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Bringing Policy Coherence for Development into the post-2015 agenda – Challenges and Prospects.

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Challenges and Prospects

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Key messages

The underlying ideas and principles of the concept of 'Policy Coherence for Development' are relevant for post-2015 discussions. Yet, conceptual and political challenges exist when promoting the PCD concept as developed in the OECD and the EU as a universal concept in the global discussions.

Various of the ideas and principles of PCD can be mainstreamed in the post-2015 framework without using strong PCD jargon. These include i) targets for Means of Implementation in thematic areas that effectively require strengthened PCD efforts, ii) targets in relation to capacity building for more integrated and evidence-based policy-making and iii) efforts to build a strong accountability framework.

Independent from whether a universal PCD concept will explicitly be part of the language of a new framework, real progress on PCD will have to remain a major, if not the most, important component of OECD and EU MS action in achievement of post-2015 commitments.

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Acronyms

CBDR	Common but differentiated responsibilities
CDI	Commitment to Development Index
CGD	Center for Global Development
DAC	Development Assistance Committee
DIE	German Development Institute
ECDPM	European Centre for Development Policy Management
ERD	European Report on Development
EU	European Union
EU COM	European Commission
HLP	UN High Level Panel of Eminent Persons on the Post-2015 Development Agenda
HLPF	High Level Political Forum
IISD	International Institute for Sustainable Development
KNOMAD	Knowledge Platform on Migration and Development
MDGs	Millennium Development Goals
MICs	Middle Income Countries
Mol	Means of Implementation
MS	Member States
NGOs	Non-governmental Organisations
ODA	Overseas Development Assistance
OECD	Organisation for Economic Cooperation and Development
OWG	United Nations Open Working Group on the Sustainable Development Goals
PCD	Policy Coherence for Development
SDGs	Sustainable Development Goals
TWG	Thematic Working Group
UN	United Nations
UN GA	UN General Assembly

1. Introduction

Developing countries have for many years been concerned by the incoherence of policies by Northern governments and have challenged policies, which they believed were unjust to their development. This has been reflected in various thematic areas ranging from restrictive migration policies, trade protectionism and subsidies to inequality in global governance and found reflection in agreements at the international level such as Millennium Development Goal 8. In the on-going discussions on a new post-2015 global development agenda, these aspects are central to negotiations of a new Global Partnership and Means of Implementation Goal for a new development framework.

Responding to this, both the OECD and the EU and some of its Member States aim to promote Policy Coherence for Development (PCD) as a concept, approach and policy tool to facilitate progress towards shared goals. Drawing on its experience with the concept, the OECD views PCD as ‘integral part’ of a new framework based on a commitment of all countries¹ and presents it as one of the elements that can help achieving a meaningful development framework. Similarly, the EU Foreign Affairs Council ‘conclusions’ on the post-2015 agenda emphasize the need for policy coherence at all levels and in particular Policy Coherence for Development in order to achieve poverty eradication and sustainable development.² Moreover, the European Parliament, European NGOs and the research community has called on the EU and its Member States to include a PCD objective in the post-2015 framework. In its recent Communication ‘A decent life for all: From vision to collective action’, the EU Commission thus commits to promote PCD and at the same time encourages partners in developed and developing world to equally promote policy coherence to contribute to the implementation of a post-2015 framework.³

Yet, only little discussion has taken place so far on how PCD could concretely feature in a post-2015 goal framework either explicitly as a means of implementation and in the Global Partnership or more implicitly with its underlying principles mainstreamed across the goal framework.⁴ Going forward there is thus so far little conceptual clarity on how PCD fits in the current deliberations on the post-2015 framework with regards to narrative, goals and targets, and what the prospects are for bringing PCD and post-2015 closer together.

This Briefing Note intends to provide input in the discussions at the OECD and in the EU on the role that PCD can play in the post-2015 agenda. It sets out to first provide a brief overview over current developments of PCD in the post-2015 context before examining how aspects of PCD are present in development discussions at the global level. It then explores some of the conceptual and political challenges and offers a number of guiding questions that are useful for finding entry points for PCD in a post-2015 framework. It will conclude with some potential options and a perspective on the way forward.

¹ OECD (2014), p.9.

² The EU Commission has thus highlighted the importance of policy coherence for sustainable development in its interventions at the UN Open Working Group on the Sustainable Development Goals (OWG).

³ EU COM (2014)

⁴ One of the few occasions was the OECD Workshop ‘PCD in a Post-2015 era’ that took place on March 4-5, 2014. More workshops and consultation events are being organised by both OECD and the European Commission to continue conceptual discussions on how PCD can be integrated in to post-2015.

2. The premise of coherent policies for sustainable and inclusive development

2.1. The origins of PCD and its evolution towards a universal approach

The term Policy Coherence for Development (PCD) originally emerged from OECD countries' realisation that non-aid policies of donors have an impact on developing countries and should not distract but rather be supportive of international development goals. The PCD concept initially emphasized the **responsibility of developed countries** to take into account the impact on developing countries when formulating domestic policies across different sectors (trade, finance, migration, security, technology, science).⁵ It thus originates **from a north-south paradigm** with responsibilities for better PCD placed on developed countries to the benefit of developing countries. As the concept evolved, PCD has been understood to go beyond a 'do no harm' approach, also with a requirement to seek synergies between development cooperation and other policies as well as to correct existing incoherencies. The debates taking place in the EU and the OECD on promoting PCD have also fostered the understanding that **PCD should be enhanced at different levels**. These were commonly referred to as internal, intra-governmental, inter-governmental, multilateral, multi stakeholder and developing country coherence.⁶

The European Union has translated this idea into a **legal commitment** as most recently stated in the Treaty of Lisbon in 2009⁷ and has highlighted the concept in political declarations and communications, including the position on the post-2015 agenda 'A decent life for all'.⁸ The OECD expressed political will to ensure PCD as noted its 2008 Ministerial Declaration and in the following 2010 Council Recommendations on PCD. The OECD Strategy for Development⁹ also assigns key importance to PCD. Both OECD and EU have put in place **systems and tools** define overall ambition and targets, facilitate decision-making and monitor progress, which include institutional mechanisms, monitoring tools, e.g. peer reviews, indicators and reporting¹⁰, as well as policy tool-kits presented as practical measures to achieve progress.¹¹ Some OECD Member states, for example Finland, the Netherlands, have currently developed and piloted self-assessment PCD toolkits. Finland and Switzerland are also testing developing country-level impact assessments in the area of food security.

The post-2015 agenda discussions emphasize the need for a **universal development** agenda that is relevant to the needs of all countries and which is based on shared responsibilities. This is against the background of a **changing global development landscape** and shared development and 'global public goods' challenges, such as climate change, widening income inequalities, resource scarcity and environmental degradation. The

⁵ For a detailed background of the concept of PCD within the EU, see Keijzer (2010), within the OECD, see OECD (2012).

⁶ The first of these three were viewed as the responsibility of donor countries while multi stakeholder and developing country coherence was perceived as shared responsibility between donor and recipient country. see King et al. (2012), pp. 16

⁷ Article 208 of the Lisbon Treaty posits that *'the Union shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries'*. The objectives of development cooperation are clearly stated as *'the reduction, and in the long term, the eradication of poverty'*. The formulation 'take account of development objectives' is however rather vague in legal terms and a specification on what this implies in practice does not exist.

⁸ Beyond the concept of PCD similar elements of coherence requirements at the EU level can also be found in the EU Comprehensive Approach, which aims at ensuring coherent responses to conflict and crisis management with a view towards long-term peace and development.

⁹ OECD, 2012b.

¹⁰ The OECD-DAC Peer Review includes a section on PCD covering 'beyond aid' policies. The EU Commission follows a PCD work programme and reports on PCD achievements in its PCD Reports.

¹¹ OECD (2013), p.11.

original PCD concept focusing on ‘beyond-aid’ policies of OECD DAC donor countries does not easily fit such a new ‘universal’ logic. For this reason, the OECD has **reconceptualized PCD** and now promotes a **wider universal approach and definition of PCD** in the context of the post-2015 agenda, which:

goes **beyond the role of donor countries** and engages main actors and stakeholders in advanced, emerging and developing countries. The OECD points out that ‘*governments in developed, emerging and developing countries alike can maximise the impact of their policies in terms of growth and poverty reduction by assessing and tackling possible policy incoherencies*’¹²

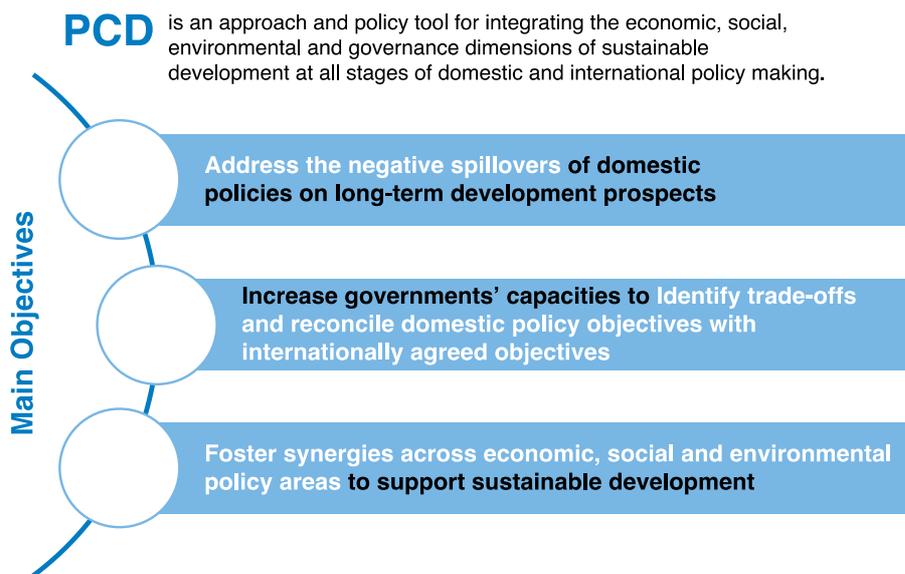
puts more emphasis on **proactive approaches** and synergies between different policies of various sectors and at various levels to create ‘win-win’ scenarios.

adopts **cross-sectoral approaches** and better understanding the many dimensions of development challenges and issue areas, such as tackling illicit financial flows instead of focusing on sectors separately.

focuses on common challenges, such as creating enabling environments to achieve food security or reducing illicit financial flows. This involves setting concrete objectives and targets to guide coherent and collective action.

Building on and refining previous definitions, PCD is described as a process of integrating multiple development aspects at all stages of policy-making with the following **objectives**¹³:

Figure 1: OECD objectives in the post-2015 framework



Source: Reproduced from OECD (2014), p.16.

Moreover, PCD refers to enhanced synergies between policies across sectors **horizontally (e.g. trade, tax, agriculture)** as well as policies at different **vertical** policy levels - the **global, regional, national and sub-national level**.¹⁴ For such an undertaking to be successful, the OECD highlights the responsibility of coherent and collective action for multiple actors and key stakeholders: governments, private sector, civil society organisations, etc.

¹² OECD (2013), p.4.

¹³ For this reason the European Commission, the Netherlands and the United Kingdom, for example promote ‘policy coherence for **sustainable** development’ instead of ‘policy coherence for development’ in their OWG statements accordingly.

¹⁴ OECD (2014), p.12.

While the broadening focus of PCD towards a **universal** concept may follow a logical path in the post-2015 context and can unlock opportunities for sustainable development, it notably raises a number of **challenges**. These become evident when one thinks more concretely how PCD could be introduced into the global discussions on a post-2015 goal framework. Before analysing some of these conceptual and political challenges, it is first worth exploring how PCD and its underlying principles resonates in processes and development discussions at the global level.

2.2. The various aspects of policy coherence at the global level

Although past global development discussions have not used the specific PCD-language developed in the OECD, some of the ideas and principles behind the PCD concept have been reflected in global development discussions. Yet, in most cases these references call for coherent approaches or policies in quite diverse contexts and are not grounded in an overarching codified concept, as is the case with PCD developed within the OECD and the EU.

Millennium Development Goal 8, for example, captures UN members' commitment and ambition to make progress not only with regards to ODA provisions but also in other '**beyond aid**' **policy areas** important for international development cooperation. These include (a) the establishment of a fair international trade system, (b) the provision of access to affordable essential medicines, (c) the promotion of external debt sustainability and (d) fostering transfer of new technologies. While all other MDGs concerned changes in developing countries and emphasized the role of ODA and domestic investment, MDG 8 gave direct **responsibility to developed countries for coherent policies** and was thus based in and perpetuated the donor-recipient paradigm that was prevalent at the time the MDGs were designed.¹⁵ However, progress towards MDG 8 has been described as disappointing – as has been the case with PCD further explained below. Besides the political challenges to arrive at more 'development-friendly' policies within developed countries, MDG 8 lacked clear monitoring and accountability mechanisms with which progress could be captured and countries' contribution assessed. As a result, MDG 8 showed a 'discrepancy between its initial level of ambition and its actual implementation'.¹⁶

Apart of the specific thematic areas of MDG 8, whose aim to promote a 'global partnership for development' implied a stronger impetus towards PCD, the outcome document of the MDG Review Summit in 2010 emphasized the general importance of policy coherence for development. It noted that achieving the MDGs '*requires mutually supportive and integrated policies across a wide range of economic, social and environmental issues for sustainable development*'.¹⁷ The UN System Task Team Report on post-2015¹⁸ thus also picked up on this theme when highlighting the need for integrated policies and policy coherence at the global, regional, national and sub-national levels. The follow-up MDG review outcome document endorsed at the UNGA in 2013, shifts emphasis towards '*a coherent approach [to post-2015] that integrates in a balanced manner the three dimensions of sustainable development*'¹⁹, and which involves '*a single framework and set of goals, universal in nature and applicable to all countries, while taking account of differing national circumstances and respecting national policies and priorities*'.²⁰ Here the focus is more on the coherent balance between the **three dimensions of sustainability** than on 'beyond aid' policies of donors.

¹⁵ UN System Task Team (2012).

¹⁶ Technical Support Team (TST) (2013).

¹⁷ UN GA (2010), p.9.

¹⁸ UN System Task Team (2012b).

¹⁹ The three dimensions of sustainable development include the social, the economic and the environmental.

²⁰ UN GA (2013), highlights added.

The newly set up **High Level Political Forum (HLPF)**²¹, mandated to overview the implementation of the new goals in the post-2015 context, has likewise been tasked to ‘*enhance the integration and coherence of the three dimensions of sustainable development within the UN system, across global governance institutions more broadly, and at all levels of decision-making*’.²² Recent workshops on making the HLPF work showed that ‘integration and coherence’ are taken seriously in the discussions of setting up a review mechanism the HLPF is to implement and oversee.²³ Yet, the development of an effective accountability framework and the operationalisation of the HLPF does not seem on the top of the agenda of many UN Member States in the current post-2015 process. At the same time, the UN system currently reflects in how far it is fit for purpose to support a post-2015 agenda. As such recent UN reform has focused to a certain extent on better ‘coherence’ or in other words to create more effective ways of working so to not contradict each other within the UN family.²⁴ While the coherence within the UN System and across global institutions is crucial for a new framework, it does not capture PCD as a responsibility of governments.

Outside the UN process, the PCD concept has been acknowledged in the multi-stakeholder OECD-led ‘**Busan Partnership for Effective Development Cooperation**’, which to a limited extent and on a voluntary basis also bound non-OECD members such as China and Brazil to more coherence of all public policies to the benefit of developing countries. Rather than broadening the PCD concept towards universality valid for all countries, the Busan Partnership views PCD as a requirement beyond aid and partly has been an attempt to ensure that emerging economies equally recognise responsibilities for creating enabling environments for global poverty reduction.

Despite these references to policy coherence for development or rather coherence of various elements in more general terms as well as the implicit PCD requirement of MDG 8, the specific PCD concept and terminology is **not well-known outside a niche of development actors and outside the OECD or the EU** by actors active in the post-2015 discussions.²⁵ The concept as such does not appear in the Report of the UN High-Level Panel of Eminent Persons on the Post-2015 Development Agenda²⁶. Neither has it specifically been part of the text of the 16 Focus Areas on which the OWG based its discussions during the last months. It was only explicitly mentioned in the latest zero-draft document as a target under the proposed Global Partnership Goal for ‘Promoting strong, inclusive and sustainable economic growth’, which demands enhanced global macroeconomic policy coordination and *increased policy coherence in support of sustainable development*.²⁷ However, despite the emphasis and narrative on integrating the three dimensions of sustainability adequately in a coherent way, at the global level **no common or overarching concept of ‘Policy Coherence for Sustainable Development’** has been discussed or emerged so far. In addition, while individual OECD and EU Member States, such as the Netherlands and the UK have pushed for bringing PCD concepts in the discussions at the OWG, more collective efforts to promote the concept have so far not taken place.

This is not to say that the underlying ideas and principles of PCD are irrelevant in the discussions on a new framework. A universal and transformative agenda will require greater synergies of policies primarily both at the national as well as at international levels – and this is recognized in global discussion. Yet, it will make it

²¹ The HLPF was established in 2012 by the UN General Assembly together with the Rio+20 Outcome Document. The UNGA decided in 2013 to mandate the HLPF to monitor the implementation of commitments in the context of the post-2015 development agenda.

²² UN GA (2012).

²³ IISD (2014a).

²⁴ Thorpe (2014).

²⁵ At the OECD conference on PCD and post-2015 key post-2015 actors (such as HLP Members) were not aware of the ‘PCD movement’ within the OECD.

²⁶ The HLP Report mentions the word ‘coherence’ exactly once in 81 pages in the context of the effectiveness of social assistance programmes; neither ‘Policy Coherence’ nor ‘Policy Coherence for Development’ are mentioned concepts.

²⁷ See OWG (2014a) and OWG (2014c).

more difficult to socialise the PCD concept as such with post-2015 actors, especially against the background that even within OECD and EU countries - where PCD has become increasingly accepted on paper - different understandings of the concept prevail.

With the redefinition of PCD in the new context towards a more universal concept, PCD picks up all different aspects of what can be coherent in relation to post-2015 - be it between policies, processes and agendas, actions of multiple stakeholders or financing streams. This may make it open for being understood in various different ways at the global level - a risk that needs to be managed if PCD is to make a difference post-2015.

The next section explores this further and looks more closely at prevalent conceptual and political challenges when promoting a broader and universal PCD concept in the post-2015 discussions and when aiming to integrate it in the post-2015 goals framework.

3. Challenges of integrating PCD in post-2015

Challenges of bringing PCD in the post-2015 debate originate both at the conceptual and the political level. Such challenges often emerged from the fact that PCD is not easy to manage in practice, simply due to the nature of politics and policy-making where different interests clash. **First**, on a **conceptual level** a universal PCD approach, which encompasses a wide range of actions and objectives may risk losing its specific relevance by becoming increasingly difficult to grasp. Furthermore, bringing PCD in post-2015 exemplifies tensions already inherent in the post-2015 discussions, which relate to the different understandings of 'universality' as well as the tension between establishing global universal goals and creating national context-specificity and relevance. **Second**, difficulties also relate to the **political challenges** and feasibility of the aim to integrate PCD approaches in a new framework. These are explored in turn below.

3.1. Conceptualising PCD in post-2015

3.1.1. Integrating the different levels of PCD in post-2015

In the current post-2015 discussion a consensus has developed to avoid great levels of abstraction and vagueness and **express 'ambition[s] in a simple and concrete way, despite the complexities of sustainable development'**.²⁸ The aim is to elaborate a simple and clear agenda that is aspirational yet nationally relevant. If PCD is to be meaningfully integrated in the post-2015 agenda, these are the criteria it would need to match. This requirement does not only emerge from the way the post-2015 will be set up, but also from the experience with PCD itself. Findings based on the analysis of PCD efforts in several EU countries have shown that clarity in objectives as well as clear implementation guidelines are key for uptake and support for PCD.²⁹

Reflecting on how PCD and underlying principles have resonated in global development discussions so far, at least two distinct approaches can be distinguished:

(i) integrating **explicit commitments** on PCD, i.e. inserting specific explicit language on PCD that commits all (or a group of) countries to promote PCD as fundamental means to achieve the goals. This could for example be placed in a chapeau text of a new framework or in a potential goal on Means of Implementation and/or Global Partnership. This would be an overall high-level commitment to the concept. Currently an explicit notion

²⁸ HLP (2013), p. 16.

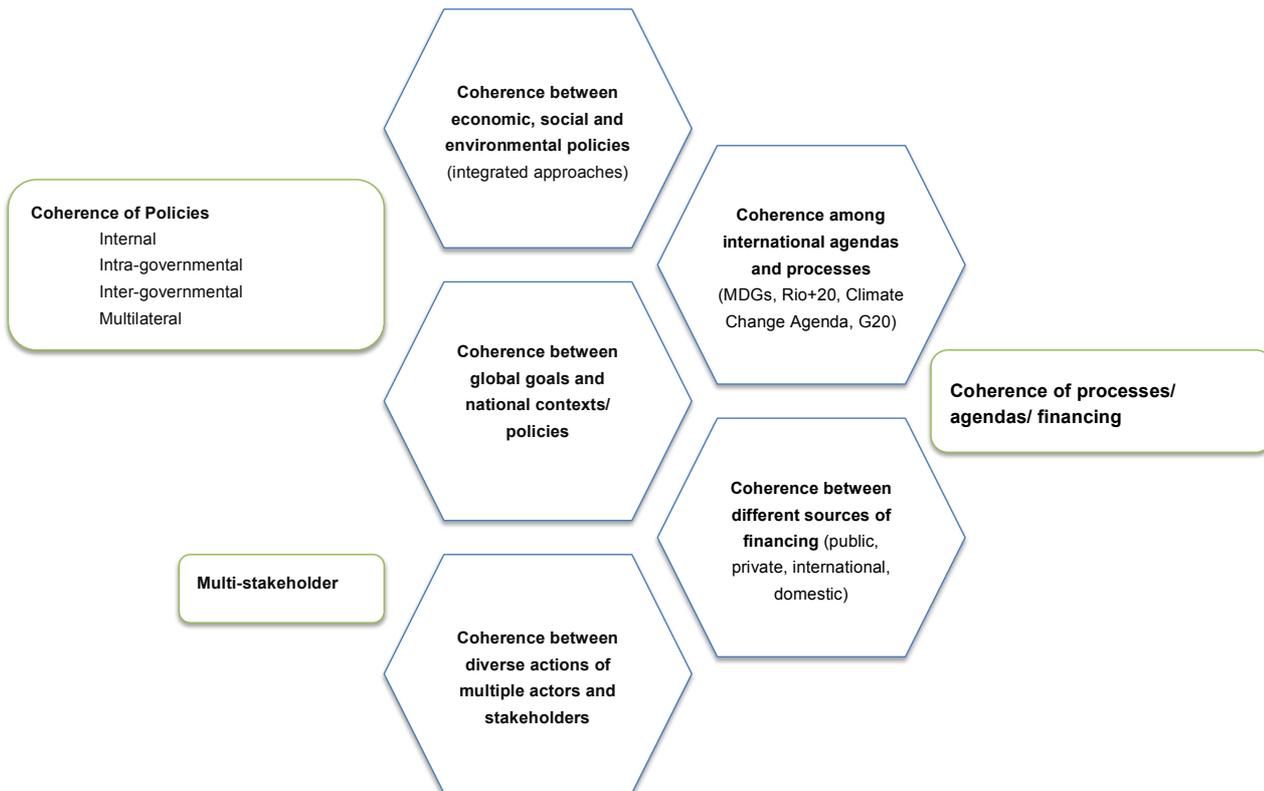
²⁹ Galeazzi et al. (2013).

of policy coherence for sustainable development is included in the OWG Zero-draft in relation to enhancing global macroeconomic policy coordination as a means of implementation to achieve strong, inclusive and sustainable growth.

(ii) a **mainstreaming** approach in the framework. Such an approach finds entry points in the emerging goal framework where ideas and principles of PCD or specific targets for PCD in thematic areas can be placed. This can include for example strengthening the discussed goal on governance capacities towards capacities for integrated and coherent policy making. As further explored below, establishing clear thematic targets for PCD, for example under a Global Partnership goal, are crucial for having a common global understanding what ‘coherence of policies’ in the post-2015 context means. Such targets for the area of trade could for instance include: “Providing Duty Free and Quota Free market access for all LDCs’ or ‘Operationalizing the LDC waiver in services, especially Mode 4’.³⁰ A mainstreaming approach does not necessarily need to be explicit about PCD under the means of implementation within the framework, but follows the logic of sustainable development requiring means of implementation going much beyond financial aspects and involving all policies.

OECD’s latest wider and universal concept of PCD in fact integrates **a number of levels** as depicted in Figure 2. This is not necessarily all new to the PCD concept, which was always referring to various dimensions and levels to which it can be applied. New elements, such as coherence between different sources of finance and more emphasis on integrated approaches of the three dimensions of sustainability are however picked up from the post-2015 discussions.

Figure 2: The different levels of PCD in the post-2015 context



Source: adapted from OECD, 2014, p.15; own additions in green.

³⁰ In the discussions on trade and development such targets are not necessarily new. A global agreement on these as part of post-2015 could provide new impetus and make PCD more concrete.

Explicitly integrating the broader and universal PCD concept in a new framework, e.g. through a high-level PCD commitment in the narrative text, risks promoting an approach that is interpreted vastly different by the parties dealing with the concept or is simply ignored as was the case with some aspects of the Millennium Declaration. This is because there are too many sub-components and levels to choose from. Whereas a narrow PCD understanding based on a donor-recipient paradigm may be outdated, a concept that includes coherence of all policy fields, all actors (government, business, civil society, international organisations etc.) - all dimensions of sustainable development (economic, environmental, social) at all levels (national, regional, global) without **clearly stating the purpose, concrete objectives, the responsibilities, and the beneficiaries** will struggle to be successful in the post-2015 context. While this has also been recognised by the OECD, which calls for setting concrete objectives and targets for PCD, more conceptual groundwork is needed with regards to how PCD could feature as a commitment or means of implementation part of the post-2015 agenda.

A focus on the **various PCD levels** relevant for a post-2015 agenda separately can be helpful in order to become more explicit regarding the PCD approaches that can be integrated in the post-2015 agenda and to identify concrete workable options. For each of the levels of PCD pictured in Figure 2³¹ it would be helpful to answer a number of questions as noted in Box 1 below. This will help to arrive at particular avenues that one can follow and aspects one can communicate with the aim to integrate PCD - or underlying principles - in the post-2015 framework. For instance, there may be various options when considering the PCD level 'Coherence of all relevant policies at the national level towards creating global enabling environments for sustainable development' in terms of integrating it in the post-2015 framework. It could simply mean setting clear objectives and targets under the Global Partnership goal in a number of (cross-)thematic areas, such as illicit financial flows, trade, or migration which are already being discussed in the UN-led process and decide on the tools at the national level to achieve the targets³². It could also mean integrating a stronger general explicit PCD commitment for this level as well as stronger monitoring mechanisms of how 'beyond aid'/external policies of countries hinder or contribute to enabling environments for development.³³ It is helpful to discern the overall PCD concept into these specific avenues as well as cross-check the political feasibility of introducing such PCD elements in the post-2015 negotiations. Following these guiding questions, Annex 1 provides a table which highlights some of the current entry points and options to insert PCD aspects and language in the draft working texts of the OWG based on the PCD levels identified by the OECD.

³¹ The OECD has compiled for internal thinking text and overviews clarifying these different levels and types of coherence relevant for the post-2015 agenda and how these can be measured with various tools.

³² Some of the discussions at the OECD highlight PCD rather as a tool framework for the operationalization of the post-2015 agenda than a concept to explicitly integrate in the goal framework.

³³ Such as for example the Commitment to Development Index of the Center for Global Development. The OECD has compiled a number of useful measurement tools, such as indicators, datasets and other existing accountability frameworks that could be used to measure compliance with PCD at various levels.

Box 1: Guiding Questions to arrive at more concrete PCD objectives to be integrated in a post-2015 framework

Guiding Questions	Clarifying Example
<p>(i) What is the understanding of PCD at the respective level that we want to promote? - What does the PCD at the respective level specifically entail?</p>	<p>E.g. Level: Policy Coherence for development between national contexts and policies and global goals.</p> <p>This means that domestic policies actively contribute and are supportive of the sustainable development goals, including supporting national and international enabling environments conducive for sustainable development.</p>
<p>(ii) Is the PCD level sufficiently clear or is further specification needed to which issue or cross-sectoral development challenge this PCD level should apply in the post-2015 framework (e.g. 'coherent' policies with the aim to create enabling environments in trade or international financial flows)?</p>	<p>What type of enabling environments are needed that require more coherent policies?</p> <p>E.g. A fair and beneficial trading environment/ combatting illicit financial flows/ reducing the costs of migration/ reducing climate change etc.</p> <p>In the current OWG Zero-draft for example, policy coherence for sustainable development is noted in the context of enhancing global macroeconomic policy coordination.</p>
<p>(iii) What are the criteria or principles that further need to be specified for PCD at this level to fit a 'universal' agenda, e.g. is the PCD requirement of at this level applicable to all countries equally? If not what could be different responsibilities in the post-2015 context?</p>	<p>Is a universal commitment with clear differentiated responsibilities for PCD needed in respect to a certain area?</p> <p>Is it possible to integrate operational targets and tasks for different group of countries to contribute to the cross-sectoral objectives without explicitly mentioning PCD?</p> <p>Differentiation criteria could be based on capacities, capabilities and starting points or other aspects.</p>
<p>(v) What are the elements and targets that can promote PCD at the respective level that and be integrated in the post-2015 framework through</p> <p>a) Explicit PCD commitments</p> <p>b) mainstreamed PCD aspects and principles</p> <p>Where are they best placed in a goal framework?</p>	<p>Explicit</p> <p>* General explicit commitment on PCD in a goal on Global Partnership of Means of Implementation or in narrative text (based on differentiated responsibilities)</p> <p>Mainstreamed throughout framework:</p> <p>* PCD commitments in a specific issue area</p>

	<p>expressed in concrete thematic targets.</p> <ul style="list-style-type: none"> *integration of strong thematic targets without explicitly noting PCD * Promotion of institutional capacities for coherent policy-making in general or for a particular issue area specifically. * Commitment to Dialogue processes on PCD, which can aim to detect incoherent policies for development. * Accountability and monitoring mechanisms as part of the Global Partnership/ Means of Implementation Goal <p>etc..</p>
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Source: author's own analysis

These guiding questions include the notion of '**differentiation**', which is not easily squared with the requirement for 'universality' and raises further challenges. Before exploring these tensions, the next section will highlight the difficulties of agreeing on normative content guiding the PCD concept and the need to agree on concrete targets for PCD in thematic areas.

3.1.2. Integrating PCD as commitment in thematic policy areas - What does coherence of policies look like?

A key area of confusion on PCD in the context of OECD countries has always been and still is the link between policy coherence per se, which can also be described as effective national governance, and policy coherence *for development* meant to benefit developing countries in particular³⁴. PCD as an overarching concept lacks a strong normative element or direction if not concretised within a specific thematic area. The difficulties with operationalising PCD is that different ideas and concepts exist on 'what type of policies are good for development' and hence what coherence for development looks like. Is the push for more reciprocity and liberalisation of African countries' tariffs through the Economic Partnership Agreements (EPAs) negotiated with the EU good or bad for development? A number of different genuine views exist on this question both on the African and the European side. PCD thus seem to ignore that there are disagreements on what more 'coherent' policies entail - different views that multiply at the global level. Even if there was agreement, further research would be needed to determine baselines as a means to inform further action. Even within the EU discussions on PCD are often 'not based on empirical evidence and are potentially too much driven by ideological considerations or lack analytical validity'³⁵ due to scarce investments in primary data collection and research on effects of policies.³⁶ However, on a positive note, the post-2015 negotiations provide a platform to hold discussions on what better 'coherence of policies for the sustainable development agenda' concretely look like and what type of policies countries should commit to so to create enabling environments for global transformations, e.g. in the area of trade, illicit financial flows, migration, technology transfer, global governance etc. As discussions focus more concretely on the 'How' under a new Global Partnership Goal as well as under a potential separate goal or targets of 'Means of Implementation' there is scope to commit to policies that are broadly viewed as coherent for sustainable development at a global level.

³⁴ Galeazzi et al. (2013), p.13.

³⁵ European Report on Development, 2013, p.55.

³⁶ *ibid.*

3.1.3. Universality

It is suggested that the OECD latest PCD approach can be easily **applied universally** and has relevance for all countries. While this is certainly a valid point, in order to operationalise PCD within the post-2015 context, one needs to establish more clearly what is meant with a 'universal' PCD concept for a diverse group of developed and developing countries - especially if one views PCD as a mechanism or form of mutual accountability internationally.

Does a universal PCD concept for example ask developing countries to create synergies in their policies to support the development prospects of poor people living in perhaps even less developed countries? Or is it asking them to take into account obvious negative spill-overs affecting other countries, i.e. a more limited 'do no harm' approach? Is it requiring all countries to the same extent to contribute to global public goods? Alternatively, does it remain more within the realm of national development and is about tackling obvious incoherences at national or regional levels so to not let development opportunities pass? What about the three dimensions of sustainability: Are policies of a fragile state aiming at job-creation considered as incoherent when other sustainability aspects are only tackled later because linkages initially appear too complex, capacity is scarce and priorities need to be made? A universal PCD concept leaves unclear who (which group of countries or people) should benefit the exercise for PCD and which groups of countries should be assessed in terms of whether their policies promote PCD.³⁷

These questions raise a number of challenges and tensions as regards the 'universality' of PCD. Yet, they are not unique to a universal PCD concept, but are underlying the discussions on the universal development agenda in general. Characteristic of such discussions is the division between developed and developing countries with regards to shared but differentiated responsibilities, which uncover the difficulties of overcoming the old donor-recipient paradigm. There are different understandings of what 'universality' in the post-2015 framework denotes. The discussions at the 11th session of the OWG highlight the differences in interpretation: While many developed countries understand it as a universal application of the goals to all countries, many developing countries argue that a degree of differentiation is necessary and do not want to be held accountable to the same goals or principles. For this reason a number of proposals are now being made to specify which 'countries would be responsible for achieving a specific target, and which country groups should benefit from means of implementation'.³⁸

In the post-2015 discussions Southern actors clearly argue for renewed commitments of developed countries to ensure the required 'international cooperation [...] to support developing countries in achieving the SDGs'.³⁹ Developing country groups call on developed countries to go 'beyond aid' and align policies across a variety of sectors to international development goals. The concern of the African Group some Latin American countries as well as China and Indonesia for example is to integrate adequate mechanisms as means of implementation so to create more **policy space for developing countries**. There are a number of thematic issue areas raised, as for example global trade and investment rules that can reduce the constraints facing developing countries.⁴⁰ Whereas a wider or more universal notion of PCD is not explicitly mentioned by Southern actors, **'the impact of policies in developed countries on developing countries'**⁴¹, which is not different from the original donor-recipient understanding of PCD is repeatedly referred to in the OWG sessions.⁴²

³⁷ King et al. (2012), p.7.

³⁸ IISD (2014b).

³⁹ Khor (2013).

⁴⁰ IISD (2014b), p.4.

⁴¹ King et al., (2012), p.24.

⁴² The notion of policy space seems often absent in the discussions on PCD. PCD by developed countries can be perceived as necessary to create the policy space and the enabling environments for developing countries to benefit. How a universal PCD concept also valid for developing country and their policy space to develop according to own policies needs further examination but is outside the scope of this paper. The 2010 MDG Review Summit Outcome

The pathway to achieve more traction in terms of usefulness and operationalisation of PCD as a concept within the post-2015 framework and to avoid that a general PCD concept is interpreted differently by different parties, may precisely lie in a clear language on the aspect of universality. This includes how the notion of 'universality' relates to PCD and its different levels. To have a chance to meaningfully integrate PCD as an operational concept in the larger debates of drawing together a new framework, one of the key aspects is thus to be more specific on **differentiated responsibilities for PCD** related to the various levels. However, whereas the renewed OECD concept of PCD acknowledges the need for a principle of common but differentiated responsibilities (CBDR) and the recent EU Commission Communication agrees on the need for differentiation, most OECD countries and the EU have so far been firm in limiting the concept of CBDR to its original context of environmental degradation - much to the disappointment of the block of G77 countries.⁴³

An option for a differentiated approach to setting targets for PCD in the post-2015 agenda could make distinctions of responsibilities between group of countries with regards to

- a) PCD levels they should contribute to, and
- b) the level of ambition in actively promoting PCD at the various sub levels.

Such a differentiated result orientation also builds on lessons-learned from the EU experience. The EU has at times shifted the PCD goal-posts along the way as there was no goal of 'how coherent' policies should become in a given time period⁴⁴. Such a differentiation with clear objectives for PCD would specify 'how coherent' the policies of certain country groups should become in the lifetime of the post-2015 goals. For example, developed countries could be asked for ambitious PCD efforts that actively support policy synergies across all policies contributing to specific global public goods and to establish 'beyond aid' policies that do not harm developing countries' prospects but instead create enabling environments for them. For the poorest country a PCD commitment could mean achieving more coherence for development at the national level and in integrating the three dimensions of sustainability in national policy making as well as not hindering progress towards global commons. Other country groups such as more advanced developing countries or Middle Income Countries (MICs) could fall in between.

Acceptable criteria may not be easy to agree upon, but would need to underpin PCD commitments if they are to be operationalised and if progress towards such a commitment will be compared.

Melamed and Samman (2014) have for example proposed a way that differentiates between countries based on 'historical patterns of progress on different indicators' in order to identify post-2015 targets that sufficiently fulfill the 'universality' as well as 'differentiation criteria'. While historical patterns of progress may not be suited for PCD requirements, a set of other capacity indicators may be more relevant. King et al. (2012) have found that those countries familiar with the conceptual and policy discussions on PCD could lead the ambitions of PCD in the post-2015 context, with non-OECD development partners such as China, India and Brazil seeking policies on a more pragmatic notion based on less ambitious objectives.

document for example notes that 'it is for each government to evaluate the trade-off between the benefits of accepting international rules and commitments and the constraints posed by the loss of policy space'.

⁴³ Most recently, in the OWG 11, Switzerland, France and Germany however called for replacing CBDR with the principle of flexibility with regard to national circumstances. For a review of the concept of CBDR see also Pauw et al. (2014).

⁴⁴ Keijzer (2010), p.5.

Box 2: PCD – contextualized approaches or ‘bleu prints’?

The OECD highlights that ‘PCD is not an abstract concept, but an objective that can be achieved through practical measures’ and lists a number of guidelines and toolkits’ that are available and can be used in the post-2015 context and which could also help developing countries to overcome incoherencies of policies. On the one hand such tools have been identified critical to make progress on PCD, on the other hand the way in which PCD manifests itself operationally varies widely and is very much part of the political culture and nature of administration systems within different countries - There is thus no one-size fits all approach that could easily be agreed at the global level. Moreover PCD is fundamentally a matter of politics. PCD tool-kits may help but presenting them as technical fixes risks introducing yet another ‘box-ticking exercise’ to bring about development. It thus needs to be further examined how approaches to PCD can integrate the need for context-specificity.

Promoting a universal PCD approach in the post-2015 setting, which invites all countries to ‘address negative spillovers of policies on ‘long-term development prospects’ and ‘integrate the economic, social and environmental as well as governance dimensions of sustainable development in all stages of policy-making’⁴⁵ also has to carefully consider to what extent it takes into account the realities that some countries have to balance. For example conflict-affected and fragile states often have to find the right balance between delivering short-term early results to build confidence of the population, which do not necessarily focus on all sustainability aspects, and a more long-term approach building up effective institutions. The need for homegrown solutions and other principles are captured in the New Deal prepared by the International Dialogue on Peacebuilding and Statebuilding and the g7+ group. While this may not be a point specifically related to PCD but to a global and universal goal framework generally, it would need to be examined how a universal PCD approach in the post-2015 context and suggested accountability measurements can be reconciled with these principles of context-specificity and how coherent a PCD approach is with other existing frameworks.

3.2. Political difficulties to integrate PCD in the post-2015 context

There are a number of difficulties and political challenges when introducing a PCD concept in the post-2015 framework – especially if the chosen path is an explicit universal commitment to PCD or the explicit promotion of tools. These challenges relate to how much legitimacy the PCD concept is perceived to have at the global level and include at least two aspects.

The **first** relates to how far PCD as seen as compatible with the paradigms and premises under which other models of development relations, such as South-South cooperation, as well as national policy-making systems operate. Northern political forces have pushed for ‘universality’ in development cooperation norms in the past and have for example called for extending rules of engagement valid for North-South cooperation to South-South cooperation as well. This included efforts to extend PCD responsibilities to emerging economies and donors, such as China, India and Brazil - with limited success. As Bhesarati (2013) points out, South-South cooperation systems ‘*originate from different histories, follow different inspirations, paradigms and premises and operate under different models, approaches and delivery mechanisms*’. In the past they did not want to be exposed to “*the constraints and pressures of externally imposed rules and accountability mechanisms set by the North.*”⁴⁶ These countries have thus generally tended to disagree with the standards and criteria developed by the OECD and have dismissed them as inappropriate for their own cooperation.⁴⁷ It is generally more challenging to achieve agreement on certain objectives and indicators of PCD with a broader number of

⁴⁵ OECD (2014).

⁴⁶ Besharati (2013), p.37.

⁴⁷ Besharati (2013).

countries - the success will depend on how well they will fit with established forms of international cooperation of other groups of countries.

The political risk of the OECD pushing for 'universality' of the PCD approach in the post-2015 context is that other actors perceive it as a normatively OECD-driven agenda that aims to put additional constraints and pressures on them. Other OECD-driven processes have in the past for example not appealed to the larger and more powerful emerging economies, as was the case with the Global Partnership for effective Development Cooperation⁴⁸.

The **second** aspect relates to **capacities**. With regard to the national level where some of the sub-components of a 'universal' concept of PCD would need to be grounded, the question is whether a first focus would not need to be to build capacity to follow PCD approaches. This is not to say that the link between capacity and performance on PCD is automatic, but capacity has been recognized for a necessary component for integrated policy making. PCD systems need to evolve nationally and very much depend on the country context. The OECD and the EU have made own extensive experience such systems as part of their PCD experience. Integrating PCD components in a post-2015 framework in a universal spirit effectively asks the same from all other countries, which have diverging capacities and may have not had experience with promoting policy coherence. Since development progress is achieved at the national level with national responsibility to facilitate such progress, the extent to which PCD approaches can be taken up and are useful or instead set up countries to fail will determine whether they are politically acceptable to these countries.

Third, there are surely a number of lessons learned that the EU and the OECD can bring to the post-2015 discussions with regards to ensuring coherent policies for development. The credibility and perceived legitimacy of PCD approaches may however not be solely measured on the basis of years of experience, but whether PCD has in effect led to better and more coherent policies for long-term sustainable development. Yet, despite adopted tools and mechanisms, political leadership on PCD within EU and OECD countries has waned in recent years⁴⁹ and even within advanced OECD DAC countries in terms of approach to PCD, progress has been limited. One of the main dilemmas for countries is how they can develop and sustain the level of political interest and support to actually make PCD happen⁵⁰. Thus, following this experience a conceptualisation of PCD in the post-2015 context will also need to find ways and strategies to sustain continuing commitment to PCD over a period of 15 years and longer - the timeline of the post-2015 goals. Within the EU context, ECDPM research has identified number of dilemmas and possible responses within the EU and its member-states context regarding policy commitments institutional arrangements and knowledge inputs for PCD. Realising how difficult operationalising PCD is in these contexts, gives an indication of how challenging it will be to introduce and implement PCD commitments globally. Nevertheless the potential value of more coherent approaches to sustainable development remains unquestioned, particularly in an environment of declining utility of aid alone to promote development.

⁴⁸ Janus et al. (2014).

⁴⁹ Galeazzi et al. (2013), p. v.

⁵⁰ Galeazzi et al. (2013), p.32.

4. Conclusions and Potential Way forward

The discussions on the post-2015 framework are already at the stages of inter-governmental negotiations with the OWG on the SDGs, where differences and commonalities in positions are being tested. While the negotiations on the final framework start with the 69th UNGA in autumn 2014, a wealth of knowledge and inputs have been gathered so far. In these processes and discussions, the most recent universal OECD PCD concept as such has only played a marginal role at the global level. Yet, underlying ideas and principles of PCD or policy coherence generally are of relevance and resonate with the post-2015 principles - even if not specifically framed under an overarching PCD concept. The OWG co-chairs have already published a zero draft outlining a narrative text and goals as basis for negotiations of the report that the group will recommend to the UN Secretary General as input to a final framework - similar to the HLP report, which has not put a focus on PCD⁵¹.

The EU and the OECD Member States must step up efforts if they want to promote a meaningful and explicit integration of PCD within the post-2015 framework and if it is to be a concept that will drive the necessary transformation. At the same time engagement of the non-EU or OECD actors on the principles and ideas associated with PCD that may resonate most with them is crucial to socialize PCD as a tool and approach to post-2015. There is a risk to strongly promoting the PCD concept and OECD-jargon around it and provoke negative reactions despite good intentions. Instead, and perhaps more importantly, there are various elements that are necessary for and relate to PCD and which can be strengthened and mainstreamed in the post-2015 framework to promote a PCD approach. These include as targets for Means of Implementation in thematic areas that effectively require strengthened PCD efforts, targets in relation to capacity building for more integrated and evidence-based policy-making or with regards to building a strong monitoring and accountability framework. Furthermore a coherent goal framework as such as is explained in Box 3 is a prerequisite for a successful PCD strategy in the post-2015 context. In the way forward, there may be windows of opportunities to promote PCD in the various ongoing global post-2015 processes ranging from the final sessions of the OWGs, the inter-governmental negotiations starting with the 69th UN GA, the Financing for Development Conference, or the meetings of the High Level Political Forum or the Intergovernmental Committee of Experts on Sustainable Development Financing.

Box 3: Requirement for PCD - a coherent and integrated goal framework

For PCD to be a successful tool in helping to achieve post-2015 goals, it is essential that the goal framework itself is coherent and integrates the economic, social and environmental dimensions of sustainable development in all the different focus areas and goals. A coherent global development narrative that ensures that goals such as economic transformation and environmental sustainability do not clash with each other but create synergies is essential. Otherwise policies can be perfectly coherent with one of the goals while neglecting the other. While the OWG works on to establish a 'truly' integrated framework during the 11th OWG session, some member states called for increased efforts to ensure that the goal framework is internally coherent.

Independent from how the global discussions turn out and whether PCD will be explicitly be part of the language of a new framework, an accepted element of it or mainstreamed in various goals or targets, real progress on PCD will have to remain a major, if not the most, important component of EU and OECD action in implementing post-2015 commitments as developed nations. Besides targeted aid, it is thus crucial to keep up PCD ambitions and improve performance within EU and OECD countries, when devising a successful

⁵¹ The draft chapeau text of the OWG does not mention 'policy coherence' or 'policy coherence for development' - wording on 'policy coherence for sustainable development' is mentioned under the Global Partnership/Means of Implementation goal for sustainable economic growth See OWG (2014b).

domestic operationalisation agenda of the post-2015 framework. After all, the best strategy for the EU and the OECD to get other actors on board in promoting PCD is to lead by example and show willingness to commit to concrete thematic PCD objectives and an ambitious Global Partnership and Means of Implementation Goal. This includes promoting real accountability within the OECD by investing in research on the effects of their policies and to what extent their PCD efforts and inputs have made a difference⁵². Yet, such leadership has so far been lacking.

⁵² One useful recommendation that could be taken up emerging from the a recent OECD workshop is to strengthen the PCD section of the OECD-DAC Peer Reviews to include assessment of progress in specific issue areas, such as illicit financial flows.

Annex 1: Entry Points for PCD - Mainstreaming PCD Aspects in the post-2015 Framework.

*The following are suggestions to integrate PCD aspects based on the current zero-draft of the Open Working Group. It includes possible options to promote for inclusion in a final goal framework in order to strengthen a PCD approach to post-2015.*⁵³

PCD for Thematic (cross-) sectoral issues in the post-2015 framework

Suggestions for targets under a separate global partnership goal as in the Zero-draft text of the OWG, that are relevant for policies across sectors and require PCD have so far included for example ‘an open, fair and development-friendly trading system, that reduces trade-distorting measures (including agricultural subsidies), reforms to ensure the stability of the global financial system’, ‘holding the increase in the global average temperature’, reduce illicit flows and tax evasion, promote collaboration on and access to science, technology, data and innovation.⁵⁴ These are meant to produce the global enabling environments necessary for countries to achieve sustainable development, particularly in developing countries. More concrete policy targets taking account different capabilities of countries help to establish clear PCD objectives within the goal framework and the zero draft document has involved to integrate a variety of these under the proposed Global Partnership Goal/ Means of Implementation Goal.

More Capacity for integrated policy making

During the OWG 11, Brazil and Nicaragua called for a separate goal on Means of Implementation with targets on ‘capable institutions for sustainable development’ which can include amongst others participatory decision-making. PCD requires capacity within governments to create synergies and manage trade-offs. The current proposed goals of the Open Working Group also include targets on capacity building under Goal 17, which aims to implement capacity building programmes in developing countries in support of implementing sustainable development goals (17.1). More capacities for integrated policymaking as is one of the objectives of the OECD PCD approach could potentially feature in this focus area. Mechanisms for coherence of actions of all stakeholders can become effective through a global partnership target that explicitly notes the ‘engagement of all stakeholders’ as currently proposed by the OWG working document.

Accountability / Dialogue Mechanisms

Assessing progress on PCD through various tools can help ensure **monitoring and accountability** (globally as well as at the national level) of policies and agreed means of implementation in the post-2015 development agenda. The post-2015 debate has put growing emphasis on such accountability mechanisms and more transparency. The EU Commission confirmed the need for a ‘strong accountability mechanism’ to be put in place. The zero-draft of the OWG includes a separate target for a shared accountability framework to monitor global partnerships and agreed means of implementation. With regards to global mutual accountability, this partly results from the disappointing progress with regards to MDG 8 on Global Partnerships. There are several options that could be envisaged to introduce PCD in a post-2015 reporting and monitoring framework. These include Score Cards, Indices, such as the Commitment to Development Index⁵⁵, or Peer-Reviews at a global level similar to those currently undertaken by the OECD-DAC. Moreover increased mechanisms for dialogue to exchange on PCD issues could be envisaged. The OECD has started internal reflections on how

⁵³ These are presented as potential options only. The chosen path to strengthen PCD in the post-2015 framework may need to take into account further the challenges and opportunities noted in this Briefing Note.

⁵⁴ These have also been included in the Report of the High Level Panel; for other suggestions see: <http://www.sustainabledevelopment2015.org/index.php/timeline/203-uncategorised/1498-summary-targets-from-proposals-in-sdgs-einventory#FA18>

⁵⁵ <http://www.cgdev.org/initiative/commitment-development-index/index>

the aspects of PCD can be measured and the available accountability measurements, which can be helpful and could provide input in the post-2015 context. There can be great value in viewing PCD as an accountability tool that communicates to stakeholders the results that have been achieved. It would allow actors to hold governments to account and push for better and more coherent policy decisions for development outcomes. Yet, beyond some technical challenges, real progress on coherence indices can only be realised with sufficient political will, which does not seem present and would further need to be mobilised in the post-2015 context.

	1. Type of Coherence ⁵⁶	2. Thematic specification	3. Differentiation	4. Options for integration in post-2015 goal framework (OWG Zero Draft Working document and draft Chapeau text) Existing text as in OWG zero draft in black/ additional options in red ⁵⁷
Policy Coherence for sustainable development (Policy coherence between national policies and post-2015 goals)	Domestic policies actively supporting (and not harming the achievement of) post-2015 sustainable development goals via contributing to			<p><u>Explicit:</u> *Goal 17, Target 17.21: “enhance global macroeconomic policy coordination and increase policy coherence in support of sustainable development”</p> <p>*Explicit Commitment for Policy Coherence for (inclusive and) sustainable development in Global Partnership Goal/ Means of Implementation Goal valid for all countries (according to shared and differentiated responsibilities) in a separate target.</p> <p>*Explicit acknowledgement of the need for coherent and integrated policies and approaches for sustainable development in Chapeau text of a new framework.</p>
	A) national enabling environments conducive to sustainable development	<i>[Specification of targets and indicators at the national level according to development priorities with a view to maintain coherence with B and C]</i>	All countries	<p><u>Explicit:</u> *Mention policy coherence in Chapeau text: “We reiterate that each country has primary responsibility for its own economic and social development and that the role of coherent national policies, domestic resources, and development strategies cannot be overemphasized.”</p>
	B) International enabling environments conducive to sustainable development	Trade Technology Data Migration Illicit Financial Flows Health	Shared responsibilities, Differentiation of responsibility by country groups with more developed countries assuming more responsibilities to	<p><u>Explicit:</u> *Proposed Goal 9, Target 9.2 “Respect national policy space and national circumstances for industrial development, particularly in developing countries.”</p> <p>*Proposed Goal 17 Target 17.5: “Ensure that adequate policy space is given to developing countries by the international organisations to</p>

⁵⁶ Based on and adapted from OECD PCD levels in post-2015 and further refined as in internal OECD reflections.

⁵⁷ This is a list of non-exhaustive suggestions how PCD elements can be mainstreamed or mentioned in the goals framework. For ways what to measure and what tools can be used for measuring PCD in the post-2015 development agenda, see the draft document by the OECD: “Integrating PCD approaches into the Post-2015 Development Agenda.”

		<p>contribute through their beyond aid policies – as well as to provide the policy space for countries to develop.</p>	<p><i>enable developing countries to establish and implement their policies for poverty eradication and sustainable development.”</i></p> <p><u>Implicit:</u> *Ensure appropriate PCD aspects under means of implementation/ Global Partnerships for those focus areas and targets for which the achievement also depends upon policies and actions in other countries. For instance. <i>“ensure universal availability and access to safe, effective and quality affordable essential medicines and vaccines, and medical technologies for all”</i> (Proposed Goal 3 Target 3.7) is matched with --> <i>“Support research and development of vaccines and medicines for the communicable diseases that primarily affect developing countries”</i>. (17.11) --> <i>“In cooperation with pharmaceutical companies, provide access to affordable essential medicines in developing countries, and support developing countries’ use of TRIPS flexibilities”</i> (17.2)</p> <p>OWG zero draft includes targets under the Global partnership for sustainable development goal as well as in other goal areas that require PCD action: Trade (WTO; 17.1; 17.22; 17.24), Phasing out all forms of agricultural export subsidies, Eliminate subsidies which contribute to overcapacity and overfishing (14.9), Ensure global financial stability and help dampen food price volatility, Technology Transfer (17.31), Financing and debt-sustainability (10.2) and Sustainable Consumption and Production (Proposed Goal 12); Migration (17.13, 17.35)</p>
	<p>C) Global commons</p> <p>Climate Change Environment Global Governance Reform</p>	<p>Shared responsibilities, differentiation according to responsibility/capacity criteria</p>	<p>Specific targets included in Proposed Goal 13/14/15 related to Climate Change, Conservation of marine resources, oceans and seas as well as Ecosystems and biodiversity.</p>

<p>Multistakeholder Coherence: Coherence between actions of diverse actors and multiple stakeholders</p>	<p>Coordinated and mutually supporting actions/strategies by different actors and stakeholders</p>	<p>Specific Multistakeholder partnerships in a variety of issue areas including governments, private sector, civil society organisations, philanthropy etc.</p>	<p>None</p>	<p><u>Implicit:</u> *Proposed target 17.6: “support broad-based multi-stakeholder partnerships, including the private sector, and multiple levels of government, that mobilize knowledge, expertise technologies and financial resources to support achievement of sustainable development goals, particularly in developing countries.” And (17.43) “undertake regular monitoring and reporting of progress on SDGs within a shared accountability framework, including means of implementation, the global partnership among Member States and multi-stakeholder initiatives and partnerships.”</p> <p>*Proposed Goal 16, Target 16.4 “by 2030 establish inclusive, participatory decision-making”</p> <p><i>*In proposed goal 16 and 17 integrate effective dialogue mechanisms to foster exchange on impacts of policies (nationally/globally) and foster the connection between data, analysis, knowledge and policy making.</i></p> <p>*Proposed Goal 12, Target 12.9 “by 2030 increase by x% the number of companies, especially publicly listed and large companies, reporting on corporate social and environmental responsibility, including integrated reporting”</p> <p>Target 12.10 “by 2030, increase the share of private sector actors incorporating sustainable development principles in their business practices [...]”</p>
<p>Coherence between economic, social and environmental policies (Integrated Approaches)</p>	<p>Nationally: Whole-of-government approaches</p> <p>Multilaterally: integration of coherence between social, economic and environmental policies in International organisations and global governance</p>		<p>None</p>	<p><u>Implicit:</u> *Proposed Goal 16 Capacity Development: <i>strengthened capacities for governments for integrated policy making and whole-of-government approaches.</i></p> <p><u>Other:</u> <i>*Identify linkages between multilateral processes. Build an effective review mechanism for the HLPF to monitor, which includes the focus</i></p>

		<p>on coherence between economic, social and environmental policies at the multilateral level.</p>
<p>Coherence between different sources of finance</p>	<p>Ensuring complementarity of diverse financing sources in support of the post-2015 agenda</p> <p>Contributing to enabling environments for financial sustainability nationally and globally</p>	<p><u>Explicit:</u></p> <p>*Add language on ensuring complementarity between various sources of financing supporting post-2015 implementation in Chapeau text or in Proposed Goal 17</p> <p><u>Implicit:</u></p> <p>* Goal 17, Target 17.44: <i>“promote strong international institutions, including conclusion of reforms for increasing effective and democratic participation of developing countries in international financial institutions”</i></p> <p><u>Other:</u></p> <p>*Consider effective integration of suggestions of Cluster 3 of the Expert Committee on Financing for Sustainable Development (“Institutional arrangements, policy coherence, synergies and governance”) in the final goal framework. There will be links with other PCD aspects with impact on financing prospects and a broader focus on global financial governance.</p> <p>*Note that the effectiveness of financing also depends on and is interlinked with PCD in other areas. The effective use and sourcing of financing depends on coherent actions to create enabling environments for financial strategies.</p>

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About ECDPM

ECDPM was established in 1986 as an independent foundation to improve European cooperation with the group of African, Caribbean and Pacific countries (ACP). Its main goal today is to broker effective partnerships between the European Union and the developing world, especially Africa. ECDPM promotes inclusive forms of development and cooperates with public and private sector organisations to better manage international relations. It also supports the reform of policies and institutions in both Europe and the developing world. One of ECDPM's key strengths is its extensive network of relations in developing countries, including emerging economies. Among its partners are multilateral institutions, international centres of excellence and a broad range of state and non-state organisations.

Thematic priorities

ECDPM organises its work around four themes:

- Reconciling values and interests in the external action of the EU and other international players
- Promoting economic governance and trade for inclusive and sustainable growth
- Supporting societal dynamics of change related to democracy and governance in developing countries, particularly Africa
- Addressing food security as a global public good through information and support to regional integration, markets and agriculture

Approach

ECDPM is a “think and do tank”. It links policies and practice using a mix of roles and methods. ECDPM organises and facilitates policy dialogues, provides tailor-made analysis and advice, participates in South-North networks and does policy-oriented research with partners from the South.

ECDPM also assists with the implementation of policies and has a strong track record in evaluating policy impact. ECDPM's activities are largely designed to support institutions in the developing world to define their own agendas. ECDPM brings a frank and independent perspective to its activities, entering partnerships with an open mind and a clear focus on results.

For more information please visit www.ecdpm.org

ECDPM Discussion Papers

ECDPM Discussion Papers present initial findings of work-in-progress at the Centre to facilitate meaningful and substantive exchange on key policy questions. The aim is to stimulate broader reflection and informed debate on EU external action, with a focus on relations with countries in the South.

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