

MOPAN

Multilateral Organisations Performance Assessment Network

Austria, Canada, Denmark, Finland,
the Netherlands, Norway, Sweden,
Switzerland and the United Kingdom

The Annual MOPAN Survey 2006 Donor Perceptions of Multilateral Partnerships at Country Level

This Survey covers

**The United Nations Children's Fund (UNICEF),
The International Labour Organization (ILO), and
The Asian Development Bank (ADB)**

Synthesis Report

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Network members are the Governments of Austria, Canada, Denmark, Finland, the Netherlands,
Norway, Sweden, Switzerland, and the United Kingdom.

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The Annual MOPAN Survey at a glance

MOPAN is a network of like-minded donor countries with a common interest in (i) sharing information and mutually drawing on experience in the monitoring and assessment of the work and performance of multilateral organisations (MOs); (ii) conducting annual surveys on such organisations through their embassies and country offices; and (iii) carrying out joint evaluations of MOs.

The focus of the Annual MOPAN Survey is on MO partnership behaviour towards national stakeholders in developing countries (governments, NGOs, private sector) as well as towards other international development agencies. It is based on the *perceptions* of MOPAN member embassies and country offices, arising from their day-to-day contacts with MOs. The MOPAN Survey is not an evaluation and does not cover actual development results on the ground. Its purpose is to contribute to (i) better information on and understanding of MOs, their roles and performance, among decision-makers, parliamentarians and the general public in MOPAN member countries; (ii) a more informed dialogue with MOs at both headquarters and country level; (iii) the involvement of MOPAN embassies and country offices in the surveying of multilateral cooperation; and (iv) the improvement of overall MO performance at country level.

The MOPAN Survey is a light and rapid exercise with minimal transaction costs. It includes the completion by each participating MOPAN member embassy/country office of a *questionnaire on each of the MOs covered by the Survey*, followed by *discussions of the questionnaire replies* among MOPAN members at country level (country teams).

From these inputs, the country teams establish *country reports* that are then aggregated into a *Synthesis Report*. This report is shared with the relevant MOs for feedback before its public release.

In 2004, the Survey took place in 10 countries and covered the UN Development Programme (UNDP), the Food and Agricultural Organization of the United Nations (FAO), and the African Development Bank (AfDB). In 2005, the Survey was carried out in 9 countries and covered the World Bank, the UN Population Fund (UNFPA) and the UNAIDS Secretariat. In 2006, UNICEF, ILO and the Asian Development Bank (ADB) were selected for the MOPAN Survey that was conducted in 10 countries.

MOPAN members use the findings of the Surveys for their own accountability on multilateral financing and as input: (a) into their policy towards the MOs concerned; (b) to strengthen their participation in the governance of these organisations; (c) for their joint advocacy work; and (d) to contribute to wider debates on aid effectiveness.

Key Features of MOPAN Survey:

Joint annual in-house survey
Perceptions of MOs' partnership behaviour in developing countries
Rapid, lightweight methodology with low transaction costs
Covers 3-4 MOs in 8-10 countries each year
8-10 country reports
1 Synthesis Report
High-level dialogue with MOs on Survey findings
Survey results used for accountability, policy making and joint advocacy

What is MOPAN?

MOPAN is a group of like-minded donors that in 2003 began to jointly survey the partnership behaviour of multilateral organisations at country level. Current members are:

Austria
Canada
Denmark
Finland
The Netherlands
Norway
Sweden
Switzerland
The United Kingdom

Partnership behaviour matters for aid effectiveness: Aid effectiveness depends as much on *how* aid is delivered as *what* is delivered, and increasing emphasis is placed on partnerships at country level. The Annual MOPAN Survey addresses the partnership behaviour of MOs vis-à-vis national governments, civil society and other development agencies. It covers their contributions to policy dialogue and advocacy, alignment with national poverty reduction strategies, information sharing and contribution to aid coordination and harmonisation activities.

Perceptions matter: MOPAN member embassies and country offices are of the view that MO partnership behaviour has on the whole been improving but that there is uneven progress in some aspects such as PRS alignment and harmonisation. These findings have been confirmed by other surveys by the OECD/DAC and the Special Partnership with Africa.

Further information: The Synthesis Report and the reactions of the MOs concerned are published on MOPAN member websites. There is no common MOPAN website. The MOPAN Secretariat rotates annually and is currently with the Netherlands. In 2007, Austria will head the Secretariat.

Acronyms and definitions

Acronyms

ADB	Asian Development Bank
ADF	Asian Development Fund
CAP	United Nations Coordinated Appeal Process
CRC	Convention on the Rights of the Child
CT	MOPAN country team
FAO	Food and Agriculture Organization
HQ	Headquarters
IDPs	Internally Displaced Persons
ILO	International Labour Organization
MDGs	Millennium Development Goals
MOPAN	Multilateral Organisations Performance Assessment Network
MO	Multilateral Organisation
MTSP	UNICEF Medium-Term Strategic Plan
NGOs	Non-Governmental Organisations
OCR	Ordinary Capital Resources
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SWAP	Sector-wide approach
TA	Technical advice
TCPR	Triennial Comprehensive Policy Review of UN System Operational Activities for Development
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

Definitions

Annual MOPAN Survey	The Annual Survey is based on MOPAN member embassy and country office perceptions of MO partnership behaviour. It is conducted with the help of a questionnaire and country reports; each year it covers a sample of 3 to 4 MOs and is carried out in 8 to 10 countries
Country reports	Reports drafted by MOPAN country teams on the partnership behaviour of the selected MOs at the country level based on questionnaire replies and discussions amongst the respective country team members
MOPAN country teams	Consist of MOPAN member embassy and country office representatives present in the respective countries of the Annual Survey
MOPAN HQ Group	Steering body composed of representatives from the headquarters of each MOPAN member and under which the Annual MOPAN Survey is carried out
Paris Declaration	The Paris Declaration on Aid Effectiveness of 2 March 2005 stipulates a range of measures to further improve the effectiveness of international development cooperation
Partnership performance	Quality of partnership behaviour towards national stakeholders and other development agencies of the surveyed MO
Synthesis Report	The final product of the Annual MOPAN Survey, which draws both on the country reports and the aggregated questionnaire results

FOREWORD

It gives us great pleasure to present the Synthesis Report of the 4th Annual MOPAN Survey (the Survey). The Survey is becoming increasingly well established as an instrument for constructive dialogue with multilateral organisations (MOs) and MOPAN members at headquarters and at country level.

The Survey provides periodic perceptual assessments by bilateral agency staff of the partnership behaviour of multilateral organisations at country level. In its process and outcomes the Survey aims to improve understanding, dialogue and strengthened coordination and cooperation between MOPAN members and MOs. The Survey seeks to contribute both to the implementation of the Monterrey Consensus and the Paris Declaration on Aid Effectiveness.

The Survey is designed to be a light and rapid exercise drawing from perceptions of MOPAN members' embassy and country office staff. It gathers and analyses perceptions of the behaviour of MOs in their partnerships and interactions with national stakeholders and other development cooperation agencies at the country level. MOPAN members review the Survey and its methodology on a yearly basis taking into account views provided by MOs who have already been assessed. Since inception in 2003, we are of the view that the Survey has become increasingly robust and is increasingly adding value to the range of information available on multilateral performance.

This year, the Annual Survey covered three institutions – the Asian Development Bank (ADB), the International Labour Organization (ILO) and the UN Children's Fund (UNICEF). It was conducted in ten countries: Burkina Faso, Colombia, Guatemala, Indonesia, Kenya, Mozambique, Nepal, Pakistan, Sri Lanka and Uganda. Country reports and individual questionnaires were produced by MOPAN country teams in all ten

countries, resulting in this Synthesis Report. The present Synthesis Report draws both on the country reports submitted by the MOPAN country teams as well as on the individual questionnaires filled-in by MOPAN embassy and country office staff.

The Survey 2006 clearly reflects the wide and precious contributions the three MOs are making to partnerships at country level. But it also notes areas where MOPAN country staff believe there is room for improvement. MOPAN members trust that the Survey adds a very useful dimension and look forward to discussing the Survey's findings with the ADB, ILO and UNICEF.

A recent meeting of MOPAN members highlighted that there existed a range of approaches to assessing multilateral effectiveness among donor agencies besides the Annual MOPAN Surveys. It was further acknowledged that the Network should explore the scope for harmonising these approaches and other collaborative work.

Finally, we would like to take this opportunity to thank the three MOs involved and their country representations for their cooperation and their constructive reaction to the Survey. We also wish to express our deepest gratitude to all staff in the MOPAN embassies and country offices concerned for their active involvement in this year's exercise, and finally thank the consultants' group for their support in producing the Synthesis Report.

The MOPAN Headquarters Group

Austria, Canada, Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom

1. INTRODUCTION

Introduction

1.1 MOPAN is a network currently of 9 like-minded donor countries with a common interest in (i) sharing information and mutually drawing on experience in the monitoring and assessment of the work and performance of multilateral organisations (MOs); (ii) conducting annual surveys on such organisations through their embassies and country offices; and (iii) carrying out joint evaluations of MOs. The network currently includes Austria, Canada, Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

1.2 Since 2003¹, MOPAN has carried out three Annual Surveys on selected MOs in countries where MOPAN members are present. The focus of the Surveys has been on the perceptions of MOPAN member embassies and country offices of MO partnership behaviour towards national stakeholders and other international development agencies (Appendix 1). Each year, the Survey covers 3 to 4 MOs and is conducted in 8 to 10 countries. It is organised by MOPAN member countries at their headquarters and carried out by their country level staff. The Survey consists of (i) a questionnaire that is completed by each participating MOPAN embassy and country office for each of the MOs assessed; (ii) discussions of the questionnaire replies by MOPAN country teams; (iii) country reports summarising the findings of the country teams; and (iv) an overall synthesis (Synthesis Report) that draws on both the country reports and the aggregated questionnaire results.

Purpose

1.3 The purpose of the Annual MOPAN Survey is to contribute to:

- better information on and understanding of MOs, their roles and performance, among decision-makers, parliamentarians and the general public in MOPAN member countries;
- a better informed dialogue with the MOs at both headquarters and country level;
- the involvement of MOPAN embassies and country offices in the surveying of multilateral cooperation; and
- the improvement of overall performance of MOs at the country level.

Perceptions of MO partnership behaviour at the country level

1.4 The Annual MOPAN Survey is based on the perceptions of the MOPAN member embassies and country offices of MO partnership behaviour at country level. The Survey is not about actual development results achieved on the ground, nor is it an objective evaluation. It is a contribution to, but does not fully reflect, the MOPAN members' overall assessment of the MOs concerned.

¹ The 2003 Survey was a pilot exercise.

1.5 The Annual MOPAN Survey focuses primarily on behavioural aspects of MOs, in particular with regard to their partnerships with national stakeholders and other development agencies in the country. This includes the contributions of MOs to national policy dialogue, advocacy and capacity development, their support to non-governmental and private sector actor involvement in policy dialogue, the degree of their alignment with national poverty reduction strategies (or similar instruments), and their contribution to aid coordination and harmonisation. The focus on these issues reflects the current emphasis of the international community on the quality of aid² as demonstrated by:

- improving the way aid is delivered (through partnerships that encourage country ownership);
- increasing the relevance of aid to country needs and priorities, including the degree of alignment with national strategies, policies and procedures; and
- enhancing aid coordination and harmonisation, thereby reducing duplication and transaction costs for governments.

1.6. The Survey intends to supplement multilateral monitoring and evaluation activities as well as other reviews and evaluations by MOPAN members. It is not considered to be a substitute for other efforts to evaluate the development impact and effectiveness of MOs.

1.7 MOPAN Surveys are based on the perceptions of MOPAN member embassies and country offices formed on the basis on their day-to-day interactions with the MOs concerned. Many MOPAN members work with these organisations through co-financing of projects/programme activities and/or participating in other joint donor activities. In most cases, their judgements are based on directly observed behaviour. However, the methodology also allows for non-response where participants feel unable to make a judgement. The country team discussion, which draws on the questionnaires, is the primary basis for the country report and provides a mechanism for pooling information and testing individual views.

1.8 The Annual MOPAN Survey is focused only on MO behaviour at the country level. This information contributes to MOPAN member assessment of the coherence of multilateral country level practice with MO central policy.

1.9 The Survey is designed as a light and rapid exercise and is carried out by MOPAN member embassies and country offices themselves. It does not involve major investigative work nor does it require the use of consultants at the country level.

1.10 The MOPAN Survey is not intended to measure or assess the actual contributions of MOs to national poverty reduction and achieving the MDGs. However, it does provide valuable information about the perceived quality of multilateral aid and the coherence of practice with international commitments such as those of the Rome and Paris Declarations.

² See the Paris Declaration on Aid Effectiveness (2005), the TCPR of Operational Activities of the United Nations System (2004), the Rome Declaration on Harmonisation (2003), and the DAC Guidelines on Harmonising Donor Practices for Effective Aid Delivery (2003).

Annual MOPAN Survey 2006

1.11 The 2006 MOPAN Survey was carried out in 10 countries: Burkina Faso, Colombia, Guatemala, Indonesia, Kenya, Mozambique, Nepal, Pakistan, Sri Lanka, and Uganda. The three MOs assessed were the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), and the Asian Development Bank (ADB).

1.12 All 10 country teams delivered a country report. All country reports cover UNICEF and 8 cover ILO. ADB is covered by all 4 Asian countries of the Survey.

1.13 All 9 MOPAN members involved their embassies and country offices in the Survey. Finland participated in 3 MOPAN country teams, Austria in 5, Denmark and Switzerland in 6, Norway, Sweden and the United Kingdom in 7, and Canada and the Netherlands in 9. On average, there were 6 MOPAN members per country team. In total, 99 institutional questionnaires were completed (Appendix 3): 53 for UNICEF (Appendix 3a), 26 for ILO (Appendix 3b) and 20 for ADB (Appendix 3c).

1.14 This report is a synthesis of the findings reflected in the country reports. The results of the aggregated questionnaires are referred to where they corroborate or further illustrate the qualitative findings of the Survey. The Synthesis Report presents verbatim quotes from the country reports, illustrating specific aspects of the reported findings.

1.15 The following chapters focus on how MOPAN country teams perceive the quality of the partnership behaviour of the assessed MOs towards national stakeholders and other development agencies respectively. Each chapter begins with a summary of the main findings on the partnership performance of the MO in question.

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2. THE UNITED NATIONS CHILDREN'S FUND (UNICEF)

UNICEF: background information

UNICEF is mandated by the United Nations General Assembly to advocate for the protection of children's rights, meet their basic needs and expand their opportunities to reach their full potential.

The Medium-Term Strategic Plan (MTSP) is the main programming document guiding the Fund's work (currently for 2006 to 2009). Guided by the Convention on the Rights of the Child (CRC), UNICEF is committed to the realisation of all the Millennium Development Goals (MDGs) and the creation of a World Fit for Children. Its main areas of work are:

- young child survival and development;
- basic education and gender equality;
- HIV/AIDS and children;
- child protection from violence, exploitation and abuse; and
- advocacy and partnerships for children.

The Fund works with governments and NGOs in 157 countries at their request and with the support of the international community. UNICEF derives its income primarily from government contributions. It also mobilises funds from the general public and the private sector (via UNICEF national committees). Total contributions amounted to US\$ 2,747 million in 2005. UNICEF headquarters are in New York.

UNICEF partnership performance: summary of findings

According to the MOPAN country reports, the overall perception of UNICEF at the country level is that of a very knowledgeable, committed and influential multilateral organisation in the specific areas of its mandate. UNICEF is perceived to be a strong voice for children and women, to pursue its clear priorities, and to be determined to show results and deliver on its promises - including in very difficult circumstances. This is balanced against the view that at times UNICEF is not fully sensitive to the local or to the broader development context. MOPAN country teams perceive that getting the job done quickly sometimes seems more important to UNICEF than investing in partnerships, especially with civil society and other development agencies.

Summary of how MOPAN country teams perceive the **quality of UNICEF partnership behaviour towards national stakeholders:**

- a. positive contribution to policy dialogue (page 7);
- b. mixed performance in terms of capacity development of various national stakeholders; more engaged with public institutions where the UNICEF contribution to capacity development is relatively effective; good quality technical expertise (page 8);

- c. a strong comparative advantage in advocacy (page 11);
- d. various experiences of involving NGOs in policy dialogue; very little such experience with the private sector (page 12); and
- e. support to national poverty reduction strategies; progress in aligning its own work; little alignment with government modalities and procedures with the exception of sector-wide approach arrangements (page 13).

Summary of how MOPAN country teams perceive the **quality of UNICEF partnership behaviour towards other development agencies:**

- f. rather modest performance in terms of sharing information (page 14);
- g. active and regular participation in local donor coordination groups; a mixed picture regarding coordination at the project/programme level; good examples of UN coordinated responses to crisis situations (page 15);
- h. slow adapter to local aid harmonisation efforts (page 18); and
- i. improved responsiveness to local concerns, particularly as a result of increased decentralisation of decision-making authority to country offices and positive contributions of heads of UNICEF country offices (page 18).

A. UNICEF at the country level

Country presence

2.1 UNICEF is represented in all 10 countries of the Survey. Half of the MOPAN country teams (Colombia, Guatemala, Indonesia, Mozambique, and Uganda) point out its long-time presence at the country level dating back to the 1950s and 1960s. Besides its country offices in the respective capitals, UNICEF often operates through a variety of field offices located in different areas of countries covered by the Survey. In Uganda, for instance, UNICEF recently established 4 zonal offices to support coordination of the humanitarian response in 8 districts of the country affected by conflict. UNICEF Pakistan increased the number of its offices from 5 to 9 following the October 2005 earthquake. In Indonesia, UNICEF currently operates 12 field offices.

Financial and human resources

2.2 UNICEF financial requirements at the country level are planned on a multi-year basis. The planning cycles are generally aligned with national and international frameworks, including the UNDAF. Country programme budgets are indicative and depend on the availability of regular (core) and other (specific-purpose) resources. Planned annual volumes of assistance vary quite considerably, ranging from an average of US\$ 5.5 million in Guatemala to US\$ 29.6 million in Mozambique.³

2.3 The number of country level staff also varies considerably from country to country and seems to fluctuate according to urgent needs. Whereas the UNICEF country

³ Source of financial data: UNICEF country programmes (www.unicef.org); planned multi-year volumes of assistance divided by number of years.

office in Guatemala has a total of 25 staff members, UNICEF Pakistan staff size has increased since the October 2005 earthquake from 165 to 330. UNICEF Sri Lanka staffing levels doubled in response to the December 2004 Asian tsunami.

Country programmes

2.4 UNICEF country programmes, as noted by the MOPAN country teams, cover the following main areas with a focus on vulnerable children and women: integrated early childhood development, basic education for all and especially for girls, HIV/AIDS, health, nutrition, water and sanitation, and child protection. In conflict situations such as in Colombia, Nepal and Sri Lanka, the Fund is also known to have set up special programmes for children affected by armed conflict.

2.5 All country reports refer to the importance of child rights and the application of a human rights-based approach in UNICEF work. Most country teams also refer to the UNICEF commitment to ensure and respect women's rights. They also acknowledge that UNICEF actively seeks to support the respective host governments in achieving the Millennium Development Goals (MDGs).

Integrating human rights into development

*"According to the Burkina Faso Country Programme Action Plan (for the period 2006 to 2010), UNICEF's main objective is to contribute to poverty reduction in the country and also to the promotion and protection of children's as well as women's rights."*⁴ (CT Burkina Faso)

"UNICEF is guided by the Convention on the Rights of the Child and strives to establish children's rights as enduring ethical principles and international standards of behaviour towards children. It adopts a rights-based approach to programming." (CT Sri Lanka)

"The human rights-based approach and gender equality underpin UNICEF programming, which focuses on key human rights issues that affect children and women and especially those living in conditions of poverty and those affected by HIV/AIDS, violence and/or exploitation." (CT Uganda)

Familiarity with UNICEF

2.6 The country reports and many questionnaires describe a pattern of close working with UNICEF. Therefore, MOPAN country teams felt quite confident to assess UNICEF partnership behaviour. Over two-thirds of the MOPAN member embassies and country offices judged their knowledge of UNICEF to be "medium". A majority report having co-financed projects/programme activities with UNICEF, formulated joint strategies, participated in the same sector programmes, undertaken joint field missions, participated in the same policy dialogue, and/or taken part in the same coordination mechanisms. Approximately half indicate that during the last 3 months before the Survey they had held more than two bilateral meetings with UNICEF and attended more than three meetings where its representatives were present. Two country teams (Colombia, Uganda) report increased cooperation with UNICEF over the last 3 years; one (Sri Lanka) over the last 3 months.

⁴ Translated from French to English.

B. Quality of UNICEF partnership behaviour towards national stakeholders

a. Contribution to policy dialogue

2.7 The overall assessment of the UNICEF contribution to policy dialogue is positive. While the country teams in Colombia, Guatemala, Mozambique, Pakistan, Sri Lanka and Uganda generally consider UNICEF to be engaged in effective policy dialogue (“does mostly well”, “intensive”, “relatively strong”, “active”, “performs well”, “key player”), the country teams in Burkina Faso, Indonesia, and Kenya perceive it to be strong in some priority sectors (e.g. HIV/AIDS), but not in others (e.g. education). This finding is confirmed by the data in the aggregated questionnaire results (Appendix 3a): almost all views expressed perceive UNICEF as providing “some” or “strong” contributions to policy dialogue.

Positive contribution to policy dialogue with the government

“Donors agree that UNICEF contributes to the policy dialogue in Colombia and does it mostly well... its main focus in the last years has revolved around the Child and Youth Bill that is presently being discussed in Congress. In this area, it has worked with numerous non-governmental organisations, state oversight institutions, government entities and congress members to ensure that the new legislation will incorporate international standards referring to the protection of child rights and that it will address key critical issues such as children in conflict, juvenile criminal responsibility and adoptions.” (CT Colombia)

“The MOPAN members consider that UNICEF carries out intensive policy dialogue with the government, though much of this work goes on behind the scenes. An example of this is the development of a national health policy for adolescents and youth. Adolescents were not considered to be a focus group within the national health strategy and UNICEF was instrumental in the approval of the new policy that was developed with a participatory approach.” (CT Guatemala)

“Other notable contributions include UNICEF’s role in the development of a Social Development Sector Investment Plan that is the first attempt at establishing social protection measures for children, women and other vulnerable groups. UNICEF also supported the development of a national policy on Orphans and Vulnerable Children (OVCs) that was developed in a participatory process with the children themselves... Commitment to A World Fit for Children Goals was acknowledged in the PEAP [Poverty Eradication Action Plan] following UNICEF supported consultations with policy makers.” (CT Uganda)

2.8 Against the background of this generally positive assessment of UNICEF performance, some weaker points mentioned in the country reports include:

- the high priority given to corporate policies/models, which does not always allow UNICEF to sufficiently take the local context into account (Burkina Faso, Guatemala, Kenya);
- a certain hesitation in engaging in critical policy dialogue on “crucial”, “sensitive” and “difficult” issues (Pakistan, Uganda);
- an apparent reluctance to channel knowledge and resources into national policy dialogue, thereby delaying the possible scaling-up of activities (Kenya);
- the need to be more forthcoming in demonstrating good practices and results in order to be able to play a more active role in policy dialogue (Indonesia);
- room for improvement with regard to better focusing and coordinating its activities within the UN country team (Indonesia); and

- a rather fragmented approach to poverty reduction (Burkina Faso).

2.9 As for external factors influencing UNICEF effectiveness, the MOPAN country team in Nepal notes the generally poor climate for policy dialogue due to the political turmoil in the country.

b. Capacity development

2.10 Perceptions of UNICEF performance in providing support to capacity development of national stakeholders (public institutions, national NGOs and the private sector) **vary not only between but also within the countries covered by the Survey.** All in all, the country reports give the impression that UNICEF is **more engaged in supporting capacity development in public institutions than in private institutions.**

Capacity development in public institutions

2.11 In terms of support to capacity development in public institutions, MOPAN country teams by and large consider UNICEF to be **relatively effective** in its efforts (“good”, “quite active”, “important in certain projects”⁵, “fairly effective”, “less prominent”). This finding is corroborated by the data in the aggregated questionnaire results: a majority of views expressed consider UNICEF to be “slightly” or “fairly” effective in supporting capacity development of public institutions.

2.12 While the MOPAN country teams in Pakistan, Sri Lanka, Nepal and Uganda consider UNICEF to be more effective with public institutions at the local level, the country teams in Burkina Faso, Guatemala and Mozambique perceive its capacity development at the central level to be more effective.

Positive examples of capacity development in public institutions

“UNICEF has placed a person in the Ministry of Planning and Development to support budget work that is seen as strategic and supportive.” (CT Mozambique)

“UNICEF has... invested in developing the technical skills of health workers in government health centres in the area of emergency obstetrics; and thereby promoted child and maternal health care for rural communities.” (CT Uganda)

2.13 Challenges mentioned in individual MOPAN country reports include the perceptions that the UNICEF capacity development in public institutions is sometimes:

- more project than institution focused and, therefore, possibly lacking a long-term perspective (Guatemala, Mozambique);
- not sufficiently adapted to the local context (Guatemala);
- pertinent in terms of responding to urgent and specific needs, but tending to lack an integrated approach (Burkina Faso);
- limited to the transfer of funds through government structures (Guatemala); and
- ad hoc and not always based on an in-depth capacity assessment (Kenya).

⁵ Translated from French.

Capacity development in NGOs and the private sector

2.14 As for support to capacity development in NGOs, one MOPAN country team (Nepal) considers UNICEF support to be consistently strong. In other countries of the Survey, perceptions seem to be limited to individual activities such as in Sri Lanka, where UNICEF is considered to have been “quite effective in developing NGO capacity” within the 4R⁶ programme, or in Pakistan, where in education “UNICEF was found to be quite active in capacity building of civil society (e.g. parent-teacher organisations) ... and sometimes strengthening the partner NGOs through which UNICEF delivers services to its target beneficiaries”. In Guatemala “some MOPAN members consider that UNICEF has been fairly effective in its capacity building with national NGOs...”; however, “this capacity building effort is in general limited to NGOs that are implementing partners with UNICEF and do not go beyond that circle”.

2.15 References to UNICEF performance in terms of supporting capacity development in the private sector are scarce. While the Mozambique country team states that “there is no capacity development in the private sector as it is not on the UNICEF agenda”, the country team in Colombia sees UNICEF as being only “slightly effective” insofar as the private sector is concerned. The Kenya country team suggests that “UNICEF should strive to enter into strategic partnerships with government, NGOs and the private sector to deliver national programmes and remove itself from actual implementation”. Other MOPAN country teams (Guatemala, Sri Lanka, Indonesia, and Burkina Faso) state that they have insufficient information to comment on capacity development carried out by UNICEF in the private sector.

Government ownership

2.16 MOPAN country teams are divided between those who perceive UNICEF as on the whole promoting or enabling government ownership in the development of capacity development projects (Colombia, Mozambique), those who consider it to more often fund projects initiated by itself (Burkina Faso, Kenya, Uganda), and those who describe a mixed picture (Indonesia, Pakistan).

2.17 Individual observations on government ownership mentioned in the country reports include:

- a shift to more and more government owned projects (Mozambique);
- the need to make better use of “indigenous capacity” that has become stronger in recent years (Kenya);
- building local ownership and maintaining efficiency in its operations must go hand in hand (Uganda); and
- the promotion of government ownership in principle, but in reality requirement to adhere to the priorities of UNICEF or its donors’ needs and requests (Indonesia).

A positive example on government ownership...

“In general, it [UNICEF] funds and supports programmes designed and developed by the government. A clear example of this is UNICEF’s work for the prevention of child recruitment... Another example is the “municipalities and departments for children and youth” project whereby capacity and monitoring is rendered to local authorities so that they can measure

⁶ UN inter-agency initiative on Repatriation, Reintegration, Rehabilitation and Reconstruction (4R) targeting returning internally displaced populations in 3 districts in North East Sri Lanka.

accomplishments or drawbacks in their development plans with regards to child rights...” (CT Colombia)

and a more critical one

“...it was noted that UNICEF more often funds proposals initiated by itself than projects designed and developed by the government; and by so doing does not always take into account the local partners’ levels of appreciation/understanding of certain concepts and therefore capacity to implement these projects. For example, insufficient attention to the ownership and local capacity issues has somewhat affected the systematic integration of UNICEF’s HRBA in district budget processes.” (CT Uganda)

Technical advice

2.18 In general, **MOPAN country teams’ perceptions regarding the quality of UNICEF technical advice (TA) are generally positive** (“high quality”, “good quality”, “somewhat high quality”, “consistently high quality”, “fairly positive”⁷). Only the country team in Mozambique considers it to be “very variable” and observes that it “depends strongly on the recruited staff”. This general finding is confirmed by the data in the aggregated questionnaire results: a majority of views expressed agree “fully” or “somewhat” that UNICEF TA is consistently of high quality.

2.19 In two countries of the Survey (Burkina Faso, Colombia), international TA is not always considered fully appropriate for local needs. In addition, while the country team in Sri Lanka perceives UNICEF to be making good use of national TA, the country team in Burkina Faso suggests that UNICEF could make better use of it.

2.20 Furthermore, two MOPAN country teams suggest that UNICEF could benefit more from its worldwide experience and lessons learned from other parts of the world, especially as regards “sensitive issues” (Guatemala) such as children in armed conflicts (Colombia).

2.21 Lastly, one country team perceives the UNICEF TA to be of high quality and appropriate, however often “short-term (through working groups) and not always sufficient for the adequate transfer of knowledge and skills to government officials” (Uganda).

Generally good quality technical expertise

“...The country team could mention a number of instances where good consultants were deployed, and indirectly it was observed that the packages developed by (unknown) UNICEF-hired consultants were also of good quality, therefore the TA must have been appropriate and of good quality too.” (CT Pakistan)

“The quality and relevance of the technical assistance provided by UNICEF is considered of somewhat high quality and appropriate to national needs. Also, it makes good use of national TA.” (CT Sri Lanka)

“The MOPAN partners have a fairly good impression of UNICEF’s technical assistance. They also note, however, that international assistance is not always fully adapted to national needs and that UNICEF could make better use of locally available technical expertise.”⁸ (CT Burkina Faso)

⁷ Translated from French.

⁸ Translated from French.

c. Advocacy

2.22 Overall, the MOPAN country teams are of the opinion that UNICEF has a **strong comparative advantage in advocacy**. They recognize UNICEF to be a “strong”, “effective”, “active” “useful”, “crucial”, “visible” and “excellent” advocate of issues within its mandate. These observations are corroborated by the data in the aggregated questionnaire results: Of the total views expressed, a great majority see UNICEF as “mostly” or “always” doing well.

2.23 MOPAN country reports mention numerous positive ways in which UNICEF is involved in advocacy work, namely by:

- playing a strong and visible advocacy role with the government (Burkina Faso, Guatemala, Mozambique, Sri Lanka, Uganda);
- supporting and participating in seminars, workshops and public events (Colombia, Indonesia, Pakistan, Uganda);
- making documents available in local languages and/or other popularised forms (Colombia, Mozambique, Sri Lanka, Uganda)
- establishing a presence in the media (Colombia, Guatemala, Indonesia, Uganda);
- supporting public campaigns (Guatemala, Sri Lanka, Uganda);
- partnering with the private sector (Guatemala) and highly visible personalities (Colombia);
- coordinating with other development actors (Colombia);
- continuing to play a key role, even “in very difficult circumstances” (Nepal);
- maintaining an excellent local website (Colombia); and
- backing up its advocacy work with well-designed materials and clear messages (Indonesia).

2.24 In addition, two country teams (Burkina Faso, Kenya) suggest that UNICEF is not only good at creating awareness of children’s concerns, but also of promoting itself as a brand.

At the forefront of advocacy

“The organization played a crucial role in promoting the law on protection of children and adolescents that was approved by the national Congress in 2003, as well as favouring a new law on adoption in line with the Den Haag Convention... UNICEF has pushed for education reforms and has especially targeted girls in its campaigns.” (CT Guatemala)

“The UNICEF country programme aims to support the Government’s policies while being linked to international objectives, conventions and agendas... UNICEF was seen to be a strong and visible advocate for the Government’s national polio immunization campaign. Strong advocacy was also noted in the case of HIV/AIDS in Papua.” (CT Indonesia)

“In recent years, UNICEF, in partnership with civil society actors, government and donors, has championed the Campaign on Immunisation, Basic Education, Child Soldiers and the Girls Education Movement (GEM)... Through its advocacy efforts, UNICEF has also influenced the incorporation of issues related to IDPs and child protection into Sector Investment Plans, and resource leveraging for non-formal education, i.e. the Alternative Basic Education Programme for Karamoja (ABEK).” (CT Uganda)

2.25 Some MOPAN country teams note room for improvement: Firstly, the UNICEF advocacy role is perceived to be more government-centred and failing to involve a

broader range of national stakeholders (Burkina Faso, Mozambique, Sri Lanka). Secondly, it was perceived that “in day-to-day operations, UNICEF was often more concerned with implementing its own programmes and projects than being involved in advocacy” (Indonesia).

d. Support to civil society

2.26 MOPAN country teams’ perceptions of UNICEF involving civil society (NGOs and private sector) in national policy dialogue **vary from one country to another**. Whereas in four countries (Colombia, Guatemala, Indonesia, Pakistan) UNICEF is perceived to be doing well, particularly as regards NGOs, UNICEF performance in three countries (Mozambique, Sri Lanka, Uganda) is perceived as uneven, and in one country (Burkina Faso) to be rather weak.

Positive examples of the role of UNICEF in involving NGOs in policy dialogue

“Again the example was quoted of UNICEF’s role in taking forward the discussion on the Child Rights Convention on behalf of GoP [Government of Pakistan], whereby it was mostly through UNICEF’s actions that a broad section of civil society is normally invited to the seminars.” (CT Pakistan)

“For instance, UNICEF invites civil society representatives to its workshops, including workshops with government partners. Some work has been done in the field of inclusive education in coordination with international NGOs during a conference in Bukitingi in 2005. The Maternal and Child Survival, Development and Protection teams provide a mechanism for civil society to engage with government at district and provincial levels.” (CT Indonesia)

“Worth pointing out are the Coalition against the incorporation of children in armed conflict, the Child and Youth Alliance (where a team promotes public policy through child and youth working groups in one-third of the country’s municipalities), and the Education for Peace Partnership, amongst others.” (CT Colombia)

2.27 As far as the private sector is concerned, MOPAN country teams who referred to this aspect either acknowledge that they lack the necessary information to express a view (Indonesia, Mozambique, Uganda) or feel that UNICEF involvement of the private sector in national policy dialogue has been limited (Guatemala, Sri Lanka).

Limited involvement of private sector in policy dialogue

“On the question of UNICEF support to the private sector the response was unanimous that UNICEF has not demonstrated strength... The issue of child labour was considered one area where UNICEF should have effectively engaged the private sector.” (CT Sri Lanka)

2.28 In addition, UNICEF has been perceived to have consulted civil society in general on its own strategies and analytical work, including the UNDAF, in six countries (Colombia, Guatemala, Indonesia, Pakistan, Sri Lanka, Uganda), albeit to different extents.

e. Alignment with national poverty reduction strategies, policies and procedures

Support to national poverty reduction strategies

2.29 With the exception of Pakistan, UNICEF is **perceived to be supporting the national PRS** or - in countries such as in Guatemala, Indonesia, and Sri Lanka - equivalent national strategies in one way or another. This finding from the country reports is reflected in the aggregated questionnaire results: the majority of views expressed agree that UNICEF is taking an active part in PRS discussions, and that it supports participatory processes, implementation and monitoring.

Views on support to national PRS

“Most donors agreed that UNICEF takes an active part in engaging in discussions with the central government in national strategies and fully agreed that it supports a participatory process. There was some agreement on the activities of UNICEF in supporting PRS-like initiatives with TA, resources and projects...” (CT Sri Lanka)

“UNICEF was involved in consultation meetings on the draft PRS, and is somewhat active in venues where government plans are discussed, such as the Consultative Group-based thematic working group on health and in ad-hoc policy meetings with the Ministry of Health. Regarding monitoring and implementation, UNICEF directly supports monitoring of the MDGs, which complements monitoring of the PRS.” (CT Indonesia)

“UNICEF participates actively in the PEAP [Poverty Eradication Action Plan] discussions at central government level, which has enabled it to advocate for policy reviews and influence public sector budget allocation for some of the social sectors, as well as inclusion of child and women priorities.” (CT Uganda)

Alignment of UNICEF country programmes, activities and procedures

2.30 MOPAN country teams also **consider UNICEF country programmes, sector strategies and operational activities to be aligned with national priorities and strategies, albeit to different degrees**. This finding is confirmed by the data in the aggregated questionnaire results: a great majority of views expressed agree “fully” or “somewhat” that UNICEF has aligned its work with national strategies and policies.

Views on UNICEF alignment with national priorities and strategies

“MOPAN members recognise that UNICEF is also making an effort to strengthen the alignment of its country strategy with pertinent government policies. Having said this, more needs to be done in this regard at the project formulation and implementation level.”⁹ (CT Burkina Faso)

“...UNICEF has revised its strategy in the light of the peace accords and states clearly that its strategy aims at facilitating their implementation. The priorities in the accords are also addressed by its technical cooperation. UNICEF sector strategies are, however, only partially aligned to national sector strategies and new projects are not always based on national sector priorities.” (CT Guatemala)

“The performance of UNICEF on its responsiveness to national strategies, policies and procedures by aligning its work to match such was somewhat difficult to assess for several MOPAN members as a proper PRS-like coordination process has not taken root in Sri Lanka... However, nearly all agreed that UNICEF sector strategies have been aligned quite well with the

⁹ Translated from French.

national sector strategies reflecting UNICEF strength in programmes relating to child's rights, early childhood education and health.... A case in point is the National Plan of Action for Children launched in 2005." (CT Sri Lanka)

"At the policy level, UNICEF has made great progress in aligning its CPAP [Country Programme Action Plan] to the PEAP [Poverty Eradication Action Plan] priorities... Similarly at the operational level, UNICEF has made the necessary adjustments and shifted to a district focus that is in line with the decentralization policy." (CT Uganda)

2.31 On the other hand, UNICEF **alignment with government modalities and procedures is perceived as limited with the exception of its participation in sector-wide approaches in four countries of the Survey.**

2.32 According to the MOPAN country reports, UNICEF does not seem to be systematically moving away from stand-alone projects that it administers through its own field offices or specific project management units nor to be increasing its participation in basket/pooled funding. UNICEF also appears to be predominantly using its own procedures for accounting, reporting and procurement rather than those of the host governments. On the other hand, four country teams (Kenya, Mozambique, Sri Lanka, Uganda) have noted UNICEF participation in sector-wide approach arrangements (e.g. in the health sector), albeit not necessarily financially.

2.33 MOPAN country teams mention a variety of reasons that somewhat limit UNICEF alignment with national strategies, policies and procedures. Internal reasons include:

- UNICEF/UN regulations (Pakistan, Sri Lanka, Uganda);
- higher priority given to UNICEF corporate policies than to local context and needs (Burkina Faso, Guatemala); and
- incentives to prioritise implementation and deliver UNICEF activities (Mozambique).

External reasons to UNICEF include:

- absence of clear national priorities (Guatemala, Kenya);
- weak country-led donor coordination mechanisms (Guatemala, Sri Lanka);
- quality of country fiduciary systems (Pakistan); and
- political turmoil and civil unrest (Nepal).

C. Quality of UNICEF partnership behaviour towards other development agencies

f. Information sharing

2.34 Overall, the country reports reflect **a relatively weak UNICEF performance in terms of sharing information with donors** ("weak", "not consistent", "rather deficient", "not displayed particular strength", "not done automatically"¹⁰, "should make additional efforts"). Only two country teams describe the Fund as "very" (Pakistan) or "increasingly" (Nepal) "proactive".

¹⁰ Translated from French.

2.35 Critical perceptions include:

- rarely seeks information from other development agencies (Burkina Faso, Sri Lanka), unless related to fund-raising (Indonesia) or related to “areas where it has a special interest” (Uganda);
- insufficient sharing of country-level strategic information (Guatemala, Uganda);
- information sharing not always timely or adequate (Indonesia, Mozambique);
- information provided on request only (Guatemala);
- no information about evaluations (Guatemala); and
- little information on missions (Burkina Faso, Colombia, Guatemala, Sri Lanka, Uganda), unless specifically related to co-financed projects (Indonesia, Pakistan).

2.36 Individual country reports suggest different reasons for such perceived shortcomings:

- information sharing depends on individual staff members (Mozambique);
- information sharing is selective depending on the intensity of bilateral working relationships between UNICEF and individual donors (Sri Lanka); and
- UNICEF places a greater emphasis on information sharing with local governments and civil society “where it can be more useful” than with donor agencies (Colombia).

2.37 Another specific issue related to information sharing is the quality and timeliness of project reports to donors. According to the country team in Guatemala, “UNICEF follows its own official reporting system” and “donors are often not pleased with the quality of the reporting”. The country team, however, goes on to say that “at the same time this might be due to ... donors do not always send sufficiently clear signals on what they expect in order to contribute to changes in the official reporting system”. The country teams in Burkina Faso and Uganda observe that reports are not always submitted in good time.

g. Inter-agency coordination

2.38 All in all, UNICEF is perceived to be an **active and regular participant in local donor coordination groups** (“participates actively”, “very active participant”, “valuable role”, “reliable source”, “sits at the dialogue table”).

Active participation in local donor coordination groups

“...UNICEF is seen as a reliable resource in many sector working groups and is co/chaired education, health and HIV/AIDS in addition to the water and sanitation sector.” (CT Mozambique)

“UNICEF is generally considered a very active participant within its areas of focus, e.g. health and education. UNICEF has furthermore participated consistently in the special coordination group around the Basic Operating Guidelines, developed in parallel by bilateral donors and the UN system, to protect operational space in the armed conflict.” (CT Nepal)

“We found that UNICEF participates actively in most (relevant) coordination groups such as: Education Donor Coordination Group, Inter-Agency Gender and Development Group, Donor-Poverty Reduction Working Group. In the latter, UNICEF regularly attends with up to three staff.” (CT Pakistan)

“...The valuable role played by UNICEF in 2004-05 as the lead donor in a donor/GoSL [Government of Sri Lanka] group devoted to Access to Services, the mandate of which included

education, women and children, was recognized by the MOPAN members.” (CT Sri Lanka)

2.39 Perceptions regarding coordination at the project/programme level are mixed. On the more positive side, the Mozambique country team notes that “UNICEF is [also] active in fields not covered by other donors” which helps avoid duplication. While the Sri Lanka country team does not consider UNICEF to be “strong in taking steps to reduce overlap and duplication with other development partners”, it is of the view that “the level of duplication of effort in practice [is] minimal with a majority [of country team members] stating that UNICEF does not tend to work in isolation”. The Pakistan country team, on the other hand, notes that “since the bilateral organisations are the ones that UNICEF turns to for funding, here UNICEF tries to ensure that its activities actually do coincide with the objectives of the bilateral programmes...”.

2.40 On the more critical side, the Burkina Faso country team does not have the impression that UNICEF makes particular efforts to ensure coherence of its own activities with those of other partners nor to avoid overlap. UNICEF is rather seen to be working in a relatively isolated manner¹¹. The Kenya country team states that “UNICEF participates in joint sector reviews and coordination meetings, but then reverts to implementing its own programme” and “appears unwilling to coordinate its activities”. Similarly, the Uganda country team states that while coordination has “allowed UNICEF ... to avoid overlap with other aid agencies, ... some MOPAN partners feel that there is still a lot of room for improvement by UNICEF to avoid the duplication of efforts”.

2.41 Three MOPAN country reports (Guatemala, Pakistan, and Sri Lanka) note that generally weak donor coordination mechanisms at the country level hamper the UNICEF contribution to donor coordination. The MOPAN country team in Nepal considers that UNICEF “could potentially play a key role in ensuring coordination and collaboration between development partners and more humanitarian actors in Nepal, and should be encouraged to assume this responsibility for which the organisation is ideally suited and placed.”

Coordination with other UN agencies

2.42 MOPAN country reports paint a mixed picture of the UNICEF performance in coordinating its work with other UN agencies. Yet, they highlight some good examples of coordinated responses to disasters and emergencies.

2.43 In seven countries of the Survey (Burkina Faso, Guatemala, Indonesia, Kenya, Mozambique, Sri Lanka, Uganda), UNICEF is perceived to have participated in the elaboration of the UNDAF. Four country teams (Colombia, Guatemala, Sri Lanka, and Uganda) report that UNICEF has taken a lead role within UN country teams by functioning as UN Resident Coordinator.

2.44 As regards division of labour between UN agencies, the MOPAN country reports indicate a number of examples where coordination and collaboration with other UN agencies is or is not perceived to function well.

Positive examples of division of labour between UN agencies

“...Its [UNICEF] primary focus of inter-agency coordination has been on the early childhood group, together with UNFPA and PAHO. The organization coordinates the thematic group for the

¹¹ Translated from French.

attention and prevention of children affected by armed conflict, with the participation of UNHCR, UNHCHR, IOM, UNDP, WFP, PAHO and UNODC... Together with UNFPA, it is the lead agency for UNAIDS... UNICEF also participates in the UN thematic group on internal displacement, which also includes UNHCR, UNHCHR, PAHO, WFP, IOM and OCHA.” (CT Colombia)

“...close collaboration has been noted between UNICEF and WFP and UNDP, particularly regarding humanitarian relief operations in Kenya.” (CT Kenya)

“As to reducing overlap and duplication, the country team observed that UNICEF actively made a division of tasks vis-à-vis UNESCO.” (CT Pakistan)

...and more critical ones

“...at the thematic level, the coordination with, for example, UNFPA and WHO does not always seem to be strong. Coordination is better on advocacy initiatives than on project implementation.” (CT Guatemala)

“...There seems to be overlap between UNICEF activities and those of other UN agencies dealing with child protection, nutrition, education, water and sanitation. UNICEF and UNESCO do not seem to have coordinated activities in education.” (CT Kenya)

“...there seems to be some rivalry in some areas, for instance with UNDP in MDGs... UNICEF education support could complement WFP school-feeding programmes.” (CT Indonesia)

“...UNICEF could coordinate better with sister organisations like WHO and UNFPA in order to avoid duplication of effort/activities particularly with regard to maternal health issues.” (CT Uganda)

2.45 In five countries covered by the Survey (Guatemala, Indonesia, Kenya, Nepal and Uganda), MOPAN country teams explicitly refer to good examples of coordination between UNICEF and other UN agencies in crisis situations and make constructive suggestions for further improving the UN system’s humanitarian response.

Good coordination in crisis situations

“A positive example of inter-agency coordination was the response to the emergency created by the hurricane Stan October last year. After a request by the government in early October 2005, the UN system was able to respond with a joint flash appeal. The process was led by UNDP and UNICEF, partly due to the fact that the UNICEF representative at the time also functioned as UN coordinator. This effort also included UNFPA, WHO, WFP and FAO. During the implementation process coordination has continued...” (CT Guatemala)

“In Aceh, the office of the UN Relief/Recovery Coordinator has developed an effective inter-agency coordination mechanism. There is strong competition for geographical and thematic programming space in Aceh in general, however, and this seems to be evident with UNICEF in the area of school construction, where it competes with other aid agencies. While UNCT [UN country team] members are seen to be generally coordinating their efforts well in Aceh, there is questioning of how clearly mandates and division of labour have been defined. For instance, the areas of housing, livelihoods and health all have had involvement from more than one agency. As a result, not only coordination, but also development of standardized approaches, economies of scale, and learning from lessons are an issue. This of course arises from the appeal process used for fundraising where all actors bid for funds for their own programmes...” (CT Indonesia)

“UNICEF played a central role in the development of the UN Coordinated Appeal for Nepal. While attempts were made to coordinate the development of the CAP with bilateral agencies, it is the perception of the MOPAN group in Nepal that UNICEF... found it difficult to fully integrate and take into consideration existing development activities... For both UNICEF and other development partners, the main challenge is now to develop and further strengthen coordination to ensure that activities complement and supplement each other and that duplication and overlap

h. Harmonisation

2.46 To the extent that MOPAN country teams have the necessary information to assess its performance, **UNICEF does not appear to be an active contributor to local harmonisation efforts amongst development agencies** (“does not participate actively”, “seems to harmonise as far as possible”, “rather deficient”, “not displayed particular strength”).

2.47 According to the country reports, this is due to:

- a weak level of implementation of the Paris Declaration in general and harmonisation in particular in the countries of the Survey (Guatemala, Indonesia, Nepal, Pakistan);
- lack of information about the harmonisation agenda on the part of UNICEF staff members (Burkina Faso, Mozambique), and Paris Declaration not mentioned in the UNICEF country programme (Indonesia);
- incentives to prioritise delivery of UNICEF activities “rather than support the overall development effort” (Mozambique);
- insufficient delegation of authority to the field (Burkina Faso); and
- internal procedures hampering harmonisation, e.g. regarding reporting and monitoring (Mozambique).

2.48 Yet, MOPAN country teams have perceived some isolated instances of aid harmonisation with other development and UN agencies. This has been the case, for example, in Indonesia, where - according to the country team - UNICEF “is working to harmonise monitoring and evaluation with GTZ, UK and Australia on maternal health in support of the government systems”. But also in Nepal, where UNICEF has been seen to be taking steps to join the multi-donor funding arrangement in the primary education sector. And lastly in Colombia, where UNICEF has apparently been harmonising administrative issues and security measures with other members of the UN system. UNICEF participation in local harmonisation initiatives in Burkina Faso and Sri Lanka was positively noted; however the Sri Lanka country team lacks information to assess concrete implementation steps and the Burkina Faso country team perceives efforts to implement harmonisation initiatives to be insufficient.

i. General local responsiveness

2.49 The general perception from the country reports is that **UNICEF responsiveness to local concerns has improved over the last 3 years**. This finding is illustrated by the following perceived characteristics:

- positive contributions of heads of UNICEF country offices to local partnerships (Colombia, Mozambique, Pakistan, Sri Lanka, Uganda);
- increased decentralisation of decision-making authority to the country level (Guatemala, Indonesia, Nepal, Pakistan, Sri Lanka);
- for the most part, good staff communication skills (Colombia, Mozambique, Sri Lanka); and
- increased openness to the views of other donors (Indonesia, Mozambique, Sri Lanka).

A good example of general local responsiveness

“The Head of the country office is recognized as having contributed to improved national and inter-agency partnerships. Discussions pointed out that in 2005 he requested an external evaluation of his staff’s and the Programme’s performance, and then followed through with corrective steps to be able to respond more adequately to government, local communities, civil society and international donors.” (CT Colombia)

2.50 On the other hand, two country reports raise the issue of local fundraising in support of and to the detriment of local concerns, respectively: While the Guatemala country team refers to UNICEF efforts to support the ministry of education in the “Becaton” campaign, a campaign to raise private sector funding for poor primary school students, as a good example of local responsiveness, the Mozambique country team is concerned that UNICEF seeks to mobilise funds to promote its own agenda and the employment of large numbers of staff rather than for the benefit of the host government or other local partners.

2.51 The same two country reports also refer to UNICEF reporting, which they (i) perceive to be addressed to donor capitals via UNICEF headquarters and only in second place to donor embassies/country offices (Guatemala); (ii) to be not sufficiently results-based and contextualised (Guatemala); and (iii) to duplicate existing government or multi-donor reports (Mozambique).

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3. THE INTERNATIONAL LABOUR ORGANIZATION (ILO)

ILO: background information

ILO is a specialised agency of the UN. Its overarching objective is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity. Within the UN system, ILO has a unique tripartite structure with workers' unions and employers' associations participating as equal partners with governments in the work of its governing organs. The Strategic Policy Framework 2006-2009 is the main programming document currently guiding ILO work. Its four strategic goals and areas of work are to:

- promote and realise standards and fundamental principles and rights at work;
- create greater opportunities for women and men to secure decent employment and income;
- enhance the coverage and effectiveness of social protection for all; and
- strengthen tripartism (governments, employers' and workers' organisations) and social dialogue.

ILO works with governments and social partners in over 130 countries at their request and with the support of the international community. The regular budget for 2006-2007 amounts to US\$ 592 million. The amount of extra-budgetary expenditure for the same period is estimated at US\$ 306 million. ILO headquarters are in Geneva.

ILO partnership performance: summary of findings

A striking finding of this Survey is that many MOPAN embassies and country offices know relatively little about ILO and its work at the country level. This varies by region: MOPAN member country staff in Asia appear to know more than their colleagues in Africa and Latin America.

The level of MOPAN member staff knowledge and the strength and visibility of ILO country presence are strongly correlated: While ILO has country offices in all four Asian countries of the Survey, its presence in the other countries covered by the Survey is in most cases limited to individual projects and periodic missions from regional offices or from its Geneva HQ.

It is also clear from the Survey that the organisation's country presence has a direct bearing on its partnership behaviour: the MOPAN country teams in Asia have a more favourable perception of ILO partnership performance than those in Africa. The two country teams in Latin America considered themselves not sufficiently acquainted with ILO and, therefore, decided not to cover it in their respective country reports. However, the sum of all views expressed by MOPAN country teams provides a limited but sufficient source of information.

Based on the eight country reports covering ILO, the organisation's partnerships with *national stakeholders* are perceived to be closer than those with *other development agencies*, particularly in Africa.

Summary of how MOPAN country teams perceive the **quality of ILO partnership behaviour towards national stakeholders:**

- a. conducts an active policy dialogue with the government in a number of specific areas (page 22);
- b. contributes to capacity development primarily at the central government level, with some shortcomings noted; limited contribution to capacity development in NGOs and private sector; ILO technical advice is of good quality (page 23);
- c. ILO advocacy work reaches out to a broad range of national stakeholders, with some weaknesses (page 24);
- d. supports in various ways the involvement of civil society (in particular private sector representatives) in policy dialogue with the government (page 25); and
- e. supports PRS processes in Asia; limited evidence of alignment with government development priorities, strategies and procedures (page 25).

Summary of how MOPAN country teams perceive the **quality of ILO partnership behaviour towards other development agencies:**

- f. proactive sharing of information in the four Asian countries of the Survey; less so in Africa; (page 26);
- g. participation in donor coordination varies quite considerably from one country to another (page 27);
- h. little information on ILO involvement in harmonisation; does not appear to be a priority (page 27); and
- i. no consistent picture with regard to ILO local responsiveness; quite positive contribution to local networking and partnership efforts; limited decentralised decision-making (page 28).

A. ILO at the country level

Country presence

3.1 The MOPAN country reports reflect a considerable variation in ILO country presence: In the four Asian countries covered by the Survey, ILO country presence appears significantly stronger than in the African and Latin American countries. The largest presence is in Pakistan, with over 102 staff in the Islamabad head office and three project offices. In Sri Lanka and Indonesia, ILO counts around 80 staff members each (including project staff). In Nepal, it has an office in Kathmandu with around 20 office and project staff.

3.2 ILO country presence appears to be far more limited in the African and Latin American countries of the Survey. The organisation has no country offices in any of these countries (only project staff) and its programmes are either managed by an ILO sub-regional office (SRO) or by an ILO office in a neighbouring country (e.g. Kenya is covered by the ILO office in Dar es Salaam).

Financial resources and areas of intervention

3.3 ILO technical assistance programmes range from US\$ 2.3 million (Nepal) to US\$ 19 million (Pakistan) annually. As observed by the MOPAN country teams, its main areas of intervention are labour laws, child labour, women's and youth employment, HIV/AIDS policies at the workplace, working conditions/occupational health and safety standards, and small enterprise development.

Familiarity with ILO

3.4 The Survey reveals that overall the MOPAN embassies and country offices in the 10 countries know relatively little about ILO. The country teams in Colombia and Guatemala decided not to assess ILO at all, while those in Uganda and Kenya underlined their low level of knowledge of the organisation. MOPAN member embassies and country offices in the Asian countries of the Survey are more familiar with ILO than those in Africa and Latin America.

3.5 This observation is supported by the results of the aggregated questionnaires. Questionnaires were returned by 26 (less than half of the 56) participating MOPAN embassies and country offices. Of these, two judged their knowledge of the organisation to be "high", about half as "medium", and the remainder as "low".

3.6 Direct collaboration between MOPAN members and ILO is relatively limited. Almost half of the MOPAN embassies and country offices that completed the questionnaire indicated that their country had no or a decreasing cooperation with ILO over the passed 3 years. Almost a third indicated increased cooperation. Those having a direct cooperation with ILO indicated that they were mostly co-financing specific projects or programmes and in some cases also had contacts with ILO in local coordination mechanisms, in survey and appraisal activities.

3.7 In spite of the relatively low level of knowledge of and collaboration with ILO, eight country teams decided to cover ILO. All in all, the sum of the views expressed by MOPAN country teams provides a limited but sufficient source of information.

B. Quality of ILO partnership behaviour towards national stakeholders

a. Contribution to policy dialogue

3.8 On the whole, ILO is perceived to be **an important interlocutor and to be making significant contributions to policy dialogue with the government in a number of specific areas** ("very active", "strong contribution", "substantial contributions", "main strength", "serious and appreciated partner"). This observation also emerges from the aggregated questionnaire results (Appendix 3b). A majority of the views expressed see ILO as performing "mostly well" in the area of policy dialogue with the government.

3.9 Policy areas of particular strength mentioned several times in the country reports are child labour as well as occupational health and safety standards. Other areas mentioned are the commitment to the follow-up and implementation of international conventions, foreign employment, labour unions laws, labour disputes (arbitration and

settlement), the position of women in the labour market, and HIV/AIDS policies at the workplace.

Relevant government partner for policy dialogue

“...in 2004, the Government of Pakistan (GoP) and ILO concluded a Memorandum of Understanding in which ILO and GoP mutually commit to collaboration on policy development issues. Also, the government regularly asks ILO to give advice on the development of new programmes, the quality of which are in turn recognised by the government and other donors active in the field. ILO supports GoP in the follow-up and implementation of Pakistan’s commitments under international conventions (e.g. child labour).” (CT Pakistan)

“It seems that ILO has played a significant role in tandem with the Kenyan Ministry of Labour, the Ministry of Works and other stakeholders like the trade unions in developing a set of labour laws in the country through information and capacity building.” (CT Kenya)

b. Capacity development

3.10 Although there is general acknowledgement that ILO contributes to capacity development in the countries of the Survey, the views expressed vary quite considerably from one country to another. ILO seems to have been **most active at the central government level**. This observation very clearly emerges from the Mozambique, Kenya, Uganda and Pakistan country reports. In one case (Sri Lanka), ILO appears to have been more active at the local level.

Capacity development in public institutions at the central government level

“Through its Capacity Building Programme, ILO supported Makerere University with the integration of child labour into the Social Work curriculum and the establishment of a Child Labour Research Unit. Furthermore, ILO supported the Ministry of Gender, Labour and Social Development to design and develop child labour monitoring tools in collaboration with Uganda Bureau of Statistics (UBOS).” (CT Uganda)

3.11 **In a limited number of cases, ILO is seen to have contributed to capacity development of organisations of the civil society, including the private sector.** While contributions to capacity development in the private sector are noted in Uganda and Mozambique, some ILO support to capacity building in NGOs is reported by the country teams in Pakistan and Indonesia.

Government ownership

3.12 With regard to promoting government ownership in programme and project activities, the country teams in Mozambique, Sri Lanka and Uganda are of the opinion that ILO - rather than the government - often takes the lead in initiating and planning projects. In Pakistan and Indonesia, ILO performance is perceived to be fairly good. In leaving the lead to the government, ILO could strengthen government ownership in capacity building projects.

Room for improvement in promoting government ownership

“Capacity development seems to be fairly effective mainly at central level and in the private sector

due to an excellent expert, but ILO doesn't clearly promote government ownership.” (CT Mozambique)

“Some of the MOPAN partners felt that ILO needs to promote government ownership of capacity building projects. ILO often initiates its own projects and leads the identification and planning process.” (CT Uganda)

Technical advice

3.13 The MOPAN country teams' assessment of ILO technical advice (TA) is **almost unanimously positive** (“good technical capacity”, “TA is consistently of high quality”, “international TA is adapted to national needs”).

3.14 ILO, on the whole, also appears to make good use of locally available (national) expertise and know-how, a point explicitly mentioned by the country teams in Uganda, Indonesia, and Sri Lanka.

Good quality technical advice

“Generally, the TA provided by or through ILO was thought to be of adequate quality, as demonstrated by the fact that the programmes that were developed as a result of such TA were good, appreciated and often replicated elsewhere.” (CT Pakistan)

“The quality of technical advice provided by ILO was considered high and its relevance appropriate by the most. It also made good use of national TA.” (CT Sri Lanka)

c. Advocacy

3.15 The majority of the country teams (Pakistan, Nepal, Indonesia, Mozambique, and Uganda) are of the view that **ILO generally plays an active and constructive role in advocacy with a broad range of national stakeholders**. A minority consider the ILO advocacy role as quite limited (Sri Lanka) or rather difficult to assess (Kenya, Burkina Faso).

3.16 Although the overall assessment is positive, several country teams note some weak points with regard to advocacy, these include:

- reluctance to address controversial issues (Pakistan);
- limited ability to reach out to civil society partners (Sri Lanka);
- weak dissemination methods of ILO reports (Uganda); and
- weak country presence (Kenya, Indonesia).

ILO plays an active advocacy role...

“ILO is actively involved in advocacy activities with a broad range of national stakeholders i.e. workers, donors, NGOs, Trade Unions and the Federation of Uganda Employees. With ILO support, issues related to MSME [Medium/ Small Enterprises] development, workers rights, worst forms of child labour and HIV/AIDS in the workplace have gained prominence.” (CT Uganda)

“The MOPAN team found ILO to be an active advocate, especially visible during public campaigns on ‘special days’ (e.g. May 1st) and also through dedicated radio and TV programmes, examples being those on bonded labour and child labour.” (CT Pakistan)

“Direct advocacy work of ILO has lessened since the Government signed the international

conventions supported by ILO. ILO advocacy work is now mostly done behind the scenes, through the UN Resident Coordinator/country team.” (CT Indonesia)

... with some weaknesses

“... ILO work probably could have been organised in a more efficient manner if it was not divided into three projects, if the staff was located together and closer to other UN agencies so that they could share certain facilities and if they had a specific strategy for its work in Kenya.” (CT Kenya)

d. Support to civil society

3.17 In general, the country reports reveal **a positive picture of ILO efforts to involve civil society (NGOs and private sector) in a larger policy dialogue.** This view emerges in particular from the Nepal, Pakistan, Indonesia, and Mozambique country reports. On the other hand, the Uganda country team has “mixed views”, and the Sri Lanka country team does not consider ILO to be particularly active in promoting the participation of civil society in policy dialogue.

3.18 The Uganda, Pakistan and Sri Lanka country teams suggest that support provided to *private sector organisations* is more common than support provided to other NGOs.

ILO actively supports the involvement of civil society in policy dialogue, in particular the private sector

“Engagement with the private sector is one of ILO areas of strength Through its MSMEs/ FIT SEMA¹² programmes, ILO has created a space where small business entrepreneurs can voice their concerns and contribute to policy debates on issues affecting their industry.” (CT Uganda)

“ILO was able to successfully start and maintain a project that addressed bonded labour in the sports goods manufacturing industry, in particular concerning the production of footballs for the World Cup. This project was recognised widely as a ‘best practice’... [mainly] due to a participatory approach during development and implementation, involving all of the stakeholders.” (CT Pakistan)

e. Alignment with national poverty reduction strategies, policies and procedures

Support to national poverty reduction strategies

3.19 It appears from the country reports that **ILO supports the PRS processes in the four Asian countries of the Survey.**

3.20 The perceptions voiced with regard to ILO support include:

- played active role in the preparation of the PRSP (Nepal);
- provided funds for TA in order to address specific labour related elements of the PRSP (Pakistan);
- supported a participatory process (Indonesia); and
- provided support during the early stages of the PRSP process; less involved at a later stage (Sri Lanka).

¹² MSME = Medium/ Small Enterprises, FIT-SEMA = Small Enterprise Media in Africa.

3.21 Three of the four MOPAN country teams in Africa considered themselves – due to a lack of information – not able to assess the ILO contribution to the PRS process. The only country expressing an opinion (Uganda) was of the view that ILO “has not been actively involved in PEAP (Poverty Eradication Action Plan) discussions, neither has it visibly supported the implementation and monitoring of PEAP activities.”

Alignment with national policies and procedures

3.22 Only two country reports refer to ILO alignment with government development priorities and strategies, albeit with divergent views. Whereas the Indonesia country team is of the view that “ILO aligns with national policies”, the Sri Lanka country team is of the opinion that “the ILO programme either had limited space or is too narrowly specialized to have high alignment with broad, PRS-like national strategies, policies or procedures.”

3.23 The few country teams (Pakistan, Indonesia and Sri Lanka) commenting on the question about ILO alignment with national procedures consider that little progress has been made.

Alignment – still a long way to go

“With regard to implementation modalities, it [ILO] is still a ‘traditional’ UN agency with its own procedures, rules and regulations. In that sense there is still a long way to go in terms of the Paris Declaration, although one has to admit that the present context in Indonesia... is not yet very conducive towards real progress in this regard.” (CT Indonesia)

C. Quality of ILO partnership behaviour towards other development agencies

f. Information sharing

3.24 Overall, the observations in this regard are that **in Asia ILO proactively shares information** (“very proactive”, “active”, “somewhat active”), **while in the African countries of the Survey (where ILO presence is more limited) this is less the case.** The perception prevails that ILO could do more with regard to information sharing in these countries. This seems to go hand in hand with the general observation above that most of the country teams know relatively little about ILO.

3.25 The Pakistan country team notes that very little information sharing takes place with regard to visiting ILO missions, a view supported by the aggregated questionnaire results.

Proactive information sharing in Asia...

“The country team held the opinion that generally speaking ILO is active in sharing information. It maintains a good website and regularly publishes and sends around brochures. Furthermore, it proactively sends documents developed during its projects to the donors, including documents prepared in Urdu and including donors that are not (co-)funding the projects. ILO does active PR on a variety of issues within its mandate and publishes the content of its programmes on its website so that interested parties can remain fully updated.” (CT Pakistan)

...less so in Africa

“The majority of the MOPAN members did not have sufficient information and knowledge on ILO operations in Uganda and were thus not in a position to comment on it. ILO should, therefore, be more proactive in sharing information on its work.” (CT Uganda)

“It is only after hearing that MOPAN would survey ILO in 2006 that the Regional ILO Office in Dakar contacted the MOPAN team leader in Burkina Faso (NL) to inform him about ILO activities.”¹³ (CT Burkina Faso)

g. Inter-agency coordination

3.26 **ILO participation in donor coordination varies quite considerably from one country to another.** The Survey shows that ILO participates fairly actively in coordination activities in Pakistan, Sri Lanka, Indonesia and Kenya, especially with other UN agencies (“active member”, “coordinates well”, “regularly attends meetings”). The Kenya country team also acknowledges that ILO “participated in the present UNDAF”.

3.27 In Uganda and Mozambique, ILO coordination efforts are considered to be weak.¹⁴ The Uganda country team perceives “ILO participation in local donor coordination activities as occasional and almost negligible”.

3.28 Constraining factors appear to be:

- the absence of country offices/presence of project offices only (Uganda, Mozambique); and
- the difficult country context that limits ILO ability to coordinate with other development partners (Nepal).

ILO participates in donor coordination... but should do more

“Within the UN system, it [ILO] has participated in better coordinated tsunami recovery efforts by engaging in livelihoods, small business rehabilitation. ... Donors felt that the strong knowledge of its staff could allow the ILO to deliver better results by playing a more proactive and visible role in providing coordination and leadership on issues where it has comparative advantage, even if it does not have large programs. “ (CT Sri Lanka)

“ILO has a growing interest in inter-agency partnerships, illustrated by the HIV/AIDS-programme in Papua, where both ILO and UNICEF are working and where ILO has said that it will explore possibilities for inter-agency coordination and synergy.” (CT Indonesia)

h. Harmonisation

3.29 As on some other aspects, quite a few MOPAN embassies and country offices acknowledge that they **do not have enough information to make a valid judgement about the ILO contribution to local harmonisation efforts.** This observation is clearly

¹³ Translated from French.

¹⁴ The Guatemala country team also expressed a critical view that “the organisation [ILO] does not participate in any coordination efforts where the country team participates”. (Although the Guatemala country team decided not to review ILO, this comment about ILO was made in the MOPAN country report).

confirmed by the results of the aggregated questionnaires. The overwhelming majority indeed indicate that they do not have sufficient information in this regard.

3.30 The few views expressed in the country reports point to a limited ILO contribution to harmonisation. The Indonesia country team is of the opinion that for ILO “the harmonisation agenda (Paris Declaration) is an area for improvement” and the Uganda country team considers the ILO contribution to local harmonisation efforts to be “very limited if at all”. As a factor constraining an ILO role in harmonisation, several country teams state the slow implementation of the Paris Declaration in general in the countries covered by the Survey. The Pakistan country team’s perception is that “the local harmonisation initiative is yet to take off”.

Harmonisation has not progressed
“The absence of a strong local aid harmonization initiative is not very conducive for a MO without a large budget and or an influential agenda to provide effective leadership.” (CT Sri Lanka)

i. General local responsiveness

3.31 The level of information among MOPAN country teams with regard to ILO general local responsiveness is quite limited. Moreover, the few opinions expressed **do not reveal a consistent picture**. While the Sri Lanka and Indonesia country teams are of the view that ILO country offices are able to function rather independently of HQ, the Pakistan and Uganda country teams express the opinion that there is only limited decision-making authority at the country level. The Uganda country team generally considers the ILO level of local responsiveness as inadequate as a direct result of the absence of a fully established country office.

Limited decentralised decision-making
“Decisions need to be approved by the Regional Office (Dar es Salaam) and/or Geneva, which can contribute to delays.” (CT Uganda)

3.32 With the caveat of not having many opinions expressed by the country teams, the ILO contribution to local networking and partnership efforts was altogether considered to be quite positive. The Sri Lanka country team is of the view that the Head of the country office made a significant contribution to developing partnerships. The Pakistan country team notes that “local partnership issues are receiving considerable attention in ILO efforts”. Very similar observations are also contained in the reports of the MOPAN country teams in Indonesia and Nepal.

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4. THE ASIAN DEVELOPMENT BANK (ADB)

ADB: background information

The ADB mission is to help its developing member countries in the region of Asia and the Far East to reduce poverty and improve the quality of life of their citizens. It is currently implementing its Long-Term Strategic Vision 2001-2015. Its core areas of intervention are:

- sustainable economic growth;
- inclusive social development; and
- governance for effective policies and institutions.

Three cross-cutting strategic themes complement the core areas:

- promoting the role of private sector in development;
- supporting regional cooperation and integration; and
- addressing environmental sustainability.

ADB is represented through 19 resident missions in Asia and three sub-regional offices in the Pacific. The ordinary capital resources (OCR) of the Bank and the concessional resources of the Asian Development Fund (ADF) constitute the two main lending windows.¹⁵ In 2005, ADB approved 72 loans valued at US\$5.8 billion. Also in 2005, ADB approved US\$1.2 billion for 51 grants and US\$ 199 million for 299 technical assistance activities. ADB headquarters are in Manila.

ADB partnership performance: summary of findings

According to all four Asian country reports, the Bank is seen as a major, if not the most important, development partner and interlocutor for both national stakeholders and other development agencies, thanks to its very considerable human and particularly financial resources, as well as its long-standing experience in development cooperation.

Summary of how MOPAN country teams perceive the **quality of ADB partnership behaviour towards national stakeholders**:

- a. plays a central role in policy dialogue with the government; but there is room for further improvement (page 31);
- b. its performance in terms of capacity development and the promotion of government ownership varies significantly; its technical advice is generally of good quality (page 32);
- c. different perceptions of the ADB role in advocacy (page 32);
- d. contributes actively to private sector participation in the policy dialogue; less so with regard to the promotion of NGO participation; active in consulting civil society on its own work (page 33); and

¹⁵ OCR: borrowing on the international capital markets for on-lending to regional borrowers at market rates of interest; ADF: lending at concessional rates to the Bank's poorest members and its very small Pacific country members. In addition, there are a range of Poverty Reduction Grant Funds aimed at supporting specific work on poverty and PRSs.

e. strong supporter of PRS processes; is generally well aligned with government development priorities and strategies; but little progress is seen towards alignment with national procedures (page 33).

Summary of how MOPAN country teams' perceive the **quality of ADB partnership behaviour towards other development agencies:**

f. does quite well with regard to information sharing; but there is room for further improvement, in particular with regard to the sharing of information on upcoming ADB missions (page 34);

g. plays an active role in local donor coordination activities; could take the lead more often and should do more to avoid overlaps with others (page 35);

h. takes harmonisation serious at the level of dialogue with other donors; however, little progress is seen at the operational level (page 36); and

i. ADB country offices cannot take any significant decision without referring back to HQ; however, receptive to other donors' views (page 36).

A. ADB at the country level

Financial resources and country presence

4.1 The size of the Bank's loan and technical assistance programmes varies quite considerably from one country to another: from around US\$ 100 million (Nepal) to over US\$ 1 billion (Pakistan) per annum. Its technical assistance grants alone range from around US\$ 3 million (Nepal, Sri Lanka) to close to US\$ 30 million (Pakistan) per annum. ADB has resident missions (RMs) in all four countries of the Survey. The number of country office staff (professional and support staff) varies from 16 (Nepal) to 36 (Pakistan).¹⁶

4.2 According to the country reports, ADB main areas of assistance are: rural infrastructure and livelihoods, road construction and rehabilitation, secondary education/vocational training, and public resource management. Other areas of assistance are: gender equality/empowerment of women, irrigation, social services, financial markets for private sector development, and post-conflict reconstruction.

Familiarity with ADB

4.3 In the four countries of the Survey, the MOPAN embassies and country offices are quite well acquainted with ADB and its work. Almost all MOPAN members completed the questionnaire for ADB. Of those, only one judged its knowledge of the Bank to be "low". All others judged their knowledge to be either "high" or "medium".

¹⁶ Source of financial and human resources data: MOPAN country reports and the ADB website (www.adb.org).

4.4 Most of the MOPAN members have quite frequent contacts with ADB. According to the results of the aggregated questionnaires, over three-quarters of the responding MOPAN embassies and country offices attended “more than three meetings during the last 3 months where ADB representatives were present”. Most of them also indicate that they have “increased their cooperation with the ADB over the last 3 years” by “co-financing ADB projects/programmes”, by “cooperating within the same local coordination mechanisms” and/or through other means.

B. Quality of ADB partnership behaviour towards national stakeholders

a. Contribution to policy dialogue

4.5 The general impression is that ADB **plays a central role in policy dialogue with the government** (“very active contributor”, “strong and consistent role”, “exerts significant policy influence”). This finding is supported by the aggregated questionnaire results (Appendix 3c). A large majority is of the view that ADB “always” or “mostly does it well”.

4.6 There appear to be different reasons for the significant weight of ADB in policy dialogue at the country level. On the one hand, it seems to be due to the considerable size of its loan and technical assistance programmes (Pakistan, Sri Lanka). According to the Pakistan country team, the Government “mostly has no choice but to listen to them [ADB]... and (to) accept, given the large loan volume offered by ADB”. On the other hand, the central role in policy dialogue seems to depend on the Bank’s close and trusted working relationship with governments, and also on the “use of conditionalities” (Sri Lanka).

Strong contribution to policy dialogue

“All CT members found ADB to be a very active contributor to the policy dialogue with the Government of Pakistan (GoP), both during its bilateral discussions with GoP (which are not always visible to other donors) but also during ‘public’ events such as the Pakistan Development Forum.” (CT Pakistan)

“ADB is one of the key players supporting the Government’s National Framework for Fiscal Decentralisation, engaging in policy dialogue on reforms required in this area.” (CT Indonesia)

“The ADB... through this influence amounting to approximately 30% of the ODA to the country, commands a leadership position within the donor community and receives a great deal of attention from the government authorities. ...The close working relationship with the Treasury authorities places the ADB at an advantageous position in the policy dialogue.” (CT Sri Lanka)

4.7 However, in spite of the overall positive assessment of ADB policy dialogue with governments, MOPAN country teams are of the view that there is **room for further improvement**. The weaknesses noted by country teams include:

- disbursement pressure from HQ (Sri Lanka);
- reluctance (at times) to take a tougher stand (Pakistan); and
- limited human resources (Indonesia).

b. Capacity development

4.8 **The perceptions of the ADB contribution to capacity development differ quite significantly from one country to another.** The Pakistan country team has a fairly positive perception of ADB work in this area; the Indonesia country team highlights in particular the ADB contribution to capacity development in the private sector, the Sri Lanka country team is more critical and is of the view that the Bank could do more, and the Nepal country team has a mixed perception of ADB performance on capacity development.

4.9 While it appears from the country reports that ADB has contributed to capacity building in the private sector in some cases, it appears to pay very little attention to supporting capacity building in local NGOs. However, according to the results of the aggregated questionnaires, MOPAN embassies and country offices recognise that, due to a lack of information, they are not in a strong position to assess the Bank's contribution to capacity building in the private sector or in NGOs.

4.10 **With regard to fostering government ownership, the perceptions are also quite mixed – even within the country teams themselves.** It appears either to depend on existing government capacities/structures (Indonesia, Sri Lanka) or on specific sectors, e.g. in Pakistan the Government is perceived to usually initiate infrastructure programmes and the Bank's social sector programmes.

4.11 **The views expressed regarding the quality of technical advice (TA) provided by ADB are on the whole rather positive** ("quality of national TA was thought to be good", "high quality and appropriate to national needs", "good use of national TA", "consistently of good quality").

ADB support to capacity development – a positive...

"ADB performs very well in the area of capacity development, both at federal, provincial and district levels. Examples of ADB programmes in this respect abound: Gender Reform Action Programme (GRAP), Decentralisation Support Programme (DSP), Devolved Social Services Programme (DSSP), Access to Justice Programme (AJP). Although the extent of results of these programmes varies, some are performing quite well (GRAP, DSSP) and ADB commitment to the capacity building effort is unquestioned." (CT Pakistan)

... and a more critical observation

"The tendency for the ADB to revert to parallel structures when encountering efficiency problems within the Government of Sri Lanka's structures was noted... a multilateral organisation of this stature and influence should have aimed at a strategy for institutional capacity building within the public service." (CT Sri Lanka)

c. Advocacy

4.12 **The perceptions of the ADB role in advocacy differ quite considerably from one country to another.** While the Indonesia country team is of the view that ADB has not played any significant role in this regard, the other three country teams' perceptions range from "ADB performance on advocacy is mixed" (Nepal), to "[while ADB] plays a strong and visible advocacy role with central government and is actively engaged with a broad range of national stakeholders in advocacy ... it does not visibly support public campaigns" (Sri Lanka), and "ADB does advocate issues ... actively [vis-à-vis] the

government ... and ... supports public campaigns” (Pakistan). However, both the Sri Lanka and the Pakistan country teams are clear that they do not consider advocacy to be a major task for ADB, rather to provide its clients with loans and technical assistance.

Advocacy is not a prime task for ADB

“The ADB is required to maintain a difficult balance in supporting constructive advocacy functions arising from the civil society against politically-motivated or other agenda-driven functionaries. In such instances, there is a tendency for the ADB to leave it to the government to deal with incurring the wrath of the public.” (CT Sri Lanka)

4.13 The mixed perceptions regarding the ADB advocacy role is also confirmed by the results of the aggregated questionnaires.

d. Support to civil society

4.14 **The MOPAN country reports reveal a generally positive perception of ADB work to involve civil society (NGOs and private sector) in public policy development** (“supports participatory processes”, “promotes the participation of civil society in policy dialogue was considered positively”). The promotion of private sector participation in policy dialogue appears to be somewhat stronger than the promotion of NGO participation (Sri Lanka, Nepal), a view also supported by the results of the aggregated questionnaires.

Broad stakeholder participation; more could be done, however, to better involve NGOs

“The ADB was noted for having facilitated broader stakeholder participation in post-tsunami needs assessment and reconstruction and in some gender programs, in addition to natural resource management. ... The agency leaves space for improvement in adopting inclusive policy formulation, particularly including NGOs and civil society actors in advocacy roles so that they too become partners in advancing national policies and strategies.” (CT Sri Lanka)

4.15 **ADB is described as having been active in consulting civil society groups on its own work** (“consults civil society on its strategy work”, “includes communication strategies in its loan preparation”). The Nepal country team considers the ADB consultative approach in the development of the “Country Strategy Programme (CSP)” to be “best practice”. At the same time, two country teams (Sri Lanka, Pakistan) believe that the Bank’s policy formulation and review could have benefited from more systematic civil society participation.

e. Alignment with national poverty reduction strategies, policies and procedures

Support to national poverty reduction strategies

4.16 The overall impression emerging from the Survey is that ADB **is active in supporting national PRS processes**. In Indonesia, ADB was seen to participate in the development of the PRS. In Pakistan, it was perceived to support the government’s PRSP-Secretariat with technical assistance. The Sri Lanka country team assesses the

“PRS-like” consultation with the government positively, while it considers the Bank’s support to monitoring of PRS-like activities to be weak. The overall positive perception of ADB support to the national PRS is corroborated by the results of the aggregated questionnaires. Almost all views expressed are on the positive side.

Alignment with national policies and procedures

4.17 The four country teams consider ADB country programmes as well as its individual projects as generally well aligned with government development priorities and strategies. Some of the views expressed are:

- all ADB loans and programmes are fully in line with the PRSP (Pakistan);
- ADB is aligning behind government policies (Indonesia); and
- at the policy level, ADB is seen as a clear promoter of alignment (Nepal).

4.18 The MOPAN country teams, however, perceive that ADB has made **little progress to date on aligning its business practices with national procedures.** While the results of the aggregate questionnaires confirm the Bank’s readiness to participate in sector-wide approaches and pooled funding arrangements, a number of shortcomings are perceived to remain. These include the tendency to create separate management structures (Indonesia, Sri Lanka) and rigid administrative requirements imposed by HQ in Manila (Nepal).

4.19 At the same time, it appears from the country reports that the Bank is aware of the challenge and is making efforts to improve its alignment with national procedures. In Pakistan, for instance, ADB has commissioned a study to explore how its programme preparation process can be shortened through better alignment with government guidelines and procedures.

Generally well aligned at the strategic level, but much less so at the procedural level

“The ADB supports the Government’s Medium Term Development Plan and has co-financed a Development Policy Loan along with the World Bank and JBIC [Japan Bank for International Cooperation]. This is an excellent example of multi-donor on-budget financing of a single policy framework.” (CT Indonesia)

C. Quality of ADB partnership behaviour towards other development agencies

f. Information sharing

4.20 **Overall, the observations made in this regard are mostly quite positive.** While the country teams in Nepal and Pakistan highlight ADB proactive consultation and information sharing with regard to the strategic direction of its country programme (Nepal) and its strategies and programmes (Pakistan), the Sri Lanka country team commends the Bank for sharing documents and seeking information on other agencies’ activities, although “ADB tends to seek and share information on its own terms”.

4.21 On the other hand, the Indonesia country team considers information sharing as a weakness of the Bank: “It does not proactively share information or have a systematic mechanism to do so”.

4.22 The results of the aggregated questionnaires reflect an overall positive judgement on information sharing with the exception of information on ADB missions.

A generally positive performance in information sharing, with areas for improvement

“At the overall, strategic level ADB Nepal management has been very proactive in both information sharing and coordination. The ADB Nepal management has over the past year established an admirable and commendable practice of sharing information – both formally and informally – with key development agencies on ADB current considerations. At the sector level, however, experiences are mixed, with perceptions varying from ADB being very open and transparent to ADB being closed and working in isolation.” (CT Nepal)

g. Inter-agency coordination

4.23 ADB is perceived to play an **active part in local donor coordination**. While the MOPAN country teams in Pakistan, Nepal and Indonesia are quite positive in general terms, the Bank gets particular recognition for its work in Sri Lanka, where it is viewed to have “played a vital leadership role [in the area of inter-agency coordination and harmonisation], particularly since the tsunami”. The positive perception is supported by the results of the aggregated questionnaires. Nearly all views expressed indicate that ADB “always” or “regularly” participates in local donor coordination activities. Yet, the Pakistan country team is of the view that “ADB could explore more avenues to take leadership in certain issues [such as combating corruption, continuation of devolution, gender discrimination] that are of (major) concern”.

4.24 As regards coordination at the *programme/project level*, MOPAN country teams are in general of the view that ADB is making notable efforts to avoid overlaps and duplication. In Pakistan, for instance, ADB and the World Bank appear to have come to an agreement on reducing overlap or duplication between themselves. However, **ADB could do more to avoid overlaps with others**. The Sri Lanka country team notes “some weaknesses... in efforts to minimize duplication with other donor work”. And the Indonesia country team mentions an example of a large-scale ADB programme for Aceh “which could have been integrated in the World Bank MDF [Multi Donor Fund] for Aceh and Nias, but the ADB decided for internal reasons to create its own mechanism.”

4.25 Finally, the country teams also underline in this connection the considerable importance of the specific country context. Examples mentioned are the large number of islands (Indonesia), political crisis (Nepal), and limited coordination efforts in general (Pakistan).

Active role in inter-agency coordination

“All MOPAN members agreed that the ADB always participates in local donor coordination activities and commended it for its high level of support in providing additional capacity to deal with conflict and post-tsunami coordination challenges. ... The ADB is maintaining strong coordination arrangements with the UN System at the country level by alternately holding the Chair of the multilateral donor coordination group.” (CT Sri Lanka)

“ADB best practice in Pakistan, as seen and recognised by the MOPAN country team, is probably its decision to initiate and host the Secretariat of the Donor Poverty Reduction Working Group.” (CT Pakistan)

h. Harmonisation

4.26 **All country teams are of the view that although ADB is contributing to harmonisation efforts, there is potential to go much further.** Harmonisation is perceived to be taken seriously by ADB at the *level of dialogue* with other donors. Of the views expressed, two examples:

- active partner in the dialogue on harmonisation (Pakistan); and
- leading role in consulting with the government to implement donor/aid harmonisation agreements following the Paris Declaration (Sri Lanka).

4.27 **At the operational level, however, ADB contributions to harmonisation appear to be limited.** Some views expressed are:

- the limited ability of ADB to harmonise operational procedures and practices (Nepal);
- little readiness on the part of ADB to coordinate reporting formats with other development agencies and wide space for improvement in other aspects for harmonisation (Sri Lanka); and
- need for ADB to be more proactive in flagging areas for donor harmonisation (Indonesia).

4.28 Yet, the Indonesia country team also reports as an “excellent example” of harmonisation a loan that ADB is co-financing with the World Bank and JBIC (Japan Bank for International Cooperation).

i. General local responsiveness

4.29 The MOPAN country teams almost unanimously consider that ADB offices at the country level **cannot take significant decisions without referring back to headquarters.** Some views expressed are:

- there is willingness and capability to take important decisions in resident missions, but most important decisions must – due to corporate rules – be referred to Manila (Nepal); and
- resident missions are very dependent on long-distance decisions and directions from HQ (Pakistan, Indonesia).

4.30 It appears, however, that ADB is in general **quite receptive to other donors’ views.** While the Sri Lanka country team very positively underlines ADB responsiveness to views of other donors, the Pakistan country team highlights the recently demonstrated readiness of ADB to dialogue with the World Bank. The Nepal country team attests ADB general flexibility in responding to changing circumstances.

ADB adapts to changing circumstances

“ADB has over the past year demonstrated the ability and willingness to balance its mandate with careful consideration of the current political situation. This process has been lead by the management of the Nepal Resident Mission. ... The ADB Country Strategy Programme (CSP) is an excellent example of how even International Financial Institutions (IFIs) can – within the confines of their mandate – relate to changing “political” circumstances.” (CT Nepal)

4.31 As a constraint preventing ADB from being more responsive, the Sri Lanka country team notes “the portfolio and disbursement pressure from HQ”. The Pakistan country team is of the view that ADB should channel its funds through joint systems like, for example, SWAP-like approaches.

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Multilateral Organisations Performance Assessment Network (MOPAN)

Terms of reference
(revised January 2006)

This document provides key information regarding the MOPAN and the Annual MOPAN Survey including:

Objectives

Outputs

Design Principles

Methodological Approach and Focus

Selection of Multilateral Organisations

Sources of Information

Key Steps in Implementing the Survey

LEXICON

Survey: The Survey consists of a country questionnaire and the preparation of a country report by MOPAN members.

Country Team: MOPAN members at country level.

Country Team Lead: One MOPAN member per country is identified to take the lead role for coordinating the Survey.

Country Report: The country report is the collective response to the partnership behaviour of the selected MOs at the country level.

Synthesis Report: The Synthesis Report is the final MOPAN highlighting the perceived strengths and weaknesses of each MO, based mainly on the country reports and to some extent on the results of the questionnaires.

Secretariat: The secretariat is the focal point for MOPAN. It hosts and chairs the MOPAN HQ Working Group meetings and plays an administrative and orchestrating role in MOPAN activities, such as the Annual MOPAN Survey. The Secretariat rotates to a different MOPAN member each year.

MOPAN HQ Working Group: The MOPAN Headquarters Group is composed of representatives from the headquarters of each MOPAN donor country.

The MOPAN Network

MOPAN stands for Multilateral Organisations Performance Assessment Network. It is a network of like-minded donor countries having a common interest in:

- (a) sharing information and experience in the monitoring and assessment of the work/performance of multilateral development organisations,
- (b) conducting joint surveys on such organisations through their Embassies and country offices, and
- (c) carrying out joint evaluations of multilateral organisations (MOs).

Current MOPAN members are: Austria, Canada, Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom. Ireland is currently an observer member.

The Annual MOPAN Survey

Since 2003, MOPAN has conducted an Annual Survey on selected multilateral organisations in a number of countries where MOPAN members have Embassies or country offices. As a rolling exercise, the Annual Survey should with time be able to cover most of the major development MOs. The first Annual Survey was implemented in 2003 as a pilot survey followed by two fully fledged Annual Surveys in 2004 and 2005. The Synthesis Reports for these Annual Surveys are available from MOPAN members.

1. Objectives

- Better information and understanding of multilateral organisations, their roles and performance by decision makers concerned, parliamentarians and the general public in MOPAN member countries;
- Better informed dialogue with the multilateral organisations, both at headquarters and at country level.
- Engagement of MOPAN country offices in the assessment of multilateral performance and,
- Improved overall performance of multilateral organisations at country level.

2. Outputs

- Questionnaires completed by each MOPAN embassy or country office for each MO surveyed (not published);
- MOPAN Annual Survey country reports, prepared by the MOPAN members at country level (not published)
- MOPAN Annual Survey Synthesis Report (prepared by the MOPAN Secretariat in consultation with the MOPAN HQ Group)

3. Design principles

3.1 The MOPAN Annual Survey should be perceived as an opportunity for a critical but constructive dialogue with the multilateral organisations at the country as well as at headquarters level. Due consideration will be given to any ongoing reform or assessment process with regard to the multilateral organisations concerned. The MOPAN Annual Survey is intended to supplement MOPAN members' own multilateral monitoring and evaluation activities and other reviews and evaluations, and should not be seen as a substitute for other efforts to evaluate the development impact and effectiveness of MOs.

3.2 The MOPAN monitoring exercise should remain a light and rapid exercise. It is organised to keep transaction costs for all concerned as low as possible, without undermining the validity of the assessments.

3.3 The key players in the Annual Survey will be Embassies/country offices of the MOPAN members. The Survey seeks to draw upon their knowledge and their perceptions of multilateral organisations' behaviour and performance. This is a precondition for making the MOPAN exercise a forum for a productive dialogue with multilateral organisations at country level.

3.4 At the country level, the MOPAN representatives will form a country team. While each Embassy/country office is responsible for completing a questionnaire on each of the MOs surveyed, MOPAN members at the country level will work together, under the leadership of a MOPAN Team Leader, to prepare the country report. The team leader in each country is responsible for co-ordinating the MOPAN exercise and finalizing the country report on behalf of the Country Team. The MOPAN Headquarters working group will be responsible for interacting with the multilateral organisations concerned at headquarters level and for the preparation of a MOPAN Synthesis Report.

4. Methodological approach and focus

4.1 The MOPAN Annual Survey is based on the informed judgement of Embassy or country office staff of MOPAN members about the selected multilateral organisations at country-level. The methodology is designed to focus on those aspects of performance on which MOPAN country offices have good information through direct contacts with the organisations and government authorities. It focuses primarily on behavioural aspects of MO performance as demonstrated through the quality of partnerships/interactions with national stakeholders and other development agencies. This also includes their contribution to national policy dialogue; advocacy; support to non-governmental and private sector stakeholders; alignment with national policies, strategies and procedures; information sharing; as well as participation in aid co-ordination and harmonisation activities.

4.2 This focus reflects the current emphasis the international community places on improving the way aid is delivered (through partnerships that encourage country ownership), its relevance to country needs and priorities, and the degree of alignment with national policies, strategies, systems and procedures. Attention to these process issues will also strengthen national policy commitment and capacity, reducing duplication and transaction costs for governments, ultimately feeding into improved poverty reduction outcomes.

4.3 The MOPAN Annual Survey cannot directly and fully assess the contribution of particular multilateral organisations to poverty reduction, since this would require an analysis that goes beyond the limited scope of the exercise. It will, however, draw on the informed judgement of the respondents with regard to the partnership behaviour of the selected organisations. Support to harmonisation and alignment instruments that are oriented towards poverty reduction will serve as an indirect measure of their contribution to poverty reduction and achievement of the MDGs.

5. Selection of multilateral organisations and countries

The annual selection of the multilateral organisations to be covered and of countries in which the survey will take place, is based on the following criteria:

- a balance between IFIs, UN and other development organisations
- avoid duplication with other similar initiatives regarding the multilateral organisations or the countries;
- at least three MOPAN members are willing to participate in each country;
- a reasonable geographical spread of countries;

- a tentative rotation scheme in order to cover most organisations with time, with the major ones to be assessed more frequently.

6. Background information

6.1 The main source of information will be the perceptions by MOPAN embassies and country offices of MO partnership behaviour resulting from a range of interactions with time at country level. This information will be collected through:

- Individual questionnaires completed by MOPAN Embassies/country offices and,
- MOPAN country team discussions involving MOPAN country staff guided by a discussion guide.

6.2 MOPAN countries at HQs will compile background information on MOs to share with the country team e.g. mandate, corporate goals, corporate commitments to partnership, alignment and co-ordination and internal reform agenda; *MOPAN members at country level may want to organise in-country consultations with the selected MOs represented in the country.*

7. Summary of survey activities

7.1 One MOPAN member will serve as the MOPAN Secretariat each year. The Secretariat will be the focal point for communication with the MOPAN HQs Group and Embassies/country offices.

7.2 Background information for each MO will be forwarded to the MOPAN Embassies/country offices by the country team leader.

7.3 At the country level, the MOPAN team leader will be responsible for co-ordinating the work of the MOPAN country team, including:

- a preparatory meeting to discuss the objectives, design and methodology of the exercise,
- distribution and collection of the individual questionnaires,
- country team discussion on the members' perceptions and judgement of the surveyed organisations' partnership behaviour,
- preparation and finalisation of the country report,
- sending questionnaires and country report to the consultant and a copy to the MOPAN Secretariat,
- consultations with the involved organisations after the MOPAN exercise.

7.4 Once finalised, MOPAN country team members are encouraged to share the country report with the country offices of MOs concerned. Any comments received may be forwarded to the MOPAN Secretariat.

7.5 The country reports and individual questionnaires will be forwarded by the country team leader to the MOPAN consultant with copy to the Secretariat (if possible in electronic format). They will form the basis for the elaboration of the MOPAN Synthesis Report.

7.6 Once the Synthesis Report has been finalised by the MOPAN HQs Group, it will be shared with the multilateral organizations concerned. Dialogues on the Synthesis Report will be organised with the multilateral organisations, both at HQs and country levels.

7.7 The MOPAN Synthesis Report will be made public on MOPAN member websites, alongside with any written comments received by the multilateral organisations concerned.

8. The MOPAN Survey 2006

The MOs selected for the 2006 MOPAN survey are UNICEF, ILO and ADB.

The exercise will take place in the following countries: Burkina Faso, Kenya, Mozambique, Uganda, Indonesia, Nepal, Pakistan, Sri Lanka, Colombia, and Guatemala.

Methodology of the Survey

1. Rationale

Public opinion and government decision-makers are paying increasing attention to the effectiveness of the MOs to whom they provide resources. The need for better information about MO behaviour in developing countries has become ever more compelling. On the other hand, the resources that each donor can devote to gathering relevant knowledge of multilateral performance are limited.

Working together allows MOPAN members to meet this challenge. Drawing on the collective knowledge and experience of their country-level staff, as well as encouraging the latter's involvement in and ownership of the exercise helps MOPAN avoid duplication of work on all sides. Pooling of resources keeps transaction costs at a minimum and makes the assessments cost-effective for the participating MOPAN members.

2. Approach

MOPAN carries out regular joint assessments of the work of MOs in a number of countries where members have their own bilateral programmes. As a rolling exercise, most of the major MOs at the country-level will, with time, be covered. Maintaining a standard methodology makes it possible to compare results with time and identify trends.

The assessment is an opinion survey. It draws upon the perceptions of MOPAN member staff about the in-country performance of MOs, relative to their respective mandates. Participants are asked to give their views on those behavioural aspects of MOs performance where they are likely to be knowledgeable thanks to their direct inter-agency contacts.

The assessment focuses on the quality of the partnership behaviour of the MOs:

- their national partnerships (contribution to policy dialogue, capacity development, advocacy, support to civil society, and alignment to national institutions, policies and administration), and
- their inter-agency partnerships (information sharing, inter-agency coordination, harmonisation and general local responsiveness).

3. Process and instruments

The institutional questionnaire

The institutional questionnaire is designed to help each MOPAN member embassy/country office participating in the assessment to assemble its views about MO performance on a range of partnership issues. It is completed by each embassy/country office prior to the group discussions within the MOPAN country team and provides an input to the compilation of the country report.

The templates on the MOs

To assist the country teams, the MOPAN headquarters group prepares for them a background information brief on the key aspects of each MO (e.g. mandate, structure, and organisation).

The hotline

A hotline is at the disposal of the country teams for advice and support during the actual assessment period. The hotline responds rapidly to their queries about the objectives, the approach, the process as well as the use of the Survey's findings.

The country team discussion

The MOPAN country team meets as the focus group, where individual knowledge and perceptions are pooled and a collective view of the respective performances of the MOs emerges. This exercise serves also to encourage the staff's ownership of the exercise.

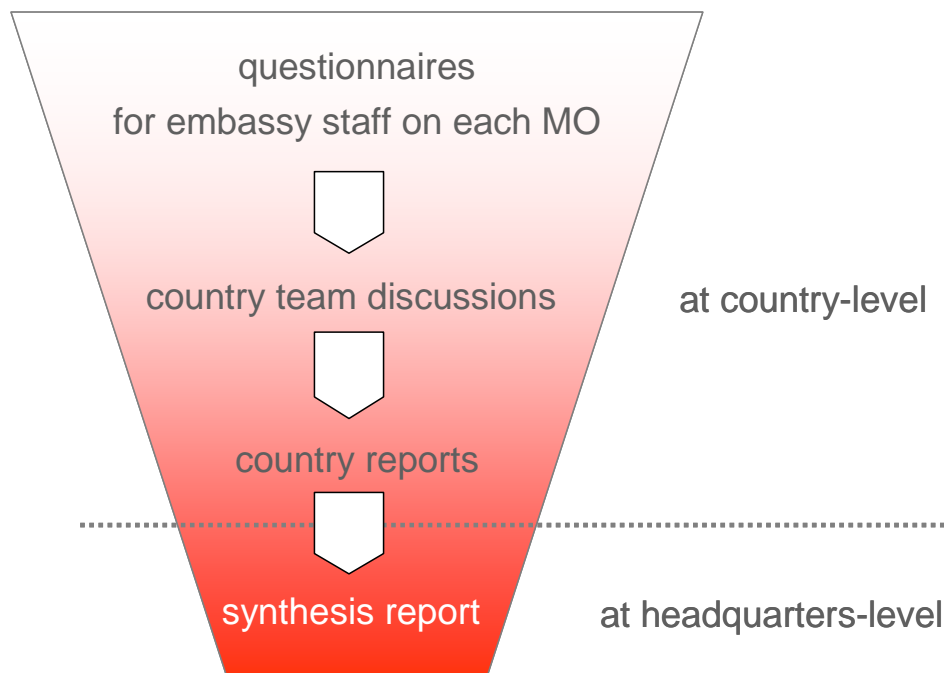
The country reports

The outcome of the group discussions is condensed into the MOPAN country report. It reflects the collective point of view arrived at by the group on each MO. The country report also contains information about the team's process in reaching its consensus.

The Synthesis Report

The Synthesis Report provides a synthesis of the country reports, based largely on a textual analysis of the reports. The aggregate questionnaire results are also used as an input.

Schematic representation of MOPAN methodology



The Survey is implemented at field level during February to April and the Synthesis Report is compiled during May and June. The report is adopted by the MOPAN HQ team in October and discussions with the MOs take place by the end of the year.

4. Discussions with the assessed multilateral organisations

Dialogue with the MOs at their headquarters

The Synthesis Report is presented to the MOs concerned at their headquarters. This is an opportunity for a substantive dialogue between the MOPAN headquarters group and the MOs and for mutual learning among partners.

Discussions with the MOs at the country level

At the country level, the MOPAN country team shares the country report with the respective MO country offices. A follow-up meeting is held once the Synthesis Report has been issued. Sharing the country report and the Synthesis Report provides an opportunity to increase mutual knowledge and understanding among partners.

5. Communications

The final version of the annual Synthesis Report is posted on the external websites of each of the participating MOPAN members, together with any comments on the report provided by the assessed MOs. A Frequently Asked Questions and a one-page fact sheet are also posted on their websites.

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**The MOPAN Survey 2006
Overview of questionnaires returned**

UNICEF (total of 53 questionnaires)

Country	AUS	CAN	DEN	FIN	NL	NOR	SWE	SWI	UK
AFRICA									
Burkina Faso	+	+	+	/	+	/	-	+	/
Kenya	+	+	+	+	+	+	+	/	+
Mozambique	+	+	+	+	+	+	/	+	+
Uganda	+	/	+	/	+	+	+	/	+
ASIA									
Indonesia	/	+	/	/	+	/	-	/	+
Nepal	/	+	+	+	+	+	/	-	+
Pakistan	/	+	/	/	+	+	/	+	+
Sri Lanka	/	+	+	/	+	+	+	+	/
LATIN AMERICA									
Colombia	/	+	/	/	/	/	/	+	+
Guatemala	-	-	/	/	+	+	+	/	/

ILO (total of 26 questionnaires)

Country	AUS	CAN	DEN	FIN	NL	NOR	SWE	SWI	UK
AFRICA									
Burkina Faso	-	-	-	/	-	/	-	+	/
Kenya	+	+	-	+	+	+	-	/	-
Mozambique	-	-	-	-	-	-	-	+	-
Uganda ¹⁷		/		/				/	
ASIA									
Indonesia	/	+	/	/	+	/	+	/	-
Nepal	/	+	-	+	+	+	/	-	-
Pakistan	/	+	/	/	-	+	/	+	-
Sri Lanka	/	+	+	/	+	+	+	+	/
LATIN AMERICA									
Colombia	/	-	/	/	/	/	/	-	-
Guatemala	-	-	/	/	-	-	-	/	/

ADB (total of 20 questionnaires)

Country	AUS	CAN	DEN	FIN	NL	NOR	SWE	SWI	UK
ASIA									
Indonesia	/	+	/	/	+	/	-	/	+
Nepal	/	+	+	+	+	+	/	+	+
Pakistan	/	+	/	/	+	+	/	-	+
Sri Lanka	/	+	+	/	+	+	+	+	/

+ = Completed questionnaire received

- = Did not complete questionnaire (but participated in 2006 Survey)

/ = Did not participate in Survey (including observers)

¹⁷ 3 questionnaires for ILO in Uganda were completed; no information on which members filled them in.

Appendix 3a

Multilateral Organisations Performance Assessment Network (MOPAN) 2006 Survey

Aggregated questionnaire results for UNICEF 53 questionnaires from 10 countries
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Q 1: How do you rate this multilateral's performance at country level in the following areas?

Answer each component	<i>Always does this well</i>	<i>Mostly does this well</i>	<i>Sometimes does this well, other times poorly</i>	<i>Does not demonstrate strength in this area</i>	<i>Not applicable (does not have activity)</i>	<i>Total*</i>
Policy dialogue (with government)	7	33	12	1	-	53 (53)
Capacity development and technical advice	5	26	16	2	3	52 (49)
Advocacy	12	31	9	1	-	53 (53)
Support to NGOs	5	22	16	8	1	52 (51)
Support to the private sector	1	4	7	17	20	49 (29)

*Figure in brackets: total without "Not applicable"

CONTRIBUTION TO POLICY DIALOGUE

Q 2: How would you assess the contribution of this MO to national policy dialogue?

Tick one	
Strong contribution	25
Some contribution	24
Minor contribution	4
No contribution	-
Insufficient information to judge	-
Total*	53 (53)

*Figure in brackets: total without "Insufficient information to judge"

CAPACITY DEVELOPMENT AND TECHNICAL ADVICE

Q 3: In your experience, how effective is this MO in supporting medium and long-term capacity development of national stakeholders?

Capacity development in public institutions at the central level. (<i>tick one</i>)	
Very effective	3
Fairly effective	23

Slightly effective	15
Not effective	3
Insufficient information to judge	8
Total*	52 (44)

Capacity development in public institutions at the local level. (<i>tick one</i>)	
Very effective	3
Fairly effective	32
Slightly effective	6
Not effective	6
Insufficient information to judge	6
Total*	53 (47)

Capacity development in national NGOs. (<i>tick one</i>)	
Very effective	4
Fairly effective	16
Slightly effective	13
Not effective	5
Insufficient information to judge	14
Total*	52 (38)

Capacity development in the private sector. (<i>tick one</i>)	
Very effective	-
Fairly effective	2
Slightly effective	4
Not effective	4
Insufficient information to judge	42
Total*	52 (10)

*Figure in brackets: total without "Insufficient information to judge"

Q 4: In your experience, how does this MO promote or enable government ownership in the development of capacity building projects?

Tick one	
It only funds proposals that have been designed and developed by government	2
It more often funds proposals that have been designed and developed by the government than projects initiated by itself	15
It more often funds projects initiated by itself than projects designed and developed by the government	25
Initiates its own projects and leads the identification and planning process	6
Insufficient information to judge	7
Total*	55** (48)

* Figure in brackets: total without "Insufficient information to judge"

** Double answering in two cases

Q 5: Below are three statements on the quality of technical advice (TA) provided by this MO. Please indicate the extent you agree with each of these statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1.TA is consistently of high quality	10	25	9	2	1	6	53 (46)
2. The international TA is appropriate to national needs	8	22	11	1	2	9	53 (42)
3. MO makes good use of national TA	13	21	8	-	1	10	53 (42)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ADVOCACY

Q 6: Below are four statements describing the activity of the MO in stimulating and broadening public debate on policy issues. Please indicate the extent you agree with each of these statements

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Plays a strong and visible advocacy role with central government	22	26	3	2	-	-	53 (53)
2 Is actively involved in advocacy with a broad range of national stakeholders (including civil society groups)	16	26	8	2	1	-	53 (52)
3 Visibly supports public campaigns	31	19	2	1	-	-	53 (53)
4 Its own documents are available in local language(s) and in popularised forms	15	12	7	1	1	17	53 (35)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

SUPPORT TO CIVIL SOCIETY

Q 7: Below are four statements describing the activity of the MO in promoting the participation of civil society in policy dialogue? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Actively supports participatory approaches to public policy (public hearings, conferences, beneficiary assessments etc.)	9	25	9	3	-	7	53 (46)
2 Consults civil society on its own strategy and analytical work	7	13	11	7	-	14	52 (38)
3 Actively supports NGOs' participation in policy dialogue	7	16	15	6	-	7	51 (44)

4 Actively supports the private sector in policy dialogue	-	4	4	7	6	31	52 (15)
5 Mostly limits its dialogue to government ministries	10	11	17	8	-	6	52 (46)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ALIGNMENT WITH NATIONAL POVERTY REDUCTION STRATEGIES, POLICIES AND PROCEDURES

If your host country does not currently have a PRSP, please answer these questions in terms of a relevant government strategy.

Q 8: Below are three ways that MOs can support the national PRS or equivalent national strategy. Please indicate the extent you agree to the statements about this MO

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Takes an active part in PRS discussions at central government level	16	24	3	-	2	6	51 (43)
2. Supports the participatory process	13	21	9	2	2	5	52 (45)
3. Is supporting implementation of the PRS (e.g. with TA, resources, projects)	12	22	6	1	2	8	51 (41)
4. Is supporting PRS monitoring activities	9	17	7	3	1	13	50 (36)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

Q 9: Below are a number of ways that a MO may align its work with national strategies, policies and procedures? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Its country strategy or country programme has been revised in light of the national PRS	13	18	6	-	1	15	53 (37)
2. Its sector strategies are aligned with the national sector strategies	16	27	3	1	-	6	53 (47)
3. Its technical cooperation programmes address PRS priorities	13	24	5	-	1	10	53 (42)
4. New projects are identified on the basis of national PRS and relevant sector priorities	9	22	9	1	2	10	53 (41)
5. Aid funds go through government budget - no off-budget accounts	2	5	8	24	2	11	52 (39)

6. Where relevant, it participates in Sector Wide Approach arrangements	9	19	7	5	8	3	51 (40)
7. Where relevant, it participates in basket/pooled funding in the sector	1	12	5	19	8	8	53 (37)
8. Its projects are administered through existing national offices – no separate project management units	12	8	12	14	1	6	53 (46)
9. It has started adopting government procurement procedures	-	4	5	17	2	24	52 (26)
10. It makes use of government reporting procedures	1	5	15	12	3	17	53 (33)

*Figure in brackets: total without “Not applicable” and “Insufficient info”

INFORMATION SHARING

Q 10: Below are four statements describing how a MO may share information about its visiting missions. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Gives full information on timing and itinerary of missions	4	16	14	10	9	53 (44)
2. Consults on mission terms of reference	3	10	14	17	9	53 (44)
3. Debriefs at end of missions	4	16	11	14	8	53 (45)
4. Disseminates mission reports	4	17	10	12	9	52 (43)

*Figure in brackets: total without “Insufficient info”

Q 11: Below are three statements describing how a MO may share or seeks information. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. It is proactive in sharing documents and identifying need	12	23	9	4	4	52 (48)
2. Responds only when information is requested	8	12	23	7	3	53 (50)
3. It seeks information about other agencies' activities	5	18	16	5	9	53 (44)

*Figure in brackets: total without “Insufficient info”

INTER-AGENCY COORDINATION

Q 12: In your experience, does this MO participate in local donor coordination activities, such as donor working groups?

Tick one	
Participates always	23
Regular participation	23
Occasional participation	6
Negligible participation	1
<i>Total</i>	53

Q 13: Below are three statements describing how a MO may seek to improve its coordination with other donors at the project/programme level? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. We know of cases where the MO took concrete steps to avoid overlap with other aid agencies	11	14	8	4	16	53 (37)
2. We know of cases where the MO has contributed to duplication of effort	6	10	6	7	23	52 (29)
3. The MO works in isolation from other aid agencies	1	12	14	20	6	53 (47)

*Figure in brackets: total "Insufficient info"

Q14: Is this MO coordinating well with the UN system at country level? Please give examples that illustrate your points.

<i>Coordinating well</i>	<i>Mixed impression</i>	<i>Not coordinating well</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
21	6	2	1	6	36 (29)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

HARMONISATION

Q 15: Below are four statements describing how a MO may contribute to the local harmonisation effort? Please indicate the extent you agree to the statements.

Answer each component.	<i>Agree fully</i>	<i>Agree some-what</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Actively participates in local harmonisation initiatives (e.g. harmonisation action plans, joint programming)	13	19	12	4	5	53 (48)

2. Is reviewing its own project procedures in the interests of harmonisation	4	15	6	9	19	53 (34)
3. Has coordinated reporting formats with other aid agencies	4	6	7	14	22	53 (31)
4. Other aspects of harmonisation (please comment below)	2	3	-	4	20	29 (9)

*Figure in brackets: total without "Insufficient info"

GENERAL LOCAL RESPONSIVENESS

Q 16: Have you observed improvements in this MO's responsiveness to local concerns during the last two years? Please indicate the extent you agree to the statements overleaf. (If there is no country office please comment below)

Answer each component	<i>Agree fully</i>	<i>Agree some-what</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. The country office is more able to take decisions without referring back to Headquarters	5	10	4	1	31	51 (20)
2. The communication skills of the country office staff have significantly improved	3	20	7	1	22	53 (31)
3. The Head of the country office has contributed significantly to improved national and inter-agency partnerships	11	19	6	2	15	53 (38)
4. The MO responds to the views of other donors in this country	5	28	9	1	10	53 (43)

*Figure in brackets: total without "Insufficient info"

Q17: Are you aware of any specific constraints that prevent this MO from being more effective in its national or inter-agency partnerships? If so, Please give examples and illustrations of your points

<i>Constraints</i>	<i>No constraint</i>	<i>Insufficient Info</i>	<i>Total*</i>
23	5	1	29 (28)

*Figure in brackets: total without "Insufficient info"

That is the end of the main questionnaire. Now we would like some information on how well you know this multilateral organisation.

KNOWLEDGE OF THE ASSESSED MULTILATERAL ORGANISATION

Q 18: How many staff members participated in the preparation of this questionnaire?

Average: 2 staff members*

*out of 52 answers

Q 19: On average, how long have these staff members worked in development cooperation in your host country? (*tick one*)

<i>Tick one</i>	
0 – 2 years	12
More than 2 – less than 5 years	22
Over 5 years	17
<i>Total</i>	51

Q 20: Did you consult other external persons and/or literature about this MO before filling in the questionnaire?

<i>Tick one</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
	22	31	53

Q 21: What were the main sources used to form your opinion?

	<i>Yes</i>	<i>No</i>	<i>Total</i>
Answer each component			
1. Organisation's own reports	44	9	53
2. Comments by Government	17	36	53
3. Media reports	28	25	53
4. Personal contacts with the MO	51	2	53
5. Own observations	53	-	53

Q 22: What is the average frequency of contact with the MO of those who completed this questionnaire ?

<i>Tick one</i>	Never	1-3 meetings	More than 3	<i>Total</i>
During the last 3 months, how often did you attend meetings where representatives of this MO were present?	3	15	35	53
<i>Tick one</i>	Never	1-2 times	More than 2	
During the last 3 months, how often did you have bilateral discussions with this MO?	8	18	27	53

Q 23: Has your Embassy/country office's level of cooperation with this MO changed during the last 3 years?

Tick one	
Increased in last 3 years	32
Remained unchanged	14
Decreased	3
No coordination during the period	4
<i>Total</i>	53

Q 24: In what ways does *your* Embassy/country office cooperate with this MO?

Answer each component	<i>Yes</i>	<i>No</i>	<i>No opinion</i>	<i>Total*</i>
1. We co-finance specific project/programme activities	32	20	-	52 (52)
2. We participate in the same sector programme (SWAP)	29	22	1	52 (51)
3. We both participate in the general budget support	2	47	2	51 (49)
4. We participate in the same basket-funding arrangement	3	46	1	50 (49)
5. We cooperate within the same local coordination mechanism	41	6	4	51 (47)
6. We have worked together in planning/strategy formulation/appraisal	38	13	1	52 (51)
7. We have undertaken joint field missions	29	19	-	48 (48)
8. We participate in the same policy dialogue	44	8	-	52 (52)

*Figure in brackets: total without "No opinion"

Q 25: With respect to the areas covered by this questionnaire, how do you judge your level of knowledge of this MO?

<i>Tick one</i>	High	Medium	Low	<i>Total</i>
	8	37	7	52

Appendix 3b

Multilateral Organisations Performance Assessment Network (MOPAN) 2006 Survey

Aggregated questionnaire results for ILO 26 questionnaires from 8 countries
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Q 1: How do you rate this multilateral's performance at country level in the following areas?

Answer each component	<i>Always does this well</i>	<i>Mostly does this well</i>	<i>Sometimes does this well, other times poorly</i>	<i>Does not demonstrate strength in this area</i>	<i>Not applicable (does not have activity)</i>	<i>Total*</i>
Policy dialogue (with government)	5	12	6	-	2	25 (23)
Capacity development and technical advice	3	14	7	-	2	26 (24)
Advocacy	4	9	11	-	1	25 (24)
Support to NGOs	1	12	7	1	4	25 (21)
Support to the private sector	3	14	4	2	3	26 (23)

*Figure in brackets: total without "Not applicable"

CONTRIBUTION TO POLICY DIALOGUE

Q 2: How would you assess the contribution of this MO to national policy dialogue?

Tick one	
Strong contribution	6
Some contribution	12
Minor contribution	3
No contribution	-
Insufficient information to judge	5
Total*	26 (21)

*Figure in brackets: total without "Insufficient information to judge"

CAPACITY DEVELOPMENT AND TECHNICAL ADVICE

Q 3: In your experience, how effective is this MO in supporting medium and long term capacity development of national stakeholders?

Capacity development in public institutions at the central level. (<i>tick one</i>)	
Very effective	1
Fairly effective	14
Slightly effective	4

Not effective	-
Insufficient information to judge	7
Total*	26 (19)

Capacity development in public institutions at the local level. (<i>tick one</i>)	
Very effective	-
Fairly effective	9
Slightly effective	6
Not effective	-
Insufficient information to judge	10
Total*	25 (15)

Capacity development in national NGOs. (<i>tick one</i>)	
Very effective	1
Fairly effective	10
Slightly effective	3
Not effective	1
Insufficient information to judge	11
Total*	26 (15)

Capacity development in the private sector. (<i>tick one</i>)	
Very effective	1
Fairly effective	7
Slightly effective	6
Not effective	-
Insufficient information to judge	11
Total*	25 (14)

*Figure in brackets: total without "Insufficient information to judge"

Q 4: In your experience, how does this MO promote or enable government ownership in the development of capacity building projects?

Tick one	
It only funds proposals that have been designed and developed by government	-
It more often funds proposals that have been designed and developed by the government than projects initiated by itself	4
It more often funds projects initiated by itself than projects designed and developed by the government	10
Initiates its own projects and leads the identification and planning process	2
Insufficient information to judge	10
Total*	26 (16)

* Figure in brackets: total without "Insufficient information to judge"

Q 5: Below are three statements on the quality of technical advice (TA) provided by this MO. Please indicate the extent you agree with each of these statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1.TA is consistently of high quality	1	13	4	-	-	8	26 (18)
2. The international TA is appropriate to national needs	4	11	1	-	-	9	25 (16)
3. MO makes good use of national TA	5	9	2	-	-	9	25 (16)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ADVOCACY

Q 6: Below are four statements describing the activity of the MO in stimulating and broadening public debate on policy issues. Please indicate the extent you agree with each of these statements

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Plays a strong and visible advocacy role with central government	6	10	4	1	-	3	24 (21)
2 Is actively involved in advocacy with a broad range of national stakeholders (including civil society groups)	4	8	7	2	-	4	25 (21)
3 Visibly supports public campaigns	3	7	8	2	1	5	26 (20)
4 Its own documents are available in local language(s) and in popularised forms	-	6	4	4	2	10	26 (14)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

SUPPORT TO CIVIL SOCIETY

Q 7: Below are four statements describing the activity of the MO in promoting the participation of civil society in policy dialogue? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Actively supports participatory approaches to public policy (public hearings, conferences, beneficiary assessments etc.)	4	9	7	-	2	4	26 (20)
2 Consults civil society on its own strategy and analytical work	2	9	2	1	2	10	26 (14)
3 Actively supports NGOs' participation in policy dialogue	4	8	5	1	2	6	26 (18)

4 Actively supports the private sector in policy dialogue	5	7	3	1	-	10	26 (16)
5 Mostly limits its dialogue to government ministries	-	4	7	5	-	9	25 (16)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ALIGNMENT WITH NATIONAL POVERTY REDUCTION STRATEGIES, POLICIES AND PROCEDURES

If your host country does not currently have a PRSP, please answer these questions in terms of a relevant government strategy.

Q 8: Below are three ways that MOs can support the national PRS or equivalent national strategy. Please indicate the extent you agree to the statements about this MO

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Takes an active part in PRS discussions at central government level	3	7	3	1	2	10	26 (14)
2. Supports the participatory process	2	6	5	2	1	10	26 (15)
3. Is supporting implementation of the PRS (e.g. with TA, resources, projects)	2	6	5	2	4	7	26 (15)
4. Is supporting PRS monitoring activities	1	2	3	3	1	16	26 (9)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

Q 9: Below are a number of ways that a MO may align its work with national strategies, policies and procedures? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Its country strategy or country programme has been revised in light of the national PRS	2	2	1	-	9	12	26 (5)
2. Its sector strategies are aligned with the national sector strategies	2	7	1	-	8	8	26 (10)
3. Its technical cooperation programmes address PRS priorities	4	8	-	-	4	10	26 (12)
4. New projects are identified on the basis of national PRS and relevant sector priorities	2	5	2	1	4	12	26 (10)
5. Aid funds go through government budget - no off-budget accounts	1	1	4	8	1	11	26 (14)

6. Where relevant, it participates in Sector Wide Approach arrangements	-	1	2	3	6	13	25 (6)
7. Where relevant, it participates in basket/pooled funding in the sector	-	3	1	5	5	12	26 (9)
8. Its projects are administered through existing national offices – no separate project management units	3	4	4	5	1	9	26 (16)
9. It has started adopting government procurement procedures	-	1	1	7	-	17	26 (9)
10. It makes use of government reporting procedures	-	-	2	8	-	15	25 (10)

*Figure in brackets: total without “Not applicable” and “Insufficient info”

INFORMATION SHARING

Q 10: Below are four statements describing how a MO may share information about its visiting missions. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Gives full information on timing and itinerary of missions	3	4	7	4	7	25 (18)
2. Consults on mission terms of reference	2	6	4	6	8	26 (18)
3. Debriefs at end of missions	1	6	8	4	7	26 (19)
4. Disseminates mission reports	2	8	4	3	9	26 (17)

*Figure in brackets: total without “Insufficient info”

Q 11: Below are three statements describing how a MO may share or seeks information. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. It is proactive in sharing documents and identifying need	2	12	2	4	5	25 (20)
2. Responds only when information is requested	2	6	9	2	7	26 (19)
3. It seeks information about other agencies' activities	1	8	3	3	11	26 (15)

*Figure in brackets: total without “Insufficient info”

INTER-AGENCY COORDINATION

Q 12: In your experience, does this MO participate in local donor coordination activities, such as donor working groups?

Tick one	
Participates always	3
Regular participation	7
Occasional participation	10
Negligible participation	6
<i>Total</i>	26

Q 13: Below are three statements describing how a MO may seek to improve its coordination with other donors at the project/programme level? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. We know of cases where the MO took concrete steps to avoid overlap with other aid agencies	2	4	2	3	15	26 (11)
2. We know of cases where the MO has contributed to duplication of effort	1	3	5	3	14	26 (12)
3. The MO works in isolation from other aid agencies	1	5	8	5	7	26 (19)

*Figure in brackets: total without "Insufficient info"

Q14: Is this MO coordinating well with the UN system at country level? Please give examples that illustrate your points.

<i>Coordinating well</i>	<i>Mixed impression</i>	<i>Not coordinating well</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
8	2	2	-	4	16 (12)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

HARMONISATION

Q 15: Below are four statements describing how a MO may contribute to the local harmonisation effort? Please indicate the extent you agree to the statements.

Answer each component.	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Actively participates in local harmonisation initiatives (e.g.	-	3	2	3	17	25 (8)

harmonisation action plans, joint programming)						
2. Is reviewing its own project procedures in the interests of harmonisation	-	2	3	3	17	25 (8)
3. Has coordinated reporting formats with other aid agencies	-	2	2	4	17	25 (8)
4. Other aspects of harmonisation (please comment below)	-	1	2	1	18	22 (4)

*Figure in brackets: total without "Insufficient info"

GENERAL LOCAL RESPONSIVENESS

Q 16: Have you observed improvements in this MO's responsiveness to local concerns during the last two years? Please indicate the extent you agree to the statements overleaf. (If there is no country office please comment below)

Answer each component	<i>Agree fully</i>	<i>Agree some-what</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. The country office is more able to take decisions without referring back to Headquarters	1	6	3	3	11	24 (13)
2. The communication skills of the country office staff have significantly improved	1	6	2	2	13	24 (11)
3. The Head of the country office has contributed significantly to improved national and inter-agency partnerships	2	4	5	-	13	24 (11)
4. The MO responds to the views of other donors in this country	1	3	2	3	16	25 (9)

*Figure in brackets: total without "Insufficient info"

Q17: Are you aware of any specific constraints that prevent this MO from being more effective in its national or inter-agency partnerships? If so, Please give examples and illustrations of your points

<i>Constraints</i>	<i>No constraint</i>	<i>Insufficient Info</i>	<i>Total*</i>
7	-	1	8 (7)

*Figure in brackets: total without "Insufficient info"

That is the end of the main questionnaire. Now we would like some information on how well you know this multilateral organisation.

KNOWLEDGE OF THE ASSESSED MULTILATERAL ORGANISATION

Q 18: How many staff members participated in the preparation of this questionnaire?

Average: 2 staff members*

*out of 21 answers

Q 19: On average, how long have these staff members worked in development cooperation in your host country? (*tick one*)

<i>Tick one</i>	
0 – 2 years	7
More than 2 – less than 5 years	10
Over 5 years	8
<i>Total</i>	25

Q 20: Did you consult other external persons and/or literature about this MO before filling in the questionnaire?

<i>Tick one</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
	8	16	24

Q 21: What were the main sources used to form your opinion?

Answer each component	<i>Yes</i>	<i>No</i>	<i>Total</i>
1. Organisation's own reports	21	5	26
2. Comments by Government	6	20	26
3. Media reports	12	14	26
4. Personal contacts with the MO	21	5	26
5. Own observations	23	3	26

Q 22: What is the average frequency of contact with the MO of those who completed this questionnaire ?

<i>Tick one</i>	Never	1-3 meetings	More than 3	<i>Total</i>
During the last 3 months, how often did you attend meetings where representatives of this MO were present?	9	11	6	26
<i>Tick one</i>	Never	1-2 times	More than 2	
During the last 3 months, how often did you have bilateral discussions with this MO?	10	13	3	26

Q 23: Has your Embassy/country office's level of cooperation with this MO changed during the last 3 years?

Tick one	
Increased in last 3 years	8
Remained unchanged	7**
Decreased	4**
No coordination during the period	9
<i>Total</i>	28

** Double answering in two cases

Q 24: In what ways does *your* Embassy/country office cooperate with this MO?

Answer each component	<i>Yes</i>	<i>No</i>	<i>No opinion</i>	<i>Total*</i>
1. We co-finance specific project/programme activities	13	12	1	26 (25)
2. We participate in the same sector programme (SWAP)	4	17	4	25 (21)
3. We both participate in the general budget support	-	22	3	25 (22)
4. We participate in the same basket-funding arrangement	2	20	3	25 (22)
5. We cooperate within the same local coordination mechanism	8	12	4	24 (20)
6. We have worked together in planning/strategy formulation/appraisal	9	14	2	25 (23)
7. We have undertaken joint field missions	7	17	1	25 (24)
8. We participate in the same policy dialogue	7	13	5	25 (20)

*Figure in brackets: total without "No opinion"

Q 25: With respect to the areas covered by this questionnaire, how do you judge your level of knowledge of this MO?

<i>Tick one</i>	High	Medium	Low	<i>Total</i>
	2	12	12	26

Appendix 3c

Multilateral Organisations Performance Assessment Network (MOPAN) 2006 Survey

Aggregated questionnaire results for ADB 20 questionnaires from 4 countries

Q 1: How do you rate this multilateral's performance at country level in the following areas?

Answer each component	<i>Always does this well</i>	<i>Mostly does this well</i>	<i>Sometimes does this well, other times poorly</i>	<i>Does not demonstrate strength in this area</i>	<i>Not applicable (does not have activity)</i>	<i>Total*</i>
Policy dialogue (with government)	3	13	4	-	-	20 (20)
Capacity development and technical advice	1	10	7	1	-	19 (19)
Advocacy	2	6	6	3	3	20 (17)
Support to NGOs	-	-	9	4	5	18 (13)
Support to the private sector	1	11	6	-	1	19 (18)

*Figure in brackets: total without "Not applicable"

CONTRIBUTION TO POLICY DIALOGUE

Q 2: How would you assess the contribution of this MO to national policy dialogue?

Tick one	
Strong contribution	10
Some contribution	10
Minor contribution	-
No contribution	-
Insufficient information to judge	-
Total*	20 (20)

*Figure in brackets: total without "Insufficient information to judge"

CAPACITY DEVELOPMENT AND TECHNICAL ADVICE

Q 3: In your experience, how effective is this MO in supporting medium and long term capacity development of national stakeholders?

Capacity development in public institutions at the central level. (<i>tick one</i>)	
Very effective	2
Fairly effective	6

Slightly effective	11
Not effective	-
Insufficient information to judge	1
Total*	20 (19)

Capacity development in public institutions at the local level. (<i>tick one</i>)	
Very effective	1
Fairly effective	9
Slightly effective	4
Not effective	1
Insufficient information to judge	5
Total*	20 (15)

Capacity development in national NGOs. (<i>tick one</i>)	
Very effective	-
Fairly effective	1
Slightly effective	6
Not effective	3
Insufficient information to judge	10
Total*	20 (10)

Capacity development in the private sector. (<i>tick one</i>)	
Very effective	-
Fairly effective	8
Slightly effective	2
Not effective	-
Insufficient information to judge	10
Total*	20 (10)

*Figure in brackets: total without "Insufficient information to judge"

Q 4: In your experience, how does this MO promote or enable government ownership in the development of capacity building projects?

Tick one	
It only funds proposals that have been designed and developed by government	2
It more often funds proposals that have been designed and developed by the government than projects initiated by itself	8
It more often funds projects initiated by itself than projects designed and developed by the government	9
Initiates its own projects and leads the identification and planning process	1
Insufficient information to judge	-
Total*	20 (20)

*Figure in brackets: total without "Insufficient information to judge"

Q 5: Below are three statements on the quality of technical advice (TA) provided by this MO. Please indicate the extent you agree with each of these statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1.TA is consistently of high quality	2	14	2	1	-	1	20 (19)
2. The international TA is appropriate to national needs	3	10	5	-	-	1	19 (18)
3. MO makes good use of national TA	4	9	6	-	-	1	20 (20)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ADVOCACY

Q 6: Below are four statements describing the activity of the MO in stimulating and broadening public debate on policy issues. Please indicate the extent you agree with each of these statements

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Plays a strong and visible advocacy role with central government	4	7	7	-	1	1	20 (18)
2 Is actively involved in advocacy with a broad range of national stakeholders (including civil society groups)	1	6	11	1	1	-	20 (19)
3 Visibly supports public campaigns	1	3	6	2	5	3	20 (12)
4 Its own documents are available in local language(s) and in popularised forms	2	2	3	7	-	6	20 (14)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

SUPPORT TO CIVIL SOCIETY

Q 7: Below are four statements describing the activity of the MO in promoting the participation of civil society in policy dialogue? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1 Actively supports participatory approaches to public policy (public hearings, conferences, beneficiary assessments etc.)	1	11	3	-	-	5	20 (15)
2 Consults civil society on its own strategy and analytical work	2	7	3	1	-	7	20 (13)
3 Actively supports NGOs' participation in policy dialogue	-	4	8	2	-	6	20 (14)

4 Actively supports the private sector in policy dialogue	-	12	1	-	-	7	20 (13)
5 Mostly limits its dialogue to government ministries	2	9	5	2	-	1	19 (18)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

ALIGNMENT WITH NATIONAL POVERTY REDUCTION STRATEGIES, POLICIES AND PROCEDURES

If your host country does not currently have a PRSP, please answer these questions in terms of a relevant government strategy.

Q 8: Below are three ways that MOs can support the national PRS or equivalent national strategy. Please indicate the extent you agree to the statements about this MO

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Takes an active part in PRS discussions at central government level	11	8	-	-	1	-	20 (19)
2. Supports the participatory process	3	14	2	-	1	-	20 (19)
3. Is supporting implementation of the PRS (e.g. with TA, resources, projects)	7	10	1	-	1	1	20 (18)
4. Is supporting PRS monitoring activities	5	5	1	-	1	8	20 (11)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

Q 9: Below are a number of ways that a MO may align its work with national strategies, policies and procedures? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. Its country strategy or country programme has been revised in light of the national PRS	5	10	-	-	4	1	20 (15)
2. Its sector strategies are aligned with the national sector strategies	11	7	1	-	-	1	20 (19)
3. Its technical cooperation programmes address PRS priorities	6	10	1	-	1	2	20 (17)
4. New projects are identified on the basis of national PRS and relevant sector priorities	7	11	1	-	1	-	20 (19)
5. Aid funds go through government budget - no off-budget accounts	10	8	2	-	-	-	20 (20)
6. Where relevant, it participates in Sector Wide Approach arrangements	4	7	-	-	7	2	20 (11)

7. Where relevant, it participates in basket/pooled funding in the sector	4	9	-	-	3	3	19 (13)
8. Its projects are administered through existing national offices – no separate project management units	2	2	7	5	-	3	19 (16)
9. It has started adopting government procurement procedures	-	1	5	5	2	7	20 (11)
10. It makes use of government reporting procedures	-	1	7	3	2	7	20 (11)

*Figure in brackets: total without “Not applicable” and “Insufficient info”

INFORMATION SHARING

Q 10: Below are four statements describing how a MO may share information about its visiting missions. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Gives full information on timing and itinerary of missions	2	8	6	4	-	20 (20)
2. Consults on mission terms of reference	1	-	9	8	2	20 (18)
3. Debriefs at end of missions	1	10	6	2	1	20 (19)
4. Disseminates mission reports	2	10	3	2	3	20 (17)

*Figure in brackets: total without “Insufficient info”

Q 11: Below are three statements describing how a MO may share or seeks information. Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. It is proactive in sharing documents and identifying need	6	8	3	2	-	19 (19)
2. Responds only when information is requested	3	7	9	-	-	19 (19)
3. It seeks information about other agencies' activities	3	13	3	-	-	19 (19)

*Figure in brackets: total without “Insufficient info”

INTER-AGENCY COORDINATION

Q 12: In your experience, does this MO participate in local donor coordination activities, such as donor working groups?

Tick one	
Participates always	11
Regular participation	8

Occasional participation	1
Negligible participation	-
<i>Total</i>	20

Q 13: Below are three statements describing how a MO may seek to improve its coordination with other donors at the project/programme level? Please indicate the extent you agree to the statements.

Answer each component	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient Info</i>	<i>Total*</i>
1. We know of cases where the MO took concrete steps to avoid overlap with other aid agencies	4	10	1	1	4	20 (16)
2. We know of cases where the MO has contributed to duplication of effort	-	8	5	-	7	20 (13)
3. The MO works in isolation from other aid agencies	-	2	9	9	-	20 (20)

*Figure in brackets: total without "Insufficient info"

Q14: Is this MO coordinating well with the UN system at country level? Please give examples that illustrate your points.

<i>Coordinating well</i>	<i>Mixed impression</i>	<i>Not coordinating well</i>	<i>Not applicable</i>	<i>Insufficient Info</i>	<i>Total*</i>
6	3	3	1	1	14 (12)

*Figure in brackets: total without "Not applicable" and "Insufficient info"

HARMONISATION

Q 15: Below are four statements describing how a MO may contribute to the local harmonisation effort? Please indicate the extent you agree to the statements.

Answer each component.	<i>Agree fully</i>	<i>Agree somewhat</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. Actively participates in local harmonisation initiatives (e.g. harmonisation action plans, joint programming)	6	8	3	1	2	20 (18)
2. Is reviewing its own project procedures in the interests of harmonisation	2	5	2	-	10	19 (9)
3. Has coordinated reporting formats with other aid agencies	1	2	9	2	5	19 (14)
4. Other aspects of harmonisation (please comment below)	-	2	2	-	12	16 (4)

*Figure in brackets: total without "Insufficient info"

GENERAL LOCAL RESPONSIVENESS

Q 16: Have you observed improvements in this MO's responsiveness to local concerns during the last two years? Please indicate the extent you agree to the statements overleaf. (If there is no country office please comment below)

Answer each component	<i>Agree fully</i>	<i>Agree some-what</i>	<i>Disagree somewhat</i>	<i>Disagree strongly</i>	<i>Insufficient info</i>	<i>Total*</i>
1. The country office is more able to take decisions without referring back to Headquarters	1	3	2	7	7	20 (13)
2. The communication skills of the country office staff have significantly improved	1	8	4	1	6	20 (14)
3. The Head of the country office has contributed significantly to improved national and inter-agency partnerships	4	11	4	-	1	20 (19)
4. The MO responds to the views of other donors in this country	2	12	3	1	2	20 (18)

*Figure in brackets: total without "Insufficient info"

Q17: Are you aware of any specific constraints that prevent this MO from being more effective in its national or inter-agency partnerships? If so, Please give examples and illustrations of your points

<i>Constraints</i>	<i>No constraint</i>	<i>Insufficient Info</i>	<i>Total*</i>
10	1	1	12 (11)

*Figure in brackets: total without "Insufficient info"

That is the end of the main questionnaire. Now we would like some information on how well you know this multilateral organisation.

KNOWLEDGE OF THE ASSESSED MULTILATERAL ORGANISATION

Q 18: How many staff members participated in the preparation of this questionnaire?

Average: 2 staff members*

*out of 18 answers

Q 19: On average, how long have these staff members worked in development cooperation in your host country? (*tick one*)

<i>Tick one</i>	
0 – 2 years	4
More than 2 – less than 5 years	10
Over 5 years	6
<i>Total</i>	20

Q 20: Did you consult other external persons and/or literature about this MO before filling in the questionnaire?

<i>Tick one</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
	5	15	20

Q 21: What were the main sources used to form your opinion?

Answer each component	<i>Yes</i>	<i>No</i>	<i>Total</i>
1. Organisation's own reports	14	6	20
2. Comments by Government	7	13	20
3. Media reports	10	10	20
4. Personal contacts with the MO	19	1	20
5. Own observations	20	-	20

Q 22: What is the average frequency of contact with the MO of those who completed this questionnaire ?

<i>Tick one</i>	Never	1-3 meetings	More than 3	<i>Total</i>
During the last 3 months, how often did you attend meetings where representatives of this MO were present?	1	3	16	20
<i>Tick one</i>	Never	1-2 times	More than 2	
During the last 3 months, how often did you have bilateral discussions with this MO?	2	7	11	20

Q 23: Has your Embassy/country office's level of cooperation with this MO changed during the last 3 years?

Tick one	
Increased in last 3 years	14
Remained unchanged	5
Decreased	-
No coordination during the period	1

<i>Total</i>	20
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Q 24: In what ways does *your* Embassy/country office cooperate with this MO?

Answer each component	<i>Yes</i>	<i>No</i>	<i>No opinion</i>	<i>Total*</i>
1. We co-finance specific project/programme activities	17	3	-	20 (20)
2. We participate in the same sector programme (SWAP)	4	14	2	20 (18)
3. We both participate in the general budget support	1	17	2	20 (18)
4. We participate in the same basket-funding arrangement	2	16	2	20 (18)
5. We cooperate within the same local coordination mechanism	16	4	-	20 (20)
6. We have worked together in planning/strategy formulation/appraisal	14	6	-	20 (20)
7. We have undertaken joint field missions	11	9	-	20 (20)
8. We participate in the same policy dialogue	16	4	-	20 (20)

*Figure in brackets: total without "No opinion"

Q 25: With respect to the areas covered by this questionnaire, how do you judge your level of knowledge of this MO?

<i>Tick one</i>	High	Medium	Low	<i>Total</i>
	4	15	1	20