EVALUATION OF MOPAN

Multilateral Organisation Performance Assessment Network

Main Report

Final

Written by: Paul Balogun,
Paul Isenman,
Derek Poate,
Viktoria Hildenwall

August 2013

Acknowledgements

Disclaimer

Full responsibility for the text of this report rests with the authors. The views in this report do not necessarily represent those of the people or organisations consulted.

List of abbreviations

ADF- ADB	Asian Development Fund-Asian Development Bank
AfDB	African Development Bank
AfDF	African Development Fund
AMA	Australian Multilateral Assessment
CGD	Center for Global Development
CIDA	Canadian International Development Agency
COMPAS	Common Performance Assessment System
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
DFID	UK Department for International Development
EC	European Commission
EU	European Union
EvalNet	The Network on Development Evaluation
FAO	Food and Agriculture Organization
GAVI	Global Alliance for Vaccines and Immunisation
IADB	Inter-American Development Bank
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFI	International Financial Institution
MAR	Multilateral Aid Review
MI	Micro indicator
MfDR	Managing for Development Results
MO	Multilateral Organisation
MOPAN	Multilateral Organisation Performance Assessment Network
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
QuODA	Quality of Official Development Assistance
SIDA	Swedish International Development Agency
SLDM	Senior Level Donor Meeting
ToC	Theory of change
ToR	Terms of reference
UK	United Kingdom
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNWRA	United Nations Relief and Works Agency for Palestine Refugees
USD	US dollar
WB – IDA	World Bank – International Development Agency
WFP	World Food Programme
WHO	World Health Organization

Table of contents

Executive summary

Introduction

S1. The Multilateral Organisation Performance Assessment Network (MOPAN) was established by six bilateral donor countries in 2002. Since 2009, it has annually assessed the organisational effectiveness, and latterly results, of varying numbers of multilateral organisations using a *Common Approach*. Fifteen multilateral organisations have been fully assessed since 2009, while the network's membership has grown to seventeen countries. This report identifies a set of findings and conclusions from an evaluation of the *Common Approach* as the basis for a set of recommendations to MOPAN members on the possible future scope and evolution of MOPAN.

Overarching questions asked

S2. The evaluation judges MOPAN against four overarching questions identified in its Terms of Reference (ToR). These are:

    I.   Are the MOPAN reports being used by donors and multilateral organisations to improve the performance of the organisations that were assessed?

    II.   Do the MOPAN reports meet the needs of the members in terms of their domestic accountability requirements?

    III.   How can MOPAN contribute to maximising harmonisation of donor approaches in assessment systems of multilateral organisations?

    IV.   Is the methodology appropriate for the type of information that MOPAN members need? If not, how should it be modified?

Findings and conclusions

S3. **MOPAN remains relevant and has been successful in meeting some of the information needs of member states at a perceived reasonable cost.** Evidence from the assessment finds that opinion on where the value of being a member lies varies between members. Predominant explanations include a wish not to 'free-ride', to be seen to be supporting harmonisation and the opportunity to influence what is assessed and learnt through participation.

S4. At present MOPAN mostly provides evidence on the existence of systems and policies expected to enhance organisational effectiveness. In the past two years, it has also assessed the ability of assessed multilaterals to report credible evidence of development results. This evidence is used to varying degrees within member governments as one of several inputs in fostering their dialogue with multilaterals and meeting their domestic accountability requirements. It is also reportedly used by members as a major input when deciding financial allocations, and by inference comparing, between multilaterals.

S5. **The usefulness of the MOPAN assessments to the multilaterals assessed is limited in terms of enhancing their effectiveness.** There is little evidence that multilaterals use the assessments within their own internal processes of organisational reform. This reflects the fact that the MOPAN *Common Approach* is not explicitly designed to gain ownership of the findings by assessed organisations or engage them in dialogue on the implications of the assessments.

S6.   Value added to discussions between MOPAN members and management of the multilaterals is constrained because the *common approach* is supply, rather than demand, led. The opportunity to draw on broader experience of how better to link assessment with use has been missed. On one hand, MOPAN has responded to the evolving needs of its members. The clearest indicator of this is the introduction of the development results component in 2012. On the other hand, MOPAN has been inward looking and focused on the technical challenges associated with development of the methodology and delivery of the assessment reports. It has not systematically looked to engage with member governments in both defining what they might need, or how best the results should be presented. This has happened in a context where demands for evidence by individual members have both grown and evolved over the past five years.

S7.   Expectations of MOPAN continue to rise. Views on its future roles are shared, but how these should be prioritised remains unresolved. All senior officials interviewed said they hoped that MOPAN could begin to meet a higher percentage of their data and information needs. Among the senior officials interviewed, there is broad agreement on what their information needs are but less so on how ambitious MOPAN should be in addressing them. There was almost a unanimous consensus in interviews that organisational effectiveness should continue to be at the heart of MOPAN's work; but views varied over the degree to which this should be the main on-going priority of MOPAN. There was also a consistent expectation that MOPAN support increased availability of evidence of results, and that it should do so now.

S8.   A recent Development Assistance Committee (DAC) survey also found MOPAN assessments to be the source most often consulted on questions of multilateral allocations and, by implication, comparison. MOPAN has always stated that it is not intended to be used for comparison between organisations. Looking forward, interviewees were consistent that it would be wrong to use MOPAN to rate and rank multilateral organisations by overall performance. There is much more support for providing evidence to facilitate comparison of aspects of multilateral performance through benchmarking. In the context of MOPAN, benchmarking could enrich the findings and subsequent dialogue over its findings.

S9.   There is a wide variety of views over whether and how far MOPAN should move to provide evidence of the cost-effectiveness of multilateral organisations in achieving their respective mandates. Those for doing so point to the advantages of working together to address the difficult methodological questions involved. They also argue for the need for each donor to reach its own conclusions, explicitly or implicitly, about cost-effectiveness. Those opposed raised the methodological difficulties and political sensitivities. There was very little support for going further to comparing overall cost-effectiveness across mandates; this is consistent with the lack of support for overall comparisons of performance.

S10.   The immediate demand is for more evidence of results, but the assumption within MOPAN is that its scope to add value in this area is limited. If present trends are maintained, members will increasingly need credible evidence of actual organisational and cost-effectiveness and development results. The possibilities for extending the MOPAN approach beyond assessment of systems and policies into actual results have been discussed at various points within the Steering Committee over the past five years. These are most clearly seen in the Development Results component of MOPAN.

S11.   Key current assumptions within MOPAN include that: (i) MOPAN shouldn't duplicate the work of others, but also while unspoken, possibly that MOPAN shouldn't have a role in validating the work of others; (ii) recognition of the importance of credible evidence reported by the multilaterals themselves and from evaluations – particularly independent evaluations; and (iii) that adding

significantly to what is already available would require a robust methodology and also have significant cost and time implications.

S12.   There has been little focus on harmonisation and reducing transaction costs, particularly for multilateral organisations, and gains have been modest. The *Common Approach* was intended to replace seven existing bilateral assessment tools and forestall the development of other assessment approaches. Findings from this evaluation are that this objective was unrealistic and members will continue, to varying degrees, to carry out their own assessments. Evidence suggests that MOPAN has had modest success forestalling individual MOPAN members each demanding the same information from the assessed multilaterals. At the same time, the consistent view of the multilateral organisations is that demands from the member states are continuing to rise. While most multilaterals consulted were supportive of the continuation of MOPAN, this was actually contingent upon it being seen to reduce or manage these demands.

**S13.   The present situation, in which MOPAN collects the evidence and carries out the assessments, was seen as an intermediate step during development of the *Common Approach*. Yet this understanding is not set out in subsequent MOPAN documentation and there is no evidence that it was widely communicated either to the multilateral organisations likely to be assessed or within the MOPAN member organisations. MOPAN and senior managers within the membership have, with some notable and recent exceptions, become focused on implementation of this intermediate step.   The medium term objective of moving to increased reliance on evidence reported by the multilaterals has been forgotten.

S14.   MOPAN is duplicating the work of others.   Of note is the overlap between the MOPAN development results component (developed in 2011) and EvalNet's *Development Effectiveness Assessment Tool* (developed in 2009). Both aim to meet the same demand from member states. Both review the same core set of key documents and cover the same range of policies and systems, although with differing emphasis.

S15.   There are a number of significant methodological issues with the *Common Approach* which have not been identified by the membership or assessed multilaterals. MOPAN has invested significantly in strengthening its methodology. However in reviewing the current methodology, we note a number of further methodological issues that have not been identified and discussed in MOPAN documentation.   While we do not know why these issues have not been previously identified, we see the fact that they haven't as an indicator that MOPAN has a challenge accessing and using strong methodological capacity.

S16.   MOPAN assumptions for why the country dialogue process adds value do not match the priorities of those in-country. Organising the country dialogue meeting has presented logistical challenges. Its value is limited by the lack of participation by anybody involved in the overall assessment. More broadly, the key assumptions underlying why the country dialogue might be expected to add value for stakeholders at country level have never been systematically considered. The problem in our view is that there is no compelling evidence of how the country dialogue process would add value to the work of those at country level, over and above systems and relationships already in place.

S17.   MOPAN has not drawn on the wider experience of organisational change and reform to strengthen approaches to analysis and interpretation of its ratings. The findings on the Key Performance Indicators (KPIs) and supporting Micro Indicators (MIs) suggest that assessing whether an aspect of organisational effectiveness, such as whether the country programme is results

focused, requires looking at ratings of performance across several KPIs/MIs. This cannot be done based on looking at single KPI and MI ratings. Yet, the presentation of findings and discussion is focused at the level of the individual KPI within the assessment reports rather than looking across the range of relevant KPIs and MIs.

S18.   MOPAN's governance is becoming more strategic but challenges remain with its institutionalisation. When asked whether the senior-most officials in MOPAN countries dealing with multilateral organisations were sufficiently involved in decision making on MOPAN, nine of the 16 Focal Points said no while only three said yes. Reasons for why greater involvement by senior officials was wanted by the Focal Points included its potential to raise the profile of MOPAN within the MOPAN membership and so increase the possibilities of ensuring greater coordination of MOPAN with other relevant work within the member governments. This would thus shift the perception of MOPAN as a separate technical exercise, separate from the main work on relationships between bilateral and multilaterals. Their visible support would also help elicit greater engagement by other staff in the work of MOPAN (especially in terms of the survey at country level) was also thought to be potentially helpful.

S19.   The growing interest of DAC donors in issues of multilateral aid has resulted in establishment of a Senior Level Donor Group on multilateral aid. This group has, in its plenary or in side sessions of its MOPAN members discussed and significantly advanced the dialogue on MOPAN's evolution.

S20.   The principle of equal shares in terms of funding MOPAN is strongly linked to ownership and voice, but the need for voluntary contributions is already recognised. Interviews with senior officials in the MOPAN membership, and MOPAN Focal Points, showed a strong preference for preserving the current arrangement where all members contribute the same amount financially, regardless of the size of their aid programmes. In the view of the evaluators, the principle of equal contributions is seen as important to maintain as it supports equal voice by the members. Equal voice is in turn important to maintain, because a major reason several members have joined is the opportunity to influence what MOPAN focuses upon and this would probably become more important to members under a 'MOPAN 3.0'. Despite the existing principle of equal contributions and given that implementation of our recommendations would require a substantial increase in the overall budget; experience is that some members are likely to be willing to consider additional voluntary contributions. In fact, in interviews, the majority of senior officials indicated that they would be willing to change.

S21.   Decision making in the Steering Committee is seen by nearly all as transparent and consensual, but until recently, slow. While there is still frustration, 15 out of the 16 Focal Points that responded thought that decision making was a transparent and consensual process, which allows equal potential voice to all members within the Steering Committee. No Focal Point identified reform of the decision making process within the Steering Committee as important for enhancing the effectiveness of MOPAN. Looking forward, the main assumption of the Focal Points, at least, is that the Steering Committee needs to focus on strategy and policy to a greater degree; leaving the administrative burden to the Secretariat.

S22.   The development of a knowledge repository function within MOPAN has not been based on a solid analysis of what users need. The key assumptions with the current proposed approach are (i) that there is a demand for a 'one stop shop' among decision makers and representatives from MOPAN member country governments and Parliaments; and (ii) the repository would leave any weighing or analysis of available information to the users. The main finding is that there has been no

systematic work to date of expected benefits in relation to costs as well as whether, if there were to be such a repository, there should be selective analysis of key relevant documents.

Recommendations

S23. We make eight recommendations below. The first four overarching and strategic recommendations are directed to the relevant senior management within the members. The remaining four recommendations, which are more operational in nature, are directed to the MOPAN Steering Committee and Secretariat.

Strategic recommendations to senior management within the members

S24. **Recommendation 1: Establish a strategic objective to change the approach under MOPAN so that in the future, evidence used in the members' assessments can be drawn mostly from information reported by the multilateral organisations themselves.** For the future, three main options have been identified and considered. These options, which represent a progressive expansion in the roles and responsibilities of MOPAN, are:

> **Option 1:** Maintain the current focus of MOPAN on assessing the performance of individual multilateral organisations, but improve its methodology and make it more responsive to the needs of its users.
> **Option 2:** Embed MOPAN within a wider initiative aimed at supporting a rapid move to a system under which MOPAN members can increasingly rely on credible and validated evidence drawn from information reported by the multilateral organisations.
> **Option 3:** In the medium term, expand MOPAN's role into the validation of evidence presented by the multilateral organisations.

S25. **We recommend that at this point Options 1 and 2 are most appropriate**. Option 1 would focus on meeting the increased immediate needs of the membership and should be regarded as an intermediate step. Option 2 would be to change the understanding of MOPAN's strategic purpose. This would include embedding it in a wider initiative by the MOPAN membership aimed at supporting a rapid move to a system under which MOPAN members can increasingly rely on credible and validated evidence drawn from information reported by the multilateral organisations. Such a purpose was already identified during development of the *Common Approach* in 2007, but never implemented. It would have three major advantages. First, it would situate MOPAN more strategically within members overall engagement with the multilaterals. Second, if successfully delivered, it would also lead to the significant cut in transaction costs sought by the multilateral organisations. Third, given the high-costs associated with evaluation of either organisational effectiveness or development results, it would be affordable. In addition, the location of the Secretariat within the Organisation for Economic Cooperation and Development (OECD) gives the opportunity to draw on the considerable experience of the DAC (and OECD) in such work, while assuring that the MOPAN members set policy.

S26. **Recommendation 2: The remit of MOPAN 3.0 should explicitly acknowledge MOPAN's proposed contribution to meeting members' demands in the areas of comparison of performance and cost-effectiveness, as well as the present development results and organisational effectiveness.** Responding to the demands identified by most senior officials interviewed by the evaluators, we strongly recommend formally expanding the remit of MOPAN. This would mean acknowledging the reality that it is already used in comparison by the members. It would also mean

extending the remit to cover cost-effectiveness, despite the ambivalence of some members over MOPAN moving into this area.

S27. In terms of the future organisation and management of MOPAN, and the level of funding, we do not believe that expanding the remit to cover all four demands – assessing organisational effectiveness, development results, comparison through benchmarking and cost-effectiveness - would necessarily have significant cost and management implications. This is mostly because the main implication would be the move into working on cost-effectiveness and we do not anticipate that the costs associated with this to be major, at least initially.

S28. Recommendation 3: Continued high level input into decision making within MOPAN is essential. The increasing interest and involvement of the senior level group in determining MOPAN's strategy has been an important factor in the current reflection on how MOPAN should evolve. MOPAN's future evolution cannot be mapped out in detail at this point, but there will be need for continued strategic input. We recommend that this strategic engagement continues. We do not make a specific recommendation on how this should be done. That is a political decision for the MOPAN members in the senior level group and the MOPAN Steering Committee.

S29. Recommendation 4: The MOPAN and EvalNet approaches to assessing multilateral organisations' development results should be merged into one assessment and led by MOPAN as soon as possible. The decision on whether MOPAN should synthesise evaluation evidence of results should be based on whether there is sufficient demand for this within the membership. MOPAN and EvalNet both *de facto* assess the credibility of multilaterals' results reporting systems and policies although with differing emphasis. From the perspective of harmonisation and allocation of resources, having two separate processes that assess the same thing, from virtually the same group of member-countries, is senseless. As such, these assessments should be merged. Our recommendation, which is pragmatic, is that MOPAN should take the lead. This is based on its greater coverage of multilaterals and institutional sustainability, rather than because we believe that the MOPAN approach in this area is necessarily better.

S30. More difficult to judge is whether MOPAN should also adopt the evaluation synthesis approach developed under EvalNet, either in addition to, or replacing, its present perception-based approach. This decision would depend upon whether: (i) the synthesis approach provides evidence that would be useful to the membership, given that it would likely lead to a significant uplift in the cost per organisation assessed; and (ii) such syntheses are believed to provide credible evidence. We therefore suggest that the use of syntheses completed to date be assessed as a first step before bringing a proposal to the MOPAN Steering Committee. In the event that the evaluation syntheses continues, it would be important to retain a technical input from EvalNet members, as well as exploring their willingness to continue to finance voluntary contributions from their evaluation budgets.

Operational recommendations on implementation of Options 1 and 2 to the MOPAN Steering Committee

S31. Recommendation 5: The MOPAN Steering Group needs to improve how it accesses and uses strong methodological capacity in the further development, and continued refinement, of the MOPAN 3.0 approach. MOPAN finds it challenging to draw upon, and then implement, methodological good practice. The same issue arises in terms of MOPAN's failure to date to draw on the wider literature on organisational change and reform, and its implications for how one might both analyse evidence from the assessments and then interpret it. Our recommendation is that the

needed capacity be contracted in, on the pragmatic grounds that contracting assures greater availability. This alone will not be sufficient to solve the methodological challenge. This will also require change in the approach and perhaps composition of the MOPAN Technical Working Group, with a greater focus on the identification and management of methodological issues and challenges.

S32. The evaluation identifies a number of issues for developing the methodology in the future. It is too soon to make concrete recommendations on how to make sure the methodology is cost-effective, as the methodology developed will be contingent upon which recommendations are implemented and the resources available. We would however note that what is affordable should be a major factor in going forward. Once the future methodology is established, attention should then switch to whether it is being implemented efficiently.

S33. Recommendation 6: The reform process recommended is ambitious, and it will be important to ensure the Secretariat is adequately resourced to fulfil its function in light of any decisions taken on MOPAN reform/new directions. Good practice on governance suggests the importance of resourcing secretariats at a level commensurate with what it is asked to produce. Overwhelming a new secretariat has, in the case of global programmes, led to poor results and loss in credibility. The current capacity of the Secretariat is based upon an estimation of what would be needed to meet MOPAN's needs in 2011. Depending on strategic decisions taken by MOPAN members, responding in part to this evaluation that it has commissioned, it will be important to ensure the Secretariat is adequately resourced to fulfil its function in light of any decisions taken on MOPAN reform/new directions.

S34. Recommendation 7: Reduce the complexity of the organisational effectiveness balanced scorecard. Improve the accessibility, and hence usefulness, of the assessment reports. The current organisational effectiveness balanced scorecards include a large number of KPIs and MIs. There is no methodological reason for why the decrease in the numbers of KPIs and MIs used should not continue. Going back and reassessing what evidence members really need would seem opportune. Looking at empirical evidence of what has been important, in terms of both organisational effectiveness and delivery of results would also reflect good research practice.

S35. Opportunities to reduce the financial costs of reassessments would also be available if future assessments came to clear conclusions on the priority areas that need improvement. Under such a scenario, reassessments could be focused on assessing progress in some areas, while fewer resources would need to be devoted to others. For example, where the focus could be more on checking that the situation has not deteriorated.

S36. There is also strong evidence that use of the assessments is constrained by accessibility issues. This is an issue identified by several MOPAN Focal Points and also in the comments from staff responding to the survey of members. Looking at how accessibility could be improved would logically happen as part of any process aimed at moving MOPAN to a demand-led approach.

S37. Recommendation 8: What precisely the demand for a knowledge repository is needs to be verified with the main potential users before full implementation. The creation of a knowledge repository – in effect a coherent database – has been recently discussed in meetings of the Senior Level Donor Group and the MOPAN Steering Committee. We have not identified evidence in this evaluation that makes a convincing case for what the added value of a repository might be across the whole MOPAN membership, or more widely, particularly without selective assessment of credibility of relevant key and timely reports. We therefore recommend that the approach be piloted and evaluated to test costs and demand before going to scale.

1. Introduction

1.1 Background

1.   The Multilateral Organisation Performance Assessment Network (MOPAN) [1] was created in 2002. In December 2006, the members agreed to join efforts and begin moving towards a common approach for assessing the effectiveness of multilateral organisations. This new approach would build on their experience with the Annual MOPAN Survey [2] and the experiences of the individual members in assessing multilaterals' performance. The resulting *Common Approach* was launched in 2009.

2.   Each year since 2009 [3], MOPAN assesses a varying number of multilateral organisations. The process starts in the January, with the main assessment report being presented in the November/December. So far, fifteen multilateral organisations [4] have been fully assessed, with 2012 marking the start of repeat assessments of the larger agencies (defined in terms of their funding). [5] The approach assesses the degree to which these multilateral organisations have four strategic dimensions of organisational effectiveness in place – strategic, operational, relationship and knowledge management – using ratings of varying numbers of key performance indicators (KPIs) under each dimension. Up to 2009, ratings were initially based on evidence from perception surveys. A second set of ratings were introduced in 2009 to allow comparison of ratings for the same KPI based on a review of documentary evidence. Interviews with staff at the headquarters of the assessed organisations to facilitate interpretation and the quality of ratings, were introduced in 2012. In addition, in 2012, responding to evolving demand, a separate component mainly examining the reported development results for assessed organisations was added. The *Common Approach* is therefore intended to [6]:

- Generate relevant, credible and robust information MOPAN members can use to meet their domestic accountability requirements and fulfil their responsibilities and obligations as bilateral donors.
- Provide an evidence base for MOPAN members, multilateral organisations and their partners to discuss organisational effectiveness and, in doing so, build better understanding and improve organisational effectiveness, and learning over time.
- Support dialogue between MOPAN members, multilateral organisations and their partners, with a specific focus on improving organisational effectiveness over time, both at country and headquarters level.

3.   This report presents the results of an evaluation of experience with the *Common Approach* over the past five years. It was commissioned by the membership and carried out between May and

---

[1] MOPAN members in 2012: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, the Netherlands, Norway, Republic of Korea, Spain, Sweden, Switzerland, the United Kingdom and the United States of America.

[2] The Annual Survey provided periodic perception assessments by bilateral agency staff of the partnership behaviour of multilateral organisations at country level.

[3] See annex 2 of the evaluation's ToR at Annex one of this report for a listing of organisations assessed and in which year.

[4] ADF-ADB, AfDF- AfDB, FAO, GAVI, IADB, IFAD, UNAIDS, UNDP, UNEP, UNFPA, UNHCR, UNICEF, UNWRA, WB-IDA, and WHO

[5] There are a total of approximately 32 relevant multilateral organisations of which the 20 to 25 multilateral organisations of highest importance to the MOPAN members as far as possible are surveyed regularly on a three to five year cycle. For an overview of organisational assessments since 2003, see the paper *Multilateral Organisations assessed by the Multilateral Organisation Performance Assessment Network (MOPAN) since 2003* prepared by the secretariat.

[6] These are the purposes for MOPAN set out in the evaluation's ToR.

July 2013. Oversight of the evaluation's design and implementation was undertaken by an Evaluation Steering Committee. The roles of the Committee are described in Section 8 of the evaluation terms of reference (ToR) (see Annex 1).

1.2   The evaluation's purpose and major questions answered

4.   Judging the success of the *Common Approach* against the following four overarching evaluation questions set out in the ToR is the main focus of this evaluation:

I.   Are the MOPAN reports being used by donors and multilateral organisations to improve the performance of the organisations that were assessed?
II.   Do the MOPAN reports meet the needs of the members in terms of their domestic accountability requirements?
III.   How can MOPAN contribute to maximising harmonisation of donor approaches in assessment systems of multilateral organisations?
IV.   Is the methodology appropriate for the type of information that MOPAN members need? If not, how should it be modified?

5.   Based on conclusions against these questions, and assessment of the present and future context within which MOPAN operates, the evaluation's purpose is to provide a set of recommendations for discussion amongst the members of MOPAN focusing on the future scope and methodology of MOPAN needed to improve its relevance, effectiveness and efficiency.

6.   The report is organised in eight chapters. Chapters two through to six set out the main findings of the evaluation. Chapter seven outlines the main conclusions and future challenges for MOPAN, while the concluding chapter eight is forward looking, setting out the main recommendations and their rationale. The report assumes a certain level of familiarity with MOPAN, primarily to ensure that it remains short, but where necessary, further explanation is provided in the annexes. Stylistically, major findings and conclusions are highlighted in bold, with the supporting evidence and discussion beneath. The same style is continued in the concluding chapter covering the recommendations.

7.   Annex 1 of the report sets out the evaluation ToR, Annex 2 a list of those consulted and Annex 3 a listing of the main documents reviewed. In line with the outputs specified in the ToR, a 'theory of change' for MOPAN in the future is presented at Annex 4. For those unfamiliar with the assessment process, the timeline and roles and responsibilities for the MOPAN Assessments in 2013 are shown at Annex 5. Supporting evidence and a longer discussion of the methodology is available in Volume two to the report.

1.3   The Evaluation's Methodology

8.   A full description and discussion of the methodology is set out in Section 1 of Volume two and explains what was that agreed between the evaluation team and Steering Committee when approving the Inception Report.

9.   The overall evaluation design is based on the use of a 'theory of change' (ToC) which is a wider concept than a results framework. It means that the evaluation systematically examines the context within which MOPAN operates, and how the context affects MOPAN's relevance, effectiveness and efficiency. A ToC approach also means identifying and testing the assumptions that

underpin how MOPAN is assumed to add value and operate effectively and efficiently.[7] Major questions identified from the ToC[8] and the 32 evaluation sub-questions identified in the ToR were organised in an evaluation framework, in which sub-questions were grouped around the four overarching evaluation questions. This framework was used by the evaluation team to identify which were the most appropriate sources of evidence, given the time and resources available, and to develop interview guides and three survey questionnaires. Drafts of these were discussed with the Steering Committee.

10.   Good practice in evaluation is to be explicit on the standard (often an indicator) to be used in judging performance against evaluation questions. In many instances, these standards would be drawn from a results framework for the intervention. MOPAN does not have such a framework that has been used for monitoring purposes.[9] In fact, there has been no monitoring of its performance to date. When assessing MOPAN's methodology, we have mainly judged it against research good practice, whilst acknowledging that other assessment tools examining multilateral performance face the same issues. Elsewhere, we have mainly relied on the opinions of those consulted and documentary evidence to assess the degree to which the evidence supports assumptions on the context in which MOPAN operates and how it should add value and meet its purposes. When using opinion-based evidence, particular care has been taken to check whether there were divergences in opinions between respondents.

11.   Following the ToR, data was collected using a review of documentation, surveys, interviews with key informants, and case studies of the MOPAN assessments of four of the 16 organisations assessed since 2009. Overall:

- 16 senior level civil servants from 12 of the 17 MOPAN member governments responsible for strategic and policy decision making around work with the multilateral system were interviewed by telephone. Questions focussed on the role of MOPAN in relation to their overall needs for information on multilateral organisations and on their views on the future evolution of MOPAN.
- Survey responses from 114 people working within the 17 MOPAN member governments and self-identifying as having a significant role in either the analysis or use of evidence on multilaterals' performance or the generation of evidence. This survey focused on the use of MOPAN evidence within the MOPAN member governments and their views on the usefulness of MOPAN assessments and how they might be improved.
- Survey responses from eight of the 12 multilateral organisations that have been assessed under the *Common Approach* since 2009 but which were not included as case studies. Three of the other four assessed organisations did not respond to our invitation to participate in the survey. The other organisation – the World Food Programme (WFP) – pointed out that it could not credibly respond as it had not yet been fully assessed under the *Common Approach*.
- Survey responses from 16 out of the 17 MOPAN Focal Points and focusing on their views and experience with managing the *Common Approach*. Survey responses were then followed up with interviews with 13 of the 16 Focal Points that had responded.
- Case studies, including visits to the head-quarters, of four organisations that had been assessed under the *Common Approach* – AfDB, GAVI, UNHCR and UNDP.
- A documentary review, structured around the questions in the evaluation framework, and covering both internal documents produced by MOPAN itself and covering development and

---

[7] The initial ToC, based on review of documentation, was developed by the evaluation team during the inception phase and then discussed with the Evaluation Committee.

[8] The initial ToC used in the evaluation and the proposed ToC for the future can be found at Annex 4.

[9] A draft results framework was developed in 2012 but has not been used to date and does not include indicators of performance.

implementation of the *Common Approach* methodology and the wider body of relevant literature.

- Interviews with key consultants involved in delivering the assessment reports.

12.   To allow external readers to assess the quality of the data used, compilations of key data from the surveys and evidence from the four case studies are available in a separate Volume two to this main report. All interviews were written up but not included in Volume two as many were carried out on the basis that the views expressed would not be put in the public domain. Evidence from all of the above sources was discussed and triangulated within the evaluation team during a two day analytical workshop. The workshop processes was based on systematically examining the evidence against each of the questions in the evaluation framework as the basis for developing the initial major findings and conclusions. These major findings and conclusions were then discussed with a small number of key informants.

1.4   *Divergences from the ToR and limitations with the methodology implemented*

13.   The evaluation process and outputs do not diverge from those agreed with the Evaluation Steering Committee when agreeing the Inception Report. However, the sequential process in the ToR, with regular engagement with the Steering Committee, to discuss data collected and analysed was not followed. This was because the evaluation started later than envisaged, cutting the implementation period for the evaluation by 40 per cent.

14.   The quality of an evaluation can be judged on the degree to which it systematically answers all evaluation questions in the ToR or by the degree to which it is useful. In this evaluation, we have collected evidence against the great majority of the evaluation questions in the ToR and systematically assessed the evidence against each during the two day analytical workshop. We excluded consideration of evaluation questions in the ToR which were actually not evaluation questions, and indicated which these were in the inception report discussed with the Evaluation Steering Committee. However, to maximise readability of the report and keep it short and strategic, we do not systematically discuss findings and conclusions against the 32 questions. Instead we decided to draft the evaluation report to reflect the ToC, with a focus on discussing the implications of the context and assumptions, under the four major evaluation questions.

15.   Limitations and divergences of opinion within the evaluation team are flagged in the report.

16.   The late start for the evaluation meant that there was no time to pre-test the survey questionnaires, which resulted in inconsistent responses to some questions. We judge that this has not introduced unacceptable bias into the analysis and conclusions but acknowledge that we may not always reflect the full range of view-points. The major adverse effect of the delayed start was in terms of synergy between the various data collection tools, in that there was not time to significantly change the lines of enquiry in the surveys and case studies, based on the analysis from the surveys.

17.   As shown below, interviews were carried out with the majority of key informants identified in the plan for the evaluation. Response rates for the surveys with the MOPAN Focal Points and for the assessed multilaterals were almost complete. For the survey with MOPAN members' staff, the overall response rate of 27 per cent is much as would be expected in such surveys. Whether this has introduced a bias in terms of a preponderance of responses from those positive or negative about MOPAN relative to the overall population is unknown. Differential response rates between the MOPAN members mean that the results need to be treated with care, as they are inevitably

somewhat skewed[10]. Therefore, we have ensured that responses by member were examined in all cases where we make generalised findings and unless there is convincing evidence from other sources against which to triangulate, have attempted to avoid making broad assertions based purely on responses from this survey.

Table 1: Summary of response rates to survey of staff in MOPAN members and interviews

MOPAN member government	Number of responses to survey with staff	Interview carried out at Director level or above	Interview carried out with Focal Point
Australia	13	Yes (x2)	Yes
Austria	1	No	Yes
Belgium	18	Yes	Yes
Canada	12	Yes (x2)	Yes
Denmark	11	No	Yes
Finland	3	Yes	Yes
France	5	Yes	Yes
Germany	1	No	Yes
Ireland	4	Yes	Yes
The Netherlands	1	Yes	No
Norway	11	Yes	Yes
Republic of Korea	0	No	No
Spain	11	No	Yes
Sweden	4	Yes	Yes
Switzerland	5	Yes	No
UK	13	Yes (x2)	No
USA	1	Yes (x2)	Yes
Overall	**114**	**17**	**13**

18.   The evaluation has not assessed the efficiency of operation of MOPAN in great detail. This mainly reflects a decision that to do so, for a network that until 2013, has had a rotating secretariat and in which there has been no formal monitoring of performance, would have taken significant time and resources. The evaluators judged that this was not the best use of either the limited time or resources. In addition, past arrangements have just changed substantially, with the establishment of a secretariat hosted by the OECD. We judged that this was not the best use of either the limited time or resources. Notwithstanding this, a number of issues related to efficiency were included in the survey with Focal Points and also discussed in follow-up interviews with the Focal Points and Universalia (the main contractor for MOPAN). The future role of the secretariat was also discussed as part of the senior official interviews. Where relevant, findings in this area are discussed.

---

[10] A reminder to all that had not answered the survey was sent. After this, we contacted the Focal Points for Austria, Germany, Finland, Sweden, Switzerland and UK separately, asking them to send a gentle reminder to their colleagues. We did not contact the Focal Points for the Netherlands and Korea, as in these cases the problem was that respondents didn't complete the survey, an issue that we only realised when too late to rectify.

2. The use of MOPAN – major findings

2.1 Significant contextual factors

Context factor 1: The share of aid delivered through multilateral channels has steadily increased over the past 20 years. While aid is channelled through 200 plus multilateral organisations, four-fifths is through nine of these.

19. The share of aid delivered by multilateral organisations has grown steadily over the past 20 years. In 2011, it reached almost USD 55 billion, equivalent to 40 per cent of gross official development assistance (ODA) from OECD Development Assistance Committee member countries. This total includes USD 38 billion provided to multilaterals to fund core activities , as well as some USD 17 billion in non-core funding channelled through and implemented by the multilateral system'.[11] Estimates of the number of existing multilateral organisations range from 200 to 240 but over 80 per cent of funding from the OECD DAC members is channelled through nine multilaterals. The EDF administered by the European Commission (36 per cent), the International Development Association of the World Bank (22 per cent), the UN's four Funds and Programmes[12] (nine per cent), the African and Asian Development Banks (eight per cent) and the Global Fund (seven per cent).[13] Meier (2007)[14] reports that at that point, it was estimated that there are no more than forty multilateral organisations of common interest to MOPAN members and approximately 15 to 20 would be considered to be of major importance. MOPAN has, in fact, assessed 16 multilateral organisations since 2009.

Context factor 2: The number of sources of evidence that can be drawn upon by member-state governments has increased over the past 10 years.

20. As illustrated in Figure 1[15] there is a wide range of sources of evidence upon which MOPAN members can draw evidence of performance of the individual multilateral organisations.

21. Most sources of evidence are particular to one multilateral, but some provide evidence across a range of multilaterals. Examples include the *Quality of Official Development Assistance* (*QuODA*) *assessment*[16], the *Common Performance Assessment System* (COMPAS)[17], the *EvalNet Development Effectiveness Assessment Tool*[18], and the *PARIS Monitoring Report*[19]. All of these have been developed after establishment of MOPAN in 2002 and two of them, *QuODA* and the *EvalNet Development Effectiveness Assessment Tool* since implementation of the MOPAN *Common Approach* in 2009. *QuODA* has been developed explicitly to allow transparent assessment of comparative performance of organisations. The *Paris Monitoring Report* provides comparable evidence across multilateral organisations that can be used for this purpose, although monitoring of the Paris

---

[11] DAC (2012) What do we know about Multilateral Aid? The 55 billion dollar question. Highlights from the DAC's work over the past 5 years. October 2012 – Consultative Draft

[12] UNDP, UNICEF, UNFPA and WFP

[13] Ibid.

[14] Meier, W. (2007) Assessing Multilateral Organisation Effectiveness: A Comparative Analysis of Assessment Tools and Development of a Common Approach". Paper prepared for the Multilateral Organisation Performance Assessment Network (MOPAN) presented to the MOPAN Working Group in London on Dec 6th, 2007, by Werner Meier, October 2007

[15] Slide presented at the 15th Meeting of the DAC Network on Development Evaluation – 19 June 2013.

[16] http://international.cgdev.org/publication/quality-official-development-assistance-assessment-report

[17] http://www.mfdr.org/Compas/index.html

[18] http://www.oecd.org/dac/evaluation/evaluatingmultilateraleffectiveness.htm

[19] http://www.oecd.org/dac/effectiveness/assessingprogressonimplementingtheparisdeclarationandtheaccraagendaforaction.htm

Declaration commitments has now ceased. COMPAS allows comparison to a much more limited extent, as it is based on self-evaluation and, like MOPAN, is designed to avoid comparison among multilaterals. None of these assessments covers all of the agencies included under the *Common Approach*.

Figure1: Sources of evidence available on multilateral performance
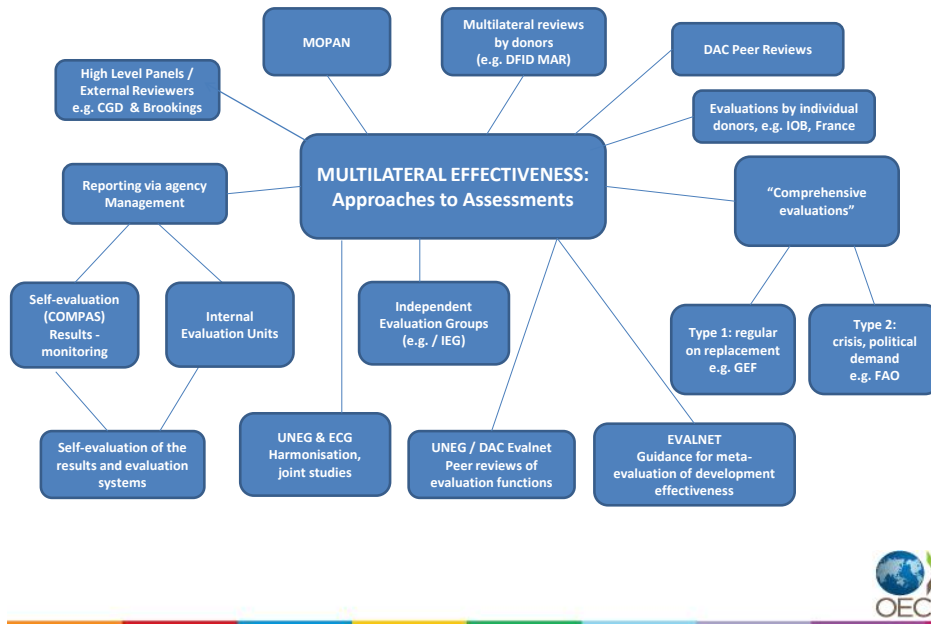
Context factor 3: There has also been an increase in reporting on performance by the multilateral organisations.

22.   Over the past decade, there is clear evidence, at least for the multilateral organisations receiving the bulk of bilateral funding, that they have invested significant resources in strengthening their internal 'management for development results' approaches and systems and in their capacity to report on performance. Table 2 sets out which of these nine have an independent evaluation function and whether validation of performance evidence reported by the organisations' management is part of their work.

Table 2: For the most significant nine multilaterals by level of funding provided, is the evaluation function independent and involved in validating performance evidence reported by the managements?

Multilateral organisation	Independent evaluation function[20]	Role in direct validation of evidence reported by management?
European Commission (EDF)	✓	✓
World Bank (IDA)	✓	✓
AfDB (ADF)	✓	✓
ADB (ADF)	✓	✓
UNDP	✓	X
UNICEF	**Partial**	X
WFP	**Partial**	X
UNFPA	✓	X
The Global Fund	**Partial**	✓

✓ = Yes, **X** = No

2.2 Are the MOPAN reports being used by donors and multilateral organisations in dialogue on improving the performance of the organisations that were assessed?

Finding 1: Evidence is that MOPAN is a source of evidence that contributes to engagement in steering of, and participation in, the governance of multilateral organisations. On the other hand, MOPAN results are rarely cited directly in dialogue between MOPAN members and multilaterals.

23. The reality is that MOPAN serves the needs of 17 autonomous governments whose needs seem to vary but whose differing expectations have not, to date, been explicitly identified. Care therefore needs to be taken when using evidence from the evaluation's survey of those within the MOPAN membership. This is because of the large variation in the number of responses received from the individual member governments.[21] Bearing this caveat in mind, responses to the survey are shown in Table 3, which indicates the overall response from the survey and responses disaggregated by internal users and by the producers (the Focal Points).

24. Overall, survey responses suggest that most staff respondents from MOPAN members think that some or most of the evidence used in the steering of, and participation in, the governance of multilateral institutions derives from the MOPAN assessments. This is a finding supported by evidence from the interviews with senior officials from the MOPAN members. Within this overall finding, examination of the questionnaire responses from the individual members, and views expressed in interviews, suggests that there are significant differences in the degree to which the individual members rely upon MOPAN for this purpose. For instance, there are some MOPAN members – such as Australia and France – who reportedly make little use of the MOPAN assessment evidence for this purpose. By contrast, several others, such as Canada, Ireland and Switzerland, reportedly make extensive use of MOPAN evidence in their dialogue with multilateral agencies. These variations may reflect the fact that some governments prefer to use other sources of

---

[20] This is judged on the basis of whether there is an evaluation policy explicitly setting out the establishment of an independent evaluation function. In practice, whether an evaluation function is independent in practice is a different question.
[21] Ideally the evidence from the survey should have been triangulated through detailed interviews with both users and the suppliers of evidence on multilateral performance within the 17 member governments and a review of relevant internal documentary. Doing so was beyond the scope of this evaluation.

evidence, constraints in staffing within some members, or a high priority to minimise transaction costs to the multilaterals.

Table 3: Survey responses[22] to: 'Do MOPAN Assessments, where available, provide the right evidence for setting your county's agenda while participating in the governance of multilateral institutions?'

Response	Category of respondent			
	All who answered the question (n=114)	Respondents who analyse multilateral organisation performance in support of governance (n=46)[23]	Respondents who are involved in the governance of multilateral institutions (n=51)[24]	MOPAN Focal Point (n=22)[25]
All of the evidence used	2%	2%	0%	5%
Most of the evidence used	13%	17%	17%	0%
Some of the evidence used	**58%**	**67%**	**65%**	**76%**
Almost none of the evidence used	17%	11%	13%	14%
Don't know	10%	2%	4%	4%

(When interpreting the findings in this and similar tables, it is important to understand that respondents within a member government may hold multiple roles, although all who responded had knowledge of MOPAN. There is some but not total overlap in the respondents for example, in the middle two columns of this table. The number of respondents in the three right hand columns in this and similar tables will not add up to 114, which is the total number of respondents for the survey).

Finding 2: Efforts to enhance usefulness in strategic dialogues have had mixed results.

25. While this evidence in Table 4 below, in isolation, is insufficient to strongly suggest that the assessments are made available too late to influence strategic discussions, there is other evidence implying that this is an issue needing further reflection. For instance, in the cases of the replenishment consultation processes for the International Development Association (IDA) and the Asian and African Development Funds, the consultation agendas and results of the current replenishment period are discussed and agreed at meetings held between the September and November of the year preceding the actual consultation. MOPAN assessments produced in the November or December are produced and therefore too late to influence such discussions of the agenda.

---

[22] Percentage responses from survey of those working within MOPAN members

[23] Respondents who self identified one of their main roles as being analysis of MO performance in support of engagement in steering of, and participation in, the governance of multilateral institutions in the survey of staff within MOPAN members.

[24] Respondents who self identified one of their main roles as <u>using</u> analysis of MO performance in support of engagement in steering of, and participation in, the governance of multilateral institutions in the survey of staff within MOPAN members.

[25] Respondents in the survey of staff within MOPAN members who have been or are a MOPAN Focal Point.

Table 4: Survey responses to: 'Are the MOPAN reports issued in time to feed into strategic discussions between donors and multilateral organisations?'

Response	Category of respondent			
	All who answered the question (n=113)	Respondents who analyse multilateral organisation performance (n=46)	Respondents who are involved in the governance of multilateral institutions (n=51)	MOPAN Focal Points (n=21)
Always	3%	2%	0%	5%
Most of the time	43%	57%	45%	57%
Only occasionally	25%	20%	33%	24%
Never	3%	2%	2%	0%
Don't know	25%	20%	20%	14%

26.   Use also depends upon the degree to which the assessments set out the evidence in an accessible way. Evidence of the degree to which the evidence is presented in an accessible manner is mixed. As shown below (Table 5), users responding to the evaluation survey were generally positive on whether the reports present the right material in the right way.

Table 5: Survey responses to: 'Do the reports present the right material in a transparent way?'

Response	Category of respondent			
	All who answered the question (n=111)	Respondents who analyse multilateral organisation performance (n=45)	Respondents who analyse multilateral organisation performance (n=51)	MOPAN Focal Points (n=20)
Yes	69%	71%	80%	75%
No	16%	18%	8%	25%
Don't know	14%	11%	12%	0%

27.   The four assessment reports of the case study organisations (see Volume two), when assessed against the relevant OECD DAC Evaluation Norms and Standards for what should be presented in an evaluation report, and how,[26] scored well.

28.   On the other hand, there is evidence suggesting that the reports remain inaccessible. MOPAN Focal Points and others[27] have noted that a certain lack of use of MOPAN reports and their findings may, in some cases, reflect a lack of profile given to these reports in some member headquarters. MOPAN Focal Points in headquarters may also be located separately from, and imperfectly integrated with, those responsible for policy towards individual multilateral organisations. This would tend to limit their *ad hoc* opportunities to promote the use of the assessments.

29.   Comments in the evaluation's survey by users within the MOPAN membership and Focal Points also reveal that while the closed-question responses on this issue suggest a positive picture, accessibility is still seen as an issue by many. A significant minority of user respondents commented

---

[26] OECD (2012) Evaluating Development Co-Operation: Summary Of Key Norms And Standards. OECD DAC Network on Development Evaluation. Second Edition

[27] Dinham, M. (2011) Study of AusAID's Approach to Assessing Multilateral Effectiveness. A study commissioned by the Independent Review of Aid Effectiveness to assist in their overall analysis of the effectiveness and efficiency of the Australian aid program. February 2011

specifically on the inaccessibility of the reports. For the Focal Points, where seven out of 16 that responded suggested that making the reports more user friendly is a key priority. In this context, some of those interviews stated that within their organisations more use was made of the DFID multilateral aid review (MAR) analysis, simply because the evidence was presented in a more accessible way for policy makers. This may therefore indicate a way forward in terms of presentation of the evidence.

Finding 3: Some members seem to make more use of MOPAN assessments to develop common positions between members than others.

30.   The same diversity within the membership is also seen in members' responses when asked 'Are MOPAN and its assessments effective means of developing common positions between some or all of the members?'. This is often stated as a benefit of MOPAN participation.

Table 6: Survey responses to: 'Are MOPAN and its assessments effective means of developing common positions between some or all of the members?'

Response	Category of respondent			
	All who answered the question (n=114)	Respondents who analyse multilateral organisation performance (n=46)	Respondents who are involved in the governance of multilateral institutions (n=55)	MOPAN Focal Point (n=21)
Yes	38%	46%	43%	38%
No	28%	26%	23%	29%
Don't know	34%	28%	33%	33%

31.   While two-thirds of those responding to this question, and who had an opinion one way or the other, said that MOPAN was effective in fostering common positions, responses within members were quite skewed. For instance, respondents from Canada, Finland, Denmark and Ireland all responded that MOPAN assessments are used in developing common positions, whilst all respondents from Australia stated that it wasn't used for such a purpose. The four case study multilaterals were unable to cite examples of their seeing MOPAN used for this purpose, which accords with their general observations that MOPAN has little profile in their dialogues with MOPAN members, once the assessment has been finalised and presented.

Finding 4: MOPAN assessments cover the same issues covered in other assessment tools. In some instances, the evidence shows that these other tools have helped frame and drive the dialogue between individual organisations and the MOPAN members, among others.

32.   Use in dialogue implies a two-way relationship and conversation between MOPAN members and the organisation being assessed. While experience is that engagement between the MOPAN Institutional Leads[28] and those in the organisation being assessed are useful, the assessment process is not designed to allow a deep discussion between people from the MOPAN membership and those within the organisation assessed. This was both in terms of discussion at the start of the process of what might be the most relevant KPIs to assess the organisation against and the implications of the ratings at the end of the assessment process. In practice, a process is implemented, where both the

---

[28] MOPAN Institutional Leads are the key interface between MOPAN and the multilateral organisations under review. There are normally two for each assessment and Focal Points generally do not act as Institutional Leads. They are responsible for communicating with, and liaising between, MOPAN and multilateral organisations at the headquarters level, with support from the implementing lead consultancy firm as required.

multilateral organisation and MOPAN members communicate through responses mediated by the consultants responsible for the assessment work.

33.   As mentioned earlier, the assessed organisations were not generally able to point to examples of the MOPAN assessments being explicitly used in subsequent dialogue with them. The view of one organisation on the use of MOPAN assessments by the members in their dialogue with the assessed organisation expresses the views of most:

> *"We have seen little evidence that it is seen as important. The seeming lack of use of the assessment by the MOPAN members is a major concern of ours. In some instances, the sector people from our funders who are the ones that really deal with us have indicated that the evidence from MOPAN wasn't seen as useful. For one MOPAN member, the head civil servant directly told us that MOPAN wasn't assessing the right things for their priority needs and so they couldn't use it. In another case, a senior civil servant told us that they could get the needed information from other assessment tools they use. However, it is possible that the assessment will be used in forthcoming processes, but it is too early to tell. Our view is that our donors need evidence in three places. First, evidence around results at country level/development effectiveness. Second, cost-effectiveness. Third, the level of complementarity/synergy of our support with that of others. A MOPAN approach that looked across a range of organisations involved in our sector that then synthesised the evidence across the agencies would be much more useful".*

34.   This may partly reflect the fact that to date MOPAN assessments do not include specific recommendations which could then easily be traced to the contribution of MOPAN. It may also reflect the fact that the four strategic dimensions of organisational effectiveness—strategic, operational, relationship and knowledge management – found in the MOPAN balanced scorecard would be discussed anyway, even if there were no MOPAN. This can be observed when looking at the areas covered in comprehensive evaluations of the multilaterals over the past ten years which cover much the same agenda as MOPAN. This commonality is also seen when examining the agenda for replenishment consultations for the multilateral banks and the negotiations for new strategic plans within UN agencies. Finally, the MOPAN assessment process stops with presentation of the assessment, and thereafter it is up to the 17 individual members how they chose to use the assessment. For instance, MOPAN assessments have been presented on occasion, and at the instigation of one of the MOPAN members, as a source of information during broader discussions of an organisation's results. *De facto*, there is no theory or common expectation on how the assessments should or could be used by the individual members of MOPAN for this purpose.

35.   Questions can also be asked over the degree to which MOPAN assessments have been designed to enhance dialogue between the MOPAN members and multilateral organisations. For example, for at least some multilaterals, the evidence indicates that other forms of assessment of organisational effectiveness have greater significance in both shaping, and driving the dialogue, on organisational effectiveness. This is clear, for instance, in the case of IFAD, where the organisational reform agenda has been driven and framed by two key evaluations; as described in Box 1 below.

Box 1: Reform at IFAD – What has driven the agenda and focus of dialogue?

There have been two major reform programmes within IFAD from 2005 onwards. These have been: (i) *The Action Plan for Improving its Development Effectiveness* (2006-2007); and (ii) *The Change and Reform Agenda* (2010-ongoing). IFAD's *Action Plan for Improving its Development Effectiveness* (2006-2007) was in practice the management's response to the 2005 Independent External Evaluation of IFAD. This evaluation was carried out

---

to meet a commitment made as part of the *Sixth Replenishment of IFAD Resources*, with the evaluation's recommendations intended to feed into consultations for the *Seventh Replenishment of IFAD Resources*.

While only one country was open that its level of financial commitment under the Eighth Replenishment was contingent on full implementation of the Action Plan in 2007, the understanding appears to have been that this was the position of several countries. This concern was clearly shown when a review of the Action Plan was commissioned by Canada, Netherlands and Norway in early 2008 and, while not presented to the Executive Board, was informally presented at one of the Eighth Replenishment meetings. A key point to note is that this evaluation examined all four of MOPAN's strategic dimensions of organisational effectiveness – strategic, operational, relationship and knowledge management – even though it was designed before the development of the *Common Approach*.

The Action Plan finished at the end of 2007, while the *Change and Reform Agenda* package of reforms started in 2010. The increased focus on efficiency in the *Change and Reform Agenda* from 2013 (IFAD9) reflects growing concern by member countries on this issue since the 2008 global crisis. This concern triggered scheduling of a corporate level evaluation of IFAD efficiency in the work programme of the IFAD independent evaluation office. Echoing previous practice, a key commitment under IFAD's latest replenishment of IFAD resources is to '*Integrate recommendations of the corporate-level evaluation of the Fund's efficiency into IFAD's Change and Reform Agenda, and strengthen indicators used to measure performance with respect to efficiency, including IFAD's efficiency ratios, accordingly*'.

The approach to organisational reform outlined for IFAD has a strong *de facto* role for high-level corporate level evaluations in identifying sets of recommendations which, in turn, are reinforced through the replenishment commitments. There is no evidence that MOPAN's 2010 assessment of IFAD has had significant effects within this process, in terms of what has been discussed. It also illustrates a disconnect between MOPAN and the broad set of assessments. MOPAN's KPIs and MIs have not been explicitly used in the key corporate level evaluations that drive organisational reform within IFAD. Nor have the MOPAN members advocated the direct inclusion of MOPAN KPIs and MIs into IFAD's results framework, despite advocating for the inclusion of indicators relevant to tracking IFAD performance across all four of the strategic dimensions found within the MOPAN balanced scorecard.

2.2 Do the MOPAN reports meet the needs of the members in terms of their domestic accountability requirements?

Finding 5: There are consistent signs that evidence from MOPAN is used in support of meeting accountability demands upon the membership, but with limits.

36. Issues related to accountability should be viewed in the context of the increasing demands for evidence identified in the survey of MOPAN member staff and interviews with senior officials. Overall, responses to the evaluation survey suggest that some use is made of MOPAN evidence in meeting demands for accountability.

Table 7: Survey responses to: 'Do MOPAN Assessments produce the right evidence for meeting accountability demands related to multilateral expenditure within your country?'

Response	Category of respondent			
	All who answered the question (n=114)	Respondents who analyse performance to meet accountability demands (n=7)[29]	Respondents who <u>use</u> analysis to meet accountability demands (n=44)[30]	MOPAN Focal Points (n=22)
All of the evidence used	4%	0%	7%	10%
Most of the evidence used	17%	0%	20%	14%
Some of the evidence used	**59%**	0%	**66%**	**62%**
Almost none of the evidence used	9%	**100%**	7%	9%
Don't know	11%	0%	0%	5%

37.   44 respondents stated that they had a major role in using analysis of multilateral performance in support of multilateral accountability. Disaggregation of these responses indicates that while most member countries clustered around the 'some' response, two members seem to indicate that they may actually make almost no use of MOPAN evidence in meeting accountability demands. For at least two members, MOPAN may be providing most of the evidence used. However, the 7 responses from those who identified themselves as having a major role in doing analysis to meet accountability demands were divergent from those of the 44 respondents with a major role in using analysis for accountability purposes, indicating almost no use. (Six of the seven responses were from the two members where user respondents had indicated the government making almost no use of MOPAN evidence in meeting accountability demands).

2.3   The use of MOPAN evidence to meet other demands

Finding 6: MOPAN evidence is used to inform decision making on aid allocation, although this is not amongst its stated purposes.

38.   The survey of MOPAN members' staff and the interviews with senior officials both indicate that, while not an explicit objective of MOPAN, its evidence is used in decisions on aid allocations (this is understood to be separate from meeting accountability demands). Again the survey responses suggest variation within the membership over the degree to which MOPAN assessments are used for this purpose.

---

[29] Respondents in the survey of staff within MOPAN members who self identified one of their main roles as being analysis of performance MO in support of meeting accountability demands.
[30] Respondents in the survey of staff within MOPAN members who self identified one of their main roles as being the use of analysis of performance MO in support of meeting accountability demands.

Table 8: Survey responses to: 'Do MOPAN Assessments produce the right evidence for analysis supporting allocation of bilateral funds between multilateral organisations within your organisation?'

Response	Category of respondent			
	All who answered the question (n=114)	Respondents who analyse performance multilateral organisation in support of allocation (n=24)	Respondents who use analysis of performance in support of allocation (n=30)	MOPAN Focal Points (n=21)
All of the evidence used	1%	0%	0%	5%
Most of the evidence used	11%	8%	30%	0%
Some of the evidence used	**54%**	**63%**	**53%**	**67%**
Almost none of the evidence used	13%	17%	10%	14%
Don't know	20%	12%	7%	14%

39.   This use of MOPAN evidence is confirmed in a recent OECD analysis[31] which reported that it was the most commonly used source of evidence used for determining multilateral aid allocations. This analysis also summarised the wide range of evidence sources that member governments used in decision making on aid allocation, with factors or sources of evidence cited by at least nine members including: (i) relevance to donor priorities and interests; (ii) relevance to the aid architecture (importance of mandate, positioning, comparative advantage); (iii) performance assessments (for example, MOPAN, COMPAS); and (iv) evidence, which includes perceptions, of the organisation's effectiveness. Interviews with senior officials within MOPAN members showed that there was no support for moving MOPAN to explicitly compare, in terms of ranking, performance of the multilaterals assessed. However, there was much more support for providing evidence to facilitate comparison of aspects of multilateral performance through benchmarking. Benchmarking here, as elsewhere in the public as well as private sectors, was seen as a way to help identify and spread good practice and, in the context of MOPAN, enrich the findings and resultant dialogue over MOPAN findings.

Finding 7: The MOPAN Steering Committee's assumptions on why the country dialogue process will add value can be questioned.

40.   The second forum in which MOPAN findings are supposed to be discussed is in the 'country dialogue'. This should be scheduled between the country office representatives of the assessed multilaterals and representatives from the multilateral organisation's partners/clients (Government, civil society organisations, private sector) who have participated in the survey. The dialogue at country level is intended to:

- promote the dialogue between MOPAN members and the major multilateral organisation (MO) on improving organisation learning and MO's effectiveness over time at country level;
- provide space to define how issues which were assessed as not yet optimal can be improved (for example, in an action plan addressing areas for improvement and clearly defining responsibilities and deadlines).

---

[31] OECD (2012) 2011 DAC Report on Multilateral Aid. DCD/DAC(2011)21/FINAL. OECD, Paris.

- provide the chance to direct partners/clients of the MO and to MOPAN members to address issues with which they are satisfied as well as issues they view could be improved;
- increase awareness and information level for all involved stakeholders (MOPAN members, MO staff and direct partners/clients of MO) on the MO's work at country level (processes, instruments, policies, behaviour, etc.); and
- provide the opportunity to the MO staff at country level to understand better how they are perceived by actors they are working with.

41.   Experience has been that country dialogues either do not take place, or if they do, the benefits are limited in terms of meeting the intended objectives. This is despite the fact that since 2009, significant attention has been paid to trying to improve the situation. The limited evidence we collected has confirmed this situation.

Box 2: Views from three case study multilaterals on the added value of the country dialogue process

AfDB
The common opinion seems to be that the information provided in the MOPAN assessments is more relevant to headquarter staff than to country level staff. While the country dialogue in the MOPAN assessment process provides an opportunity to discuss findings in relation to the explicit circumstances of the MO at the country level, this dialogue has not always taken place or has not been fully successful. The dialogue is sometimes only taking place among MOPAN members, with no representatives from the MO or from the organisation's partners/clients. According to respondents, there is a "decentralisation bias" in the country level part of the MOPAN assessments – an organisation like AfDB has much less presence in the field than some of the other MOs and AfDB's capacities to be fully involved are therefore more limited.

UNHCR
A specific criticism was that a lack of grounding in the corporate institution led to lost time on "discovery" in the field. UNHCR staff question how well Member embassy staff grasp how UNHCR works and what its mandate is. The reliance on perceptions of country staff weakens the process. A detailed examination of the assessment shows that actual sample sizes for some of the respondent/topic categories are very low, which indicates a very small evidence base for some of the indicators. The extent to which 'don't know' replies occur across all questions and categories of respondents suggests that the 'expert knowledge' approach to selecting respondents is not very effective. The high proportions of 'don't know' replies by donors in country reflects both on the donor organisations and UNHCR and suggests that there is considerable scope to improve awareness and communication between UNHCR and the donor community at country level.

UNDP
UNDP at corporate level stressed the importance of an adequate follow-up process of the MOPAN reports at country level. One country office commented that the country dialogue needs to take place at an opportune time in the programme cycle. In this case, UNDP, UNICEF, AfDB and the World Bank had all just completed their new programme country programming exercises (synchronised with the national development planning cycle) and so the country dialogue lost relevance, since it was scheduled after the major decisions had been taken.

---

42.   The evaluation's main finding is not centred around further descriptions of the observed lack of use, but rather on the assumptions of the MOPAN Steering Committee about what the problem is and therefore how it might be addressed. In a recent paper, the following were presented as the major possible reasons for why the country dialogue processes are usually not successful[32]:

- It takes too much time (more than 12 months) from the period when the respondents have filled in the questionnaires until it is possible to have the country dialogue.

---

[32] MOPAN (2013) *Revisiting the Country Dialogue Process*. Discussion Paper by the MOPAN Strategic Working Group. April 2013

Representatives of MOPAN members and MOs have changed in this period and/or they do not remember very well how they have assessed the MO.

- The discussion takes place, but sometimes only among MOPAN members, or only between MOPAN members and MO representatives (and not with the direct partners or clients of the MO).

- The discussion takes place, but no action plan was agreed how to address the areas for improvement and/or no follow-up/tracking of how the action plan is being implemented takes place. Hence there is a lack of continuity in MOPAN's country dialogue.

- MOPAN's country leads and/or other MOPAN representatives at country level are not sufficiently familiar with MOPAN, with MOPAN assessments and/or do not have sufficient time resources to invest thoroughly into a country dialogue. Because MOPAN's representatives primary function is the management of their bilateral programs, the handling of multilateral issues is often only something "nice to do", but not really a priority.

- In contrast to the staff at headquarters, representatives of a MO at country level feel less concerned about the findings of the MOPAN assessments. Often discussions at country level concern only MOPAN's methodology and not the content of MOPAN's assessments.

- The main documents that the country dialogue refers to are the MOPAN's country data summaries. However, if they are the only information material, and are not read or discussed jointly with the institutional reports, many misunderstandings may occur about MOPAN's methodology as well as the assessment's findings.

43. Organising the country dialogue meeting may present logistical challenges and its value is limited by the lack of participation by anybody involved in the overall assessment. Whilst acknowledging this, we would note that in developing the *Common Approach* and thereafter, the key assumptions for why the country dialogue might be expected to add value for stakeholders at country level have never been systematically considered. These are:

- The survey at country level assumes that respondents have a good working knowledge of what the assessed multilateral does, and how its systems and policies operate. The significant number of non-responses in the country level survey suggests that this assumption may not be valid in many cases.

- The country level survey is designed to provide evidence of the existence of systems and policies, mainly in order to make a corporate level assessment. It is not designed to address concerns identified at the country level, which raises questions on why there should be any ownership at the country level.

- For respondents from MOPAN members, the focus of their work, and what their performance is judged against, is delivery of their government's development objectives and management of their government's bilateral portfolio of support. As such, unless there is a clear link showing how the country dialogue can be expected to add value to their objectives, they have little incentive to engage.

- Finally, if the assessment and country dialogue does include issues of concern to the country level stakeholders, the assumption is that it needs to add value over and above that found from processes already established and operational at the country level. Given the elaborate structures established to deal with results monitoring and reporting and partnership/coordination at country level, where the added value from the country dialogue process is unclear.

Finding 8: There is little evidence that multilaterals assessed use the assessments for their own purposes.

44.   The view of those interviewed from the case study organisations is that the organisations did not make significant use of the assessments in their own work on organisational effectiveness.[33] Instead, the assessments, at best served to confirm what they already know. This finding would tend to be confirmed by the lack of specific new commitments found in the management responses issued by the organisations in response to the assessments.

Box 3: Evidence from the case studies on whether or not the assessed organisations used evidence from the assessments for their own purposes

AfDB
Respondents could not identify an instance where a conclusion from a MOPAN assessment has had an important contributory or causal effect on AfDB's overall corporate or reform strategies. While the timing of the MOPAN assessment cycle was considered conducive to the actual use of the report to feed into strategic discussions between donors and the organisation, the 2012 assessment was not regarded as providing credible information. According to respondents, AfDB was assessed on several issues that are not relevant to its mandate and activities (see below). Therefore, using conclusions from the report in subsequent reform strategies has not been regarded as relevant. AfDB has not responded to the MOPAN assessment in terms of the reports being tabled at the Executive Board or Governing Council but a formal management response was prepared. According to respondents, the MOPAN reports have not been used for refinement of AfDB's organisation or reform strategy, for learning within the organisation, for reforms to operations and management, or for improving performance management.

GAVI
"As seen from our response, in the main there were no conclusions that had a major effect on our corporate or reform strategies, but there were some contributions at the margin. For instance, we already had an assessment of our approach to aid effectiveness and meeting the Paris Declaration commitments, etc. This study had concluded that while we had effectively responded to this agenda, we were very bad at providing evidence to demonstrate this. The fact that the MOPAN assessment said the same thing probably spurred us on to doing something about working on how we would be able to demonstrate our approach in this area. More broadly, the assessment framework wasn't really adjusted to reflect our business model and therefore a lot of time was required to ensure that the ratings actually reflected a true picture of where we are at. As such, the assessment didn't really pick up anything new."

UNHCR
"MOPAN brought little or nothing new, but it provided fresh independent documentation and quantified aspects of the programme where some gaps still exist. It is likened to an audit, discussing issues with disinterested parties which appeals to independence of evidence. The counterfactual is that the changes would have happened anyway, perhaps with some slightly different emphasis in one area. The main issue was the finding on erratic policy about presenting and publishing country plans, which suffer from diverse formats and quality. Respondents see the MOPAN Assessment as being correlated with UNHCR's work going forward, not causal."

UNDP
MOPAN findings have further substantiated UNDP's reform agenda, particularly in areas such as strengthening corporate planning, reporting systems and Human Resources management.

---

45.   At first sight, responses by the remaining eight assessed organisations that were surveyed appear more positive; with most responding that the assessments were used internally. However, a review of the more detailed comments from respondents asked to expand on this issue, suggests that in most cases, the situation was the same as that found in the four case study organisations. The assessments are seen more as useful in terms of confirming what is already known, rather than

---

[33] Some informants would question whether it was intended that organisations assessed would use the Common Assessments internally.

in triggering further action. However, two examples of the assessments triggering change, albeit limited, were cited. These were:

- *The findings of the 2010 MOPAN assessment were intensively studied and incorporated in the WHO managerial Reforms process. Two examples: i) the improvement of the result chain in the planning process and ii) the revision of the HR strategy.*
- *One concrete example of the MOPAN recommendations triggering change related to maximising the use of performance information was: "The evaluation function has many of the ingredients in place, but has lacked a formal system to track the use of evaluation findings and recommendations". The Inter-American Development Bank decide later to implement a system to track all the actions agreed with management from the Independent Evaluation Office and monitor progress. The accountability information system was budgeted and completed in 2012 and launched in early 2013.*

2.4   Future demand

46.   MOPAN was originally established by eight member states in 2002 and currently has seventeen. Six governments (Australia, Belgium, Germany, Korea, Spain and the USA) have joined MOPAN since the *Common Approach* was launched in 2009. Being a member of MOPAN therefore meets a need for a growing number of DAC member governments. At the same time, all evidence from the assessments carried out is available to any analyst from a government department, since all evidence is published in the two volumes of the assessments. In terms of accessing the evidence, the only advantage of being a MOPAN member is that the evidence may be available a month or two before it is made publically available. Opinion on where the value of being a member lies varies between members. Predominant explanations include a wish not to 'free-ride', to be seen to be supporting harmonisation and the opportunity to influence what is assessed and learnt through participation.

Finding 9:   There is unanimity across the senior officials responsible for multilateral policy in MOPAN countries that the demand for evidence of results and effectiveness is substantial and increasing. There is less agreement on what precise role MOPAN should play in meeting this demand.

47.   Senior officials interviewed were unanimous that their domestic accountability structures were placing demands on their ministries/agencies to show the results and cost-effectiveness of the funds they were allocating to multilateral organisations and that these demands were still increasing. There were no exceptions or qualifications. Almost all wanted MOPAN to pursue its pilot efforts to address results. Many wanted MOPAN to play a strong role in helping members, jointly, to address cost-effectiveness. They argued that if MOPAN were to try to reduce transaction costs to donors and multilateral organisations it had to deal with key issues facing donors. Others were more hesitant or negative on two grounds. One was that cost-effectiveness, or more broadly value for money, risked raising issues of political preferences among multilateral organisations with different mandates. The other was that the questions were technically difficult – although this still leaves the question of whether technically difficult issues are best addressed by donors one by one or jointly in an effort to develop at least a common core.

Finding 10: More broadly, the membership agrees on other areas in which more information will be needed in the future, but there is no agreement on how important it is that MOPAN moves to address these.

48.   In general, senior officials agreed that there was a growing demand for evidence of cost-effectiveness. There was a wide variety of views amongst them over whether and how far MOPAN should move to provide evidence of the cost-effectiveness of multilateral organisations in achieving their respective mandates. Those for doing so pointed to the advantages of working together to address the difficult methodological questions involved and to the need for each donor to reach its own conclusions, explicitly or implicitly, about cost-effectiveness. Those opposed raised the methodological difficulties and political sensitivities. There was very little support for going further to comparing overall cost-effectiveness across mandates; this is consistent with the lack of support for overall comparisons of performance.

49.   Several senior officials, including those urging for more attention to cost-effectiveness and comparability (discussed below), took the initiative to point out that issues of concern to members would continue to evolve. They urged that MOPAN be ready to adapt itself over time, without losing its current emphasis on organisational effectiveness. They thought that the new secretariat structure should facilitate implementation of adjustment to changing needs. Examples cited were focussed coverage of gender and of climate. No one took the initiative to express an opposing point of view.

3. Does MOPAN contribute to maximising harmonisation of donor approaches in assessment systems of multilateral organisations?

50.   According to the Frequently Asked Questions (FAQs) from the MOPAN website, the *Common Approach* was developed for several reasons:

  i.   *There are growing demands internationally to better understand how public funds are used for international aid purposes. This also applies to multilateral assistance, which is one reason that multilateral organisations are increasingly focusing on effectiveness and results.*

  ii.   *Currently, there is no widely accepted, coherent approach to assessing organisational effectiveness across multilateral organisations. Many international donor agencies have developed their own approaches to assess the effectiveness of the multilateral organisations they fund, but they have done so in isolation and without a 'common approach'. The Common Approach was developed to address the recognised need for a common comprehensive multilateral organisation assessment system.*

  iii. *In line with the Paris Principles, MOPAN members recognised the need to harmonise their work to avoid duplication, increase the amount and scope of information on the effectiveness of their individual organisations, and reduce the transaction costs associated with running their own evaluations. The Common Approach is derived from, and meant to replace, seven existing bilateral assessment tools. It is also meant to forestall the development of other assessment approaches.*

  iv.   *After a few years of conducting the MOPAN annual survey, members agreed that the initial approach of a 'perceptions-based' survey needed to be broadened and deepened (in particular, to include the views of direct partners) to provide them with more robust findings.*

Finding 11: 11 of the 17 current members of MOPAN carried out internal assessment processes of multilateral performance between 2010 and 2012.

51.   The *Common Approach* was developed to address the recognised need for a common comprehensive multilateral organisation assessment system. As shown in Table 9, 11 of the 17 current members carry out internal assessments of multilateral performance and none of the members who were carrying out such assessments in 2007 have ceased to do so.

Table 9: MOPAN members that do and do not carry out formal assessments internally of multilaterals' performance

MOPAN members who **do** carry out formal assessments internally of multilaterals' performance	Australia, Belgium, Canada, Denmark, Finland, France, The Netherlands, Norway, Sweden, UK, USA
MOPAN members who **do not** carry out formal assessments internally of multilaterals' performance	Austria, Germany, Ireland, Republic of Korea, Spain, Switzerland

52.   However, the MOPAN Technical Working Group in 2012 concluded that '*For some MOPAN members the existence of the MOPAN reports has proved sufficient to avoid undertaking any other major multilateral assessments*'.

53.   Scott et al (2008)[34], on the other hand, conclude that there is '... *a lack of international consensus about minimum criteria for the assessment of effectiveness and good practice standards for assessment methodologies. As a result, bilaterals continue to carry-out their own assessments of multilateral effectiveness, in part because they themselves are unsure about what they require in this respect. They are therefore ineffective in pressing for improvements through their governance role and instead conduct separate bilateral assessments, thereby incurring substantial transactions costs. Bilaterals justify their separate assessments in terms of their use for internal decision-making. However, they need to be more self-critical of these internal purposes and specify the role of effectiveness information more precisely. Our analysis shows that although bilateral accountability is primarily rooted in justifying the decisions on financing the multilaterals, in practice the scope for using information on relative effectiveness for these decisions is limited. On the other hand, there is a case for using such information for influencing and governance objectives, although this use is weakly specified at present*'. They then conclude that '*Common standards for assessing effectiveness will need to be developed through international networks such as the Multilateral Organisations Performance Assessment Network (MOPAN) group*' and that '*Bilaterals should clarify the rationale for conducting separate assessments of multilateral effectiveness for their internal decision-making processes and conduct these assessments collectively with other donors through networks such as MOPAN rather than separately*'.

Finding 12: Most MOPAN members continue to carry out their own assessments. The consistent view of the multilaterals is that the main value of MOPAN would be in cutting their transaction costs. Their consistent view is that MOPAN has not led to a major decrease in the transaction costs associated with meeting the demands of the MOPAN membership. In contrast, their view is that these demands are still increasing.

54.   As shown below in Table 10, 11 of the current 17 members, including all five members who were carrying out assessments in 2007/08 when the *Common Approach* was developed, carried out internal assessments of aspects of multilateral performance between 2010 and 2012. However, it is important to bear in mind that there is significant variation in what is meant by assessment within the various members. For example, the OECD 2012 DAC Report on Multilateral Aid[35] proposes a three category typography for such assessments, covering:

- comprehensive assessments of some or all the major multilateral agencies to which the DAC member contributes and based in part on own methodologies – e.g. Australia, the Netherlands, Sweden, and the United Kingdom;
- annual information updates, as practiced by Norway; and
- analyses of multilateral engagement by the Danish government.

55.   Whether MOPAN has informed subsequent development of assessment tools in the original five members whose assessment tools formed the basis for the Common Assessment is difficult to judge, but appears unlikely given the gap between MOPAN and policy makers and users observed in the MOPAN members and discussed elsewhere in the report. It is clear that MOPAN has cut the demands upon the multilaterals for information, although probably only marginally. Some report that the availability of MOPAN evidence means that they don't need to contact the concerned assessed multilaterals, while others would state that it reduces what evidence they need to approach multilateral agencies for. This does for example, seem to be the case for the Dutch

---

[34] Scott, A., S. Burall, N. Highton and K. Wong (2008) *Assessing Multilateral Organisation Effectiveness*, Danida Evaluation Study 2008/3, Denmark: DANIDA

[35] OECD (2013) 2012 DAC Report on Multilateral Aid. OECD, Paris.

Scorecards, where review of the scorecards show extensive referencing of MOPAN material in the case of UNDP.

Table 10: Which members carried out assessments of multilateral organisations between 2010 and 2012?

MOPAN member	Carried out bilateral assessments (between 2010-2012)
Australia	✓
Austria	✗
Belgium	✓
Canada	✓
Denmark	✓
Finland	✓
France	✓
Germany	✗
Ireland	✗
The Netherlands	✓
Norway	✓
Republic of Korea	✗
Spain	✗
Sweden	✓
Switzerland	✗
UK	✓
USA	✓

56.   However, demand for evidence has increased rapidly over the past few years and MOPAN hasn't evolved rapidly enough to meet this evolving demand. This applies to both evidence of results and (for some members) to evidence of cost-effectiveness.

57.   Senior officials were unanimous that MOPAN never could substitute entirely for donor assessments. In part this is because assessments need to take account of specific national priorities and these vary between members. Instead they asked that it carry more of the load. Consistent with those views, it needs to be questioned whether MOPAN could enable some members to drop formal assessments, even if they had so wished. Beyond the consistent point made by members that in many cases formal assessments were needed, so that the alignment with their national policy and geographical priorities could be considered; in some cases, assessments were required by their Parliament (for example in the cases of Norway and the Netherlands).

Finding 13: The documentary evidence suggests that during the development of the *Common Approach,* developers expected that significantly reducing transaction costs to both the members and organisations assessed would mean forging a consensus on what evidence is needed and then moving to a system in which this was mostly reported through the reporting systems of the multilaterals. There is little evidence of management to achieve this in the past few years.

58.   The 2007/08 process of developing the *Common Approach* was seen as the first step towards developing a common understanding of core organisational effectiveness criteria that would then be internalised in the multilateral organisations' own management and reporting systems. The assumption was that if this happened, transaction costs in monitoring multilateral effectiveness would then be drastically reduced. The implicit assumption was that the transition would be contingent on the presence of strong and capable independent evaluation functions in the multilateral organisations that would validate the credibility of evidence reported by management.

59.   Interviews with the four multilateral organisations and review of the responses by all of the organisations assessed reveal no evidence that the MOPAN KPIs and MIs have been used to help forge a common understanding of core organisational effectiveness criteria that could then be internalised in the multilateral organisations' own systems. In practice, the multilaterals' perspective has been that there has been little opportunity for engagement with MOPAN on adaptation of the KPIs and MIs to their particular circumstances or any expectation that MOPAN was a tool being used by the members to forge a detailed consensus between the parties.

Finding 14: The majority of the MOPAN Focal Points do not think that opportunities to link MOPAN with other efforts to assess multilateral performance to avoid overlap have been identified and used.

60.   In the survey of MOPAN Focal Points, five out of 15 that responded agreed that such opportunities were identified and used by the network, while eight thought they were not and two did not know. The most notable example of an opportunity lies with EvalNet's approach to assessing development results, which overlaps with the new results component of MOPAN. There has been discussion between the two, and an acknowledgment by some of the Focal Points that the two methods should be merged (six out of the 16 Focal Points agreed with this, while three did not and six had no opinion). How this would be accomplished, in terms of implementation, governance, and financing, remains unresolved.

Finding 15: The MOPAN component assessing development results and the OECD DAC Network on Development Evaluation's approach to Assessing the Development Effectiveness of Multilateral Organisations respond to the same demand, use much the same data, and both end up by identifying whether or not a multilateral organisations systems and policies mean that it does, or does not, report credible evidence of results.

61.   Currently, there are two assessment tools that are implemented by virtually the same group of governments that examine development results of the multilateral organisations. These are the MOPAN component assessing development results (developed in 2011) and the OECD DAC Network on Development Evaluation's approach to Assessing the Development Effectiveness of Multilateral Organisations (developed in 2010).

62.   Both of these tools respond to the same demand within the sponsoring governments, as shown below in statements drawn from the documentation describing them.

OECD DAC Network on Development Evaluation's approach to Assessing the Development Effectiveness of Multilateral Organisations[36]	MOPAN[37]
Decision makers in bilateral development agencies which provide funding to MOs have for some time identified a persistent gap in the information available to them regarding the development effectiveness of MOs. While they have access to reasonably current and reliable information on organisational effectiveness (how MOs are managing their efforts to produce development results), they	The *Common Approach* methodology has, until this year, examined organisational practices, systems and behaviours that MOPAN believes are important for managing to achieve development results. The pilot component aimed to assess development results through an expanded survey and document review, as well as via interviews with multilateral organisation staff. It provided substantive examples of the

---

[36] OECD DAC (2012) *Assessing the Development Effectiveness of Multilateral Organisations: Guidance on the Methodological Approach*. OECD DAC Network on Development Evaluation
[37] MOPAN (2012) Lessons Learned from Development Results Pilot – MOPAN 2012

often lack similar information regarding development effectiveness. This creates a challenge for decision making about where and how to allocate resources in an evidence-based manner.	perceptions regarding the extent to which the organisational practices are being implemented and to what degree defined objectives are being met according to reports reviewed. It can be deemed to be successful to the extent that it provides inputs on the evidence of results achieved, which should enhance the dialogue between MOPAN and the multilateral organisations.

63.   Both also include a focus on judging the quality of evidence produced, and although they use differing approaches to achieving this, both mainly effectively rely on review of the same suite of documents to make a judgment of the quality of the evidence. The main differences, in practice, are the additional use of perception data for KPI B under the MOPAN approach (see below) for MOPAN and the greater focus on the functioning of the evaluation function in the case of EvalNet.

Box 4:   Main evidence sources used in the MOPAN and EvalNet tools for assessing Development Effectiveness

In the case of MOPAN, two KPIs are used – KPI A (demonstrating progress towards organisation-wide outcomes) and KPI B (demonstrating the contribution to country-level goals and priorities, including relevant MDGs). To rate these two KPIs, MOPAN draws on the following[38]:

KPI A: The assessment of KPI A is based on survey data and a document review that considers all available performance information (organisation-wide level) from the most recent strategic cycle. Attention is paid to the following elements: quality of results statements, including indicators, baselines and targets; the quality and consistency of evidence presented to substantiate the results achieved, including an assessment of contribution; and the evidence of progress towards organisation-wide outcomes reported by the organisation.
KPI B: The country-level assessment of results achieved is based on a combination of survey data from the countries included in that year's assessment and a review of a wide range of documents related to reporting of results at the country level. Throughout the document review, attention is paid to the following elements: quality of the results statements; the relevance of indicators, baselines and targets; the strength of the link between results statements and results achieved; the quality of evidence presented to substantiate the results achieved, including an assessment of contribution; and, the overall performance story.

In the case of EvalNet, the assessment reviews the development effectiveness reports published by the multilateral and its evaluation function, and also any surveys of the evaluation function carried out either internally or externally. At country level, MOPAN reviews documents from the countries in which it is carrying out surveys in that year, while EvalNet draw on quality assured evaluation evidence from the wider range of countries in which the multilateral works.

---

64.   Both tools also attempt to provide some evidence of the actual results of the assessed multilateral. In the case of MOPAN, this is through providing examples of contributions made at country level drawn from evidence available from the survey countries and through KPI C (relevance of objectives and programme of work to stakeholders). For KPI C, MOPAN assesses relevance as a measure of the extent to which stakeholders perceive that the multilateral organisation supports country priorities and meets the changing needs of its partners and the target population. The assessment is based exclusively on perception data obtained from surveyed respondent groups (i.e. MOPAN donors in-country and direct partners) in the survey countries.

---

[38] Taken from draft Volume 1 of the 2013 MOPAN Assessment of IFAD.

65.   In contrast, EvalNet, takes an option based approach in this area, with three main options for how it will respond. These are:

Option A: Reporting on development effectiveness is adequate (no further action by EvalNet).

Option B: The multilateral's reporting on development effectiveness is not adequate but the organisation's evaluation function provides an adequate information base on development effectiveness (EvalNet conducts a Meta Synthesis).

Option C: MO reporting on development effectiveness is not adequate but the MO evaluation function does not provide an adequate information base on development effectiveness (EvalNet supports Development Effectiveness Reporting, including the Monitoring and Evaluation function).

4. Is the methodology appropriate for the type of information that MOPAN members need?

66. When assessing the appropriateness and credibility of the present methodology, two issues are important to bear in mind. First, MOPAN has set out to do something that is unusual, which is to assess the organisational effectiveness, and now the development results, of a wide range of complex multilateral organisations on a regular cycle. As such, there was no single body of experience in terms of a specific well developed methodology that could be drawn on. In practice, MOPAN has drawn on a wide range of approaches and methods, each of which has its own set of methodological standards. Second, in judging methodological credibility and appropriateness, there is a question of what standards to assess against. In this case we could judge methodological credibility and appropriateness against research good practice standards or benchmark aspects of the MOPAN methodology against the methodologies used in other analyses; such as the UK's *Multilateral Aid Review* (MAR) or Centre for Global Development's (CGD) *Assessment of the Quality of Official Development Assistance* (QuODA).

67. The higher standard is that of research. We have used both, but primarily that of research good practice. In particular we have considered whether the main methodological challenges have been identified, and when identified, the implications well reflected in how the evidence is presented. Compromises between what good practice would suggest is done and what is feasible to do are common, and a major reason why evaluation standards, for instance, always specify that an evaluation include discussion of the limitations.

Finding 20: While members use evidence from MOPAN assessments to varying extent and with varying degrees of validity in meeting all of the demands involved in managing their engagement with the multilateral system, the development of the methodology has been driven by the need for comparison.

68. The *Common Approach* methodology was initially developed to provide analysis of organisational effectiveness and in response to three major issues. Firstly, the common critique by multilateral organisations that the bilateral donor's initiatives to assess multilateral organisational effectiveness were superficial, subjective, insufficiently sensitive to specific contexts and not harmonised. Secondly, the fact that most of these assessments, including MOPAN[39], used a single source of evidence was a major concern.[40] Thirdly, a common approach to collecting evidence of organisational performance would allow the collection of more and more robust evidence of organisational effectiveness of the assessed multilaterals, and so enhance the usefulness and credibility of assessments carried out within the individual MOPAN members. Such an approach would have the added advantage that it would also reduce transaction costs for both the MOPAN members and organisations.[41] A key assumption in development of the approach there was not that it would replace assessments within the members, but rather provide better, and more, information to be used within these assessments, while also cutting transaction costs.

---

[39] The MOPAN Common Approach was developed in 2007/08 to replace the Annual Survey, which had been the main tool used by MOPAN from 2002. The Annual Survey was designed to be a light and rapid instrument with minimal transaction costs. It was based on a survey questionnaire completed by participating MOPAN member embassies and country offices covering each of the multilateral organisations surveyed.

[40] See Meier, W. (2007) Assessing Multilateral Organisation Effectiveness: A Comparative Analysis of Assessment Tools and Development of a Common Approach. A discussion paper prepared for the Multilateral Organisation Performance Assessment Network (MOPAN) presented to the MOPAN Working Group in Stockholm on 11 June, and finalised in Copenhagen on 20 September 2007

[41] MOPAN (2008) Towards A Common Approach to Assessing Multilateral Organisation Effectiveness. A discussion prepared for the Multilateral Organisation Performance Assessment Network (MOPAN). January 2008.

69.   MOPAN is explicit that the approach is not designed to meet all information requirements of the members. In practice, to varying degrees the evidence suggests that the members do use MOPAN evidence as input to meeting all of these demands. While not discussed in detail, examination of the MOPAN documentation and evidence from the case studies illustrate that the present methodology includes a number of trade-offs. For example, MOPAN states that it strives for consistency across its survey questions and document review for each of the multilateral organisations, while allowing for customisation to account for differences between types of multilateral organisations. Consistency implies that comparison is a major objective, yet MOPAN documentation consistently states that the assessments should not be used for comparison. A practical consequence is a stronger perception by those assessed that MOPAN is assessing them against an externally imposed set of standards with little opportunity for assessed organisations to suggest KPIs they believe more relevant/useful.

70.   However, while providing evidence for comparison seems to have been a major *de facto* influence in the *Common Approach* methodology, MOPAN assessments are clear on the limitations of comparing performance of an organisation over time. [42]

> '*From the time we became involved with MOPAN there has been a desire to compare – if not across organisations – then at least make comparisons over time about the performance of any one multilateral organisation.   That is the rationale for having scores as part of the approach. However, MOPAN also indicates that it is interested in learning and willing to modify its methodology and approach over time. There is a trade-off between learning and improvement, and comparability over time.   Improvements in the framework and methodology will require changes and that will compromise comparability. This means that you can't assume that a "3" one year is worse than a "4 " in the previous assessment cycle – the difference may simply be due to a change in the standards being applied, the question being asked, etc. Although it is not recommendable to compare "scores", it is possible to make comparisons that take into account the complete body of knowledge on each indicator and look for evidence of improvement*'.

71.   Examination of the case of the AfDB, which was assessed in both 2009 and 2012, clearly illustrates the challenges. As pointed out in the 2012 assessment report, caution is required in making comparisons given that there were changes between 2009 and 2012. The MOPAN survey scale changed from a five-point to a six-point scale, the countries and respondent groups surveyed differed, and some 2009 survey questions were removed and assessed only by document review in 2012.[43] Examination of the two assessments suggests that the challenges are actually greater than indicated in the 2012 assessment report of the AfDB. As shown in Table 11, the number of KPIs for organisational effectiveness was the same in both years, as were the number of KPIs within each of the four strategic dimensions of organisational effectiveness – strategic, operational, relationship and knowledge management – found in the scorecard. This would suggest consistency over the two assessments.

---

[42] The challenges of using MOPAN ratings for comparison are set of in MOPAN (2011) Lessons Learned in Implementing the Common Approach in 2011. MOPAN Paper No 9. Stockholm Meeting. 7-8 December 2011.
[43] Idem.

Table 11: Evolution in KPIs and MIs used in the 2009 and 2012 assessments of organisational effectiveness of the AfDB

	AfDB - Indicators in the 2009 Assessment	AfDB - Indicators in the 2012 Assessment
Total Number of KPIs:	**19**	**19**
Strategic dimension 1: Total number KPIs:	4	4
Strategic dimension 2: Total number KPIs:	7	7
Strategic dimension 3: Total number KPIs:	5	5
Strategic dimension 4: Total number KPIs:	3	3
Total Number of MIs:	**63**	**72**
Strategic dimension 1: Total number MIs:	17	19
Strategic dimension 2: Total number MIs:	21	25
Strategic dimension 3: Total number MIs:	18	15
Strategic dimension 4: Total number MIs:	7	13

72. The distribution of MIs across the four dimensions however differed between the 2009 and the 2012 assessments. Further, when reviewing the wording of KPIs and MIs in the 2009 and the 2012 assessments, a number of changes can be seen. To illustrate the difference in distribution of MIs and changes in wording, KPI 4 in the 2009 assessment can be taken as an example: In 2009, it was defined as "Focus on thematic priorities", while the comparable KPI 3 in the 2012 assessment stated "The multilateral organisation maintains focus on cross-cutting priorities identified in its strategic framework and/or based on its mandate and international commitments". In the 2009 assessment, three MIs were used to assess the KPI while in the 2012 assessment six MIs were used – adding on MIs on climate change, private sector development, fragile states and regional integration. These issues were not specifically addressed in the 2009 assessment. On the other hand, the MI in the 2009 assessment regarding 'multilateral organisation has a significant strategic focus on good governance' was not included in the 2012 assessment.

73. Summing up, it can be concluded that comparing performance over time should be made with great caution. The KPIs and MIs used for the assessments have not remained stable over time in terms of: (i) the number of MIs and their allocation across the four quadrants; (ii) wording and possibly meaning at both KPI and MI levels; and the source of evidence used for particular MIs.

74. As discussed elsewhere, interviews with both senior officials within the MOPAN members and with the four multilateral organisations visited, also indicate a growing demand for evidence of efficiency and cost-effectiveness. However, to date, the KPIs and MIs used under MOPAN have not been adjusted to reflect this growing demand for evidence of efficiency; despite the fact that efficiency is an issue commonly found in Balanced Scorecards more generally. Looking forward, further development of the *Common Approach* methodology to meet evolving demands assumes that it is possible to predict future demand within the membership. In the opinion of the current MOPAN Focal Points, this isn't possible for all members. Only six thought that demand could be predicted, while five thought not, and four didn't know. In addition, when expanding on their response to this question, Focal Points responses revealed major differences of opinion on what was required by their governments and the relative priorities in terms of information needs beyond the overarching and consistent need for evidence of development results.

Finding 21: Under the *Common Approach*, MOPAN has introduced a number of methodological changes that are intended to improve the credibility and availability of evidence on organisational effectiveness.

75.   The methodology developed has incorporated the use of multiple lines of evidence – using perception surveys from an expanded range of key informants (introduced from 2009), review of documentary evidence (introduced from 2010), and interviews with staff at the headquarters level of the assessed organisation (introduced from 2012)[44]. At least initially, the methodology was also intended to collect evidence to meet the needs of the members. Development of the initial list of KPIs and MIs was based on a systematic review of indicators used in the assessment tools of six of the members.

Box 5: Evolution of MOPAN Indicators

2007: In an initial mapping exercise of existing bilateral donor assessment tools[45], MOPAN identified 250 indicators, many of which were overlapping.

2008: MOPAN reduced these to 35 key performance indicators (KPI) and 120 micro-indicators (MI)

2009 – 2012: MOPAN assessments included between 18 and 21 key performance indicators and between 60 and 75 micro-indicators, depending on the nature of the organisation and its mandate.   In collaboration with membership, the Technical Working Group, examined degree to which multilaterals had difficulties with the KPIs/MIs and also experience with applying these. Overall consensus was that should not change radically. Major focus was on adaptation to cover wider range of organisations and increasing the number of evidence sources.

---

76.   This initial work showed that while there might be differences in the specific questions asked in each member, there was also a significant degree of commonality in four priority areas: strategic management, operational management, relationship management and knowledge management. The decision was then taken to organise the selected 34 KPIs and supporting micro indicators within a balanced scorecard.

Finding 22: The KPIs and MIs used under the *Common Approach* have continued to evolve since initially identified in 2008, but there is no evidence that they have fostered development of a common understanding of organisational effectiveness and how to assess it. They may also miss important aspects of organisational effectiveness that have become of increasing importance to the membership.

77.   Kaplan and Norton[46], the originators of the balanced scorecard make no statements on the number of KPIs that should be included in a scorecard. The number of MOPAN KPIs has decreased over time and in the 2013 assessment work there are 21 KPIs. The KPIs and MIs have evolved, but this evolution doesn't appear to have been driven by a systematic attempt to meet the evolving understanding within the members or the requirements of the assessment tools used within the members. For instance, a recent comparison of what is covered in the assessment tools used by Australia, the Netherlands, Sweden and the United Kingdom and in MOPAN revealed six significant

---

[44] These aren't coded or analysed but used for background and analysis purposes.

[45] Performance Management Framework (Danida); Scorecard/Multilateral Monitoring System (Netherlands MFA); Framework for Assessing Relevance and Effectiveness (Sweden MFA); Multilateral Evaluation Relevance and Assessment System (CIDA); Multilateral Effectiveness Framework (DFID); Results-Based Management Assessment Program (Danida); Multilateral Effectiveness Summary Balanced Scorecard (DFID).

[46] Kaplan, R.S. and D.P. Norton (1996) *The Balanced Scorecard: Translating Strategy into Action*. Harvard Business Press Books

areas common to at least two of the national assessment tools which were not covered by MOPAN – effective leadership, governing body effective in guiding management, likelihood of change, transparency and accountability, corruption, and cost/value consciousness.[47] Nor does refinement of the KPIs used by MOPAN appear to be driven by a focus on linking the assessed organisations' strategies with their operations, which would be the main approach advocated by Kaplan and Norton.

78.   Since 2007/08, the KPIs have mainly been revised to tailor them to the different business models of the organisations assessed – in terms of assessing global funds and organisations where the main focus is on humanitarian or normative work. To a lesser extent, the KPIs and especially the MIs have been revised in the light of experience each year in trying to apply them.

Box 6: Factors considered in adaptation of the KPIs/MIs to suit assessing humanitarian organisations[48]

From late 2009 to early 2011, Goss Gilroy Inc. (GGI) carried out a process to design and test a revised version of the MOPAN *Common Approach* instrument to make it appropriate for Humanitarian Organisations (HO). This testing process involved background research on humanitarian organisations, solicitation of expert advice, consultations and input from MOPAN members, selection of the World Food Program (WFP) as a testing organisation, solicitation of input from humanitarian organisations, focus group testing with over 60 representatives of partners of the WFP and MOPAN member staff in Sri Lanka and Ethiopia, and a review of key publically available WFP documents.

A review of the application of the KPIs commissioned by MOPAN[49] concluded that attempts had been made to tailor the indicators in the UNHCR assessment to include indicators related to humanitarian principles and the cluster system. However, the approach was too generic, with probably too much focus on general systems. More humanitarian expertise was needed in developing the indicators and in bringing in the wider debate about humanitarian reform. The reviewer in particular highlighted the need for MOPAN to engage more fully with two areas. First, changes in the humanitarian system over the last seven to eight years, including relating to protection. Second, whether RBM, risk, planning and human resource related indicators should be the same for humanitarian as non-humanitarian organisations, given their different modes of operation.

Finding 23: The methodology, and how it is applied, has strengths and focuses on addressing limitations identified in the pre-2009 methodology.

79.   MOPAN itself identifies four particular strengths with the methodology for assessing organisational effectiveness.[50] These are:

- It seeks perceptual information from different perspectives: MOPAN donors (at headquarters and in-country), direct partners/clients of multilateral organisations, peer organisations, and other relevant stakeholders.
- It complements perceptual data with document review and interviews, thus using multiple sources of data. This should enhance the analysis, provide a basis for discussion of agency effectiveness, and increase the validity of the assessment through triangulation of data.
- The reports undergo a validation process, including multiple reviews by MOPAN members, and review by the multilateral organisation being assessed.

---

[47] OECD (2013) 2012 DAC Report on Multilateral Aid. OECD, Paris. Table 3.1. Commonalities between five multilateral assessments.
[48] Goss Gilroy Inc (2011) MOPAN CA: Testing for Humanitarian Organisations. Paper prepared for the MOPAN Technical Working Group, January 2011**.**
[49] Beck, T (2012) MOPAN Organizational Effectiveness Assessment of UNHCR, Peer review
[50] MOPAN (2012) 2012 MOPAN Common Approach Methodology. Paper prepared by MOPAN Secretariat. March 2012.

- MOPAN strives for consistency across its survey questions and document review for each of the multilateral organisations, while allowing for customisation to account for differences between types of multilateral organisations.

80.   While the findings below suggest that questions remain, overall the evaluation team agree that these are strengths. But there are also other strengths. For example, the approach overall is very systematic in how it is implemented. In addition, enough evidence is presented in the Volume two of an assessment to allow someone to repeat the rating exercise and see if they arrive at the same ratings as MOPAN. While the necessity of allowing access to the basic data is considered good research practice, this is rarely found outside of the academic literature, but is important as it allows the opportunity to replicate analysis and judge credibility, if in doubt. In addition, while problems with implementation remain, both the interview process introduced in 2012 and the approach to the document review introduced in 2010 are supported by detailed protocols.

Finding 24: Following good practice, MOPAN identifies a number of continuing methodological issues associated with the organisational effectiveness component; many of these are also identified by the organisations assessed. But MOPAN assessments sometimes don't then adequately deal with these limitations in the analysis and presentation of results.

81.   MOPAN assessment reports consistently identify limitations with the methodology. In general, these are issues that are also identified by the organisations assessed. Again, identification of the limitations is a reflection of good practice. On the other hand, review of the assessment reports and the methodology applied suggests that the assessments do not consistently discuss the implications of the limitations on the validity and reliability of the results. For example, the methodology section and in the main text of MOPAN reports consistently identify the following limitation – the countries are selected based on established MOPAN criteria and comprise only a small proportion of each institution's operations, thus limiting broader generalisations. These criteria are: (i) multilateral organisation presence in-country; (ii) presence and availability of MOPAN members; (iii) no recent inclusion in the survey; (iv) the need for geographical spread; and (v) a mix of low income and middle income countries (middle income countries being subdivided into lower middle and upper middle). These criteria, while they may ensure that a range of factors assumed to affect a multilateral's performance are sampled, are not criteria that are focused on allowing generalisation through statistical representation. In fact, they are more akin to the criteria that would be used in case-based approaches to generalisation, under which generalisation takes place through theory.

82.   While the limitation to generalisation is identified, the actual methodology applied ignores this and, in fact, the analysis and ratings presented in the reports are broad generalisations of the organisations' performance. This is a major oversight for KPIs and MIs that mostly rely on evidence drawn from the country level survey data.

Finding 25: The MOPAN methodology for organisational effectiveness does not consistently rate actual organisational effectiveness at the KPI level. Instead, to varying degrees it rates whether systems and policies that are assumed to be necessary for organisational effectiveness are in place. It does not always assess whether these systems operate effectively or policies are well implemented and hence the degree to which they are likely to actually enhance organisational effectiveness.

83.   Box 7 sets out a KPI and supporting MIs and helps illustrate how the *Common Approach* deals with rating organisational effectiveness. The KPI, which is what readers will focus upon since the MIs are mostly discussed in the supporting Volume two, suggests that the assessment has rated

whether GAVI's support to country programmes is results focused. This would suggest that the KPI is rating whether the country programmes are designed and implemented using a managing for development results (MfDR) approach. Instead, the MIs used to derive this KPI actually assess the quality of the results frameworks, which can be assumed to be the major tool that should be used to manage a country programme that is results focused. Therefore, at a minimum, the KPI, if looked at in isolation does not measure what most would understand it to be measuring, but instead something far narrower.

Box 7: Example KPI and supporting MIs from the GAVI assessment framework

KPI 4. The multilateral organisation's support to country programmes is results-focused
MI 4.1: Results frameworks link results at appropriate levels (i.e., district and national levels)
MI 4.2: Results frameworks include relevant indicators at appropriate levels (i.e., district and national levels)
MI 4.3: Statements of expected results appear in the approved proposals and are consistent with those in multiyear plans for immunisation (MYP) and/or with those in national strategies
MI 4.4: Statements of expected results are developed through consultation with direct partners and beneficiaries
MI 4.5: Results for cross-cutting thematic priorities are included in results frameworks – gender equality, environment (as appropriate).

---

84.   While good quality results frameworks are necessary for the programme to be results focused, they are not sufficient in themselves to ensure a results focused country programme. Whether or not the country programme is actually results focused depends upon: the degree to which the results frameworks have been developed based on a realistic programmatic logic; how real-world internal systems and incentives are aligned to foster use of the results frameworks in management of the country programme; how capable the staff of the organisation are in achieving those results: and then how the results are used to adjust programming to achieve the intended results.

Finding 26: Assessing aspects of organisational effectiveness requires looking at performance across several KPIs.

85.   In other words, judging whether a country programme is results focused would require examination of a wider range of factors than just those reflected in the MIs supporting this single KPI. In the case cited above of GAVI, it would also have required for instance looking at the following MIs:

- MI 1.1: The MO has a value system that supports a results-orientation and a focus on direct partners
- MI 1.2: The MO's Executive Management shows leadership on results management
- MI 2.4: The MO has an organisation-wide policy on results management
- MI 2.5: Organisation-wide plans and strategies contain frameworks of expected management and development results
- MI 6.1: Budget allocations are linked to expected development results
- MI 6.2: Disbursements are linked to reported results (variances explained)
- MI 8.1: Revising and adjusting policies
- MI 8.2: Planning new interventions
- MI 8.3: Proactive management of poorly performing programmes, projects, and/or initiatives
- MI 8.4: Evaluation recommendations reported to Executive Committee/Board are acted upon by the responsible units

- MI 8.5: The MO's resources allocated to countries and projects reflect performance

Finding 27: Aspects of the current methods used for assessing organisational effectiveness are credible, but questions can be raised over how some have been applied.

86.   This finding therefore relates more to the fact that the issues identified have not been discussed in the MOPAN documentation, reviewed by this evaluation nor, indeed, discussed within the membership as far as we have been able to ascertain.

87.   For example, the decision to base the common assessment methodology on the use of multiple sources of evidence is in part to allow triangulation of the evidence from these sources. The DAC[51] defines triangulation as: '*The use of three or more theories, sources or types of information, or types of analysis to verify and substantiate an assessment. Note: by combining multiple data sources, methods, analyses or theories, evaluators seek to overcome the bias that comes from single informants, single methods, single observer or single theory studies.*' For organisational effectiveness, the executive summaries in the MOPAN reports consistently summarise ratings of performance at the KPI level and as presented, suggest that one can directly triangulate/compare KPI ratings based on the surveys and documentary review. In fact, as the detailed evidence within the assessment reports shows, for each KPI, the ratings derived from the two sources are based on ratings of differing combinations of the supporting MIs.

Box 8: An example of which MIs support rating of a KPI

KPI 1 is shared across all four of the assessments that were case studies for this evaluation. The KPI and supporting three MIs are as follows:

KPI1: The multilateral organisation's Executive Management provides direction for the achievement of external/beneficiary focused results
MI 1.1: The multilateral organisation has a value system that supports a results-orientation and a direct partner focus
MI 1.2: The multilateral organisation Executive Management shows leadership on results management
MI 1.3: Key multilateral organisation documents are available to the public

All three MIs are rated based on survey evidence, whilst only MI1.3 is rated based on documentary evidence. This means that the KPI rating based on survey evidence is the mean of the ratings against three MIs. The KPI based on documentary evidence is the MI 1.3 rating.

---

88.   As such, the KPI ratings derived from the two evidence sources are not rating the same things and as such are not directly comparable. Whether this is a serious problem depends upon which standard one uses. From a research perspective, this is a serious methodological mistake and the conclusion would be that triangulation should only be done at the level of those MIs where there is evidence from both evidence sources. However, some within the evaluation team would argue that from the point of usability, triangulation at the KPI level is justified, so long as the additional MI(s) are indicators of relevant dimensions of the KPI. At a minimum, methodological limitations should be more explicitly flagged in the assessment reports.

89.   Similar issues over the approach to deriving the ratings of performance at KPI level based on averaging of the MI ratings also arise. For a KPI, the ratings derived from the surveys and from the documentary reviews are averages of the ratings from the underlying MIs. Taking the average of the MI ratings therefore assumes that each MI is equally important in achievement of the KPI, and their

---

[51] DAC (2006) Glossary of Key Terms in Evaluation and Results Based Management. OECD DAC, Paris.

effects are independent of each other. This is a significant assumption and runs contrary to most theoretical work underpinning analysis of causality found in the broader research literature.[52] On the other hand, the same approach is found in DFID's MAR and the CDG's QuODA.

Finding 28: The approach to assessing development results introduced in 2012 is an example of MOPAN responding to changing demands by members. The development results component uses the same overall approach as for the organisational effectiveness assessments, with one significant difference.

90.   In 2012, in response to changes in demand by members, MOPAN piloted the development results component with four of the six multilateral agencies assessed in 2012.[53] This trial rated results against four KPIs, although the number of KPIs has been reduced to three in the 2013 assessments. The overall methodological approach for the development results component, rating performance based on evidence from a documentary review and survey of perceptions, is the same as that for the organisational effectiveness component of the *Common Approach*. The one major difference is that in the development results component, only one set of ratings is presented, based on evidence from the surveys and documentary reviews and then used to rate through a process termed 'best fit'. A less important difference is the use of a four point sale rather than the six point scale used for the organisational effectiveness assessment.

Finding 29: The basis for rating performance under the approach to assessing development results introduced in 2012 is not transparent, which is poor practice.

91.   MOPAN documentation describes 'best fit' as ' *... a type of norm-referenced basis for judgment that is more suitable when criteria are multi-dimensional, there is a mix of both qualitative and quantitative data and it is not possible to calculate a simple sum of the data points. Descriptors will illustrate the achievement level and the assessment team will select the achievement level that best describes the performance on all of the criteria. The best fit approach is further enhanced when it is a team (or panel) of experts (as opposed to one individual) that is responsible for making the judgment because the team gives a wider range of perspectives and understanding to shed light on the data. The panel will be composed of the consultants responsible for the assessment (from Universalia) and 1 or 2 external reviewers*'. Methodological guidance on using rating approaches emphasises the need for the analyst to be transparent on the basis used for rating. While acknowledging the challenge of transparently setting out the basis for the judgments made using best fit, review of the assessments from 2012 show that it is impossible, based on the evidence presented, to replicate or understand the basis for the ratings given. This is bad practice.

---

[52] For instance see Modes of Causality and Causal Inference: A background paper by Barbara Befani found in Stern, E., Stame, N., Mayne, J., Forss, K.,Davies, R. and B. Befani (2012), *Broadening the range of designs and methods for impact evaluations. Report of a study commissioned by the Department for International Development*, DFID Working Paper 38, London:DFID and Stern, E., Stame, N., Mayne, J., Forss, K.,Davies, R. and B. Befani (2012) *Broadening the range of designs and methods for impact evaluations*. Report of a study commissioned by the Department for International Development", DFID Working Paper 38, April 2012, LondonStern et al (2012).
[53] MOPAN (2011) Development Effectiveness of Multilateral Organisations - Options for including assessments of development effectiveness of multilateral organisations in the MOPAN CA. Paper presented at the May 2011 meeting of the MOPAN membership.

Finding 30: The approach to assessing development results does not have a methodologically credible approach to generalisation of an organisation's overall results. To a significant degree it relies on perceptions of performance and evidence of performance reported by the organisation's management which have not been independently validated.

92.   The 2013 assessment will present evidence on three KPIs covering development results. Sources of evidence to be used in rating each KPI are shown in Table 12 below.

Table 12: Sources of evidence used in rating performance against development result KPIs

Development result KPI	Country level survey	Donor HQ survey	Documentary review
Progress towards its institutional/organisation-wide objectives and contributions to relevant Millennium Development Goals (MDGs)		✓	✓
Contributions to country-level goals and priorities, including the MDGs	✓		✓
Relevance of its objectives and programme of work to major stakeholders.	✓		

✓ = source of evidence

93.   For two KPIs, responses from the country level are a major source of evidence, which therefore presupposes that those responding are in a strong position to judge the multilateral organisation's overall performance at country level. Of more concern is that the sample of countries is non-randomly selected and the results aggregated before being used in analysis. This approach lacks methodological credibility when examining either the overall impact or contribution of an organisation, for two reasons. First, research methodology suggests that one can either generalise through statistical representation or through theory and the current MOPAN approach uses neither. Second, the approach to the degree that we have been able to verify ignores the complexities of synthesising evidence from disparate sources and the need to consider both internal and external validity. The evaluation team are personally aware that these problems are common to many assessment processes.

94.   Moving to the documentary review evidence, the approach looks at two forms of evidence. First, evidence that the organisation assessed has particular systems in place. Second, evidence on performance reported, while not having a clear and transparent approach to how evidence reported by the organisation's management should be treated relative to evidence derived from an independent source, such as an independent evaluation office.

5. Governance, management and efficiency

Finding 31: Governance is evolving.

95.   MOPAN is currently managed through the Steering Committee, which meets three or four times a year. Review of the agenda for the meetings of the Steering Committee and responses by the Focal Points to the Focal Point survey both indicate that the main focus of the Steering Committee over the past four years has been on the technical issues associated with development of the *Common Approach* and delivery of the assessments each year. While too early to assess, there have been a number of changes in the governance of MOPAN. The two most important are:

- Guidance from the Senior Level Donor Group on multilateral aid – whose membership is not entirely the same as the MOPAN membership – and generally has a membership at the level of Director General or equivalent. This group has met three times in the last year and a half and in both plenary and side sessions has discussed and significantly advanced the dialogue on MOPAN's evolution. It has driven the establishment of a stable secretariat hosted by the OECD's Development Co-operation Directorate and has discussed a number of the issues raised in this evaluation. It has, *de facto*, become the senior strategy setting body of MOPAN, although the MOPAN Steering Committee remains the *de jure* governing body. This arrangement, where strategy for MOPAN is set by those responsible for overall multilateral policy, is a significant improvement on past arrangements where Focal Points were more or less left alone and felt the insufficient involvement of senior decision makers.
- The movement of the secretariat function into the OECD. Focal Points are consistent in their expectation that the new Secretariat will assume most of the administrative burden associated with delivery of the actual assessment reports. This in turn will free up the MOPAN Steering Committee's time and give it the opportunity to focus at the more strategic level.

96.   In terms of governance within the Steering Committee, current Focal Points are broadly supportive of continuing past practice of rotating the Chair function within the membership. This support is contingent on members assuming the Chair role being willing, and capable, of committing the necessary time and resources to carrying out the role effectively. In this regard, there are also indications in responses from the Focal Points that the future role of the Chair should be clarified. The implication therefore is that a final decision on whether the practice of rotating the Chair role, and for how long a member should act as chair, should be reconsidered once it is clear, and agreed by all, what the role will entail.

Finding 32: Decision making in the Steering Committee is seen by nearly all as transparent and consensual, but until recently, slow.

97.   15 out of the 16 Focal Points who responded thought that decision making was a transparent and consensual process, which allows equal potential voice to all members within the Steering Committee. No Focal Point identified reform of the decision making process within the Steering Committee as important for enhancing the effectiveness of MOPAN. As such, a wish to preserve this style is, in the opinion of the evaluators, a significant reason underpinning the reservations expressed over the role of the new Secretariat in shaping the future development of MOPAN and the repeated statements that policy making be reserved as the role of the membership. It is also a style of decision making which tends to reinforce assumptions held within the group rather than leading to their being openly challenged.

98.   Within this overall positive perception of the decision making style of the Steering Committee, a number of reservations were commonly found. These include that:

- The Steering Committee is not organised as an inter-governmental body and there are too many instances of members attending almost in the personal capacity, rather than having come with a prepared and agreed position of their government. Consequentially, on occasion consensus appears to have been reached only to fall apart once members consult within their own governments.
- Decisions are taken by consensus, which is increasingly challenging as the membership expands. In practice this has in some cases slowed the decision making process down significantly. The consensual approach has also meant that decisions are sometimes *de facto* taken without full consensus, based on some being more persistent than others.
- The consensual approach relies on members having a good institutional memory of past decisions reached. This is particularly so given that decisions are often not well documented and MOPAN has no monitoring system in place. The rapid turnover among some Focal Points therefore has an adverse effect.

Finding 33: The principle of equal shares in terms of core funding is seen as an important principle underpinning MOPAN.

99.   There is strong support at Steering Committee level to the principle of equal contribution to core funding, mainly on the basis that this reinforces equal voice. But several Focal Points commented that there may be need to extend use of voluntary contributions, mainly either in terms of paying for assessments of organisations that are not in the core programme or for *ad hoc* studies.

Finding 34: The creation of a secretariat hosted within the OECD is seen as potentially solving a number of capacity issues, but is also perceived to have risks.

100.   The move of the secretariat into hosting by the OECD potentially addresses a number of issues identified by Focal Points and others, by:

- Increasing capacity for the secretariat role;
- Ensuring consistent and effective administrative support to the Steering Committee.
- Assuming most of the administrative burden associated with delivery of the assessments, so freeing up the time of the Steering Committee to focus on more strategic issues and reducing demands on the time of individual Focal Points;
- Stopping the lack of continuity caused as the secretariat role shifted to a new member each year;
- Addressing the lack of institutional memory which is caused partly by the turnover of staff fulfilling the Focal Point role;
- Lessening the heavy dependence on consultants to do the actual assessments (although consultants would still be heavily involved in carrying out assessments);
- Increasing the capacity to draw lessons on the process and also support enhanced use of the assessments once completed; and
- Increasing the capacity available to work on both current assessments and also respond to *ad hoc* requests of the Steering Committee.

101.   The above benefits do not require that the Secretariat be hosted within the OECD, which raises the greatest tension associated with this decision. A major anticipated benefit from being hosted by the OECD's Development Co-operation Directorate, is the opportunity to learn from the

complementary data-related and analytic tasks already carried out by the OECD. However, in interviews with senior officials, they stressed the need on the one hand to benefit from the proximity and experience of the OECD and on the other hand not to become embroiled in OECD processes and initiatives. As one senior official put it, the secretariat must "stick to its day job". Allied with this was the importance that MOPAN remain an initiative of the MOPAN members, and not the OECD, partly to avoid a situation of one multilateral being perceived as judging the performance of other multilaterals.

102.   Good practice on governance suggests the importance of resourcing secretariats at a level commensurate with what it is asked to produce. Capacity required by the Secretariat was identified based upon information provided in 2011 by the rotating Secretariat and Working Group Chairs on current and future workloads. This resulted in an estimate that 3.87 full time staff would be needed to carry out the services then provided by the Secretariat and the Working Groups. Overwhelming a new secretariat has, in the case of global programmes, led to poor results and loss in credibility.[54] Depending on strategic decisions taken by MOPAN members, responding in part to this evaluation that it has commissioned, it may well be that the current budget is inadequate to meet these changing needs.

Finding 35: Senior officials see the costs of membership as reasonable, but there are reservations over the costs of individual assessments.

103.   Interviews with senior officials show that the overall cost of membership is currently seen as reasonable; although in some cases this assumes change in the approach and action to address perceived deficiencies. At the same time, responses from some Focal Points show a wish to reduce the costs of individual assessments, partly so that the number of assessments can be increased.

104.   Benchmarking the cost of the individual assessments and judging whether they are reasonable is difficult. There are no comparable assessments against which the cost of a MOPAN assessment could be directly benchmarked. Looking at the opportunity to cut costs within the assessments would require looking at the costs of separate components in detail, before judging whether a significant reduction in resources could be achieved at an acceptable cost in terms of meeting demand. Going forward, it was judged that the value of looking for cost reductions as part of this evaluation would have minimal value. This was because of the likelihood of significant change in the methodology applied in future.

105.   Table 13 sets out the costs of several initiatives that share commonalities with MOPAN.

Table 13: The cost of individual MOPAN assessments relative to those of other assessments of multilateral organisations

Assessment	Cost per multilateral assessed (USD)	Comments
MOPAN (2013)	280,000	
Evalnet Development Effectiveness Assessment	135,000	Estimated costs are €100,000 and have been converted to USD.
Corporate level Evaluation on IFAD's	1,000,000	Evaluated both IFAD's efficiency into programme efficiency and institutional efficiency. Programme

---

[54] See Bezanson, K.A. and Isenman, P. (2012) 'Governance of New Global Partnerships: Challenges, Weaknesses and Lessons', *CGD Policy Paper 014*, Canada: Center for Global Development http://www.cgdev.org/publication/governance-new-global-partnerships-challenges-weaknesses-and-lessons

Efficiency (2011)		efficiency is a measure of how well IFAD deploys its funding instruments (i.e. primarily its programme of loans and grants) and its non-lending activities – knowledge management, partnership building and policy dialogue – to support development outcomes and impacts in its member countries. Institutional efficiency is a measure of how well IFAD uses its administrative budget to deliver and manage its development programmes. For example, how efficiently IFAD organises and uses its overall workforce has implications for the delivery of IFAD-supported programmes in recipient countries.
The Five Year Evaluation of the Global Fund (2009)	2,900,000	Main purpose of this component of the evaluation was to assess the efficiency and effectiveness of the Fund and also of its partnerships with implementers at country level. Sixteen country case studies were carried out.
Mid Term evaluation of the EFA Fast Track Initiative (FTI) (2010)	3,000,000	Main purpose of the evaluation was to assess the effectiveness of the FTI over three years, by assessing its contribution. Nine country case studies carried out and also management (but not explicit focus on systems such as human resources).

106.   The main implications of Table 13 are that were MOPAN to move towards using evaluative approaches to assess the actual contribution of a multilateral or attempt to examine actual organisational effectiveness/efficiency, costs would probably become prohibitive. On the other hand, DFID's experience with the MAR suggests that approaches based on the use of secondary data can be significantly lower. The direct financial costs for the DFID 2011 Multilateral Aid Review (MAR) have been reported to be around USD2,500 per organisation assessed, although the more significant costs were those associated with staff time that is not factored into this cost.

Finding 36: Development of the repository is proceeding before the main assumptions for why it would add value have been systematically verified with the main potential users.

107.   The concept of MOPAN providing a repository of assessments is strongly supported by a number of the senior officials interviewed. The recent concept paper[55] for the repository on multilateral organisations' effectiveness states that a repository of information about the effectiveness of multilateral organisations would respond to the needs of bilateral donors (decision makers and representatives from MOPAN member country governments and Parliaments), multilateral organisations and the public by providing, over time, a 'one stop shop' for information about the performance of multilateral organisations. In particular, a MOPAN repository would:

- *Facilitate access for bilateral donors to existing information about the performance of multilateral organisations*. Bilateral donors undertake, and are likely to continue to undertake, individual assessments of multilateral organisations in response to domestic accountability requirements. By hosting a repository, MOPAN can provide its members and other bilateral donors with easy access to existing assessments and other information needed when undertaking individual assessments. Making existing information available in a repository may also allow bilateral donors to limit the scope of new individual assessments and focus these on political issues of particular relevance to the donor.

---

[55] MOPAN (2013) *MOPAN as host of a repository on multilateral organisations' effectiveness- Proof of Concept Paper.* Draft for consultation with MOPAN's Strategic Working Group and external reviewers

- *Position MOPAN as a hub for information about the performance of multilateral organisations.* Setting up a repository would make MOPAN the place to go for information about the performance of multilateral organisations, easily accessible for all interested stakeholders.

- *Help reduce the administrative burden on multilateral organisations.* Bilateral donors and other stakeholders wishing to assess the performance of a multilateral organisation could access information through the repository rather than requesting it directly from the organisation.

108.   The key assumptions with the current proposed approach are (i) that there is a demand for a one stop shop among decision makers and representatives from MOPAN member country governments and Parliaments; and (ii) the repository *would not* set out to offer any weighing or analysis of information made available in the repository, so leaving this for the user to do. Interviews and review of the relevant documentation however reveal that there has been no systematic effort to discuss with the main intended users whether these two assumptions are true, and even if true, what would best meet their needs. As such, design is proceeding, but not based on a user defined specification.

6. Overarching conclusions and implications

6.1 Main conclusions

Conclusion 1: MOPAN remains relevant and has been successful in meeting some of the information needs of member states at a perceived reasonable cost.

109.   At present MOPAN mostly provides evidence on the existence of systems and policies expected to enhance organisational effectiveness. In the past two years, it has also assessed the ability of assessed multilaterals to report credible evidence of development results. This evidence is used within member governments and barring one member, all other members contacted believed that the financial contribution to MOPAN was reasonable compared with the return. MOPAN's current benefit mainly lies in three places:

- First, in reducing the need for members to individually collect information that they all need and so saving them time, while also showing their commitment to harmonisation. MOPAN does provide evidence used for both enhancing dialogue with individual multilaterals and accountability, and in the case of several members means that they do not need to collect additional information from the assessed organisations. MOPAN will always remain only one of the sources of evidence on organisational effectiveness used by analysts and policy decision makers within the individual members and the number of potential sources is still increasing. Its relative importance can be expected to continue to vary among the membership, partly reflecting differing demands on them in meeting domestic accountability demands, the degree to which they choose to use formal assessment processes, and on their own internal capacity.
- Second, with some caveats, most see the evidence from MOPAN as being credible and independent.
- Finally, by reducing, to a modest degree, the transaction costs to the assessed multilaterals. MOPAN does, to varying degrees, mean that member-states don't need to separately ask an assessed organisation for evidence on whether they have particular systems and policies in place; although the transaction costs associated with the assessment itself remain. It hasn't substituted for the assessments carried out by many of the members and this has been within a context in which overall demands for evidence by the MOPAN members has increased rapidly.

Conclusion 2: The usefulness of the MOPAN assessments to the multilaterals assessed is limited in terms of enhancing their effectiveness.

110.   There is little evidence that the multilaterals use the assessments within their own internal processes of organisational reform. The clearest indicator of this is the absence of firm new commitments for reform found within their management responses to the assessments.   The MOPAN approach is also not designed to foster ownership of the findings within the assessed organisations. Our conclusion is that this is not surprising. First, because the frameworks are not substantially tailored to the specific organisational issues as perceived by those within the assessed organisations. Second, due to the modest level of active engagement during the process between those responsible for management within the multilaterals and those charged with carrying out the assessments (most engagement is by the contracted consultants). Third, because the assessments may identify areas of concern, but do not make prioritised judgements or recommendations of what must change. Forth, because from the point of view of a multilateral, MOPAN does not have the political importance of individual donor contacts that are more directly linked to its financing or governance.

6.2   Conclusions on use and usefulness

Conclusion 3:   Value added to discussions between MOPAN members and management of the multilaterals is constrained because the *common approach* is supply, rather than demand, led. The opportunity to draw on broader experience of how better to link assessment with use has been missed.

111.   Judging whether MOPAN has reached its full potential in terms of use by the members is currently impossible. This is partly because expectations of what might reasonably be expected of MOPAN by the individual members have never been established and there is no monitoring of MOPAN results. It is also important to always remember that results reporting and use of information within each MOPAN member is driven by their own needs. This will inevitably drive differences in how they approach both getting the information they require and how it is analysed and used.

112.   On the one hand, MOPAN has continued to be responsive to the needs of its members. An example is in terms of strengthening its methodology (the area where most see a need for improvement) and introducing the development results component. Assessments are also timed to the extent possible, to feed into strategic dialogues, such as consultations for replenishments or when developing an organisation's new strategic plan. The Steering Committee have also been aware of the need to improve the presentation within the reports, although the survey results show that this is still a serious issue. Finally, the MOPAN Steering Committee has discussed the possibility of MOPAN examining cost-effectiveness although to date, this has not integrated into the approach.

113.   On the other hand, engagement by the users within the member governments is not great – in terms either of top leadership or of breadth. This lack of engagement has probably contributed significantly to the challenges observed with linking MOPAN analysis with use. The difficulties are illustrated in a response from one of the current Focal Points:

> *"Building ownership of MOPAN findings has always been a challenge for the network. Even the multilateral relationship managers within our own agencies as well as staff at country level see 'MOPAN' as a separate entity or organisation rather than realising that MOPAN is "us", a network of donors."*

114.   MOPAN's role technically finishes with production of the assessment. There are no mechanisms in place to assess how the MOPAN assessment has/should fit within this wider process. It is therefore the decision of the MOPAN users on how it will be used. For the multilateral organisations visited, experience has been that MOPAN is rarely explicitly mentioned in their on-going dialogue with the individual members' representatives and certainly isn't used to frame any such discussions. This is illustrated by the case of IFAD (see Box 1). There are a number of other sources of evidence that can potentially be drawn upon in the dialogue between member states and individual multilateral organisations. This includes reports from a multilateral's own staff and evaluations looking at organisational issues and impact (sometimes from independent evaluation offices). The conclusion is that there is currently no credible 'theory of change' for how MOPAN, and its assessment reports, should add value within such contexts beyond that the availability of analysis will enhance dialogue.

115.   Such challenges of linking analysis with use are not unique to MOPAN. They are, for example, discussed in terms of shifting from supply-led evaluation approaches to demand-led approaches. In evaluation, it has been a major driver behind the promotion of Utilisation-Focused Evaluation approaches that have been championed by, among others, Michael Quinn Patton. Such

approaches start from an assumption that if use is a primary aim of evaluation, then the primary intended users of an evaluation must be clearly identified and personally engaged at the beginning of the evaluation process to ensure that their primary intended needs are identified. Such approaches also emphasise that the intended uses of the evaluation identified by the end users should guide all other decisions that are made about the evaluation process.

116.   It is clear that MOPAN's approach does not fit with such utilisation focused approaches. For example, at least at the headquarters level within the MOPAN membership, there has been little opportunity for the policy decision makers or analysts to be engaged in either shaping the individual assessments or in detailed reflection on the findings. Nor, until quite recently, has there been much interest on the part of decision makers to do so. The same lack of opportunity for engagement is seen for the assessed multilateral organisations, where in the cases of UNDP, GAVI and AfDB, there was little opportunity for them to engage with MOPAN in adjustment of the framework, and little substantive discussion of how the assessments might be used. Finally, the dislocation between MOPAN and users' needs is seen in the process of revising the KPIs and MIs. While the original compendium of KPIs and MIs was developed based on the needs of members' assessment tools in 2007, thereafter MOPAN has not repeated this work to check whether the needs have evolved. This is despite the fact that the evidence is that the assessment tools of the 2007 members have continued to evolve (for instance DFID's MAR which was introduced in 2011) and six new members have joined since 2009.

117.   Instead, the current evolution of the KPIs and MIs has been driven by the MOPAN Focal Points and consultants. When asked why, a key informant involved in this process of adjustment for several years said that the view was that they needed to get the methodology to work and also didn't want to change things too much, because this would have made comparison even more difficult. In itself, this decision is not wrong, but it means that there has been a probable trade-off between stability to allow comparison and greater opportunities to enhance use within the process of discourse between MOPAN members and the multilaterals. However, our overall conclusion is that MOPAN has become too inward looking and focused on implementation and the development of the methodology, at the cost of losing sight of the ultimate objectives.

Conclusion 4: Expectations of MOPAN continue to rise. Views on its future roles are shared, but how these should be prioritised remains unresolved.

118.   All senior officials interviewed said they hoped that MOPAN could begin to meet a higher percentage of their data and information needs. Among the senior officials interviewed, there is broad agreement on what their information needs are but less so on how ambitious MOPAN should be in addressing them. There was almost a unanimous consensus in interviews that organisational effectiveness should continue to be at the heart of MOPAN's work; but views varied over the degree to which this should be the main on-going priority of MOPAN. There was also a consistent expectation that MOPAN support increased availability of evidence of results, and that it should do so now.

119.   In terms of comparison between multilaterals, all MOPAN members are comparing multilateral organisations, even though degree to which this is done formally and through transparent and public processes varies significantly. A recent DAC survey also found MOPAN assessments to be the source most often consulted on questions of multilateral allocations and, by implication, comparison. On the other hand, MOPAN has always stated that it is not intended to be used for comparison between organisations, while at the same time the need for allowing comparison has also been stated by key informants as a significant factor in the evolution of the

Common Approach since 2009. Yet, as noted, MOPAN's methodology does not lead to reliable comparisons either across multilaterals or for the same multilateral over time. Looking forward, in terms of using MOPAN assessments for comparison purposes, interviewees were consistent that it would be wrong to use MOPAN to rate and rank multilateral organisations by overall performance. This would be resisted by both the multilaterals assessed and also by most of the MOPAN membership. However, there was much more support for providing evidence to facilitate comparison of aspects of multilateral performance through benchmarking. Benchmarking here, as elsewhere in the public as well as private sectors, was seen as a way to help identify and spread good practice and, in the context of MOPAN, enrich the findings and resultant dialogue over MOPAN findings.

120.   In general, interviewees agreed that there was a growing demand for evidence of cost-effectiveness. There was a wide variety of views over whether and how far MOPAN should move to provide evidence of the cost-effectiveness of multilateral organisations in achieving their respective mandates. Those for doing so pointed to the advantages of working together to address the difficult methodological questions involved and to the need for each donor to reach its own conclusions, explicitly or implicitly, about cost-effectiveness. Those opposed raised the methodological difficulties and political sensitivities. There was very little support for going further to comparing overall cost-effectiveness across mandates; this is consistent with the lack of support for overall comparisons of performance.

121.   Overall, while there is broad agreement in terms of rising expectations for MOPAN in the future, there are differences of views on how far MOPAN should go in meeting the agreed broader information needs of its members. And there is little agreement on what should be the priorities against the likely funding and capacity available.

Conclusion 5: The immediate demand is for more evidence of results, but the assumption within MOPAN is that its scope to add value in this area is limited.

122.   If present trends are maintained, members will increasingly need credible evidence of actual organisational and cost-effectiveness and development results. This is clearly indicated from the interviews, with the emphasis placed on the importance of demonstrating results. Views among senior officials on the degree to which MOPAN should take the lead, or have a significant role in meeting these demands, differ.

123.   The possibilities for extending the MOPAN approach beyond assessment of systems and policies into actual results have been discussed at various points within the Steering Committee over the past five years, and are most clearly seen in development of the Development Results component of MOPAN. The initial 2012 pilot, with four organisations, attempted to compile some evidence of results, based on the use of perception evidence. However, this work has been downplayed in the 2013 assessments, with the dropping of the KPI assessing 'Extent of MO contributions to relevant MDGs'. Possibly of more importance for discussing MOPAN's future role in this area is understanding the assumptions within the Steering Committee of what MOPAN can, and cannot, be expected to do. This is clearly set out in the following quote:[56]

> *"It is important to note that unless MOPAN decides on a very thorough methodology, the assessment will likely not produce much new information to that available in evaluations and the information provided by the organisations. …. The approach should be realistic in terms*

[56] MOPAN (2011) Development Effectiveness of Multilateral Organisations: Options for including assessments of development effectiveness of multilateral organisations in the MOPAN CA. 18th March 2011

of time and cost requirements. It should not duplicate other initiatives and needs to take into consideration and work with other existing approaches."

124.   Key assumptions include that: (i) MOPAN shouldn't duplicate the work of others, but also implicitly that MOPAN shouldn't have a role in validating the work of others; (ii) recognition of the importance of credible evidence reported by the multilaterals themselves and from evaluations – particularly independent evaluations; and (iii) that adding significantly to what is already available would require a robust methodology and also have significant cost and time implications.

Conclusion 6: There has been little focus on harmonisation and reducing transaction costs, particularly for multilateral organisations, and gains have been modest.

125.   The *Common Approach* was also intended to replace seven existing bilateral assessment tools and forestall the development of other assessment approaches*.* Findings from this evaluation are that this objective was unrealistic and members will continue, to varying degrees, to carry out their own assessments. Evidence suggests that MOPAN has had modest success forestalling individual MOPAN members each demanding the same information from the assessed multilaterals. At the same time, the consistent view-point of the multilateral organisations is that demands from the member states are continuing to rise, and while most multilaterals consulted where supportive of the continuation of MOPAN, this was actually contingent upon it being seen to reduce or manage these demands.

126.   Given the stated intent of harmonisation, it is surprising to find an absence of discussion and agreement between the members and multilaterals upon how MOPAN could be <u>used</u> to enhance harmonisation and reduce the multilaterals' transaction costs. After all, concerns with reducing transaction costs are a major concern for the members themselves. During development of the *Common Approach* in 2007 and 2008 there was a clear understanding that significantly reducing transaction costs to both sides required moving to a system in which the members were primarily reliant on evidence reported by the individual multilateral organisations. This is an assumption that the evaluators fully agree with. However, moving to such an approach would be contingent upon there being either a credible and independent evaluation function that validated the reliability and credibility of the evidence reported by the individual multilateral's management or some other way of assessing the reliability and credibility of the reported evidence; this independent assessment would have to go beyond traditional evaluations and cover, for example, reports on results.

127.   The present situation, in which MOPAN collects the evidence and carries out the assessments, was seen as an intermediate step. Yet this understanding is not set out in subsequent MOPAN documentation and there is no evidence that it was widely communicated either to the multilateral organisations likely to be assessed or within the MOPAN member organisations. MOPAN and senior managers within the membership have, with some notable and recent exceptions, become focused on implementation of this intermediate step. The medium term objective of moving to increased reliance on evidence reported by the multilaterals has been forgotten.

Conclusion 7:   The MOPAN development results component and EvalNet's Development Effectiveness assessment tool were designed to meet the same demand, and therefore runs contrary to the MOPAN assumption that it doesn't duplicate the work of others.

128.   As illustrated in Figure 1, there are a large number of separate initiatives examining aspects of multilateral performance. We did not have the time to examine the political economy of this wider range of assessments, but of immediate note is the overlap between the MOPAN

development results component (developed in 2011) and EvalNet's Development Effectiveness assessment (developed in 2009). Examination of these two shows that both aim to meet the same demand from member states. Both aim to examine the ability of a multilateral to report credible evidence through an examination of its documents reporting results, and implicitly, the systems and policies supporting this reporting. As such, both review the same key documents and cover the same range of policies and systems, although with differing emphases.

129.   Where they diverge is in terms of addressing the demand for evidence of actual results. MOPAN's approach is based on the use of country level perceptions and seems to reflect the assumptions flagged in Conclusion 5 above. By contrast, the EvalNet assessment's approach of synthesis of quality-assured evaluation evidence can be seen as aligning more with a vision of greater reliance on the evidence reported by the multilaterals. The EvalNet assessment's approach adds value in two major areas. First, in terms of quality assuring the evidence used. Second, in compiling the evidence into a form that is more useful to analysts within the member states. As such, the implicit assumption here is that not only is there a need for multilaterals to produce credible evidence of results, but it must then also be presented in a format that is accessible, and useful, to the potential users.

6.3   Conclusions on methodology

Conclusion 8: MOPAN has invested significantly in strengthening its methodology, but there are a number of significant methodological issues with the *Common Approach* which have not been identified by the membership or assessed multilaterals

130.   MOPAN has introduced a number of methodological changes that are intended to improve the credibility and availability of evidence on organisational effectiveness. The methodology developed has incorporated the use of multiple lines of evidence – using perception surveys from an expanded range of key informants (introduced from 2009), review of documentary evidence (introduced from 2010), and interviews with staff at the headquarters level of the assessed organisation (introduced from 2012). Following good practice, MOPAN also identifies a number of continuing limitations in the methodology, although we find that the analysis presented does not always adequate acknowledge the limitations identified.

131.   In reviewing the current methodology we note a number of further methodological issues that have not been identified and discussed in MOPAN documentation. We do not know why these issues have not been previously identified, but see the fact that they haven't as an indicator that MOPAN has a challenge accessing and using strong methodological capacity.

132.   Our conclusion is that the likely future demands upon MOPAN will require drawing on good research practice to a much greater extent than has been done too date, especially if the scope of MOPAN's work is extended and the methodology is extended significantly beyond its present mainly compliance based approach. Developing and refining the MOPAN methodology will therefore be challenging. In reality, there will always be compromises, the implications of which, following good practice, should be clearly acknowledged. This is a matter both of managing the risk of challenge to the findings and conclusions and of the need to be methodologically credible.

133.   Good practice is that the methodology should be selected based on what one wants evidence of and draw conclusions about. It therefore depends upon what the future purpose of MOPAN is to be and the resources available. It also somewhat assumes that demand can be predicted over several years. This is an assumption that holds only in part, given the rapid change in context and the fact that the demands of the seventeen members will vary and continue to evolve.

This is a problem far from unique to MOPAN. But MOPAN has been slow to adjust to emerging donor concerns, as the example of results clearly shows. MOPAN should make more of an effort to look ahead.

Conclusion 9: MOPAN assumptions for why the country dialogue process adds value do not match the priorities of those in-country.

134.   Whilst acknowledging that organising the country dialogue meeting may present logistical challenges and its value is limited by the lack of participation by anybody involved in the overall assessment, we would note that in development of the *Common Approach* and thereafter, the key questions assumptions for why the country dialogue might be expected to add value for stakeholders at country level have never been systematically considered. The problem in our view is that there is no compelling evidence of how the country dialogue process would add value to the work of those at country level, over and above systems and relationships already in place.

Conclusion 10: MOPAN has not drawn on the wider experience of organisational change and reform to strengthen approaches to analysis and interpretation of its ratings.

135.   The findings on the KPIs and MIs suggest that assessing whether an aspect of organisational effectiveness, such as whether the country programme is results focused, requires looking at ratings of performance across several KPIs/MIs. This cannot be done based on looking at single KPI ratings. Yet, the presentation of findings and discussion is focused at the level of the individual KPI within the assessment reports. This probably reflects the assumption, whether explicit or not, that MOPAN should not carry out extensive analysis based on its ratings.

136.   The fact that analysis and understanding particular aspects of performance requires looking at performance ratings across several KPIs and MIs is not a surprising finding. It instead reflects one of the major drivers for the rise of 'open systems perspectives' in the broader literature on organisational change and reform. While some of the language and concepts of open systems theory may be unfamiliar to people, its application is not. It underpins the dominant approaches to institutional and organisational development that have been used across the world, in both the public and private sectors, for the past twenty years.

137.   It has two major underlying premises. First, it is called 'open' because it assumes that institutions and organisations cannot be considered in isolation but must be seen in the context of the broader environments in which they operate. Second, it is a 'systems' approach because it assumes that you shouldn't just examine individual aspects of how an organisation operates, when trying to understand how an organisation operates and delivers outcomes, but as much understand how the various sub-systems – such as the human resources and financial and planning sub-systems – interact with each other. An example of the application of open systems thinking in development can be found in research on capacity development from the European Centre for Development Policy Management (ECPDM).[57] The main conclusion therefore is that MOPAN has not drawn on the wider literature, when considering how evidence from its assessments should be analysed and understood.

---

[57] ECDPM (2008) *Capacity, Change and Performance: Insights and implications for development cooperation*. Policy Management Brief No. 21.

6.4   Conclusions on governance, management and efficiency

Conclusion 11: MOPAN's governance is becoming more strategic but challenges remain with its institutionalisation.

138.   When asked whether the senior-most officials in MOPAN countries dealing with multilateral organisations were sufficiently involved in decision making on MOPAN, nine of the 16 Focal Points said no while only three said yes. Reasons for why greater involvement by senior officials was wanted by the Focal Points included its potential to raise the profile of MOPAN within the MOPAN membership and so increase the possibilities of ensuring greater coordination of MOPAN with other relevant work within the member governments. This would thus shift the perception of MOPAN as a separate technical exercise, separate from the main work on relationships between bilateral and multilaterals. Their visible support would also help foster greater engagement by other staff in the work of MOPAN (especially in terms of the survey at country level) was also thought to be potentially helpful.

139.   The growing interest of DAC donors in issues of multilateral aid has resulted in establishment of a Senior Level Donor Group on multilateral aid in 2012. This group has, in its plenary or side sessions discussed and significantly advanced the dialogue on MOPAN's evolution – for example, it has driven the establishment of the secretariat hosted by the OECD's Development Co-operation Directorate and has discussed a number of the issues raised in this evaluation. It has, *de facto*, become the senior strategy setting body of MOPAN, although the MOPAN Steering Committee remains the *de jure* governing body. This arrangement, where strategy for MOPAN is set by those responsible for overall multilateral policy, is a significant improvement on past arrangements between 2009 and 2011 where Focal Points were more or less left alone and felt the insufficient involvement of senior decision makers noted above.[58] It is important that this strategic leadership continues. While there is no need to formalise the role of this group in MOPAN, it is important that it continue its recent good practice. Although the Senior Level Donor Group may or may not continue in its present form, there are several occasions per year where its members or equivalent senior officials gather.

140.   As noted, it is encouraging that most DAC donors, accounting for the overwhelming share of DAC ODA, are already MOPAN members. Achieving the overall objective of increasing the effectiveness of multilateral organisations requires going beyond DAC members to emerging donors and in the case of global funds, major foundations. As DAC and other reports show, these are playing an increasingly important role in the governance as well as financing multilateral organisations. This openness was broadly supported in interviews with senior officials. One issue is the number of MOPAN members, but as one senior official put it, once membership has increased to 17, it is hard to justify the exclusion of significant funders. The problem would likely lie in attracting them and in line with broader DAC experience, this would take time and effort.

Conclusion 12: The principle of equal shares in terms of funding MOPAN is strongly linked to ownership and voice, but the need for voluntary contributions is already recognised

141.   Interviews with senior officials in the MOPAN membership, and MOPAN Focal Points, showed a strong preference for preserving the current arrangement where all members contribute

---

[58] During development of the Common Approach in 2007 and 2008, the Common Approach was discussed during senior level meetings held in Stockholm (January 2008) and Copenhagen (February 2009). There is no evidence that further high-level meetings were held from early 2009 until establishment of the Senior Level Donor Group in 2012.

the same amount financially, regardless of the size of their aid programmes. In the view of the evaluators, the principle of equal contributions is seen as important to maintain as it supports equal voice by the members. Equal voice is in turn important to maintain, because a major reason several members have joined is the opportunity to influence what MOPAN focuses upon and this would probably become more important to members under a MOPAN 3.0. Despite the existing principle of equal contributions and given that implementation of our recommendations would require a substantial increase in the overall budget, experience is that some members are likely to be willing to consider additional voluntary contributions. In fact, in interviews, the majority of senior officials indicated that they would be willing to change. However, it would be important, in the view of the evaluators, that any such contributions be consistent with the agreed work programme of MOPAN and not distort MOPAN priorities or the allocation of scarce staff resources.

Conclusion 13: Decision making in the Steering Committee is seen by nearly all as transparent and consensual, but until recently, slow.

142.   While there is still frustration, 15 out of the 16 Focal Points that responded thought that decision making was a transparent and consensual process, which allows equal potential voice to all members within the Steering Committee. No Focal Point identified reform of the decision making process within the Steering Committee as important for enhancing the effectiveness of MOPAN. Looking forward, the main assumption of the Focal Points, at least, is that the Steering Committee needs to focus on strategy and policy to a greater degree; leaving the administrative burden to the Secretariat. We would question however whether the Steering Committee can avoid its present focus on technical issues, such as methodology, given its importance going forward. After all, improvement in the methodology was seen by the Focal Points as the major area in need of improvement going forward.

Conclusion 14 The development of a knowledge repository function within MOPAN has not been based on a solid analysis of what users need.

143.   The key assumptions with the current proposed approach are (i) that there is a demand for a one stop shop among decision makers and representatives from MOPAN member country governments and Parliaments; and (ii) the repository would leave any weighing or analysis of available information to the users. The main finding is that there has been no systematic work to date to discuss with the main intended users whether these two assumptions are true, and even if true, what would best meet their needs. As such, design is proceeding, but not based on a user defined specification. This would suggest that MOPAN is embarking on an approach on the assumption that it has identified a clear demand.

7.   Recommendations

144.   We make eight recommendations below.   The first four overarching and strategic recommendations are directed to the relevant senior management within the members. The remaining four recommendations, which are more operational in nature, are directed to the MOPAN Steering Committee and Secretariat.

7.1   Strategic recommendations to senior management within the members

Recommendation 1: Establish a strategic objective to change the approach under MOPAN so that in the future evidence used in the members' assessments can be drawn mostly from information reported by the multilateral organisations themselves.

145.   Whilst not all multilaterals have well developed monitoring and evaluation systems, progress can be made with some multilateral organisations to shift more of the burden on to the multilaterals' own systems. MOPAN's future therefore needs to be seen within this context and we present three options on how a MOPAN 3.0 might fit within this context. It is important to note that these options are not mutually exclusive, but instead imply a progressive expansion in the roles and responsibilities of MOPAN.

Option 1: Maintain the current focus of MOPAN on assessing the performance of individual multilateral organisations, but improve its methodology and make it more responsive to the needs of its users.

146.   This option consists essentially of taking account of the findings and conclusions of this report, as well as the specific operational recommendations in Recommendation 3 (below) to improve the methodology, responsiveness to needs of users, and effectiveness. Under this option, the degree to which MOPAN contributed to ensuring that multilaterals met the information demands of the MOPAN members would very much depend upon the degree to which MOPAN could increase the share and quality of donor needs for evidence that it provides and whether that evidence – and associated findings and recommendations – are used effectively in the dialogue between members and the individual multilaterals. As such, the main strategic challenge under Option 1 would be to shift MOPAN away from its present supply-led approach to one that is more demand-led, with greater engagement by users of the information within the membership in specification of what is required.

147.   This option has merits, as it would provide more of the evidence required by the members. We also suspect that while there may be scope to cut the costs of present activities under MOPAN, any savings are unlikely to be sufficient to fund a MOPAN 3.0 that implemented the recommendations below. While some of the recommendations are likely to have modest financial implications, others that could be implemented under this option, such as establishment of a knowledge repository or integrating the evaluation synthesis approach developed by EvalNet into the results component of MOPAN, will have significant implications in terms of the capacity and financial resourcing required. This is before considering the capacity and resourcing needed to respond to the wish of a number of members to expand the number of multilateral organisations assessed.

148.   Experience from the past four years would however suggest that this option alone has a significant potential downside. The experience of the *Common Approach* has been that focusing on the significant immediate challenges in getting the assessments delivered each year has meant that those involved lost sight of the longer term outcomes being sought. It has contributed to MOPAN

becoming a supply driven approach in which the process and delivery of the assessment reports, rather than whether it was delivering the right evidence in a format accessible to users, was, until recently, the major focus of attention within the MOPAN Steering Committee. This is shown by the fact that MOPAN has never formally tracked the evolving information needs of the members and adjusted the indicators in its frameworks to reflect these possible changes. More importantly, it would not address the underlying systemic reasons that donors need to collect the evidence that MOPAN provides – that the credibility of evidence provided by the multilateral organisations themselves in not adequate and that MOPAN members have given too little attention to how that credibility can be increased.

Option 2: Embed MOPAN within a wider initiative aimed at supporting a rapid move to a system under which MOPAN members can increasingly rely on credible and validated evidence drawn from information reported by the multilateral organisations.

149.   Option 2 would be to change the understanding of MOPAN's strategic purpose and embed it in a wider initiative by the MOPAN membership aimed at supporting a rapid move towards a system under which MOPAN members can increasingly rely on credible and validated evidence drawn from information reported by the multilateral organisations. Such a purpose was already identified during development of the *Common Approach* in 2007, but never implemented. It would have three major advantages. First, it would situate MOPAN more strategically within members overall engagement with the multilaterals. Second, if successfully delivered, it would also lead to the significant cut in transaction costs sought by the multilateral organisations. Third, given the high-costs associated with evaluation of either organisational effectiveness or development results, it would be affordable. In addition, the location of the Secretariat within the OECD gives the opportunity to draw on the considerable experience of the DAC (and OECD) in such work, while assuring that the MOPAN members set policy.

150.   Any shift towards greater reliance on evidence from the multilaterals requires assurance that the evidence is credible. As Focal Points have pointed out, there is still an underlying conflict of interest as multilaterals use results reporting for fundraising as well as to show areas of strength and weakness. This would suggest the necessity for independent and effective evaluation functions in the multilateral organisations that validate the results reported by the managements. In addition, transparency of reporting would be needed. As shown in Table 1, the basic elements of such a system are in place, although only for evaluations, for many of the nine multilateral organisations currently receiving 80 per cent of all funding. Working on strengthening these systems and those other multilaterals fits well with the interests of the MOPAN members (as part of EvalNet) and the United Nations Evaluation Group (UNEG) and the Evaluation Cooperation Group (ECG) of the multilateral banks. In any event, some version of Option1 would probably have to be continued well into the future to provide credible evidence on those multilaterals that are unable to do so themselves.

151.   Under Option 2, Option 1 would need to continue, but be understood as a partial and, from a long-run perspective, interim solution. At a minimum, Option 2 would require MOPAN to monitor its outputs and question how best to foster the longer term change desired. There would also be value in MOPAN working to ensure that there are better links between its analytical frameworks and those used in corporate level assessments of multilaterals (which could be done through the Governing Body Evaluation Committees) and the increasing number of indicators (developed at the behest of the member states) found in the institutional results frameworks of many multilaterals. Such work would increase the potential for triangulating evidence from various sources on the same issues.

152.   Beyond this, the decision would depend upon the degree to which members thought that MOPAN had a comparative advantage in working to build the consensus on the information needs of the MOPAN members and then aiming to support its internalisation within the corporate reporting and evaluation work plans of the multilaterals. MOPAN's role would have to be carefully defined to complement rather than compete with existing efforts to improve the quality of evidence provided by multilaterals, particularly evidence from evaluations and progress monitoring. On evaluation, these include the work of EvalNet in peer reviews of the evaluation functions of members of the United Nations Evaluation Group. They also include the work of the United Nations Evaluation Group itself, as well as that of the Evaluation Cooperation Group of the multilateral development banks. The role of MOPAN should also take account of relevant work on results in connection with the Global Partnership on Development Effectiveness.

153.   The financial costs of moving to Option 2 are unlikely to be massive in the short-term, with most costs still associated with activities under Options 1 above. On the other hand, it would have implications for the skills and capacities needed within MOPAN and particularly the MOPAN Secretariat. Option 2 requires skills in both facilitation and building consensus amongst a wide range of stakeholders, rather than skills in delivering a regular set of assessment reports of acceptable standard. The secretariat would have an important role going forward as the 'agent' of MOPAN members under this scenario, although ensuring that it was adequately resourced would become an issue for consideration.

Option 3: In the medium term, expand MOPAN's role into the validation of evidence presented by the multilateral organisations.

154.   MOPAN members should consider whether, complementary to Option 2, there is a need for further validation of evidence presented by multilaterals or work on how evidence is triangulated and presented from various sources. Option 3 would be, in the medium term, for MOPAN to assume such a role. This would potentially fit well with the concept of MOPAN acting as a knowledge repository and would imply MOPAN using quality assurance experts allied with some selective evidence collection to validate key findings and conclusions.

155.   We recommend that at this point Options 1 and 2 are most appropriate.

Recommendation 2: The remit of MOPAN 3.0 should explicitly acknowledge MOPAN's proposed contribution to meeting members' demands in the areas of comparison of performance and cost-effectiveness, as well as the present development results and organisational effectiveness.

156.   Responding to the demands identified by most senior officials interviewed by the evaluators, we strongly recommend formally expanding the remit of MOPAN. This would mean, in addition to its role in assessing organisational effectiveness and development results, acknowledging the reality that it is already used in comparison by the members. In terms of the MOPAN role in comparison, this should be in providing evidence to facilitate comparison of aspects of multilateral performance through benchmarking and, through dialogue, support improvement in performance of individual multilateral organisations. An expanded remit would also mean extending the remit to cover cost-effectiveness, despite the ambivalence of some members over MOPAN moving into this area. Our rationale is that the key issues are well-known, and are transparently laid out in, for example in the Australian Multilateral Assessment. The choice is whether each donor deals with these issues separately – some explicitly, some implicitly – in providing analysis that then feeds into national decision making processes or whether they join forces in addressing them, particularly in using

existing MOPAN tools to do so. To us, the logic would imply that there is greater value in doing so together.

157.   Such a move would potentially send a strong signal to both the multilaterals and staff within the MOPAN members of a change in the role of MOPAN. Finally, while creation of a permanent secretariat should help address challenges with institutional memory, it will be a clear indicator to the Focal Points on the MOPAN Steering Committee of MOPAN's new role. As such it should help facilitate a move away from the present focus mainly on organisational effectiveness to addressing demands in the areas of development results, comparison of performance, and cost-effectiveness, as well as organisational effectiveness.

158.   In terms of the future organisation and management of MOPAN, and the level of funding, we do not believe that expanding the remit to cover all demands identified above would necessarily have significant cost and management implications. This is mostly because the main implication would be the move into working on cost-effectiveness and we do not anticipate that the costs associated with this to be major, at least initially.

Recommendation 3: Continued high level input into decision making within MOPAN is essential.

159.   The increasing interest and involvement of the senior level group in determining MOPAN's strategy has been an important factor in the current reflection on how MOPAN should evolve. MOPAN's future evolution cannot be mapped out in detail at this point, but there will be need for continued strategic input. This will especially be around the areas of the use of evidence and strategic prioritisation between meeting the four demands identified. Continued engagement will help maintain the focus within the Steering Committee on the strategic objectives that MOPAN will need to contribute towards, while also giving MOPAN a higher profile within the MOPAN membership's staff. This would be complemented by current efforts to ensure that the profile of the MOPAN Steering Committee members is appropriate for the increasingly strategic focus of the exercise.

160.   We recommend that this strategic engagement continues. We do not make a specific recommendation on how this should be done. That is a political decision for the MOPAN members in the senior level group and the MOPAN Steering Committee.

Recommendation 4: The MOPAN and EvalNet approaches to assessing multilateral organisations' development results should be merged into one assessment and led by MOPAN as soon as possible. The decision on whether MOPAN should synthesise evaluation evidence of results should be based on whether there is sufficient demand for this within the membership.

161.   The recent move to incorporate analysis of multilaterals' systems for reporting development results, supplemented with some evidence of the results, is welcomed by members. It is likely to become of greater importance, in part because members are being held more accountable domestically for showing results.

162.   MOPAN and EvalNet both *de facto* assess the credibility of multilaterals' results reporting systems and policies although with differing emphasis. From the perspective of harmonisation and allocation of resources, having two separate processes that assess the same thing, from virtually the same group of member-countries, is senseless. As such, these assessments should be merged. Our recommendation, which is pragmatic, is that MOPAN should take the lead. This is based on its

greater coverage of multilaterals and institutional sustainability, rather than because we believe that the MOPAN approach in this area is necessarily better.

163.   More difficult to judge is whether MOPAN should also adopt the evaluation synthesis approach developed under EvalNet, either in addition to, or replacing, its present perception based approach. This decision would depend upon whether: (i) the synthesis approach provides evidence that would be useful to the membership, given that it would likely lead to a significant uplift in the cost per organisation assessed; and (ii) such syntheses are believed to provide credible evidence. We therefore suggest that the use of syntheses completed to date be assessed as a first step before bringing a proposal to the MOPAN Steering Committee. In the event that the evaluation syntheses continues, it would be important to retain a technical input from EvalNet members, as well as exploring their willingness to finance voluntary contributions from their evaluation budgets.

7.2   Operational recommendations on implementation of Options 1 and 2 to the MOPAN Steering Committee

Recommendation 5: The MOPAN Steering Group needs to improve how it accesses and uses strong methodological capacity in the further development, and continued refinement, of the MOPAN 3.0 approach.

164.   Ensuring that the methodology remains credible, within the time available and budget, will become of increasing importance as MOPAN's role both expands and evolves. This is particularly so for areas such as cost-effectiveness and benchmarking for comparison purposes, where tried and tested methodologies for what MOPAN will need to deliver, do not exist.

165.   Yet, present experience shows that MOPAN finds it challenging to draw upon, and then implement, methodological good practice. The same issue arises in terms of MOPAN's failure to date to draw on the wider literature on organisational change and reform and its implications for how one might both analyse evidence from the assessments and then interpret it. In terms of bolstering the methodological capacity itself, there would appear to be two main options. First, trying to draw more on methodological expertise from within the member governments. Second, contracting in the required expertise. Our recommendation is that the second option be taken, on the pragmatic grounds that contracting assures greater availability. In contrast, we have reservations about the feasibility of accessing the required expertise from within the member governments.

166.   This in itself will not solve the methodological challenge. This will also require change in the approach of the MOPAN Technical Working Group, with a greater focus on the identification and management of methodological issues and challenges, and possibly less engagement in development of the actual methodology and the KPIs and MIs. In turn, the same would apply to the work of the MOPAN Steering Committee.

167.   Good methodology should be the result of being clear on what one wants information on, and then what is feasible within the time and budget available. While we do not wish to pre-judge decisions by the members on MOPAN 3.0, in changing the methodology, we recommend the following considerations are taken into account.

    i.   **Drop the country dialogue process:** We would suggest that the country dialogue process should be dropped from any development of the revised methodology, while the need to collect perception evidence using surveys on performance at country level continues. We have seen little evidence that those at country level think it adds enough value, while the transaction costs associated with trying to implement it are considerable.

ii. **Apply triangulation to strengthen one set of ratings:** Reassess the approach to triangulation and move to an approach based on one set of ratings that draw on multiple sources of evidence rather than the two sets of ratings based respectively on survey and documentary review evidence sources.

iii. **Be transparent on the basis for rating:** If judging and rating performance, especially if using multiple sources of evidence, the criteria used in judging performance and the setting the clear thresholds between different ratings become crucial. Lessons on how to do this in a methodical and transparent way are available in the qualitative research literature and should be drawn on.

iv. **Generalisation should be a major criterion in selection of which, and how many, countries are included in country level surveys:** When using surveys to draw evidence from the country level for generalisation, the approach to selection of countries and also consider how many countries need to be included are key. The present criteria do not reflect the requirements for generalisation and therefore should be reconsidered. Notwithstanding the present practice of weighting responses by case, increasing the number of countries sampled would reduce variance and the chance of major bias from positive as well as negative outliers. The example of GAVI shows that increasing the number of countries is not without challenges and would probably require senior officials to set incentives to foster participation, via heads of donor missions, of governments and staff from the MOPAN membership.

v. **If doing country level surveys, invest more:** Challenges in identifying knowledgeable respondents for country level surveys gives rise to high levels of 'don't know' responses and small sample sizes. This introduces the challenge of bias into the survey data and is a weakness recognised by MOPAN but not well managed. Consider whether greater investment at the country level, and more tailoring of questions to areas in which country level respondents are knowledgeable, may help resolve this problem.

vi. **Explicitly acknowledge and manage methodological trade-offs:** For example, MOPAN currently states that it strives for consistency across its survey questions and document review for each of the multilateral organisations, while allowing for customisation to account for differences between types of multilateral organisations. This trade-off has been poorly managed, with neither objective being achieved.

vii. **Deal with methodological limitations transparently:** Not only identifying methodological limitations but ensuring that their consequences are properly reflected in the analytical approach taken and presentation of the results is important.

viii. **Undertake deeper analysis and make recommendations:** Using the analogy of evaluations, MOPAN assessments have to date focused on presenting the findings, but have not then presented conclusions and recommendations. This seems to reflect the original approach of producing evidence that would feed into assessment processes within the individual member and, possibly, avoiding the need to make sensitive judgments. This approach has some merits, including simplicity. But there are significant shortcomings in not being able to understand how a multilateral organisation performs in different settings and how to spot areas of weakness and build on the best of each multilateral organisation's performance. Interviews with senior officials of MOPAN members indicate a strong demand for deeper analysis to understand more about effectiveness (organisation or development) in the individual multilaterals. Deeper analysis should also lead to recommendations to support organisational reform and improved development effectiveness. These recommendations would be to MOPAN members for their consideration and, as appropriate, for their dialogue with multilateral organisations. Moving to a system based on recommendations would also have the advantage that it would enable MOPAN to track implementation on a more frequent basis, so meeting the demand for more frequent assessment in a cost-effective

way that does not impose significant additional transaction costs to the multilaterals concerned.

ix. **Benchmarking will require a different process:** Benchmarking will require identifying the subset of KPIs that should be common across the organisational assessment tools, which would have the added value of also identifying those that can be changed between organisations to more closely reflect the business model of the individual organisation. In practical terms, while the additional financial costs to MOPAN should be relatively modest, there will be important practical issues that need to be considered. We would recommend that consideration be given to going further than increasing comparability of MOPAN's own perceptions and documents ratings on the subset of KPIs. In addition, the benchmarking analysis could be carried out as a separate exercise that would also draw on evidence from several organisational assessments and then presented in a separate report. It will also be important to discuss in some detail with users of this analysis how they would envisage using it and therefore how best the analysis should be presented to facilitate use.

x. **Pilot cost-effectiveness:** In terms of cost-effectiveness, we would suggest that the initial step should be for MOPAN design and pilot an approach to assessing cost-effectiveness, using, in particular, well designed and targeted perception surveys covering a range of roughly comparable organisations – whether by sector or by mandate (for example, primarily normative multilateral organisations).

168.   In terms of ensuring that the methodology is cost-effective, it is too soon to make concrete recommendations, as the implication of the recommendations is that the methodology will change. Going forward, we would however note that what is affordable should be a major factor in development of the methodology. Once the future methodology is established, attention should then switch to whether it is being implemented efficiently.

Recommendation 6: The reform process recommended is ambitious, and it will be important to ensure the Secretariat is adequately resourced to fulfil its function in light of any decisions taken on MOPAN reform/new directions.

169.   Good practice on governance suggests the importance of resourcing secretariats at a level commensurate with what it is asked to produce. Overwhelming a new secretariat has, in the case of global programmes, led to poor results and loss in credibility.[59] The current capacity of the Secretariat is based upon an estimation of what would be needed to meet needs in 2011. Depending on strategic decisions taken by MOPAN members, responding in part to this evaluation that it has commissioned, it will be important to ensure the Secretariat is adequately resourced to fulfil its function in light of any decisions taken on MOPAN reform/new directions.

Recommendation 7:   Reduce the complexity of the organisational effectiveness balanced scorecard. Improve the accessibility, and hence usefulness, of the assessment reports.

170.   Organisational effectiveness is and should remain an important part of what MOPAN does. It brings valuable insights into the strategy, operations, partnership and knowledge management of multilateral organisations – all aspects that underpin their effectiveness.

171.   The current organisational effectiveness balanced scorecards include a large number of KPIs and MIs. The initial compilation of KPIs and MIs was derived from assessment of the demands from

---

[59] **Error! Hyperlink reference not valid.**See Bezanson, K.A. and Isenman, P. (2012) 'Governance of New Global Partnerships: Challenges, Weaknesses and Lessons', *CGD Policy Paper 014*, Canada: Center for Global Development http://www.cgdev.org/publication/governance-new-global-partnerships-challenges-weaknesses-and-lessons

the assessment tools of some members. Subsequent development of the KPIs and MIs, and the reduction in their number, has been driven by the internal dynamic within MOPAN. There is no methodological reason for why the decrease should not continue. Going back and reassessing what evidence members really need would seem opportune. Looking at empirical evidence of what has been important, in terms of both organisational effectiveness and delivery of results would also reflect good research practice.

172.　　Opportunities to reduce the financial costs of reassessments would also be available if future assessments came to clear conclusions on the priority areas that need improvement. Under such a scenario, subsequent assessments could be focused on assessing progress in some areas, while fewer resources would need to be devoted to others.

173.　　There is also strong evidence that use of the assessments is constrained by accessibility issues. This is an issue identified by several MOPAN Focal Points and also in the comments from staff responding to the survey of members. Looking at how accessibility could be improved would logically happen as part of any process aimed at moving MOPAN to a demand-led approach.

Recommendation 8: What precisely the demand for a knowledge repository is needs to be verified with the main potential users before full implementation.

174.　　The creation of a knowledge repository – in effect a coherent data base – has been recently discussed in meetings of the Senior Level Donor Group and the MOPAN Steering Committee. We have not identified evidence in this evaluation that makes a convincing case for what the added value of a repository might be across the whole MOPAN membership, or more widely, particularly without selective assessment of credibility of relevant key and timely reports. This can build on the experience of the DAC Secretariat on aid data and on analysis of multilateral policy as well as on the broader experience of the OECD in linking analysis to user-friendly presentation. It is an example of the benefits that can be gained from the new arrangement of having the MOPAN Secretariat located in the OECD's Development Co-operation Directorate.

Annex 1: Evaluation ToRs

1. Background

The Multilateral Organisation Performance Assessment Network (MOPAN) is a network of 17 donor countries[60] with a common interest in assessing the organisational effectiveness of the multilateral organisations they fund.[61]

MOPAN members carry out joint assessments, share information and draw on each other's experience in monitoring and evaluation. Members are committed to a joint approach to assessment and focus on whether multilateral organisations have in place four strategic dimensions of organisational effectiveness—strategic, operational, relationship and knowledge management. This assessment is called the MOPAN *Common Approach*.

The *Common Approach* intends to:

- Generate relevant, credible and robust information MOPAN members can use to meet their domestic accountability requirements and fulfil their responsibilities and obligations as bilateral donors.
- Provide an evidence base for MOPAN members, multilateral organisations and their partners to discuss organisational effectiveness and, in doing so, build better understanding and improve organisational effectiveness, and learning over time.
- Support dialogue between MOPAN members, multilateral organisations and their partners, with a specific focus on improving organisational effectiveness over time, both at country and headquarters level.

The *Common Approach* methodology was developed to address the need for a common comprehensive system to assess multilateral organisations. Adopted in 2009, the *Common Approach* is derived from, and meant to replace, seven existing bilateral assessment tools and complements and draws on other assessment processes – such as the bi-annual Survey on Monitoring the Paris Declaration on Aid Effectiveness and the annual reports of the Common Performance Assessment System (COMPAS) published by the multilateral development banks. It was also meant to forestall the development of other bilateral assessment approaches. This last objective, however, is currently under discussion again as some argue that MOPAN allows for more focused bilateral assessments but is not capable of replacing bilateral assessments. The evaluation needs to provide clarity on which role MOPAN can play in the present landscape of assessment systems of multilateral organisations and how synergies can be reached in an efficient way.

MOPAN aims to respond to the information needs of donors by producing information that would not otherwise be available about how an organisation is doing. The *Common Approach* does not compare multilateral organisations to one another as the nature and scope of their mandates and structures vary too much. MOPAN assessments are periodically repeated, which should allow to

---

[60] MOPAN members in 2012: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, the Netherlands, Norway, Republic of Korea, Spain, Sweden, Switzerland, the United Kingdom and the United States of America.
[61] There are a total of approximately 32 relevant multilateral organisations of which the 20 to 25 multilateral organisations of highest importance to the MOPAN members as far as possible are surveyed regularly on a 3 to 5 year cycle. For an overview of organisational assessments since 2003, see the paper *Multilateral Organisations assessed by the Multilateral Organisation Performance Assessment Network (MOPAN) since 2003* prepared by the Secretariat.

determine whether a multilateral organisation's performance has changed over time in the areas examined by the *Common Approach*. So far this has not been done systematically yet.

The *Common Approach* was initially designed to assess the organisational effectiveness of multilateral organisations, which MOPAN defines as the extent to which a multilateral organisation is well organised to contribute to development results in the countries where it operates. Given this focus, MOPAN assessments emphasised the organisational practices, systems, and behaviours of which MOPAN believes they are important for multilateral organisations in managing for development results.[62]

The *Common Approach* was originally based on a perception survey that was sent to a pre-defined respondent list. During the past few years considerable effort has gone into further development of the approach. In order to make the data collection and the analysis more robust, a document study was added to the perception survey. The methodology has evolved in response to what is learned over time, and to accommodate multilateral organisations with different mandates. In 2011 MOPAN began exploring options for expanding its assessment framework to include a review of the development results achieved by multilateral organisations. In 2012 MOPAN has piloted an expanded assessment framework to assess not only the organisational effectiveness of multilateral organisations but also the development results they achieved. This results component focuses on the degree to which evidence of progress is made towards the organisation's stated institutional/organisation-wide outcomes, contributions to country-level goals and priorities and contributions to relevant MDGs. The results component also focuses on the relevance of the organisation's work. It is piloted with AfDB, UNDP, UNICEF and the World Bank, all previously assessed in 2009.

The evaluation needs to take into consideration that MOPAN is a network of 17 donor countries and that the assessments are carried out on a regular basis but do not consist of full-fledged evaluations – there are no field missions and the assessments do not allow for in-depth analyses of causality and correlation.

Until 2012 the MOPAN Secretariat rotated between MOPAN members but a permanent secretariat will be hosted by the OECD beginning 2013. This transition provides opportunities to consider the future role and scope of MOPAN.

2. **Purpose of the Evaluation**

Since the creation of MOPAN there has not been an evaluation of its activities. The methodology, however, has changed considerably over time and is undergoing new changes with the introduction in 2012 of the results component. This is an important turning point for MOPAN, and the members therefore consider it useful to take stock of MOPAN's current activities in order to assess to what extent it is fulfilling its mandate.

The evaluation will be used as a basis for discussion amongst the members of MOPAN on the future orientations of the network. The evaluation therefore needs to provide recommendations on the future scope and methodology of MOPAN in order to improve its relevance, effectiveness and efficiency.

---

[62] In an initial mapping exercise of existing bilateral donor assessment tools, MOPAN identified 250 indicators in 2007. In 2008 MOPAN reduced these to 35 key performance indicators (KPI) and 120 micro-indicators (MI). In the period from 2009 to 2011 MOPAN assessments included between 18 and 21 key performance indicators, depending on the nature of the organisation and its mandate.

The evaluation will also be useful for the multilateral organisations reviewed by MOPAN as they are the main partners for dialogue. Secondary users of the evaluation are mainly other donor countries who consider joining MOPAN and developing countries which are the partners of the respective multilateral organisations.

3. Scope and Delimitations

The evaluation will cover the period 2009 - 2012, which includes the test phase of the results component[63]. 2009 is the year in which the *Common Approach* was introduced as the methodology for the current assessments. Even though the evaluation focuses on the period 2009 - 2012, it is important that the evaluators understand what the methodology consisted of prior to 2009, why it was decided to create the *Common Approach* and on what it is based.

20 Organisational Effectiveness Assessments were produced during the period under review covering 16 multilateral organisations, some of which were assessed twice.

4. Objectives of the Evaluation

The evaluation serves the dual purposes of accountability and learning. In order to provide an insight in to whether MOPAN fulfils its mandate, the evaluation should provide answers to the following overarching questions:

1. Are the MOPAN reports being used by donors and multilateral organisations to improve the performance of the organisations that were assessed?
2. Do the MOPAN reports meet the needs of the members in terms of their domestic accountability requirements?
3. How can MOPAN contribute to maximising harmonisation of donor approaches in assessment systems of multilateral organisations?
4. Is the methodology appropriate for the type of information that MOPAN members need? If not, how should it be modified?

The evaluation criteria and questions to be used are the following:

Relevance

Relevance relates to the contribution of MOPAN to the overall information needs of its members and stakeholders. The evaluation shall assess whether MOPAN responds to the information needs of MOPAN members by producing relevant information about how an organisation is performing in areas that the members consider important. The appropriateness of the chosen methodology is also of great importance.

Specific evaluation questions:

- Do the MOPAN Organisational Effectiveness Assessments produce the kind of information that is required by the members?
- Is the current mix of components of organisational effectiveness (strategic management, operational management, relationship management and knowledge management) still

---

[63]The exact planning of the evaluation activities needs to take into account that the results and, more importantly, effects of the pilot may not become clear until the beginning of 2013.

relevant for the members of MOPAN? Are some components (or parts of these components) considered to be more relevant than others?

- Does the results component provide relevant information? Is this information considered to be more or less relevant than the information about the organisational effectiveness?
- Are all the Key Performance Indicators and Micro-Indicators in the methodology appropriate to measure the four components of organisational effectiveness and the results component? If not, how should they be changed?
- Is the "Best Fit-approach"[64] a good way of addressing the diversity in multilateral organisations being assessed?
- Are there gaps in what MOPAN produces? What kind of information is needed by MOPAN's members, but not delivered by MOPAN?
- Are MOPAN assessments relevant for different target 'constituencies' both within the MOPAN membership as well as the multilateral organisations (senior management, multilateral units, country desks, strategic planning units, country offices, etc.)?
- Does the methodology allow to measure progress over time in the case of repeat assessments?
- Are the MOPAN reports considered relevant by other stakeholders than the members (non-member donor countries, multilateral organisations, developing countries where the assessments take place)?
- Has MOPAN assessed the right range of multilateral organisations?

    o Is any important multilateral organisation missing in MOPAN's past assessments?
    o Should MOPAN focus on more or less multilateral organisations?

Effectiveness

The evaluation shall address how effective MOPAN has been in responding to the information needs of MOPAN members and reducing the need for other (bilateral) assessments by the members or other donors. The evaluation also needs to address the question to what extent MOPAN has actually contributed to improving the organisational effectiveness of the multilateral organisations. The theory of change that will be made during the inception phase will be used as the reference to evaluate the effectiveness of MOPAN.

Specific evaluation questions:

- Does MOPAN succeed in generating information that the members can use to meet their domestic accountability requirements? How do members use this information?
- What is the quality of the MOPAN reports?
    o is the information credible?
    o are the conclusions evidence-based?
    o are the reports written in a clear and understandable language?
    o are the reports specific enough?
- Were the consultants who were hired to do the assessments able to work in an independent and credible manner?
- Are the MOPAN reports used by the members to engage in a dialogue with the multilateral organisations about their organisational effectiveness?
    o Is there a difference in the utilisation of MOPAN reports at developing country level and at the level of the headquarters of MOPAN members and multilateral organisations?

---

[64] See methodological papers for further information on the best fit-approach.

- Do the MOPAN reports influence decision-making of the MOPAN members with respect to the multilateral organisations, e.g. strategy notes for multilateral departments or funding decisions?
- Do the reviewed multilateral organisations use the MOPAN reports, and for which purposes?
    - How do they respond to the findings in the reports?
    - Are the reports a source of learning?
    - Do multilateral organisations wish to adapt the *Common Approach* with a view to improving the effectiveness and utility of the reports?
- Is the timing of the MOPAN assessment cycle conducive to the actual use of the reports?
    - Is the choice of multilateral organisations to be reviewed well-timed?
    - Are the MOPAN reports timely issued in order to feed into strategic discussions between donors and multilateral organisations?
- To what extent has MOPAN led to a reduction of bilateral assessment systems?
    - What are the reasons that certain MOPAN members still conduct their own assessments?
    - What kind of information is lacking in the MOPAN reports according to members who conduct their own assessments?

Efficiency

The evaluation shall address the questions of MOPAN's overall perceived efficiency.

Specific evaluation questions:
- Are the direct costs of producing the MOPAN reports perceived as reasonable by MOPAN members?
- Are the indirect costs perceived as reasonable by the members and the multilateral organisations (e.g. in terms of person days spent on participating in the assessment cycle)?
- Do members find that MOPAN reports give good value for money?
- Are MOPAN members satisfied with the number of multilateral organisations being assessed per year?
- What is the minimum number of developing countries where the survey should be conducted in order to obtain credible information?
- Can the MOPAN methodology be simplified without losing any of its value?
- How can the results component be permanently integrated in the methodology without the survey and document study becoming too complex and unmanageable?
- Is the current cost/effectiveness of MOPAN acceptable for its members?
- How do the members judge the added value of MOPAN in comparison with bilateral assessments, monitoring and evaluation of multilateral organisations, audits, peer reviews of evaluation functions of multilateral organisations, the Development Effectiveness Reviews under guidance of OECD-DAC, and other sources of information?
- What are the options for MOPAN to link with other efforts to assess multilateral performance thereby avoiding overlap?
- Is the governance structure of MOPAN efficient?
- Are members satisfied with the decision making process in MOPAN?
    - Is it too slow? or too fast?
    - Is it transparent?

- Is the preparation of MOPAN meetings by the secretariat adequate for decision making during the meetings?

- Are there lessons to be learnt of the management of MOPAN to date for the new secretariat at the OECD? What should the new secretariat do that was not done by the rotating secretariat before?

5. Recommendations

The evaluation will provide evidence-based and actionable recommendations for the future orientation of MOPAN. The final report will contain a proposal for a theory of change for MOPAN based on the findings and conclusions from the evaluation. Recommendations are to cover the strategic and operational level and be directed to parties who are to provide follow-up (i.e. MOPAN members, MOPAN Secretariat, multilateral organisations). Different options can be worked out in order to provide as many elements as possible for the discussion on the future of MOPAN.

Recommendations should be as specific as possible, give concrete answers to the evaluation questions per criterion and should be clear about who should act upon them. General recommendations suggesting improvements in certain areas will not be accepted. The evaluators are expected to go as far as possible in working out the improvements they suggest.

6. Methodology and Approach

The methodology is based on a non-experimental design using mixed methods. The main elements of the methodology and approach are described below. Consultants submitting a proposal are required to provide a detailed methodological design.

Despite the fact that the subject of the evaluation does not allow for experimental methods, the evaluators are to make sure that the methodology they will use is as rigorous as possible. They will need to demonstrate how they will address the challenge of linking significant organisational improvements in multilateral organisations (or the lack thereof) to the role MOPAN plays in this (attribution gap).

a. Inception phase

The evaluation team needs to gather and initially review the most relevant documentation (see list in annex). They will also gather the details of the contact persons from the relevant stakeholders. During this phase the evaluation team will refine the approach and methodology as outlined in their proposal. An important element in the inception phase will be the drafting of a theory of change for MOPAN.

Currently there is no theory of change that details which changes the network expects to see as a result of the MOPAN assessments. In order to be better able to assess the effectiveness of MOPAN, the evaluators are asked to make an initial theory of change on the basis of the first data collected. The Monitoring and Evaluation Framework that was made in 2012 by the Technical Working Group contains a results chain that was validated by the MOPAN members. This results chain will be the basis for the drafting of an initial theory of change. On the basis of the discussions with the evaluation steering committee and the subsequent document review, the theory of change will be finalised after the document review phase.

During the inception phase an evaluation framework will be developed which will provide an overview of which questions will be addressed by which method.

Deliverable: The draft inception report, including the initial theory of change and the evaluation framework, will be submitted to the Evaluation Steering Committee and will serve as a basis for discussion with the evaluation steering committee. Any changes decided during the discussion will be documented in the meeting's minutes.

b. Document study

During the document study phase, the evaluation team will thoroughly review relevant MOPAN documentation as well as a selection of other types of assessments of multilateral organisations. The following (non-exhaustive) list of documents is to be used for the document study (see also reference list in annex):

- o All MOPAN Organisational Effectiveness Assessment reports produced in the period 2009 – 2012;
- o All management responses of the multilateral organisations to these reports;
- o Country data summaries;
- o Country dialogue summaries;
- o A selection of 3 MOPAN Organisational Effectiveness Assessment reports prior to 2009;
- o MOPAN methodology papers;
- o All official documentation relating to the governance structure of MOPAN;
- o Studies and papers about assessing multilateral organisations (see reference list in annex for suggestions);
- o Bilateral assessments of multilateral organisations (see reference list in annex for suggestions).

Deliverable: This phase will be finalised by the production of a report that contains the findings from the document review and a reviewed theory of change based on these findings. The theory of change will be used throughout the following phases of the evaluation to assess MOPAN's effectiveness.

The report will also contain a detailed plan for the subsequent phase of the evaluation (i.e. the survey including the proposed survey questions and methodology, a proposal for interviews with key informants, and a proposal for the case studies).

The document study report will be submitted to the Evaluation Steering Committee and will serve as a basis for discussion with the Evaluation Steering Committee. Any changes decided during this discussion will be documented in the meeting's minutes.

c. Survey

On the basis of the results of the document study the evaluation team will design a survey with questions focused on obtaining a better understanding of the views on the utility of MOPAN reports at the level of the MOPAN members (headquarters and country levels) and multilateral organisations (headquarters and country levels), and the actual use made of the reports. The results of the survey will help to formulate more detailed questions and issues to be discussed with key-informants. Together with the findings from the document study, the survey results will form the basis for conducting the case studies.

Deliverable: the results of the survey (annotated tables with scores) will be shared for information with the Evaluation Steering Committee and will be annexed to the final report in a way that it is not possible to trace answers to specific persons or organisations.

d. Interviews

Interviews (in person or by telephone) will be held with key informants such as staff at headquarters and country levels in MOPAN members and multilateral organisations that have been assessed, members of the governance structures (Boards) of the multilateral organisations, and members of the consultant teams who conducted the various assessments. The purpose of the interviews is to clarify certain findings from the document study and the survey. Certain key informants can be approached more than once in the event new questions or issues arise during the process.

e. Case Studies

4 case studies will be done taking into account the results of the document study and the survey. The focus will go to interesting findings from previous phases in order to gain a better understanding. The case studies also offer the opportunity to 'zoom in' on the specificities of certain multilateral organisations and on recent innovations in MOPAN. The number of case studies reflects the diversity in the types of multilateral organisations that are being assessed by MOPAN. A first distinction is to be made between development organisations and humanitarian organisations. A second distinction is to be made between International Financial Institutions (IFI's) and non-IFIs. Thirdly there is a presence of vertical funds in the selection since 2012, which poses new methodological challenges, as GAVI (the first vertical fund assessed in 2012) does not have its own implementation structures in the field. Finally, at least one of the organisations in the case studies needs to have been assessed twice since 2009, in order to study the issue whether it is possible to measure progress through the MOPAN assessments.

A shortlist of multilateral organisations which are considered relevant for the selection of case studies should be proposed by the evaluators in the document study report. The Steering Committee will decide on the final selection. Visits to the headquarters of the selected multilateral organisations can be envisaged. Tenderers will have to explain in their methodology and approach how they will organise the case studies.

Deliverables: A concise report of maximum 12 pages per case study will be produced. Each report will be submitted to the Evaluation Steering Committee for review and comments. The Steering Committee will discuss the reports with the Evaluation Team. The final versions of the case study reports will be annexed to the final evaluation report.

f. Final report

<u>Deliverable</u>: The evaluation team will produce a final report of maximum 75 pages (annexes not included) that includes the findings of the evaluation in a clear and substantiated manner. The final report should clearly describe the limitations and challenges of the evaluation. All data and information sources need to be triangulated so as to assure that the information is credible. The team's conclusions need to be strictly based on a thorough analysis of the evaluation's findings (evidence-based) and the recommendations are to be linked to the conclusions. It is encouraged to give several options in the recommendations in order to provide a good basis for discussion about the future of MOPAN.

The draft final report will be submitted to the Evaluation Steering Committee who will review the report as to its adherence to the Terms of Reference and its credibility, quality and clarity. The report will be discussed during a meeting of the Evaluation Steering Committee and the evaluation team.

After the Evaluation Team has discussed the draft final report with the Evaluation Steering Committee it will make changes to the report if necessary. The reworked draft will then be presented by the team leader with maximum 1 team member to the MOPAN Steering Committee in order to identify any factual mistakes or clarify certain conclusions and/or recommendations.
The terminology in the report should adhere to the OECD-DAC glossary of key terms in evaluation and results based management and the evaluation quality standards of the OECD-DAC are to be respected.

The evaluation team is responsible for the editing and the quality control of the language. The final report is to be written in English and should be presented in a way that directly enables publication. The report will include an executive summary of maximum 5 pages. MOPAN retains the sole rights with respect to distribution, dissemination and publication of the evaluation report.
All deliverables should be submitted in electronic form in accordance with the deadlines set in the time-schedule specified below.

The tender should include a proposal of structure for the final report.

7. Deadline and Time Schedule

It is the objective to discuss the conclusions and recommendations of the evaluation during the MOPAN meeting in September 2013 in order to decide how the methodology should be changed for the subsequent assessment cycle. This means that a draft final report is submitted to the evaluation steering committee the latest by 24th of June and that an advanced final draft (revised on the basis of the comments of the evaluation steering committee) is ready for distribution amongst all MOPAN members in the first half of July. The advanced draft will be discussed in September with all MOPAN members and will be finalised on the basis of that discussion. The definitive final report is to be submitted by 15 October.

Tenderers should give a proposal of timeline based on this deadline. The proposal should also include the discussions with the evaluation steering committee and the preferred discussion modalities (face-to-face meeting, phone conference or other).

8. Management of the evaluation process

An Evaluation Steering Committee will be responsible for managing the evaluation process, approving the quality of the deliverables, and safeguarding the independence of the evaluation.

More in particular the Committee will:
- o Produce the draft Terms of Reference for the Evaluation;
- o Select the evaluation team according to the OECD tendering procedures;
- o Oversee, and maintain regular interaction with, the evaluation team, including being responsive to requests from the team during the course of the evaluation;
- o Review the Evaluation Team's deliverables and assess their quality in order to ensure that the outputs are conform the requirements of the Terms of Reference and the OECD/DAC Evaluation Quality Standards.
- o Provide periodical updates on the Evaluation's progress to the MOPAN members.
- o Give approval for the payment of the services rendered.

The Evaluation Steering Committee will discuss different deliverables of the evaluation defined under point 6 above with the Evaluation Team.

The evaluation steering committee can always decide to organise additional telephone conferences with the evaluation team or the team leader if considered necessary.

ANNEX 2: List of multilateral organisations that were reviewed in the period 2009-2012

World Bank – International Development Agency (2009, 2012)
African Development Bank – African Development Fund (2009, 2012)
United Nations Development Programme (2009, 2012)
United Nations Children Fund (2009, 2012)
Asian Development Bank – Asian Development Fund (2010)
World Health Organisation (2010)
United Nations Population Fund (2010)
International Fund for Agricultural Development (2010)
Inter-American Development Bank (2011)
United Nations High Commissioner for Refugees (2011)
United Nations Environment Programme (2011)
United Nations Relief and Works Agency for Palestine Refugees (2011)
Food and Agriculture Organisation (2011)
United Nations Joint Programme on HIV/AIDS (2012)
Global Alliance for Vaccines and Immunisation (2012)

Annex 2: List of those consulted

Surname	First Name	Organisation
Aarnio	Kirsti	Government of Finland
Ambroso	Guido	UNHCR
Argiles	José Manuel	Government of Spain
Bchir	Abdallah	GAVI
Berkley	Seth	GAVI
Boehmer	Hans-Martin	World Bank
Broadhurst	Nathalie	Government of France
Campbell	Christine	Government of Canada
Chisala	Victoria	AfDB
Conijn	Anita	Government of Netherlands
Coulibaly	Medjomo	AfDB
Crisp	Jeff	UNHCR
Cunningham	Gerry	Government of Ireland
de Brisis	Pierre	Government of Norway
Debabrata	Rie	UNDP
Falck	Pernille	Government of Denmark
Fulton	Deborah	Government of Australia
Garcia	Oscar	UNDP
Gierveld	Aldrik	Government of Netherlands
Gillsater	Björn	MOPAN Secretariat
Griffiths	Paul	Government of Australia
Gwaradzimba	Fadzai	UNDP
Hansen	Peter	GAVI
Helle	Yvonne	UNDP
Jocovella	Diane	Government of Canada
Kanga	Marlène	AfDB
Kapoor	Kapil	AfDB
Karl	Judith	UNDP
Khan	Shaila	Government of UK
Lauritsch	Julius	Government of Austria
Lehmann	Julia	Government of Germany
Lomoy	Jon	OECD
Lundgren	Hans	OECD DAC
Lusthaus	Charles	Universalia
Malenfant	Brigitte	MOPAN Secretariat
Manson	Lyndal	Government of Australia
Mathiasen	Karen	US Government
Mccabe	Ariane	GAVI
McWhinney	Deborah	Universalia
Messager	Violaine	GAVI
Mizrahi	Simon	AfDB
Nicod	Chantal	Government of Switzerland
Nordentoft	Henrik M.	UNHCR
Norheim	Aude Lise	Government of Norway
Olivier	Thery	Government of Belgium
Paneels	Chris	Government of Belgium

Surname	First Name	Organisation
Pitman	Dean	US Government
Platukis	Lauren D	US Government
Price	Sophie	Government of Canada
Puustinen	Pekka	Government of Finland
Rogers	Brendan	Government of Ireland
Rojas	Katrina	Universalia
Rot-Münstermann	Karen	AfDB
Saraka-Yao	Marie-Ange	GAVI
Schwalbe	Nina	GAVI
Shiki	Narue	UNDP
Signarbieux	Ludovic	Government of France
Silfverstolpe Tolstoy	Alexandra	Government of Sweden
Smith	Anthony	Government of UK
Steensen	Suzanne	OECD
Tanaka	Toshihiro	UNDP
Tarpey	Dona	UNHCR
Uitto	Juha	UNDP
Weiers	Georg	AfDB
Westerholm	Anna	Government of Sweden
Wood	Gemma	UNDP
Wyss	Hanspeter	Government of Switzerland
Yamazaki	Setsuko	UNDP
Zhang	Li	GAVI

Annex 3: Main documents consulted

AfDB (2012) *AfDB Response to MOPAN Assessment of Organisational Effectiveness and Development Results 2012*. AfDB. Tunis

Anon (2012) *Summing up of expectations expressed at the Senior Level Donor Meeting (SLDM) in London*, February 2012. 09/05/2012 TWG/KG. Vienna 2012, Paper No. 6

AusAid (2012) *Australian Multilateral Assessment*, AusAid, 2012, www.aidreview.gov.au/publications/study-multilateral.doc

Beck, T (2012) *MOPAN Organizational Effectiveness Assessment of UNHCR*. Peer review paper prepared for MOPAN.

Bezanson, K.and P. Isenman (2012) http://www.cgdev.org/publication/governance-new-global-partnerships-challenges-weaknesses-and-lessons

DAC (2006) *Glossary of Key Terms in Evaluation and Results Based Management*. OECD DAC, Paris.

DAC (2012) *What do we know about Multilateral Aid? The 55 billion dollar question. Highlights from the DAC's work over the past 5 years*. October 2012 – Consultative Draft

Dinham, M. (2011) Study of AusAID's Approach to Assessing Multilateral Effectiveness. A study commissioned by the Independent Review of Aid Effectiveness to assist in their overall analysis of the effectiveness and efficiency of the Australian aid program. February 2011

DFID (2011) *Multilateral Aid Review*, DFID, 2011, http://www.dfid.gov.uk/what-we-do/how-uk-aid-is-spent/a-new-direction-for-uk-aid/multilateral-aid-review/

ECDPM (2008) *Capacity, Change and Performance: Insights and implications for development cooperation*. Policy Management Brief No. 21.

Evans, Alison (2010) MOPAN Common Approach - 2010 Peer Review Comments

Funnell, Sue C., and Patricia J. Rogers. 2011. Purposeful Program Theory: Effective Use of Theories of Change and Logic Models. John Wiley & Sons.

GAVI (2012) *GAVI Response and action plan to MOPAN Assessment of Organisational Effectiveness*. November 2012

Goss Gilroy Inc (2011) *MOPAN CA: Testing for Humanitarian Organisations*. Paper prepared for the MOPAN Technical Working Group, January 2011**.**

Kaplan, R.S. and D.P. Norton (1996) *The Balanced Scorecard: Translating Strategy into Action*. Harvard Business Press Books

Martens, B. (2005) *Why Do Aid Agencies Exist?*. Development Policy Review 23 (6), 643–63

Meier, W. (2007) *Assessing Multilateral Organisation Effectiveness: A Comparative Analysis of Assessment Tools and Development of a Common Approach*. Paper prepared for the Multilateral

Organisation Performance Assessment Network (MOPAN) presented to the MOPAN Working Group in London on Dec 6th, 2007, October 2007

MOPAN (2011) *Lessons Learned in Implementing the Common Approach in 2011*. MOPAN Paper No 9. Stockholm Meeting. 7th and 8th December, 2011.

Meeting on the Multilateral Organisations Performance Assessment Network (MOPAN's) Assessment of UNHCR, Geneva 9 November 2011, 15h00-17h00 Chair's Summary

MOPAN (2011) *Development Effectiveness of Multilateral Organisations - Options for including assessments of development effectiveness of multilateral organisations in the MOPAN CA*. Paper presented at the May 2011 meeting of the MOPAN membership.

MOPAN (2012) *MOPAN Common Approach 2013: Implementation Guide*. Prepared by the MOPAN Secretariat. December 2012

MOPAN (2012) *2012 MOPAN Common Approach Methodology*. Paper prepared by MOPAN Secretariat. March 2012.

MOPAN (2012) *MOPAN Common Approach – A Synthesis of Experience to Date*, Draft, April 12, 2010.

MOPAN (2012), *Multilateral Organisation Performance Assessment Network. MOPAN Common Approach Assessment 2012. Implementation Guide. January 2012. MOPAN Secretariat.*

MOPAN (2012) *MOPAN Common Approach. Document Review Guide 2012*, March 2012.

MOPAN (2012) *Assessing the Performance of Multilateral Organisations. Broadening the MOPAN Common Approach to Include an Assessment of the Achievement of Results*, March 2012.

MOPAN (2012) *2012 MOPAN Common Approach Methodology,* March 2012.

MOPAN (2012) *Multilateral Organisations assessed by the Multilateral Organisation Performance Assessment Network (MOPAN) since 2003*. Paper prepared by the Secretariat, 15/03/2012.

MOPAN (2012) *Overview of bilateral assessments 2009-2012*. Paper prepared by the Secretariat, September 2012.

MOPAN (2012) *Performance monitoring framework*, 2012

MOPAN (2012) *MOPAN Assessment of Organisational Effectiveness and Development Results - AfDB 2012*. December 2012

MOPAN (2012) *MOPAN Assessment of Organisational Effectiveness - GAVI 2012*. December 2012

MOPAN (2013) *Revisiting the Country Dialogue Process*. SWG Discussion Paper - Revisiting the country dialogue process. Paper no. 9

MOPAN (2013) *MOPAN as host of a repository on multilateral organisations' effectiveness- Proof of Concept Paper.* Draft for consultation with MOPAN's Strategic Working Group and external reviewers

MOPAN (2013) *Revisiting the Country Dialogue Process*. Discussion Paper by the MOPAN Strategic Working Group. April 2013

MOPAN (2013) *Multilateral Organisations Performance Assessment Network: Annual Report 2012*. Report prepared by the MOPAN Secretariat. May 2013

Kharas, Homi and N. Birdsall, *Quality of Official Development Assistance*, Center for Global Development and Brookings Institution, 2010, http://www.cgdev.org/content/publications/detail/1424481/

Obser, A (2007) *Multilateral organisations performance assessment: opportunities and limitations for harmonisation among development agencies.* Discussion Paper 19/2007, Deutsches Institut für Entwicklungspolitik. Bonn

OECD (2012) *Evaluating Development Co-Operation: Summary Of Key Norms And Standards*. OECD DAC Network on Development Evaluation. Second Edition

OECD (2012) 2011 *DAC Report on Multilateral Aid*. DCD/DAC(2011)21/FINAL. OECD, Paris.

OECD DAC (2012) *Assessing the Development Effectiveness of Multilateral Organisations: Guidance on the Methodological Approach*. OECD DAC Network on Development Evaluation.

OECD (2013) *2012 DAC Report on Multilateral Aid*. OECD, Paris. Table 3.1. Commonalities between five multilateral assessments.

Ostrom, E. et al. (2005) *The Samaritan's Dilemma: The Political Economy of Development Aid*, New York, NY: Oxford University Press

Scott, A., S. Burall, N. Highton and K. Wong (2008) *Assessing Multilateral Organisation Effectiveness*. Danida Evaluation Study 2008/3.

Stern, E., Stame, N., Mayne, J., Forss, K.,Davies, R. and B. Befani (2012) *Broadening the range of designs and methods for impact evaluations*. Report of a study commissioned by the Department for International Development", DFID Working Paper 38, April 2012, LondonStern et al (2012).

UNAIDS (2012) *Response to MOPAN Assessment of Organisational Effectiveness 2012*. November 2012

Universalia (2012) Lessons Learned from Development Results Pilot – MOPAN 2012

Universalia (n.d.) Response to UNHCR's detailed comments on the MOPAN Draft Report

Vogel, Isabel. 2012. Review of the use of "Theory of Change" in international development. Review Report. DFID. http://www.dfid.gov.uk/r4d/pdf/outputs/mis_spc/DFID_ToC_Review_VogelV7.pdf.

Wholey, J.S., Hatry, H.P., Newcomer, K.E. Eds (2010) *Handbook of Practical Program Evaluation* (Third Edition), San Francisco, California: Jossey-Bass, p. 446-447.

Annex 4: A future ToC

Most of the evaluation deals with the context and assumptions of MOPAN and therefore a full ToC would almost end up being a recapitulation of the main evaluation report. The below, based on the major conclusions and recommendations, high-lights ket contextual factors and assumptions that would need to be considered in any ToC of MOPAN.

1. **Long term purpose**

   To contribute to improving the development effectiveness of multilateral organisations by improving the joint donor knowledge and analytic base so allowing member states to improve on policy and funding.

2. **Context**

The share of aid delivered through multilateral channels has steadily increased over the past 20 years. While aid is channelled through 200 plus multilateral organisations, four-fifths is through nine of these.

The '*share of aid delivered by multilateral organisations has grown steadily over the past 20 years. In 2011, it reached almost USD 55 billion, equivalent to 40% of gross official development assistance (ODA) from OECD Development Assistance Committee member countries. This total includes USD 38 billion provided to multilaterals to fund core activities, as well as some USD 17 billion in non-core funding channelled through and implemented by the multilateral system*'.[65] Estimates of the number of existing multilateral organisations range from 200 to 240 but over 80 per cent of funding from the OECD DAC members is channelled through nine multilaterals – The EDF administered by the European Commission (36%), the International Development Association of the World Bank (22%), the UN's four Funds and Programmes[66] (9%), the African and Asian Development Banks (8%) and the Global Fund (7%).[67] Meier (2007)[68] reports that at that at that point, it was estimated that there are no more than forty multilateral organisations of common interest to the then MOPAN members and approximately 15-20 would be considered to be of major importance. MOPAN has, in fact, assessed 16 multilateral organisations since 2009.

The number of sources of evidence that can be drawn upon by member-state governments has increased over the past 10 years

As illustrated in Figure 1[69] there is a wide range of sources of evidence upon from MOPAN members can draw evidence of performance of the individual multilateral organisations.

---

[65] DAC (2012) *What do we know about Multilateral Aid? The 55 billion dollar question. Highlights from the DAC's work over the past 5 years*. October 2012 – Consultative Draft
[66] UNDP, UNICEF, UNFPA and WFP
[67] Ibid.
[68] Meier, W. (2007) Assessing Multilateral Organisation Effectiveness: A Comparative Analysis of Assessment Tools and Development of a Common Approach". Paper prepared for the Multilateral Organisation Performance Assessment Network (MOPAN) presented to the MOPAN Working Group in London on Dec 6th, 2007, by Werner Meier, October 2007
[69] Slide presented at the 15th Meeting of the DAC Network on Development Evaluation – 19 June 2013.

Figure1: Sources of evidence available on multilateral performance
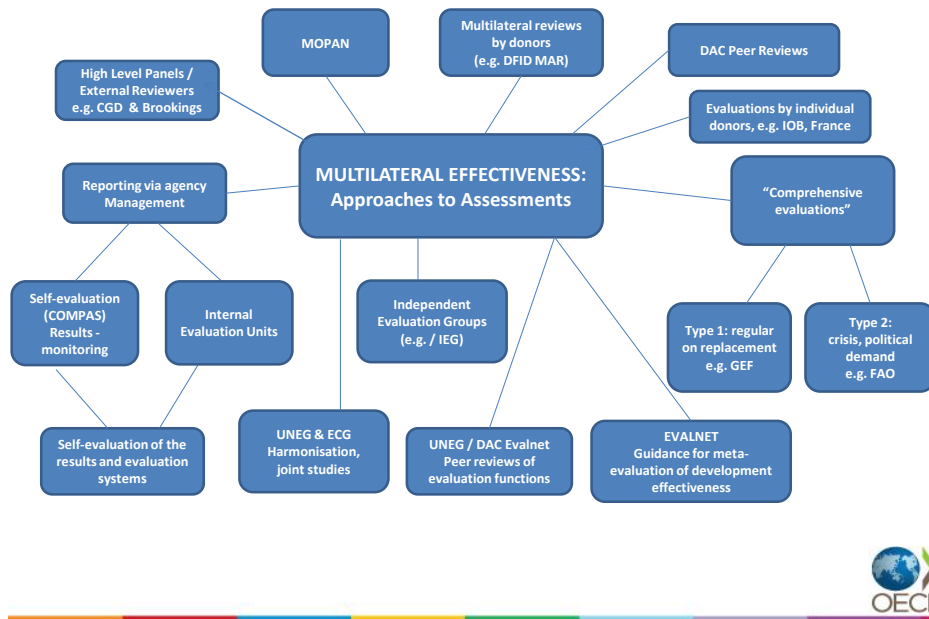
Most sources of evidence are particular to one multilateral, but a number over a range of them. Examples include the Quality of Official Development Assistance (*QuODA*) assessment[70], the Common Performance Assessment System (COMPAS)[71], the EvalNet's Development Effectiveness assessment tool[72], and the PARIS Monitoring Report[73]. All of these have been developed after establishment of MOPAN in 2002 and two of them, QuODA and the EvalNet Development Effectiveness assessment tool since implementation of the MOPAN Common Approach in 2009. QuODA has been developed explicitly to allow transparent assessment of comparative performance of organisations. The Paris Monitoring Report also provides comparable evidence across multilateral organisations that can be used for this purpose, although monitoring of the Paris Declaration commitments has now ceased. COMPAS does to a much more limited extent, as it is based on self-evaluation and, like MOPAN, intends to avoid comparison among multilaterals. These sources of evidence have covered all 16 of the multilateral organisations included under the MOPAN Common Assessment, but only to varying degrees and none of the assessments cover all of the agencies included under the Common Approach.

There has also been an increase in reporting on performance by the multilateral organisations

Over the past decade, there is clear evidence, at least for the multilateral organisations receiving the bulk of bilateral funding, that they have invested significant resources in strengthening their internal 'management for development results' approaches and systems and in their capacity to report on performance. Despite this investment, their perception (based on initial discussion with a number of the assessed multilateral organisations) is that demands for evidence from individual bilateral governments have continued to increase. At the same time it remains unclear what minimum data

---

[70] http://international.cgdev.org/publication/quality-official-development-assistance-assessment-report
[71] http://www.mfdr.org/Compas/index.html
[72] http://www.oecd.org/dac/evaluation/evaluatingmultilateraleffectiveness.htm
[73]

http://www.oecd.org/dac/effectiveness/assessingprogressonimplementingtheparisdeclarationandtheaccraagendaforactio
n.htm

set, and quality level would be required for bilateral funders to rely on evidence reported from the multilaterals. Evalnet's Development Effectiveness assessment tool and support to peer reviews of evaluation systems within the UN and the Comprehensive Evaluation Platform for Knowledge Exchange (CEPKE) can all be seen as initiatives working on this challenge.

Results reporting and use of information within individual MOPAN members is driven by the needs of those members. This will inevitably drive differences in how they approach both getting the information they require and how it is analysed and used.

At one end of the spectrum, some members are broadly content to take at face value the information made available on results and performance by the multilaterals themselves, selected material emerging from other assessments and consultation internally, particularly MOPAN. They then overlay this with the member's own thematic or geographical political priorities to reach decisions on funding and engagement. In these cases, decisions on resource allocations are taken one by one when the next funding cycle for each multilateral comes round, based on their overall assessment, available money in the budget, and the amount or share provided in the past.

At the other end, are members that have at different times engaged in comprehensive and detailed comparative assessments of multilateral effectiveness covering all the multilateral partners they fund, drawing on existing material but also undertaking assessments themselves against their own set of criteria. Examples include the UK, Australia, Denmark and Sweden.

3.   Assumptions

MOPAN will always remain only one of the sources of evidence on organisational effectiveness used by analysts and policy decision makers within the individual members.

Its relative importance can be expected to continue to vary among the membership, partly reflecting differing demands on them in meeting domestic accountability demands, the degree to which they choose to use formal assessment processes, and on their capacity.

A significant factor in determining use of evidence from MOPAN is the degree to which users in the members are engaged in the process of defining the information that it will collect.

The MOPAN Common Approach's methodology is based on a compliance based approach, assessing the degree to which the systems and policies that the members think are key to organisational effectiveness are in place. This approach has been carried through into the development results component, although with greater moves to trying to actually report on results (in KPIs B and C). There is sense in such an approach, as it does not require significant investment.

However, in implementing this approach, we would suggest that it has to date has been driven too much from within MOPAN; there has been insufficient focus on active engagement with users of the information and consideration of the context within which the assessments will be used. MOPAN therefore suffers from many of the challenges found in evaluation. The assumption is that lessons from Utilisation-Focused and other evaluation approaches, if integrated into the overall approach, would increase use.

There is broad, but not total, agreement on expectations for the future role of MOPAN.

There is a consistent expectation that MOPAN support increased availability of evidence of results and this is possibly the most important aspect for further development in the near future. Elsewhere, all members are comparing multilateral organisations, even though degree to which this is done formally and through transparent and public processes varies significantly. While MOPAN has always stated that it is not intended to be used for comparison between organisations assessed, in practice, it is. As noted, a DAC survey found it to be the source most often consulted on questions of multilateral allocations. And the MOPAN methodology actively, if implicitly, promotes it; the evaluation found repeated evidence of efforts to assure comparability of survey questions across multilateral organisations (with relatively little attention to customisation). Looking forward, there is less consensus within the membership on what the role of MOPAN in comparison should be. There was almost unanimous consensus in interviews that organisational effectiveness should continue to be at the heart of MOPAN's work and that it would be wrong to rate and rank multilateral organisations by overall performance. This would be resisted by both the multilaterals assessed and also by most of the MOPAN membership. However, there was much more support for providing evidence to facilitate comparison of aspects of multilateral performance for purposes of benchmarking. That benchmarking, as elsewhere in the public as well as private sectors, would help to spread good practice and to enrich the findings and resultant dialogue over MOPAN findings.

There is also some ambivalence over whether and how far MOPAN should move to provide evidence of cost-effectiveness (or value for money) of multilateral organisations in achieving their respective mandates. The key issues are well-known, and are transparently laid out in, for example in the Australian Multilateral Assessment. The choice is whether each donor deals with these issues separately – some explicitly, some implicitly – in providing analysis that then feeds into national decision making processes or whether they join forces in addressing them, particularly in using existing MOPAN tools to do so. It is a trade-off between robustness and relevance.

Significant gains in terms of harmonisation and reducing transaction costs to both members and multilaterals would require supporting a move to a system in which members mostly rely on validated evidence produced by the multilaterals

The demand for greater understanding and analysis raises an issue of what MOPAN's role should be in this wider context. To date, MOPAN has mainly focused on examination of systems and policies. The implication of this approach, especially in terms of delivery of development results and cost-effectiveness, is that systems and policies are strengthened to the degree necessary for the organisations to be able to report credible evidence of their performance in these areas. This evidence could then be used by the MOPAN members, with assumed significant reductions in transaction costs to both parties. Moving to such a scenario would assume that the multilaterals' systems and reporting are transparent, an area covered by the bilateral assessments of several members, but not MOPAN at present. It would also assume the presence of a credible and independent evaluation office that had a defined and operational role in validation of evidence produced by the multilaterals. This would be key, since as Focal Points have pointed out, there is still an underlying conflict of interest as multilaterals use results reporting for fundraising as well as to show areas of strength and weakness. We believe that moving towards this scenario was the original vision for the Common Approach, but that it was lost during implementation since 2009. We also believe that the logic remains valid and MOPAN should re-consider reaffirming this strategic direction. Assuming that it is agreed, important questions are whether, and what, role there might be for MOPAN in achieving this? Should MOPAN play an active role in setting norms for reporting by the multilaterals? Should the pilot for its proposed new "repository" include providing at least selective validation of quality (presumably through expert consultants)? What budgetary and programme priority should this have for MOPAN?

Developing/refining the MOPAN methodology will be challenging, as it somewhat assumes that demand can be predicted over several years.

This is an assumption that may not hold in reality, given the rapid change in context and the fact that the demands of the seventeen members will vary and continue to evolve

The recent engagement by high level policy decision makers in this agenda adds value

The growing interest of DAC donors in issues of multilateral aid has resulted in establishment of a Senior Level Donor Group on multilateral aid, generally at the level of Director General or equivalent. This group has met three times in a year and a half. The group is not coterminous with MOPAN membership, but MOPAN members make up two thirds of DAC members and a much larger share of DAC ODA. This group has, in its plenary or side sessions discussed and significantly advanced the dialogue on MOPAN's evolution. It has driven the establishment of a stable secretariat hosted by the OECD's Development Co-operation Directorate and has discussed a number of the issues raised in this evaluation. It has, *de facto*, become the senior strategy setting body of MOPAN, although the MOPAN Steering Committee remains the *de jure* governing body. This arrangement, where strategy for MOPAN is set by those responsible for overall multilateral policy, is a significant improvement on past arrangements where Focal Points were more or less left on their own and felt the insufficient involvement of senior decision makers noted above. It is important that this strategic leadership continues. While there is no need to formalise the role of this group in MOPAN, it is important that it continue its recent good practice. Although the Senior Level Donor Group may or may not continue in its present form, there are several occasions per year where its members or equivalent senior officials gather.

The decision to provide more stability to the secretariat and to have it hosted by the OECD will address past shortcomings and offer the opportunity to build on knowledge and experience available within the OECD

The move of the Secretariat into hosting by the OECD is assumed to address past issues, such as insufficient of continuity, lack of institutional memory, dependence on consultants (although consultants would still be heavily involved in carrying out assessments), and capacity to work both on current assessments and to work on issues as requested by the Steering Committee.

For the Secretariat to carry out this role will require resourcing it at a level commensurate with what it is asked to produce.

MOPAN assessments need to bring deeper analysis

To date, MOPAN has focused upon delivery of assessments, but these assessments have not included extensive analysis of the implications. Using the analogy of evaluations, MOPAN assessments have to date focused on presenting the findings, but have not then presented conclusions and recommendations. This seems to reflect the original approach of producing evidence that would feed into assessment processes within the individual member. This approach has some merits, including simplicity. But there are significant shortcomings in not being able to understand how a multilateral organisation performs in different settings and how to spot areas of weakness and build on the best of each multilateral organisation's performance. Interviews with senior officials of MOPAN members indicate a strong demand for deeper analysis to understand more about effectiveness (organisation or development). The deeper analysis should also lead to

recommendations to support organisational reform and improved development effectiveness. These recommendations would be to MOPAN members for their consideration and, as appropriate, for their dialogue with multilateral organisations. Moving to a system based on recommendations would also have the advantage that it would enable MOPAN to track implementation on a more frequent basis, so meeting the demand for more frequent assessment in a cost-effective way that does not impose significant additional transaction costs to the multilaterals concerned.

Going forward, more investment in ensuring credible use of methodology is required

At present, MOPAN assessments are perceived as credible by most. If MOPAN moves to meet all four demands, ensuring that the methodology is credible will, we assume, become of increasing importance. Present experience shows that MOPAN finds it challenging to draw upon, and then implement, methodological good practice.

In the short to medium term MOPAN will be called upon to synthesise evidence of results

MOPAN members will still need corporate level information on development results and cost-effectiveness. This raises the question of whether MOPAN should have a role in collecting new, and using available, evidence to produce syntheses to meet current demands within the membership on development results and cost-effectiveness. The is important, particularly in terms of the situation in which both MOPAN and EvalNet have tools examining development results of multilaterals. Purely on the grounds of meeting commitments on harmonisation, the approaches of MOPAN and EvalNet should be merged. The question would then be whether EvalNet or MOPAN took the lead.

Annex 5: Time line and roles and responsibilities for the annual assessment process[74]

KEY STAGES AND BROAD TIMELINE

In 2013, the Common Approach is organised into four phases.

1. **Planning and preparation** (November 2012 to mid-February 2013)

   - Multilateral organisations, MOPAN members and partners are introduced to the MOPAN Common Approach. They are aware of and understand the process.

   - The methodology of the 2013 Common Approach assessment is adjusted to each multilateral organisation's specific operational context.

   - Lists of direct partner survey respondents are compiled by the multilateral organisation, reviewed and finalised for each focus country.

2. **Data collection** (February to April 2013)

   Survey (launching in February 2013, open for 3 weeks)

   - The survey is completed by most respondents listed and high-quality data is collected.

   Document review process (February to April 2013)

   - Relevant documents are identified and made available to Universalia.

   Consultations with the multilateral organisations (February to April 2013)

   - Interviews with staff of the multilateral organisations are conducted by Universalia.

3. **Data analysis and report writing** (April to September 2013)

   - MOPAN members and the organisations have the opportunity to comment on the findings and their presentation.

   - Multilateral organisations provide a formal management response and key findings will be presented at headquarters level.
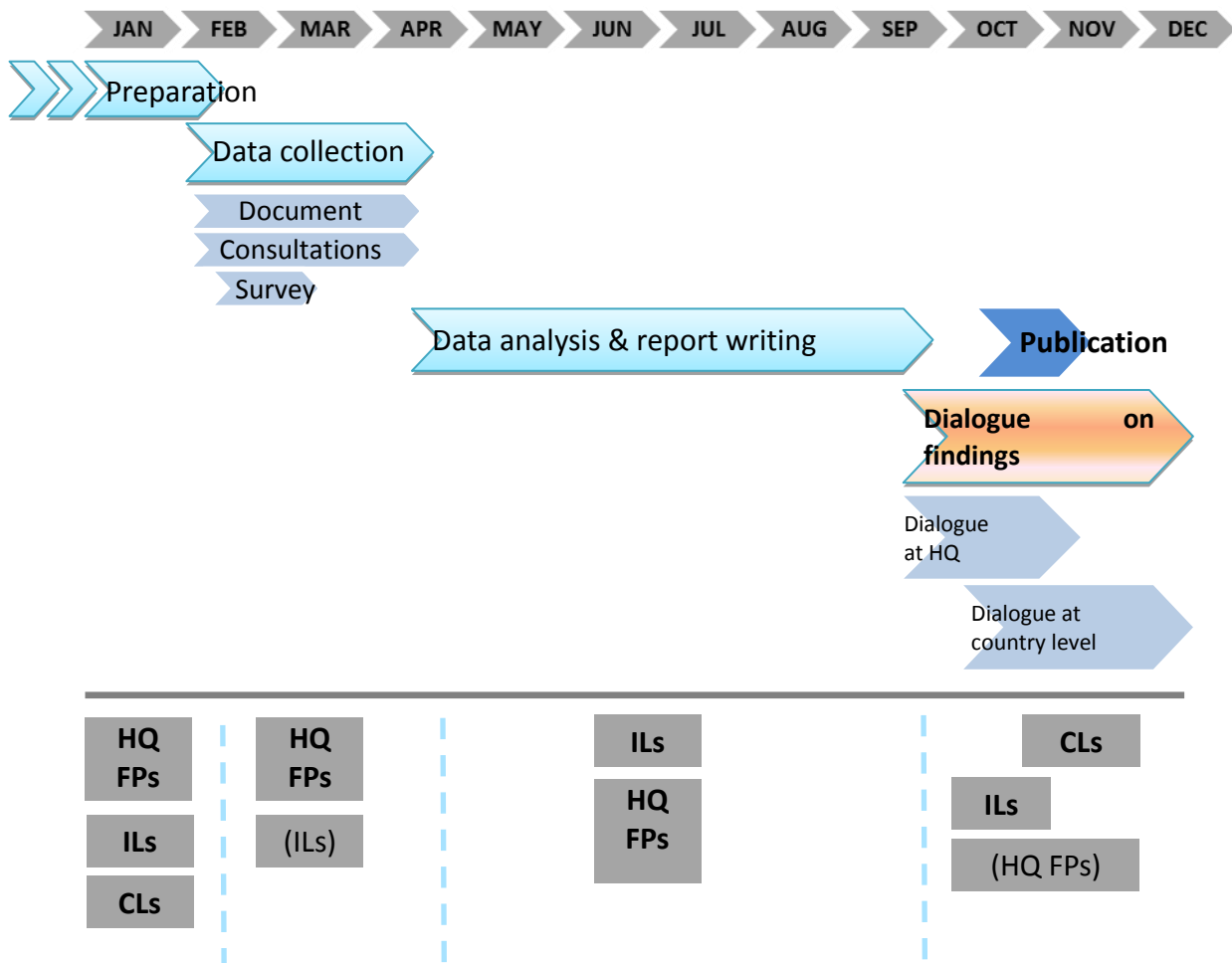
---

[74] Copied directly from MOPAN (2012) MOPAN Common Approach 2013: Implementation Guide. Prepared by the MOPAN Secretariat. December 2012

4. Dialogue on findings at institutional and at country level (October to December 2013)

- Findings of the MOPAN assessment in 2013 will be presented and discussed with the multilateral organisations, MOPAN members and direct partners at headquarters level and at country level.

Below you will find a broad timeline of the assessment in 2013 including an indication of key players for each phase. The roles and responsibilities of MOPAN Headquarter Focal Points, MOPAN Institutional Leads and MOPAN Country Leads at the various stages differ. A detailed schedule and Terms of Reference for each group are provided separately.

MOPAN Common Approach 2013: Timeline and key players

| JAN | FEB | MAR | APR | MAY | JUN | JUL | AUG | SEP | OCT | NOV | DEC |

Preparation

Data collection

Document

Consultations

Survey

Data analysis & report writing

Publication

Dialogue on findings

Dialogue at HQ

Dialogue at country level

HQ FPs	HQ FPs		ILs		CLs
ILs	(ILs)		HQ FPs		ILs
CLs					(HQ FPs)

SUMMARY OF ROLES AND RESPONSIBILITIES

The MOPAN Secretariat

The MOPAN Secretariat, hosted by the Organisation for Economic Cooperation and Development (OECD), is the key interface for all parties involved in the process. It is responsible for implementing, coordinating and delivering the 2013 *Common Approach*.

MOPAN Members

MOPAN members take on various roles to implement the *Common Approach*. Their responsibilities include supporting the MOPAN Secretariat at headquarters, at institutional and at country level as specified below.

MOPAN Headquarter Focal Points

MOPAN Headquarter Focal Points represent their respective ministries/government development agencies in MOPAN and are primarily responsible for:

- Ensuring **support for MOPAN in their organisation**, including relevant delegations and missions with multilateral organisations.

- Coordinating and **supervising the assessment at headquarters level**.

- **Informing their country office representatives** in the focus countries and missions with multilateral organisations, encouraging participation in the survey as well as in briefing meetings and in the dialogue process at country level.

- **Coordinating review of and commenting on the draft Institutional Reports in their organisation**, in particular when they have taken on an **Institutional Lead role**.

- **Supporting the dialogue process at country level**, in particular where their country has taken a **lead role**.

- **Raising awareness of the key findings** of the assessment in their organisation.

MOPAN Institutional Leads

MOPAN Institutional Leads are the key interface between MOPAN and the multilateral organisations under review. They are responsible for communicating with, and liaising between, MOPAN and multilateral organisations at the headquarters level, with support from the implementing lead consultancy firm as required.

In particular, they will:

- Set out a **clear division of labour between the two Institutional Leads** and clarify roles and responsibilities in communicating with the multilateral organisation. **In the case that one Institutional Lead is not available the other one must be able to take over the respective responsibilities and represent MOPAN as required!**

- **Inform and liaise with the multilateral organisation** headquarters about the assessment and clarify what is expected at both headquarters and country levels.

- **Provide guidance to the multilateral organisation in adapting the MOPAN** *Common Approach* **framework** and methodology, especially with view to the indicators, as required.

- **Ensure key inputs from the multilateral organisations** (comments on adjustment of indicators, points of contact at headquarters and at country level, direct partner respondent lists) are secured by the deadline to ensure the survey can be launched on time.

- **Discuss draft reports with the multilateral organisations**, other MOPAN members' missions, delegations and representatives and, if possible, the representatives of the focus countries and provide feedback on draft reports as required ensuring that comments from HQ level are reflected in revised draft.

- **Build awareness of MOPAN** among missions, delegations and representatives, including the focus countries.

- **Provide input into lessons learned** for future improvements to the MOPAN Secretariat.

MOPAN Country Leads

MOPAN Country Leads will represent MOPAN in each focus country vis-à-vis the multilateral organisations, their direct partners and the partner government. They will be responsible for coordinating the 2013 *Common Approach* assessment at the country level and in particular to organise a dialogue with key stakeholders on the survey findings. The dialogue on findings and follow-up is where the actual benefit of the assessment will be generated and is therefore the most important part of it.

In particular, they will:

- **Set out a clear division of labour between the two Country Leads**. Both Leads must be actively involved in the process to ensure an even sharing of responsibilities and workload.[75]

---

[75] For example, the Leads can divide their responsibilities by those organisations to be assessed in the respective country.

If one Lead is not available for some part of the process, the other should be able to take over the respective responsibilities and represent MOPAN as required.

- **Liaise with Focal Points of the multilateral organisations at country level** and with the **partner government** and support the **building of survey respondents lists.**

- **Build awareness of, and support for, MOPAN** in their focus country, particularly with partner governments, civil society organisations, private entities and among the other MOPAN donors present.

- Support the work of the local consultants/research partners[76] as necessary, whose role is to follow up and secure responses from direct partners of the multilateral organisations.

- Liaise with headquarter Focal Points as needed.

- Provide input into lessons learned for future improvements to the MOPAN Secretariat.

Once the Institutional Reports on each multilateral organisation are published, they will:

- **Organise and lead a meeting/dialogue with key stakeholders (donors, government representatives, multilateral organisations and/or their partners as appropriate) to discuss the findings of the 2013 MOPAN assessment at country level.**

- **Agree on the process for following up** on the outcomes of the country-level dialogue and findings of the 2013 MOPAN assessment as appropriate.

- Provide a summary of the dialogue to MOPAN donors at country level, their respective HQ Focal Points and to the MOPAN Secretariat.

Country Leads may contract **local consultants funded by MOPAN** who will support them in organising and coordinating in particular the dialogue on findings (for more information, see Terms of Reference for Country Leads).

MOPAN-funded consultants

An independent consultancy firm, **Universalia**, has been appointed by MOPAN to implement the *Common Approach* in 2013. The MOPAN-funded consultants will manage the overall implementation of the *Common Approach* 2013, with assistance from specialist partners who will support the survey process at country level (local consultants whose role is to ensure adequate response rates to the survey by direct partners).

Country Leads may contract **local consultants funded by MOPAN** who will support them in organising and coordinating the *Common Approach* assessment at country level (see above).

---

[76] These consultants are contracted by Universalia, the lead consultancy firm supporting MOPAN in implementing the *Common Approach* in 2013.