



Multilateral Organisations Performance Assessment Network MOPAN

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

The Annual MOPAN Survey 2008

**Donor Perceptions of Multilateral Partnership Behaviour
at Country Level**

Synthesis Report

This Survey covers:

The World Bank

**The United Nations Population Fund
(UNFPA)**

The European Commission (EC)



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

A team of independent consultants drafted this report on behalf of MOPAN:

Alison King & Urs Zollinger, King Zollinger & Co. Advisory Services, Zurich, Switzerland,
info@kingzollinger.ch, www.kingzollinger.ch

Janie Eriksen, Mpower Consult Aps, Kokkedal, Denmark, janiemaryeriksen@yahoo.dk

FOREWORD

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

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

The Annual Survey is designed to be a light and rapid exercise drawing from perceptions of MOPAN member embassy and country office staff. It gathers and analyzes perceptions of the behaviour of multilaterals in their partnerships and interactions with national stakeholders and other international development agencies at the country level. MOPAN members review the Annual 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 consider the Annual Survey to be increasingly robust and increasingly adding value to the wide range of information available on multilateral performance.

This year, the Annual Survey covered three institutions – the United Nations Population Fund (UNFPA), the World Bank (WB), and the European Commission (EC). It was conducted in ten countries: Albania, Bangladesh, Bolivia, Bosnia, Burkina Faso, Cambodia, Nepal, Sudan, Tanzania, and Vietnam. Based on a standard questionnaire, MOPAN country teams in all Survey countries produced country reports. However, circumstances in Sudan resulted in a country report that was not up to MOPAN standards, and was therefore not included in the synthesis.

The Annual Survey 2008 demonstrates the wide qualities and value that the three multilaterals bring to partnerships at a country level. The survey was undertaken April 2008, and since then the findings have already led to helpful and continued discussions between MOPAN members and the surveyed Multilateral Organisations, not least to improve understanding of each others programmes and to address specific perceptions highlighted in the report. MOPAN also recognises that the quality of the dialogue has changed dramatically in some countries.

At the end of 2007, a meeting of MOPAN members highlighted that there existed a range of approaches to assessing multilateral effectiveness among donor organisations beyond the MOPAN annual surveys. During 2008, work has been undertaken to develop a MOPAN Common Approach. The Common Approach will include a broader assessment of multilateral organizations' activities and include the views of the partner country governments. The Common Approach work started to be tested in late 2008 and the plan is to use it for the 2009 Survey.

Finally, we would like to take this opportunity to thank all the multilaterals involved and their country representations for their engagement and constructive reaction to the Survey. We also wish to express our deepest gratitude to all staff in the MOPAN embassies and country offices for their active involvement in this year's exercise, and finally the consultants' group for their support in producing the MOPAN Annual Survey 2008 Synthesis Report.

*The MOPAN Members Headquarters Group
Austria, Canada, Denmark, Finland, France, Ireland, the Netherlands, Norway, Sweden,
Switzerland, and the United Kingdom*

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Acronyms and definitions

Acronyms

BiH	Bosnia & Herzegovina
CAS	Country Assistance Strategy
CCA	Common Country Assessment
DaO	Delivering as One United Nations
EC	European Commission
EU	European Union
ICPD	International Conference on Population and Development
MDG	Millennium Development Goal
MO	Multilateral organization
MYFF	Multi-year Funding Framework
NGO	Non-governmental organization
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RC	Resident Coordinator
SRH	Sexual and reproductive health
SWAp	Sector-wide approach
TA	Technical advice
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNFPA	United Nations Population Fund
VCCT	Voluntary counselling and confidential testing
WB	World Bank

Definitions

Annual MOPAN Survey	MOPAN member embassy and country office perceptions of MO partnership behaviour towards national stakeholders on the one hand and other international development agencies on the other form the basis for the Annual MOPAN Survey. The Survey is conducted with the help of a questionnaire and country reports; each year it covers a sample of 3 to 4 different 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 responses and discussions amongst the respective country team members.
MOPAN country teams (CT)	CTs consist of MOPAN member embassy and country office representatives present in the respective countries of the Survey.
MOPAN HQ Group	Steering body composed of representatives from the headquarters of each MOPAN member, under which the Annual MOPAN Survey is carried out.
Paris Declaration	The Paris Declaration on Aid Effectiveness of 2.3.2005, signed by bilateral donors, partner countries and multilateral organizations, stipulates a range of measures to improve the effectiveness of international development cooperation.
Synthesis Report (SR)	The final product of the Survey, which draws on both the country reports and the aggregated questionnaire responses.

The Annual MOPAN Survey at a glance

MOPAN: 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 organizations (MOs), (ii) conducting annual surveys on MOs through their embassies and country offices (the Annual MOPAN Survey), and (iii) carrying out joint evaluations of MOs.

The Annual MOPAN Survey: The focus of the Survey is on MO partnership behaviour towards national stakeholders (governments, NGOs, private sector) in developing countries 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 interactions with MOs. The Survey is not an evaluation and does not cover actual development results on the ground. Its purpose is to *contribute to* (i) better information about 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 Survey is designed as a light and rapid exercise with minimal transaction costs. Covering a sample of 3 to 4 MOs in approximately 10 countries each year, it is based on 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 responses* among MOPAN members (country teams). Based on these discussions, the country teams establish *country reports* that they share and discuss with the respective surveyed MO country offices, and which feed into a *Synthesis Report (SR)* together with the aggregated questionnaire responses. The MOPAN HQ Group presents the SR to the relevant MOs at their headquarters, after which MOPAN members post it on their websites alongside any written comments received by the MOs concerned.

Since 2003, MOPAN has carried out five Surveys on selected MOs in countries in which MOPAN members are present. So far, the Surveys have included the World Bank, WHO and UNICEF (pilot exercise in 2003); UNDP, FAO, and the African Development Bank (AfDB) in 2004; the World Bank, UNFPA and the UNAIDS Secretariat (2005); UNICEF, ILO and the Asian Development Bank (ADB) in 2006; and UNDP, WHO and AfDB in 2007. In 2008, the Survey was carried out in 9 countries. The 3 MOs assessed were the World Bank, UNFPA and the European Commission.

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 MOs; (c) for their joint advocacy work; and (d) to contribute to wider debates on aid effectiveness.

Key features of Survey:

- Joint annual in-house survey
- Perceptions of MO 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 MO HQs on Survey findings
- Survey results are used for accountability, policymaking, joint advocacy and planning

What is MOPAN?

MOPAN is a group of like-minded donors that in 2003 jointly began to survey the partnership behaviour of MOs at country level. Current members are Austria, Canada, Denmark, Finland, France, Ireland, The Netherlands, Norway, Sweden, Switzerland and the United Kingdom. Republic of Korea and Spain are Observers of MOPAN.

Partnership behaviour matters for aid effectiveness: Aid effectiveness depends as much on *how* donors deliver aid as *what* they deliver, and increased emphasis has been placed for some time on partnerships at country level. Accordingly, the Survey covers MO contributions to national policy dialogue, advocacy and capacity development, alignment with national poverty reduction strategies, and contribution to information sharing, aid coordination and donor harmonization. The Survey thus provides 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 and the TCPR of Operational Activities of the UN Development System. As such, it serves as an indirect measure of MO contributions to poverty reduction and achievement of the MDGs.

Survey coordination and management: The Survey is carried out under the MOPAN HQ Group, composed of representatives from the headquarters of each MOPAN member. The MOPAN Secretariat plays an administrative and orchestrating role for the Survey. The United Kingdom is heading the Secretariat in 2008.

1. INTRODUCTION TO THE ANNUAL MOPAN SURVEY 2008

1.1 The three multilateral organizations (MOs) covered by the Annual MOPAN Survey 2008 are the World Bank, the United Nations Population Fund (UNFPA) and the European Commission (EC). The main selection criteria are a balance between the UN funds and programmes, UN specialized agencies, the international financial institutions and other multilateral organizations, as well as between larger and smaller MOs. In addition, the intention is to cover most MOs over time, with the major organizations being assessed more frequently in order to ensure continuity in dialogue. While the World Bank and UNFPA were already included in the Annual MOPAN Survey 2005, the EC was selected for the first time.

1.2 The 2008 Survey was carried out in 10 countries: Bangladesh, Cambodia, Nepal and Vietnam in Asia; Burkina Faso, Sudan and Tanzania in Africa; Albania and Bosnia & Herzegovina in Eastern Europe; and Bolivia in Latin America. The main criterion for selecting the Survey countries is the presence and availability of at least 4 MOPAN member embassies/country offices. Other criteria are a good geographical spread and the existence of national development strategies.

1.3 As for the country context in which the Survey took place, Nepal is a fragile state. In Nepal, "the current fragile situation together with weak economy, poor infrastructure and weak institutions continue to put serious challenges to both productive and development work". Given the prevailing circumstances in Sudan, the MOPAN process could not be completed in a satisfactory manner, resulting *inter alia* in a lack of in-depth reporting on most questions. The MOPAN HQs Group felt that the country report for Sudan was not up to MOPAN standards, and therefore it has not been included in this report. According to the country report, a third country, Cambodia, "has gone from being a country in conflict to a more stable situation, but still has some characteristics of a post-conflict state with weak institutions".

1.4 At the other end of the spectrum, but also having recovered from severe crises in the early/mid-90s, Albania and Bosnia & Herzegovina are currently pursuing European Union (EU) accession.

1.5 All Survey countries have national development strategies, which are at different stages of implementation and which appear to differ in significance. For instance, in Bangladesh, "a major issue is the pace of implementation and the monitoring of the PRS objectives and indicators". In Bolivia, "the NDP [National Development Plan] operates at a very general level and – although progress has been achieved – has not yet been operationalized in clear, prioritized and implementable sector strategies, indicators and a medium term expenditure framework". On the other hand, in Tanzania, which, compared to many other countries, "has a highly favourable environment for donor coordination and harmonization ... the MKUKUTA's [National Strategy for Growth and Reduction of Poverty] focus is outcome oriented and organized around three clusters ...".

1.6 Three of the Survey countries, i.e. Albania, Tanzania and Vietnam, volunteered and were selected in January 2007 to participate in the One United Nations (One UN) pilot initiative.¹ In the present Survey, this is of importance when assessing the

¹ In November 2006, the UN Secretary-General's High-level Panel on UN System-wide Coherence published its report "Delivering as One". It put forward a comprehensive set of recommendations including the establishment of One United Nations pilots at the country level

partnership behaviour of UNFPA in particular, but also of the World Bank as part of the UN family.

1.7 All 11 MOPAN members involved their embassies and country offices in the Survey. Ireland participated in one MOPAN country team; Austria in 2; Finland in 3; Norway in 5; France in 6; Switzerland and the United Kingdom in 7; Canada in 8; and Denmark, The Netherlands and Sweden in 8 country teams. On average, there were 7 MOPAN member embassies/country offices per country team, the smallest (in Bosnia & Herzegovina and Cambodia) included 5 representatives and the largest (in Tanzania) 10.

1.8 All 9 country teams delivered a country report. All country reports cover the World Bank, UNFPA and the EC. In total, 166 questionnaires were completed (Appendix 2): 60 for the World Bank (Appendix 2A), 48 for UNFPA (Appendix 2B) and 58 for the EC (Appendix 2C).

1.9 The present report is a synthesis of the findings reflected in the country reports. It also refers to the responses of the aggregated questionnaires where they corroborate or further illustrate the main findings of the country reports.

1.10 In addition, as mentioned above, one of the main purposes of the Annual MOPAN Survey is to help MOPAN members monitor and compare MO partnership behaviour over time: *“As a rolling exercise, the Survey will cover most of the major MOs at the country-level over time. Maintaining a standard methodology makes it possible to compare results over time and identify trends.”*² Thus, this year, an attempt is made to compare the main 2008 and 2005 Survey findings for the World Bank on the one hand and UNFPA on the other. Given only two snapshots so far, the comparison cannot claim to reflect firm trends. However, 6 of the 9 2008 Survey countries were also covered by the 2005 Survey.³

1.11 When considering the comparison below, it is important to remember that the MOPAN Survey is limited to perceptions of multilateral partnership behaviour at country level (and is not based on actual development results and achievements), and that it does not represent an overall judgement of MO performance by the MOPAN members. Yet, the MOPAN HQs Group remains convinced that the Survey provides a very valuable feedback from the country level. The Group also considers it to offer interesting indications and thus to constitute a useful basis for discussion with the MOs concerned.

with One Programme, One Budgetary Framework, One Leader and, where appropriate, One Office.

² See Methodology of the Survey (Appendix 1).

³ Albania, Bangladesh, Bolivia, Bosnia & Herzegovina, Tanzania and Vietnam participated in both the 2005 and 2008 Surveys.

2. EXECUTIVE SUMMARY

A. World Bank

Familiarity with the World Bank

2.1 MOPAN country teams know the World Bank well. Almost all participating MOPAN member embassies and country offices have regular contacts and bilateral meetings with the Bank. Most of them also cooperate directly.

Perceived strengths and weaknesses

2.2 According to the main 2008 Survey findings, MOPAN country teams in all Survey countries perceive the World Bank to be strong in the areas of policy dialogue with the host government, support to and alignment of its own work with partner government national development strategies and contribution to local donor coordination.

2.3 On the other hand, the World Bank appears to face some important challenges, in particular regarding the promotion/enabling of government ownership and local level capacity development (versus central level). On a related note, it also seems that the World Bank could generally better attune its technical advice (TA) to national needs, including improved use of national TA. Other areas that MOPAN country teams perceive to be weak are the use of parallel implementation structures in most Survey countries and limited decision-taking authority at the country level.

2008 main Survey findings

2.4 MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the host government. It appears that the Bank is making efforts to support civil society participation in policy dialogue. In comparison, the private sector seems to get more support than NGOs. Regarding consultation with civil society on World Bank policies, strategies and analytical work, the views expressed are mixed.

2.5 MOPAN country teams hold the view that the World Bank contributes to developing capacities in public institutions, but limited to the central level. They have insufficient information to make informed judgements about World Bank capacity development of civil society, in particular NGOs. Furthermore, it appears that the Bank does not sufficiently promote government ownership. In general, the MOPAN country teams view TA provided by the World Bank to be of high quality, but not always appropriate for national needs. Moreover, there seems to be room for better use of national TA.

2.6 The views of the MOPAN country teams regarding the World Bank advocacy role vary considerably. It appears from the Survey that its strength depends on the particular subject in question.

2.7 According to the Survey, the World Bank actively supports partner country national development strategies, and its own country programmes and sector strategies are well aligned. The country reports show a mixed picture regarding alignment with national systems and procedures: while the World Bank appears to align in some areas (e.g. sector-wide approaches), alignment is still limited in others (e.g. parallel project implementation structures). The MOPAN country teams' perceptions point to limited decision-taking authority of the World Bank at country level.

2.8 The MOPAN country teams' perceptions of the World Bank sharing and seeking of information show a mixed picture. Some of the shortcomings raised by country teams

relate to information sharing on missions or consultation of development partners on the Bank's own strategies and programmes.

2.9 According to the Survey, the World Bank appears to contribute significantly to local donor coordination. In general, MOPAN country teams also recognize the Bank's efforts to coordinate at the project/programme level; however, in practice, with some discrepancy between sectors. The country teams acknowledge the contribution of local senior management to coordination within the donor community.

2.10 Overall, MOPAN country teams perceive the World Bank to be positively contributing to local donor harmonization efforts. The Survey provides very little information regarding the World Bank contribution to harmonization within the UN system.

World Bank partnership behaviour: comparison between 2008 and 2005

2.11 In terms of comparing findings over time, it appears that there has been a slightly higher performance in the areas of alignment and harmonization and a notable improvement in the Bank's contribution to inter-agency coordination. MOPAN country team perceptions of World Bank performance in policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

Key: Comparison between perceived performance in 2008 and 2005

 higher performance
  slightly higher performance
  similar performance
  slightly lower performance
  lower performance

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
(1) Partnership behaviour towards <i>national stakeholders</i>			
a. Policy dialogue	"The World Bank is seen as a major player in policy dialogue especially at the central government level. ... It does actively support participatory approaches and consults widely on the development of its country and sector strategies."	"MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the host government. It appears that the Bank is making efforts to support civil society participation in policy dialogue. In comparison, the private sector seems to get more support than NGOs. Regarding consultation with civil society on World Bank policies, strategies and analytical work, the views expressed are mixed."	 <p>As in 2005, MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the central government. While efforts to support civil society participation in policy dialogue are again acknowledged, consultations with civil society on its own policies and strategies appears to have slightly weakened over the past 3 years.</p>
b. Capacity development	"Most of the country reports note room for improvement in the World Bank's	"Overall, MOPAN country teams are of the view that the World Bank contributes	 <p>As in 2005, it appears that the World Bank is mainly</p>

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
	performance in supporting capacity development, particularly with NGOs, the private sector and local government. ... The quality of the Bank's international technical advice is generally considered to be good; some country teams however note that it does not always fit local needs."	to developing capacities in public institutions, but limited to the central level. They have insufficient information to make informed judgements about World Bank capacity development of civil society, in particular NGOs. Furthermore, it appears that the Bank does not sufficiently promote government ownership. In general, the MOPAN country teams view technical advice (TA) provided by the World Bank to be of high quality, but not always appropriate for national needs. Moreover, there seems to be room for better use of national TA."	developing capacities in public institutions at central level, but not at local level or of civil society actors. While the quality of TA appears to have slightly improved (from "good" to "high quality"), it is still not always appropriate aligned to national needs.
c. Advocacy	"The World Bank is perceived as a strong advocate on economic policy issues. Country teams do not see the World Bank as an important actor in wider advocacy campaigns."	"The views of the MOPAN country teams regarding the World Bank advocacy role vary considerably. It appears from the Survey that its strength depends on the particular subject in question."	 <p>According to the two Surveys, no major shift in the World Bank advocacy role can be detected. It remains limited to selected issues.</p>
d. Alignment with national poverty reduction strategies, policies and procedures	"The MOPAN country teams perceive the World Bank as playing a strong role in supporting national PRSSs, as becoming more responsive to government proposals and as beginning to align its country and sector strategies to national priorities. ... However, the World Bank is still perceived by country teams as pursuing its own institutional goals and procedures, especially when it comes to developing new operations. ... The World Bank is reported to be overly centralized, with many decisions still having to be referred to regional offices or Washington	"According to the Survey, the World Bank actively supports partner country national development strategies, and its own country programmes and sector strategies are well aligned. The country reports show a mixed picture regarding alignment with national systems and procedures. While the World Bank appears to align in some areas (e.g. sector-wide approaches) in others alignment is still limited (e.g. parallel project implementation structures). The MOPAN country teams' perceptions point to limited decision-taking authority of the World Bank at country	 <p>The World Bank support to national development strategies remains strong. However, while in 2005 the World Bank was only beginning to align its priorities, they appear to be well aligned in 2008. Moreover, it appears that there is also some progress in terms of aligning business procedures (although it remains a challenge). Decision-taking authority at country level still appears to be limited.</p>

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
	headquarters."	level."	
(2) Partnership behaviour towards <i>other international development agencies</i>			
a. Information sharing	"In information sharing the World Bank's behaviour is considered to be generally positive, although selective, e.g. it is seen as forthcoming on general information, but is less good at sharing critical reports."	"The MOPAN country teams' perceptions of the World Bank sharing and seeking of information show a mixed picture. Some of the shortcomings raised by country teams relate to information sharing on missions or consultation of development partners on the Bank's own strategies and programmes."	 <p>There is no noticeable improvement between the 2005 and 2008 performances.</p>
b. Inter-agency coordination	"The country reports indicate mixed perceptions of the World Bank's performance in the area of inter-agency coordination, although the positive views tend to outweigh the critical ones."	"According to the Survey, the World Bank appears to contribute significantly to local donor coordination. In general, MOPAN country teams also recognize the Bank's efforts to coordinate at the project/ programme level, however, in practice, with some discrepancy between sectors. The country teams acknowledge the contribution of local senior management to coordination within the donor community."	 <p>Comparing the 2005 and 2008 perceptions suggests a significant improvement in the World Bank contribution to local donor coordination.</p>
c. Harmonization	"The World Bank is perceived to actively support harmonization efforts at country level, but has not yet made significant headway in terms of implementation. It is seen as supporting the idea of harmonization in order to avoid overlapping with other donors' programmes and to improve the efficiency of public investment. ... Its cooperation with UNDP and other UN agencies, while having somewhat improved, is reported as limited."	"Overall, MOPAN country teams perceive the World Bank to be positively contributing to local donor harmonization efforts. The Survey provides very little information regarding the World Bank contribution to harmonization within the UN system."	 <p>The World Bank contribution to donor harmonization seems to have gained momentum over the past 3 years. However, the World Bank contribution to coordination/harmonization within the UN still appears limited.</p>

B. UNFPA

Familiarity with UNFPA

2.12 Similar to 2005, the overall familiarity of MOPAN country teams with UNFPA is low to medium. Contacts largely take place in the context of meetings and discussions with host governments and other development partners.

Perceived strengths and weaknesses

2.13 According to the main 2008 Survey findings, MOPAN country teams in the 9 Survey countries perceive UNFPA to be comparatively strong in advocacy, supporting and aligning its own work with partner government national development strategies, inter-agency coordination and harmonization within the UN system. In the last 3 areas, MOPAN country teams have registered an improvement since 2005.

2.14 There is generally limited information about capacity development, but compared with other behaviour aspects assessed, there would seem to be some weaknesses and performance does not appear to have improved since 2005. There also seems to be some room for improvement in the area of pro-active information sharing.

2.15 As for UNFPA partnership behaviour in the 3 One UN pilot countries covered by the Survey, the MOPAN country teams' perceptions are consistently positive in the areas of alignment, inter-agency coordination and harmonization within the UN system. On the other hand, due to changing circumstances, UNFPA's own advocacy profile has apparently decreased in Albania and Tanzania, although, in the latter case, positive perceptions still prevail.

2008 main Survey findings

2.16 Overall, MOPAN country team perceptions of UNFPA contribution to policy dialogue with the government are positive. Allowing for limited data due to a lack of information, UNFPA appears to involve civil society - and largely NGOs - in government and UNFPA corporate policy dialogue. In comparison, however, bilateral interaction with government stakeholders generally seems stronger.

2.17 Insufficient information affects perceptions of UNFPA capacity development. Based on the findings in the country reports, UNFPA does not seem to be a particularly strong partner in capacity development of public institutions. In comparison, it seems to be slightly more effective at the central than at the local level. UNFPA capacity development of NGOs and the private sector generally seems to be weaker than that of public institutions. Furthermore, the country reports do not provide a consistent picture as regards government ownership of UNFPA supported projects/programmes. Finally, where MOPAN country teams have expressed views, they generally consider the quality and use of UNFPA TA as positive.

2.18 A great majority of the MOPAN country teams appreciate UNFPA's advocacy role on issues relevant to its mandate.

2.19 A majority of MOPAN country teams perceive UNFPA to provide effective support to national development strategies and to align its priorities well. In terms of aligning its business practice, country reports illustrate a shift in aid modality approach away from project execution to participation in government-led programme-based approaches. No country team indicates instances of direct budget support. No consistent pattern

emerges from the limited findings in the country reports on the delegation of decision-taking authority to UNFPA country offices.

2.20 Almost all MOPAN country teams agree that UNFPA shares and/or seeks information in one way or another, but at the same time note some shortcomings.

2.21 A great majority of MOPAN country teams value the quality of the UNFPA contribution to local donor working groups, especially in the gender and health areas. Perceptions of efforts to coordinate with other international development agencies at the programme/project level are also largely positive. Perceptions of local senior management contribution to coordination are mixed, but overall on the positive side.

2.22 Regarding harmonization with other international donors, the views expressed by MOPAN country teams vary. Overall, country teams with sufficient knowledge to judge perceive UNFPA to make a considerable contribution to harmonization within the UN system at country level.

UNFPA partnership behaviour: comparison between 2008 and 2005

2.23 Most striking about the 2008 MOPAN Survey of UNFPA is its perceived higher performance in alignment coupled with improvements in inter-agency coordination and harmonization. Perceptions of UNFPA partnership behaviour in the areas of policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

Key: Comparison between perceived performance in 2008 and 2005

 higher performance
  slightly higher performance
  similar performance
  slightly lower performance
  lower performance

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
<i>(1) Partnership behaviour towards national stakeholders</i>			
a. Policy dialogue	"Overall, UNFPA is perceived to have a comparative advantage in the area of national policy dialogue. According to the country reports, UNFPA is generally perceived to have a comparative advantage in fostering the participation of NGOs on issues relating to government policy and its own work. The picture appears less clear as far as the private sector is concerned."	"Overall, MOPAN country team perceptions of UNFPA contribution to policy dialogue with the government are positive. Allowing for limited data due to a lack of information, UNFPA appears to involve civil society - and largely NGOs - in government and UNFPA corporate policy dialogue. In comparison, however, bilateral interaction with government stakeholders generally seems stronger."	 Similar to 2005, MOPAN country teams appreciate the UNFPA role in national policy dialogue and acknowledge the involvement of NGOs in policy dialogue. UNFPA engagement with private sector actors continues to be limited.
b. Capacity development	"The country teams perceive that UNFPA's performance	"Overall, insufficient information affects	 As in 2005, UNFPA capacity

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
	<p>in terms of capacity development is mixed and that it varies from country to country. Generally speaking, UNFPA is perceived to focus more on public institutions and to a lesser extent on national NGOs; it works little with the private sector. References to UNFPA's use of international expertise are few and very varied. By and large, UNFPA is considered to make good or best use of national expertise when providing TA and support. "</p>	<p>perceptions of UNFPA capacity development. Based on the findings in the country reports, UNFPA does not seem to be a particularly strong partner in capacity development of public institutions. In comparison, it seems to be slightly more effective at the central than at the local level. UNFPA's capacity development of NGOs and the private sector generally seems to be weaker than that of public institutions. Furthermore, the country reports do not provide a consistent picture as regards government ownership of UNFPA supported projects/programmes. Finally, where MOPAN country teams have expressed views, they generally consider UNFPA's TA as positive."</p>	<p>development does not appear to be a strength. Views on the quality and use of TA continue to be favourable.</p>
c. Advocacy	<p>"Overall, the country reports perceive UNFPA as having a comparative advantage in advocacy. The MOPAN country teams almost unanimously recognize UNFPA to be a strong and lively advocate on specific issues relevant to its mandate."</p>	<p>"A great majority of the MOPAN country teams appreciate UNFPA's advocacy role on issues relevant to its mandate."</p>	<p> Both the 2005 and 2008 Surveys show UNFPA as a strong advocate on issues relevant to its mandate.</p>
d. Alignment with national poverty reduction strategies, policies and procedures	<p>"There are mixed views regarding UNFPA's alignment with national strategies, policies and procedures. There is also a view that UNFPA is still focused on its own projects and appears to be predominantly using its own procedures for reporting, accounting and procurement. In terms of decentralization of decision-taking power to the country level, UNFPA country offices are perceived to be</p>	<p>"A majority of MOPAN country teams perceive UNFPA to provide effective support to national development strategies and to align its priorities well. In terms of aligning its business practice, country reports illustrate a shift in aid modality approach away from project execution to participation in government-led programme-based approaches. No country team indicates instances of direct budget support. No consistent pattern</p>	<p> The much more favourable assessment in 2008 seems to signal a significant positive change in terms of UNFPA support to partner countries' national development strategies, as well as alignment of UNFPA priorities and business practices.</p>

I. Areas of observation	II. MOPAN Survey 2005 ¹	III. MOPAN Survey 2008 ¹	IV. Comparison between 2008 and 2005
	rather dependent on their headquarters."	emerges from the limited findings in the country reports on the delegation of decision-taking authority to UNFPA country offices."	
<i>(2) Partnership behaviour towards other international development agencies</i>			
a. Information sharing	"The country reports reflect mixed views on information sharing with other development agencies, and there would seem to be room for improvement."	"Almost all MOPAN country teams agree that UNFPA shares and/or seeks information in one way or another, but at the same time note some shortcomings."	 <p>As in 2005, there seems to be room for UNFPA to improve its information sharing with other international development partners.</p>
b. Inter-agency coordination	"UNFPA is perceived to be an active and regular participant in local donor coordination groups, but less good at operational coordination."	"A great majority of MOPAN country teams value the quality of UNFPA's contribution to local donor working groups, especially in the gender and health areas. Perceptions of efforts to coordinate with other international development agencies at the programme/project level are also largely positive. Perceptions of local senior management contribution to coordination are mixed, but overall on the positive side."	 <p>MOPAN country teams continue to value UNFPA involvement in local donor working groups. In comparison with 2005, coordination at the programme/project level seems to have improved.</p>
c. Harmonization	"The MOPAN country reports lack information about UNFPA's attempts to harmonize strategies and procedures with other aid agencies in their countries of operation. However, the limited information available suggests a perception of cautious progress towards harmonization. ... As regards inter-agency coordination within the UN system, perceptions of MOPAN country teams indicate a better picture at the policy level than at the operational level."	"Regarding harmonization with other international donors, the views expressed by MOPAN country teams vary. Overall, country teams with sufficient knowledge to judge perceive UNFPA to make a considerable contribution to harmonization within the UN system at country level."	 <p>As regards coordination/harmonization within the UN system, MOPAN country teams are far more appreciative than in 2005. On the other hand, UNFPA contribution to donor harmonization in general does not appear to have gained the anticipated momentum over the past 3 years.</p>

C. European Commission

Familiarity with the EC

2.24 All country teams participating in the Survey report to be fairly familiar with EC activities in their respective countries; a majority of participating MOPAN member embassies/country offices have increased their level of cooperation over the last 3 years.

Perceived strengths and weaknesses

2.25 According to the main 2008 Survey findings, MOPAN country teams in the 9 Survey countries perceive the EC to be strong in the areas of bilateral policy dialogue with the host governments, support and alignment of its own work with partner government national development strategies, and inter-agency coordination.

2.26 On the other hand, the EC appears to face some limitations when it comes to capacity development of public and private institutions and effective delegation of decision-making authority to the country level.

2008 main Survey findings

2.27 The EC is perceived generally as an active and strong player in policy dialogue with the government. Allowing for limited data due to a lack of information, EC support to civil society is perceived generally to be moderate, with a stronger emphasis on NGOs than the private sector.

2.28 The views among MOPAN country teams on EC support to capacity development of public institutions vary considerably. In comparison, the EC seems to place more emphasis on support to central than to local level public institutions. In general, no clear picture was conveyed on EC support to capacity building of NGOs and the private sector. Furthermore, the Survey shows that EC commitments to government ownership as well as the quality of the EC TA also vary among Survey countries. However, perceptions on the use of national and appropriateness of international TA tend to be favourable.

2.29 MOPAN country teams have diverse views on the strength and visibility of the EC in advocacy. However, favourable outweigh critical perceptions.

2.30 Overall, the MOPAN country teams appreciate the EC's strong support to national development strategies. Almost all country teams agree that the EC aligns its programmes with national strategies and priorities. In addition, most have the impression that the EC strives to use national systems and procedures and to the extent possible avoids using parallel implementation structures. Furthermore, MOPAN country teams find that there is quite limited room for strategic and financing decision-making at the country level.

2.31 Overall, MOPAN members appreciate the level of information sharing of the EC with other development partners.

2.32 MOPAN country teams generally perceive the EC to be strongly committed to and involved in local donor coordination. Overall, the EC is also seen as coordinating well with other international development partners at the operational level. A majority of the MOPAN country teams consider that EC senior management actively participates in coordination efforts and plays an important role in this respect.

2.33 MOPAN country teams perceive the EC to be committed to and to pursue the harmonization agenda in an active manner.

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3. FULL SURVEY FINDINGS: WORLD BANK

A. Summary

Familiarity with the World Bank

3.1 MOPAN country teams know the World Bank well. Almost all participating MOPAN member embassies and country offices have regular contacts and bilateral meetings with the Bank. Most of them also cooperate directly.

Perceived strengths and weaknesses

3.2 According to the main 2008 Survey findings, MOPAN country teams in all Survey countries perceive the World Bank to be strong in the areas of policy dialogue with the host government, support to and alignment of its own work with partner government national development strategies and contribution to local donor coordination.

3.3 On the other hand, the World Bank appears to face challenges related to the promotion/enabling of government ownership and local level capacity development (versus central level). On a related note, it also seems that the World Bank could generally better attune its technical advice (TA) to national needs, including improved use of national TA. Other areas that MOPAN country teams perceive to be weak are the use of parallel implementation structures in most Survey countries and limited decision-taking authority at the country level.

World Bank partnership behaviour: comparison between 2008 and 2005

3.4 In terms of comparing findings over time, it appears that there has been a slightly higher performance in the areas of alignment and harmonization and a notable improvement in the Bank's contribution to inter-agency coordination. MOPAN country team perceptions of World Bank performance in policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

2008 main Survey findings

3.5 MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the host government. It appears that the Bank is making efforts to support civil society participation in policy dialogue. In comparison, the private sector seems to get more support than NGOs. Regarding consultation with civil society on World Bank policies, strategies and analytical work, the views expressed are mixed.

3.6 MOPAN country teams hold the view that the World Bank contributes to developing capacities in public institutions, but limited to the central level. They have insufficient information to make informed judgements about World Bank capacity development of civil society, in particular NGOs. Furthermore, it appears that the Bank does not sufficiently promote government ownership. In general, the MOPAN country teams view TA provided by the World Bank to be of high quality, but not always appropriate for national needs. Moreover, there seems to be room for better use of national TA.

3.7 The views of the MOPAN country teams regarding the World Bank advocacy role vary considerably. It appears from the Survey that its strength depends on the particular subject in question.

3.8 According to the Survey, the World Bank actively supports partner country national development strategies, and its own country programmes and sector strategies are well aligned. The country reports show a mixed picture regarding alignment with national systems and procedures: while the World Bank appears to align in some areas (e.g. sector-wide approaches), alignment is still limited in others (e.g. parallel project implementation structures). The MOPAN country teams' perceptions point to limited decision-taking authority of the World Bank at country level.

3.9 The MOPAN country teams' perceptions of the World Bank sharing and seeking of information show a mixed picture. Some of the shortcomings raised by country teams relate to information sharing on missions or consultation of development partners on the Bank's own strategies and programmes.

3.10 According to the Survey, the World Bank appears to contribute significantly to local donor coordination. In general, MOPAN country teams also recognize the Bank's efforts to coordinate at the project/programme level; however, in practice, with some discrepancy between sectors. The country teams acknowledge the contribution of local senior management to coordination within the donor community.

3.11 Overall, MOPAN country teams perceive the World Bank to be positively contributing to local donor harmonization efforts. The Survey provides very little information regarding the World Bank contribution to harmonization within the UN system.

B. Introduction to the World Bank

World Bank background information

3.12 The World Bank was established in 1945 following the 1944 Bretton Woods Conference. It has the status of a specialized agency within the UN system and, as such, has consultative status with ECOSOC. The Bank's mission is to reduce global poverty and achieve the MDGs. It is a signatory of the Paris Declaration on Aid Effectiveness.

3.13 The World Bank's programming is governed by Sector Strategies. Country-level interventions are guided by its Country Assistance Strategies. The World Bank assists governments in preparing Poverty Reduction Strategy Papers (PRSPs).

3.14 The International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA) are the primary arms of the World Bank, with a role in providing hard loans (IBRD) and concessional loans and grants (IDA) as well as the accompanying TA to developing country governments that have unfavourable or no access to international credit markets. In 2007, IBRD had total commitments of US\$ 12.8 billion (US\$ 11.1 billion disbursements) and IDA had total commitments of US\$ 11.9 billion (US\$ 8.6 billion disbursements).

3.15 The IBRD is market-based and uses its high credit rating to pass the low interest it pays for money on to its borrowers - developing countries. IBRD lending is primarily financed by selling AAA-rated bonds in the world's financial markets. IDA is replenished every 3 years by 40 donor countries. Additional funds are regenerated through repayments of loan principal on 35- to 40-year, no-interest loans, which are then available for re-lending. Financial management, procurement and disbursement arrangements are core elements of the fiduciary framework for World Bank operations.

3.16 Together, these arrangements are intended to provide reasonable assurance that the funds provided by the Bank are used appropriately and only for the intended purposes. Reasonable assurance is achieved by the application of World Bank Financial Management (FM) policy and guidelines.

3.17 The World Bank is owned by 185 member countries whose views and interests are represented by the annual Board of Governors meeting and a Washington-based Board of Directors. Some 10'000 development professionals work at the World Bank. Of those, approximately 3,000 work in one of over 100 country offices in the developing world.

The World Bank in the Survey countries

3.18 The World Bank has country offices in all countries of this year's Survey. Based on information received from 7 MOPAN country teams (Albania, Bangladesh, Bolivia, Bosnia & Herzegovina, Cambodia, Tanzania, Vietnam), the number of staff in the World Bank country offices (including temporary consultants) ranges from 25 in Bosnia & Herzegovina to 177 in Bangladesh. On average, about 13% are international staff and 87% are national staff members.

3.19 Based on the information provided by the MOPAN country teams, it is difficult to draw a meaningful picture of the financial resources available to the World Bank at the country level. The categories and terms used by the country teams are too diverse and therefore do not allow for aggregation (e.g. "current portfolio", "net commitments", "average IDA lending", "resources delivered", "approved credits and loans", "total disbursement", "loans pledged").

3.20 However, based on the data available on the World Bank website⁴ for the Survey countries, the average lending volume⁵ over a four-year period (2004-2007) is US\$ 241 million per country per year. The smallest lending volume went to Cambodia that received on average US\$ 34 million per year. The largest recipient among the Survey countries is Vietnam with an average of US\$ 725 million per year (2004-07).

3.21 Mostly referring to the World Bank's Country Assistance Strategies (CAS), MOPAN country teams report that the Bank is engaged in a large variety of areas. Almost all country reports refer to its work to strengthen governance in one way or another, ranging from macro-economic management, public financial management, public sector reform, to decentralization and accountability/transparency and corruption. A second very prominent cluster is in the area of improving public services delivery, in particular in the health and education sector. Thirdly, the World Bank appears to support natural resources management (including water management) in a majority of the Survey countries. Last but not least, strengthening the private sector and business environment seems to be a fourth focus area, for example by improving the investment or trade climate. Less prominently, but nevertheless mentioned several times by country teams, are the following areas of World Bank engagement: social protection, agriculture, rural development, transportation/roads, energy and infrastructure.

Familiarity with the World Bank

3.22 The Survey demonstrates that overall the MOPAN country teams know the World Bank well. While 6 country teams (Albania, Bosnia & Herzegovina, Cambodia, Nepal,

⁴ www.worldbank.org > projects & operations > lending > volume.

⁵ The lending volume includes both IBRD and IDA commitments (credits and grants).

Tanzania, Vietnam) judge their own knowledge of the World Bank to be quite high (e.g. “high level of knowledge”, “good knowledge”, “most familiar”, “close contact”), the remaining teams bring “medium” knowledge to the table. The aggregated questionnaire responses confirm this finding (see Appendix 2A). Sixty (of 63) participating MOPAN member embassies and country offices completed and returned the questionnaire on the World Bank. Of these, 28 (almost half) judge their knowledge of the Bank to be “high”, 31 consider it “medium” and only 2 as “low”.⁶

3.23 Moreover, it appears from the aggregated questionnaire responses that almost all MOPAN member embassies and country offices have regular contacts with the World Bank: 55 (of 56) attend at least 3 meetings in which Bank representatives are present and 46 (of 54) have at least 1 bilateral discussion with the Bank in a typical 3-month period. Only 8 MOPAN member embassies and country offices report no bilateral meetings with the World Bank.

3.24 The most common forms of collaboration with the World Bank are: participating in the same policy dialogue with the government (50 of 54 responses) and in the same national development strategy discussions (49 of 53), cooperating within the same local coordination mechanisms (46 of 56), and participating in the same programme-based approaches (37 of 56).

3.25 Furthermore, it appears that almost half of the MOPAN member embassies and country offices (26 of 56) have increased the level of cooperation with the World Bank in the last 3 years.

C. Perceptions of World Bank partnership behaviour towards national stakeholders

a. Policy dialogue

Contribution to policy dialogue with the host government

3.26 Overall, MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the host government.

3.27 Almost all country teams express very positive opinions. Favourable perceptions are expressed by the country teams of Albania (“strong contributor”), Bangladesh (“generally strong”), Bosnia & Herzegovina (“strong”), Burkina Faso (“medium to high contribution⁷”), Cambodia (“strong lead”), Nepal (“strong contributor”), Tanzania (“real strength”) and Vietnam (“rated high”). The aggregated questionnaire responses clearly support this positive finding. Two out of 3 respondents perceive a “strong” World Bank contribution to policy dialogue.

3.28 Three of the country teams with generally positive perceptions (Burkina Faso, Nepal, and Tanzania) perceive the World Bank to be at times too dominant in policy dialogue and to push its own agenda rather than listen to national concerns.

3.29 Many different areas in which the World Bank plays a strong policy dialogue role are mentioned in the country reports. Mentioned several times are public finance management (Bangladesh, Cambodia, Tanzania, and Vietnam) and national

⁶ The difference between the total number of questionnaires (60) and the total number of responses (61) is due to the fact that in one case, more than one answer was provided.

⁷ French quotes from the Burkina Faso country report have been translated into English throughout the present report.

development strategies (Albania, Cambodia, Nepal and Tanzania). Other examples given are general budget support (Cambodia, Tanzania), anti-corruption (Bangladesh), local governance (Bangladesh), education and health (Nepal), energy sector (Albania), reconstruction (Bosnia & Herzegovina) and private sector development (Cambodia).

Box 1: Many positive examples in policy dialogue

“The World Bank is perceived as a key contributor to the formulation of NSDI [National Strategy for Development and Integration] outlining a long-term vision for national development of Albania from 2007 to 2013. In addition, the World Bank plays an active role in policy debate on the energy sector in Albania.” (CT Albania)

“Particularly its policy dialogue efforts in the area of local governance, public finance management reforms and decentralization are of high relevance.” (CT Bangladesh)

“It has taken a leading role in ... the preparation of the dialogue in CDCF [Cambodia Development Cooperation Forum].” (CT Cambodia)

“The quality of the Bank’s input and expertise were considered to be important assets in dialogue with the Government. The Bank’s influence was perceived to be particularly strong in the areas of the general budget support (GBS) and accompanying measures. The Bank has played a key role in policy dialogue around the implementation of the MKUKUTA [National Strategy for Growth and Reduction of Poverty] and sectoral strategies and has taken the lead in conducting country analytical works such as the PEFAR (Public Expenditure and Financial Accountability Review) and PER (Public Expenditure Review), which have contributed significantly to the dialogue between the Government and various stakeholders.” (CT Tanzania)

“The World Bank in Vietnam is co-chair, with the Ministry of Planning and Investment, of the Consultative Group, which is the biggest forum of policy dialogue in Vietnam.” (CT Vietnam)

3.30 The majority of the Bolivia country teams members (“only a minor contribution”), perceives the role of the World Bank in policy dialogue as limited. It seems that this could be due to a somewhat strained relationship between the World Bank and the respective host government. According to the Bolivia country team, the relationship was initially influenced by “prejudices and real policy incompatibilities”. The relationship seems also affected by a temporary lack of senior level World Bank representation.

Support to civil society participation in policy dialogue

3.31 In general, it appears from the country reports that the World Bank is making efforts to support civil society participation in policy dialogue. In comparison, the private sector seems to get more support than NGOs.

3.32 All country teams (Albania, Bosnia & Herzegovina, Bangladesh, Bolivia, Burkina Faso, Cambodia, Nepal, Tanzania and Vietnam) acknowledge at least partially the efforts of the World Bank to support civil society participation in policy dialogue. At the same time, however, they also see room for improvement, in particular with regard to the involvement of NGOs. According to the Cambodia country team, for instance, the World Bank “has played an important role in supporting civil society dialogue around the National Strategic Development Plan (NSDP) and civil society dialogue on poverty policy and poverty monitoring. In other areas some consultations with civil society have been made, but could be better”.

3.33 Four country teams (Burkina Faso, Nepal, Tanzania, and Vietnam) are of the view that the private sector receives more support for participating in national policy dialogue than NGOs. The aggregated questionnaire responses corroborate this view: A

great majority of views expressed perceive the World Bank to effectively support private sector participation in national policy dialogue.

Box 2: Support to private sector involvement in policy dialogue

“The Bank is not perceived as an institution that actively supports civil society participation in public policy dialogue... However, it shows an interest in actively involving the private sector in policy dialogue.” (CT Burkina Faso)

“The Bank has made efforts to strengthen NGO participation in national policy dialogue and key consultative processes, but according to MOPAN members could do so better... the Bank limits its policy dialogue mostly to ministries and other governmental institutions, and its participatory approach is more focused towards private sector engagement than NGOs.” (CT Tanzania)

“The Bank seems to support more the private sector in that sense organising the Business forum prior to the official CG meeting and reporting about this forum during the CG which favours a substantive dialogue between private sector and the government compared to NGOs.” (CT Vietnam)

3.34 Regarding consultation with civil society (private sector and NGOs) on World Bank policies, strategies and analytical work, the views expressed by country teams are mixed.

3.35 Four country teams (Albania, Bangladesh, Bosnia & Herzegovina, Vietnam) have favourable perceptions, while 3 others (Bolivia, Burkina Faso, Tanzania) express views that are more mixed. The aggregated questionnaire responses suggest that consultation with civil society on its own policies, strategies and analytical work is indeed not a World Bank strength: of those MOPAN member embassies and country offices that have expressed a view, a majority disagrees “somewhat” or “fully” that the World Bank consults civil society on its own policies, strategies and analytical work.

Box 3: Occasional consultations with civil society on its own policies

“Members of civil society were invited to contribute to the formulation of the World Bank’s Country Assistance Strategy for Albania. ... The World Bank consults the private sector on its analytical work which is further used in policy dialogue.” (CT Albania)

“The World Bank consults with other development partners (NGOs, private sector), mostly in the context of their various programmes of support (direct talks, consortium meetings, etc.)” (CT Bangladesh)

“At the sector level, however, it is recognized among some members that the World Bank consults with NGOs and municipalities in project design and sector missions.” (CT Bolivia)

“The Country Partnership Strategy (CPS) for Bosnia and Herzegovina (BiH) for the period 2008 – 2011 is prepared in a participatory manner; its key elements are discussed with the government and in two rounds of consultation with broad segments of civil society.” (CT Bosnia & Herzegovina)

... but not systematically

“There is a general perception within the country team that the World Bank mostly limits consultations on its own policies, strategies and analytical work to government ministries.” (CT Bolivia)

“The Bank was acknowledged to have a good consultative relationship with several key CSO representatives, and partners mentioned various positive cases where the Bank has encouraged civil society participation and consulted NGOs on important policy issues. However, there was a sense from some of the MOPAN members that these might have been rather sporadic consultations, instead of being the Bank’s systematic approach. It was questioned whether NGO

views have really been translated into the World Bank's programmes and policies." (CT Tanzania)

b. Capacity development

Capacity development of public institutions

3.36 Overall, MOPAN country teams are of the view that the World Bank contributes to developing capacities in public institutions, but limited to the central level.

3.37 Half of the country teams (Albania, Cambodia, Nepal, Tanzania, and Vietnam) share this view. The Vietnam country team, for example, puts it this way: "The Bank is judged mostly effective in supporting capacity development of public institutions at the central level, but its impact on sub national level does not appear as relevant".

3.38 The Burkina Faso country team also has an overall positive impression although without differentiating between the central or local level. At the same time, the country team notes that the partial use of its own institutional procedures for the implementation of certain projects also limits the capacity development of the national government.

3.39 The country team for Bangladesh had a more nuanced perception. For the Bangladesh country team, "the World Bank's interaction with GoB tends to focus on strict supervision of procurement, financial management, etc, rather than on capacity development".

3.40 Confirming the above findings, a majority of the aggregated questionnaire responses agrees that the World Bank "always" or "mostly" contributes effectively to capacity development of public institutions at the central level. By contrast, a majority disagrees that the World Bank is effective at the local level. At the same time, it must be noted that about a third of the MOPAN member embassies/country offices found it difficult to make an informed judgment with regard to the capacity development of public institutions at the local level.

Box 4: Capacity development of public institutions at central level

"The World Bank provided technical support to the building-up of the Integrated Planning System (IPS), a broad planning and monitoring framework which aims to ensure that the core policy and financial processes developed by the GoA function in an integrated manner. IPS is expected to strengthen the capacity of the GoA to manage its development agenda more effectively." (CT Albania)

"The Bank supports various core reform programmes which have significant capacity development components and has consistently supported the development of capacity in the Ministry of Finance." (CT Tanzania)

Capacity development of NGOs and the private sector

3.41 It appears from the Survey that country teams have insufficient information to make informed judgements about World Bank capacity development of civil society, in particular NGOs.

3.42 According to the country reports, a majority of country teams (Bolivia, Burkina Faso, Cambodia, Nepal, Tanzania, and Vietnam) do not have sufficient knowledge of capacity development of NGOs. Nevertheless, 2 country teams (Albania, Bosnia &

Herzegovina) are of the view that although the World Bank is not making efforts to develop NGO capacities, some may still benefit from implementing World Bank projects.

3.43 Supporting capacity development of the private sector appears to be slightly more important for the World Bank. The Burkina Faso (“generally effective”) and the Vietnam (“mostly effective”) country teams have positive perceptions in this regard. However, the information provided in the country reports is limited and over a third of the respondents of the questionnaire has “insufficient information” or are of the view that it is “not applicable”. Nevertheless, of those that have expressed views, a majority perceives World Bank support to capacity development of the private sector as “always” or “mostly” effective.

Government ownership

3.44 It appears from the Survey that the World Bank does not sufficiently promote government ownership of the programmes/projects it supports.

3.45 Four country teams (Albania, Bangladesh, Burkina Faso, and Nepal) express critical views. The Bangladesh country team perceives that programmes are still “more ‘owned’ by the World Bank than the Government.” In addition, the Nepal country team is of the view that the World Bank “more often supports programmes designed by itself”. The Burkina Faso country team observes, “the Bank does not sufficiently promote government ownership in the design of the projects that it supports”. In the words of the Albania country team, the World Bank “more often supports programmes and projects initiated by itself than proposals developed by the government ... because the GoA still needs guidance and support ... in addition ... the World Bank at times has a strong agenda which prevails over government’s plans”.

3.46 A further 4 country teams (Bolivia, Cambodia, Tanzania, and Vietnam) have mixed perceptions. In the eyes of the Cambodia country team, for example, the World Bank’s “success in promoting or enabling government ownership in the design and planning of the programmes/projects it supports varies from sector to sector, depending on the way individual task managers operate”. Furthermore, according to the MOPAN member embassies/country offices in Bolivia, “under the CAS the GoB has been participating fully in the identification of areas and the development of strategies. It is in the subsequent designing of the programmes and not least the execution of the programmes where the Bank has been tending to work alone not supporting the ownership of the local government.”

Box 5: Insufficient promotion of government ownership in Burkina Faso

“The MOPAN country team members generally think that the Bank does not sufficiently promote government ownership in the design of the projects it supports. The national programme “Gestion des Terroirs” (PNGT) and the “Programme d’Appui aux Filieres Agro-Sylvo-Pastorales” (PAFASP) are mentioned as examples in this regard. Even in those cases in which the Bank finances projects conceived and implemented by the government, its strong influence on local authorities screens the real level of government ownership. The “unilateral” introduction of certain criteria in the Strategic Framework for Poverty Reduction (CSLP) and in the general framework for budget support for the implementation of the PRSP (CGAB-CSLP) was also mentioned for illustrative purposes.” (CT Burkina Faso)

Technical advice (TA)

3.47 In general, the MOPAN country teams view TA provided by the World Bank to be of high quality, but not always appropriate for national needs. Moreover, there seems to be room for better use of national TA.

3.48 A majority of country teams (Albania, Bolivia, Burkina Faso, Nepal, Tanzania and Vietnam) assess the quality of World Bank TA to be high. Only 2 country teams (Bangladesh and Cambodia) assess it as varying in quality. The Cambodia country team compares different sectors: “The TA that the WB is using is of varying quality. In public financial management (PMF) and private sector there has been good use of technical advice, while it has been poor in land sector”.

3.49 At the same time, a majority of the country teams, including some of the above (Albania, Bangladesh, Bolivia, Burkina Faso, and Nepal) have some reservations with regard to the appropriateness of TA for national needs. Some representatives of the Bolivia country team, for example, comment that TA is not very visible. The Burkina Faso country team is of the view that “technical advice is at times selected to meet the needs of the institution rather than those of the administration”. Some representatives of the Nepal country team point to “the need for being better at listening to the needs of government and the need for better coordination of TA”. The Tanzania and Vietnam country teams, on the other hand, have favourable views (e.g. “appropriate for national needs”).

3.50 Finally, it appears from the Survey that there is room for better use of national TA, an issue addressed by a great majority of country teams (Albania, Bangladesh, Bolivia, Burkina Faso, Cambodia, Tanzania, and Vietnam).

Box 6: Room for better use of national TA

"Word Bank technical assistance in Bangladesh is perceived by some MOPAN members to be of varying quality and probably below average. It is perceived that consultants in some cases might be used as a result of suggestions by Government. Therefore the Bank might not always use the services of the most competent consultants. It is perceived that there might be examples where former government officials, including high profile persons, are used without the best technical skills; and are being used to capitalize on their knowledge of Government systems rather than solely based on their technical competence." (CT Bangladesh)

"...technical advice is at times selected to meet the needs of the institution rather than those of the administration. Moreover, concerning national TA, certain donors point out that when national experts accompany Bank missions or experts, they are very often relegated to the task of primary data acquisition. Their room for manoeuvre as regards strategic questions seems limited..." (CT Burkina Faso)

"The TA that the WB is using is of varying quality. In PFM [public financial management] and Private Sector there has been good use of TA, while it has been poor in land sector. Sometimes there is a tendency of having consultants that "fly in, fly out". In general there is a low use of local TA, but there has been impressive use of local TA for external audit review." (CT Cambodia)

c. Advocacy

3.51 The views of the country teams regarding the World Bank advocacy role vary considerably.

3.52 Five MOPAN country teams have a very positive perception of the World Bank advocacy role: Albania (“strongly advocates”), Cambodia (“plays a strong advocacy role”), Nepal (“strong advocacy role”), Tanzania (“more visible advocacy role than three years ago”), and Vietnam (“strong and visible advocacy role”). A further 2 country teams

have a more critical opinion: Bolivia (“low profile on advocacy”) and Burkina Faso (“provides little support for public debate”). The MOPAN country team in Bangladesh “would like the Bank to take a stronger advocacy role in the area of human rights” by assisting civil society mobilization.

3.53 When looking at it at a more detailed level, it appears from the Survey (Albania, Burkina Faso, Cambodia, Nepal, and Tanzania) that the quality of the World Bank advocacy differs depending on the subject in question. As for World Bank strengths, the Burkina Faso country team perceives the Bank to play a positive advocacy role on “business environment and public finance management”, and the Nepal country team observes a strong advocacy role on “issues related to economic development”. Furthermore, in Tanzania, the World Bank’s strengths on advocacy are perceived to be mainly on financial and economic policy issues.

3.54 The main caveat expressed by a majority of country teams (Bangladesh, Bolivia, Cambodia, Nepal, Tanzania, and Vietnam) is that at times the World Bank shies away from politically or culturally sensitive areas. For instance, although the Cambodia country team is of the view that the Bank “has addressed politically and culturally sensitive issues like corruption”, it suggests that the World Bank “could perhaps be more vocal around civil and political rights.”

3.55 On another note, 3 country teams (Bangladesh, Cambodia, and Nepal) are of the view that the World Bank does not too pro-actively assist civil society campaigns, a view that the aggregated questionnaire responses support: of those that have expressed views, a great majority “disagrees somewhat” or “fully” that the World Bank effectively engages in civil society campaigns.

3.56 Finally, some country teams (Burkina Faso, Cambodia, and Tanzania) highlight the limited or poor quality translations of advocacy documents into local languages.

Box 7: The World Bank’s advocacy role is, at times ...

... weak:

“There are different ways that the World Bank could stimulate and broaden public debate on important poverty and development issues. It is, however, generally not the perception among the members of the country team that the World Bank is playing a strong and visible advocacy role in Bolivia.” (CT Bolivia)

... variable:

“MOPAN members had positive views about the World Bank’s advocacy work on specific issues (mainly financial and economic policy issues)..... The Bank was not seen as a visible actor in public advocacy campaigns. There was also an impression that the Bank tends to keep a low profile on crosscutting issues and tends to avoid addressing politically and culturally sensitive issues. The Bank has been less active than some MOPAN members would wish e.g. on gender issues.” (CT Tanzania)

... strong and visible:

“A majority of donors agree that the Bank plays a strong and visible advocacy role mainly on poverty issues with important contribution to the database on poverty and development issues (Vietnam Development Report).” (CT Vietnam)

d. Alignment with national development strategies, systems and procedures

Support to national development strategies

3.57 According to the Survey, the World Bank actively supports partner country national development strategies in different ways.

3.58 Almost all country teams (Albania, Bangladesh, Bosnia & Herzegovina, Burkina Faso, Cambodia, Nepal, Tanzania and Vietnam) have an overall positive opinion (e.g. “active part”, “crucial role”, “actively supports”, “at the forefront”, “actively supports”). This finding is supported by the aggregated questionnaire responses: almost all respondents expressing views “fully” or “mostly” agree that the World Bank takes an active part in national development strategy discussions, supporting the implementation of development strategies and supporting performance monitoring activities.

3.59 Only the Bolivia country team has “mixed perceptions” related to the “weak/lack of participation”. By contrast, the Burkina Faso country team observes that the World Bank support to the national development strategy might even be too strong: “The disadvantage of the World Bank’s commitment is its strong influence on the strategic choices.”

3.60 The views expressed by MOPAN country teams regarding World Bank support to participatory processes with civil society (private sector and NGOs) in the context of national development strategies vary. Four country teams (Bolivia, Bosnia & Herzegovina, Cambodia, Vietnam) have a positive impression. However, other country teams (Albania, Nepal) are of the view that there is room for improvement. The aggregated questionnaire responses confirm these mixed views: just over half of the respondents that have expressed views “fully” or “mostly” agree that the World Bank supports participatory processes with civil society.

Box 8: Manifold support to national development strategies

“The World Bank team has been in close and regular discussion with the BiH authorities on their priorities. Shortly after the October 2006 elections, the Bank prepared a series of Policy Notes for the incoming Government, outlining: the Bank’s assessment of progress in reconstruction and development; remaining challenges and areas of vulnerability; and, policy recommendations covering 10 key sectors.” (CT Bosnia & Herzegovina)

“The World Bank is active in national development strategy discussions and it supports civil society consultations on NSDP [National Strategic Development Plan]. It supports civil society inclusion in poverty analysis and poverty monitoring work. WB consultants assisted in the preparation of NSDP. ... The WB is the lead agency in national development strategy discussions and has done good analytical work to stimulate the debate.” (CT Cambodia)

“This is probably the area in this year’s survey where the scores are most consistently high on most questions. ... Many examples are given of how the WB has contributed positively. Agriculture, health, education, local development and development of poverty strategies are some mentioned.” (CT Nepal)

“The Bank has provided invaluable support to the National Bureau of Statistics and Poverty monitoring in Tanzania and the donor community is reliant on the World Bank generated ‘monitoring’ information.” (Tanzania)

“The Bank takes an active part in national development strategy discussion: it led the donors support in the formulation of the Government 5 year strategy. It also supports participatory process with the civil society. The Bank organized consultative workshop – with the support of bilateral donors and INGOs – all around the country. It supports the implementation of the strategy through its various programmes and has developed with UNDP, ADB and DFID a Monitoring and Evaluation framework to monitor the poverty reduction strategy.” (CT Vietnam)

Alignment with national development policies

3.61 Overall, it appears that the World Bank has well aligned its country programmes and sector strategies with the national development strategies in the Survey countries.

3.62 This view is expressed by almost all country teams (e.g. “mostly aligned”, “closely attuned”, “well aligned”, “significant efforts”). It is also confirmed by the aggregated questionnaire responses: almost all respondents “fully” or “mostly” agree that World Bank country and sector strategies are aligned with national strategies and that its activities address national priorities.

3.63 Qualifying its more general positive statement, the Bolivia country team adds that “the Bolivian National Development Plan is formulated in very overall terms and without concrete policies and plans. It is therefore relatively ‘easy’ to align to the poverty reduction intention of the plan.”

Box 9: Mostly aligned country programmes and strategies

“The World Bank’s interim strategy (2 years) is generally aligned to the National Development Plan. The examples given, support that the World Bank addresses relevant sector policies, aligning to sectors such as rural development, public health, PDCR and education.” (CT Bolivia)

“Scores on alignment are also consistently high, with a general perception that the WB is well aligned with national priorities. Education for All and alignment to the PRSP are given as positive examples.” (CT Nepal)

“... the World Bank has been careful in aligning its programmes, sector strategies and activities with national strategies and priorities. The Bank uses the JAST (Joint Assistance Strategy for Tanzania) as its Country Assistance Strategy for Tanzania. Also at sectoral level the Bank’s programmes were seen as consistent with the national sector priorities.” (CT Tanzania)

“... the CAS of the World Bank in Vietnam its aligned with the national development strategy (like all the strategies of all the donors in Vietnam). The sector strategies are also aligned with the national sectoral strategies” (CT Vietnam)

Alignment with national systems and procedures

3.64 The country reports show a mixed picture regarding alignment with national systems and procedures. While the World Bank appears to align in some areas, in others alignment is still limited.

3.65 Almost all country reports point towards efforts to align business practices (e.g. “tries to align its business practices”, “important steps”, “tries to avoid parallel project implementation structures”, “committed to aligning its modalities and procedures”). Only the Bolivia country team observes hardly any progress: “the World Bank is not using the different instruments available to align its business practices with the national systems and procedures in Bolivia”.

3.66 Most country teams note at least one or two positive examples in aligning with national systems. In particular, progress is perceived in:

- Participation in government-led programme based approaches such as sector-wide approaches and basket/pooled funding (Albania, Bangladesh, Burkina Faso, Cambodia, Tanzania, Vietnam);
- The provision of direct budget support (Bangladesh, Bosnia & Herzegovina, Burkina Faso, Cambodia, Tanzania, Vietnam); and
- The use of public financial management systems (Bangladesh, Tanzania).

3.67 By contrast, many country teams highlight also shortcomings:

- The World Bank still has parallel project implementation structures (Bangladesh, Bolivia, Burkina Faso, Cambodia, Nepal, Tanzania);
- It continues to pursue its own institutional procedures (Bolivia, Bosnia & Herzegovina, Burkina Faso, Tanzania); and
- It uses its own procurement systems (Bolivia, Cambodia, Tanzania, and Vietnam).

3.68 As a constraining factor, the Cambodia country team points to the World Bank business cycle, which does not always allow full alignment with national plans. Moreover, it suggests that the use of an international procurement agent for the World Bank portfolio (upon request from the Government) prevents the use of country procurement systems. The Bangladesh country team points to the lack of delegation of executive powers to the local World Bank office (see next chapter) which is seen as hampering flexibility and the ability to adjust.

3.69 Two country teams (Bolivia, Cambodia) argue that the feasibility of budget support depends on the recipient country. The Bolivia country team is of the view that “the current situation in Bolivia is not appropriate for giving budget support”. The Cambodia country team notes that “in Cambodia it has not until recently been seen as appropriate to provide large scale resource transfers through traditional general direct budget support.”

Box 10: Progress ...

“Since 2005 the implementation of the World Bank’s projects is mainstreamed within existing government structures. According to the 2008 survey monitoring the implementation of the Paris Declaration, the World Bank no longer has PIUs. In addition, the World Bank has recently adopted changes in its operational policy making it easier for projects to rely on national procedures, especially in the area of financial management. ... The World Bank, however, uses national procurement more than any other donor. In 2007 the World Bank disbursed US\$20.9 million of ODA for the government sector through the national procurement system.” (CT Albania)

... and difficulties

“The organization regularly faces difficulties in aligning its business practices with national systems and procedures; for example, its support for the “Programme d’appui au développement sanitaire” and the “Programme national d’approvisionnement en eau potable et assainissement”. (CT Burkina Faso)

Delegation of decision-taking authority to the country level

3.70 The country teams’ perceptions point to limited decision-taking authority of the World Bank at country level.

3.71 Four country teams clearly point in this direction: Albania (“only some decisions”), Bangladesh (“lack of delegation”), Bolivia (“unable to take decisions that permit fluid cooperation with other donors”), and Burkina Faso (“not often able to take decisions without referring to its headquarters”). Additionally, 3 country teams (Cambodia, Nepal, and Vietnam) have an ambivalent view (e.g. “mixed perception”, “occasionally”). Only the perception of the Tanzania country team is rather positive (“fairly decentralized”).

Box 11: Limited decision-taking authority at country level

"All five countries [MOPAN member embassy and country office representatives] with sufficient information to answer this question, agree that the World Bank country office is unable to take decisions without referring back to its headquarters. The World Bank's "no objection procedures" with the headquarters in Washington is a good example of this. On the other hand, the fact that the World Bank has not had a Resident Representative in Bolivia for one year is assumed to have had an additional negative influence on its decision making process." (CT Bolivia)

"That many decisions have to be cleared from Washington creates delays, and the absence of decision-making powers also hampers flexibility and the ability to adjust (key to advance complementarity among donors)." (CT Bangladesh)

D. Perceptions of World Bank partnership behaviour towards other international development agencies

a. Information sharing

3.72 The MOPAN country teams' perceptions of the World Bank sharing and seeking of information show a mixed picture.

3.73 Four MOPAN country teams express rather positive opinions: Albania ("sufficiently shares information ... and consults others"), Bosnia & Herzegovina (always available for providing information"), Tanzania ("relatively good"/"fair"), and Vietnam ("active in sharing and seeking information"). Three country teams have a mixed perception: Burkina Faso ("moderate appreciation"), Cambodia ("good formal consultation around CAS, CAS review, major flagship analytical products, but less systematic and proactive consultation around the project portfolio"), and Nepal ("mixed picture"). Two country teams have a rather negative perception: Bangladesh ("could show more openness") and Bolivia ("need ... to improve its performance").

3.74 Country teams raise a number of weaknesses:

- Information sharing on missions (Albania, Bolivia, Burkina Faso, Tanzania)
- Consultation of development partners on its own strategies, country programmes and analytical work (Bolivia, Burkina Faso, Tanzania)
- Taking into account the views of other donors (Bangladesh, Bolivia, Burkina Faso, Vietnam)
- Donors working with the World Bank on projects and programmes receive more information in those areas than other development partners who are not directly cooperating with the World Bank (Bangladesh, Bolivia, Burkina Faso)
- Seeking of information about other agency activities (Bolivia, Vietnam)
- Responsiveness to donor requests for information (Albania, Bolivia)

3.75 As possible reasons for hampered information sharing, the Bolivia country team suggests that (a) the design of the CAS limits consultations to governments, and (b) the centralization in Washington requires the Resident Representative to travel frequently, which limits the availability for consultation and information sharing on the ground.

Box12: The World Bank's information sharing – a mixed basket

"Whereas there is much proactive information sharing within the context of the Joint Strategy between the participating partners (World Bank, ADB, UK DFID, Japan), there is less openness towards other development partners (sharing of policies/strategies etc)." (CT Bangladesh)

"Some development partners think that the WB mainly shares information when leading joint processes or when they need buy-in from others. The fact that there often seems to be last

minute planning around programme design can make it difficult for others to effectively engage.” (CT Cambodia)

“The lack of transparency in its support to the peace process is given as one example, the lack of consultation on its 2007 Interim Strategy Note as another. While the WB is not perceived as being very pro-active in information sharing and donor coordination, it is perceived as positive that visiting missions usually consult others and that the WB participates in most donor coordination activities in Nepal.” (CT Nepal)

“The Bank was respected for producing a lot of useful reports and high quality analytical studies, and making them widely accessible. On the other hand the Bank was seen as being selective in the types of information it shares with other development partners.” (CT Tanzania)

b. Inter-agency coordination

Contribution to local donor coordination

3.76 According to the Survey, the World Bank appears to contribute significantly to local donor coordination.

3.77 Almost all country teams have a very positive perception: Albania (“strong contribution”), Bangladesh (“co-chairs ... leads”), Bosnia & Herzegovina (“very active”), Burkina Faso (“significant contribution”), Cambodia (“leading role”), Nepal (“consistently high scores”), Tanzania (“key role”), Vietnam (“to contribute actively”). The remaining country team (Bolivia) has a less favourable perception (“not contributing sufficiently”).

3.78 According to the Survey, the World Bank contributes to donor coordination in different ways. Particularly important appears to be the Bank’s leading role in specific donor working groups mentioned by 6 country teams (Albania, Bangladesh, Burkina Faso, Cambodia, Tanzania and Vietnam). The Albania and Burkina Faso country teams mention support provided to coordination secretariats; the Bosnia & Herzegovina and the Cambodia country teams mention contribution to donor coordination meetings.

3.79 In spite of this overall positive perception, MOPAN country teams raise a couple of issues. The Albania country team suggests that the World Bank could reflect more on “recommendations of other development agencies”. Similarly, the Burkina Faso country team observes that the World Bank gives the impression of participating in meetings only to make its own point rather than to negotiate with others. The country teams from Bolivia and Burkina Faso would welcome a more regular participation in donor meetings.

Box 13: Significant contributions to donor coordination

“It is one of four agencies that compose the steering committee of the Donor Technical Secretariat; and it is a lead agency for several sectoral working groups.” (CT Albania)

“The WB co-facilitates three major technical working groups (PFM, poverty and planning, private sector development) and plays a key role in supporting the organization of GDCC meetings and the CDCF. The WB has also organized the monthly informal donor lunches.” (CT Cambodia)

“Generally the World Bank has demonstrated strong leadership in donor coordination activities, and their staff is usually selected to lead these groups due to their expertise. The World Bank staff are clearly some of the intellectual leaders amongst their development partner peers. This is notable in Public Expenditure Review working group, Public Financial Management working group, Public Service Reform Program and DPG Health Group.” (CT Tanzania)

Coordination at the programme/project level

3.80 In general, MOPAN country teams recognize World Bank efforts to coordinate at the project/programme level, however, in practice, with some discrepancy between sectors.

3.81 While almost all country teams acknowledge - at least partially - the efforts of the Bank to coordinate at the project/programme level, 5 country teams also highlight a discrepancy between different sectors: Bangladesh (“plays an active role in some sectors”), Bolivia (“some sector specific cases”), Cambodia (“it varies”), Nepal (“certain variation from sector to sector”), Vietnam (“not systematic”). The Burkina Faso and Tanzania country teams see room for improvement.

3.82 Three country teams (Bangladesh, Burkina Faso, Cambodia) perceive the World Bank as in principle open to improve coordination but “according to its own rules” (Bangladesh). It appears to be difficult to engage due to “internal legal obligations” (Burkina Faso) and “tight time frames and lack of flexibility” (Cambodia). The Cambodia country team suggests that “... there is a need for WB to be more responsive and rules to be more flexible at sector level”.

Box 14: Coordination at the project/programme level varies from sector to sector

“In some sectors, the World Bank plays an active role in the donor consortium and attempts to coordinate donor efforts, whereas in others, the World Bank is seen as going it alone with little interest or incentives to coordinate efforts.” (CT Bangladesh)

“In the Public Health Programme, the Bank does not have an active role in strengthening donor coordination and the Ministry’s ownership and leadership of the programme. Another example given is that the World Bank does not participate in the regular meetings with the Ministry of Education and participates only partially in the annual reviews. It finances parallel activities, which are not coordinated”. (CT Bolivia)

“The Bank makes efforts to coordinate its projects and programmes with those of other donors. This is the case for basic education, where the Bank has played a key role during the past years to promote a programme-based approach and better coordination between donors and the government. The same applies to the health sector, where the willingness to dialogue with development partners was underlined. ... Nevertheless, the donors think that the Bank’s efforts to coordinate could be even better: for example, the design of programmes/projects could be subject to more in-depth consultations, in particular with other donors.” (CT Burkina Faso)

“Regarding coordination at operational level, MOPAN members shared the view that in general the Bank has sought to coordinate its programmes with other agencies to avoid duplication of efforts. The Bank supports a number of co-financed sector and reform programmes. Local government support was identified as an area where the Bank, according to MOPAN Members, could coordinate its support better with other development partners.” (CT Tanzania)

Contribution of local senior management to coordination

3.83 Overall, the country teams acknowledge the contribution of World Bank local senior management to coordination within the donor community.

3.84 Four country teams (Albania, Cambodia, Tanzania, and Vietnam) have an overall positive perception of local senior management contributing to coordination (e.g. “appreciated”, “exceptional role”, “high”). Three country teams (Bangladesh, Burkina Faso, and Nepal) express more balanced views (e.g. “average but satisfactory”, “some contribution”).

3.85 Only the Bolivia country team perceives the Bank’s contribution as “minor” but adds as a reason “the lack of a local resident representative in La Paz during the last

year". The lack of a resident representative (during the last 9 months) is also mentioned by the Burkina Faso country team as a factor hampering coordination.

3.86 When talking about donor coordination, 4 country teams (Bangladesh, Cambodia, Nepal, and Tanzania) also refer in one way or another to the importance of the senior managements' personalities.

Box 15: Personalities matter when it comes to senior management contribution to coordination

"The World Bank's present country director in Bangladesh signifies a change in personality towards a more soft spoken and conciliatory approach. He is perceived to have brought healthy interaction and collegiality back to the LCG [Local Consultative Group], especially diffusing tensions that had developed between 'big' and 'small' donors. However, the World Bank's senior management could be more transparent in its coordination and monitoring activities." (CT Bangladesh) *"The outgoing country manager has played an exceptional role in promoting donor coordination and made a strong contribution to high level policy dialogue." (CT Cambodia)*

c. Harmonization

Contribution to local donor harmonization efforts

3.87 Overall, MOPAN country teams perceive the World Bank to be positively contributing to local donor harmonization efforts.

3.88 The MOPAN country teams with overall positive perceptions are Albania ("actively contributes"), Cambodia ("strong commitment"), Tanzania ("actively engaged") and Vietnam ("relatively strong"). Furthermore, 2 country teams (Bangladesh, Nepal) acknowledge at least partially the World Bank contribution to harmonization. Although the Bangladesh country team commends the World Bank for developing a "Strategic Framework", it would nevertheless "welcome a greater involvement from the World Bank in harmonization and alignment issues in Bangladesh".

3.89 It appears from the Survey that the World Bank contributes to donor coordination in many ways, in particular through joint analytical work (Albania, Bangladesh, Cambodia, Tanzania, Vietnam), through the contribution to local harmonization action plans (Albania, Cambodia, Tanzania, Vietnam), and through joint programming (Albania, Tanzania, Vietnam).

3.90 The aggregated questionnaire responses confirm the overall positive finding. In particular, a great majority of respondents "fully" or "mostly" agree that the Bank participates in joint programming and contributes to joint country analytical work and local harmonization action plans.

3.91 Two country teams (Bolivia, Burkina Faso) express overall critical views with regard to the World Bank contribution to donor harmonization ("not contributing significantly", "could be more significant"). Although the Burkina Faso country team mentions several examples of lack of harmonization in the area of agriculture, decentralisation and post-primary education, it has the impression that the World Bank is increasingly receptive to the idea.

3.92 The overall positive picture is qualified in different ways. Two country teams (Bangladesh, Vietnam) raise the concern that World Bank harmonization efforts focus on big partners and neglect the smaller bilateral partners. Two other country teams (Bolivia,

Cambodia) refer to the centralized nature of the World Bank, which at times appears to hamper harmonization efforts at the country level.

3.93 With regard to World Bank participation in joint field missions, it appears from the Survey that there is room for improvement. While in Albania apparently more than 90% of the missions were coordinated, in 4 other countries (Bolivia, Cambodia, Tanzania, and Vietnam) harmonization in this regard is perceived to be limited. According to the Paris Declaration Survey 2008 data, only 14% of the missions were coordinated in Tanzania, and the Cambodia country team is of the view that while the Bank often invites others to take part in their missions, it does not take part in other partners' missions.

Box 16: Positive contribution to harmonization, especially with other big donors

"The donor scene in Bangladesh is dominated by the big four donors, the World Bank, ADB, DFID and Japan, who are contributing 80% of ODA to Bangladesh through their joint CAS. The World Bank together with its three close partners has made progress in avoiding duplication, conducting joint analyses and reducing transaction costs. A weakness is that focus is very much placed on coordination/harmonization/alignment within this select group, rather than on increasing the effectiveness of the total aid flows/the wider donor community." (CT Bangladesh)

"It is recognized that the Bank actively contributes to the local harmonization action plans, the Bank is part of various fora on aid effectiveness in Vietnam: the Partnership group on aid effectiveness but mainly the 6 Banks group, which consists of the main development banks in Vietnam and represents more than 80% of total ODA in Vietnam. The 6 Banks group works actively on harmonizing the procedures of the development banks in Vietnam to solve the disbursements problems.... It is mentioned that if the Bank is highly involved in some groups and it seems that it neglects smaller bilateral donor partner." (CT Vietnam)

Harmonization within the UN system

3.94 The Survey provides very little information regarding the World Bank contribution to harmonization within the UN system.

3.95 Only the Nepal country team makes a qualified statement by saying that "the perception of its [the Bank's] ability to contribute within the RC system is seen as weaker". Three country teams (Bolivia, Burkina Faso, and Tanzania) explicitly note that they lack knowledge to make informed judgements. The remaining 5 country teams do not address this question in their country reports.

3.96 The aggregated questionnaire responses indicate, however, that the World Bank is contributing to harmonization within the UN system, if not necessarily strongly. Of those MOPAN member embassies and country offices that have expressed a view (about one-third did not), more than half perceive the World Bank as making at least "some" contribution to harmonization within the Resident Coordinator system.

E. World Bank partnership behaviour: comparison between 2008 and 2005

3.97 In terms of comparing findings over time, it appears that there has been a slightly higher performance in the areas of alignment and harmonization and a notable improvement in the Bank's contribution to inter-agency coordination. MOPAN country team perceptions of World Bank performance in policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

Key: Comparison between perceived performance in 2008 and 2005



I. Areas of observation	II. MOPAN Survey 2005 ⁸	III. MOPAN Survey 2008 ⁹	IV. Comparison between 2008 and 2005
(1) Partnership behaviour towards <i>national stakeholders</i>			
a. Policy dialogue	<p>"The World Bank is seen as a major player in policy dialogue especially at the central government level. ... It does actively support participatory approaches and consults widely on the development of its country and sector strategies."</p>	<p>"MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the host government. It appears that the Bank is making efforts to support civil society participation in policy dialogue. In comparison, the private sector seems to get more support than NGOs. Regarding consultation with civil society on World Bank policies, strategies and analytical work, the views expressed are mixed."</p>	<p></p> <p>As in 2005, MOPAN country teams perceive the World Bank as a major contributor to policy dialogue with the central government. While efforts to support civil society participation in policy dialogue are again acknowledged, consultations with civil society on its own policies and strategies appears to have slightly weakened over the past 3 years.</p>
b. Capacity development	<p>"Most of the country reports note room for improvement in the World Bank's performance in supporting capacity development, particularly with NGOs, the private sector and local government. ... The quality of the Bank's international technical advice is generally considered to be good; some country teams however note that it does not always fit local needs."</p>	<p>"Overall, MOPAN country teams are of the view that the World Bank contributes to developing capacities in public institutions, but limited to the central level. They have insufficient information to make informed judgements about World Bank capacity development of civil society, in particular NGOs. Furthermore, it appears that the Bank does not sufficiently promote government ownership. In general, the MOPAN country teams view technical advice (TA) provided by the World Bank to be of high quality, but not always appropriate for national needs. Moreover, there seems to be</p>	<p></p> <p>As in 2005, it appears that the World Bank is mainly developing capacities in public institutions at central level, but not at local level or of civil society actors. While the quality of TA appears to have slightly improved (from "good" to "high quality"), it is still not always appropriate for national needs.</p>

⁸ The findings in column II are quoted from the MOPAN Survey 2005 Synthesis Report.

⁹ The findings in column III are quoted from the "Summary of findings" of the MOPAN Survey 2008 Synthesis Report.

I. Areas of observation	II. MOPAN Survey 2005 ⁸	III. MOPAN Survey 2008 ⁹	IV. Comparison between 2008 and 2005
		room for better use of national TA."	
c. Advocacy	"The World Bank is perceived as a strong advocate on economic policy issues. Country teams do not see the World Bank as an important actor in wider advocacy campaigns."	"The views of the MOPAN country teams regarding the World Bank advocacy role vary considerably. It appears from the Survey that its strength depends on the particular subject in question."	 <p>According to the two Surveys, no major shift in the World Bank advocacy role can be detected. It remains limited to selected issues.</p>
d. Alignment with national poverty reduction strategies, policies and procedures	"The MOPAN country teams perceive the World Bank as playing a strong role in supporting national PRSs, as becoming more responsive to government proposals and as beginning to align its country and sector strategies to national priorities. ... However, the World Bank is still perceived by country teams as pursuing its own institutional goals and procedures, especially when it comes to developing new operations. ... The World Bank is reported to be overly centralized, with many decisions still having to be referred to regional offices or Washington headquarters."	"According to the Survey, the World Bank actively supports partner country national development strategies, and its own country programmes and sector strategies are well aligned. The country reports show a mixed picture regarding alignment with national systems and procedures. While the World Bank appears to align in some areas (e.g. sector-wide approaches) in others alignment is still limited (e.g. parallel project implementation structures). The MOPAN country teams' perceptions point to limited decision-taking authority of the World Bank at country level."	 <p>The World Bank support to national development strategies remains strong. However, while in 2005 the World Bank was only beginning to align its priorities, they appear to be well aligned in 2008. Moreover, it appears that there is also some progress in terms of aligning business procedures (although it remains a challenge). Decision-taking authority at country level still appears to be limited.</p>
(2) Partnership behaviour towards <i>other international development agencies</i>			
a. Information sharing	"In information sharing the World Bank's behaviour is considered to be generally positive, although selective, e.g. it is seen as forthcoming on general information, but is less good at sharing critical reports."	"The MOPAN country teams' perceptions of the World Bank sharing and seeking of information show a mixed picture. Some of the shortcomings raised by country teams relate to information sharing on missions or consultation of development partners on the Bank's own strategies and programmes."	 <p>There is no noticeable improvement between the 2005 and 2008 performances.</p>
b. Inter-agency coordination	"The country reports indicate mixed perceptions of the	"According to the Survey, the World Bank appears to	

I. Areas of observation	II. MOPAN Survey 2005 ⁸	III. MOPAN Survey 2008 ⁹	IV. Comparison between 2008 and 2005
	World Bank's performance in the area of inter-agency coordination, although the positive views tend to outweigh the critical ones."	contribute significantly to local donor coordination. In general, MOPAN country teams also recognize the Bank's efforts to coordinate at the project/ programme level, however, in practice, with some discrepancy between sectors. The country teams acknowledge the contribution of local senior management to coordination within the donor community."	Comparing the 2005 and 2008 perceptions suggests a significant improvement in the World Bank contribution to local donor coordination.
c. Harmonization	"The World Bank is perceived to actively support harmonization efforts at country level, but has not yet made significant headway in terms of implementation. It is seen as supporting the idea of harmonization in order to avoid overlapping with other donors' programmes and to improve the efficiency of public investment. ... Its cooperation with UNDP and other UN agencies, while having somewhat improved, is reported as limited."	"Overall, MOPAN country teams perceive the World Bank to be positively contributing to local donor harmonization efforts. The Survey provides very little information regarding the World Bank contribution to harmonization within the UN system."	 <p>The World Bank contribution to donor harmonization seems to have gained momentum over the past 3 years. However, the World Bank contribution to coordination/harmonization within the UN still appears limited.</p>

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4. FULL SURVEY FINDINGS: UNFPA

A. Summary

Familiarity with UNFPA

4.1 Similar to 2005, the overall familiarity of MOPAN country teams with UNFPA is low to medium. Contacts largely take place in the context of meetings and discussions with host governments and other development partners.

Perceived strengths and weaknesses

4.2 According to the main 2008 Survey findings, MOPAN country teams in the 9 Survey countries perceive UNFPA to be comparatively strong in advocacy, supporting and aligning its own work with partner government national development strategies, inter-agency coordination and harmonization within the UN system. In the last 3 areas, MOPAN country teams have registered an improvement since 2005.

4.3 There is generally limited information about capacity development, but compared with other behaviour aspects assessed, there would seem to be some weaknesses and performance does not appear to have improved since 2005. There also seems to be some room for improvement in the area of pro-active information sharing.

4.4 As for UNFPA partnership behaviour in the 3 DaO pilot countries covered by the Survey, the MOPAN country teams' perceptions are consistently positive in the areas of alignment, inter-agency coordination and harmonization within the UN system. On the other hand, due to changing circumstances, UNFPA's own advocacy profile has apparently decreased in Albania and Tanzania, although, in the latter case, positive perceptions still prevail.

UNFPA partnership behaviour: comparison between 2008 and 2005

4.5 Most striking about the 2008 MOPAN Survey of UNFPA is its perceived higher performance in alignment coupled with improvements in inter-agency coordination and harmonization. Perceptions of UNFPA partnership behaviour in the areas of policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

2008 main Survey findings

4.6 Overall, MOPAN country team perceptions of UNFPA contribution to policy dialogue with the government are positive. Allowing for limited data due to a lack of information, UNFPA appears to involve civil society - and largely NGOs - in government and UNFPA corporate policy dialogue. In comparison, however, bilateral interaction with government stakeholders generally seems stronger.

4.7 Insufficient information affects perceptions of UNFPA capacity development. Based on the findings in the country reports, UNFPA does not seem to be a particularly strong partner in capacity development of public institutions. In comparison, it seems to be slightly more effective at the central than at the local level. UNFPA capacity development of NGOs and the private sector generally seems to be weaker than that of public institutions. Furthermore, the country reports do not provide a consistent picture as regards government ownership of UNFPA supported projects/programmes. Finally,

where MOPAN country teams have expressed views, they generally consider the quality and use of UNFPA TA as positive.

4.8 A great majority of the MOPAN country teams appreciate UNFPA's advocacy role on issues relevant to its mandate.

4.9 A majority of MOPAN country teams perceive UNFPA to provide effective support to national development strategies and to align its priorities well. In terms of aligning its business practice, country reports illustrate a shift in aid modality approach away from project execution to participation in government-led programme-based approaches. No country team indicates instances of direct budget support. No consistent pattern emerges from the limited findings in the country reports on the delegation of decision-taking authority to UNFPA country offices.

4.10 Almost all MOPAN country teams agree that UNFPA shares and/or seeks information in one way or another, but at the same time note some shortcomings.

4.11 A great majority of MOPAN country teams value the quality of the UNFPA contribution to local donor working groups, especially in the gender and health areas. Perceptions of efforts to coordinate with other international development agencies at the programme/project level are also largely positive. Perceptions of local senior management contribution to coordination are mixed, but overall on the positive side.

4.12 Regarding harmonization with other international donors, the views expressed by MOPAN country teams vary. Overall, country teams with sufficient knowledge to judge perceive UNFPA to make a considerable contribution to harmonization within the UN system at country level.

B. Introduction to UNFPA

UNFPA background information

4.13 Established in 1969, UNFPA is the lead agency for advancing the Programme of Action of the ICPD (International Conference on Population and Development) and the ICPD+5. UNFPA is a founding member of the UNDG, created to oversee the reform programme of the UN Secretary-General. It is a signatory of the Paris Declaration of Aid Effectiveness.

4.14 MDGs 1 (poverty reduction), 2 (universal primary education), 3 (gender equality and empowerment of women), 4 (reduction of child mortality), 5 (improvement of maternal health) and 6 (HIV/AIDS, malaria and other diseases) are of particular relevance to the Fund's activities. With the MDGs as its point of departure, UNFPA provides assistance to developing countries at their request to address reproductive health and population issues and raise awareness of these issues. The Strategic Plan 2008-2011 sets out three focus areas: population and development, reproductive health and rights, and gender equality.

4.15 The three crosscutting areas addressed by the three focus areas of the Strategic Plan are (i) mainstreaming young people's concerns; (ii) emergencies and humanitarian assistance; and (iii) special attention to marginalized and excluded populations. Support for national capacity development is at the core of the UNFPA Strategic Plan. Strategies for capacity development are: (i) building and using a knowledge base; (ii) supporting advocacy and policy dialogue; (iii) building and strengthening partnerships; and (iv) developing systems for improved performance.

4.16 UNFPA regular (core) resources amounted to US\$ 389.3 million in 2006, an increase of 6.4% compared with 2005. Its overall resources (core and non-core) totalled about US\$ 605.5 million in the same year (compared with US\$ 565 for 2005). Its headquarters are in New York. The UNDP/UNFPA Executive Board includes 36 country delegations from around the world, nominated by the different regional groups.

UNFPA in the Survey countries

4.17 UNFPA has a country office in the capitals of each of the 9 Survey countries. Moreover, it has local offices in Cochabamba and Sucre in Bolivia, a local office in Nepal for the UNFPA/Government of Nepal Population and Reproductive Health Integrated Community Based Programme (PARHI CGP), 2 regional offices in the two underserved and low-performing districts Sylhet and Cox's Bazar in Bangladesh, and a sub-office in Zanzibar.

4.18 UNFPA generally employs more national staff than international staff at country level. Staff sizes vary considerably between the Survey countries¹⁰: while the Albania, Bolivia and Bosnia & Herzegovina country offices have 10 staff members or less, the Bangladesh, Burkina Faso, Cambodia and Tanzania country offices have approximately 20 or more. More concrete, on the one hand, the Bosnia & Herzegovina country office is the smallest with 5 staff members. On the other, the UNFPA country office in Nepal is the largest with a total of 86 staff members.

4.19 As a rule, either a UNFPA Representative or the UNDP Resident Representative and UNFPA Country Director manages UNFPA country offices.

Box 17: UNFPA country representation

"UNFPA in Bosnia and Herzegovina was established in April 2000 after the Executive Board approval of a National Programme Officer post for BiH. The UNFPA Office is located in Sarajevo in the UN House. The Office is managed by the UNDP Resident Representative/UNFPA Representative." (CT Bosnia & Herzegovina)

"UNFPA opened its Country Office in 1994 at the request of the government following national elections in 1993." (CT Cambodia)

"UNFPA has supported the Government of Nepal since 1971." (CT Nepal)

"UNFPA started its activities in Vietnam in 1978 with its first Country Programme, and a Country Representative is managing the small office." (CT Vietnam)

4.20 According to the information in the country reports¹¹, ongoing UNFPA country programmes in the Survey countries differ in size and range between a total of US\$ 4 million for a 5-year period in Albania to US\$ 40.5 million in Bangladesh. In all these countries, the regular (core) resource contribution is higher than the assistance to be financed through other (non-core) resources.

4.21 UNFPA country programmes address key priorities in reproductive health, population and development and gender. When describing the country programmes, MOPAN country teams refer to international (e.g. MDGs and other international development goals), corporate (UNFPA MYFF) and country level (CCA/UNDAF, PRSP)

¹⁰ There is no detailed information available for Nepal or Vietnam.

¹¹ The four-year (2005-2008) UNFPA Country Programme Action Plan (CPAP) for Bosnia & Herzegovina envisages a total of USD 1.6 million subject to the availability of funds.

goals and objectives, which the country programmes should help achieve. The Bolivia and Cambodia country teams also mention UNFPA's contribution to human rights.

Box 18: UNFPA programme priorities

"The 7th country programme of assistance (2006-2010) is built on the experiences of the earlier country programmes and reflects the 1994 ICPD agenda and the recommendations in the Beijing Platform for Action adopted at the 1995 Fourth World Conference on Women, the priorities of the UN's Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF), the UNFPA multi-year funding framework (MYFF, 2004-2007), and the recommendations of the midterm evaluation and thematic reviews. The programme has also taken into account the MDGs and PRSP targets." (CT Bangladesh)

"UNFPA is particularly focusing on the goals and objectives of the International Conference on Population and Development (ICPD) and its five-year review (ICPD+5) while clearly following the principles of human rights. The core strategy is aligned with the global UNFPA goal of 'increased access to comprehensive reproductive health services through improved information/education and services systems' and 'demand for reproductive health is strengthened at the community and household level, through a change in cultural and social norms'." (CT Bosnia & Herzegovina)

"The programme contributes to UNFPA's goals and to the Millennium Development Goals by improving reproductive health, strengthening poverty monitoring systems, and promoting gender equality and women's empowerment. ... UNFPA has done a good job in supporting national efforts to address high maternal mortality rates, gender equality, HIV/AIDS and demographic changes." (CT Tanzania)

Familiarity with UNFPA

4.22 Similar to 2005, the overall familiarity of MOPAN country teams with UNFPA in the 9 Survey countries is low to medium. Contacts with UNFPA largely take place in the context of meetings and discussions with host governments and other development partners.

4.23 All country reports include a chapter on UNFPA partnership behaviour. In almost all Survey countries, 4 or more (up to 7) MOPAN member embassies and country offices completed a questionnaire for UNFPA. Only the Cambodia country report relies on the perceptions of just 2 participating embassies/country offices.

4.24 In terms of the MOPAN country teams' level of knowledge of UNFPA, 2 an average low knowledge of UNFPA (Albania and Vietnam), 4 a low to medium knowledge (Bosnia & Herzegovina, Burkina Faso, Nepal and Tanzania), and 3 have a medium level of knowledge (Bangladesh, Bolivia and Cambodia). No country team has a high level of knowledge.

4.25 The aggregated questionnaire responses (see Appendix 2B) confirm that, overall, familiarity of MOPAN country teams with UNFPA in the 9 Survey countries can be considered low to medium. Forty-eight (of 63) participating MOPAN member embassies and country offices completed and returned the questionnaire on UNFPA. Of these, 20 judge their knowledge of the organization to be "low", 24 considered it "medium", and only 2 (in Albania and Tanzania) as "high".

4.26 The country reports show that cooperation between UNFPA and MOPAN member embassies/country offices is on the increase in 3 countries: in Bangladesh, "MOPAN members felt that [collaboration] was changing for the better, particularly with the new Country Representative in place, and UNFPA's lead role as the Chair of the health consortium". In Burkina Faso, "the level of cooperation between the MOPAN

country team members and UNFPA has increased...". According to the Tanzania country report, "more than half of the responding participants had increased their collaboration with UNFPA over the last 3 years". No country team reports overall decreasing cooperation.

4.27 According to the aggregated questionnaire responses, the most common ways in which MOPAN member embassies/country offices cooperate with UNFPA are participating in the same policy dialogue (35 of 46 responses) and national development strategy discussions (32 of 45), as well as cooperating in the same local coordination mechanisms (27 of 45). During a typical 3-month period, just under half of the embassies/country offices have 1-2 bilateral discussions with UNFPA.

C. Perceptions of UNFPA partnership behaviour towards national stakeholders

a. Policy dialogue

Contribution to policy dialogue with the host government

4.28 Overall, MOPAN country team perceptions of UNFPA contribution to policy dialogue with the government are positive.

4.29 A majority of the country teams perceive UNFPA as an important contributor to national policy dialogue: Albania ("strong contributor"), Bangladesh ("strong contribution"), Burkina Faso ("satisfactory"), Cambodia ("fundamental role") and Tanzania ("good quality advice in its core competence areas"). Except for one (Bosnia & Herzegovina), all remaining country teams consider UNFPA to make a moderate contribution: Bolivia ("not perceived to contribute significantly"), and Nepal ("some contribution to policy dialogue"). The Vietnam country team acknowledges the UNFPA contribution "in some specific areas". The Bosnia & Herzegovina country team perceives the UNFPA contribution as limited "owing to the capacity and focus of the organization".

4.30 Areas for policy dialogue mentioned in the country reports are health in general (Albania, Bangladesh, Burkina Faso, Cambodia, Nepal, Tanzania) and, in the case of Tanzania, sexual and reproductive health as well as maternal and child health in particular. Furthermore, MOPAN country teams refer to policy dialogue with the host governments within areas such as gender (Burkina Faso, Cambodia, Nepal, Tanzania, and Vietnam), population and development (Bangladesh, Cambodia, and Nepal), HIV/AIDS (Tanzania, Vietnam) and nutrition (Bangladesh).

4.31 Avenues for policy dialogue mentioned in the country reports are: during PRSP formulation/review (Bangladesh, Burkina Faso), in the context of sector programmes (Bangladesh, Burkina Faso, Tanzania), involvement in donor-government working groups (Cambodia), as manager of basket/pooled funds (Burkina Faso), and participating in the One UN reform process (Vietnam).

4.32 In 3 Survey countries, the MOPAN country teams welcome UNFPA's leading role in policy dialogue as "Chair of the Health, Nutrition and Population (HNP) Consortium" (Bangladesh), as "manager of a common fund set up by a group of donors in support of gender" (Burkina Faso) and as "incoming lead for the Development Partners' Group (DPG) on Gender Equality" (Tanzania).

4.33 The aggregated questionnaire responses confirm the overall positive perception: a majority of those MOPAN member embassies/country offices expressing a view perceive UNFPA to make “some” or a “strong” contribution to policy dialogue.

Box 19: Important contributions to policy dialogue in some countries

“UNFPA has a close working relationship with the Ministry of Health and Family Welfare (MoHFW) and also the Planning Ministry. For example, UNFPA was very much involved in the policy dialogue with GoB [Government of Bangladesh] during the PRSP formulation, and was instrumental in getting an extra target for MDG 5 put in the PRSP by GoB, namely Universal Access to Reproductive Health for All. Also, UNFPA is currently demonstrating strong leadership as the Chair of the Health, Nutrition and Population (HNP) Consortium, by conducting policy dialogue with GoB in a respectful manner and promoting GoB ownership of the health sector programme.” (CT Bangladesh)

“UNFPA contributes satisfactorily to policy dialogue with the host government, in particular in the field of health, as participant in certain sector frameworks, in reviews of the Strategic Framework for Poverty Reduction (CSLP), etc. UNFPA also manages a common fund set up by a group of donors in support of gender in Burkina.” (CT Burkina Faso)

“[UNFPA] is also promoting development issues with special emphasis on gender equality and health status at key strategic levels, particularly through the Technical Working Group on Planning and Poverty Reduction and the working group on decentralization and deconcentration. UNFPA is a key and well-informed partner in the health sector. It has been one of the most supportive and constructive partners in terms of promoting the aid effectiveness agenda and the shift towards greater use of government systems.” (CT Cambodia)

“As in the previous Survey, MOPAN members perceived UNFPA to be a ‘strong’ or ‘relatively strong’ actor in national policy dialogue in its areas of expertise, namely sexual and reproductive health, HIV/AIDS and gender. UNFPA is an active dialogue partner for the Government of Tanzania (GoT) through its engagement in the health sector basket and development partner technical sub-committees on maternal and child health and gender equality ... MOPAN members recognized that in the past years UNFPA has become more active in gender policy dialogue. UNFPA has been endorsed as the incoming lead for the Development Partners’ Group on Gender Equality, starting June 2008.” (CT Tanzania)

Support to civil society participation in policy dialogue

4.34 Allowing for limited data due to a lack of information, UNFPA appears to involve civil society - and largely NGOs - in government and UNFPA corporate policy dialogue. In comparison, however, bilateral interaction with government stakeholders generally seems stronger.

4.35 Six country teams (Albania, Bangladesh, Burkina Faso, Nepal, Tanzania and Vietnam) have assessed UNFPA support to civil society (NGO and private sector) participation in national policy dialogue. With the exception of Bangladesh (“little, if any, evidence”), their perceptions, which predominantly refer to NGO participation, are on the positive side (e.g. “supporting NGO participation”, “relatively good”, “mostly agreed”, “effective”).

4.36 In addition, the findings of 4 country teams give the impression that UNFPA also consults with civil society regarding its own policies, strategies and analytical work: Albania (“somewhat consulting”), Bangladesh (“does involve”), Tanzania (“on the positive side”) and Vietnam (“not limiting ... to government ministries”).

Box 20: Examples of civil society involvement in national policy dialogue...

“For example, UNFPA and NGO sector collaborated in the preparation of national strategies for youth and for gender equality ... Working with private sector is limited to increasing the quality of health services and provision of contraceptives. Representatives of these industries are involved in policy dialogue by UNFPA via working groups, meetings with the government, and participation in UNFPA projects.” (CT Albania)

“The majority of the respondents do not have sufficient knowledge to judge UNFPA support to civil society in its fields of intervention. Regarding gender issues, however, UNFPA is perceived as an organization that encourages the involvement of civil society. This is reinforced by its role as manager of the common fund on gender set up by donors.” (CT Burkina Faso)

b. Capacity development

Capacity development of public institutions

4.37 Insufficient information affects perceptions of UNFPA capacity development of central and local level public institutions. Overall, based on the findings in the country reports, UNFPA does not seem to be a particularly strong partner in capacity development of public institutions. In comparison, it seems to be slightly more effective at the central than at the local level.

4.38 Only 3 MOPAN country teams consider UNFPA to be “mostly effective” at the central level (Cambodia, Nepal, Tanzania). While Bangladesh considers the organisation “effective” at both levels, Albania and Bosnia & Herzegovina perceive it to be “mostly effective” at the local level.

4.39 Of the remaining country teams, Vietnam paints a mixed picture, while the Burkina Faso country team perceives the UNFPA performance to be limited, and Bolivia has a “general lack of knowledge”. No country report provides any possible explanations for perceived weaknesses.

Box 21: Capacity development examples – at central and/or local level

“UNFPA is involved in capacity development in reproductive health and rights issues, gender and population issues, and development issues, at both the ministry level and local levels.” (CT Bangladesh)

“UNFPA has contributed by training health professionals, psychologists, social workers and teachers on youth friendly approaches in sexual and reproductive health including HIV/AIDS. UNFPA has also assisted in establishing referrals in 4 locations between youth friendly SRH information centres, medical services, VCCT centres, social work centres, schools, parents and youth.” (CT Bosnia & Herzegovina)

“UNFPA provides both financial and technical support for building the capacity of the Cambodian government. Although UNFPA does not seem to support major institutional development programmes it contributes to capacity development of government officials in various key ministries (Interior, Planning and Women’s Affairs) through training on right-based approaches, gender equality and equity, HIV/AIDS prevention and reproductive health. ... The way that the UNFPA country team engages with government contributes in itself to capacity development. For example, UNFPA works very closely with the Ministry of Planning and provides them with significant technical support in the form of coaching and process facilitation particularly in support of the planning and reporting processes. This is perceived as a meaningful and constructive way of strengthening the capacity of the Ministry of Planning. UNFPA has strong national staff.” (CT Cambodia)

“UNFPA has supported capacity building of the Ministries responsible for gender issues, including the Ministry for Community Development, Gender & Children (MCDGC) in the Tanzanian

Mainland in developing a strategic plan to implement its role in gender mainstreaming, analysis and planning.” (CT Tanzania)

Capacity development of NGOs and the private sector

4.40 Insufficient knowledge about UNFPA capacity development of NGOs and the private sector appears to be even more prevalent. To the extent that country teams have been able to assess UNFPA performance, it generally seems to be weaker than capacity development of public institutions.

4.41 Five country teams (Albania, Bangladesh, Bosnia & Herzegovina, Burkina Faso, and Tanzania) report some experience with UNFPA capacity development of NGOs and/or the private sector. Of these, 3 country teams (Bangladesh, Bosnia & Herzegovina, Tanzania) provide reasonably positive feedback on UNFPA capacity development of NGOs; 2 country teams (Albania, Bangladesh) on capacity development of the private sector. Burkina Faso (“limited”) is overall more critical.

Box 22: Relatively positive feedback on UNFPA capacity development of NGOs and/or the private sector against the background of a generally weak level of information

“Capacity development of the private sector falls within the mandate of UNFPA. However, UNFPA has little experience in this area. The private sector capacity development is mostly performed through programmes with the government and NGOs aiming at increasing the quality of service provision on reproductive health.” (CT Albania)

“UNFPA provides training to NGOs and private sector (garment workers) on reproductive health and rights, and gender issues, as well as awareness building in HIV/AIDS.” (CT Bangladesh)

“Generally UNFPA was seen as focusing more on public institutions and to a lesser extent on national NGOs in capacity building, and it was perceived to be working little with the private sector. Assessments of UNFPA’s capacity development of NGOs were few, indicating ‘mostly effective’ or ‘not very effective’ performance. MOPAN members were aware that UNFPA has supported capacity building of REPOA (Research on Poverty Alleviation) and TGNP (Tanzania Gender Networking Programme) in gender issues. Positive note had been taken of NGO capacity building interventions on result orientation. It was perceived that the frequent change of TAs [Technical Assistants] might have made it difficult for the NGOs to absorb the technical inputs.” (CT Tanzania)

Government ownership

4.42 The country reports do not provide a consistent picture as regards government ownership of UNFPA supported projects/programmes.

4.43 While 4 MOPAN country teams consider UNFPA to generally support government proposals (Burkina Faso, Cambodia, Tanzania, Vietnam), 4 others perceive the organization to more often support projects/programmes designed by itself (Albania, Bangladesh, Bosnia & Herzegovina, Nepal).

4.44 The Albania country team suggests that reliance on UNFPA’s own programmes/projects is “due to insufficient capacity of public institutions”. According to the Bangladesh country report, UNFPA usually designs its own projects, but subsequently negotiates them with the host government. Bolivia shows a mixed picture.

Technical advice (TA)

4.45 A number of MOPAN member embassies/country offices have insufficient information about UNFPA TA in the Survey countries. Nevertheless, where MOPAN country teams have expressed views, they generally consider the quality and use of UNFPA TA as positive.

4.46 Of a total of 5 country teams expressing views on the quality of UNFPA TA, 2 (Burkina Faso, Tanzania) are generally positive (“generally of high quality”, “a majority ... appreciated the quality”) and a further 2 (Nepal, Vietnam) qualify their positive perceptions (“the quality of TA is generally good ... tendency to vary a bit”, “as to the gender portfolio the quality seems to be good”). The Bangladesh country team finds that TA “might not always be of a high quality”, but improving.

Box 23: Generally good quality TA in Burkina Faso...

“For example, the advice relating to the supply of resources, material and equipments for reproductive health are well appreciated.” (CT Burkina Faso)

... and improving in Bangladesh

“A few MOPAN members felt that in a couple of cases over the last few years UNFPA has used retired civil servants to provide national TA and that they did not have the right kind of skills and/or competences to do the work effectively. However, over the last year, UNFPA has not used any retired civil servants for TA.” (CT Bangladesh)

4.47 Further, 4 country teams (Albania, Bangladesh, Burkina Faso, Tanzania) perceive UNFPA to make good use of national TA (e.g. “reasonably good use”, “often uses national technical advice in an appropriate way”, “strong reliance on national expertise and its competent national staff”).

4.48 Moreover, the same country teams also perceive UNFPA international TA to be generally appropriate for national needs: Albania and Bangladesh (“appropriate”), Burkina Faso (“corresponds to national needs”) and Tanzania (“in most cases appropriate”). In addition, however, some members of the Nepal country team question the appropriateness for national needs.

c. Advocacy

4.49 A great majority of the MOPAN country teams appreciate the UNFPA advocacy role on issues relevant to its mandate.

4.50 A great majority of MOPAN country teams express positive views: perceptions range from “strong” in Bosnia & Herzegovina and Nepal respectively as well as “key advocacy role” in Cambodia, to “generally positive” (Bolivia), “fairly strong” (Tanzania) and “average” (Burkina Faso). The Vietnam country team perceives UNFPA to be visible and strong in specific areas such as HIV/AIDS and gender equity. The Bangladesh country team ends its rather critical assessment on a positive note: “On the plus side, MOPAN members felt the tide was turning towards the positive with the new Country Representative”.

Box 24: Good examples of UNFPA advocacy work on selected issues

“UNFPA has a strong advocacy role on specific issues within its mandate focused on sexual and reproductive health, including HIV/AIDS and gender, especially targeted at local communities and civil society.” (CT Bosnia & Herzegovina)

“UNFPA plays a key advocacy role on issues such as reproductive health, population census, gender mainstreaming and women’s rights. On reproductive health, UNFPA is somewhat limited

in how they can address abortion.” (CT Cambodia)

“Most agree that UNFPA plays a strong advocacy role and that it addresses culturally sensitive issues. ... Advocacy on issues like uterine prolapses, reproductive health, HIV/AIDS and SRC 1325 are given as positive examples.” (CT Nepal)

4.51 Only the Albania country team is generally critical: it considers the public profile of UNFPA to be “rather invisible”, and suggests that “over the past years UNFPA has lost some of its advocacy edge, which could be due to the new One UN approach to public communication”.

4.52 The country teams in the DaO countries Albania and Tanzania have compared UNFPA’s general performance with the findings of the Annual MOPAN Survey 2005. In both cases, it appears that the UNFPA profile in public debate on important poverty and development issues, due to changing circumstances, has since decreased, although, in the latter case, positive perceptions still prevail.

4.53 More specifically, MOPAN country teams in 4 Survey countries (Burkina Faso, Cambodia, Nepal, and Tanzania) explicitly note that UNFPA speaks out on politically and/or culturally sensitive issues. MOPAN members in Bangladesh on the other hand “would welcome an even stronger push from UNFPA on issues that are politically sensitive, e.g. in regards to safe motherhood and women’s human rights”. Furthermore, the Cambodia country team perceives UNFPA to be “somehow limited in how they address abortion”. According to the aggregated questionnaire responses, a majority of the views expressed “fully” or “mostly” agree that UNFPA addresses politically and/or culturally sensitive issues.

4.54 Finally, 3 country teams (Burkina Faso, Cambodia, and Vietnam) confirm the availability of UNFPA advocacy documents in local language(s) and/or popularized forms. The other 2 country teams responding to this question (Nepal, Tanzania) have insufficient information to judge.

Box 25: UNFPA addresses politically and/or culturally sensitive issues in some countries...

“It approaches culturally sensitive topics such as gender equality, reproductive health, violence against women.” (CT Burkina Faso)

“...The country team seems to also have strong national staff in relatively senior positions and empowered to lead on policy dialogue including on more sensitive issues.” (CT Cambodia)

UNFPA was acknowledged and appreciated for addressing politically and culturally sensitive issues, such as fistula, adolescent sexual and reproductive health, female genital mutilation and gender based violation.” (CT Tanzania)

... but not in all

“For example, UNFPA is the lead donor agency in the area of safe motherhood, but UNFPA does not sufficiently address all aspects that are of importance to this area. In Bangladesh, 14% of maternal death is caused by unsafe abortion, and so it is felt that UNFPA could play a much stronger role in promoting safe menstrual regulation. Also, given its mandate to ensure women’s human rights in Bangladesh, UNFPA is still not perceived to be a sufficiently visible advocate in the area of sexual and reproductive health and rights (SRHR). UNFPA should play an even stronger advocacy role in family planning areas, such as introducing emergency contraceptive pills.” (CT Bangladesh)

d. Alignment with national development strategies, systems and procedures

Support to national development strategies

4.55 A majority of MOPAN country teams perceive UNFPA to provide effective support to national development strategies, mainly by way of playing an active role in strategy discussions, providing implementation support and monitoring performance.

4.56 Six MOPAN country teams, including those in the 3 Delivering as One United Nations (DaO) pilot countries, consider UNFPA as taking an active part in national strategy discussions: Albania (“taking active part”), Bangladesh (“has a seat”), Burkina Faso (“supports”), Cambodia (“key role”), Tanzania (“taken an active part”) and Vietnam (“supports actively”). The same country teams also confirm UNFPA support to strategy implementation.

4.57 Largely the same country teams (Albania, Bangladesh, Bosnia & Herzegovina, Cambodia, Tanzania, Vietnam) agree that UNFPA actively helps to monitor national development strategies. Only 3 country teams (Albania, Bosnia & Herzegovina, Vietnam) explicitly refer to UNFPA support to participatory processes with civil society, albeit positively.

4.58 This overall positive finding is confirmed by the aggregated questionnaire responses: overall, taking a certain number of non-responses into account, a great majority of views expressed “fully” or “mostly” agree that these are ways in which UNFPA supports partner countries’ national development strategies.

Box 26: Effective support to national development strategies

“... There is evidence that UNFPA supports performance monitoring activities, as UNFPA is partly involved with the Planning Ministry in monitoring activities relating to reproductive health.” (CT Bangladesh)

“UNFPA supports the national strategy on the fight against poverty although it allows relatively little space for population questions. However, it was observed that UNFPA’s approach is fairly scattered and punctual; which does not help the government to define and pursue priorities. In addition to its important work on reproductive health, UNFPA is also known for its engagement in gender issues, where it takes part in the debates, for example in placing a resource person at the disposal of the concerned ministry to support it in the development of the national gender policy...” (CT Burkina Faso)

“UNFPA has played a key role in supporting the development of population and development strategies through regular participation in policy dialogue within technical working groups and provision of technical assistance and financial support. UNFPA also contributes to the strengthening of performance monitoring activities, for example through its support to the Ministry of Planning strategic plan. ...” (CT Cambodia)

“UNFPA has taken an active part in national development strategy discussions, e.g. in PRS dialogue, joint donor groups and particularly in the Health SWAp. UNFPA played an active role in the development of MKUKUTA [National Strategy for Growth and Reduction of Poverty], with the result that maternal and child health issues are well represented. ...” (CT Tanzania)

Alignment with national development strategies

4.59 Overall, MOPAN country teams perceive UNFPA to align its priorities well with national development strategies.

4.60 A majority of the MOPAN country teams (Albania, Bangladesh, Nepal, Tanzania and Vietnam), including those in the 3 DAO pilot countries, perceive UNFPA work to be

largely aligned with the national development strategies of their respective host countries (e.g. “aligned”, “scores ... are consistently high”, “by and large thematically well aligned”). A further 2 country teams expressing a view are somewhat positive (Bolivia, Burkina Faso).

4.61 More specifically, 4 country teams refer to alignment of UNFPA work in the context of UN joint programming, i.e. through DAO in Albania, Tanzania and Vietnam, as well as via the UNDAF in Nepal.

4.62 According to the aggregated questionnaire responses, almost all views expressed “mostly” or “fully” agree that UNFPA aligns its work with partner countries’ national development strategies.

Box 27: Alignment with national development strategies

“UNFPA Country Programme is aligned with the National Strategy on Social and Economic Development and regional MDG plans. In addition, as a participating agency of the One UN initiative in Albania, UNFPA takes into account Albania’s development priorities as expressed in NSDI [National Strategy for Development and Integration] and the National Plan for the Implementation of the European Partnership.” (CT Albania)

“... its Country Programme is aligned with the PRSP, and its core business areas and activities address a number of national priorities, such as family planning, adolescent health, research on demand side financing, emergency obstetric care, etc.” (CT Bangladesh)

“... scores on alignment with national strategies are consistently high, with a general perception that UNFPA is well aligned with national priorities. It was noted by some that this is assisted by the UN country assistance framework (UNDAF) being aligned with national plans and priorities.” (CT Nepal)

Alignment with national systems and procedures

4.63 Overall, the country reports illustrate that UNFPA is undergoing a shift in its aid modality approach away from project execution to participation in government-led programme-based approaches. No country team indicates instances of direct budget support.

4.64 The Albania, Bangladesh, Burkina Faso, Cambodia, Tanzania and Vietnam country reports provide positive examples of business practice alignment in terms of UNFPA participation in government-led programme-based approaches. Areas of intervention mentioned in the country reports are health, nutrition, population, gender and HIV/AIDS. According to the aggregated questionnaire responses, a majority of views expressed “mostly” or “fully” agree that, where relevant, UNFPA participates in government-led programme-based approaches and basket/pooled funding arrangements.

4.65 In this context, while UNFPA in Albania and Vietnam appear to avoid parallel project implementation, the MOPAN country teams in Bangladesh and Cambodia note that despite participating in programme-based approaches, UNFPA continues to fund parallel project implementation. Having said so, the Bangladesh country team observes, however, that “these are parallel initiatives built into the HNPSP [Health, Nutrition and Population Sector Programme]”. The Cambodia country team explains that UNFPA “due to donor conditionalities” can only pool its core resources, and that “earmarking at the local level, requiring cumbersome management processes for overall relatively small amounts of resources, undermines somehow UNFPA’s overall commitment to reduce transaction costs”.

4.66 References to other dimensions of business practice alignment are fewer and do not give a coherent impression, as also confirmed by the aggregated questionnaire responses. No country team indicates instances of direct budget support.

4.67 While the Nepal country team has mixed views, Bolivia is the only country team generally not perceiving UNFPA to align its business practices with national systems and procedures.

Box 28: Illustrations of UNFPA business practice alignment

“..., UNFPA is supporting the GoB-led health SWAp, HNPSP [Health, Nutrition and Population Sector Programme], as a pool funder.” (CT Bangladesh)

“In the health sector, UNFPA has signed the “Protocole de Financement Commun du Plan d’actions de développement sanitaire” for implementing the “Programme national de développement sanitaire”, thus expressing its willingness to align its business practices where relevant and the conditions allow.” (CT Burkina Faso)

“UNFPA is among the few development partners actively supporting the shift to programme-based approaches in the health sector and for the assistance to the Ministry of Planning. ... UNFPA is also committed to pool funding in the future although they will have to continue to fund separate bilateral projects due to donor conditionalities. The need to keep two delivery modalities in the health sector and fund earmarking at the local level requiring cumbersome management processes for overall relatively small amounts of resources undermine somehow UNFPA’s overall commitment to reduce transaction costs.” (CT Cambodia)

“UNFPA has responded to the changing aid environment by moving from individual project funding to approaches that support national processes and outcomes. UNFPA ... has contributed to the health sector basket fund since 2004, and was the first UN organization in Tanzania to do so. This has required UNFPA to adapt its rules, regulations and procedures accordingly.” (CT Tanzania)

Delegation of decision-taking authority to the country level

4.68 No consistent pattern emerges from the limited findings in the country reports on the delegation of decision-taking authority to UNFPA country offices.

4.69 On the one hand, 2 MOPAN country teams (Burkina Faso, Cambodia) perceive a significant degree of delegation (“would take most of the decisions”, “seems to benefit from extended room for manoeuvre in the health sector”).

4.70 On the other hand, 3 country teams are more critical. These include Nepal (“unable to take decisions”) and Vietnam (“has to report back to its headquarters on mainly all the decisions of importance”). Similarly, the Bangladesh country team members “feel that UNFPA has given the impression from time to time of poor coordination between headquarters and the field office, especially on financial management issues that deal with multi-bilateral funded projects”. However, at the same time the country team considers the UNFPA country office to be “striving to improve its coordination with HQs”. The country teams in Bolivia and Tanzania lack the necessary information to judge.

D. Perceptions of UNFPA partnership behaviour towards other international development agencies

a. Information sharing

4.71 Almost all MOPAN country teams agree that UNFPA shares and/or seeks information in one way or another, but at the same time note some shortcomings.

4.72 All country reports indicate a number of ways in which UNFPA exchanges information with MOPAN member embassies and country offices. However, despite the overall fairly positive thrust, a number of country teams have also identified weaknesses:

- Inadequate and out-of-date website (Albania, Tanzania);
- Communication limited to development agencies working on health and gender (Albania);
- Tendency to share documents with host government only (Bangladesh);
- Information sharing primarily on a bilateral basis as not represented in central organ for donor coordination (Bolivia);
- Lack of capacity for sharing information on a regular basis (Bosnia & Herzegovina);
- Room for improving consultation with other development partners (Tanzania);
- Does not seek information about other agencies' activities (Vietnam)

4.73 According to the aggregated questionnaire responses, UNFPA is best when it comes to responding to requests for information, followed by consulting other development partners on its own strategies, country programmes and analytical work. On the other hand, a majority of the expressed views disagree that UNFPA shares information about its visiting missions.

Box 29: UNFPA information sharing efforts

"... when asked, UNFPA will readily share information ... UNFPA does proactively share information about missions and certain kind of findings, such as the recent evaluation undertaken by the international consulting firm, HERA. (CT Bangladesh)

"UNFPA is open to sharing information. It generally consults those donors who intervene in its sphere of cooperation with Burkina during the elaboration of its strategies. It responds to information requests and it seeks information from the others in order to support its own actions. UNFPA actively seeks to be informed on joint approaches in order that it might adhere to them." (CT Burkina Faso)

"There is an example where UNFPA's contribution to information sharing has been particularly valuable: the dissemination of in-depth analysis of the 2005 Cambodia Demographic and Health Survey. ... UNFPA has also been commended for being very open and transparent about the feedback from headquarters colleagues on issues relation to the design of the new joint health sector programme." (CT Cambodia)

b. Inter-agency coordination

Contribution to local donor coordination

4.74 Almost all MOPAN country teams value the quality of the UNFPA contribution to local donor working groups, especially in the gender and health areas: Albania ("always take an active part ... input is always of high quality"), Bangladesh ("strong participation"), Bosnia & Herzegovina ("active and regular participant"), Burkina Faso ("contributes"), Cambodia ("strong contribution"), Nepal ("area of consistently high scores"), Tanzania ("active and regular participant") and Vietnam ("strong or some contribution"). This very favourable view is corroborated by the

aggregated questionnaire results: a great majority of views expressed consider UNFPA to make “some” or a “strong” contribution to local donor coordination activities.

4.75 The Bolivia country report claims that UNFPA “limits its involvement in donor coordination groups to the gender sector primarily”.

Box 30: Strong contribution to local donor working groups

“[A] representative of UNFPA in Albania always takes an active part in the donor coordination meetings on health, gender and minorities.” (CT Albania)

“As the current Chair of the health consortium, UNFPA is active in its lead role of this donor working group, contributing to enhancing coordination between donor partners/agencies. UNFPA is also active in the LCG [Local Consultative Group] plenary sessions, which is the main forum for consultations/discussions between donors and GoB.” (CT Bangladesh)

“The organisation contributes to local donor coordination. It actively participates in the framework for gender dialogue and the various joint planning and programming processes in the field of health.” (CT Burkina Faso)

“UNFPA is an active member of three technical working groups: health, planning and poverty reduction, and decentralization and deconcentration. In the health sector, UNFPA is very active in several sub groups and has advocated successfully for the creation of the sub-group on abortion and contraception security to ensure consistent support among major development partners.” (CT Cambodia)

Coordination at the programme/project level

4.76 Perceptions of efforts to coordinate with other international development agencies at the programme/project level are also largely positive: Albania (“seeks to improve coordination”), Bangladesh (“striving to improve coordination”), Burkina Faso (“makes efforts to improve”), Cambodia (“seeks to improve its coordination”), Tanzania (“has coordinated”) and Vietnam (“participates in the efforts of coordination”). This positive finding is confirmed by the aggregated questionnaire results: a majority of the expressed views agree that UNFPA seeks to improve its coordination with other international development agencies at the project/programme level.

4.77 Again, Bolivia is the exception and to some extent Nepal, where “coordination at the programme/project levels gets a much more mixed assessment”.

Box 31: Positive coordination at the project/programme level

“MOPAN members perceive that UNFPA is striving to improve its coordination with other donors at the project/programme level. This can be seen particularly in the health sector, where UNFPA is collaborating with other UN agencies on the maternal and neonatal health project.” (CT Bangladesh)

“UNFPA makes efforts to improve coordination of its programmes with those of the government and other donors, in particular in the areas of gender and health.” (CT Burkina Faso)

“UNFPA participates in the efforts of coordination. One UN reform illustrates the UNFPA’s ambition and support for greater coordination. On HIV/AIDS programme, UNFPA is cooperative and interested in close coordination with other donors.” (CT Vietnam)

Contribution of local senior management to coordination

4.78 Perceptions of local senior management contribution to coordination are mixed, but overall on the positive side.

4.79 Five MOPAN country teams have an overall positive impression. While the country teams in Albania, Bangladesh, Cambodia and Tanzania consider the contribution of UNFPA local senior management to coordination to be strong (e.g. “strong contribution”, “key role”, “positive impression”), the Burkina Faso country team perceives it to be relatively strong (“contributes relatively well”).

4.80 The 2 other country teams providing views on this particular question are more critical. According to the Nepal country report, “a majority of the members feel that UNFPA senior management only give minor contributions to coordination with the donor community”. According to the Vietnam country report, “it seems that senior management only participates actively in the coordination in the One UN reform”.

4.81 According to the aggregated questionnaire responses, a majority of views expressed perceive UNFPA local senior management providing “some” or “strong” contribution to coordination within the donor community.

Box 32: Positive local senior management contribution

“MOPAN members also believe that the present Country Representative makes a strong contribution to coordination within the donor community. He is seen as energetic, and providing some good strategic insights.” (CT Bangladesh)

“Local management contributes relatively well to coordination within the donor community: it engages in an active manner in the gender and health dialogue and seeks to involve itself within other dialogue frameworks.” (CT Burkina Faso)

“The country representative has a strong experience in Cambodia’s health sector and is playing a key role in supporting more aligned and better harmonized donor support.” (CT Cambodia)

c. Harmonization

Contribution to local donor harmonization efforts

4.82 Regarding harmonization with other international donors, the views expressed by country teams vary.

4.83 While the Bangladesh, Cambodia and Tanzania country teams have overall favourable perceptions of how UNFPA contributes to harmonization (e.g. “key role”, “actively promote”), the MOPAN country teams in Bolivia and Vietnam paint a mixed picture, and those in Burkina Faso (“remains limited”), Nepal (“relatively negative”) are more critical. According to its country report, the Bosnia & Herzegovina country team does not have sufficient information to judge.

4.84 In providing further information on its findings, the Cambodia country team notes that while UNFPA often makes constructive suggestions to reach consensus and improve harmonization at the strategic level, in practice, it sometimes faces “a critical challenge”. According to the Burkina Faso country report, “UNFPA’s contribution to donor harmonization efforts remains limited, owing to the fact that its spectrum of intervention is relatively restricted and that it disposes of very few human resources”.

Box 33: Positive contributions to local donor harmonization in 3 Survey countries

“Over the last 2 months, UNFPA has been one of the leaders in the formulation of local harmonization plans. The main sector where UNFPA participates in joint programming is health, but it is also active in the education and gender sectors. ... UNFPA has also supported the recent multi-donor Maternal Child Health Survey, and is active in joint programme missions.” (CT

Bangladesh)

"In the health sector, UNFPA is contributing to harmonization efforts among the World Bank, DFID and now AusAID by using joint management arrangements." (CT Cambodia)

"UNFPA contributed to the development of the Joint Programming Document and has made active efforts to reduce the number of parallel missions. In the health sector, UNFPA has participated in joint field trips, joint meetings and evaluations." (CT Tanzania)

Harmonization within the UN system

4.85 Overall, MOPAN country teams with sufficient knowledge to judge perceive UNFPA to make a considerable contribution to harmonization within the UN system at country level.

4.86 The MOPAN country teams in the 3 DaO pilot countries covered by the Survey (Albania, Tanzania, and Vietnam) as well as those in Bangladesh and Burkina Faso have a favourable opinion of UNFPA's contribution to harmonization within the UN system (e.g. "instrumental driving force", "important", "appreciate ... commitment", "one of the UN system organizations that seeks to advance").

4.87 Examples in the country reports include active participation in the DaO and UNDAF processes, joint programmes in gender and maternal health, coordinated missions and joint resource mobilization.

Box 34: Considerable contribution to harmonization within the UN system

"As the participating agency of the One UN initiative, UNFPA contributes to the harmonization and simplification of the work of the resident and non-resident UN agencies in Albania. In addition, UNFPA participates in the UN joint programme on gender. ... In 2007, UNFPA conducted four missions, all of which were coordinated. It is expected that the One UN pilot will further enhance coordination of donor missions among UN agencies ... As a participating agency of the One UN, UNFPA benefits from the One UN Fund, a pool-funding arrangement to finance the One UN Programme." (CT Albania)

"Health is the main sector whereby UNFPA coordinates with other UN agencies. This has been limited in the past. For example, UNFPA has a joint programme on maternal and neonatal health with WHO and UNICEF. ... It is noted that MOPAN members appreciate UNFPA's commitment to the UNDAF process." (CT Bangladesh)

"UNFPA is perceived as one of the UN system organizations that seeks to advance the UNDAF process and coordination within the UN system." (CT Burkina Faso)

"UNFPA has been an instrumental driving force within UN reform and has played a key role in encouraging other UN partners to use common funding modalities (e.g. UNICEF, which started using basket funding in 2007). It was also mentioned that UNFPA is leading the One UN Joint Programme on Maternal Health and was given the mandate to be the Gender Equality lead for the One UN pilot." (CT Tanzania)

"UNFPA is an active member in the One UN initiative and supports a strengthened RC role and has signed up to an inter UN agencies MoU on the role of the RC in Vietnam." (CT Vietnam)

4.88 On the other hand, the country team in Nepal ("relatively weak") is more hesitant, and the MOPAN member embassies/country offices in Bosnia & Herzegovina, Cambodia, and to some extent also Bolivia, do not have sufficient information to judge. In Cambodia, the insufficient knowledge is put into perspective by the observation that "so far, there has been no momentum in favour of UN reforms...".

4.89 The aggregated questionnaire responses confirm an overall positive impression: almost all views expressed perceive UNFPA to make “some” or a “strong” contribution to harmonization within the UN system at country level.

E. Comparison between 2008 and 2005

4.90 Most striking about the 2008 MOPAN Survey of UNFPA is its perceived higher performance in alignment coupled with improvements in inter-agency coordination and harmonization. Perceptions of UNFPA partnership behaviour in the areas of policy dialogue, capacity development, advocacy and information sharing are similar to those of 2005 (albeit at different levels of performance).

Key: Comparison between perceived performance in 2008 and 2005



I. Areas of observation	II. MOPAN Survey 2005 ¹²	III. MOPAN Survey 2008 ¹³	IV. Comparison between 2008 and 2005
(1) Partnership behaviour towards <i>national stakeholders</i>			
a. Policy dialogue	“Overall, UNFPA is perceived to have a comparative advantage in the area of national policy dialogue. According to the country reports, UNFPA is generally perceived to have a comparative advantage in fostering the participation of NGOs on issues relating to government policy and its own work. The picture appears less clear as far as the private sector is concerned.”	“Overall, MOPAN country team perceptions of UNFPA contribution to policy dialogue with the government are positive. Allowing for limited data due to a lack of information, UNFPA appears to involve civil society - and largely NGOs - in government and UNFPA corporate policy dialogue. In comparison, however, bilateral interaction with government stakeholders generally seems stronger.”	 Similar to 2005, MOPAN country teams appreciate the UNFPA role in national policy dialogue and acknowledge the involvement of NGOs in policy dialogue. UNFPA engagement with private sector actors continues to be limited.
b. Capacity development	“The country teams perceive that UNFPA’s performance in terms of capacity development is mixed and that it varies from country to country. Generally speaking, UNFPA is perceived to focus more on public institutions and to a lesser extent on national NGOs; it	“Overall, insufficient information affects perceptions of UNFPA capacity development. Based on the findings in the country reports, UNFPA does not seem to be a particularly strong partner in capacity development of public institutions. In comparison, it	 As in 2005, UNFPA capacity development does not appear to be a strength. Views on the quality and use of TA continue to be favourable.

¹² The findings in column II are quoted from the MOPAN Survey 2005 Synthesis Report.

¹³ The findings in column III are quoted from the “Summary of findings” of the MOPAN Survey 2008 Synthesis Report.

I. Areas of observation	II. MOPAN Survey 2005 ¹²	III. MOPAN Survey 2008 ¹³	IV. Comparison between 2008 and 2005
	works little with the private sector. References to UNFPA's use of international expertise are few and very varied. By and large, UNFPA is considered to make good or best use of national expertise when providing TA and support. "	seems to be slightly more effective at the central than at the local level. UNFPA's capacity development of NGOs and the private sector generally seems to be weaker than that of public institutions. Furthermore, the country reports do not provide a consistent picture as regards government ownership of UNFPA supported projects/programmes. Finally, where MOPAN country teams have expressed views, they generally consider UNFPA's TA as positive."	
c. Advocacy	"Overall, the country reports perceive UNFPA as having a comparative advantage in advocacy. The MOPAN country teams almost unanimously recognize UNFPA to be a strong and lively advocate on specific issues relevant to its mandate."	"A great majority of the MOPAN country teams appreciate UNFPA's advocacy role on issues relevant to its mandate."	 <p>Both the 2005 and 2008 Surveys show UNFPA as a strong advocate on issues relevant to its mandate.</p>
d. Alignment with national poverty reduction strategies, policies and procedures	"There are mixed views regarding UNFPA's alignment with national strategies, policies and procedures. There is also a view that UNFPA is still focused on its own projects and appears to be predominantly using its own procedures for reporting, accounting and procurement. In terms of decentralization of decision-taking power to the country level, UNFPA country offices are perceived to be rather dependent on their headquarters."	"A majority of MOPAN country teams perceive UNFPA to provide effective support to national development strategies and to align its priorities well. In terms of aligning its business practice, country reports illustrate a shift in aid modality approach away from project execution to participation in government-led programme-based approaches. No country team indicates instances of direct budget support. No consistent pattern emerges from the limited findings in the country reports on the delegation of decision-taking authority to UNFPA country offices."	 <p>The much more favourable assessment in 2008 seems to signal a significant positive change in terms of UNFPA support to partner countries' national development strategies, as well as alignment of UNFPA priorities and business practices.</p>
(2) Partnership behaviour towards <i>other international development agencies</i>			

I. Areas of observation	II. MOPAN Survey 2005 ¹²	III. MOPAN Survey 2008 ¹³	IV. Comparison between 2008 and 2005
a. Information sharing	"The country reports reflect mixed views on information sharing with other development agencies, and there would seem to be room for improvement."	"Almost all MOPAN country teams agree that UNFPA shares and/or seeks information in one way or another, but at the same time note some shortcomings."	 <p>As in 2005, there seems to be room for UNFPA to improve its information sharing with other international development partners.</p>
b. Inter-agency coordination	"UNFPA is perceived to be an active and regular participant in local donor coordination groups, but less good at operational coordination."	"A great majority of MOPAN country teams value the quality of UNFPA's contribution to local donor working groups, especially in the gender and health areas. Perceptions of efforts to coordinate with other international development agencies at the programme/project level are also largely positive. Perceptions of local senior management contribution to coordination are mixed, but overall on the positive side."	 <p>MOPAN country teams continue to value UNFPA involvement in local donor working groups. In comparison with 2005, coordination at the programme/project level seems to have improved.</p>
c. Harmonization	"The MOPAN country reports lack information about UNFPA's attempts to harmonize strategies and procedures with other aid agencies in their countries of operation. However, the limited information available suggests a perception of cautious progress towards harmonization. ... As regards inter-agency coordination within the UN system, perceptions of MOPAN country teams indicate a better picture at the policy level than at the operational level."	"Regarding harmonization with other international donors, the views expressed by MOPAN country teams vary. Overall, country teams with sufficient knowledge to judge perceive UNFPA to make a considerable contribution to harmonization within the UN system at country level."	 <p>As regards coordination/harmonization within the UN system, MOPAN country teams are far more appreciative than in 2005. On the other hand, UNFPA contribution to donor harmonization in general does not appear to have gained the anticipated momentum over the past 3 years.</p>

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5. FULL SURVEY FINDINGS: EC

A. Summary

Familiarity with the EC

5.1 All 9 country teams participating in the Survey report to be fairly familiar with EC activities in their respective countries; a majority of MOPAN member embassies/country offices have increased their level of cooperation over the last 3 years.

Perceived strengths and weaknesses

5.2 According to the main 2008 Survey findings, MOPAN country teams in the 9 Survey countries perceive the EC to be strong in the areas of bilateral policy dialogue with the host governments, support and alignment of its own work with partner government national development strategies, and inter-agency coordination.

5.3 On the other hand, the EC appears to face some limitations when it comes to capacity development of public and private institutions and effective delegation of decision-making authority to the country level.

2008 main Survey findings

5.4 The EC is perceived generally as an active and strong player in policy dialogue with the government. Allowing for limited data due to a lack of information, EC support to civil society is perceived generally to be moderate, with a stronger emphasis on NGOs than the private sector.

5.5 The views among MOPAN country teams on EC support to capacity development of public institutions vary considerably. In comparison, the EC seems to place more emphasis on support to central than to local level public institutions. In general, no clear picture was conveyed on EC support to capacity building of NGOs and the private sector. Furthermore, the Survey shows that EC commitments to government ownership as well as the quality of the EC TA also vary among Survey countries. However, perceptions on the use of national and appropriateness of international TA tend to be favourable.

5.6 MOPAN country teams have diverse views on the strength and visibility of the EC in advocacy. However, favourable outweigh critical perceptions.

5.7 Overall, the MOPAN country teams appreciate the EC's strong support to national development strategies. Almost all country teams agree that the EC aligns its programmes with national strategies and priorities. In addition, most have the impression that the EC strives to use national systems and procedures and to the extent possible avoids using parallel implementation structures. Furthermore, MOPAN country teams find that there is quite limited room for strategic and financing decision-making at the country level.

5.8 Overall, MOPAN members appreciate the level of information sharing of the EC with other development partners.

5.9 MOPAN country teams generally perceive the EC to be strongly committed to and involved in local donor coordination. Overall, the EC is also seen as coordinating well with other international development partners at the operational level. A majority of the

MOPAN country teams consider that EC senior management actively participates in coordination efforts and plays an important role in this respect.

5.10 MOPAN country teams perceive the EC to be committed to and to pursue the harmonization agenda in an active manner.

B. Introduction to the EC

EC background information

5.11 The EC is not a development institution, but the executive of a political and economic European Union (EU) of 27 Member States, with a range of objectives in its external relations. 90% of the EU budget is spent on internal policies. Part of the EC's remit is to act as a European development donor. It provides grant aid in addition to managing trade and diplomatic relations with third countries. A separate EU institution, the European Investment Bank, provides a small amount of concessional lending to developing countries. Development cooperation is a shared competency – both the Member States and Commission pursue this independently, although the Commission and Member States are required to coordinate. The Commission's mandate is set out in the Treaty of the European Communities, and is detailed in policies such as the European Consensus for Development, EU Africa Strategy, European Neighbourhood Policy, etc. These set poverty reduction as the primary objective of development assistance, and commit the EC to promoting development best practice, including facilitating coordination and harmonization and concentrating on a limited number of sectors in each country. Nine areas of comparative advantage are defined. The EC strives for an increased use of budget support.

5.12 The EU collectively provides 60% of the world's official development assistance amounting to €46 billion in 2007. Almost one fifth of this - €8.5 billion - was disbursed by the EC. Assistance goes to approximately 160 countries, territories or organizations. The Commission has about 25,000 staff, 3,300 staff working on development cooperation, of which some two thirds overseas. Inside the EC, separate departments are responsible for aid programming: DGs External Relations and Development, with EuropeAid responsible for almost all aid implementation. Other departments focus on enlargement issues and on humanitarian aid. Other key EU institutions involved with development are the Council, representing Member States, and the European Parliament. Commission, Council and Parliament jointly adopted the European Consensus, the key EU development policy. Commission policies and implementing instruments are decided upon by EU Member States (European Council of Ministers) and/or the European Parliament, and all its activities are highly scrutinized by both institutions through formal procedures.

5.13 The EC's impact on poverty is not limited to spending in developing countries - its actions to further enlargement and promote reforms in the neighbourhood are also very important. In addition, the impact of non-developmental policies on poverty is very high (e.g. the common agricultural and fisheries policies, trade, climate change, migration, security, etc.).

5.14 The EU recently grew to include 12 central and Eastern European countries. Official candidate countries are Turkey, Croatia and the Former Yugoslav Republic of Macedonia. Future potential candidates are Albania, Bosnia & Herzegovina, Montenegro, Serbia and Kosovo. The Instrument for Pre-Accession (IPA) is the key assistance programme for these countries.

5.15 The European Neighbourhood and Partnership Instrument (ENPI) covers the Mediterranean, Middle East and Eastern Europe. The Development Cooperation instrument (DCI) covers Latin America and Asia and the thematic or cross-cutting programmes. The European Development Fund (EDF) for African, Caribbean and Pacific countries is the only instrument funded by member states outside the EU's budget. Other instruments through which the EC implements external assistance are: The European Instrument for Democracy and Human Rights (EIDHR) that allows the EU to provide support for democracy and human rights worldwide. The Nuclear Safety Instrument promotes nuclear safety and the application of safeguards of nuclear material in third countries. The Instrument for Stability aims at preventing and addressing crisis situations in third countries and at building capacity in order to address global or transregional threats. The Instrument for Industrialized Countries aims to support economic, financial and technical cooperation with industrialized and other high-income countries. Humanitarian aid aims to provide emergency assistance and relief to victims of natural disasters or armed conflict outside the EU.

The EC in the Survey countries

5.16 The EC has Delegations in all of this year's Survey countries. Most of the 5 MOPAN country teams addressing staffing levels report that the EC Delegations have 50 staff or more, without differentiating between development and those staff members not directly involved in the implementation of external aid (e.g. administration, security, press, political sections, drivers and other). The lowest number of staff reported is 28 in Cambodia, whereas the EC Delegation in Bosnia & Herzegovina with a staff of 100 is among the largest EC Delegations in the world. In Albania, also preparing for EU accession, the number of staff is 60. In Bangladesh and Burkina Faso, the number of staff is 60 and 55, respectively.

5.17 In general, MOPAN country teams observe a balanced mix between international and national staff, with a tendency for national staff to form the largest group among regular staff. To the extent that the information is provided in country reports, there tends to be more international than national staff among consultants and experts.

Box 35: The EC at country level

"The Delegation of the European Commission has been working in Albania since 1993. To fulfil its tasks the European Commission employs 9 officials, 12 local agents (group 1 and 2), 16 local agents (group 3 and 4), 21 contract agents ... and individual experts, one young expert and one national expert." (CT Albania)

"The EC has a fairly large country office in Dhaka, Bangladesh with up to 65 staff..." (CT Bangladesh)

"The EC Delegation in Phnom Penh is a 'Regionalized Delegation'. It has Embassy status, but relies for a certain number of questions on a Regional Delegation in Bangkok, which is responsible for Thailand, Laos, Cambodia and Myanmar. The EC Delegation in Phnom Penh is supported, in the management of all the development projects, by the Regional Delegation. The Head of Operations Section, Head of Finance and Contracts Section, and the Sub-delegated Authorising Officer are all in Bangkok. The Head of Delegation in Bangkok (and Sub-delegated Authorizing Officer) is also the Head of Delegation in Vientiane and Phnom Penh. The office has three officials (European) ... 5 European Experts ... [and] 4 Cambodian Experts." (CT Cambodia)

"[The EC] first started as a technical office in 1992 and became a Delegation in 2002/2003. [The] EC in Nepal still operates under Delhi." (CT Nepal)

5.18 EC financial allocations (programmable aid) in the Country Strategy Papers (2007-2013) for the Survey countries range from € 565.1 million for Tanzania and € 537.2 million for Burkina Faso to € 152 million for Cambodia and € 120 million for Nepal. Bosnia & Herzegovina and Albania follow different programming cycles, i.e. € 269.9 million for 2008-2010 and € 212.99 million for 2007-2009 respectively. As for 2007 payments per country (total payments managed by EuropeAid as well as other DGs), while Burkina Faso received € 145.20 million and Tanzania € 141.61 million, Bolivia received € 32.04 million and Nepal € 18.05 million at the lower end.

5.19 The EC's engagement in the Survey countries, according to the country reports, comprises comprehensive and ambitious agendas for poverty reduction/eradication and development, as well as, in the case of Bosnia & Herzegovina and Albania, for EU integration (Framework of Stabilization and Association process).

5.20 All EC programmes and activities are seen within the framework of Country Strategy Papers. Key areas of intervention are public financial management, macro-economic support, and sector programme support in health, education, agriculture, infrastructure, transport and food security. In addition, MOPAN country teams report thematic or crosscutting areas of intervention within democracy and human rights, regional integration, good governance, conflict, refugees, the fight against drugs and watershed management. The most frequently cited areas of intervention are found within support to trade and infrastructure as well as education and economic cooperation. In addition, support to conflict resolution, integration of refugees and internally displaced persons are reported in Albania, Bosnia & Herzegovina and Nepal.

5.21 In the EU pre-accession countries Albania and Bosnia & Herzegovina, emphasis is seen by many MOPAN country teams to be on EU integration efforts rather than on development *per se* or only indirectly on development. In these 2 Survey countries, the EC is perceived as the key player in state-level institution building, comprising a wide variety of interventions in strengthening public administration, police and public order, customs, cross-border activities, etc.

5.22 Two country teams (Bangladesh, Tanzania) specifically make reference to MDG goals as part of EC programming goals.

Box 36: EC country programmes in developing and EU pre-accession countries

"The main task of the European Commission is to facilitate the development of political and economic relations between the EU and Albania in the framework of the Stabilization and Association Assistance Programs." (CT Albania)

"Their new country strategy (2007-2013) focuses on three sectors: the promotion of employment and economic resources, integral development and the fight against drugs and watershed management. Through this cooperation the European Commission would like to reinforce national cohesion and regional integration." (CT Bolivia)

"EC support responds to some of the principal challenges facing Vietnam as its economy continues to grow rapidly and as it implements a wide-ranging reform agenda." (CT Vietnam)

5.23 Furthermore, in Bolivia, it appears that the EC emphasis on general budget support is creating some divergence of opinion with other development partners, who find the situation immature for the budget support modality. In several countries (Bosnia & Herzegovina, Burkina Faso, Tanzania), EC rules, regulations and procedures appear to prevent the EC from participating in basket funding, pooled funding and joint programmes.

5.24 In addition, 5 country teams (Albania, Bolivia, Cambodia, Nepal, Tanzania) report support to NGOs as part of the EC country programmes. Only in one case (Bangladesh) is specific reference made to the principles of the Paris Declaration on Aid Effectiveness, although frequent indirect reference is made to it in the reports appearing under various categories especially on alignment and harmonization.

Familiarity with the EC

5.25 All 9 country teams participating in the Survey report to be fairly familiar with EC activities in their respective countries; a majority have increased their level of cooperation over the last 3 years.

5.26 All together 58 out of 63 MOPAN members participated in the Survey of the EC. On average, 6 members filled in the questionnaire on the EC, with 10 (Tanzania) being the highest and 4 (Cambodia) the lowest number of participants.

5.27 Five MOPAN country teams (Albania, Bosnia & Herzegovina, Bolivia, Burkina Faso, Tanzania) state that they have a high level of familiarity with the EC, although minor variation could be noted within country teams. The remaining country teams report a medium level of familiarity with the EC, again with some variation among MOPAN member embassies/country offices.

5.28 According to the aggregated questionnaire responses, the reported level of knowledge of EC activities ranges mostly from medium to high, with the majority of MOPAN member embassies and country offices in the medium level category (30 of 58).

5.29 Also according to the aggregated questionnaire responses, MOPAN member embassies and country offices are mostly familiar with the EC through their interaction related to participation in policy dialogue meetings (50/54), in national and sector coordination activities (48/54), and in national development strategy discussions (51/56). In a typical 3-month period, all had attended at least 3-5 meetings where EC representatives were also present. In the same period, a great majority had held at least 1-2 bilateral discussions.

5.30 Over a 3-year period, a majority (36/54) of MOPAN member embassies/country offices have increased their level of interaction with the EC. However, no indication is provided on what caused the increased level of activities or on whose initiative the increase occurred, whether EC or MOPAN members themselves.

Box 37: MOPAN country teams are fairly familiar with the EC

"The EC delegation is well-known to the MOPAN country team members... The areas of interaction between the Delegation and the team members vary a lot: policy dialogue at the sector level, for example in education, health, private sector, justice, transport..." (CT Burkina Faso)

"Within the EU there is monthly coordination meetings where the EU members discuss the EU road map on aid effectiveness and division of labour, apart from that the most participating MOPAN members don't have bilateral discussions." (CT Cambodia)

"MOPAN members in Tanzania seem to be familiar with the European Commission. All agencies judged the level of knowledge of the European Commission to be "high" or "medium"... Nearly all partners reported increased cooperation with the European Commission over the last three years." (CT Tanzania)

C. Perceptions of EC partnership behaviour towards national stakeholders

a. Policy dialogue

Contribution to policy dialogue with the host government

5.31 The EC is generally perceived as an active and strong player in policy dialogue with the government.

5.32 A majority of the MOPAN country teams perceive the EC as a strong performer in policy dialogue: Albania (“strong contributor”), Bangladesh (“very active role”), Bolivia (“relevant and active role”), Bosnia & Herzegovina (“major, influential player”), Burkina Faso (“contributes in an important way... a major actor”) and Tanzania (“significant role”).

5.33 The Cambodia, Nepal, and Vietnam country teams acknowledge the EC’s role, but suggest it could do more. In Cambodia, the EC appears strong in sector policy dialogue but less pronounced in thematic policy dialogue. In Nepal, it was generally felt that there was room for strengthening the quality of policy dialogue with the government. In Vietnam, some member embassies/country offices think that the EC is not as visible as other international institutions.

5.34 More specifically, 2 MOPAN country teams (Albania, Cambodia) suggest that the EC could play a more prominent role and be more visible in sensitive areas such as corruption and human rights. In Albania and Bosnia & Herzegovina, the EC was found to be very active in matters related to the EU integration agenda, but less active on broader development issues.

5.35 The aggregated questionnaire responses corroborate this generally positive finding: almost all expressed views agree that the EC provides “some” or a “strong” contribution to policy dialogue with the host government.

Box 38: Generally active and strong player in policy dialogue

“The EC plays a very active role in the GoB-donor policy dialogue. This is particularly so on political issues (e.g. demarches) on trade related issues as well as in the development cooperation sphere on gender and governance.” (CT Bangladesh)

“The Delegation... has an open, balanced and flexible approach in its way of conducting policy dialogue with the government. It involves the donors and other stakeholders.” (CT Burkina Faso)

“The Commission has represented development partners in dialogue with the Government of Tanzania through various development partners working groups. The Commission has been an active player in the field of Public Finance Management ... has been one of the most active donors in the education sector ... had a lead in the Development Partners’ Agriculture Working Group... and currently it leads the Development Partners Group on Transport and is the co-chair of the Development Partners’ Group on Environment and Natural Resources...” (CT Tanzania)

5.36 According to the country reports, the various avenues for policy dialogue comprise budget support, public financial management support, sector programme support, donor coordination, as well as co-chairing donor-government dialogue groups and thematic groups. All MOPAN country teams observed a prominent role of the EC in policy dialogue relating to budget support and sector programmes. Having said this, the Bolivia country team perceives the budget support aid modality as presenting a constraint factor for the EC to engage in policy dialogue: “The modality of sector budget

support leaves little room for taking up new policy issues with the Ministry ... and to harmonize activities with the likeminded donors”.

Support to civil society participation in policy dialogue

5.37 Allowing for limited data due to a lack of information, EC support to civil society is generally perceived to be moderate, with a stronger emphasis on NGOs than the private sector.

5.38 Quite a wide range in responses can be observed both within country teams and between team members as regards the level of knowledge of EC engagement in involving civil society in policy dialogue. Nevertheless, a majority of the country teams (Albania, Bolivia, Bosnia & Herzegovina, Nepal and Vietnam) have an impression of rather low EC support to policy dialogue with civil society. According to the Albania and Bosnia & Herzegovina country teams, the EC appears to put emphasis on implementation, e.g. service delivery and capacity development, rather than support NGO participation in national policy dialogue.

5.39 On the other hand, 3 country teams (Bangladesh, Burkina Faso, Tanzania) consider the EC to involve civil society actors in national policy dialogue.

Box 39: Good example of civil society involvement in Tanzania

“Those who provided opinions perceived that the European Commission has made active efforts to encourage participation of civil society in policy dialogue. The Commission has a special programme for Non-State Actors (NSAs) through the Ministry of Finance... MOPAN members had weaker impressions of the Commission’s consultations with civil society regarding its own policies, strategies and analytical work. Some members mentioned positive examples, e.g. in the education sector and on the 10th EDF. It was recognized that the European Commission has led on the development of civil society database and guidelines for engaging with civil society.” (CT Tanzania)

5.40 Five MOPAN country teams (Albania, Bangladesh, Burkina Faso, Cambodia, and Tanzania) consider EC support to civil society involvement in policy dialogue to be directed more towards NGOs than the private sector. Four MOPAN country teams (Bosnia & Herzegovina, Burkina Faso, Nepal and Vietnam) report knowledge of various kinds of support to the private sector.

5.41 The perception that the EC does not consult civil society on its own policies and strategies and analytical work is widespread in the Survey countries; however in some cases insufficient knowledge prevails. MOPAN country teams also refer to cumbersome administrative procedures of the EC that restrict civil society participation in events, workshops, etc. of a more spontaneous character. The Burkina Faso country team, for example, felt that “the immensity of the procedures constitutes a bottleneck for effective work.”

b. Capacity development

Capacity development of public institutions

5.42 The views among MOPAN country teams on EC support to capacity development of public institutions vary considerably. In comparison, it seems to place more emphasis on support to central than to local level public institutions.

5.43 While 3 country teams (Bangladesh, Bolivia, Vietnam) found EC support to public institutions generally effective, 4 others (Albania, Burkina Faso, Nepal, Tanzania) found it mostly effective, and 2 (Bosnia & Herzegovina, Cambodia) less effective.

5.44 The prevailing perception in all Survey countries is that the EC provides more support to central level public institutions than to local level institutions. This is confirmed by the aggregated questionnaire responses: whereas a majority of all views expressed perceive the EC to be “mostly effective” in building the capacity of public institutions at the central level, below half consider it “mostly effective” at the local level.

5.45 More specifically, in the case of Tanzania, central level (rather than local level) support is “a result of a specific policy decision on the orientation of their Country Programme”. The Albania country team considered it difficult to assess effectiveness due to the high turnover of government officials.

Box 40: Stronger capacity development of public institutions at central level

“... among those with an opinion, the EC is seen as mostly effective when it comes to capacity building of public institutions at the central but weaker at the local level. Capacity building with civil society and private sector is not seen as particularly effective.” (CT Nepal)

“The overall perception was that the Commission has been more effective in supporting capacity development at the central government level than at the local level. It is worth noting that according to The European Commission’s Country Team this has been a result of a specific policy decision on the orientation of the programme.” (CT Tanzania)

Capacity development of NGOs and the private sector

5.46 In general, no clear picture was conveyed on EC support to capacity building of NGOs and the private sector.

5.47 Although positive examples of EC support to capacity building of NGOs and the private sector could be noted (Bolivia, Burkina Faso, Cambodia, Tanzania), it was generally felt that this was not an area of excellence of EC support. However, it is also an area in which the knowledge of MOPAN member embassies/country offices about EC activities is somewhat limited (e.g. Bolivia, Nepal, and Tanzania).

5.48 Private sector capacity development was reported in 3 countries (Bosnia-Herzegovina, Burkina Faso, Cambodia), but 3 country teams (Bangladesh, Nepal, and Vietnam) did not have information on the EC activities in this area.

Government ownership

5.49 The Survey shows that EC commitment to government ownership varies among Survey countries.

5.50 In 4 Survey countries, the EC is perceived to be supporting national ownership of projects/programmes: Bolivia (“very much committed and strongly enables government ownership”), Bosnia & Herzegovina (“the government itself initiates and coordinates projects”), Burkina Faso (“encourages local ownership in the design and implementation of its own activities”) and Tanzania (“the government usually takes the lead in the design and planning of the projects and programmes”).

5.51 According to the Vietnam country report, “even if its biggest projects have been designed and developed by the government (PRSC, SWAP health), half of the participants consider that it [the EC] more often supports projects initiated by itself...”

The Albania and Bangladesh country teams on the other hand, and to some extent Nepal, highlight that the EC generally tends to design and implement its own projects/programmes.

5.52 Support to promoting national ownership is often perceived to correlate with sector-wide programmes and budget support (e.g. in Bolivia, Burkina Faso, Tanzania, Vietnam). In Bolivia, the country team suggests that budget support, as the EC preferred aid modality, made it a stand-alone actor, since most other donors found conditions premature for providing budget support.

5.53 The capacity of the host government (Albania, Bangladesh) and the EC's "rigid policies and headquarters' strong influence" (Tanzania) are considered as factors limiting government ownership in the Survey countries.

Box 41: Varying perceptions of government ownership

"Observations of the country team suggest that the European Commission more often supports programmes/projects initiated by itself than proposals designed and developed by the Government of Albania. It is partly because the Stabilization and Association Process, progress reviews, and the wider enlargement policy are developed and led by the European Commission." (CT Albania)

"MOPAN members have the impression that the EC still develops or initiates the development of new programmes/projects by itself, rather than working with proposals designed and developed by GoB. A case in point is EC's recent environment portfolio planning mission which has developed an indicative investment portfolio, but for which it is believed that the EC will now ask GoB to develop the respective proposals..." (CT Bangladesh)

"The EC has worked with the GoB to develop plans in different areas. It is very much committed with and strongly enables government ownership, which can be seen for example in their programmes in the water sector and in the field of food security..." (CT Bolivia)

"The transition phase of EC programmes ... were initiated by the EC. Under the current IPA programme, the government itself initiates and coordinates proposals. At a later stage the BiH government will take care of the project management/procurement." (CT Bosnia & Herzegovina)

"A clear majority of MOPAN members were of the view that the Government (GoT) usually takes the lead in the design and planning of the projects and programmes which the European Commission supports. However, some members saw the Commission's rigid policies and headquarters strong influence as constraining government ownership." (CT Tanzania)

Technical advice

5.54 MOPAN country team views on the quality of TA vary; however, perceptions on the use of national and appropriateness of international TA tend to be favourable.

5.55 A number of MOPAN country team's perceptions of the quality of EC TA are characterized by a certain lack of knowledge (Bangladesh, Bolivia, Nepal, and Tanzania). Other than that, the views of the country teams vary and range from high quality in 3 Survey countries (Bolivia, Bosnia & Herzegovina and Burkina Faso) to "mostly of good quality" in Tanzania and mixed responses among other participating embassies/country offices (Albania, Bangladesh, Nepal, Vietnam).

5.56 More specifically, international TA is considered appropriate for national needs in 6 Survey countries (Albania, Bangladesh, Burkina Faso, Cambodia, Tanzania and Vietnam). Furthermore, in 5 Survey countries (Bangladesh, Bolivia, Cambodia, Burkina

Faso, and Vietnam) a good mix was observed between the use of international and national TA. Only in one case (Albania) was the use of the local experts perceived to be “limited”.

Box 42: Positive views on technical advice

“The quality of EC technical advice is generally high and in most cases corresponds to national needs. This is, for example, the case for expertise in the field of public markets. In addition, the EC usually uses national technical advice in an appropriate way. However, we would like to mention that the procedures for mobilizing technical advice are complicated and comparatively long.” (CT Burkina Faso)

“The Commission was recognized for having high calibre staff with considerable expertise, e.g. in the fields of transport, agriculture, trade policy, PFM and infrastructure. The Commission’s international TA was perceived to be appropriate for national needs. As to the use of national expertise, some Members perceived it to be sufficient, whereas others felt that the European Commission could make better use of local know-how.” (CT Tanzania)

c. Advocacy

5.57 MOPAN country teams have diverse views on the strength and visibility of the EC in advocacy. However, favourable outweigh critical perceptions.

5.58 The 5 MOPAN country teams in Bosnia & Herzegovina (“crucial advocacy role”), Burkina Faso (“favours the debate”), Tanzania (“relatively strong and visible”), Vietnam (“strong and visible”) and Bangladesh (“gradually becoming stronger and more visible”) paint a positive picture of the EC advocacy role in general. On the other hand, the perceptions of the 3 MOPAN country teams in Bolivia (“not very visible”), Cambodia (“keeping a low profile”) and Nepal (“give a low score”) are rather critical. The Albania country team mainly perceives the EC advocacy role in relation to the broader EU integration agenda rather than in the context of poverty and development. However, simultaneously, the country team spotlights a variety of local NGOs advocacy activities that the EC supports. This on balance favourable finding is confirmed by the aggregated questionnaire responses: a majority of those expressing opinions agree “fully” or “mostly” that the EC plays a strong and/or visible advocacy role.

5.59 As regards culturally and politically sensitive issues, the perceptions of those 5 MOPAN country teams expressing views are mixed. While the Bangladesh, Bolivia (“e.g. national study on legal demand for coca-leaves”) and Vietnam country teams acknowledge EC efforts, the EC in Burkina Faso is perceived to “often adopt a middle position on sensitive topics”. According to the Nepal country team, the EC “has not addressed politically or culturally sensitive issues”. Culturally and politically sensitive areas addressed by the EC and explicitly mentioned as such in the country reports are e.g. human rights, gender, governance and “public freedom”.

5.60 More specifically, while the Bosnia & Herzegovina, Cambodia, Tanzania and Vietnam country teams welcome the translation of certain EC documents into local languages, the country teams in Bangladesh (“documents rarely ... available”) and Nepal (“insufficient knowledge about availability of documents”) do not.

Box 43: Good examples of advocacy in Burkina Faso and Tanzania

“In general, the EC is an organization that favours debate on strategic questions. It is engaged in advocacy in several fields, jointly with other donors, in particular those who are committed or involved in the same fields: education, health, governance, accounting, transparency,

communication with citizens, corruption, justice, human rights, etc” (CT Burkina Faso)

“Generally, MOPAN members perceived the Commission to play a relatively strong and visible advocacy role on specific issues, including environmental issues and civil society engagement. The recent identifying of a focal person for gender equality issues was perceived as a welcome move.” (CT Tanzania)

d. Alignment with national development strategies, systems and procedures

Support to national development strategies

5.61 Overall, the MOPAN country teams appreciate the EC’s strong support to national development strategies.

5.62 Almost all MOPAN country teams perceive the EC as a strong and active player in discussions on national development strategies (e.g. “takes an active part”, “is a very pro-active partner”, “has done a good job”, “active and showed leadership”). Country reports highlight that sector-wide programming and budget support modalities were token elements and avenues for supporting the dialogue on national development strategies.

5.63 The Nepal country teams is the only one voicing critical views. According to the Nepal country team, “there is a tendency to be negative towards the EC taking an active part in national discussions, but at the same time positive towards supporting the implementation of strategies. EFA [Education for All] and Nepal Peace Trust Fund are given as positive examples”.

5.64 Only 2 country teams (Cambodia and Vietnam) appear to have information on EC support to involving civil society in national development strategy discussions. The Bosnia & Herzegovina and the Albania country teams clearly indicate that the focus of the EC is on integration endeavours in relation to EU accession, more than on development *per se*.

5.65 According to the aggregated questionnaire responses, a great majority of all views expressed “mostly” or “fully” agree that the EC supports partner countries’ national development strategies, either by taking an active part in strategy discussions, supporting participatory processes, supporting implementation or monitoring activities.

Alignment with national development strategies

5.66 Almost all country teams agree that the EC aligns its programmes with national strategies and priorities.

5.67 Almost all MOPAN country teams (with the exception of Bosnia & Herzegovina) perceive EC activities to be well aligned with national development strategies and priorities (e.g. “good example”, “aligned”, “one of the leading proponents”).

5.68 In Bosnia & Herzegovina, the EC alignment with the PRSP was found less important than accession efforts: “As the main principle for EC assistance is EU accession of BiH, poverty reduction and alignment with PRSP are secondary.” In Bangladesh, alignment was seen only to apply to sector programmes, with EC activities less aligned where activities are not part of a sector programme.

5.69 The aggregated questionnaire responses corroborate this very positive finding: almost all views expressed “mostly” or “fully” agree that the EC aligns its work with partner countries national development strategies.

Box 44: Examples of strong alignment

“Almost all MOPAN members consider that the EC is active and showed leadership in national development strategy discussions especially at the sector level...” (CT Bolivia)

“The EC’s programmes are aligned with the national poverty reduction strategy. Its aid delivery mechanisms confirm this: the EC provides approximately 50% of its aid to Burkina in the form of general budgetary support... Its support of health, education and water is also aligned with the respective sector policies. (CT Burkina Faso)

“MOPAN members perceived the European Commission to be one of the leading proponents of alignment at the country level.” (CT Tanzania)

Alignment with national systems and procedures

5.70 Most country teams have the impression that the EC strives to use national systems and procedures and wherever possible avoids using of parallel implementation structures.

5.71 A majority of the MOPAN country teams (Albania, Bangladesh, Bolivia, Burkina Faso, Cambodia, and Vietnam) have the impression that the EC strives to use national systems and procedures and wherever possible avoids using parallel implementation structures.

5.72 The clear-cut cases are in budget support and sector programmes in Albania, Burkina Faso, Tanzania and Vietnam. Then again, the EC is perceived as not being able to engage in basket or pooled funding in Bosnia & Herzegovina or Burkina Faso. Parallel funding, e.g. support to projects and programmes is reported in all of the Survey countries to ‘co-exist’ with budget support and sector funding. In addition, procurement procedures were reported to pose a particular challenge for EC alignment.

Box 45: Striving to make good use of national systems and procedures

“... and at sectoral level the EC participates in the education and health sector programmes ... following GoB procedures and M&E systems ... The EC, like most bilateral donors has judged that Bangladesh is not yet suitable for broad budget support. Nevertheless, where possible, i.e. in the education and health (sub-) sector programmes, EC funds are fully aligned with GoB systems and procedures.” (CT Bangladesh)

“The EC participates in government-led programme-based approaches, it has cooperated with the Ministry of Finance on the elaboration of a PEFA for Bolivia. When the Minister of Finance opted to elaborate the PEFA themselves, it (the EC) had a flexible approach and it is considered to be very positive that it accepted a PEPA “criollo”. (CT Bolivia)

“Budget support has been the Commission’s key modality of assistance since the 9th EDF. Despite a somewhat ‘cautious’ approach in the past towards participation in pooled funding modalities, the Commission has now joined basket funding in a number of programmes, including the Local Government Reform and the Deepening Democracy programmes. MOPAN members noticed that the Commission still has challenges in avoiding parallel project implementation units and adopting national procurement procedures.” (CT Tanzania)

“The EC provides budget support and government-led programmes-based approaches, when relevant. However it does not use country systems, which is, for example, one of the key issues raised in setting up multi-donor trust fund.” (CT Vietnam)

Delegation of decision-taking authority to the country level

5.73 Overall, MOPAN country teams find quite limited room for strategic and financing decision-making at the country level.

5.74 A majority of the MOPAN country teams (Bangladesh, Bosnia & Herzegovina, Burkina Faso, Cambodia, Nepal, Tanzania) perceive the EC to have limited room for strategic and financing decision taking at the country level. In Vietnam and Nepal, the country teams did not observe any delegation of authority.

5.75 To the extent that some delegation to the country level could be observed by MOPAN member embassies/country offices in Bangladesh, Burkina Faso and Bolivia, it was mostly on operational issues pertaining to implementation or in some instances on policy issues (Bangladesh). Strategic issues or financial decisions were most often seen to be referred to HQ/Brussels level or the regional level (e.g. Bangkok). This was also the case in e.g. Burkina Faso where, according to the country report, a decision to decentralize taken in 2003 was mainly considered to apply to operational/implementation and not financial decisions.

Box 46: Limited delegation of decision-taking authority

“There has been a very welcome trend towards more decentralized decision making by the EC representative office in Dhaka, especially on its political engagement. For development related activities, the EC still needs to refer back to HQ very often.” (CT Bangladesh)

“Financing decisions are taken at headquarters, but ever since the EC decentralized its operations in 2003 the Delegation has much room for manoeuvre in implementation.” (CT Burkina Faso)

“The delegation of authority to the country office is limited and often decisions have to be referred back to Brussels or to Bangkok. For example, strategic decisions are the results of missions or commitment from headquarter. Key staff is also based in Bangkok.” (CT Cambodia)

D. Perceptions of EC partnership behaviour towards other international development agencies

a. Information sharing

5.76 Overall, MOPAN members appreciate the level of information sharing of the EC with other development partners.

5.77 A great majority of MOPAN country teams generally perceive the level of information sharing of the EC with other development partners to be valuable: Bangladesh (“good partner”), Bolivia (“quite open and active”), Bosnia & Herzegovina (“shares information”), Burkina Faso (“contributes in a significant way”), Cambodia (“shares information”), Tanzania (“open and forthcoming”) and Vietnam (“proactive in sharing documents”). While in Nepal there is “a mixed perception of the EC’s ability to share and seek information”, the Albania country team perceives room for improvement.

5.78 In Albania, Bosnia & Herzegovina, Cambodia and Vietnam (and according to some members of the Tanzania country team), the EC appears to share information with EU member states better than with non-members. This does not seem to be the case in Burkina Faso where “it shares relevant information with the Member States, Canada and Switzerland...”.

Box 47: Valuable information sharing

“The EC more recently has taken a more active role in inviting member states to discuss planning

and programming activities. Drafts of strategic documents are shared before they are sent to Brussels although often documents are in hard copy only.” (CT Bosnia & Herzegovina)

“MOPAN members were of the view that in general the European Commission is open and forthcoming in sharing information with other development partners, although more often for informative than for consultative purposes.” (CT Tanzania)

“The perceptions of information sharing are really different, depending on whether the participant is an EU member state or not. EU MS, unlike non-MS, consider the EC is pro-active in sharing documents, consults other international development agencies...” (CT Vietnam)

b. Inter-agency coordination

Contribution to local donor coordination

5.79 MOPAN country teams in general perceive the EC to be strongly committed to and involved in local donor coordination.

5.80 A majority of the MOPAN country teams appreciate the EC's strong contribution to local donor coordination at the overarching policy level, as well as in donor coordination groups, where the EC appears to be very articulated and in some cases in a lead-role: Bangladesh (“strong contributor”), Bolivia (“strongly involved in most of the donor groups”), Burkina Faso (“major contribution”), Bosnia & Herzegovina (“active role”), Tanzania (“central role”) and Vietnam (“strongly contributes”).

5.81 Three other country teams (Albania, Cambodia, Nepal) have somewhat mixed perceptions of the EC's contribution. The Albania country team notes a difference between theory and practice: “the European Commission is one of four organizations steering the donor coordination in Albania; however at times it gives the impression that it considers itself as a separate entity...”. In Cambodia, perceptions appear to differ according to the activity in question: while the EC is perceived to play a prominent role in the education sector, its role in other sectors seems to be limited. In Nepal, “donor meetings on disaster management and human rights are given as positive examples, but the lack of proactivity is pointed to as a weakness”.

5.82 The aggregated questionnaire responses corroborate the overall very positive finding: A great majority of views expressed consider the EC to make “some” or “strong” contribution to local donor coordination activities.

Coordination at the programme/project level

5.83 Overall, the EC is seen as coordinating well with other international development partners at the operational level.

5.84 Apart from Bolivia, all the above-mentioned country teams welcoming the EC contribution to donor working groups also consider the EC to engage pro-actively in programme/project level coordination (i.e. Bangladesh, Bosnia & Herzegovina, Burkina Faso, Tanzania, Vietnam).

5.85 While the Bolivia, Cambodia and Nepal country teams have mixed views, the Albania country team “observes that the European Commission does not pay specific attention to coordination with other donors on a project/programme level”.

5.86 Again, this very positive finding is confirmed by the aggregated questionnaire responses: a great majority of views expressed perceive the EC to coordinate its operational activities for development.

Contribution of local senior management to coordination

5.87 A majority of the MOPAN country teams consider that EC senior management actively participate in coordination efforts and play an important role in this respect.

5.88 Again the same MOPAN country teams describe EC senior management as strong and leading: Bangladesh (“regularly voice their opinions and come with suggestions to enhance coordination”), Bolivia (“very strong”), Bosnia & Herzegovina (“strong role”), Burkina Faso (“important contribution”), Tanzania (“strong contribution”) and Vietnam (“strongly contributes”).

5.89 In 3 countries (Albania, Cambodia, Nepal), senior management was perceived in a less performing role. In Albania, “the country team sees the senior management as providing some contribution to coordination with the donor community”. In Nepal, “the contribution of senior management is seen as relatively weak”. Lastly, in Cambodia, “senior management is rarely present in donor coordination meetings and almost invisible in donor coordination in general”.

Box 48: Strong commitment to inter-agency coordination in a majority of Survey countries

“In donor working groups and the EU Heads of Mission and Development Counsellors meetings, the EC is a strong contributor both at the overarching policy level and project/programme implementation levels.” (CT Bangladesh)

“The EC is a major contributor to local donor coordination activities. It participates in just about all existing sectoral and thematic frameworks, in some of which it also plays a leading role. It plays a key coordinating role amongst donors regarding the implementation of the Strategic Framework for Poverty Reduction (CSLP) and general budget support. The EC successfully promotes coordination amongst EU Member States, enlarged to include Canada and Switzerland.” (CT Burkina Faso)

“MOPAN members acknowledged that the European Commission has played a central role in local donor coordination efforts. The Commission has participated and taken leads in various working groups, and according to MOPAN Members has represented the views of all donors well. Also, at the operational level, members shared the view that the European Commission usually coordinates its programmes and activities well with other donors. A common view was that the Commission’s local senior management has made a strong contribution...” (CT Tanzania)

c. Harmonization

Contribution to local donor harmonization efforts

5.90 MOPAN country teams perceive the EC to be committed to and to pursue the harmonization agenda in an active manner.

5.91 A majority of the country teams are of the view that the EC is highly committed to harmonization: Bangladesh (“particularly active”), Bolivia (“high and effective”), Burkina Faso (“actively contributes”), Cambodia (“actively contributing”) and Tanzania (“active player”). The EC contribution to local harmonization action plans and joint country analytic work in Vietnam is considered “fairly strong”. Furthermore, it is perceived to “sometimes participate in joint programming and joint field mission with other development agencies, notably UNDP”.

5.92 The country teams in Albania, Bosnia & Herzegovina and Nepal note rather mixed perceptions ranging from agreement that the EC contributes somewhat to the harmonization agenda to fully disagreeing. In Albania and Bosnia & Herzegovina,

country teams observe that missions were still undertaken in an uncoordinated manner and that the EC was not in a position to participate in joint evaluations. Some lack of pro-activity and slowness was noted in Nepal.

5.93 Activities range from participation in analytical work, e.g. review of the PRSP process (Burkina Faso and Tanzania), support to developing key national strategies (Tanzania), and activities such as joint missions and joint programming (Albania, Tanzania). Reference is also made to using a Code of Conduct for harmonization efforts (Bolivia, Tanzania). In one instance, the EC withdrew from engaging in a sector due to the overcrowding of donors in the sector (Tanzania). In another country, a consultant was hired to develop a road map in relation to the aid-effectiveness agenda.

Box 49: Harmonization

“According to some country team members, the European Commission provides some contribution to local harmonization action plans. It should be noted, however, that the harmonization agenda in Albania is not yet very advanced.” (CT Albania)

“The EC is seen as actively contributing to harmonization actions plans, participating in joint programming with other international development agencies and in joint field missions. It is often making constructive suggestions to reach consensus and improve harmonization.” (CT Bolivia)

“The EC contributes actively to harmonization efforts by participating in joint analytical work (review of the CSLP) and implementing joint activities. However, there are some limits to harmonization efforts, namely in those cases in which the EC intervenes through projects using its own procedures and reporting models.” (CT Burkina Faso)

“In the education sector EC has advocated for sector budget support, while other donors have been more cautious. The fact that there are divergent ideas in this in the donor group has made it difficult to move forward on harmonization in the Technical Working Group.” (CT Cambodia)

.....

Appendix 1

1. 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 their 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, the Survey will cover most of the major MOs at the country-level over time. Maintaining a standard methodology makes it possible to compare MO specific results over 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. The Survey cannot assess directly and fully the contribution of particular MOs to poverty reduction since this would require an analysis of wider scope.

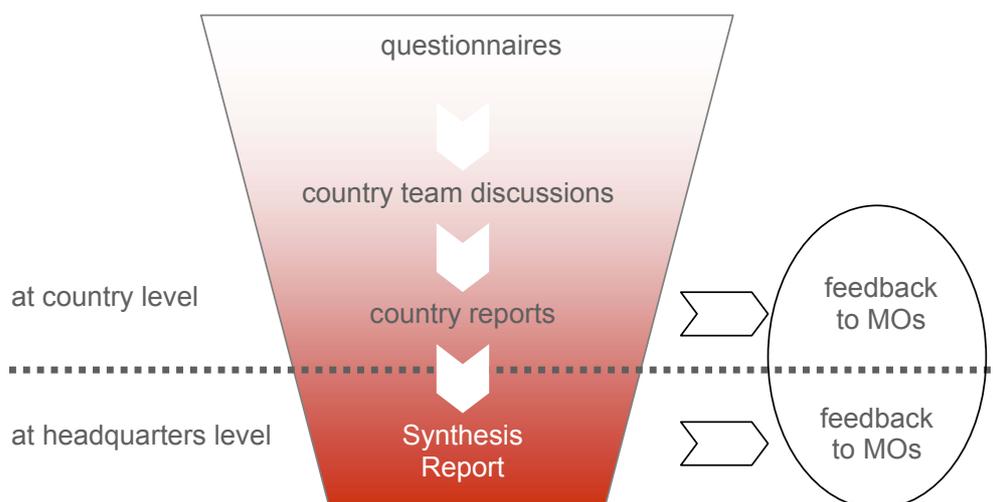
Participants give their views on those behavioural aspects of MOs performance where they are likely to be knowledgeable thanks to their direct inter-agency contacts.

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, and aid harmonization).

Due consideration is given to any ongoing reform or assessment process with regard to the MOs concerned.

3. 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 August. The MOPAN HQ Group adopt the report in October and discussions with the MOs take place by the end of the year.

4. Process and instruments

The questionnaire

The 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. Each embassy/country office completes it prior to the group discussion(s) 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 short background note on the key aspects of each MO (e.g. mandate, structure, and organization, type of activities).

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 findings.

The country team discussion

At the country level, MOPAN member embassy and country office representatives gather as a country team to discuss and compare their individual questionnaire responses and to establish – to the extent possible – a common view of the respective performances of the MOs.

The country reports

Each country team prepares and submits a country report that reflects the outcome of the team’s discussions and explains and illustrates the team’s (common) views on the partnership behaviour of the different MOs. The country report also contains information about the team’s process in reaching its consensus.

The Synthesis Report

The Synthesis Report, which is the main product of the Survey, provides a synthesis of the observations and findings contained in the country reports. The aggregated questionnaire responses are also an input into the report.

4. Discussions with the assessed multilateral organizations

Dialogue with the MOs at their headquarters

The MOPAN HQ Group present the Synthesis Report 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 share the relevant sections of the country report with the respective MO country offices. They hold a follow-up meeting 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 Synthesis Report is posted on the external websites of each of the participating MOPAN members, together with any written comments provided by the assessed MOs.

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Appendix 2

Overview of Questionnaires Returned

World Bank													
Country	AT	CA	DK	FI	FR	IE	NL	NO	SE	CH	GB	# Quest.	# Particpts.
<i>Africa</i>													
Burkina Faso	√	√▽	√	X	√	X	√	X	√	√	X	7	7
Tanzania	X	√	√	√	√	√▽	√	√	√	√▽	√	10	10
<i>Asia</i>													
Bangladesh	X	√	√	X	X	X	√	√	√	√	√▽	7	7
Cambodia	X	/	√	X	√	X	X	X	√▽	X	√	4	5
Nepal	X	√	√	√▽	X	X	√	√▽	X	√	√	7	7
Vietnam	X	√	/	√	√▽	X	√	√	√	√	√	8	9
<i>Europe</i>													
Albania	√▽	X	/	X	√	X	√	X	√	√	√	6	7
Bosnia	X	√	X	X	X	X	√▽	√	√	X	√	5	5
<i>Latin America</i>													
Bolivia	X	√	√▽	X	√	X	√	X	√	√	X	6	6
total:												60	63
UNFPA													
Country	AT	CA	DK	FI	FR	IE	NL	NO	SE	CH	GB	# Quest.	# Particpts.
<i>Africa</i>													
Burkina Faso	√	√▽	√	X	/	X	√	X	√	√	X	6	7
Tanzania	X	√	√	√	/	√▽	√	/	√	√▽	/	7	10
<i>Asia</i>													
Bangladesh	X	√	/	X	X	X	√	√	√	/	√▽	5	7
Cambodia	X	/	/	X	/	X	X	X	√▽	X	√	2	5
Nepal	X	√	√	√▽	X	X	√	√▽	X	√	√	7	7
Vietnam	X	/	/	/	√▽	X	√	√	√	/	√	5	9
<i>Europe</i>													
Albania	√▽	X	/	X	√	X	√	X	√	√	√	6	7
Bosnia	X	√	X	X	X	X	√▽	√	√	X	√	5	5
<i>Latin America</i>													
Bolivia	X	√	√▽	X	/	X	√	X	√	/	X	4	6
total:												48	63
European Commission													
Country	AT	CA	DK	FI	FR	IE	NL	NO	SE	CH	GB	# Quest.	# Particpts.
<i>Africa</i>													
Burkina Faso	√	√▽	√	X	√	X	√	X	√	√	X	7	7
Tanzania	X	√	√	√	√	√▽	√	√	√	√▽	√	10	10
<i>Asia</i>													
Bangladesh	X	√	/	X	X	X	√	√	√	√	√▽	6	7
Cambodia	X	/	√	X	√	X	X	X	√▽	X	√	4	5
Nepal	X	√	√	√▽	X	X	√	√▽	X	√	√	7	7
Vietnam	X	√	/	√	√▽	X	√	√	√	/	√	7	9
<i>Europe</i>													
Albania	√▽	X	/	X	√	X	√	X	√	√	√	6	7
Bosnia	X	√	X	X	X	X	√▽	√	√	X	√	5	5
<i>Latin America</i>													
Bolivia	X	√	√▽	X	√	X	√	X	√	√	X	6	6
total:												58	63

- √ Completed the questionnaire for this particular MO
- X Did not participate in the Survey in this country
- / Was member of the country team, but did not complete the questionnaire for this particular MO
- ▽ Country team leader

**Aggregated questionnaire responses for World Bank
60 questionnaires from 9 countries**

Part I: Quality of World Bank partnership behaviour towards national stakeholders (government, NGOs, private sector)

This part of the questionnaire asks about the World Bank's partnership behaviour towards national stakeholders in terms of policy dialogue, capacity development, advocacy, and alignment with national development strategies.

A. POLICY DIALOGUE

Q1: How do you perceive the contribution of the World Bank to policy dialogue with the host government?

	<i>Tick one</i>
Strong contribution	45
Some contribution	11
Minor contribution	4
No contribution	<input type="checkbox"/>
Insufficient information/knowledge to judge	<input type="checkbox"/>
Not applicable	<input type="checkbox"/>
Total	64

Q2: Below are a number of ways that MOs can effectively support the participation of civil society (local NGOs, private sector) in policy dialogue. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO effectively supports NGO participation in national policy dialogue	3	19	23	6	8	1	60 (51)
It effectively supports private sector participation in national policy dialogue	9	31	8	2	10	<input type="checkbox"/>	60 (50)

It mostly limits consultations on its own policies, strategies and analytical work to government ministries	9	20	24	3	3	<input type="checkbox"/>	59 (56)
It consults civil society on its own policies, strategies and analytical work	3	10	25	13	7	2	60 (51)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

B. CAPACITY DEVELOPMENT

Q3: In your view, how effective is the World Bank in supporting capacity development of different national stakeholders?

Capacity development of public institutions at the central level	(tick one)
- Always effective	5
- Mostly effective	34
- Somewhat ineffective	15
- Not effective	1
- Insufficient information/knowledge	6
- Not applicable	<input type="checkbox"/>
Total*	61 (55)
Capacity development of public institutions at the local level	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	15
- Somewhat ineffective	13
- Not effective	10
- Insufficient information/knowledge	20
- Not applicable	2
Total*	60 (38)
Capacity development of national NGOs	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	4
- Somewhat ineffective	5
- Not effective	13
- Insufficient information/knowledge	25
- Not applicable	13
Total*	60 (22)
Capacity development of the private sector	(tick one)
- Always effective	3
- Mostly effective	27
- Somewhat ineffective	2
- Not effective	7
- Insufficient information/knowledge	18
- Not applicable	3

Total*	60 (39)
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*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q4: In your view, how does the World Bank promote or enable government ownership in the design and planning of the programmes/projects it supports (technically/ financially)?

	<i>Tick one</i>
The MO only supports proposals that have been designed and developed by government	1
It more often supports proposals that have been designed and developed by the government than projects initiated by itself	20
It more often supports programmes/projects initiated by itself than proposals designed and developed by the government	34
It only supports programmes/projects initiated by itself and where it has led the identification and planning process	2
Insufficient information/knowledge	3
Total*	60 (57)

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

Q5: Below are three statements on technical advice (TA). Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO's TA is consistently of high quality	15	27	13	<input type="checkbox"/>	5	<input type="checkbox"/>	60 (55)
It makes good use of national TA	7	24	19	2	7	<input type="checkbox"/>	59 (52)
Its international TA is appropriate for national needs	7	24	23	<input type="checkbox"/>	6	<input type="checkbox"/>	60 (54)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

C. ADVOCACY¹⁴

Q6: Below are different ways that MOs can lead, stimulate and broaden public debate on important poverty and development issues. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
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¹⁴ In this context, advocacy is defined as influencing, persuading and mobilising government authorities, the general public or specific groups to change and take action.

The MO plays a strong and/or visible advocacy role	15	23	16	4	1	<input type="checkbox"/>	59 (58)
It addresses politically and/or culturally sensitive issues	7	18	17	15	3	1	61 (57)
It effectively supports government campaigns	3	33	6	3	13	1	59 (45)
It effectively engages in civil society campaigns	<input type="checkbox"/>	8	18	17	14	2	59 (43)
Its key advocacy documents are made available in local language(s) and/or popularized forms	11	13	5	24	8	0	61 (53)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

D. ALIGNMENT WITH NATIONAL DEVELOPMENT STRATEGIES, SYSTEMS AND PROCEDURES

Q7: Below are different ways that MOs can support partner countries' national development strategies, including Poverty Reduction Strategies (PRS) and Common Humanitarian Action Plans (CHAP). Please indicate the extent to which you agree with these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO takes an active part in national development strategy discussions	39	14	1	<input type="checkbox"/>	1	2	57 (54)
It supports participatory processes with civil society	7	22	16	10	4	1	60 (55)
It supports the implementation of the development strategy (e.g. with TA, resources, projects)	31	25	4	<input type="checkbox"/>	1	0	61 (60)
It supports performance monitoring activities	23	30	2	1	4	0	60 (56)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q8: Below are different ways that MOs may align their work with partner countries' national development strategies, PRSPs or CHAPs. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO country strategy/country programme is aligned with the national development strategy,	37	18	3	1	<input type="checkbox"/>	1	60 (59)

PRSP or CHAP							
Its sector strategies are aligned with national sector strategies	28	25	3	1	<input type="checkbox"/>	3	60 (57)
Its activities address national development strategy and relevant sector priorities	23	32	3	1	<input type="checkbox"/>	1	60 (59)

*Figure in brackets: total without “Insufficient information to judge” and “Not applicable”

Q9: Below are a number of ways that MOs may align their business practice with national systems and procedures. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	<i>Total*</i>
Where appropriate, the MO provides direct budget support	30	11	1	8	4	6	60 (50)
Where relevant, it participates in government-led programme-based approaches such as sector-wide approaches and basket/pooled funding arrangements	24	18	6	3	4	5	60 (51)
It avoids parallel project implementation structures	7	13	29	8	3	0	60 (57)
Where appropriate, it uses national procurement systems	9	13	12	14	7	5	64 (48)
Where appropriate, it makes use of country public financial management systems ¹⁵	7	26	6	13	7	2	61 (52)

*Figure in brackets: total without “Insufficient information to judge” and “Not applicable”

Q10: In your view, is the World Bank country office able to take decisions without referring back to its headquarters?

	<i>Tick one</i>
The country office mainly takes decisions without referring back to its headquarters	7
It occasionally takes decisions without referring back to its headquarters	22
It is unable to take decisions without referring back to its headquarters	20
Insufficient information/knowledge	10
Total*	59 (49)

*Figure in brackets: total without “Insufficient information to judge”

¹⁵ I.e. national budget execution procedures, national financial reporting procedures and national auditing procedures (Paris Declaration Donor Survey Q^d5-Q^d7).

Part II: Quality of World Bank partnership behaviour towards other international development agencies

This part of the questionnaire covers this MO's partnership behaviour towards other international development agencies in terms of information sharing, inter-agency coordination and harmonization.

E. INFORMATION SHARING

Q11: Below are a number of statements describing how MOs may share or seek information. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	Total*
The MO is proactive in sharing documents that satisfy other international development agencies' information needs	10	26	18	5	2	61 (59)
It shares information about its visiting missions (e.g. TOR, timing, itinerary, main findings)	10	25	23	2	1	61 (60)
The MO consults other international development agencies on its own strategies, country programmes and analytical work	10	20	25	3	1	59 (58)
It reacts to the information and views of other donors in the country	4	28	19	5	2	58 (56)
It responds to requests for information	15	30	13	1	1	60 (59)
It seeks information about other agencies' activities	7	22	21	5	3	58 (55)

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

F. INTER-AGENCY COORDINATION

Q12: How do you perceive the contribution of the World Bank to local donor coordination activities, such as donor working groups?

	<i>Tick one</i>
Strong contribution	26
Some contribution	26
Minor contribution	6
No contribution	1
Insufficient information/knowledge	1

Not applicable	<input type="checkbox"/>
Total*	62 (59)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q13: In your view, does the World Bank seek to improve its coordination with other donors at the project/programme level? Please indicate the extent to which you agree that the below statements apply to the World Bank.

	<i>Tick one</i>
The MO seeks to improve its coordination with other international development agencies at the project/programme level	34
It does not pay particular attention to coordination with others at the project/programme level	22
It mainly works in isolation from other international development agencies	3
Insufficient information/knowledge	2
Total*	61 (59)

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

Q14: How do you perceive the contribution of World Bank local senior management to coordination within the donor community?

	<i>Tick one</i>
Strong contribution	23
Some contribution	22
Minor contribution	11
No contribution	1
Insufficient information/knowledge	3
Total*	60 (58)

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

G. HARMONIZATION

Q15: Below are a number of ways that MOs may contribute to local donor harmonization efforts. Please indicate the extent to which you agree that these statements apply to the World Bank.

<i>Answer each component.</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO actively contributes to local harmonization action plans	11	30	11	5	4	<input type="checkbox"/>	61 (57)
It effectively contributes to joint	16	29	7	4	3	<input type="checkbox"/>	59 (56)

country analytic work							
It participates in joint programming with other international development agencies	17	29	10	1	3	<input type="checkbox"/>	60 (57)
It participates in country level multi-donor evaluations	12	17	7	0	13	3	52 (36)
It participates in joint field missions	4	26	6	5	10	1	52 (41)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q16 How do you perceive the World Bank's contribution to harmonization within the RC system at country level (e.g. UNDAF, joint programmes, UN House, "Delivering as One" pilot initiative)? (This question applies only to UNFPA and the World Bank.)

	<i>Tick one</i>
Strong contribution	7
Some contribution	15
Minor contribution	12
No contribution	6
Insufficient information/knowledge	19
Total*	59 (40)

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

This is the end of the main questionnaire. We would now like to ask some additional questions about your familiarity with the World Bank.

Part III: Additional questions

Q17: What is the average frequency of your contacts with the World Bank in a typical three-month period?

In a typical three-month period, how often do you attend meetings where MO representatives are present?	<i>(tick one)</i>
o Never	1
o 3-5 meetings	21
o More than 5	34
Total	56
In a typical three-month period, how often do you have bilateral discussions with this MO?	<i>(tick one)</i>
o Never	8
o 1-2 times	19
o More than 2	27
Total	54

Q18: Has your embassy/country office's level of cooperation with the World Bank changed during the last 3 years?

	<i>Tick one</i>
Increased in last 3 years	26
Remained unchanged	24
Decreased	5
No cooperation	1
Total	56

Q19: In what ways does *your* embassy/country office cooperate with the World Bank?

<i>Answer each component</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
We provide funds to the MO at country level	23	33	56
We participate in the same policy dialogue with government	50	4	54
We collaborate in joint advocacy activities	34	21	55
We both participate in the same national development strategy discussions	49	4	53
Both participate in direct budget support mechanisms	27	29	56
We participate in the same programme-based approaches	37	19	56
We cooperate within the same local coordination mechanisms	46	10	56
We undertake joint field missions and/or country analytic work	32	24	56
We carry out joint evaluations	30	24	54
Other (please illustrate)	<input type="checkbox"/>	3	3

Q20: With respect to the areas covered by this questionnaire, how do participating staff members judge their level of knowledge of the World Bank? (*tick one*)

High 28 Medium 31 Low 2 (= 61 answers)

**Aggregated questionnaire responses for UNFPA
48 questionnaires from 9 countries**

Part I: Quality of UNFPA partnership behaviour towards national stakeholders (government, NGOs, private sector)

This part of the questionnaire asks about UNFPA's partnership behaviour towards national stakeholders in terms of policy dialogue, capacity development, advocacy, and alignment with national development strategies.

A. POLICY DIALOGUE

Q1: How do you perceive the contribution of UNFPA to policy dialogue with the host government?

	<i>Tick one</i>
Strong contribution	15
Some contribution	12
Minor contribution	11
No contribution	<input type="checkbox"/>
Insufficient information/knowledge to judge	9
Not applicable	<input type="checkbox"/>
Total*	47 (38)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q2: Below are a number of ways that MOs can effectively support the participation of civil society (local NGOs, private sector) in policy dialogue. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO effectively supports NGO participation in national policy dialogue	7	12	7	5	17	<input type="checkbox"/>	48 (31)
It effectively supports private sector participation in national policy dialogue	1	1	5	11	27	2	50 (18)

It mostly limits consultations on its own policies, strategies and analytical work to government ministries	<input type="checkbox"/>	4	18	6	17	<input type="checkbox"/>	45 (28)
It consults civil society on its own policies, strategies and analytical work	2	22	3	1	17	<input type="checkbox"/>	45 (28)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

B. CAPACITY DEVELOPMENT

Q3: In your view, how effective is UNFPA in supporting capacity development of different national stakeholders?

Capacity development of public institutions at the central level	(tick one)
- Always effective	1
- Mostly effective	24
- Somewhat ineffective	6
- Not effective	4
- Insufficient information/knowledge	14
- Not applicable	1
Total*	50 (35)
Capacity development of public institutions at the local level	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	17
- Somewhat ineffective	8
- Not effective	2
- Insufficient information/knowledge	20
- Not applicable	0
Total*	47 (27)
Capacity development of national NGOs	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	14
- Somewhat ineffective	6
- Not effective	1
- Insufficient information/knowledge	25
- Not applicable	<input type="checkbox"/>
Total*	46 (21)
Capacity development of the private sector	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	6
- Somewhat ineffective	2
- Not effective	5
- Insufficient information/knowledge	28

- Not applicable	6
Total*	47 (13)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q4: In your view, how does UNFPA promote or enable government ownership in the design and planning of the programmes/projects it supports (technically/financially)?

	<i>Tick one</i>
The MO only supports proposals that have been designed and developed by government	<input type="checkbox"/>
It more often supports proposals that have been designed and developed by the government than projects initiated by itself	21
It more often supports programmes/projects initiated by itself than proposals designed and developed by the government	18
It only supports programmes/projects initiated by itself and where it has led the identification and planning process	1
Insufficient information/knowledge	9
Total*	49 (40)

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

Q5: Below are three statements on technical advice (TA). Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO's TA is consistently of high quality	2	21	8	<input type="checkbox"/>	16	<input type="checkbox"/>	47 (31)
It makes good use of national TA	3	23	3	<input type="checkbox"/>	18	<input type="checkbox"/>	47 (29)
Its international TA is appropriate for national needs	1	20	4	<input type="checkbox"/>	22	<input type="checkbox"/>	47 (25)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

C. ADVOCACY¹⁶

Q6: Below are different ways that MOs can lead, stimulate and broaden public debate on important poverty and development issues. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
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¹⁶ In this context, advocacy is defined as influencing, persuading and mobilising government authorities, the general public or specific groups to change and take action.

The MO plays a strong and/or visible advocacy role	8	18	13	3	5	<input type="checkbox"/>	47 (42)
It addresses politically and/or culturally sensitive issues	11	18	3	9	7	<input type="checkbox"/>	48 (41)
It effectively supports government campaigns	8	22	6	<input type="checkbox"/>	10	1	47 (36)
It effectively engages in civil society campaigns	4	10	14	<input type="checkbox"/>	20	1	49 (28)
Its key advocacy documents are made available in local language(s) and/or popularized forms	7	19	2	2	17	<input type="checkbox"/>	47 (30)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

D. ALIGNMENT WITH NATIONAL DEVELOPMENT STRATEGIES, SYSTEMS AND PROCEDURES

Q7: Below are different ways that MOs can support partner countries' national development strategies, including Poverty Reduction Strategies (PRS) and Common Humanitarian Action Plans (CHAP). Please indicate the extent to which you agree with these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO takes an active part in national development strategy discussions	7	21	5	1	12	1	47 (34)
It supports participatory processes with civil society	7	13	11	<input type="checkbox"/>	17	1	49 (31)
It supports the implementation of the development strategy (e.g. with TA, resources, projects)	10	22	4	<input type="checkbox"/>	12	1	49 (36)
It supports performance monitoring activities	5	19	2	<input type="checkbox"/>	20	1	47 (26)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q8: Below are different ways that MOs may align their work with partner countries' national development strategies, PRSPs or CHAPs. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO country strategy/country programme is aligned with the national development strategy,	14	22	2	<input type="checkbox"/>	10	<input type="checkbox"/>	47 (37)

PRSP or CHAP							
Its sector strategies are aligned with national sector strategies	19	13	2	<input type="checkbox"/>	13	<input type="checkbox"/>	47 (34)
Its activities address national development strategy and relevant sector priorities	13	21	2	1	11	<input type="checkbox"/>	48 (37)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q9: Below are a number of ways that MOs may align their business practice with national systems and procedures. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	<i>Total*</i>
Where appropriate, the MO provides direct budget support	1	2	2	18	13	10	46 (23)
Where relevant, it participates in government-led programme-based approaches such as sector-wide approaches and basket/pooled funding arrangements	13	9	4	7	10	4	47 (33)
It avoids parallel project implementation structures	5	6	8	10	16	1	46 (29)
Where appropriate, it uses national procurement systems	3	10	0	9	21	3	46 (22)
Where appropriate, it makes use of country public financial management systems ¹⁷	2	12	2	11	15	4	46 (27)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q10: In your view, is the UNFPA country office able to take decisions without referring back to its headquarters?

	<i>Tick one</i>
The country office mainly takes decisions without referring back to its headquarters	2
It occasionally takes decisions without referring back to its headquarters	15
It is unable to take decisions without referring back to its headquarters	5
Insufficient information/knowledge	24
Total*	46 (22)

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

¹⁷ I.e. national budget execution procedures, national financial reporting procedures and national auditing procedures (Paris Declaration Donor Survey Q^{d5}-Q^{d7}).

Part II: Quality of UNFPA partnership behaviour towards other international development agencies

This part of the questionnaire covers UNFPA's partnership behaviour towards other international development agencies in terms of information sharing, inter-agency coordination and harmonization.

E. INFORMATION SHARING

Q11: Below are a number of statements describing how MOs may share or seek information. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>Total*</i>
The MO is proactive in sharing documents that satisfy other international development agencies' information needs	9	15	10	1	12	47 (35)
It shares information about its visiting missions (e.g. TOR, timing, itinerary, main findings)	2	10	14	4	16	46 (30)
The MO consults other international development agencies on its own strategies, country programmes and analytical work	2	25	3	1	17	48 (31)
It reacts to the information and views of other donors in the country	3	22	6	2	11	47 (33)
It responds to requests for information	10	22	3	□	13	48 (35)
It seeks information about other agencies' activities	6	11	10	4	17	48 (31)

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

F. INTER-AGENCY COORDINATION

Q12: How do you perceive the contribution of UNFPA to local donor coordination activities, such as donor working groups?

	<i>Tick one</i>
Strong contribution	17
Some contribution	17
Minor contribution	5
No contribution	2
Insufficient information/knowledge	5

Not applicable	1
Total*	48 (42)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q13: In your view, does this MO seek to improve its coordination with other donors at the project/programme level? Please indicate the extent to which you agree that the below statements apply to UNFPA.

	<i>Tick one</i>
The MO seeks to improve its coordination with other international development agencies at the project/programme level	27
It does not pay particular attention to coordination with others at the project/programme level	8
It mainly works in isolation from other international development agencies	<input type="checkbox"/>
Insufficient information/knowledge	12
Total*	47 (35)

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

Q14: How do you perceive the contribution of UNFPA local senior management to coordination within the donor community?

	<i>Tick one</i>
Strong contribution	16
Some contribution	12
Minor contribution	11
No contribution	<input type="checkbox"/>
Insufficient information/knowledge	8
Total*	47 (39)

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

G. HARMONIZATION

Q15: Below are a number of ways that MOs may contribute to local donor harmonization efforts. Please indicate the extent to which you agree that these statements apply to UNFPA.

<i>Answer each component.</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO actively contributes to local harmonization action plans	12	13	6	2	11	0	45 (34)
It effectively contributes to joint country analytic work	6	19	5	2	13	1	46 (32)

It participates in joint programming with other international development agencies	12	17	3	1	11	2	46 (33)
It participates in country level multi-donor evaluations	8	5	5	2	18	1	39 (20)
It participates in joint field missions	4	8	7	1	18	1	39 (20)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q16 How do you perceive UNFPA's contribution to harmonization within the RC system at country level (e.g. UNDAF, joint programmes, UN House, "Delivering as One" pilot initiative)? (This question applies only to UNFPA and the World Bank.)

	<i>Tick one</i>
Strong contribution	12
Some contribution	18
Minor contribution	2
No contribution	<input type="checkbox"/>
Insufficient information/knowledge	17
Total*	49 (32)

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

This is the end of the main questionnaire. We would now like to ask some additional questions about your familiarity with UNFPA.

Part III: Additional questions

Q17: What is the average frequency of your contacts with UNFPA in a typical three-month period?

In a typical three-month period, how often do you attend meetings where MO representatives are present?	<i>(tick one)</i>
o Never	9
o 3-5 meetings	26
o More than 5	11
Total	46
In a typical three-month period, how often do you have bilateral discussions with this MO?	<i>(tick one)</i>
o Never	20
o 1-2 times	20
o More than 2	5
Total	45

Q18: Has your embassy/country office's level of cooperation with UNFPA changed during the last 3 years?

	<i>Tick one</i>
Increased in last 3 years	21
Remained unchanged	18
Decreased	2
No cooperation	5
Total	46

Q19: In what ways does *your* embassy/country office cooperate with UNFPA?

<i>Answer each component</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
We provide funds to the MO at country level	9	38	47
We participate in the same policy dialogue with government	35	11	46
We collaborate in joint advocacy activities	21	23	44
We both participate in the same national development strategy discussions	32	13	45
Both participate in direct budget support mechanisms	1	44	45
We participate in the same programme-based approaches	16	29	45
We cooperate within the same local coordination mechanisms	27	18	45
We undertake joint field missions and/or country analytic work	7	38	45
We carry out joint evaluations	6	38	44
Other (please illustrate)	5	5	10

Q20: With respect to the areas covered by this questionnaire, how do participating staff members judge their level of knowledge of UNFPA? (*tick one*)

High 2 Medium 24 Low 20 (= 46 answers)

**Aggregated questionnaire responses for the European Commission
58 questionnaires from 9 countries**

Part I: Quality of EC partnership behaviour towards national stakeholders (government, NGOs, private sector)

This part of the questionnaire asks about the EC's partnership behaviour towards national stakeholders in terms of policy dialogue, capacity development, advocacy, and alignment with national development strategies.

A. POLICY DIALOGUE

Q1: How do you perceive the contribution of the EC to policy dialogue with the host government?

	<i>Tick one</i>
Strong contribution	35
Some contribution	15
Minor contribution	5
No contribution	<input type="checkbox"/>
Insufficient information/knowledge to judge	2
Not applicable	<input type="checkbox"/>
Total*	57 (55)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q2: Below are a number of ways that MOs can effectively support the participation of civil society (local NGOs, private sector) in policy dialogue. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO effectively supports NGO participation in national policy dialogue	8	25	11	<input type="checkbox"/>	14	<input type="checkbox"/>	58 (44)
It effectively supports private sector participation in national policy dialogue	4	25	3	2	24	<input type="checkbox"/>	58 (34)

It mostly limits consultations on its own policies, strategies and analytical work to government ministries	6	16	18	11	6	<input type="checkbox"/>	57 (51)
It consults civil society on its own policies, strategies and analytical work	3	16	11	4	24	<input type="checkbox"/>	58 (34)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

B. CAPACITY DEVELOPMENT

Q3: In your view, how effective is the EC in supporting capacity development of different national stakeholders?

Capacity development of public institutions at the central level	(tick one)
- Always effective	2
- Mostly effective	34
- Somewhat ineffective	11
- Not effective	1
- Insufficient information/knowledge	9
- Not applicable	1
Total*	58 (48)
Capacity development of public institutions at the local level	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	13
- Somewhat ineffective	11
- Not effective	4
- Insufficient information/knowledge	27
- Not applicable	3
Total*	58 (28)
Capacity development of national NGOs	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	22
- Somewhat ineffective	8
- Not effective	3
- Insufficient information/knowledge	24
- Not applicable	1
Total*	58 (33)
Capacity development of the private sector	(tick one)
- Always effective	<input type="checkbox"/>
- Mostly effective	25
- Somewhat ineffective	5
- Not effective	1
- Insufficient information/knowledge	27
- Not applicable	0
Total*	58 (31)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q4: In your view, how does the EC promote or enable government ownership in the design and planning of the programmes/projects it supports (technically/financially)?

	<i>Tick one</i>
The MO only supports proposals that have been designed and developed by government	7
It more often supports proposals that have been designed and developed by the government than projects initiated by itself	23
It more often supports programmes/projects initiated by itself than proposals designed and developed by the government	21
It only supports programmes/projects initiated by itself and where it has led the identification and planning process	1
Insufficient information/knowledge	7
Total*	59 (51)

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

Q5: Below are three statements on technical advice (TA). Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO's TA is consistently of high quality	2	23	15	1	17	<input type="checkbox"/>	58 (41)
It makes good use of national TA	2	28	10	<input type="checkbox"/>	16	1	57 (40)
Its international TA is appropriate for national needs	2	28	8	1	18	<input type="checkbox"/>	57 (39)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

c. ADVOCACY¹⁸

Q6: Below are different ways that MOs can lead, stimulate and broaden public debate on important poverty and development issues. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO plays a strong and/or visible advocacy role	7	31	10	4	5	1	58 (53)

¹⁸ In this context, advocacy is defined as influencing, persuading and mobilising government authorities, the general public or specific groups to change and take action.

It addresses politically and/or culturally sensitive issues	8	28	14	2	5	1	58 (52)
It effectively supports government campaigns	2	21	18	1	14	2	58 (42)
It effectively engages in civil society campaigns	1	13	12	6	22	3	57 (32)
Its key advocacy documents are made available in local language(s) and/or popularized forms	4	15	8	9	17	2	55 (36)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

D. ALIGNMENT WITH NATIONAL DEVELOPMENT STRATEGIES, SYSTEMS AND PROCEDURES

Q7: Below are different ways that MOs can support partner countries' national development strategies, including Poverty Reduction Strategies (PRS) and Common Humanitarian Action Plans (CHAP). Please indicate the extent to which you agree with these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO takes an active part in national development strategy discussions	25	23	4	5	□	1	58 (57)
It supports participatory processes with civil society	9	33	7	□	9	1	59 (49)
It supports the implementation of the development strategy (e.g. with TA, resources, projects)	25	27	3	□	2	1	58 (55)
It supports performance monitoring activities	19	20	10	□	9	1	59 (49)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q8: Below are different ways that MOs may align their work with partner countries' national development strategies, PRSPs or CHAPs. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO country strategy/country programme is aligned with the national development strategy, PRSP or CHAP	26	28	□	1	2	2	59 (55)
Its sector strategies are aligned	24	28	□	□	2	4	56 (50)

with national sector strategies							
Its activities address national development strategy and relevant sector priorities	29	26	1	<input type="checkbox"/>	<input type="checkbox"/>	2	59 (57)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q9: Below are a number of ways that MOs may align their business practice with national systems and procedures. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	<i>Total*</i>
Where appropriate, the MO provides direct budget support	24	9	2	4	8	11	58 (39)
Where relevant, it participates in government-led programme-based approaches such as sector-wide approaches and basket/pooled funding arrangements	25	24	3	2	2	2	58 (54)
It avoids parallel project implementation structures	7	28	12	3	9	<input type="checkbox"/>	59 (50)
Where appropriate, it uses national procurement systems	14	17	9	2	16	1	59 (42)
Where appropriate, it makes use of country public financial management systems ¹⁹	14	25	6	1	11	1	58 (46)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q10: In your view, is the EC country office able to take decisions without referring back to its headquarters?

	<i>Tick one</i>
The country office mainly takes decisions without referring back to its headquarters	3
It occasionally takes decisions without referring back to its headquarters	22
It is unable to take decisions without referring back to its headquarters	27
Insufficient information/knowledge	7
Total*	59 (52)

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

¹⁹ I.e. national budget execution procedures, national financial reporting procedures and national auditing procedures (Paris Declaration Donor Survey Q^d5-Q^d7).

Part II: Quality of EC partnership behaviour towards other international development agencies

This part of the questionnaire covers the EC's partnership behaviour towards other international development agencies in terms of information sharing, inter-agency coordination and harmonization.

E. INFORMATION SHARING

Q11: Below are a number of statements describing how MOs may share or seek information. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	Total*
The MO is proactive in sharing documents that satisfy other international development agencies' information needs	13	27	11	4	3	58 (55)
It shares information about its visiting missions (e.g. TOR, timing, itinerary, main findings)	12	32	10	4	1	59 (58)
The MO consults other international development agencies on its own strategies, country programmes and analytical work	12	27	14	3	2	58 (56)
It reacts to the information and views of other donors in the country	13	29	6	1	9	58 (49)
It responds to requests for information	19	28	3	2	5	57 (52)
It seeks information about other agencies' activities	12	26	10	5	3	56 (53)

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

F. INTER-AGENCY COORDINATION

Q12: How do you perceive the contribution of the EC to local donor coordination activities, such as donor working groups?

	<i>Tick one</i>
Strong contribution	36
Some contribution	13
Minor contribution	7
No contribution	<input type="checkbox"/>

Insufficient information/knowledge	1
Not applicable	1
Total*	58 (56)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q13: In your view, does the EC seek to improve its coordination with other donors at the project/programme level? Please indicate the extent to which you agree that the below statements apply to the EC.

	<i>Tick one</i>
The MO seeks to improve its coordination with other international development agencies at the project/programme level	45
It does not pay particular attention to coordination with others at the project/programme level	6
It mainly works in isolation from other international development agencies	1
Insufficient information/knowledge	6
Total*	58 (52)

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

Q14: How do you perceive the contribution of EC local senior management to coordination within the donor community?

	<i>Tick one</i>
Strong contribution	32
Some contribution	15
Minor contribution	3
No contribution	6
Insufficient information/knowledge	2
Total*	58 (56)

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

G. HARMONIZATION

Q15: Below are a number of ways that MOs may contribute to local donor harmonization efforts. Please indicate the extent to which you agree that these statements apply to the EC.

<i>Answer each component.</i>	<i>Fully agree</i>	<i>Mostly agree</i>	<i>Disagree somewhat</i>	<i>Fully disagree</i>	<i>Insufficient info / knowledge</i>	<i>n/a</i>	Total*
The MO actively contributes to local harmonization action plans	19	25	<input type="checkbox"/>	4	7	4	59 (48)
It effectively contributes to joint	11	23	12	1	8	4	59 (47)

country analytic work							
It participates in joint programming with other international development agencies	16	29	7	<input type="checkbox"/>	6	2	60 (52)
It participates in country level multi-donor evaluations	4	20	4	<input type="checkbox"/>	16	7	51 (28)
It participates in joint field missions	4	20	9	1	12	4	50 (34)

*Figure in brackets: total without "Insufficient information to judge" and "Not applicable"

Q16 How do you perceive this MO's contribution to harmonization within the RC system at country level (e.g. UNDAF, joint programmes, UN House, "Delivering as One" pilot initiative)? (This question applies only to UNFPA and the World Bank.)

	<i>Tick one</i>
Strong contribution	1
Some contribution	<input type="checkbox"/>
Minor contribution	<input type="checkbox"/>
No contribution	2
Insufficient information/knowledge	4
Total*	7 (3)

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

This is the end of the main questionnaire. We would now like to ask some additional questions about your familiarity with the EC.

Part III: Additional questions

Q17: What is the average frequency of your contacts with the EC in a typical three-month period?

In a typical three-month period, how often do you attend meetings where MO representatives are present?	<i>(tick one)</i>
<input type="radio"/> Never <input type="radio"/> 3-5 meetings <input type="radio"/> More than 5	<input type="checkbox"/> 17 39
Total	56
In a typical three-month period, how often do you have bilateral discussions with this MO?	<i>(tick one)</i>
<input type="radio"/> Never <input type="radio"/> 1-2 times <input type="radio"/> More than 2	9 29 19
Total	57

Q18: Has your embassy/country office's level of cooperation with the EC changed during the last 3 years?

	<i>Tick one</i>
Increased in last 3 years	36
Remained unchanged	17
Decreased	1
No cooperation	<input type="checkbox"/>
Total	54

Q19: In what ways does *your* embassy/country office cooperate with the EC?

<i>Answer each component</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
We provide funds to the MO at country level	2	54	56
We participate in the same policy dialogue with government	50	4	54
We collaborate in joint advocacy activities	36	17	53
We both participate in the same national development strategy discussions	51	5	56
Both participate in direct budget support mechanisms	21	32	53
We participate in the same programme-based approaches	40	14	54
We cooperate within the same local coordination mechanisms	48	6	54
We undertake joint field missions and/or country analytic work	27	23	50
We carry out joint evaluations	24	27	51
Other (please illustrate)	3	3	6

Q20: With respect to the areas covered by this questionnaire, how do participating staff members judge their level of knowledge of the EC? (*tick one*)

High 21 Medium 30 Low 6 (= 57 answers)