

MOPAN

The Multilateral Organisations Performance Assessment Network

The MOPAN Survey 2004

Synthesis Report

**United Nations Development Programme (UNDP)
African Development Bank (AfDB)
Food and Agriculture Organisation (FAO)**

January 14, 2005

© 2005, The Multilateral Organisations Performance Assessment Network (MOPAN); network members are the Governments of Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

The report has been drafted on behalf of MOPAN by a team of independent consultants:

Dino Beti, Consultant for Multilateral Development Cooperation, Fribourg, Switzerland,
dino.beti@bluewin.ch

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

Contents

Acronyms and definitions

Foreword by the MOPAN Headquarters Group

Executive summary	VI
1. Introduction	1
1.1. The Multilateral Organisations Performance Assessment Network (MOPAN)	1
1.2. The MOPAN Survey 2004	2
2. United Nations Development Programme (UNDP)	4
2.1. UNDP in the field	4
2.2. Quality of national partnerships	4
2.3. Quality of inter-agency partnerships	9
2.4. Overall assessment of UNDP at the country-level	11
3. African Development Bank (AfDB)	13
3.1. AfDB in the field	13
3.2. Quality of national partnerships	13
3.3. Quality of inter-agency partnerships	16
3.4. Overall assessment of the AfDB at the country-level	17
4. Food and Agriculture Organisation (FAO)	18
4.1. FAO in the field	18
4.2. Quality of national partnerships	18
4.3. Quality of inter-agency partnerships	20
4.4. Overall assessment of FAO at the country-level	21
Annexes	
1 MOPAN Terms of Reference	23
2 MOPAN Methodology	31
3 Overview of completed questionnaires	36
3a Compiled questionnaires on UNDP	37
3b Compiled questionnaires on the AfDB	46
3c Compiled questionnaires on FAO	55

Acronyms

AfDB	African Development Bank
FAO	Food and Agriculture Organisation of the United Nations
IFAD	International Fund for Agricultural Development
IFIs	International Finance Institutions
MDGs	Millennium Development Goals
MOPAN	Multilateral Organisations Performance Assessment Network
MOs	Multilateral Organisations
NEPAD	The New Partnership for Africa's Development
NGOs	Non-governmental Organisations
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
PRS	Poverty Reduction Strategies
RC	United Nations Resident Coordinator
SWAP	Sector-wide approach
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

Definitions

Inter-agency partnerships	Partnerships with other development organisations, including multilateral organisations and bilateral donors
National partnerships	Partnerships with national actors including government and civil society organisations
The MOPAN country teams	Teams of MOPAN member country staff in Benin, Burkina Faso, Guatemala, Kenya, Mali, Nepal, Pakistan, Rwanda, Sri Lanka and Uganda
UN House	Premises shared by UN organisations at the country-level

FOREWORD

This Synthesis Report presents the findings of the MOPAN Survey 2004 jointly conducted by eight bilateral donors in ten countries. It provides valuable and revealing observations about the partnership behaviour of UNDP, FAO and the African Development Bank at the country-level. The principles and good practices for such behaviour have long been agreed to by the international development community as an important aspect of aid effectiveness and have been confirmed at Monterrey (2002), by the Rome Declaration on Harmonisation (2003) and by the UN General Assembly Resolution on the Triennial comprehensive policy review of operational activities for development of the UN system (2004).

The present Survey acts as an investigative, learning and dialogue tool to improve knowledge of multilateral organisations' activities at the country-level. It presents the perceptions of their partnership behaviour by bilateral donors who are active at the country-level, who often work with the multilateral organisations in these countries, and who are also important sources of financial support. A major objective of the Survey is to improve the information flow to bilateral headquarters about multilateral performance at the country-level. The results will be used to inform discussions at the respective Governing Councils and Executive Boards, and as a contribution to dialogue in the Survey countries as well as at the MOPAN country headquarters-level.

The Survey finds patchiness in the implementation of the agreed aid effectiveness principles of country ownership, alignment with national priorities and harmonisation of procedures; but it also finds improvements in the process of aid delivery, albeit at a slower pace than might have been anticipated in some cases. The slow progress, particularly in respect to harmonisation and country ownership, has also been confirmed by a recent OECD/DAC report to the Second High Level Forum on Aid Effectiveness, scheduled for March 2005. Another concern is that despite a commitment to coordination and harmonisation, the multilateral organisations are still working in a manner that reflects their individual way of doing things, including a continued adherence to stand-alone projects.

As an opinion of bilateral donor representatives working in country, whatever its accuracy, the Survey remains an instructive view of how these organisations are perceived. If this perception is incorrect, it will be important to discuss with the multilateral organisations the need for improved communication and how MOPAN country representatives can strengthen their awareness of multilateral activity in country to ensure that knowledge is improved and accurate.

For MOPAN members, the Survey's findings confirm that our field representatives also need to be better informed on multilateral activity in their countries and should seek out more frequent contact. However, the involvement and interest in the Survey increased substantially from last year – showing that our country staff is gaining knowledge through and as a result of the MOPAN process, and that they are becoming increasingly well informed about multilateral activities.

In sum, the MOPAN Survey 2004 tells us that the new reforms and procedures agreed to at policy level are still taking time to roll out at the implementation level, particularly in harmonisation and alignment. Therefore we need collectively to urge stronger and faster implementation processes.

The MOPAN Headquarters Group is pleased with the improved quality of the Survey and its responses. The exercise's lightweight and rapid methodology not only means that its results are as current as possible, helping our institutional governance work, but also that they offer significant contributions for more intensive institutional evaluations.

We are grateful to all our country staff for participating in the exercise and to the multilateral organisations for their positive response to the initiative.

***The MOPAN Headquarters Group
Austria, Canada, Denmark, the Netherlands,
Norway, Sweden, Switzerland, the United Kingdom***

January 14, 2005

Executive summary

a. Introduction

In 2004, MOPAN implemented its first survey of multilateral performance at the country-level, drawing on the lessons learned from the 2003 pilot. The organisations assessed were the United Nations Development Programme (UNDP), the African Development Bank (AfDB), and the Food and Agriculture Organisation (FAO). The MOPAN Survey 2004 - hereinafter “the Survey” - was carried out in ten countries: Benin, Burkina Faso, Guatemala, Kenya, Mali, Nepal, Pakistan, Rwanda, Sri Lanka, and Uganda. This report is the synthesis of the findings presented in the ten MOPAN country reports.

The assessment is fundamentally a survey of the perceptions of MOPAN member staff about in-country performance of the multilateral organisations (MOs) at the country-level. It focuses on behavioural aspects of performance: the quality of national partnerships and the quality of interagency partnerships. Annex 1 presents the MOPAN Terms of Reference and annex 2 gives details of the methodology.

b. United Nations Development Programme (UNDP)

In the ten countries where the Survey was carried out, UNDP is perceived to be a crucial player in the international efforts for development - both as a multilateral organisation with its own programme and through its role as coordinator of the UN development system. Given its worldwide presence with a vast network of operational offices and its all-encompassing mandate, UNDP is required to meet a variety of expectations. The general perception is that it responds to these expectations better with regard to national partnerships than as regards inter-agency partnerships.

With regard to *national partnerships*, UNDP’s contribution to policy dialogue, its capacity building activities, its support to non-state actors, its support to and alignment with national policies and strategies, and particularly its advocacy are perceived very positively. Its contribution to *policy dialogue* is seen as an important asset, notably in connection with the MDGs. However, UNDP shows weakness when controversial issues are at stake and it then tends to remain silent and become less visible. UNDP’s performance in terms of *capacity building* is seen to be of good quality, particularly in areas of its specific mandates. It is thought to have improved over the last three years as it has become more responsive to government needs and requests. In the area of *support to non-state actors*, UNDP – in different ways and quite constructively – has promoted its participation in development issues. On the other hand, UNDP still seems to prefer delivering its support through its own projects, thus undermining any lasting impact on capacity development. Furthermore, there are reservations about its ability to foster *country ownership* in some cases.

UNDP scores highly on *advocacy* for human development and poverty eradication, both at the general level and in areas specific to the countries of the Survey. Global, Regional and National Human Development Reports are important channels highlighted in this regard. UNDP is also perceived to have shown a significant performance in connection with national *poverty reduction strategies* or similar initiatives, both by actively supporting national PRS processes and taking steps to progressively and substantively align its own country programmes and projects.

As regards *inter-agency partnerships*, UNDP's performance at the country-level in terms of information sharing, coordination, harmonisation, and general local responsiveness to other donors is perceived to be rather poor. Thus, UNDP does not appear as an example of good communication with partners, particularly with regard to missions where it could be more pro-active in sharing information and disconnecting this from fundraising motives.

UNDP's performance in the area of *inter-agency coordination* – where it is specifically mandated to play a distinctive role – reveals a rather mixed picture. However, on balance it shows promising behaviour thanks to the introduction of new arrangements (such as the UNDAF and the UN House) and to a perceptible improvement in the quality of Resident Coordinator staffing. With regard to *harmonisation*, however, UNDP is not perceived to be taking a pro-active stand, but rather to be moving at quite slow pace, in particular as far as harmonising its own procedures with other donor agencies is concerned. On the other hand, the Survey finds that UNDP has become more sensitive to its partners at the country-level in recent years, which is interpreted as an effect of the increasing decentralization of decision-making power to Resident Coordinators.

c. African Development Bank (AfDB)

Overall, the MOPAN country teams have had only occasional and superficial contacts with the AfDB over the last three years. Evidence gathered in the countries of the Survey regarding the Bank's performance is therefore sparse. Given the dearth of contacts with the Bank, the perceptions presented in this report will need to be read with caution. Furthermore, the limited contact and knowledge at the country-level should be seen as a mutual challenge for both the AfDB and the MOPAN members.

The AfDB is an international finance institution. Its operations are currently managed from its headquarters in Tunis. In the six African countries of the Survey (Benin, Burkina Faso, Kenya, Mali, Rwanda, and Uganda), the Bank runs relatively sizeable programmes and is therefore a significant donor and key partner to the respective host governments. However, it has a country office in only one of these countries (Uganda), which was set up only months before the Survey.

The MOPAN country teams' main perceptions of the AfDB relate to its *mode of operation*. This is characterized by a high degree of centralization and being highly reliant on a project-approach, using its own rules and procedures. However, a gradual shift towards implementing a programmatic approach and participating in sector-wide approach arrangements has been observed in some countries.

The fact that the AfDB has no permanent presence in any of the Survey's countries, except Uganda, would seem to limit its impact on almost all areas where cooperation at the country-level is concerned, and most obviously on *general local responsiveness*. In terms of *national partnerships*, the Survey suggests that the AfDB's role in *policy dialogue* is generally minor and mostly limited to government ministries. Two examples of the Bank's relatively successful policy dialogue in the areas of procurement reform and land management, respectively, as well as its role within NEPAD, are exceptions to the general impression. The Survey also reveals that the Bank has not engaged in *advocacy* activities. Further, regarding *capacity building*, the perception is that it could (and should) be improved. Positive experiences have been made at the sectoral level (e.g. health) or in concrete, highly focused cases (e.g. money laundering). A further important perception relates to the degree of *alignment with national policies and*

strategies which, according to the Survey, varies from case to case, but where first signs of improvement have been noted.

In terms of *inter-agency partnerships*, the Survey reports that the AfDB's *information sharing* varies significantly from country to country, ranging from a complete lack of communication to sound and improved efforts to share information with other agencies. It further shows the Bank's *inter-agency coordination* to be weak but improving, depending upon individual persons and their actual presence on the ground. Overall, the Survey reports a rather modest involvement of the AfDB in joint efforts in its specific areas of activity.

The MOPAN country teams anticipate that the planned decentralization of the AfDB's country programme management to the country-level will help improve the institution's interaction with other donors and relevant non-state actors, as well as its knowledge of country-specific challenges. This is also expected to enhance the organisation's critical and constructive contribution to policy dialogue and advocacy, its alignment with national policies and strategies, its capacity to deliver, and ultimately the effectiveness of its operational activities for development.

d. Food and Agriculture Organisation (FAO)

The assessment of FAO is also affected by the limited degree of interaction with the MOPAN country teams, resulting in only partial awareness of and knowledge about FAO's activities and characteristics. Four country teams preferred not to assess FAO because of a lack of interaction and information. Even in the six countries in which MOPAN staff did assess FAO, this was based on a limited exposure to the organisation. Therefore, caution needs to be exercised when taking note of the findings in the present report.

Overall, the Survey reports that FAO's activities are perceived to be in line with its own mandate as a UN specialised agency, with the organisation focusing on the agricultural/rural sector and prioritising the area of food security. With regard to the *quality of national partnerships*, the Survey shows FAO's contribution to *policy dialogue* to be positive but somewhat limited in scope and not achieving its full potential. In the MDGs context, the country reports suggest that FAO could play a more prominent role in the broader policy debate, including a stronger advisory role among UN organisations at the country-level. The known examples of *capacity building activities* are appreciated, but on the whole, FAO's capacity building efforts are either not visible or not well communicated. The MOPAN country teams' impressions of FAO's ability to *foster government ownership* are diverse, sometimes emphasising positive efforts, but at other times not paying enough attention to this dimension. FAO's *advocacy role* is considered to be useful as regards some specific agricultural issues. In the broader public debate, however, FAO plays a rather passive role. The Survey suggests that FAO could probably become more actively engaged in advocacy activities, especially in the context of food-related MDGs. With regard to *contributing to national PRS processes*, the Survey reveals that FAO is not seen to play a particularly active role, although it is involved to some extent.

Regarding the *quality of inter-agency partnerships*, FAO is perceived by the MOPAN country teams - with some exceptions - as not being very forthcoming when it comes to *sharing information*. FAO appears to be an active participant in some specific thematic *inter-agency coordination* efforts. With regard to *harmonisation* efforts, FAO is seen as a

willing but minor actor. FAO's awareness of donors' priorities at the country-level appears to be limited. With regard to decentralized decision-making, FAO is perceived as occasionally being able to rapidly respond to urgent national needs. At the same time, it is seen as still quite headquarters-driven, with FAO Representatives having limited power to take decisions without referring back to headquarters.

FAO's financial and human resources are perceived to be quite limited, which impacts negatively on almost all areas (e.g. policy dialogue, advocacy, coordination, and local responsiveness). One way to overcome these operational limitations, suggested by some MOPAN country teams, would be for FAO to strengthen its collaboration with donors and other multilateral organisations.

Overall, FAO's strong focus on governments as its main partners and its restricted interaction with non-state actors is perceived as a limitation as it hampers a broader partnership strategy, although it also allows FAO to play an important brokering role.

1. Introduction

1.1. The Multilateral Organisations Performance Assessment Network (MOPAN)

The Multilateral Organisations Performance Assessment Network (MOPAN) was launched in 2002 as a network of like-minded donor countries for monitoring over time the performance of multilateral development organisations at the country-level. Current members are: Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom; current observers are: Finland and Ireland (see annex 1: MOPAN Terms of Reference).

Objectives

The immediate objective is to monitor the performance of MOs at the country-level against their own mandate.

MOPAN members aim is furthermore to

- Improve the flow of information on multilateral performance from the country-level to their headquarters, in order to
 - understand better the MOs' work and priorities;
 - be more effective as members or shareholders of the MOs; and
 - increase their accountability to their respective governments and parliaments for the support to the MOs;
- Strengthen the engagement of the MOPAN members at the country-level in the assessment of multilateral performance; and
- Promote a more informed dialogue with the MOs at both headquarters and the country-level about their performance.

Approach

MOPAN carries out periodic joint assessments of the activities of MOs in a number of countries where members run their own bilateral programmes. The assessment is implemented as an in-house process by MOPAN member country staff, and as a light and rapid exercise, to reduce transactions costs and the time spent on implementation. The assessment is a joint survey of perceptions about the in-country performance of MOs. It focuses on behavioural aspects of MOs' performance – their partnership behaviour - about which the country teams are likely to be knowledgeable through their direct contacts with the MOs.

While this approach cannot assess the actual contribution of the MOs to poverty reduction, it provides valuable information about the processes through which aid is delivered, which are an important part of the story about aid effectiveness. Perceptions of behaviour are a legitimate, if partial, source of information about these processes.

Focus

The MOPAN assessment focuses on the performance of MOs as demonstrated through their country-level partnerships with national and international actors in development

cooperation. This includes their respective contributions to national policy dialogue and advocacy, their support to non-state actors, their alignment to national poverty reduction strategies (or similar instruments) and their participation in aid coordination and harmonisation activities.

The focus on these issues reflects the current emphasis in international development on:

- Improving the way aid is delivered (through national partnerships that encourage country ownership, participation, and leadership);
- Improving the relevance of aid to country needs and priorities, including the degree of alignment of aid to national policies and strategies; and
- Improving aid coordination and harmonisation, thereby reducing duplication of activity as well as transactions costs for governments.

The MOPAN focus is in line with broader international efforts, such as the Rome Declaration¹, the DAC Guidelines on Harmonising Donor Practices for Effective Aid Delivery², and the TCPR of the United Nations system³.

Main instruments

The main instruments used by MOPAN in the assessment are:

- Individual questionnaires completed by MOPAN member country staff;
- Joint discussions among the MOPAN country teams, drawing on the individual questionnaires;
- Joint country reports prepared by the MOPAN country teams based on the group discussions; and
- The present Synthesis Report prepared by a team of consultants on behalf of the MOPAN Headquarters Group.

1.2. The MOPAN Survey 2004

The MOPAN Survey 2004 - hereinafter “the Survey” - was carried out by the *current MOPAN members* Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

The three assessed multilateral organisations were the United Nations Development Programme, UNDP (one of the United Nations Funds and Programmes), the African Development Bank, AfDB (a Regional Development Bank), and the Food and Agriculture Organisation, FAO (a UN specialized agency).

The Survey was carried out in *ten countries*: Benin, Burkina Faso, Guatemala, Kenya, Mali, Nepal, Pakistan, Rwanda, Sri Lanka, and Uganda. Of the *ten country reports*, all cover UNDP while the AfDB and FAO are covered by six of them.

There were *106 completed questionnaires* in total (see annex 3) - 50 for UNDP (see annex 3a), 27 for the AfDB (see annex 3b), and 29 for FAO (see annex 3c).

¹ Rome Declaration on Harmonisation, Rome, Italy, February 25, 2003.

² Harmonising Donor Practices for Effective Aid Delivery, Good Practice Papers, OECD 2003.

³ Triennial comprehensive policy review of operational activities for development of the United Nations system; document A/C.2/59/L, United Nations, 2004.

The Synthesis Report attempts to give a summary picture of how each of the MOs is perceived to be performing, relative to its mandate, based on a textual analysis of the country reports, and taking into account aggregate responses in the questionnaires (see annex 2 for details of the methodology). It also avails itself of verbatim accounts from the country reports, thus giving direct voice to the country staff. Selected quotes in boxes furthermore aim at illustrating specific, sometimes surprising, aspects of the reported findings.

2. United Nations Development Programme (UNDP)

2.1. UNDP in the field

Based on its central position within the United Nations system and building on its fundamental mission, UNDP is perceived to be a crucial player in international efforts for development. Thanks to its worldwide presence with a large network of operational offices and its all-encompassing mandate, UNDP is expected - and required - to meet quite a variety of expectations.

The Survey finds that UNDP country programmes, while basically in line with the organisation's original mission, are very varied. This depends on whether UNDP is working in a less-developed country (where overcoming poverty is key), in a country with smouldering security problems (due to climate disasters, man-made conflicts, or pandemics), in a post-conflict country (with issues at stake such as demobilization and reintegration of guerrilla forces or resettlement of uprooted population), or in a country in a deep political crisis and with an armed conflict still raging.

UNDP's programmes need to adjust to each country's particular situation and its specific needs. This challenge confronts UNDP almost inevitably with the problem of how to avoid scattering its programmes, both sectorally and geographically, and thus losing an indispensable minimal focus. It also has the problem of reconciling its dual role – as an independent actor and as a country coordinator for the UN.

"This is a country in a deep political crisis... This has necessitated increased focus and activities in a number of political, strategic and security-related areas. This 'unusual' situation has put special demands on the function of the UN Resident Coordinator. A role, which he and the rest of the UN Country Team has filled with admirable resolve. However, the increased focus on the UN Resident Coordinator function has quite naturally 'pushed' UNDP slightly in the background."

"The MOPAN team considers UNDP's role as coordinator of the UNDAF process rather separate from its function as a development agency. It is clear that the Resident Representative has a difficult balance to strike in managing this dual role."

2.2. Quality of national partnerships

Contribution to policy dialogue

The Survey suggests that *UNDP's contribution to policy dialogue is perceived to be an important asset*, although there are strengths and weaknesses, sometimes even within the same country.

UNDP shows **real strengths** when it comes to:

- Its *UN role as coordinator for the MDGs*: UNDP has promoted vigorously "the mainstreaming of the MDGs into the PRS". It has supported the government in the "elaboration of a strategy to fulfil the MDGs", including the capacity to "report on the country's progress". By contributing decisively to the "inclusion of the MDGs into the national agenda", UNDP has been "instrumental in ensuring that poverty reduction efforts are anchored in a global agenda".

- Its *ability to assemble divergent points of view* at collective discussion fora: UNDP has contributed to “bringing different actors together”, thus playing “a leading role in several initiatives for policy dialogue”. UNDP has “promoted policy dialogue between political parties”.
- Its *almost unchallenged position in particular development policy areas*: UNDP’s “very effective policy advice” on gender (e.g. gender sensitive budgeting), governance (e.g. fair elections) and environmental issues is stressed, as well as its strong leadership of an “intensive policy dialogue” on the fight against HIV/AIDS.

However, UNDP also shows signs of **weakness**:

- When *controversial issues* like respect for human rights, corruption, and ethnic divide are at stake, UNDP is perceived as “not maximizing its comparative advantage in pursuing the policy dialogue with the government”. Whenever it “limits its interventions to studies or reviews” on a controversial issue, or “prioritises the more operational aspects of its mandate”, the organisation is “not sufficiently visible in dialogue situations” to have the real clout for bringing about policy changes.
- “*Its lack of adequate financial resources*” is perceived to hamper UNDP’s “capacity to contribute more effectively to national policy issues”. The assignment of staff with appropriate skills can sometimes compensate temporarily for such financial shortages; but they almost never ensure the indispensable “government’s appreciation of UNDP” as a leading force in the policy dialogue.
- The lack of some contextual skills, such as language.

“There is a need for senior UNDP officials to speak good French, which is not always the case, in order to participate fully in the range and diversity of national dialogue.”

Capacity building for national policy-making

Within UNDP’s mission, capacity building is considered “a key driver of development” thus being a crucial factor in its activities. The Survey reports that UNDP’s *performance in this area is perceived to be of good quality*, having improved in the last three years and become more responsive to government needs and requests. However, it is variable, depending on context and the skills of individual project officers.

“The leading role of UNDP is a reflection of the government’s poor organization and limited capacities to formulate strategies and projects. The inefficiency of state institutions has led to a tendency to create parallel structures for implementation of projects. Ownership is one of the central and most difficult issues, even in relation to assumed commitments by the state as the peace accords.”

“Effectiveness in capacity-building is also dependent on the capacities of individual project officers and varies throughout UNDP’s work.”

The following features of UNDP’s capacity building performance are perceived as **strengths**:

- UNDP can make quite “*a significant contribution to capacity-building in some specific areas*” such as human rights, gender, justice, governance, devolution, training of parliamentarians, economic planning. It is also “acknowledged as having in some cases pioneered truly innovative capacity-building activities”.
- UNDP uses *mainly well-qualified international experts* with sound knowledge about the country of assignment that can “provide technical advice appropriate to national needs”.
- UNDP shows an *eager tendency to employ and work closely with national experts*, using as far as possible the most competent among them.

Other features of UNDP’s capacity building performance are seen as **weaknesses**:

- UNDP’s *ability to foster country ownership is questionable* when:
 - “It prefers a ‘UNDP-project’ or ‘informative workshop’ approach over a ‘learning by doing’ approach in which institutions truly develop themselves”;
 - “It emphasizes UNDP’s ‘own’ projects thus standing in the way of more effective capacity building firmly anchored in national and local institutions”;
 - “It chooses to develop its own separate funding modalities” often aimed at “mobilization of resources”, but failing to “promote the form of implementation most suitable for national ownership”;
 - “Its capacity-building efforts are focused more on implementation than on strategic or policy issues”; and
 - “Advisers need to be more effectively integrated with government programmes and properly institutionalised”, and do more to “allow the government to take the lead in programme design and implementation”.
- UNDP’s support to capacity building is likely to be impaired by a number of *flaws in its technical assistance*, such as “too short a duration of the support”, “lack of continuity in many of its projects”, “wide-ranging and scattered program”, “interventions not carried through to their completion”, and “little and declining resources”.
- UNDP is *not seen as having contributed significantly to capacity building of non-state actors*, whether these are NGOs or the private sector.

Advocacy

UNDP *scores well on advocacy for human development* and poverty eradication in general as well as in some specific areas of each country’s particular situation. Thus, it matches one of its comparative advantages, i.e. UNDP’s “human development mandate, which is seen to be an asset in promoting coherent national-level pro-poor economic and social policies”.

Some of its **strengths** include:

- Through the *Human Development Report process*, UNDP efficiently stimulates *public debate on policy issues*, especially considering its broad dissemination of national-level versions of the report. With the collection of statistical data and basic information, UNDP reaches down to the grassroots and contributes to raising and deepening awareness of the economic and social inequalities. Such publications are usually “given considerable attention by the government”.
- There are many cases where UNDP reinforces its advocacy either by editing and disseminating its *own publications in national and local languages in popularised formats* or by way of electronic communication.
- This is particularly the case when *UNDP actively supports public campaigns* which it does quite frequently related to specific issues, such as governance, gender, environment, information on civil rights before local elections, population growth.

The *only reservation* shared by MOPAN country teams about UNDP’s advocacy performance concerns its tendency to remaining silent and becoming less visible when controversial issues are at stake in public debate.

“Attention was drawn to the inherent dilemma in the area of governance where UNDP’s role as an advisor to the government probably is perceived as a constraint to a more proactive public advocacy.”

Support to non-state actors

One of UNDP’s basic roles and functions as defined in its mandate is to “facilitate more effective collaboration between the United Nations and other actors”. Over the last three years, UNDP has *actively promoted the participation of non-state actors* in development issues, and not only regarding their collaboration with the United Nations.

The Survey suggests that UNDP plays this facilitator role in different ways and in a **constructive manner**:

- UNDP is helping to *broaden the policy debate beyond central government*. It makes “real efforts” to promote “active and substantive participation of civil society in politics”. It was also noted that “UNDP, within the constraints it faces in the country, is doing a very good job in involving the non-state actors at all levels in policy discussions”.
- UNDP is seen to *recognize the importance of consultation and inclusiveness of non-state actors* in its own activities as well as in development issues at large. In the former area, UNDP has “a strong reputation for being participatory in all aspects of the programme cycle”, and “it has consulted widely, particularly with non-state actors, on its own country strategy and the UNDAF”. In the latter area, UNDP has “supported initiatives that resulted in wider national and local consultation on the PRS or on the African Peer Review Mechanism”. Its ‘needs assessment’ took “a strategic approach inclusive of views of civil society”.

- UNDP supports non-state actors in a variety of their own activities such as monitoring elections, conducting studies on land conflicts, organising a national poverty forum, facilitating access to micro-credit for HIV/AIDS victims, and training for cooperatives and community-based organisations.

"In addition to lobbying and consulting government and parliament, the UNDP had reportedly also involved a number of NGOs in the debate which finally contributed to the bill being put on hold. The draft was perceived as potentially having the effect of limiting the space within which civil society could operate."

However, there are also a few impressions that *UNDP could do a better job*: "consultations on the organisation's proper programmes were not done in a sufficiently systematic fashion", or UNDP "tends to consult other stakeholders after a project is designed rather than during its design".

On the whole, however, the general perception is that UNDP's performance in supporting non-state actors is sound.

Alignment with national institutions, policies and administration

The MOPAN country teams almost unanimously find that UNDP's performance with respect to alignment with national strategies and policies is **very "positive" and "constructive"**:

- UNDP has *actively supported the national PRS* (or similar) process: First and foremost in the elaboration phase by "taking centre stage in policy dialogue for PRSP preparation", by "providing finance for the preparatory work", by "supporting the collection and collation of public views", by "feeding the views, perceptions and opinions of the poor into central and local government's policy-formulation". It has also directly, albeit more modestly, contributed to the implementation of the national PRS, mainly by "supporting the national efforts to build a monitoring system and capacities for the PRS".
- UNDP is *in the process of aligning its own country strategies*, programmes and projects in all ten countries of the Survey to the national PRS, albeit to different degrees: "UNDP's country programme is well-aligned with the ambitions and visions of the PRS", or "UNDP aligns it to a large extent" or "UNDP has a strong alignment to national policies" or "it appears to be broadly aligned with or oriented towards the PRS".
- *UNDP's alignment* to national poverty reduction strategies seems to work *best with regard to sectoral issues* and when *new proposals and projects* are identified in sectors such as governance, public finance management, justice, decentralisation, gender, and environment.
- There are also a few cases where UNDP is *beginning to align its administrative behaviour to national institutions and mechanisms*: cases where it aims "to disburse funds through government budgets", where it "adopts government procurement procedures" or "accepts government reporting and accounting", where it is participating in a "SWAP-like arrangement" or in basket funding.

The MOPAN country teams appreciate UNDP's readiness and willingness to align itself to national institutions. However, **a few critical points** are worth mentioning:

- The Survey reports some cases where UNDP is *not in a hurry to align its own procedures* with those of the government services it works with. On issues such as procurement, reporting, accounting as well as basket/pooled funding and project management units, UNDP is seen as being much less pro-active than it could be.

"UNDP has an ambition to disburse funds through government budgets, but UNDP fears its donors will then protest that their money is spent without being well accounted for; UNDP donors should help UNDP resolve this dilemma."

- There are some cases where UNDP was seen to be willing and trying to participate in the PRS process and take an active part in the discussions, but was *hindered in doing so either by the government or by the World Bank* which "steered the PRSP process with limited or no contribution from other donors".
- Sometimes *institutional weaknesses* constrain the scope for alignment.

"MOPAN wishes to recognize that the current conflict in this country and the enormous difficulties which the government is experiencing with regard to field implementation has meant that donors in general have had to take an increased responsibility for (direct) implementation. This unfortunate situation will of course in the longer term run contrary to the aspirations for a nationally owned, executed and implemented poverty reduction strategy."

2.3. Quality of inter-agency partnerships

Information sharing

On the issue of information sharing, UNDP is not perceived *to be an example of good communication among partners*. This does not mean that it "purposely or actively withholds information", but that it tends not to share it pro-actively:

- This *deficiency is particularly perceived with regard to missions* financed or organised by UNDP where it could provide more timely information on terms of reference, itinerary, timing, and results in a more forthcoming manner.
- UNDP *is becoming more transparent* in the process of developing *its own country programmes and projects*, as illustrated by sharing documents and sometimes inviting comments on drafts. However, UNDP often *limits this pro-active information sharing to its co-financing partners* and potential co-financers, with fundraising being one main motive.

Inter-agency coordination

UNDP's coordination role is challenging: it has to "lead the efforts to coordinate and harmonise UN development activities", particularly "development assistance at field

level” which encompasses the “efforts of the UN development agencies”. UNDP should furthermore “facilitate more effective collaboration between the UN and other actors”.

The Survey reveals a rather mixed picture of UNDP’s performance in this area, though *on balance more promising behaviours outweigh critical features*.

The following aspects are perceived as UNDP’s **strengths**:

- *Coordination among UN agencies is seen as having gradually improved* thanks to the introduction of the new arrangements (e.g. UNDAF, UN House). The comments range from “coordination between UN agencies is good” to “the UNDAF process has greatly improved joint programming inside the UN family”. UNDP’s coordinating initiative can reach beyond UN agencies going from “UNDP does attempt to coordinate donors’ efforts” to “UNDP hosts a secretariat to administer donor coordination”.
- The perceived *performance of the Resident Coordinators has also improved*, e.g. “the RC speaks on behalf of all agencies”, or “the RC has assumed a strong leadership role at the overall political and strategic level”. Also “the RC, representing donors, co-chairs with government the monthly development partners consultation group meeting”.
- UNDP’s *participation in local coordination seems to be quite active overall*, “program staff participate in several cluster and program meetings”, “frequently volunteering for coordination activities.”

Coordination does not, however, appear to have made much headway everywhere, showing some **flaws**:

- In some cases, UNDP is seen as “*still working too much in isolation* from other agencies”, or “the RC having not yet taken fully charge of the challenges of UN coordination”, or UNDP’s flexibility being still too much restricted by “its internal regulations relating to basket funding, SWAP or budget support”.
- More disturbing seem to be cases where *UNDP’s “profile is more of a counterpart seeking funding”* and “competition for funds is influencing coordination efforts” or where “UNDP, in search for funds in competition with other UN agencies, has created overlaps”.
- The *UNDAF* as a UN country coordination mechanism is *not yet* seen to have *fully reached its potential*.

“As the current UNDAF seems to be thus far more of a regrouping of existent activities through a joint planning process, MOPAN representatives hope that UNDAF will soon also lead to a visible efficiency driven concentration and redistribution of activities amongst the UN agencies.”

Harmonisation

The Survey does *not report UNDP to be taking a pro-active stand on harmonisation*, at least not as far as harmonising its own procedures with other aid agencies is concerned. There are, though, a number of national harmonisation initiatives with UNDP participating, but not making substantive efforts. Only in one of the ten Survey countries

is UNDP seen as “a strong advocate of donor harmonisation and has provided significant leadership and administrative support for efforts so far”.

“The perception of the organization with regard to harmonization efforts portrays an image of an actor that does participate, but which does not fully embrace the agenda or play a leading role. It was suggested that the rationale could be related to fund-raising and the need for cultivating its proper identity.”

General local responsiveness

According to the Survey, UNDP seems to have become *in recent years more sensitive to its partners* (government services, international and national NGOs, bilateral donors). Its awareness of their ideas and aspirations, needs and constraints has been overall increasing. Resident Coordinators appear to have more scope for meeting their partners’ expectations “without having to refer back to UNDP’s headquarters”, and can thus “exercise significant clout and influence”. The Survey shows that, in several cases, RCs have “contributed substantially to local aid coordination efforts”.

The Survey reveals *some constraints*, too, preventing UNDP from being more effective in partnerships, such as “a tendency to be everywhere despite diminishing or stagnating resources” or “a qualitatively understaffed UNDP office”.

“There is little doubt that UNDP has the capacity to take upon itself even more decentralized authority. MOPAN considers it crucial that such decentralization constitute a genuine devolution of authority and not a mere deconcentration of responsibility. UNDP has the potential to develop into an even stronger partner, but it requires more latitude from what is perceived as often rigid corporate requirements and demands.”

2.4. Overall assessment of UNDP at the country-level

UNDP is perceived as *overall doing a good job*. Its performance has been improving in recent years. The *Resident Coordinator function is “proving extremely valuable”* even “under very difficult circumstances”, particularly since the introduction of the new management arrangements.

Depending on which country UNDP’s performance is looked at, *various areas appear as particular strengths*, among them advocacy (Human Development Report), promotion of policy dialogue, capacity building, governance, as well as HIV/AIDS, justice, and mine action.

The Survey also reveals a number of *issues that can impair the performance of UNDP*, such as when its programmes adopt a “fragmented approach” or a programme “lacks a strategic focus”. Other views include that UNDP “doesn’t play any role in the economic reform process or in the macro-economic programmes” or does not put “enough emphasis on the promotion of national ownership”. When it comes to *controversial issues*, UNDP is perceived to be “risk-averse” which seemingly prevents it from being “a critical dialogue partner to the government”. A further concern is where UNDP’s resources and/or implementation capacity is limited, thus “diminishing its leverage with the government.”

Finally, the Survey suggests that *UNDP’s overall coordinating performance is quite proactive*. It can still be improved further although UNDP’s conflict between its two roles as

a development actor and a coordinator of other actors could spoil longed-for progress in this area.

“UNDP’s lack of strategic focus may be underpinned by a predominant culture within the organization globally, which values and gives priority to resource mobilization at the country level. This results in UNDP country teams chasing and developing programmes around funding opportunities instead of strategic imperatives.”

3. African Development Bank (AfDB)

3.1. AfDB in the field

The AfDB is an international finance institution and a loan disburser. Its headquarters has been temporarily relocated from Abidjan to Tunis. In the six African countries of the Survey (Benin, Burkina Faso, Kenya, Mali, Rwanda, and Uganda) the Bank runs relatively sizeable programmes, and is therefore a significant donor and key partner to the respective host governments.

The AfDB's areas of intervention with the objective of reducing poverty in Africa include agriculture, rural development, water and sanitation, health, education, finance, budget support, private sector, good governance, energy, and transport. In these areas, the Bank traditionally tends to operate through projects rather than follow a programmatic approach. However, the AfDB does offer general budget support, and there is a trend towards a larger share going to policy based lending operations.

The AfDB does not have a national office in any of the countries of the Survey with the exception of Uganda where a country office was established as recently as in May 2004. In terms of decentralization of the institution, however, MOPAN country teams are aware of plans to establish country offices in the near future.

Overall, the MOPAN country teams have had only occasional and superficial contacts with the AfDB during the last three years, a small number in connection with meetings, and even fewer in the form of bilateral discussions. Impressions and perceptions are therefore limited and the findings should be regarded as tentative.

3.2. Quality of national partnerships

Contribution to policy dialogue

Overall, the AfDB's perceived role in national policy dialogue has low visibility and its contribution is minor. However, there is variation between country responses. In one case, the MOPAN country team is even concerned that the Bank seems to be over-responsive to the host government in question "to an extent that could easily be inconsistent with the need for a firmer, more fundamental and coordinated stand in policy dialogue". In two different cases, however, MOPAN country teams acknowledge that the Bank has achieved a relatively successful policy dialogue with the government, i.e. in the areas of procurement reform and of land management. In another instance, it is recognized that the Bank is "a key player in the regional dialogue and funding of NEPAD projects, which strongly influences ... domestic policy".

The general lack of contribution to policy dialogue is perceived to be due to three factors:

- The AfDB not having an in-country representation;
- The AfDB's operations being largely project-specific; and
- "Follow-up is not done in a systematic manner, whereby originally well-planned efforts lose impact".

"As an all-African initiative ..., there were expectations on the Bank to take a more prominent role in policy dialogue."

Capacity building for national policy-making

The AfDB's *reputation* for capacity building at the central and sectoral levels, as well as in the private and civil society sector, is mixed. In certain cases, the institution has been considered by MOPAN country teams to have a comparative advantage in capacity building (e.g. in the area of good governance), although the actual results and impact of the Bank's programmes and projects remain somewhat unclear. Positive experiences have been made at the sectoral level (e.g. health) or "whenever it was highly focused on a concrete end product (money laundering, procurement)".

Apparent causes for the Bank's weak public capacity building are:

- That it "normally operates through projects and thereby reduces the impact a relevant initiative could have had on the government structure";
- That "the capacity-building ... is not followed up and ... is pitched at the individual-level and therefore does not benefit the system as such"; and
- That "the internal AfDB's procedures are often relatively slow which means that when the projects/programmes are finally implemented, they may no longer be necessary at all or should be re-adapted to the new circumstances".

The AfDB's *technical assistance and advice* on policy issues is perceived as largely substandard, described in terms of "low quality", "ineffective" (in the education and finance sectors), as well as in one case even "inappropriate". It is suggested that "there is clear room for improvement". The Survey reports that the AfDB in one specific case "fails to take adequate account of ... post-conflict context and the capacity-building needs that would enable more efficient absorption and utility of financial resources". The quality of the expertise used by the Bank - whether national or international - varies: on the one hand, the Bank is seen to make good and frequent use of national expertise. On the other hand, international experts used by the Bank do not always have appropriate knowledge of the country, and the fact that the capacity does not stay in the country is considered problematic.

With regard to the AfDB's ability to *foster government ownership*, the MOPAN country teams' impressions vary. On the one hand, for instance, the Survey reports that the Bank has provided concrete assistance in proposal preparation and sourcing of consultants for feasibility studies. On the other hand, the Bank is considered not to prioritise government ownership sufficiently: "It was claimed that it mainly initiates new projects and takes the lead in the identification and planning process".

Advocacy

The Survey suggests that, over the last three years, the AfDB has not actively involved itself in advocacy activities. The fact that the Bank lacks permanent country presence is thought to weaken its advocacy role. In one country, the Survey suggests that the Bank's contribution to advocacy "could be limited by its loan conditions".

Support to non-state actors

The Survey reports cases where the AfDB has consulted widely with civil society. However, a more general tendency appears to be that the AfDB mostly limits its dialogue

to the respective host governments, and does not support the participation of non-state actors in government initiatives or in its own strategies or analytical work. Reasons for this lack of consultation or direct collaboration with civil society are considered to lie in the Bank's procedures, which do not allow for cooperating with non-governmental organisations, and the fact that "the AfDB is a loan institution, which to a large extent excludes NGO funding". Where consultations have been held, the Survey reports some to have been badly prepared, including not systematically inviting relevant stakeholders.

Alignment with national institutions, policies and administration

The Survey reports that the AfDB has been passive or not visible in the PRS process. Only exceptionally has the Bank been observed assisting the host government in formulating and implementing its national poverty reduction strategy.

MOPAN country teams are aware of steps taken by the AfDB to align its own work with national poverty reduction strategies (e.g. in the area of education). There are examples where the institution has revised its *country strategies* in light of national poverty reduction strategies, although there are reservations that the actual alignment has remained "mostly rhetorical" or "analytically weak". To what extent the AfDB's *sector strategies* as well as programmes and projects are aligned to national poverty reduction strategies is not always apparent.

"The country team perceived a "blue-print" approach to programming that fails to take full account of local conditions, including the PRS."

The AfDB does not yet seem to be systematically moving away from small projects in order to be able to increase its participation in sector wide approach arrangements and basket/pooled funding. In one country, this step has taken place in the area of budget support where the AfDB has "changed its implementation strategy towards a more streamlined use of a programmatic approach, which also includes harmonisation with national procedures". In another case, however, the MOPAN country team has got the impression that "in an attempt to distinguish itself and increase its value added vis-à-vis the World Bank, [the AfDB] would be inclined to stay out of basket funding and rather support smaller-scale initiatives not covered by the World Bank...".

The following points exemplify other areas where, as the Survey reveals, the AfDB has not yet sufficiently aligned itself to national institutions and procedures:

- "Provide direct budget support";
- "Accept the government's reporting and accounting procedures";
- "Abolish separate project management procedures and structures"; and
- "Align its disbursement cycle with the national budget".

With regard to the latter point, the dilemma involved is believed "to be due to pressure from the Bank's headquarters to disburse funds".

The Survey suggests that the envisaged strengthened field presence will help advance the AfDB's alignment with national institutions, policies and administration. Until country offices are established, however, the Bank "needs to find institutional ways of linking up with other donors in countries where it has no presence".

3.3. Quality of inter-agency partnerships

Information sharing

The Survey reports that the performance of the AfDB ranges from a lack of information sharing to sound and improved efforts to share information with other agencies (about missions, country strategies, programmes and/or projects), and that it depends on personal factors. Shortcomings that have occurred include the timing of briefings, the preparation of consultations, and the responsiveness to inputs from other donors.

"De fait, le degré de partage de l'information varie selon les projets de la BAD, certains sachant bien communiquer durant le cours de leur exécution."

Inter-agency coordination

In this regard, the Survey suggests that the AfDB mostly works separately from other donors, and that its participation in regular donor coordination activities and cooperation with bilateral donors is weak. AfDB-funded project consultants participate passively at (sector) coordination meetings. They rarely make technical contributions; they are not involved in strategic discussions. There are cases, however, where the level of coordination between the Bank and other development actors is increasing and where the Bank has shown a willingness to communicate better.

"... que le niveau de coordination entre la BAD et les autres partenaires s'est accru légèrement. La BAD a récemment fait preuve d'une volonté de communiquer davantage avec les partenaires."

This generally limited interaction between the AfDB and other donors is felt to be due to the institution's predominant project-approach as well as to the lack of representation in country. In one case, the MOPAN country team perceives that communication problems between AfDB projects and the institution's headquarters may render the situation even more difficult.

The Survey also suggests variation in the coordination and collaboration between the AfDB and the Bretton Woods Institutions. On the one hand, the AfDB is perceived to be "closely allied with the World Bank and the IMF", tending to "piggyback on World Bank-led initiatives", and with AfDB staff members participating in meetings organised by the World Bank on its country strategies. On the other hand, the AfDB appears to be active in the same areas as the World Bank, however with different strategies, scattered programmes and stand-alone missions. It has also been remarked that the AfDB is seen to be struggling for profile and visibility vis-à-vis the World Bank.

Harmonisation

The Survey does not find significant participation on the part of the AfDB in local harmonisation initiatives. However, MOPAN country teams expect this to improve when the Bank establishes a field presence.

General local responsiveness

The Survey suggests that the AfDB is still very headquarters-oriented. However, the establishment of AfDB offices in four MOPAN assessment countries as soon as 2005 is expected to significantly enhance the Bank's capacity to engage more broadly with other

shareholders and host governments. Where a country office was established this year, the MOPAN country team acknowledges the Resident Representative being both receptive and committed to the cooperation and harmonisation agenda, as well as to the Bank's increased participation in local efforts.

"The AfDB is not present in [country x], which hampers the flexibility of the actual implementation of their programmes."

3.4. Overall assessment of the AfDB at the country-level

The AfDB's engagement in policy dialogue, advocacy, non-state actor participation, inter-agency coordination and harmonisation of rules and procedures appears to be modest, with room for stepping up efforts.

"The one strong impression that emerges is that information on the Bank is difficult to come by and coordination with other donors difficult to achieve."

The Bank is perceived to have scope for contributing more effectively towards and more closely aligning its development assistance with national poverty reduction policies and strategies, an area where first improvements are acknowledged.

MOPAN country teams generally expect matters to improve once country offices have been established and had sufficient time to address the challenges facing the institution. Most of all, collaborative partnership behaviour would be enhanced and AfDB operations would improve, thus becoming more effective.

4. Food and Agriculture Organisation (FAO)

4.1 FAO in the field

FAO is a UN specialised agency active in areas such as agriculture, food security, fishery, forestry, rural financial services, natural resource management, physical infrastructure, emergency, relief and rehabilitation. Its own regular resources, the Telefood campaign⁴, and bilateral donors are the source of the organisation's project funding, as well as UNDP, the World Bank and the AfDB. FAO's financial resources are limited: In one country of the Survey, its budget is less than 0.2% of the annual national aid budget. Despite small budgets, FAO can be involved in quite a number of projects (in one country of the Survey FAO is involved in 45 projects).

FAO was assessed in six countries (Burkina Faso, Kenya, Mali, Rwanda, Sri Lanka, and Uganda), in all of which it has an office. They are generally small with only a few experts. In addition, FAO draws on support from its headquarters and regional offices. FAO does not have a country assistance strategy for each country.

Most striking about the assessment of FAO is the limited interaction between the MOPAN members and FAO, resulting in inadequate awareness of and knowledge about FAO's activities and characteristics. Four country teams preferred not to assess FAO because of lack of interaction and information. Even in the six countries in which MOPAN staff did assess FAO, this was done based on a limited exposure to FAO.⁵ These findings should therefore be regarded as tentative.

4.2. Quality of national partnerships

Contribution to policy dialogue

By and large, FAO's contribution to policy dialogue is perceived to be positive, but somewhat limited in scope. In some specific sectors (mainly food security and agriculture), FAO's contribution is considered to be "significant" or "fairly effective" and the Survey found that FAO "...has the ability to carry out high-level policy dialogue with government". On the other hand, FAO is seen only to play a "minor role" with regard to policy dialogue, and the organisation "...has not always exploited this comparative advantage sufficiently". Apparent constraints on FAO are:

- Its focus on host governments as almost exclusive partners for dialogue; and
- Its limited staffing.

The Survey suggests that FAO could probably play a more prominent role when it comes to the *broader policy dialogue* on poverty alleviation and food-related MDGs.

⁴ The FAO Telefood campaign consists of concerts, sporting events and other activities to harness the power of media, celebrities and concerned citizens to help fight hunger (www.fao.org/food).

⁵ According to the consolidation of FAO questionnaires (see annex 3c, question F) only six respondents indicated that they had sufficient knowledge and information about FAO to make the assessment.

Capacity building for national policy-making

The Survey reports positive examples of FAO's capacity building activities, primarily in the areas of agriculture, fishery or trade negotiation. However, the results of FAO's capacity building efforts are not visible or not sufficiently communicated. In one opinion, "the level of effectiveness has increased considerably" and in another country, FAO is "... fairly effective at ... capacity-building within the agricultural sector". In another case, though, the Survey finds that FAO's capacity building efforts are ineffective.

MOPAN country teams' impressions of FAO's ability to foster *government ownership* are variable. One view is that FAO focuses on capacity building in public institutions at the central-level. FAO has for instance been "...a strong advocate for government ownership of policy and donor alignment to government-led initiatives, sometimes in the face of opposition from significant players in-country". Another is that FAO "does not sufficiently emphasize and reflect the needs and priorities of the government of [country] in project proposals submitted for approval". It is too focused on small-scale projects.

"FAO needs to scale up its private sector and NGO interventions so as to further boost its ...capacity-building role."

Advocacy

The MOPAN country teams' awareness of FAO's advocacy role is varied. On specific agricultural issues (e.g. drought) its advocacy role is considered to be useful as in the case where FAO "...played a strong and visible advocacy role ... in the agricultural sector". In the broader public debate on policy issues, however, FAO plays a rather passive role or is only engaged in an ad-hoc manner (e.g. Telefood).

Although advocacy is not seen as one of FAO's prominent roles, the Survey suggests that FAO could become more actively engaged in advocacy activities.

"One might challenge FAO to advocate more strongly with [the government] on the need for elaborating a more strategic and comprehensive agriculture policy."

Support to non-state actors

The Survey reports that FAO mostly interacts with governments and that it has - with a few exceptions in the project implementation stage - little direct involvement with non-state actors. In one country, FAO "... did not engage much with non-state actors as a means to promote broader participation in the policy debate". In another country, the Survey showed FAO to be "working somewhat in isolation".

"Les partenaires regrettent le fait que la FAO ne soit pas plus activement présente auprès des acteurs non étatiques."

On a positive note, FAO's "collaboration with farmer associations and farmer groups is a key factor to the success of the organisations in [the country]... NGO and private sector partners, such as sugar companies ... have embraced several participatory approaches ... where FAO experts have played a major role ... This has also happened with church organisations ...".

Alignment with national institutions, policies and administration

With regard to *contributing to national PRS processes*, the view is that FAO is involved to some extent but does not play a particularly active role. With regard to the *alignment* of its own interventions with the PRS, the views of the MOPAN country teams vary. Some views do suggest that FAO's activities are in the process of being aligned with national poverty reduction strategies.

FAO's activities are deemed to be in line with its *own mandate*, focusing on the agricultural/rural sector and prioritising food security. However, a country-specific strategy seems to be missing in most countries. Rather, FAO appears to be operating on a project basis.

Regarding basket/pooled funding, FAO appears to face some formal limitations preventing it from participating in joint funding activities.

“Tous les partenaires sont d'accord sur le rôle peu visible et passif de la FAO dans la matière.”

4.3. Quality of inter-agency partnerships

Information sharing

FAO is not perceived to be very forthcoming when it comes to sharing information, in particular with bilateral aid agencies, and it could be more active in this regard. This is not to say that FAO purposely withholds information. When approached, FAO is known to share the requested information. In one particular situation, for instance, FAO proactively shared information with a bilateral donor where a partnership already existed. In another case, FAO “... consulted widely on the development of a policy analysis framework”. But the positive examples appear to be rather the exception than the rule.

Inter-agency coordination

According to the Survey, FAO appears to be an active participant in inter-agency coordination efforts on *specific issues* (e.g. emergency, rural cluster meetings). In one country, FAO's collaboration with UNICEF and WFP (as part of UNDAF) on a school feeding and agriculture education programme is regarded as a good example in this regard. In another case, FAO and WFP are viewed as strong partners resulting in joint missions and reports. The Survey also found a situation in which the FAO Representative played a positive role as honest broker between donors and the host government.

With regard to the *broader coordination* efforts, FAO is generally seen as a willing but minor actor. On the positive side, FAO chairs a thematic donor group on MDG 1 and in another country its coordination efforts have improved over the last three years. In other circumstances, FAO is still seen as working too much in isolation and its coordination efforts have not appeared to increase in recent times. In one situation, FAO seems at times even to “undermine overall efforts” to achieve a unified donor voice.

Overall, FAO's coordination efforts give the impression that it is constrained by the organisation's limited human and financial resources. The Survey suggests that, in order to overcome its financial limitations and to increase its effectiveness, FAO should

strengthen its collaboration with donors as well as with other multilateral organisations (e.g. IFAD).

“FAO to a large extent has two faces – one relating to emergency activities and one to development-oriented undertakings. The general impression was that the emergency part was the one that functions most satisfactorily and also the one in which most emphasis is placed on donor coordination – suggesting a proactive role including specific attempts to prevent overlap with other agencies.”

Harmonisation

The Survey has found that FAO has “participated in local harmonisation initiatives, that it has coordinated reporting formats with other agencies”, and that “changes in the management and attitudes in the FAO local offices” have led to better harmonisation. In one case, however, FAO’s harmonisation efforts regarding financial aspects and reporting requirements were considered weak.

General local responsiveness

With regard to *decentralized decision-making*, FAO is perceived to be occasionally able to rapidly respond to urgent national needs, as in the cases where FAO provided tools and seeds in post conflict areas and assisted in containing the outbreak of animal diseases. However, the Survey reveals that FAO is still quite headquarters-driven and that the FAO Representatives are only to a limited extent able to take decisions without referring back to headquarters.

FAO’s awareness of *donors’ priorities* at the country-level appears to be limited. The Survey reports “slow reactions in their attempts to develop a joint programme in support of forestry policy and management”. FAO is seen to respond to a large extent to host governments’ priorities only. Nevertheless in one case “... many donors have channelled their money for various projects through FAO ...”.

The Survey finds that the limited human resources in the FAO country offices are a major *constraint* on improving local responsiveness.

“La capacité du Représentant de la FAO à prendre des décisions sans se référer au siège ne s’est pas accrue.”

4.4. Overall assessment of FAO at the country-level

Overall, FAO is perceived to be partially working in isolation from donors and other development actors. FAO’s strong focus on governments as main partners and its restricted interaction with non-state actors is perceived as a limitation as it hampers a broader partnership strategy, but it also allows FAO to play an important brokering role.

One major problem is FAO’s limited financial and human resources, which impacts negatively on almost all areas (e.g. policy dialogue, advocacy, coordination, and local responsiveness). One way to overcome its operational limitations and to increase its effectiveness, suggested by some MOPAN country teams, would be for FAO to strengthen its collaboration with donors and other multilateral organisations (e.g. IFAD).

The Survey suggests that on *specific thematic policy issues* FAO can be quite effective (e.g. drought, fishery, containment of outbreak of animal diseases, control of the locust swarms, etc.). However, FAO could probably play a more prominent role in the *broader* policy debate, including a stronger advisory role among UN organisations at country-level.

Regarding *capacity building* and *advocacy*, MOPAN perceptions are that on *specific issues* FAO has certain strengths. At the same time the Survey suggests that FAO could probably become more actively engaged in advocacy activities, particularly in the context of the MDGs.

**Multilateral Organisations Performance Assessment Network
(MOPAN)**

Terms of reference

June 2004

Background

There is general agreement among a number of like-minded donors that with the increased focus on multilateral performance at the country-level and the limited resources that each donor country could devote to the monitoring of the organisations activities, there is much to gain from increased cooperation. Therefore, this group (consisting of Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom) agreed in 2002 to establish an informal network called Multilateral Organisations Performance Assessment Network (MOPAN) with the aim to exchange information and discuss possible cooperation on the monitoring of multilateral organisations.

MOPAN has decided to carry out regular assessments of the work of selected multilateral organisations in a number of countries where members have their own bilateral programmes. As a rolling exercise, the monitoring should over time be able to assess most of the major organisations in important areas of their activity at the country-level.

1. Objectives

1.1 The general purpose of the MOPAN monitoring exercise is

- to improve the flow of information on multilateral performance from level to headquarters;
- to allow donors to be more effective shareholders in the multilateral organisations;
- to increase accountability to their parliaments; and
- to better understand the work and priorities of the organisations concerned.

A secondary purpose is to strengthen the engagement of MOPAN member country offices in the assessment of multilateral performance.

1.2 The immediate objective of the MOPAN monitoring exercise is to monitor the performance of multilateral organisations at the country-level against their own mandate, assessed primarily through their support to national policies and institutions, as well as through their participation in aid coordination activities and other partnerships.

1.3 The proposed outcomes of the MOPAN monitoring exercise will be:

- better information about and understanding of multilateral activities amongst political decision-makers, the public, and relevant ministerial authorities in MOPAN member countries,
- clearer picture of the value added that the different multilateral organisations can bring to common development efforts at the country-level,
- more informed dialogue with the multilateral organisations, both at headquarters and at the country-level.

2. Design principles

2.1 The MOPAN exercise should be perceived as an opportunity for a critical, but constructive dialogue between the multilateral organisations and a number of likeminded donors, at the country-level as well as headquarters. It should be an open and transparent process involving the organisations assessed and host governments. Due consideration will be given to any ongoing reform or assessment process within the multilateral organisations. The MOPAN exercise should supplement the organisations' own monitoring activities and any other reviews and evaluations, and will not substitute these efforts to evaluate the development impact and effectiveness of the organisations.

2.2 There will be a joint programme with a common methodology, although some members may decide to gather supplementary information. The MOPAN monitoring exercise will be a light, rapid exercise. It will be organised so as to keep transaction costs for all concerned as low as possible, without undermining the validity of the assessments.

2.3 The key players in the monitoring exercise will be the staff of the national embassies/country offices of the MOPAN donors. This is to ensure that there is clear ownership of the exercise amongst the MOPAN members' country staff; and that their knowledge is drawn on for the monitoring exercise and the subsequent Country Report. This is also a precondition for making the MOPAN exercise a forum for a productive dialogue with multilateral organisations at the country-level, within the common strategic framework of national development plans and poverty reduction strategies (PRSs).

2.4 At the country-level, the MOPAN representatives will form a country team and will carry out the assessment as a group. There will be a team leader in each country, responsible for coordinating the exercise. MOPAN headquarters staff will be responsible for dialogue with the multilateral organisation at HQ level and for the preparation of a MOPAN Synthesis Report.

3. Methodological approach and focus

3.1 The MOPAN exercise is based on the informed judgements of embassy or country office staff of MOPAN members about multilateral performance in country. The methodology is designed to focus on those aspects of performance on which they have good information through their direct contacts with the organisations and government authorities in the recipient countries. It will focus primarily on behavioural aspects of multilateral performance as demonstrated through their country-level partnerships with

national and international stakeholders. This will include their contribution to national policy dialogue, advocacy, support to non-state actors, alignment to the national poverty reduction strategy (or equivalent) and participation in aid coordination and harmonization activities.

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

3.3 The MOPAN assessment cannot directly and fully assess the contribution of particular multilateral organisations to poverty reduction, since this would require an analysis that goes beyond the limited scope of the current exercise. It will however draw on the informed assessment of the respondents in relation to the partnership behaviour of the selected organisations. Support to government policy instruments that are oriented towards poverty reduction (e.g. Poverty Reduction Strategies, national or sub-regional development plans) will serve as an indirect measure of their contribution to poverty reduction and MDGs.

4. Selection of multilateral organisations and countries

The selection of the multilateral organisations to be assessed and of countries to focus on is based on the following criteria:

- a balance between IFIs and UN organisations;
- avoid duplication with other similar initiatives with the MOs or in the country;
- at least 3 MOPAN members are willing to participate in each country;
- a reasonable geographical spread of countries.

5. Information sources

5.1 Background information:

- MOPAN members at HQ will compile background information on Multilateral Organisation characteristics relevant for the topics to be monitored, e.g. mandate, corporate goals, corporate commitments to partnership, alignment and coordination, internal reform agenda, performance monitoring systems;
- The MOPAN country team may organise in-country consultations with the selected MOs represented in the country and with relevant host country government representatives. Technical advisers, consultants or national technical personnel may be used for this purpose.

5.2 The main information source is perceptions of agency partnership performance amongst MOPAN members in country. This information will be collected through:

- Individual questionnaires filled in by staff of country missions/embassies of MOPAN members.
- A collective focus group discussion: involving MOPAN member staff, using a discussion guide.

5.3 The Country Reports, once finalised, will be shared informally with representatives of the multilateral organisations concerned and with the government. Any comments received may be forwarded to the MOPAN HQ Group. The final Synthesis Report will be shared with the multilateral organisations at HQ level.

6. Outputs

6.1 Specific outputs are:

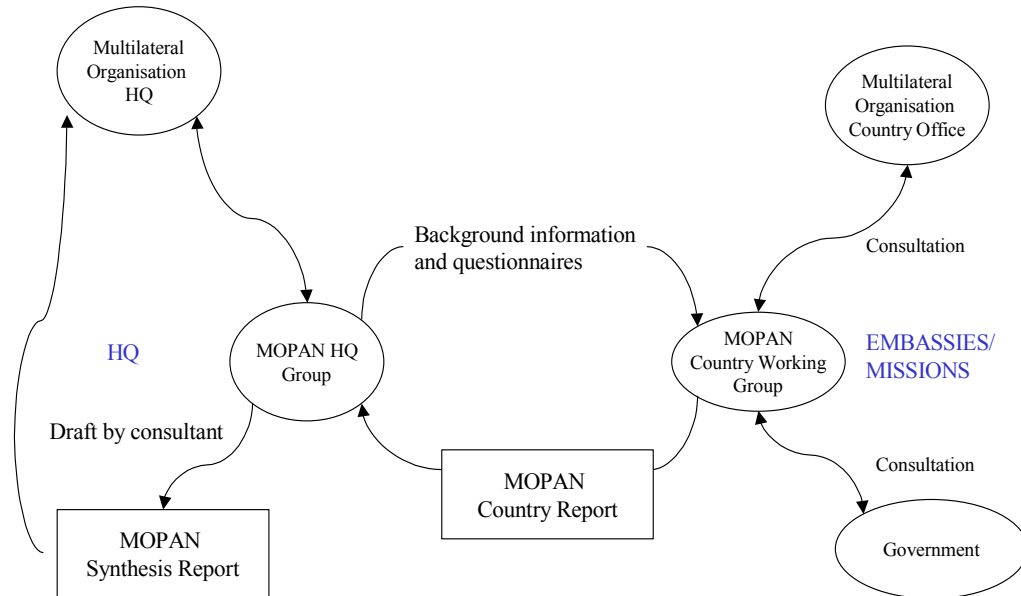
- MOPAN Country Reports prepared by the MOPAN country teams. These will be structured around the topics covered by the focus group discussion, drawing on the individual questionnaires;
- A MOPAN Synthesis Report compiled by the consultant and the MOPAN HQ Group, based on the findings of the Country Reports and the full sample of individual questionnaires,

6.2 A consultant will be engaged (financed by all MOPAN members) to support the country process via email, and compile a draft MOPAN Synthesis Report, in coordination with the MOPAN HQ group.

7. Activities

7.1 The steps foreseen in the exercise are presented in the flow diagram below.

MOPAN Monitoring Exercise



7.2 The MOPAN Secretariat will serve as a focal point for communication with the MOPAN HQ Group, correspondence and administration.

7.3 Background information for each organisation will be prepared and sent to the multilateral organisation HQ for information and comment. This will then be forwarded to the MOPAN country teams.

7.4 At the country-level, the MOPAN team leader will be responsible for organising the country team's assessment activities such as:

- A preparatory meeting to discuss the objectives, design and methodology of the exercise,
- Distribution and collection of the individual questionnaires,
- Focus group discussion of the perceptions and judgements of MOPAN country working group of the relative performance of the organisations,
- Preparation and finalisation of the MOPAN Country Report,
- Informal consultation with government and the involved organisations before and after the MOPAN exercise.

7.5 The Country Reports will be forwarded to the MOPAN HQ group, where the consultant will prepare the draft MOPAN Synthesis Report in consultation with this group. The MOPAN HQ group will organise an evaluation of the exercise and the lessons learned.

8. MOPAN's Programme of Activities 2003 and 2004

The 2003 Pilot

In 2003 MOPAN decided to run a pilot performance assessment of multilateral organisations, to test the approach, design, methodology and implementation of the monitoring exercise. The multilateral organisations covered by the exercise were: WHO, UNICEF, the World Bank and the Asian Development Bank. It was agreed to focus on health, since this is an important sector to the multilateral organisations as well as to the MOPAN members, and also relates to several of the Millennium Development Goals. Particular attention was paid to the effectiveness of the dialogue with the involved organisations and the quality and usefulness of the information gathered.

MOPAN has concluded that the pilot – despite certain weaknesses of the methodology - was a useful exercise, and that joint exercises should be undertaken annually. The lessons learned from the pilot have been assessed and taken into account when designing the specific methodology of the 2004 exercise.

The 2004 exercise

In 2004, the MOPAN group consists of Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom (with Finland and Ireland as observers).

The 2004 exercise will monitor three multilateral organisations in 8-10 countries. The assessment will concentrate on harmonization and alignment, in particular the study will focus on policy advice to national governments and on in-country institution and capacity building. The organisations selected for assessment are UNDP, the African Development Bank, and FAO.

Implementation process for the 2004 exercise:

At Focus Country's MOPAN Team Level	At MOPAN Country HQs	At Selected MO HQ Level	Year 2004
	Monitoring programme 2004 designed and agreed		March
	- select 4 MOs to be assessed - identify candidate countries to focus on		Early April
	Prepare <u>initial briefing material</u> pack: - introductory letter - MOPAN Terms of reference (updated 2004) - lessons learned of MOPAN Pilot 2003		April
Consultations among Embassies of potential country teams	Exploratory contacts with Embassies in potential focus countries		April
	Send <u>initial briefing material</u> pack to country teams identified		Early May
Secure commitment to participate in country team and designate team leader	Finalise country teams and MOPAN HQ focal points	Inform 4 MOs on monitoring programme and implementation process 2004	Mid-May
	Prepare and agree <u>survey instruments</u> : - individual questionnaire - discussion guide - guidelines on reporting - (templates of MOs)		April to end May
	Send <u>survey instruments</u> to country teams		Early June
Country teams organise their assessment work	Briefing visits to country teams by MOPAN HQ focal points		June
	Select and hire consultant for analysis of country reports and drafting of synthesis report: - terms of reference - budget - hotline arrangements		July to end August

	Send country teams reminder letter		End August
Country teams complete assessment work, finalise and send country report to MOPAN countries' HQ			By end September
	Consultant analyses country reports and drafts synthesis report		By mid-November
	MOPAN meets to discuss draft synthesis report and action plan for follow-up		Early December
	Consultant finalises draft synthesis report		By end December
			Year 2005
	Final comments by MOPAN members and observers on draft synthesis report		Early January
	Edit and send synthesis report to country teams and to 4 MOs HQ		Mid-January
Feedback by country teams to local MOs and country governments		Present findings of MOPAN 2004 monitoring to 4 MOs	January - February
	MOPAN meets to review feedback on follow-up by country teams and on presentations to 4 MOs		March

MOPAN METHODOLOGY

Basic design of the methodology

1. A network of like-minded donor countries

The Multilateral Organisations Performance Assessment Network (MOPAN) was launched in 2002 as a network of like-minded donor countries for monitoring the performance of multilateral development organisations at the country-level. Current members are: Austria, Canada, Denmark, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom; current observers are: Finland and Ireland. The MOPAN Secretariat rotates annually among the members.

Public opinion and government decision-makers are paying increasing attention to the multilateral organisations (MOs) in developing countries and resources delivered through the multilateral system are increasingly questioned. The need for better information about the activities and effectiveness of the MOs has therefore become more compelling. On the other hand, the resources that each donor country can devote to gathering relevant knowledge of multilateral performance are limited. Working together allows MOPAN members, all common shareholders of the MOs, to meet this challenge. Drawing on the collective knowledge and experience of their country-level staff, as well as encouraging the latter's' involvement in and ownership of the exercise, MOPAN will avoid duplication of work on all sides (MOs, donors, recipients).

2. Joint assessments – lightweight exercises

MOPAN decided to carry 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 monitoring should over time allow most of the major MOs to be assessed at the country-level. Maintaining a standard methodology would allow comparisons of results over time and identification of trends. The assessment is carried out as an in-house process by MOPAN member country staff with a lightweight methodology, thus reducing delays in the production of results as well as limiting time pressures on the staff. Pooling of resources keeps transaction costs at a minimum and makes the assessments cost-effective for the participating members.

3. Objectives

MOPAN's immediate objective is to monitor the performance of MOs at the country-level against their own mandate (see MOPAN Terms of Reference, annex 1).

In carrying out this work, it aims to:

- Improve the flow of information on multilateral performance from the country-level to their headquarters, in order to
 - understand better the MOs' work and priorities;
 - be more effective as members or shareholders of the MOs; and
 - increase their accountability to their respective governments and parliaments for their support to the MOs;
- Strengthen the engagement of the MOPAN members at the country-level in the assessment of multilateral performance; and
- Promote a more informed dialogue with the MOs at both headquarters and the country-level about their performance.

4. The approach

The assessment is an opinion survey that draws upon the perceptions of MOPAN member staff about the in-country performance of MOs, relative to their respective mandates. Participants are asked to give their views on those behavioural aspects of MOs' performance where they are likely to be knowledgeable, based on their direct contacts, rather than on technical, substantive content that they may not be familiar with. MOPAN considers perceptions of country-level staff a legitimate, if partial, source of information on MOs' performance.

The assessment covers two areas of the MOs' performance:

- The quality of national partnerships (contribution to policy dialogue, capacity building, advocacy, support to non-state actors, and alignment to national institutions, policies and administration); and
- The quality of inter-agency partnerships (information sharing, inter-agency coordination, harmonisation, and general local responsiveness).

5. The instruments

The individual questionnaire

The individual questionnaire is designed to help each participant assemble his/her views about MO performance on a range of partnership issues. It is completed by each participant prior to the group discussions within the MOPAN country team and provides an input to the compilation of the country report. The aggregated questionnaires also provide an input into the Synthesis Report.

Agency templates

To assist the country teams, MOPAN headquarters group prepares a brief description of key aspects of each agency (e.g. mandate, structure, organisation).

The country team discussion

The MOPAN country team meets as the focus group, where individual knowledge and perceptions are pooled and a collective view of the MOs' performance emerges. This

exercise has also served to encourage the staff's ownership of the exercise and knowledge of the MOs.

The hotline

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

The country reports

The outcome of the group discussions is condensed into the MOPAN country report. It reflects the common points of view arrived at by the group on each MO. Inter-agency comparisons are to be avoided. The country report also contains information about the team's process in reaching its consensus. The use of local consultants to support or facilitate this work is discouraged.

The Synthesis Report

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

Follow-up discussions with the MOs concerned

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

Follow-up dialogue with the MOs at the country-level

A similar dialogue takes place at the country-level between the MOPAN country team and the MO country offices or representatives. Sharing the country report and the Synthesis Report provides an opportunity to increase mutual knowledge and understanding among partners.

The MOPAN Survey 2004

1. Coverage

In 2004, the assessed MOs were:

- The United Nations Development Programme, UNDP (one of the core United Nations Funds and Programmes);
- The African Development Bank, AfDB (a Regional Development Bank); and
- The Food and Agriculture Organisation, FAO (a UN specialized agency).

The Survey was carried out in ten countries:

Benin, Burkina Faso, Guatemala, Kenya, Mali, Nepal, Pakistan, Rwanda, Sri Lanka, and Uganda. Of the *ten country reports*, all cover UNDP while the AfDB and FAO are covered by six of them.

Participating members at the country-level:

All eight MOPAN members involved their country-level staff in the Survey. Austria participated in three MOPAN country teams, Norway, Sweden and the United Kingdom in five, Denmark and Switzerland in seven, Canada in eight, and the Netherlands in ten. This allowed for a remarkably high average of five different MOPAN members staff per country team (a minimum of three MOPAN members in one country and a maximum of six in five countries).

Number and use of individual questionnaires:

In total, 106 individual questionnaires were completed (see annex 3): 50 for UNDP (annex 3a), 27 for the AfDB (annex 3b) and 29 for FAO (annex 3c).

2. Improvements achieved since the 2003 pilot

Revised questionnaire

While maintaining the same structure and substantive focus, the questionnaire was substantially revised following the 2003 pilot. The main change was to have a single questionnaire for each MO, rather than incorporating responses for different MOs in the same questionnaire. The intention here was to avoid inter-agency comparisons and to focus attention on each MO in turn. Questions that had had a low response rate in the pilot or were not well formulated were deleted and the overall number of questions was thereby reduced. Some minor changes were introduced to deal better with non-response or non-applicability. Although some further fine-tuning would still be desirable, the basic structure now works well. Moreover, continuing with the same questionnaire will allow for comparisons of results over time and identification of trends.

Better guidance for the group discussion

The template for the group discussion was revised to strengthen the linkage to the individual questionnaire, and the wording of the discussion guide was improved. The hotline served by the consultant ensured that the teams received the support needed in a timely manner.

A better overall coverage, but limited knowledge of some agencies

The 2004 exercise was undertaken in 10 countries rather than 8 as in 2003 and a larger number of questionnaires were completed. Most of the participants had been working in the country for some time and were familiar with the work of UNDP at least. Of those who responded to the personal profile question of the questionnaire, a clear majority (26 of 39 on UNDP, 13 of 20 on the AfDB, 19 of 25 on FAO) have been working in the country between two and five years (some even more than five years). However, MOPAN country teams had had only occasional and superficial contacts with the AfDB and FAO during the last three years. Four country teams preferred therefore not to assess FAO because they did not feel comfortable enough with their knowledge about this MO. Even in the cases where the country teams did assess FAO or the AfDB, it was done based on a limited exposure to the respective MO.

More engaged MOPAN country staff

As their statements in the country reports indicate, MOPAN country teams are increasingly finding the process interesting and worthwhile. Some teams reported that their interest in and knowledge of the issues surveyed had increased through the process, particularly through the discussions among the group. They realise the need to improve their knowledge about multilateral programmes at the country-level, and they

recognize that the methodology provides a good basis for dialogue with the MOs at this level. They also acknowledge that the exercise invites some self-reflection as to how MOPAN members themselves are liaising with the respective MOs in terms of priorities and organizational set-up.

Better country and synthesis reports

Reflecting improved guidance and on-line support, the overall quality of the country reports is better and less variable. They focus more precisely on the topics indicated and reflect a better balance between the questionnaire input and the group discussion. The reports also give more of a holistic view of each agency and avoid inter-agency comparisons.

The same goes for the Synthesis Report, which gives greater weight to the textual analysis of the country reports and attempts to give a holistic picture of how each MO is perceived to be performing, relative to its mandate. It thus reflects what a significant number of staff members at the country-level have perceived of the behaviour of UNDP, the AfDB and FAO during the last three years.

Overview of Completed Questionnaires**UNDP (total of 50 questionnaires)**

Country	Austria	Canada	Denmark	NL	Norway	Sweden	CH	UK
Benin	-	+	+	+	-	-	+	-
Burkina Faso	+	+	+	+	-	-	+	-
Guatemala	-	+	+	+	+	+	+	-
Kenya	+	-	+	+	-	+	-	+
Mali	-	+	-	+	-	-	+	-
Nepal	-	+	+	+	+	-	+	+
Pakistan	-	+	-	+	+	-	+	+
Rwanda	-	+	-	+	-	+	+	+
Sri Lanka	-	+	+	+	+	+	-	-
Uganda	+	-	+	+	+	+	-	+

FAO (total of 29 questionnaires)

Country	Austria	Canada	Denmark	NL	Norway	Sweden	CH	UK
Burkina Faso	+	+	+	+	-	-	+	-
Kenya	+	-	+	+	-	+	-	+
Mali	-	+	-	+	-	-	+	-
Rwanda	-	+	-	+	-	+	+	+
Sri Lanka	-	+	+	+	+	+	-	-
Uganda	+	-	+	+	+	+	-	+

AfDB (total of 27 questionnaires)

Country	Austria	Canada	Denmark	NL	Norway	Sweden	CH	UK
Benin	-	+	+	+	-	-	+	-
Burkina Faso	+	+	+	+	-	-	+	-
Kenya	+	-	+	+	-	+	-	+
Mali	-	+	-	+	-	-	+	-
Rwanda	-	+	-	-	-	+	+	+
Uganda	+	-	+	+	+	+	-	+

**Multilateral Organisations Performance Assessment Network
(MOPAN)
Questionnaire
for MOPAN country staff**

PART I: QUALITY OF NATIONAL PARTNERSHIPS

**Consolidation of UNDP Questionnaires
(50 questionnaires from 10 countries)**

Q 1: What do you see as the comparative advantage of this multilateral in supporting poverty reduction and the achievement of MDGs in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Policy dialogue (with government)	43	4	0
Capacity building	42	3	3
Advocacy	29	11	4
Support to non-state actors	26	13	6
Other (details below)	5	1	2

Total valid responses = 177

Contribution to policy dialogue

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

<i>Tick one</i>	
Strong contribution (e.g. government invites and listens to its contributions to policy dialogue. The multilateral participates energetically.)	34
Minor contribution (e.g. it participates occasionally or passively in policy dialogue)	17
Little visible role	5
No information	0

Total valid responses = 56

Capacity building for national policy-making

Q 3: How effective has this multilateral been in building the policy-making capacity of different institutional stakeholders during the last 3 years (as indicated, for example, by the reported satisfaction of the stakeholders and improvements in their capacities)?

Capacity building in public institutions at central level. <i>(tick one)</i>	
- Very effective	2
- Fairly effective	26
- Not very effective	15
- Total valid responses	43
- No information	4
Capacity building in public institutions at sectoral level. <i>(tick one)</i>	
- Very effective	4
- Fairly effective	23
- Not very effective	17
- Total valid responses	44
- No information	5
Capacity building in private sector and NGOs. <i>(tick one)</i>	
- Very effective	5
- Fairly effective	15
- Not very effective	17
- Total valid responses	37
- No information	12

Q 4: What is your view of the appropriateness of the technical assistance/advice on policy issues provided by this multilateral? Answer with reference to a specific sector known to you (specify below).

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It can be criticised for low quality technical advice	13	15	13
The international advice provided is sometimes inappropriate to national needs	16	8	15
It uses international experts with appropriate knowledge about the country	29	8	11
It makes frequent use of the best national expertise	29	6	13

Total valid responses = 124

Q 5: In your experience, how far does this multilateral foster government ownership in the development of new funding proposals?

<i>Tick one</i>	
It mainly initiates new projects and takes the lead in the identification and planning process	11
It has become more responsive to government requests and proposals in recent years	37
It funds only proposals that have been developed by the government	4
No information	3

Total valid responses = 52

Advocacy

Q 6: In the last 3 years, how actively has this multilateral stimulated and broadened public debate on policy issues? Answer in relation to a specific sector if you wish.

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has played a strong and visible advocacy role on specific issues	29	16	5
It has actively supported public campaigns	17	13	7
It has made its own documents available in local language(s) and in popularised forms	15	14	13
It is not actively involved in advocacy activities	11	17	9

Total valid responses = 132

Support to non-state actors

Q 7: In the last 3 years, how actively has this multilateral promoted the participation of non state actors on issues of government policy and implementation?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Has actively supported initiatives that resulted in wider national and/or local consultation (public hearings, conferences, beneficiary assessments etc.)	31	10	6
Has consulted widely on its own country/sector strategy and analytical work	22	17	7
Has mostly limited its dialogue to government ministries	13	15	13

Total valid responses = 108

Alignment to national institutions, policies and administration

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

Q 8: In your experience, how has this multilateral contributed to the national PRS (or equivalent) during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Supported the participatory process	36	6	4
Provided finance for some of the PRS preparatory work	25	5	13
Took an active part in fora where aspects of the PRS were discussed	40	5	2
Has supported implementation of the PRS	31	8	6
Has supported monitoring activities	29	5	11
Has had mostly a passive role or has not participated in the PRS process	6	23	1

Total valid responses = 219

Q 9: In what ways are you aware that this multilateral is taking steps towards PRS alignment?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Its country strategy (or equivalent) has been revised in light of the national PRS	21	2	17
Its sector strategies are being aligned to the national PRS	25	6	13
New proposals and projects have been identified on the basis of the national PRS	26	5	10
Its disbursement of funds to the sector goes through government budgets – no off-budget accounts	3	21	19
Where relevant, it participates in Sector Wide Approach-like arrangements	19	14	10
Where relevant, it participates in basket/pooled funding in the sector	21	13	10
Its projects/programmes are administered through established offices – no separate project management units	5	21	19
Its technical cooperation programmes are oriented towards the PRS	26	2	12
It has started adopting government procurement procedures	5	17	20
It has taken noticeable steps towards accepting government reporting and accounting procedures	4	18	18

Total valid responses = 274

PART II: QUALITY OF INTER-AGENCY PARTNERSHIPS

Information sharing

Q 10: In your experience, to what extent does this multilateral share information with other aid agencies?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Information on mission timing and itinerary	23	17	7
Consultation on terms of reference	9	24	10
Debriefing by end of missions	17	22	6
Dissemination of mission findings	23	16	4
Little information sharing	21	16	2

Total valid responses = 188

Q 11: In your experience, is this multilateral open and transparent in its process of developing country strategies/programmes?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It is proactive in sharing documents during the process	13	19	8
It invites comments on drafts	15	13	13
It is forthcoming only when information is requested	18	9	9
Tends not to share	14	13	6

Total valid responses = 114

Inter-agency coordination

Q 12: In your experience, does this multilateral actively participate in local donor coordination activities, such as sector working groups or similar structures?

<i>Tick one</i>	
Active participation (attends most meetings, volunteers for coordination activity)	39
Medium participation (has no country representation, but participates when they can)	3
Low participation (only attends occasionally, mostly passive in meetings)	3
Negligible participation	1
Total	46

Q 13: Is there evidence of more collaborative behaviour on the part of this multilateral?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
I know of cases where the organisation took concrete steps to avoid overlap with other aid agencies	17	11	11
I know of cases where the organisation failed to prevent wasteful overlaps	13	10	7
The organisation still works too much in isolation from other aid agencies	16	9	4

Total valid responses = 76

Q 14: Do you perceive that the UN agencies are better coordinated under the new UN coordination arrangements (i.e. Resident Coordinator speaks for all, common UNDAF etc?)

Yes	22	No information	4
No	16		

Total valid responses = 38

Q 15: How has *your organisation* cooperated with this multilateral since 2001?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>No, not relevant, no information</i>
We have co-financed particular projects/activities	34	11	0
We participate in the same sector programme (SWAP)	17	21	6
We participate in the same basket-funding arrangement	15	24	3
We cooperate within the same local coordination mechanism	42	2	2
We have worked together in planning/strategy formulation/appraisal	26	18	2
We have undertaken joint field missions	15	26	3
We have carried out joint evaluations	9	28	5

Total valid responses = 288

Q 16: Has your level of coordination with this multilateral changed during the last 3 years?

<i>Tick one</i>	
Increased in last 3 years	27
Remained unchanged	14
Decreased	3
No coordination	0
Total	44

Harmonisation

Q 17: Do you have evidence that this multilateral is attempting to harmonise procedures with other aid agencies in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has participated in local harmonisation initiatives	28	8	10
It has coordinated reporting formats with other aid agencies	8	16	17
Other (specify below)	3	0	4

Total valid responses = 63

General local responsiveness

Q 18: Have you observed changes in the management and attitudes in the local offices of this multilateral during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Head of the local mission is more able to take decisions without referring back to HQ	14	8	25
The communication skills of mission staff and their attitudes to working with others have significantly improved	15	11	14
The head of mission has contributed significantly to improved cooperation	28	11	7
The organisation's local staff are still very focused on their direct clients	23	5	13
The Resident Coordinator contributes substantially to local aid coordination efforts	31	12	5
There is no local office	3	24	1

Total valid responses = 185

Q 19: Are you aware of any specific constraints that prevent this institution from being more effective in its national or inter-agency partnerships?

Yes 24
No 11

Total valid responses = 35

Personal profile

Q A What is your position in the embassy/mission? (*tick one*)

- 13 Head of office/aid section
- 8 Programme officer – sector specialist (state which.....)
- 15 Programme officer – generalist or other specialisation
- 8 Advisor/other

Total = 44

Q B: How long have you worked with development assistance in the country where you are working now? (*tick one*)

- 13 0 – 2 years
- 19 More than 2 – less than 5 years
- 7 Over 5 years

Total = 39

Q C: What is the frequency of your personal contacts with members of staff working in this multilateral?

Over the last 3 months how often did you attend the same meeting? (<i>tick one</i>)	
○ Never	1
○ 1-3 meetings	12
○ More than 3	25
○ Total	38
Over the last 3 months how often did you have bilateral discussions? (<i>tick one</i>)	
○ Never	13
○ 1-2 times	14
○ More than 2	10
○ Total	37

Q D: What are the *main* sources you have used to form your opinions?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Organisation's own reports	24	5	0
Government's reports	7	12	2
Research by others	7	12	1
Media reports	8	11	2
Personal contacts with the organisation	37	1	0
Own observations	35	0	0
Other (details below)	8	0	0

Total valid responses = 167

Q E: Did you consult (persons and/or literature) about this multilateral before filling in the questionnaire? Yes 16 No 21

Q F: Do you think you have sufficient knowledge and information about this multilateral at the country-level to make the kind of assessments that a study such as MOPAN requires?

Yes 25 No 10

Q G: How long did it take you to fill in this questionnaire?minutes

**Multilateral Organisations Performance Assessment Network
(MOPAN)
Questionnaire
for MOPAN country staff**

PART I: QUALITY OF NATIONAL PARTNERSHIPS

**Consolidation of AfDB Questionnaires
(27 questionnaires from 6 countries)**

Q 1: What do you see as the comparative advantage of this multilateral in supporting poverty reduction and the achievement of MDGs in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Policy dialogue (with government)	6	5	12
Capacity building	8	7	8
Advocacy	3	9	10
Support to non-state actors	2	8	11
Other (details below)	5	0	0

Total valid responses = 53

Contribution to policy dialogue

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

<i>Tick one</i>	
Strong contribution (e.g. government invites and listens to its contributions to policy dialogue. The multilateral participates energetically.)	1
Minor contribution (e.g. it participates occasionally or passively in policy dialogue)	2
Little visible role	18
No information	5

Total valid responses = 26

Capacity building for national policy-making

Q 3: How effective has this multilateral been in building the policy-making capacity of different institutional stakeholders during the last 3 years (as indicated, for example, by the reported satisfaction of the stakeholders and improvements in their capacities)?

Capacity building in public institutions at central level. <i>(tick one)</i>	
- Very effective	0
- Fairly effective	4
- Not very effective	10
- Total	14
- No information	11
Capacity building in public institutions at sectoral level. <i>(tick one)</i>	
- Very effective	2
- Fairly effective	5
- Not very effective	10
- Total	17
- No information	9
Capacity building in private sector and NGOs. <i>(tick one)</i>	
- Very effective	0
- Fairly effective	2
- Not very effective	6
- Total	8
- No information	17

Q 4: What is your view of the appropriateness of the technical assistance/advice on policy issues provided by this multilateral? Answer with reference to a specific sector known to you (specify below).

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It can be criticised for low quality technical advice	6	3	14
The international advice provided is sometimes inappropriate to national needs	6	2	13
It uses international experts with appropriate knowledge about the country	6	4	10
It makes frequent use of the best national expertise	4	5	10

Total valid responses = 36

Q 5: In your experience, how far does this multilateral foster government ownership in the development of new funding proposals?

<i>Tick one</i>	
It mainly initiates new projects and takes the lead in the identification and planning process	6
It has become more responsive to government requests and proposals in recent years	4
It funds only proposals that have been developed by the government	7
No information	8

Total valid responses = 17

Advocacy

Q 6: In the last 3 years, how actively has this multilateral stimulated and broadened public debate on policy issues? Answer in relation to a specific sector if you wish.

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has played a strong and visible advocacy role on specific issues	2	12	5
It has actively supported public campaigns	1	12	6
It has made its own documents available in local language(s) and in popularised forms	1	11	6
It is not actively involved in advocacy activities	17	3	3

Total valid responses = 59

Support to non-state actors

Q 7: In the last 3 years, how actively has this multilateral promoted the participation of non state actors on issues of government policy and implementation?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Has actively supported initiatives that resulted in wider national and/or local consultation (public hearings, conferences, beneficiary assessments etc.)	2	7	11
Has consulted widely on its own country/sector strategy and analytical work	5	7	7
Has mostly limited its dialogue to government ministries	16	2	6

Total valid responses = 39

Alignment to national institutions, policies and administration

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

Q 8: In your experience, how has this multilateral contributed to the national PRS (or equivalent) during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Supported the participatory process	2	10	10
Provided finance for some of the PRS preparatory work	1	6	12
Took an active part in fora where aspects of the PRS were discussed	6	7	8
Has supported implementation of the PRS	11	4	6
Has supported monitoring activities	4	8	7
Has had mostly a passive role or has not participated in the PRS process	11	4	7

Total valid responses = 74

Q 9: In what ways are you aware that this multilateral is taking steps towards PRS alignment?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Its country strategy (or equivalent) has been revised in light of the national PRS	9	1	14
Its sector strategies are being aligned to the national PRS	9	4	10
New proposals and projects have been identified on the basis of the national PRS	11	1	9
Its disbursement of funds to the sector goes through government budgets – no off-budget accounts	9	5	6
Where relevant, it participates in Sector Wide Approach-like arrangements	7	8	8
Where relevant, it participates in basket/pooled funding in the sector	3	9	10
Its projects/programmes are administered through established offices – no separate project management units	4	10	6
Its technical cooperation programmes are oriented towards the PRS	8	3	9
It has started adopting government procurement procedures	6	3	12
It has taken noticeable steps towards accepting government reporting and accounting procedures	5	5	11

Total valid responses = 120

PART II: QUALITY OF INTER-AGENCY PARTNERSHIPS

Information sharing

Q 10: In your experience, to what extent does this multilateral share information with other aid agencies?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Information on mission timing and itinerary	9	9	6
Consultation on terms of reference	4	14	6
Debriefing by end of missions	11	10	5
Dissemination of mission findings	8	9	7
Little information sharing	14	4	3

Total valid responses = 92

Q 11: In your experience, is this multilateral open and transparent in its process of developing country strategies/programmes?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It is proactive in sharing documents during the process	4	11	7
It invites comments on drafts	6	8	7
It is forthcoming only when information is requested	10	4	8
Tends not to share	10	4	6

Total valid responses = 57

Inter-agency coordination

Q 12: In your experience, does this multilateral actively participate in local donor coordination activities, such as sector working groups or similar structures?

<i>Tick one</i>	
Active participation (attends most meetings, volunteers for coordination activity)	1
Medium participation (has no country representation, but participates when they can)	1
Low participation (only attends occasionally, mostly passive in meetings)	11
Negligible participation	11

Total valid responses = 24

Q 13: Is there evidence of more collaborative behaviour on the part of this multilateral?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
I know of cases where the organisation took concrete steps to avoid overlap with other aid agencies	4	10	8
I know of cases where the organisation failed to prevent wasteful overlaps	6	7	7
The organisation still works too much in isolation from other aid agencies	12	4	6

Total valid responses = 43

Q 14: Do you perceive that the UN agencies are better coordinated under the new UN coordination arrangements (i.e. Resident Coordinator speaks for all, common UNDAF etc?)

Yes No information
 No

Q 15: How has *your organisation* cooperated with this multilateral since 2001?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>No, not relevant, no information</i>
We have co-financed particular projects/activities	1	16	5
We participate in the same sector programme (SWAP)	3	15	5
We participate in the same basket-funding arrangement	1	17	5
We cooperate within the same local coordination mechanism	5	12	5
We have worked together in planning/strategy formulation/appraisal	5	14	5
We have undertaken joint field missions	1	15	5
We have carried out joint evaluations	2	13	5

Total valid responses = 120

Q 16: Has your level of coordination with this multilateral changed during the last 3 years?

<i>Tick one</i>	
Increased in last 3 years	7
Remained unchanged	7
Decreased	0
No coordination	13

Total valid responses = 27

Harmonisation

Q 17: Do you have evidence that this multilateral is attempting to harmonise procedures with other aid agencies in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has participated in local harmonisation initiatives	7	7	9
It has coordinated reporting formats with other aid agencies	2	7	10
Other (specify below)	1	3	4

Total valid responses = 27

General local responsiveness

Q 18: Have you observed changes in the management and attitudes in the local offices of this multilateral during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Head of the local mission is more able to take decisions without referring back to HQ	1	1	15
The communication skills of mission staff and their attitudes to working with others have significantly improved	1	1	13
The head of mission has contributed significantly to improved cooperation	1	1	13
The organisation's local staff are still very focused on their direct clients	2	1	11
The Resident Coordinator contributes substantially to local aid coordination efforts	0	0	14
There is no local office	18	3	0

Total valid responses = 30

Q 19: Are you aware of any specific constraints that prevent this institution from being more effective in its national or inter-agency partnerships?

Yes 13
No 4

Personal profile

Q A What is your position in the embassy/mission? (*tick one*)

- 5 Head of office/aid section
- 7 Programme officer – sector specialist (state which.....)
- 8 Programme officer – generalist or other specialisation
- 4 Advisor/other

Total valid responses = 24

Q B: How long have you worked with development assistance in the country where you are working now? (*tick one*)

- 7 0 – 2 years
- 9 More than 2 – less than 5 years
- 4 Over 5 years

Total valid responses = 20

Q C: What is the frequency of your personal contacts with members of staff working in this multilateral?

Over the last 3 months how often did you attend the same meeting? (<i>tick one</i>)	
○ Never	12
○ 1-3 meetings	7
○ More than 3	1
○ Total	20
Over the last 3 months how often did you have bilateral discussions? (<i>tick one</i>)	
○ Never	17
○ 1-2 times	2
○ More than 2	0
○ Total	19

Q D: What are the *main* sources you have used to form your opinions?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Organisation's own reports	9	3	0
Government's reports	5	4	1
Research by others	4	3	1
Media reports	2	4	1
Personal contacts with the organisation	10	4	0
Own observations	20	0	0
Other (details below)	6	1	0

Total valid responses = 75

Q E: Did you consult (persons and/or literature) about this multilateral before filling in the questionnaire? Yes 10 No 10

Q F: Do you think you have sufficient knowledge and information about this multilateral at the country-level to make the kind of assessments that a study such as MOPAN requires?

Yes 13 No 6

Q G: How long did it take you to fill in this questionnaire?minutes

**Multilateral Organisations Performance Assessment Network
(MOPAN)
Questionnaire
for MOPAN country staff**

PART I: QUALITY OF NATIONAL PARTNERSHIPS

**Consolidation of FAO Questionnaires
29 questionnaires from 6 countries**

Q 1: What do you see as the comparative advantage of this multilateral in supporting poverty reduction and the achievement of MDGs in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Policy dialogue (with government)	14	3	9
Capacity building	15	2	9
Advocacy	10	7	9
Support to non-state actors	4	1	16
Other (details below)	2	0	1

Total valid responses = 58

Contribution to policy dialogue

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

<i>Tick one</i>	
Strong contribution (e.g. government invites and listens to its contributions to policy dialogue. The multilateral participates energetically.)	7
Minor contribution (e.g. it participates occasionally or passively in policy dialogue)	7
Little visible role	11
No information	4

Total valid responses = 29

Capacity building for national policy-making

Q 3: How effective has this multilateral been in building the policy-making capacity of different institutional stakeholders during the last 3 years (as indicated, for example, by the reported satisfaction of the stakeholders and improvements in their capacities)?

Capacity building in public institutions at central level. <i>(tick one)</i>	
- Very effective	3
- Fairly effective	2
- Not very effective	8
- Total	13
- No information	16
Capacity building in public institutions at sectoral level. <i>(tick one)</i>	
- Very effective	3
- Fairly effective	5
- Not very effective	8
- Total	16
- No information	13
Capacity building in private sector and NGOs. <i>(tick one)</i>	
- Very effective	0
- Fairly effective	1
- Not very effective	8
- Total	9
- No information	18

Q 4: What is your view of the appropriateness of the technical assistance/advice on policy issues provided by this multilateral? Answer with reference to a specific sector known to you (specify below).

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It can be criticised for low quality technical advice	2	4	15
The international advice provided is sometimes inappropriate to national needs	5	4	15
It uses international experts with appropriate knowledge about the country	12	1	12
It makes frequent use of the best national expertise	6	2	18

Total valid responses = 36

Q 5: In your experience, how far does this multilateral foster government ownership in the development of new funding proposals?

<i>Tick one</i>	
It mainly initiates new projects and takes the lead in the identification and planning process	6
It has become more responsive to government requests and proposals in recent years	5
It funds only proposals that have been developed by the government	4
No information	13

Total valid responses = 15

Advocacy

Q 6: In the last 3 years, how actively has this multilateral stimulated and broadened public debate on policy issues? Answer in relation to a specific sector if you wish.

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has played a strong and visible advocacy role on specific issues	7	7	11
It has actively supported public campaigns	8	5	10
It has made its own documents available in local language(s) and in popularised forms	3	4	15
It is not actively involved in advocacy activities	10	3	11

Total valid responses = 47

Support to non-state actors

Q 7: In the last 3 years, how actively has this multilateral promoted the participation of non state actors on issues of government policy and implementation?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Has actively supported initiatives that resulted in wider national and/or local consultation (public hearings, conferences, beneficiary assessments etc.)	2	5	17
Has consulted widely on its own country/sector strategy and analytical work	2	7	15
Has mostly limited its dialogue to government ministries	13	0	10

Total valid responses = 29

Alignment to national institutions, policies and administration

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

Q 8: In your experience, how has this multilateral contributed to the national PRS (or equivalent) during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Supported the participatory process	6	4	15
Provided finance for some of the PRS preparatory work	0	5	19
Took an active part in fora where aspects of the PRS were discussed	7	4	13
Has supported implementation of the PRS	7	0	16
Has supported monitoring activities	2	2	19
Has had mostly a passive role or has not participated in the PRS process	10	4	12

Total valid responses = 51

Q 9: In what ways are you aware that this multilateral is taking steps towards PRS alignment?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Its country strategy (or equivalent) has been revised in light of the national PRS	2	1	24
Its sector strategies are being aligned to the national PRS	7	1	20
New proposals and projects have been identified on the basis of the national PRS	6	3	21
Its disbursement of funds to the sector goes through government budgets – no off-budget accounts	0	4	23
Where relevant, it participates in Sector Wide Approach-like arrangements	7	2	20
Where relevant, it participates in basket/pooled funding in the sector	4	2	23
Its projects/programmes are administered through established offices – no separate project management units	4	4	20
Its technical cooperation programmes are oriented towards the PRS	8	0	18
It has started adopting government procurement procedures	2	3	23
It has taken noticeable steps towards accepting government reporting and accounting procedures	0	2	25

Total valid responses = 62

PART II: QUALITY OF INTER-AGENCY PARTNERSHIPS

Information sharing

Q 10: In your experience, to what extent does this multilateral share information with other aid agencies?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Information on mission timing and itinerary	5	5	15
Consultation on terms of reference	2	9	15
Debriefing by end of missions	7	6	13
Dissemination of mission findings	8	4	14
Little information sharing	14	2	8

Total valid responses = 62

Q 11: In your experience, is this multilateral open and transparent in its process of developing country strategies/programmes?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It is proactive in sharing documents during the process	4	7	16
It invites comments on drafts	4	4	17
It is forthcoming only when information is requested	11	1	13
Tends not to share	9	4	13

Total valid responses = 44

Inter-agency coordination

Q 12: In your experience, does this multilateral actively participate in local donor coordination activities, such as sector working groups or similar structures?

<i>Tick one</i>	
Active participation (attends most meetings, volunteers for coordination activity)	10
Medium participation (has no country representation, but participates when they can)	3
Low participation (only attends occasionally, mostly passive in meetings)	10
Negligible participation	3
Total responses	26

Q 13: Is there evidence of more collaborative behaviour on the part of this multilateral?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
I know of cases where the organisation took concrete steps to avoid overlap with other aid agencies	8	4	14
I know of cases where the organisation failed to prevent wasteful overlaps	1	4	17
The organisation still works too much in isolation from other aid agencies	8	2	11

Total valid responses = 27

Q 14: Do you perceive that the UN agencies are better coordinated under the new UN coordination arrangements (i.e. Resident Coordinator speaks for all, common UNDAF etc?)

Yes 7 No information 10
No 8

Total valid responses = 15

Q 15: How has ***your organisation*** cooperated with this multilateral since 2001?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>No, not relevant, no information</i>
We have co-financed particular projects/activities	4	13	10
We participate in the same sector programme (SWAP)	1	11	15
We participate in the same basket-funding arrangement	1	12	13
We cooperate within the same local coordination mechanism	14	5	7
We have worked together in planning/strategy formulation/appraisal	10	9	7
We have undertaken joint field missions	2	13	10
We have carried out joint evaluations	1	14	11

Total valid responses = 110

Q 16: Has your level of coordination with this multilateral changed during the last 3 years?

<i>Tick one</i>	
Increased in last 3 years	4
Remained unchanged	9
Decreased	1
No coordination	11
Total	25

Harmonisation

Q 17: Do you have evidence that this multilateral is attempting to harmonise procedures with other aid agencies in your country?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
It has participated in local harmonisation initiatives	8	1	19
It has coordinated reporting formats with other aid agencies	2	2	17
Other (specify below)	1	0	8

Total valid responses = 14

General local responsiveness

Q 18: Have you observed changes in the management and attitudes in the local offices of this multilateral during the last 3 years?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Head of the local mission is more able to take decisions without referring back to HQ	0	1	27
The communication skills of mission staff and their attitudes to working with others have significantly improved	7	2	19
The head of mission has contributed significantly to improved cooperation	7	3	19
The organisation's local staff are still very focused on their direct clients	6	1	20
The Resident Coordinator contributes substantially to local aid coordination efforts	4	6	17
There is no local office	4	10	8

Total valid responses = 51

Q 19: Are you aware of any specific constraints that prevent this institution from being more effective in its national or inter-agency partnerships?

Yes 11
No 12

Personal profile

Q A What is your position in the embassy/mission? (*tick one*)

- 5 Head of office/aid section
- 8 Programme officer – sector specialist (state which.....)
- 5 Programme officer – generalist or other specialisation
- 4 Advisor/other

Total valid responses = 22

Q B: How long have you worked with development assistance in the country where you are working now? (*tick one*)

- 6 0 – 2 years
- 11 More than 2 – less than 5 years
- 8 Over 5 years

Total valid responses = 25

Q C: What is the frequency of your personal contacts with members of staff working in this multilateral?

Over the last 3 months how often did you attend the same meeting? (<i>tick one</i>)	
○ Never	7
○ 1-3 meetings	11
○ More than 3	6
○ Total	24
Over the last 3 months how often did you have bilateral discussions? (<i>tick one</i>)	
○ Never	16
○ 1-2 times	6
○ More than 2	1
○ Total	23

Q D: What are the *main* sources you have used to form your opinions?

<i>Multiple answers allowed.</i>	<i>Yes</i>	<i>No</i>	<i>Not relevant, no information</i>
Organisation's own reports	5	1	3
Government's reports	3	4	4
Research by others	3	3	4
Media reports	4	3	3
Personal contacts with the organisation	16	1	3
Own observations	23	0	0
Other (details below)	3	0	0

Total valid responses = 69

Q E: Did you consult (persons and/or literature) about this multilateral before filling in the questionnaire? Yes 8 No 15

Q F: Do you think you have sufficient knowledge and information about this multilateral at the country-level to make the kind of assessments that a study such as MOPAN requires?
Yes 6 No 16

Q G: How long did it take you to fill in this questionnaire? 35 minutes (21 answers).