practices in implementing the development effectiveness principles at the national level. However, it has not been successful.

On conclusion, the HLMS of GPEDC should define its role to identify “who does what and how” as the key elements to promote GPEDC. There are very few countries dispatching high-level representatives from among OECD countries in the HLMS after the Busan HLF. At the same time, we need to think about the fact that China and India have not participated at all despite how they advocated enhanced effectiveness through the participation of emerging countries (Janus et al., 2016).

The issues related to various partnerships covered in the HLMS confirm the principles. However, it is important to consider how they fail to recommend “assignments”. The Work Plans and agendas of the Steering Committee are only focusing on establishing the guidelines for the expansion of partnerships and the connection between development cooperation and partnership instead of supplementing the discussion about development effectiveness initiated by the GPEDC. This forms part of an effort to support the SDGs’ involvement in a wide range of issues on development cooperation from various partners. However, the roles and operation issues of the GPEDC become vaguer as a measure of aid (or development cooperation) effectiveness. Theoretically, the increased vagueness in this environment with changing norms, makes it more likely that norms around efficiency enhances their dominance and makes it easier to fulfill them (Panke & Petersohn, 2016). However, agendas covered by the GPEDC have been a cause for the loss of political influence as it focuses on discourse rather than reinforcing norm-related elements (Bracho 2017:3). As demonstrated by the poorly operating knowledge platform, the GPEDC has been witnessing a decreasing pressure on “assignments” to be solved and rather becomes a platform for the exchange of knowledge by focusing on cultivating and sharing paradigms.

Insufficient participation by OECD DAC member countries, traditional donors, and emerging countries erodes the solid foundation required to establish, lead, and disseminate agendas in the GPEDC as a complicated network where leaders in recipient countries and donors all participate (Keizer & Lundgaarde, 2016:3). “Effective development” is an open agenda including most aspects of development cooperation. Converting the agenda into action is itself a challenge. Under these circumstances, expanding topics to such as scope or partnership innovation is acknowledged to weaken the will to implement them (Bracho 2017:33).

There is, thus, a need to re-organize the operations of the GPEDC to define the vague concept of development effectiveness more clearly while reinforcing the core agenda issues of monitoring results to identify changes in behavior required from development cooperation partners. In reflecting on the principles and plans of the GPEDC and best practices that influence development effectiveness, it is very positive to witness recent efforts to find connections with the discourse on development, including SDGs, as well as development effectiveness. However, to meaningfully achieve this shift, appropriate roles and delegation affecting operations should inevitably be developed. There is a need to enhance roles among participants in the HLMs, Steering Committee, and Busan Forum to examine and determine whether the supporting systems function effectively in fulfilling these roles.

2. Monitoring System

1) Monitoring Procedures

GPEDC monitoring is mostly conducted at the national level and adjusted according to the “national coordinators” from governments of developing countries (recipient countries). These coordinators lead the participation of other actors in the GPEDC including donor countries and organizations, civil society organizations, national parliaments, the private sector, and labor unions. GPEDC monitoring is advanced through specific surveys and workshops. National coordinators provide data templates manufactured by the JST to those in charge of the providers in recipient

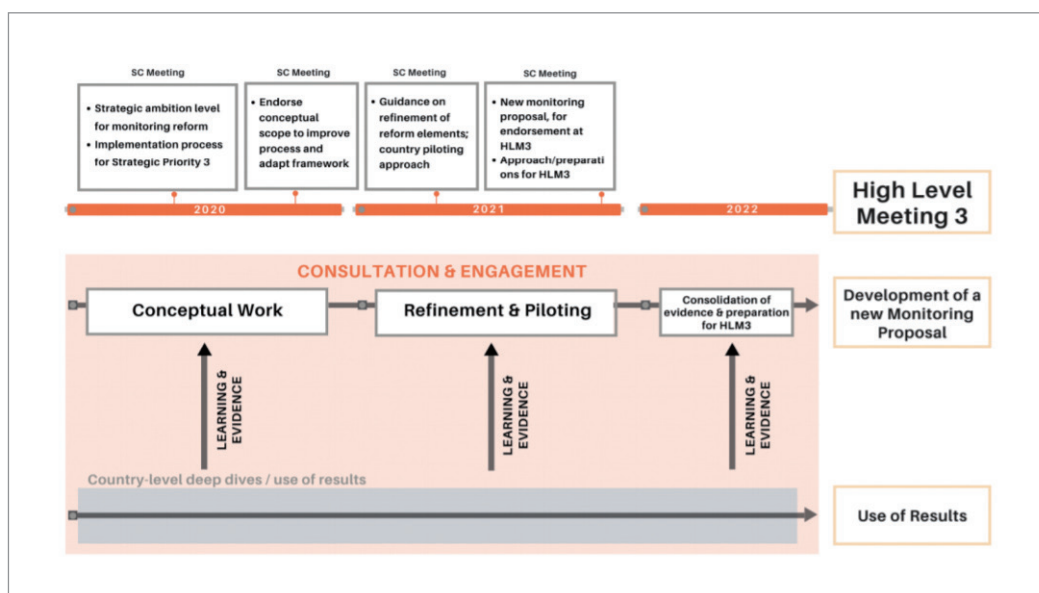
countries (focal point), and these are delivered to other providers to request data input. When each provider enters related data, these are collected and delivered by the responsible agents back to national coordinators who then review the accuracy and validity of the data before submitting the final results to the GPEDC JST.

The GPEDC collected and combined data on 10 indicators and published the global monitoring report. The GPEDC is expected to track the progress in achieving the indicators of the GPEDC, utilize the monitoring results as evidence of development cooperation to support conversations between development cooperation actors, and ultimately improve development effectiveness. The GPEDC completed follow-up monitoring in 2015 and 2017, respectively, after completing the initial monitoring in 2013. Related reports were published in 2014, 2016, and 2018 involving 46, 81, and 86 countries, respectively and among them, 39 countries participated in all three monitoring rounds. Among the least developed countries, 21, 41, and 43 countries participated in the respective monitoring periods, thereby constituting about half of the entire participating countries.

2) Monitoring Reform

The GPEDC announced monitoring reform at its 19th Steering Committee held in 2020. The reform plan was based on changes to the indicators and the monitoring process from 2020 to 2022 as shown in Fig. 5, following the agreement on monitoring reform reached at the 18th Steering Committee held in Seoul in December 2019, and required submission of the results to the HLM in 2022. Co-chairs will lead the overall procedures of monitoring reform with advice from the Steering Committee and technical support throughout the process from the JST.

<Fig. 5> Schedule of GPEDC Monitoring Reform



Source: GPEDC (2020)

Monitoring reform is divided into three main stages. 2020 is the planning stage, determining the strategic goals and scope of the monitoring reform. The adjustment and experimentation stage during 2021 involves preparing the new monitoring system and conducting a pilot test of the program. Finally, supplementing the monitoring system based on the lessons learned from the pilot program and submitting a new monitoring system to HLM3 is scheduled to occur in 2022 (GPEDC, 2020).

The monitoring round from 2020 – 2022 will be committed to focusing on monitoring reform. However, practical analysis of the utilization of monitoring results from 2018, as well as verifying the results of the new indicators of monitoring will be submitted to HLM3 to show how the GPEDC was activated even when monitoring was not performed (GPEDC, 2020).

3) Improvement of Monitoring

This research initially aimed to analyze whether the participation of developing countries in global monitoring and their performance against indicators was connected to practical incentives in the form of development resources. More specifically, it sought to establish the scale of development resources (ODA, FDI, and others) of participating and non-participating countries in GPEDC monitoring, their correlation using statistical analysis, and to review whether their performance against indicators—from monitoring them on three occasions—has led to an increase in the availability of development resources and economic growth.

However, after analyzing the GPEDC monitoring data from 2013 – 2018, it was not possible to conduct the required statistical analysis due to the following limitations: 1) inconsistent participation in GPEDC monitoring and 2) methodology limitations of the GPEDC indicators.

A. Inconsistency of the Monitoring Participation

The number of participating countries in the previous three GPEDC monitoring rounds has increased (46, 81 and 86). However, the table below indicates that there was inconsistent participation of recipient countries per indicator. The table shows the names of indicators with data in any of the three monitoring rounds and detailed information on each indicator. It also shows the number of countries that participated in the first to third monitoring rounds that actually provided data on each of the indicators.

〈Table 6〉 Number of Participating Countries by the Monitoring Indicator

Indicator	Details	1st	2nd	3rd
Indicator1a1	Alignment at objectives level	—	81	84
Indicator1a2	Alignment at results level	—	81	80
Indicator1a3	Alignment at monitoring and statistics level	—	81	80
Indicator1a4	Percentage of new interventions that plan a final evaluation with government involvement	—	81	80
Indicator1b	Countries strengthen their national results frameworks	—	—	86
Indicator2_1_gov	Governments' assessment	—	59	46
Indicator2_2_CSO	Civil society organizations' assessment	—	—	44
Indicator2_3_DP	Development partners' assessment	—	—	34
Indicator3_gov	Government's assessment	—	55	47
Indicator3_Pslarge	Large firms' assessment	—	55	42
Indicator3_SME	Small–medium enterprises' assessment	—	55	38
Indicator3_T	Trade unions' assessment	—	55	35
Indicator4b	Availability of transparent information	—	—	73
Indicator5a_1	Actual disbursement is equal to or less than the scheduled disbursement	48	79	83
Indicator5a_2	Actual disbursement is equal to or more than the scheduled disbursement	53	79	83
Indicator5b	Mid–term predictability	55	79	65
Indicator6_1	Actual disbursement oversighted by the parliament is equal to or less than the scheduled disbursement	47	72	60
Indicator6_2	Actual disbursement oversighted by the parliament is equal to or more than the scheduled disbursement	50	66	54
Indicator7	Mutual accountability among development actors is strengthened through inclusive reviews	55	81	83
Indicator8_2018	Countries have systems to track and make public allocations for gender equality and women's empowerment	—	—	69
Indicator9b	Development partners use country systems	—	80	84
Indicator10	Aid is untied	—	78	69

Source: GPEDC Monitoring Dashboard website (accessed on July 21, 2020)

For example, when comparing the three monitoring rounds for the same indicator, the first round measured only three (indicators 5, 6, and 7) out of 10 indicators. However, according to the GPEDC monitoring report in 2014, it was shown that data on indicators 8, 9, and 10 were provided (GPEDC, 2014: 127–130). This is because the same indicators are not connected due to different methodologies in collecting the corresponding data among the first to the third monitoring rounds. There are, thus, only three out of ten indicators that can measure the trend of changes over the past four years with the same criteria applied to all rounds.

It was reported that 86 countries participated in the third monitoring, but not all contributed toward the ten indicators. Specifically, indicator 1b was the only indicator that all 86 countries responded to in the third round. Only 83 countries submitted data for indicator 4, followed by 69 countries for indicator 7 and indicator 10.

Furthermore, not all the development actors participated in reporting the same detailed indicators. For example, developing countries, civil societies, and development partners responded to indicator 2 (maximization of participation of civil society groups in the development) in the third monitoring round, whereas only developing countries responded to indicator 2 and submitted data in the second round. Additionally, only 55 out of 81 participating countries collected response data from developing countries, large companies, small–medium enterprises, and labor unions in the second monitoring round, whereas only 47 countries submitted data on governments of developing countries, followed by 42 on large companies, 38 on small–medium enterprises, and 35 companies on labor unions due to the disparity of responses on indicator 3, despite 86 countries having participated in the third round. This indicates the differences in response rates of development cooperation actors depending on the indicators specific to their country.

Such results imply that the number of participating countries for each monitoring indicator was lower than the entire number in contrast to how the total number of participating countries increased in GPEDC monitoring. Data on the same indicators were not consistently collected, and participating countries were not sustainably expanded. Substantial deviations in the number of participating countries—only 39

out of 86 countries participated in all three monitoring phases—indicate the difficulties facing the GPEDC in monitoring data to ensure its reliability.

B. Methodologies of Monitoring indicators

Changes to methodologies in each GPEDC indicator are identified as a problem. The GPEDC definition of detailed indicators was different from the contents of collected statistical data according to each monitoring round, even for the same indicators.

〈Table 7〉 Change of data collection method of GPEDC indicators

Indicator	2nd monitoring	3rd monitoring
Indicator 1a	• % of new development interventions that draw objectives from country-led results frameworks • % of results indicators drawn from country-led results frameworks • % of results indicators monitored using the partner country's own sources • % of new interventions that plan a final evaluation with partner country involvement	• % of use of country-owned results frameworks by providers of development co-operation • % of new development interventions that draw objectives from country-led results frameworks • % of results indicators drawn from country-led results frameworks • % of results indicators monitored using the partner country's own sources • % of new interventions that plan a final evaluation with partner country involvement
Indicator 3a	• Private sector willingness to engage in public-private dialogue (10 is ideal) • Government willingness to engage in public-private dialogue (10 is ideal) • Existence of potential champions to facilitate public-private dialogue (10 is ideal) • Existence of instruments to support public-private dialogue (10 is ideal)	• Quality of public-private dialogue: government's assessment • Quality of public-private dialogue: large firms' assessment • Quality of public-private dialogue: SMEs' assessment • Quality of public-private dialogue: trade unions' assessment

Indicator 8	• Existence of a government statement establishing a tracking system for gender equality and women's empowerment • Governments systematically track public allocations for gender equality and women's empowerment A central government unit provides leadership and oversight of a tracking system for gender equality allocations • Existence of publicly-available information on budget allocations for gender equality	• Existence of a government statement establishing a tracking system for gender equality and women's empowerment • Governments systematically track public allocations for gender equality and women's empowerment • A central government unit provides leadership and oversight of a tracking system for gender equality allocations
----------------	---	---

Source: GPEDC Monitoring Dashboard website (accessed on July 21, 2020)

According to Table 7, there were cases where detailed indicators were added or deleted for the same indicators, or where the contents of detailed indicators or methodologies were completely modified. For example, it was shown in indicator 1a (utilization of the government-led result framework of development partners) that a detailed question (utilization of the government-led performance framework of development cooperation donors (organizations) (%)) was added during the third round of monitoring whereas it was not included in the second round. Additionally, it was evident that in indicator 8 (establish a transparent system to trace public distribution to improve gender equality and women's right) a detailed question (whether there is officially open information on the subsidy for gender equality) was omitted in the third monitoring round whereas it was included in the second round.

Furthermore, there are cases where detailed questions involving indicators and methodologies in data collection were completely modified. Indicator 3 (quality conversation framework between government and company) evaluated the will of different development cooperation leaders to participate in a public-private conversation (measured on a scale from 0–10) in the second monitoring, whereas detailed questions in indicator 3 were limited to the quality of public-private conversations in the third round where the evaluated scores of each development cooperation leader were entered. The evaluated scores did not range from 0–10 but

0–18, and these scores were then divided into four items to allocate scores from 0 to either 4 or 5 to each item (GPEDC, 2018c). Indicator 2 (maximization of participation of civil society groups in development) consisted of four detailed questions in the second round, granting scores from 0 up to 3, 4, or 5, while detailed questions were completely modified in the third round and reduced to only one question in identifying the “environment for deriving participation of civil society”, requiring different interested parties of development cooperation evaluate this question. The evaluated score was consistently applied from 0–3 (GPEDC, 2018c).

The GPEDC has improved the monitoring indicators to enhance their quality and usability while reinforcing their linkage with SDGs. However, if uneasurenects in detailed indicators are different in each session of monitoring, and if the response rate is significantly different in each monitoring indicator, it is difficult to rely on measured scores or to judge whether the improvements and progress has made at the global or national level over the past 2–3 years. Thus, although the number of participating countries in monitoring increased, it was more difficult to identify the practicability of indicators when identifying data in each indicator. Furthermore, this limited the disclosure of information on any change or additions to indicators in monitoring through the official website. There seems to be insufficient planning to manage countries not continuously participating, or temporarily participating, in monitoring activities. These issues affecting the quality and coherence of statistical data made it impossible to statistically identify whether to provide incentives to GPEDC participating countries or contributions to the GPEDC monitoring of development effectiveness as was originally intended in this research.

IV. The Role of the GPEDC in Implementing Agenda 2030

• Research Method

In this study, a mixed-method approach was employed to derive plans for the improvement of the GPEDC monitoring process. The qualitative method was an in-depth interview and written interview combined with a Delphi survey. This approach was followed to systematically collect and analyze the opinions of the expert group on specific operating principles and methods, including issues of GPEDC monitoring from various angles to seek improvement of the practical plans.

1. Qualitative Research: In-Depth and Written Interviews

1) Qualitative Research Participants and Data

An in-depth interview was first conducted with three experts in Korea on development cooperation to identify the main problems and areas for improvement of the GPEDC before pooling the Delphi panel and proceeding to survey them. Opinions from the expert group were collected using a structured questionnaire on three major areas as derived from the in-depth interviews along with open-ended Delphi survey questionnaires after conducting the first Delphi survey.

After identifying ten experts in the field of international development as potential Delphi panelists, three of the participants—who were deemed to have the most information on practical work and research about the generation and development of the GPEDC—were selected. They belonged to a government organization (1) and academia (2).

Prior to conducting in-depth interviews with these three participants, they were briefed research ethics including the purpose of this research, the main contents of the interviews, non-disclosure of survey contents, their right to cease participation in the research, preparation for recording and reviewing the script in

detail, and confirmation of their volunteer status. Interviews of approximately 1 hour each were conducted from October 5 – 8, 2020 by the researchers. To maintain the consistency of the outcomes, one of the researchers participated in all the in-depth interviews. The questionnaires, distributed ahead of the interviews, were semi-structured and informed by a review of the existing literature relating to the GPEDC.

2) Data Analysis

After each interview was conducted, all the researchers debriefed the surveyed contents and shared transcripts. The qualitative data were organized and transcribed for analysis using the systematic method based on Corbin and Strauss (2014). Each researcher independently analyzed the qualitative data labeling of meaningful statements about problems and areas of improvement of the GPEDC to conduct open coding by analyzing the coherent and incoherent parts and resolving the disparities in data interpretation through discussion. Selective coding was then conducted to derive detailed topics on matters suggested as plans for improvement of the main problems. The qualitative data collected from the written interviews were then used as contextual data to interpret the results of the Delphi survey.

2. Delphi Survey

1) Overview of Delphi Survey

The Delphi survey is a method for effectively collecting opinions on a topic determined by a researcher regarding specific policies or programs using 3 to 4 iterations of a Delphi panel consisting of 15 – 20 experts (Lee, J., 2001). The iterative approach, unlike regular surveys, establish the experts' in-depth opinions without them being influenced by others (Lee, J., 2001; Lee, C., 2014). The strength of the Delphi survey is summarized as the “repetition of survey procedures and controlled feedback” (Ziglio, 1996; Lee, J., 2001; Lee, C., 2014).

2) Application of Delphi Survey: Configuration of Delphi Panel and Data Collecting Method

The ten experts of the GPEDC monitoring process, recruited by in Korea experts in the areas of government bodies, civil societies, academia, and research offices with direct and indirect experience of participating GPEDC and Busan Global Partnership Forum, were organized as a Delphi panel.

A Delphi survey was conducted with the confirmed Delphi panel. We used Google's online survey tool (<https://docs.google.com/forms/>) to conduct an online survey that was repeated three times (October 9–13, 14–15, and 16–18). Open-ended questionnaires were used during the first Delphi survey round and participants were guided to specify, at most, five issues or areas of improvement for each question relating to 1) current operations of the GPEDC; 2) monitoring methods and indicators; 3) the number and scope of participating countries; 4) overall operation, purpose, and contents of the Busan Forum; and 5) LAP.

Common opinions collected during the first round were combined to organize questionnaires for the second survey during which each expert was asked to state specific grounds for their responses to assess the depth of investigation that was needed to establish the context, reasons for opinions, or areas of improvement.

In the third round, we provided the average, minimum, and maximum scores from the responses of the second round and each panelist had an opportunity to modify his/her opinions based on the results. However, this opportunity to modify opinions was not mandatory and if one maintained their stance or suggested minor modifications, they were guided to explain the reason.

3) Delphi Data Analysis Method

During the Delphi data analysis, the CVR (Content Validity Ratio) coefficient was confirmed to verify the collection of opinions (Lee, J., 2011). For a panel of 10 experts with a CVR coefficient above 0.62, we can interpret the validity is secured at the 95% confidence level (Tilden, Nelson, & May, 1990; Polit, Beck, & Owen,

2007)); if most panelists responded 4 or 5 on a 5-point Likert scale relating to a specific plan (question) of improvement, it would be considered “essential”. Polit et al. (2007) have suggested securing the collection of an opinion from more than three panelists where the CVR is larger than 0.78. Thus we used:

$$CVR = \{Ne - (n/2)\} / (n/2)$$

Ne: the number of responses

N: all possible responses to calculate CVR.

4) Delphi Analysis Results

The first Delphi survey consisted of open-ended questions and responses were collected from all 10 members of the panel. We extracted keywords from each of the responded questions and selected common responses based on the relevant keywords. As a result, 7–8 responses were extracted from each of the five questions.

The second and third Delphi rounds were conducted in more structured questionnaires that all the members in the panel responded to. The collection of the opinions in each question from the survey is summarized as follows. First, the area of improvement about the operation of the GPEDC represented the highest degree of content validity among five categories. The results are 1) the participation of high-rankers in the Steering Committee is required to improve the operation of the GPEDC (CVR=1), 2) we need to raise awareness of GPEDC and its activities (CVR=1), 3) the GPEDC activities linked to the SDGs should be improved, 4) the presence of the GPEDC in the development effectiveness discourse (CVR=0.8) should be reinforced, and 5) the working system and stakeholders in the GPEDC need to be more clearly identified (CVR=1).

There were three sections for the improvement of the GPEDC monitoring methods and indicators supporting the validity of opinions. 1) The monitoring procedures should be improved, including the clarification and simplification of the process (CVR=1), 2) the monitoring results must be utilized to facilitate the development effectiveness (CVR=1), and 4) indicators should be improved while reinforcing the

link between monitoring, and indicators and SDGs (CVR=1). There was a minor opinion that 5) monitoring indicators do not require further clarification.

All the improvement plans failed to secure content validity regarding the number and range of GPEDC participating countries. However, there were minor opinions insisting that it was desirable to gradually expand the number of countries participating in the GPEDC as it was intended to include various development partners. However, one of the opinions was that even if various institutional incentives were designed to expand the number of participating countries, such incentives should encourage the voluntary participation of the countries more. Similarly, there was an opinion that the number of participating countries would naturally increase if the GPEDC was re-organized in terms of goals or activities promoting more effective operation rather than merely expanding the number and range of participating countries.

There are three opinions converged regarding the Busan Forum. These opinions indicated that 2) the goals and contributions of the Busan Forum should be clarified (CVR=1), 5) follow-up procedures for discussions on the development effectiveness of the Busan Forum should be more actively promoted instead of a simple event (CVR=0.8), and 6) the Busan Forum should be strategically utilized to link the development effectiveness to other agendas and issues currently affecting the international community (CVR=1). Overall, panelists agreed that the Busan Forum needed to be activated as a productive platform for follow-up procedures of the monitoring and the SDGs agenda.

The content validity of panelists' opinions on the operation of the GPEDC was low for all the improvement plans and, hence, was not adequately converged. As mentioned in the in-depth interviews, this confirmed that the Delphi panelists might not be able to fully understand the context and meaning of each improvement strategy due to their lacking understanding of the LAP. Thus, the collection of common opinions was challenging and interpreted to be conflicting.

V. Conclusion: Strategies for Improvement of the GPEDC

1. Operational Improvement of the GPEDC

The GPEDC has published a new vision to “maximize the effect of all types of cooperation for the development of shared benefit in people, earth, prosperity, and peace.” (GPEDC, 2016). It has committed to 1) support effectiveness at the national level, 2) cultivating evidence of the realization of mutual accountability and SDGs, 3) knowledge sharing, 4) providing opportunities for conversations among many interested parties, and 5) the establishment of political momentum for effective development cooperation across five functions to achieve the vision. The GPEDC faces limitations in achieving the revised goals in terms of operation and reputation. The GPEDC should first build political momentum for 'effectiveness' discussions and strengthen its role as a platform to strengthen links with new development cooperation systems and cooperation with more diversified stakeholders.

1) Strategy 1: Encourage the international community's attention to the development effectiveness through a multi-layered system

As in the panel's opinion, securing political momentum is important for GPEDC to be recognized in the international community and development cooperation fields, and the participation of high-level decision makers is essential for this. It depends on political leadership based on analyzed data and policy recommendations to bring about necessary behavioral changes for effective development cooperation. The high-level meeting can be meaningful in that it strengthens the level of willingness of participating countries and institutions to change their behavior and provides momentum for each to practice it. As a platform, GPEDC can clarify its contribution to the global process for changing development cooperation practices when political momentum can be built based on evidence, such as data for effective development cooperation and best practices.

The GPEDC should enhance synergy with the Financing for Development, the High-Level Political Forum on Sustainable Development, and the Development Cooperation Forum, and lead the change of behavior and draw a high level of political commitment to relevant development cooperation policies and practices. In this regard, SLM, which was held in conjunction with the UN HLPF in 2019, is considered a good attempt. It should function as a venue for linking to the development cooperation discourse that the GPEDC high-level talks should pursue, and creating networks and synergies with other systems.

As the highest decision-making body of the GPEDC, the Steering Committee is responsible for a wide range of tasks, including presenting and approving a two-year plan, providing guidance on the implementation and monitoring of the cost-bearing program of the Global Partnership, or working as an advocate of the GPEDC at national, regional and international levels to ensure that the priority and key messages of the global partnership are reflected in the relevant areas (GPEDC 2016). If the high-level meeting focuses more on the links the GPEDC and various development cooperation agenda, including SDGs and development finance, the Steering Committee should strengthen its function as a task force that defines ambiguous development effectiveness through the Workplan and strengthens monitoring through the cases so that it can present evidence-based policy alternatives. It is necessary to focus on the functions of the Steering Committee by focusing on securing and allocating the resources necessary to establish and implement the two-year Work Plan, and the outreach of the results of the monitoring.

Thus, the GPEDC needs to create separate funds to be used for the promotion of the Workplace, moving beyond the voluntary contributions of the Co-chairs and Steering Committee and the in-kind contributions of workstream participants/institutions. As we have seen earlier, many of the Work Plan content has no actual budget planning or implementation areas that have not been reviewed in detail, and the deviation in the level of work performance in the areas is highly predictable. Therefore, evidence-based activities should be strengthened in order to derive 'definitions by examples' and 'evidence-based behavioral changes' while establishing the core funding and allowing it to be managed and allocated by the Steering

Committee.

The Busan Forum can be used as a platform for knowledge sharing and learning to discover successful projects that combine GPEDC's principles with diverse initializations through the Workplace and share related stakeholders' experiences, or to share practical cases of development effectiveness principles related to specific SDGs goals and to create benchmarking cases.

If the Busan Forum is activated as a place for sharing knowledge and experience, the results of discussions on the areas of interest of the OECD DAC Effectiveness Informal Working Group could be included in the Busan Forum. We must find and strengthen the link between the OECD DAC Effectiveness Informal Working Group, as a key participant in the GPEDC, in that it helps to "clear the description of the development effect" to the DAC member countries while also reflecting the monitoring results on the business process, and in that it seeks synergy with the GPEDC. On the one hand, however, the formation of a working group within the OECD DAC could create a new 'league of their own' and possibly tarnish the spirit of GPEDC as an open platform. Therefore, it is necessary to utilize the Busan Forum as an opportunity to actively embrace the forum of development effectiveness among donor countries as one of the groups of stakeholders, thereby enhancing synergy with the OECD DAC and GPEDC while maintaining the link between aid effectiveness and development effectiveness discussions.

2) Strategy 2: Enhance the support for the Steering Committee

If the main task of the GPEDC Steering Committee is the creation and implementation of the Work Plan, and the resource distribution in the process, the work cannot be carried out properly only with the current JST and the support personnel from the Co-Chairs. It is also questionable whether the administrative works of an international platform, beside the Work Plan, have done promptly. Most of the published documents relating to GPEDC's Steering Committee records or the process of a Work Plan are presented in summary form, making it difficult to identify issues in the discussion and approval process. In addition, the role of the secretariat

is limited when we see insufficient background papers or concept notes to understand the process of the discussion, or irregular management cycles of the website. In addition, in the process of establishing and implementing the Work Plan, a permanent organization is required to be responsible for the linkage or coordination between the outputs fragmented by reports or works by independent consultants and/or the workforce of leading countries/institutions. However, the details of the strategy to strengthen the administrative function from the panel were various like 1) establishing a permanent secretariat, 2) expanding budget support for strengthening JST, and 3) designating small numbers of research institutes for the Work Plan. Criticism on setting up a permanent organization was about that the new organization would not meet the spirit of devising a cooperative system between UNDP and OECD to support it, and would be concerned about the formation of a new type of international organization rather than working as an open platform. On the other hand, an alternative was proposed to support organizations that could be formed or designated to study the areas of focus preventing bias of leading countries/institutions at all times.

The common concerns among panelists were the issue of securing a sustainable budget. However, considering the range of development cooperation partners in the future and the projects to be reviewed and analyzed, we need to consider the establishment of a permanent body to support the content parts of the Steering Committee. If the Steering Committee is to establish the core funding to strengthen its functions, we can also consider the proper division of labor between JST, a main administrative body to lead monitoring process and designated research institutes or network of the institutes to provide research outputs of the best practices.

2. Measures to Improve Monitoring

A key contribution of the GPEDC to the development effectiveness agenda is its global monitoring exercise that examines the implementation of four development effectiveness principles of country ownership, focus on results, inclusive partnerships, and transparency and mutual accountability. GPEDC monitoring consists of 10

indicators to measure the four development principles by engaging with various development cooperation stakeholders from both public and private sector. Although continuous improvements have been made to the monitoring procedures and indicators, inconsistent participation of stakeholders and limitations in the methodology for monitoring indicators make it difficult to assess or analyze its effectiveness. In Delphi survey, the respondents shared similar comments on improving monitoring procedures by enhancing their use, and securing their alignment with SDGs to advance the GPEDC's monitoring methods and indicators. Against this backdrop, the research team proposes the strengthening of developing countries' monitoring capacity as the improvement of the GPEDC monitoring process requires a higher level of alignment and consistency with SDGs.

1) Strategy 1: Strengthening Alignment with SDGs

It is necessary to enhance the alignment of GPEDC monitoring with SDGs to meet the needs of the SDGs era. Currently, GPEDC monitoring measures the achievement levels of SDGs including SDGs 5.c, SDGs 17.15, and SDGs 17.16. However, the GPEDC monitoring indicators are misaligned with SDGs as these indicators were developed during the MDG era. Considering that SDGs are globally shared goals for both developed and developing countries in mapping out their development or aid strategies, GPEDC monitoring needs to be closely aligned with SDGs. Since tools such as the CGD's QuDDA of the U.S. and Better Aid Scorecard by ONE Campaign, (which are quite similar to the GPEDC,) have been already developed to monitor the development effectiveness of ODA programs, securing an alignment between GPEDC monitoring and SDGs can be a valid strategy for differentiating GPEDC from other rival mechanisms in the field of development cooperation.

The GPEDC's alignment with SDGs can be enhanced by the SDGs' principles and monitoring of development effectiveness and thus need to be carefully reviewed. If necessary, the four key principles of the GPEDC can be refined through the GPEDC Steering Committee or the High-level Forums. It will enable the strengthening of the alignment of its 10 monitoring indicators with SDGs by reflecting those important

principles that are often considered as priorities in the era of SDGs. For example, the GPEDC can maintain its principles of coordination and integration among various development cooperation stakeholders. It can also coordinate various development stakeholders and align their development activities with the SDGs. This will contribute to the GPEDC by strengthening an integrative approach among developing countries while addressing the issue of fragmentation.

In the meantime, a monitoring basis has been established under the direction of international organizations like the UN and some civil groups. For example, Equality Measures 2030, whose key members are civil groups and non-governmental organizations, have developed the SDGs Gender Index, while ODI in the U.K. has devised the SDGs Scorecard 2030. The Sustainable Development Report 2020 dashboards have been developed by a group of prominent scholars including Dr. Jeffrey Sachs. Similarly, some databases exist for monitoring the implementation of SDGs, thus the GPEDC now needs to develop additional indicators that are not offered in these incumbent databases. The GPEDC will be able to develop and present a set of new indicators that can address this mismatch between the sub-sets of SDGs and their indicators.

To ensure an alignment with SDGs, a group of Korean experts has proposed issue-specific or area-specific approaches. For example, a common sub-set of important SDGs can be selected, to which developing countries all pay close attention. Moreover, tailored indicators can be developed enabling a systematic and multidimensional approach for respective SDGs areas. According to these experts—when considering the current lack of monitoring platforms that can act as SDGs implementation units—monitoring by target SDGs can be an effective strategy for differentiating the GPEDC from other competitive mechanisms,.

Even when the GPEDC successfully aligns, expands, and refines its indicators with SDGs, appropriate incentives need to be offered to ensure that respective countries' participation in the GPEDC monitoring process leads to tangible progress in the implementation of SDGs and the effective use of monitoring results. Moreover, communication with all the stakeholders is a prerequisite for improving monitoring

indicators since the GPEDC is a platform where various development stakeholders participate. These comprehensive discussions involving all the stakeholders will ultimately lead to improved monitoring quality and awareness by stakeholders of GPEDC monitoring.

2) Strategy 2: Strengthening Developing Countries' Capacity to Ensure Monitoring Consistency

Strengthening developing countries' capabilities is essential in ensuring the consistency of GPEDC monitoring. Currently, GPEDC monitoring is being conducted at the national level by government "country coordinators" from developing countries. These coordinators lead and arrange the participation of donor countries, civil groups, parliaments, and businesses in monitoring activities. In this process, country coordinators collect data using the data templates developed by the JST. However, the participating countries' compliance with the consistent monitoring procedure is not being reviewed or evaluated. The survey results published after the third round of GPEDC monitoring in 2018 indicate that only 39 of the 59 participating countries who took part in the survey complied fully with the monitoring procedures, while 20 countries partially observed them, with one country responding that it did not participate in GPEDC monitoring at all. Certain developing countries admitted that they failed to coordinate the participation of the private sector stakeholders, civil groups, and other government stakeholders due to their planning ministries' limited capacity. Other coordinators stressed the need to improve data collection tools, expand online technology support tailored to the needs and circumstances of developing countries, and provide funding support (GPEDC, 2019b). Since GPEDC monitoring involves the voluntary participation of recipient countries, it is important to ensure their steady participation and enhance the quality of GPEDC monitoring by assisting their capacity-building in collecting and generating statistical data on good quality.

Through the LAP and Busan Forum, Korea can support developing countries' capacity-building. The LAP has already dealt with such topics as the GPEDC

monitoring procedures, methods, statistical management, and institutional improvements. The Busan Forum has been offering sessions for sharing monitoring results and monitoring-related best practices. Korea will be able to contribute if the LAP can i) foster the monitoring-related technical expertise and capacities of working-level officials from developing countries, ii) enhance trainees' (including officials from civil groups, private sector, and parliaments as well as government officials) understanding of GPEDC monitoring as well as their monitoring-related capacities, and iii) identify and share best practices in monitoring by closely aligning the operations of the LAP Monitoring Session and the Busan Forum so that they can expedite the reform of GPEDC monitoring. If in the future the GPEDC becomes institutionalized as part of the international community, it will be beneficial to review its consistency of compliance with the monitoring norms.

3. LAP Improvement Measures

To date, four rounds of the LAP have been held. Based on the experience of running these prior rounds of the program, and by collecting useful inputs from participants' feedback, program reports, in-depth interviews, and a Delphi survey, two important LAP improvement ideas have been identified

1) Strategy 1: Restructuring and Upgrading the Course Curricula Focused on Recipient Countries' Needs and Interests

The course curricula can be modified to reflect the recipient countries' needs and interests and their relevance to the discussions on development effectiveness while maintaining the course's operational mode of inviting trainees to the program site in Korea. There were no specific requests for curricula changes included in the feedback from the trainees who participated in the past four rounds of the LAP. However, respondents of the in-depth interviews and the Delphi survey frequently mentioned the need to restructure the curricula to ensure alignment with participating countries' needs and interests. Thereby the program becomes a practicable tool for GPEDC

monitoring and simultaneously, provides a valuable opportunity to activate the overall GPEDC operation by offer incentives to participating countries. Although the LAP is the only regularized program where working-level development partners such as the recipient countries and their civil groups can participate to comply with the principles of the Busan Forum the program has nonetheless contributed to the institutionalization of the GPEDC. Therefore, it is possible to devise an improved approach that can meet the participating countries' needs for achieving their development goals and realizing their intended impact, while maintaining the positive aspects of the current LAP operation.

Despite extensive efforts by recipient countries to achieve SDGs, their institutional preparations are still insufficient to meet the SDGs indicators including those for monitoring. The COVID-19 pandemic makes it even more difficult to achieve these goals by the 2030 target year. These circumstances now require a more structured module-based approach to each SDGs. It allows the participating countries to pick an annual theme for each SDGs area reflecting their critical needs, strengthen their networking, and obtain practical tips for monitoring. This improved approach differs from the former practice of superficially structuring modules around the GPEDC operation and monitoring. These changes in the LAP modules will enable the LAP to function as an open discussion forum on measures to narrow the gap between “the theoretical discussions on development effectiveness” and “the practical implementation capacity in the field”, as suggested by two interviewees.

The LAP is considered the only regular training program for working-level officials designed to expedite the implementation of the GPEDC. Given the strength of this program, the LAP's role as an active forum for discussing and sharing the opinions of participants from recipient countries can improve GPEDC monitoring for the period 2020–2022 under the leadership of those recipient countries. Considering that the GPEDC is the only international platform where various development partners participate including developing countries, it occupies an ideal position to present a bottom-up approach to generating practical feedback or improvement ideas for development effectiveness or monitoring, different from a top-down approach that was frequently adopted by developed countries.

Even though the LAP helps strengthen the capacity to monitor development effectiveness and improve their feedback function by collecting and sharing opinions from those recipient countries, the following limitations need to be addressed.

First, the content of the course curricula needs to be directly applicable to the actual work, so that it can induce improved development effectiveness. However, it is still difficult to quantitatively evaluate the effectiveness of this reinforced function in terms of improving the recipient countries' development effectiveness. Thus, if the LAP focuses instead on strengthening the GPEDC monitoring function as its prime role, it is important to address the following questions; i) how to evaluate the extent to which the monitoring function has improved, and ii) how to set up a structure that will encourage the improvement of the monitoring function.

Second, as was revealed in the analysis of trainees' feedback, a number of the LAP participants have pointed out the program's key limitations: confirming they have difficulty in applying what they have learned from the program to their real-life situations after they return to their home countries due to their limited authority and presence in their respective organizations. To overcome this limitation, they suggested that the program should invite government officials from their countries, who are directly in charge of the ODA budget and monitoring, or high-level managers, arguing that this will be preferable for knowledge diffusion. These suggestions appear to be credible and are more likely to bring practical changes to developing countries. However, it is still difficult to implement these suggestions due to the impractical requirement for two or more participants from one organization or department to leave their daily duties concurrently to attend the LAP that usually takes place directly after the forum. Consequently, only one participant attends the LAP to represent their organization, making it meaningless to classify the program participants as either high-level or working-level.

Third, if the course curricula are designed to fully reflect the needs of the recipient countries, they will certainly attract more participant countries. As was confirmed in the feedbacks from the LAP participants, the scope of participants needs to be expanded to include more diversified partners such as government agencies and civic

groups. However, the expansion of program participants may pose a risk of fragmented networks, emphasizing the need to conduct the program in a way that can minimize this risk.

Finally, due to the COVID-19 pandemic, the LAP cannot be held off-line for a moment. Still, it is important to maintain the context of the regular program even after converting it into an online platform.

2) Strategy 2: Transforming LAP's Functions and the Operation to Identify, Share, and Disseminate Best Practices

In order to identify, share and disseminate best practices, the contents and operation of the LAP need rigorous transformation to be a forum for inviting more diverse development partners such as developing countries and civil groups. In the in-depth interviews, the reasons for the lack of expansion in the scope of the GPEDC partner countries and why the reputation of the LAP has been mediocre were questioned. All countries participated in the LAP complained about the lack of incentives to sustain and expand their participation because they did not believe “they are learning something very practical and tangible.” If the LAP can function as a forum for meeting the needs of participating countries, promoting exchanges among various development partners, and identifying and sharing best practices of respective countries or sectors, it will certainly incentivize partner countries to expand their participation in the program, which will help disseminate the LAP outcomes.

Reference

- Bena, F. T., and B. Tomlinson. 2017. "The Outcome of the 2nd High Level Meeting of the Global Partnership for Effective Development Co-operation and Why It Matters". Black Rock, Nova Scotia: Aid Watch Canada.
- Bracho, G. 2017. "The Troubled Relationship of the Emerging Powers and the Effective Development Cooperation Agenda: History, Challenges and Opportunities." Discussion Paper: No. 25/2017. Deutsches Institut für Entwicklungspolitik (DIE).
- Corbin, J., and A. Strauss. 2014. "Basics of qualitative research: Techniques and procedures for developing grounded theory." Sage publications.
- GPEDC. 2014. "Making Development Co operation More Effective: 2014 Progress Report." Global Partnership for Effective Development Co-operation.
- Chung, J. W., and Lee, J. Y. 2011. "Performance and evaluation of the implementation of the Paris Declaration on the Effectiveness of Aid to the International Society." KIEP regional economic focus. Vol. 5. No. 46.
- Kim, E., Cho, H., Park, M., and Song, J. 2015. 「OECD DAC Development Cooperation Issues and Strategies for International Development Cooperation in Korea. Seongnam: Korea International Cooperation Agency.
- Kim, T., K. 2015. "Universal Global Development Cooperation Governance in the Post-2015 Development Era." International Regional Studies Vol. 24 No. 3 Autumn 95-126
- Li, X. 2017. "Should China join the GPEDC? The prospects for China and the Global Partnership for Effective Development Co-operation." Discussion Paper: No. 17/2017. Deutsches Institut für Entwicklungspolitik (DIE).
- OECD. 2017. "MEASURING DISTANCE TO THE SDGs TARGETS." Paris: OECD.

Park, S. K., and Lee, J. Y. 2011. "The Major Discussion and Achievement of the Busan World Development Assistance Conference (HLF-4)." KIEP regional economic focus. Vol. 5. No. 48.

Park, E. 2015 "Major Achievements and Future Tasks of the Busan World Development Assistance Conference." Seongnam: Korea International Cooperation Agency.

Yoon, Y. 2019. "GPEDC's Role in Achieving the 2030 Agenda and Korea's Contribution Plan." Development and Issues, 2019 (53), 1-16.

GPEDC. 2016. Making Development Co operation More Effective: 2016 Progress Report. Global Partnership for Effective Development Co-operation.

GPEDC. 2018a. 2018 Monitoring Guide: for National Coordinators from Participating Governments. Global Partnership for Effective Development Co-operation.

GPEDC. 2018b. Overview: Additional Refinements to the Global Partnership Monitoring Framework. Global Partnership for Effective Development Co-operation.

GPEDC. 2018c. Technical Companion Document. Global Partnership for Effective Development Co-operation.

GPEDC. 2019a. 2019 Senior-Level Meeting: Draft Concept Note. Global Partnership for Effective Development Co-operation.

GPEDC. 2019b. Strategic Priorities for the Global Partnership's Work Programme 2020-2022: Co-Chairs' Proposal. Global Partnership for Effective Development Co-operation.

GPEDC. 2020. 19th Steering Committee Meeting. Global Partnership for Effective Development Co-operation.

Keijzer, N., and E. Lundsgaarde. 2016. "The Global Partnership for Effective Development Cooperation: Sustaining the Development Effectiveness Agenda." DIIS Policy Brief. Copenhagen: Danish Institute for International Studies.

Klingebiel, S. and X. Li. 2016. "Crisis or progress? The Global Partnership for Effective Development Cooperation (GPEDC) after Nairobi." International Development Blog, 7 December. Accessed 10 April 2017.

Lawshe, C. H. 1975. "A quantitative approach to content validity." *Personnel psychology*, 28(4), 563-575.

OECD. 2008. "2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010." Paris: OECD.

OECD. 2011. "Aid Effectiveness 2005–10: Progress in implementing the Paris Declaration." Paris: OECD.

OECD. 2012. "Busan Partnership for Effective Development Co-operation; Lessons Learned from Paris and Accra: Actions to Move." Paris: OECD.

OECD DAC. 2003. "Harmonizing Donor Practice for Effective Delivery." Paris: OECD.

OECD/UNDP. 2019. "Making Development Co-operation More Effective: 2019 Progress Report." Paris: OECD.

Panke, D., and U. Petersohn. 2016. "Norm Challenges and Norm Death: The Inexplicable?" *Cooperation and Conflict* 51(1): 3-19.

Polit, D. F., C. T. Beck, and S. V. Owen. 2007. "Is the CVI an acceptable indicator of content validity? Appraisal and recommendations." *Res Nurs Health*, Aug30(4): 459-67.

Tilden, V. P., C. A. Nelson, and B. A. May. 1990. "Use of qualitative methods to enhance content validity." *Nurs Res.* 39(3):172-5.

Ziglio, E. 1996. "The Delphi method and its contribution to decision-making," in Adler & Ziglio (Eds.), *Gazing into the oracle: The Delphi method and its application to social policy and public health*, London: Jessica Kingsley Publishers. pp.3-33.

MEMO

MEMO

