

MOPAN

Multilateral Organisations Performance Assessment Network

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

The MOPAN Survey 2005

Perceptions of Multilateral Partnerships at Country Level

This Survey covers

**The World Bank,
the United Nations Population Fund (UNFPA), and
the Secretariat of the Joint United Nations Programme on
HIV/AIDS (UNAIDS)**

Synthesis Report

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MOPAN at a glance

Multilateral Organisations Performance Assessment Network

MOPAN is a network of nine donor countries which jointly conduct an annual in-house survey of multilateral partnership behaviour in developing countries (partnerships with national governments, civil society and other bilateral and multilateral development agencies). The Survey is based on the *perceptions* of MOPAN member embassies or country offices, arising from their day-to-day contacts with the multilateral organisations (MOs). The MOPAN Survey is not an evaluation and does not cover actual results on the ground.

The *objectives* of the Annual MOPAN Survey may be summarized as follows: (a) better information and understanding of MOs, their roles and performance by decision-makers concerned, parliamentarians and the general public in the MOPAN member countries; (b) better informed dialogue with the MOs, both at HQs and the country level; and (c) improved overall performance of MOs at the country level.

The MOPAN Survey is light and rapid with minimal transaction costs. It includes the filling-in by the participating MOPAN member embassies and country offices of *a questionnaire on each of the MOs surveyed*, followed by *joint discussions of questionnaire answers* among MOPAN members at country level (country teams).

From these inputs the country teams establish *country reports* which then are aggregated into a *Synthesis Report*. This report is shared with the relevant MOs for feedback before its public release. Feedbacks have so far have been generally positive.

In 2004, the Survey took place in 10 countries and covered the UN Development Programme (UNDP), the Food and Agricultural Organization of the United Nations (FAO), and the African Development Bank (AfDB). In 2005, the Survey took place in 9 countries and covered the World Bank, the UN Population Fund (UNFPA) and the UNAIDS Secretariat.

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

MOPAN Key Features:

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

What is MOPAN ?

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

Members are:

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

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

Perceptions matter: MOPAN member embassies and country offices are of the view that the MOs' partnership behaviour has on the whole been improving, but there is uneven progress with some aspects, such as PRSP alignment and harmonisation. These findings have been confirmed by other surveys by the OECD-DAC and the Special Partnership with Africa. MOs themselves have informed MOPAN members that the Survey's findings were generally consistent with what more formal evaluation processes had been telling them.

Further information: The Annual Survey (Synthesis Report) and the reactions of the MOs concerned are published on MOPAN member websites. There is no common MOPAN website. The MOPAN Secretariat rotates annually and is currently with Switzerland. In 2006 the Netherlands will head the Secretariat.

Acronyms and Definitions

Acronyms

CAS	Country Assistance Strategy
DAC	OECD Development Assistance Committee
EC	European Commission
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	United Nations Economic and Social Council
GDP	Gross Domestic Product
ICPD	International Conference on Population and Development
ICSID	International Centre for Settlement of Investment Disputes
IFC	International Finance Corporation
MDGs	Millennium Development Goals
MIGA	Multilateral Investment Guarantee Agency
MOPAN	Multilateral Organisations Performance Assessment Network
MOs	Multilateral Organisations
MYFF	Multi-year Funding Framework
NGOs	Non-governmental Organisations
ODA	Official Development Assistance
PRS	Poverty Reduction Strategy
PRSC	Poverty Reduction Support Credit
PRSP	Poverty Reduction Strategy Paper
SRH	Sexual and reproductive health
SRHR	Sexual and reproductive health rights
SWAP	Sector-wide approach
TA	Technical assistance
TCPR	Triennial Comprehensive Policy Review of Operational Activities of the United Nations System
UCC	UNAIDS Country Coordinator
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
WFP	World Food Programme
WHO	World Health Organization
WTO	World Trade Organization

Definitions

MOPAN Headquarters Group	MOPAN member headquarters representatives
MOPAN country teams	Teams of MOPAN member country staff in Albania, Bangladesh, Bolivia, Bosnia and Herzegovina, Ethiopia, Nicaragua, Tanzania, Vietnam, and Zambia
Inter-agency partnerships	Partnerships with other development organisations, including multilateral organisations and bilateral donors
National partnerships	Partnerships with national actors including government, NGOs and the private sector
Rome Declaration	The Rome Declaration on Harmonization, Feb 25, 2003 was an important international agreement amongst international aid organisations and developing countries to harmonise their operational policies, procedures and practices with those of partner countries to improve the effectiveness of development assistance.
Paris Declaration	The Paris Declaration on Aid Effectiveness, March 2, 2005 reaffirmed the Rome Declaration and agreed to further increase efforts to improve aid effectiveness.
The Three Ones	An agreement by donors to improve the effectiveness of resources for HIV/AIDS through three key principles: <ul style="list-style-type: none"> – one agreed HIV/AIDS Action Framework for coordinating the work of all partners; – one National AIDS Coordinating Authority, with a broad-based multi-sectoral mandate; and – one agreed country level Monitoring and Evaluation System.

FOREWORD

It gives us great pleasure to present the third annual report of the MOPAN Group's Annual Survey on Multilateral Organisations and Programmes (MOs).

The Annual Survey provides MOPAN members with periodic perceptual assessments of the work of MOs at country level. In its process and outcomes it aims to improve reciprocal understanding and to strengthen coordination and cooperation between the MOs, MOPAN members and their embassies and country offices. The Survey is designed to support both the Monterrey Consensus and the Paris Declaration on Aid Effectiveness.

The Survey is a light and rapid exercise based on observations and perceptions of MOPAN members' embassies and country offices. It gathers and analyses information on observed behaviour of MOs in their partnerships and interactions with national stakeholders and other development cooperation agencies at country level. MOPAN members are regularly reviewing the Survey and its methodology. We consider it to be increasingly robust in meeting its purpose of complementing other data on systems and outcomes to offer a rounded view on multilateral performance.

This year, the Survey covered three institutions – the World Bank, the UN Population Fund (UNFPA) and the Secretariat of the Joint United Nations Programme on HIV/AIDS (UNAIDS). It was conducted in Albania, Bangladesh, Bolivia, Bosnia and Herzegovina, Ethiopia, Nicaragua, Tanzania, Vietnam, and Zambia.

The Survey 2005 reveals that while multilateral partnership behaviour vis-à-vis national stakeholders and other development cooperation agencies has changed positively over the last few years, there continues to be room for improvement. This appears to be valid for each of the three

institutions surveyed. MOPAN members look forward to testing and discussing these findings with the MOs and trust that this information will be of use to them.

Finally, we would like to take this opportunity to cordially thank all the MOs and their country offices for their engagement with and constructive reaction to the Survey, all the MOPAN embassies and country offices concerned for their active involvement in this year's exercise, and finally the consultants' group for their very good Draft Synthesis Report.

The MOPAN Members Headquarters Group

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

1. INTRODUCTION AND SUMMARY OF FINDINGS

Introduction

1.1 The MOPAN is a network of nine “like-minded” donor countries who wish to monitor the performance of the multilateral organisations (MOs) that they support financially. The network currently includes Austria, Canada, Denmark, Finland, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

1.2 Since 2003,¹ MOPAN has carried out joint annual surveys of the partnership behaviour of MOs in developing countries where MOPAN members have their own bilateral programme (see Annex 1: Terms of Reference of the Survey). Each year, the Survey covers 3-4 MOs and is conducted in 8-10 countries. The Survey is organised by MOPAN member countries at their headquarters and carried out by their staff at country level. The Survey consists of (a) a questionnaire completed by the participating MOPAN members’ country staff in the countries covered by the Survey, (b) discussions of the questionnaire answers by MOPAN country teams, (c) country reports summarising the findings of the country teams, and (d) an overall synthesis (Synthesis Report), which draws on both the country reports and the questionnaires returned (see Annex 2: Methodology of the Survey).

1.3 This Synthesis Report brings together the findings of all the country reports and questionnaires, but the analysis is based primarily on the country reports as they represent the agreed position of the country team. Questionnaire answers are referred to as corroborations of the Survey’s findings.

1.4 The 2005 MOPAN Survey was carried out in nine countries: Albania, Bangladesh, Bolivia, Bosnia and Herzegovina, Ethiopia, Nicaragua, Tanzania, Vietnam, and Zambia. The three MOs covered were the World Bank, the United Nations Population Fund (UNFPA) and the Secretariat of the Joint United Nations Programme on HIV/AIDS (UNAIDS).

Objectives

1.5 The objectives of the Annual MOPAN Survey are:

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

¹ The 2003 Survey was a pilot exercise.

Perceptions of partnership behaviour at country level

1.6 The MOPAN Survey is based on the perceptions of the MOPAN country staff regarding the partnership behaviour of the MOs at country level. It is not about actual results achieved on the ground and it is not an objective evaluation. Nor does it reflect the MOPAN members' overall assessment of the MO.

1.7 MOPAN Surveys focus primarily on behavioural aspects of multilateral partnership performance, as demonstrated by the quality of the MOs' partnerships with national stakeholders and other development agencies operating in the country. This includes the MOs' respective contributions to national policy dialogue, advocacy and capacity development, their support to non-governmental and private sector actors, their degree of alignment with national poverty reduction strategies (or similar instruments), and their contribution to aid coordination and harmonisation. The focus on these issues reflects the current emphasis of the international community on the quality of aid² as demonstrated by:

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

1.8 MOPAN Surveys are based on the perceptions of MOPAN member country staffs on the areas above, formed on the basis of their day-to-day interactions with the MOs. Many MOPAN members work with these organisations through co-financing or participation in joint donor activities. In most cases, their judgements are based on directly observed behaviour, but the methodology allows for non-response where participants feel that they are unable to make a judgement. The joint donor discussion, which is the primary basis for the country report, provides a mechanism for pooling information and testing individual views.

1.9 The MOPAN Survey is focused only on multilateral behaviour at country level. This information contributes to MOPAN members' assessment of the coherence of multilateral country level practice with the individual MO's corporate policy.

1.10 In order to keep transactions costs as low as possible, the Survey is designed as a light and rapid exercise and is implemented by MOPAN member country staff themselves. The information gathered is based on their perceptions of the MOs' performance. It does not involve major investigative work and no consultants are used for the country level exercise.

1.11 Obviously the MOPAN Survey cannot assess the actual contribution of particular MOs to national poverty reduction and achieving the MDGs. However, it provides valuable information about the perceived quality of multilateral aid and the coherence of

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

practice with international commitments such as those of the Rome and Paris Declarations. This information is presently unavailable through other sources.

Summary of findings

1.12 The present report is a synthesis of the findings reflected in the country reports, taking into account the aggregate responses to the questionnaires. The report presents verbatim quotes from the country reports, giving a direct voice to the MOPAN country teams and illustrating specific aspects of the reported findings.

1.13 The Survey has reported significant differences in the size of the country programmes and offices of the three MOs, which in part affects perceptions about their respective performance. While most of the MOPAN country teams had good knowledge of the World Bank, there were important variations in the degree of their familiarity with UNFPA and UNAIDS. Where this may have had a bearing on the findings, it is noted in the text.

1.14 Although the three MOs are very different – and it is not MOPAN's purpose to make inter-agency comparisons – it is worth noting some common features. First, each MO appears to be working to its specific comparative advantage in terms of its mandated contribution to poverty reduction and the MDGs. Second, their performance is perceived to be largely concentrated on interacting with central government and focuses less on NGOs and the private sector. Third, capacity development is considered a common weakness in all three organisations. Fourth, although substantial progress is perceived in terms of improved inter-agency coordination, PRS alignment and harmonisation, a gap appears to remain between policy and implementation. This last finding corroborates that of other surveys³ and demonstrates again that increased efforts to improve the quality of aid are required.

The World Bank

1.15 The overall impression from the country reports is that the World Bank is perceived as a leading actor in development policy and cooperation. Country teams see the World Bank as having a strong country presence and influence, and as playing a key role in policy dialogue and support to national poverty reduction strategies. They also recognize major efforts undertaken by the World Bank to promote the PRS alignment and harmonization agendas. However, MOPAN country teams note slow progress toward implementing PRS alignment and harmonisation agendas and a need for improvement in capacity development and in overall country responsiveness. These general findings seem to be common despite variations in the size of the World Bank's country offices and programmes across the nine Survey countries.

1.16 Concerning its **partnerships with national stakeholders**, the World Bank is seen as a major player in policy dialogue especially at the central government level. Its role at this level seems to be facilitated by its support for PRSs and the MDGs as well as by the volume of resources and the intellectual inputs provided to the countries concerned. The World Bank is perceived as a strong advocate on economic policy

³ See 2004 surveys on harmonisation and alignment by the OECD DAC Working Party on Aid Effectiveness and the Special Partnership with Africa.

issues. Country teams do not see the World Bank as an important actor in wider advocacy campaigns.

1.17 The World Bank is not seen as a major player with NGOs or the private sector at country level. MOPAN country teams see room for improvement in the World Bank's performance in supporting capacity development, including at central government level. Country teams note that the World Bank actively supports the principles of PRS alignment at country level, but it is sometimes perceived as still pursuing its own institutional goals and procedures in the implementation of its programmes.

1.18 With regard to its **partnerships with other development agencies**, the World Bank is perceived to have become more collaborative but the Survey reports that there is still room for improvement. Its strong country presence and its considerable resources seem to make it difficult for the World Bank to work with others on an equal footing. Its performance in the area of inter-agency coordination is perceived as positive; however its cooperation with UNDP and other UN agencies, while having somewhat improved, is reported as limited. In information sharing the World Bank's behaviour is considered to be generally positive, although selective, e.g. it is seen as forthcoming on general information, but is less good at sharing critical reports. The World Bank is perceived to actively support harmonisation efforts at country level, but has not yet made significant headway in terms of implementation. Although the World Bank is generally perceived to have become more open and responsive to local concerns, it is also thought to be constrained by the slow pace of decentralisation. The World Bank is reported to be overly centralised, with many decisions still having to be referred to regional offices or Washington headquarters.

The United Nations Population Fund (UNFPA)

1.19 The overall impression from the country reports is that UNFPA is a respected agency within its field, with particular strengths in advocacy and policy dialogue. Its partnership behaviour is generally well regarded. However, in some countries these strengths are reported as being constrained by the small size of country offices and limited predictable funding.

1.20 UNFPA's main areas of intervention, as observed by the MOPAN country teams, focus on sexual and reproductive health, adolescents' health, population and development, gender and HIV/AIDS, all of which are pertinent for reducing poverty and achieving the MDGs. These are also culturally and politically sensitive areas that require the application of special knowledge and skills throughout the entire programming cycle.

1.21 In terms of **partnerships with national stakeholders**, UNFPA's strengths are clearly perceived to lie in the areas of policy dialogue and advocacy. UNFPA is also generally considered to have a comparative advantage in fostering the participation of NGOs, including hard-to-reach groups, in government policy-making and the Fund's own policy work.

1.22 Perceptions of UNFPA's capacity development activities are mixed and reported as focusing mainly on public institutions. Partnerships with the private sector are considered to be few and/or not very effective. MOPAN country teams note UNFPA's efforts to align its country programmes, sector strategies and operational activities with national priorities and strategies. In one country, UNFPA is reported to be the first UN organisation to join the "Health Basket Fund" in support of a SWAP. However, country

reports signal the need to further improve the alignment of UNFPA's administrative and financial procedures to national systems.

1.23 With regard to **partnerships with other development agencies**, perceptions regarding the Fund's behaviour are less consistent. In particular, there are mixed views on the issue of information sharing and there seems to be room for further improvement here. Perceptions are more positive as regards inter-agency coordination, especially regarding UNFPA's participation in local donor coordination groups. However reports indicate scope for improving the coordination of UNFPA's operational activities with those of other development actors. This is also true of UNFPA's coordination within the UN system where the general perception is that its coordination is stronger at policy-level than at the operational level.

1.24 The MOPAN country reports suggest that UNFPA is making cautious progress towards harmonisation. However, reports indicate that a commitment to harmonisation at the policy level is not yet systematically translated to the operational level. In terms of general local responsiveness UNFPA is perceived to be rather dependent on its headquarters for decision-making, and there are mixed views about the responsiveness of the Fund's country office staff.

The Secretariat of the Joint United Nations Programme on HIV/AIDS (UNAIDS)

1.25 The MOPAN Survey is focusing on the UNAIDS Secretariat, not the network of UNAIDS co-sponsors at country level. Overall, MOPAN country teams describe a rather small programme with limited resources, which – given these constraints – does a good job of facilitating and supporting national efforts as well as those of the UN agencies and the donor community to combat HIV/AIDS.

1.26 With regard to **partnerships with national stakeholders**, the country teams perceive UNAIDS' main comparative advantage to be advocacy on HIV/AIDS. The MOPAN country reports consistently emphasise that UNAIDS plays a strong and visible role and that it successfully supports public campaigns on HIV/AIDS. UNAIDS is also generally considered to have a comparative advantage in facilitating policy dialogue. However, in some countries the performance in this area is perceived as being below its potential.

1.27 Capacity development is primarily the responsibility of the UNAIDS co-sponsors. Consequently, there is a perception that the Secretariat plays a limited role at the central level only. No clear picture emerges with regard to UNAIDS' support to non-governmental and private sector actors. While some MOPAN country teams find positive examples of UNAIDS' role in supporting NGOs and the private sector, others are of the view that UNAIDS does not directly support these stakeholders. The country reports suggest that UNAIDS has become more responsive to government requests in recent years and has made progress in aligning its programmes with national poverty reduction strategies.

1.28 Concerning UNAIDS' **partnerships with other development agencies**, MOPAN reports on inter-agency coordination are generally positive, though with some variation between countries. Reports indicate that the quality of performance is strongly related to staffing levels; in countries with larger offices, UNAIDS is considered more successful with regard to inter-agency coordination and is actively engaged in

harmonisation efforts. In particular, most MOPAN country teams acknowledge UNAIDS' efforts in promoting the principle of the "Three Ones".

1.29 The MOPAN country teams perceive that UNAIDS shares information well and proactively with other development agencies engaged in HIV/AIDS activities but it needs to reach out to agencies not yet engaged in HIV/AIDS activities. UNAIDS' local responsiveness is appreciated by the MOPAN country teams, but they note room for improvement in some countries. Its responsiveness depends greatly on the size of the country office and the co-sponsoring organisations' commitment to UNAIDS' agenda.

2. THE WORLD BANK

The World Bank: background information

The World Bank's mission is:

- to fight poverty with passion and professionalism for lasting results;
- to help people help themselves and their environment by providing resources, sharing knowledge, building capacity, and forging partnerships in the public and private sector; and
- to be client centred, to work in partnership, to be accountable for quality results, dedicated to financial integrity and cost-effectiveness, inspired and innovative.

The World Bank Group consists of five closely associated institutions (IBRD, IDA, IFC, MIGA and ICSD). As a single institution, the 'World Bank' refers to the International Bank for Reconstruction and Development (IBRD) which provides commercial loans, guarantees and non lending services to middle-income and creditworthy poorer countries; and the International Development Association (IDA) which provides concessional loans, grants and technical assistance to the poorest of the developing countries. The last of these is the most relevant for this Survey since all countries covered by the Survey are IDA-eligible.

The World Bank's focus is on poverty reduction, in pursuit of which it helps provide access to better basic services (such as education, health care, and clean water and sanitation) and supports reforms and investment aimed at productivity, growth and employment creation.

The World Bank's country level interventions are guided by its Country Assistance Strategy (CAS) and framed by Poverty Reduction Strategies (PRSs) or other nationally owned development plans.

The World Bank has status as a Specialized Agency within the UN system and, as such, has consultative status with ECOSOC.

The World Bank's partnership performance at a glance

2.1 According to the MOPAN country reports, the overall perception of the World Bank at country level is that of a strong and influential actor in development policy and cooperation, but its partnership performance is perceived as variable. There are major strengths in terms of policy dialogue, support to PRSs, advocacy on macroeconomic reform, and some areas of inter-agency cooperation. There is room for improvement in the areas of capacity development, support to civil society and reform of its internal procedures in order to deepen PRS alignment and harmonisation.

2.2 Concerning the World Bank's **partnerships with national stakeholders**, perceptions include:

- a major player in policy dialogue, especially at the central government level;
- mixed performance in terms of capacity development; its technical advice – although good – is sometimes seen as not relevant to local needs;
- an effective advocate on specific financial and economic issues; not seen as an important actor in wider advocacy campaigns;
- not focusing a great deal on supporting NGOs or the private sector; and

- actively supporting alignment to national strategies and procedures in principle, but slow progress with its implementation, particularly when developing new operations.

2.3 Concerning **partnerships with other development agencies** perceptions include:

- forthcoming with general information, but less proactive with other types of information;
- positive performance in the area of inter-agency coordination, but sometimes seen as too dominant;
- cooperation with UNDP and other UN agencies still limited;
- actively supports harmonisation at a strategic level, but slow progress in applying it to its own procedures; and
- certain improvements in country responsiveness but more decentralisation is felt to be needed.

A. The World Bank at the country level

2.4 According to the country reports, there is considerable variation in the size of the World Bank’s country programmes and offices between the different countries of the Survey. Annual disbursements vary from US\$ 66 to US\$ 1400 million, and the number of country office staff varies from 24 to more than 100.

2.5 In all nine countries, the World Bank is perceived to be a key actor in terms of macroeconomic policy and economic governance. As a main supporter of Poverty Reduction Strategies and financier of large programmes, it is seen to have a central role in the overall policy dialogue. The country teams also note that the World Bank has broad multi-sectoral coverage in most countries, working in “virtually all sectors” and “supporting the four pillars of the country’s Poverty Reduction Strategy Paper which are: broad-based economic growth, investment in human capital, better protection of vulnerable groups, and strengthening governance and institutions”.

2.6 A majority of the MOPAN member country offices have increased their cooperation and coordination with the World Bank over the last three years and have a high degree of direct contact with it. Many of them have co-financed projects, participated in the same SWAP, joined in the same basket funding arrangement, cooperated within the same local coordination mechanism and worked together in planning, strategy formulation or appraisals. Their level of knowledge and information about the World Bank is therefore good.

MOPAN members’ involvement with the World Bank at country level

“In addition to the PRSC, many donors are engaged in initiatives with the World Bank either through targeted budget support, pooled funding and multilateral co-financing. For some donors, the World Bank is the multilateral partner of choice, both corporately and in the country.”

B. Partnerships with national stakeholders

Contribution to policy dialogue

2.7 The World Bank is perceived by almost all MOPAN country teams as a **major player in policy dialogue**. Its role at this level seems to be facilitated by its global and national support to poverty reduction strategies. The World Bank's influence on national policy dialogue is perceived as particularly strong in the areas of macroeconomic management, investment, infrastructure, and budget support. The volume of its resources and the quality of its intellectual input are considered to be important assets in the Bank's dialogue with governments. Country teams perceive that the degree of influence the World Bank exerts depends greatly on the capacity of the government to shape its own development policy.

2.8 National governments are perceived as welcoming the contribution of the World Bank to the national policy dialogue, taking its advice seriously into consideration in reaching their own policy decisions.

The World Bank's dialogue with partner governments

"The present Country Manager of the World Bank has good access to the President and key Ministers, and good diplomatic skills, which means he can sometimes be an effective channel for messages from the donor community to the Government, often on quite sensitive issues."

2.9 In some country reports, the specific focus of the World Bank's policy advice was questioned. It is perceived as focusing predominantly on economic and financial issues, and less than some MOPAN members would wish on other issues such as gender or anti-corruption.

Capacity development

2.10 Most of the country reports note room for improvement in **the World Bank's performance in supporting capacity development**, particularly with NGOs, the private sector and local government. However, the questionnaire responses indicate that at central government level, the World Bank's performance in developing capacity is "fairly effective". The quality of the Bank's international technical advice is generally considered to be good; some country teams however note that it does not always fit local needs:

- "World Bank projects are not set up for capacity development";
- "Capacity development at the provincial and local levels within World Bank programmes is even less effective and not valued by the local counterparts";
- "The Bank generally tends to push central models and blueprints".

2.11 Country teams see a number of reasons for this:

- A predominant tendency to bring in Washington based teams and external consultants, often within short-term missions under time pressure. In the case of one Country Economic Memorandum, "the analytic work was largely produced by external consultants in a manner separated from any potential users of the analysis";
- Lack of exploration of national expertise. International experts are perceived as lacking sufficient knowledge of the local context; their advice is perceived as "not

always translated into appropriate local terms” and their technical assistance is sometimes “delivered in a way that was not helpful to recipients” thus turning technical assistance projects “into enclave projects and not sustainable”;

- The continued use of project management units, mainly as a tool to safeguard loans, is deemed to be wasting the opportunity to strengthen national capacity thus “undermining the very aims of the reforms they seek to strengthen”.

Critical views on the World Bank’s contribution to capacity development

“Much of the Bank’s capacity building efforts depend on international consultants. In spite of generally maintaining high professional standards, the impact of their efforts vary due to local circumstances. As with other externally financed capacity building efforts in the public sector, the efficiency is threatened by politicized or otherwise unprofessional selection of beneficiaries on the part of the Government, low motivation and frequent transfers of (trained) public servants.”

“The Bank requires too much of the agenda to be re-phrased in Bank language and concepts, and the lack of in-country capacity and the extent to which the Washington teams come in only periodically with their own agenda, means that the Bank support has been less effective than it could have been.”

2.12 There are a few cases where MOPAN country teams perceive the World Bank as performing positively in capacity development:

- In one MOPAN country, “the public administration reform project of the World Bank is deemed to be also dedicated to strengthening the country’s institutional and governance capacity”;
- In another country the World Bank choices are seen “as being accurate and appropriate, supporting the right reforms to deliver progress in capacity building”.

Advocacy

2.13 The country teams have **positive views about the World Bank’s advocacy on specific issues** like macro-economic management reform, debt management, land reform, private sector development or privatisation of public enterprises. In these cases it is seen as playing a visible role in stimulating public debates by “producing good quality reports and disseminating them widely”, sometimes making them available in local languages.

2.14 The World Bank is **not perceived to be an important actor in wider advocacy campaigns** or having a comparative advantage in this area. This is, moreover, not seen as “being a routine part of the World Bank’s business” or as “an area the World Bank is mandated to pursue”. One MOPAN country team commented that it would not be appropriate for the World Bank to be involved in public campaigns. Another perception was that “the World Bank is afraid of exposure on public issues and tends to have a low profile”.

The World Bank as an advocacy organisation

“It should not be expected that the World Bank is a leading advocate of change. The MOPAN country team felt that others were better placed to take this forward. What was important was that the way in which the World Bank operates, supports others to advocate for change, for example by progressively increasing transparency of operations and decisions.”

Support to non-governmental and private sector stakeholders

2.15 According to the MOPAN country reports, the World Bank is **not perceived to be a major player with NGOs or the private sector** at country level, although it does actively support participatory approaches and consults widely on the development of its country and sector strategies. A perception common to the country reports is that the World Bank

- focuses its support mainly on the central government and limits its dialogue mostly to ministries and other governmental institutions;
- does not have systematic consultations with NGOs or the private sector; contacts and relations with these entities thus being rather sporadic; and
- has “not directly supported civil society in taking a more prominent role” in policy debate.

2.16 The country reports mention situations where the World Bank is seen to interact positively with civil society. In one country report for instance, it is perceived as consulting widely with both NGOs and the private sector on its CAS, and “undertaking great effort to disseminate its findings on poverty and inequality.” While the civil society approach of the World Bank is seen as being more focused towards the private sector, there are some cases where the participation of NGOs on issues related to government policies has been actively promoted by the World Bank, e.g.:

- “On a yearly basis the World Bank provides grants to NGOs promoting community participation and strengthening of civil society”;
- “As co-chair of the Consultative Group meeting the World Bank ensures that representatives of NGOs are invited”;
- “Participation of NGO and private sector stakeholders through the preparation of the CAS was perceived as substantial”.

2.17 Some MOPAN country teams expressed the view that the World Bank could do more and better to reach out to the civil society. It could “involve NGOs in programmes (e.g. participation, local level accountability, service delivery for disadvantaged groups of the society) where their comparative advantage would complement those of the government”; “have the government to be more open to civil society”; “be more innovative in the way it works with other partners (civil society, the media or the private sector) to help stimulate debates.” One country team suggests that this is not an appropriate area for more active involvement: “The area of support to civil society is not seen by the MOPAN country team as an area of strength for the World Bank, nor is it perceived as needing to be a core strength of the Bank.”

Alignment with national poverty reduction strategies, policies and procedures

2.18 The MOPAN country teams perceive the World Bank as playing a strong role in supporting national PRSs, as **becoming more responsive to government proposals** and as beginning to align its country and sector strategies to national priorities. They note slower progress in terms of adjusting its own procedures to national systems.

2.19 The World Bank is perceived as supporting alignment at a strategic level (i.e. relating to country and sector strategies), although country teams note that it is constrained in this by weaknesses in government systems. The World Bank

- “plays a leading role in support to strengthening public financial management” and through its strengthening is making an increased use of government systems possible in the future;
- “has partially started adopting government procurement, reporting and accounting procedures (mainly in the direct budget support program).” However, the “desire to use national administrative systems for channelling the resources is challenged by widespread deficiencies of these systems”;
- “is willing to align its next five year CAS with the Country’s Socio-economic Development Plan”, although “additional work is often required to meet minimal standards” because of “the lack of capacity of the government to set priorities”.

Strong advocacy for strategic PRS alignment

“The World Bank has made very significant efforts to become more responsive to national priorities. It has been a leading proponent of aligning the Development Partner Group-Government Joint Assistance Strategy with the National Strategy for Growth and Poverty Reduction as a vehicle for this alignment and, to achieve this, it has delayed its development of a CAS.”

2.20 However, the World Bank is still perceived by country teams as **pursuing its own institutional goals and procedures**, especially when it comes to developing new operations:

- “Sectoral projects have evolved with leadership more firmly with World Bank headquarters and less willingness to follow the government’s agenda. Local ownership is also constrained by World Bank’s internal approval process and procedures”;
- Tendency to “apply a quite imposing approach when it comes to the enforcement of its own ideas and views” or “to push a technical blueprint inappropriate to the existing capacity to manage a complex programme”;
- Modalities like participation in SWAPs or basket funding arrangements, use of government procurement, reporting or accounting procedures are perceived as being still far from having become the current practice of the World Bank’s assistance;
- Finally, as pointed out in the section on capacity development, the World Bank is perceived as continuing to set up separate project management units and to “overly rely on management by missions”.

Slower progress in aligning its own standards with national systems

“The World Bank is still applying very high standards regarding fees for national consultants/advisors, including what has come to be known as “consultant functionaries”, i.e. public officials who are contracted as permanent officers paid by the World Bank at salary level above what the national system can offer. This leads to distortion of the public sector and while the World Bank is not the only organisation guilty of such bad practices, it contributes significantly to the problem.”

C. Partnerships with other development agencies

Information sharing

2.21 The country reports mention some apparent **variability in the World Bank's performance in sharing information**, in terms of its overall information, its country strategies and programmes or its field missions.

2.22 As far as general information sharing is concerned, the World Bank's performance is described positively ("shares easily", "performs fairly well", "keeps informed", "the flow of information is very good", "has made significant progress in making information available"). It is perceived as selective in the types of information made available to partners and the timing of availability (e.g. information/consultation only when a contribution is provided by or anticipated from the donors; wide information on the country's development report and the PRSC but limited information on the poverty and social impact analysis or internal funding decisions).

Good access to general information ...

"The World Bank hosts a website which is regularly updated and provides information in English and the national language and distributes a quarterly news letter and thereby informs stakeholders and NGOs on its activities."

... but selectivity in disclosing critical items

"Donors pointed out that when things go badly or that documents are not satisfactory, the World Bank tends not to share information. For example, due to its poor quality – partly explained by a too small budget – the Report on WTO Accession was not shared with donors and no explanation was provided. Donors had to push for the World Bank to publicize the report."

2.23 Regarding country strategies and programmes, the World Bank is perceived as proactive in sharing information during the planning and implementation process, even more in inviting comments on draft documents ("when donors have shown willingness to provide inputs, such as in the PRSC process, the World Bank has been receptive"). However, some MOPAN country teams comment that there is "a marked difference between asking for opinions and taking them into consideration". Despite an apparent "attempt to take on board others' views", they question whether "recommendations and opinions are also being translated into World Bank's programmes".

2.24 The World Bank is perceived as being forthcoming in sharing information on the timing and itinerary of its field missions, as well as inviting other development agencies to mission debriefings and disseminating mission findings. It is seen as being less likely to consult other development agencies on missions terms of reference ("plans its missions by itself, does not discuss them or coordinate beforehand with relevant sector donors" or "sends out documents for comments with one or two-day notice based on its own timetables").

Inter-agency coordination

2.25 The country reports reveal **mixed perceptions of the World Bank's performance in the area of inter-agency coordination**, although the positive views tend to outweigh the critical ones.

2.26 The World Bank is perceived positively as:

- playing an important, often a leading role in coordinating donor participation in important national processes like the preparation of PRSP;
- participating regularly and actively in joint development assistance groups, thematic working groups and other partnership groups, usually with high quality inputs;
- making efforts to avoid overlaps with other development agencies; and
- striving to conduct projects jointly and co-share funds in order to increase the output for the beneficiaries.

A leading role in donor coordination ...

"The World Bank is playing a leading role in inter-agency coordination since it has been hosting, according to the old structure, 14 out of 27 thematic working groups corresponding to its priority areas in the country."

2.27 The country teams note room for improvement in two important areas. Firstly, cooperation with the UN agencies is still perceived to be quite limited, despite an improved relationship with UNDP and increased cooperation with other UN agencies (e.g. in health, education, rural productive sector). Duplication of World Bank's efforts with those of UN agencies is consistently reported as being a problem. Secondly, the World Bank is sometimes perceived as too dominant an actor. Country teams noted the World Bank's tendency to lead, and to sometimes use these fora for the promotion of its own issues instead of chairing and facilitating the group for the sake of coordination and information exchange. Country teams see an opportunity for improvement in responsiveness to other donors' concerns, especially on non-economic areas of governance.

... but some examples of poor coordination as well

"World Bank displays a rather liberal policy in the country in its striving for poverty reduction, leaving aside gender issues. Most decisions refer to economic indicators such as GDP. The World Bank does not take other indicators into account such as the human development index of the UN."

"In regard to donor coordination the World Bank took its job too seriously and also compiled a list of donors, projects and volumes of assistance instead of drawing up from two existing databases and lists maintained by the EC and UNDP. Even though some donors stressed and highlighted that duplication of efforts is not useful, the World Bank persisted on its request for information to fill in the World Bank's list based on its own format."

Harmonisation

2.28 According to some MOPAN country teams, the World Bank has been active in harmonisation and allocates significant resources to this, but other teams perceive it to

be less active in this area. The World Bank is perceived as making **good progress at the strategic level but less progress in terms of implementation**. It is seen as supporting the idea of harmonisation in order to avoid overlapping with other donors' programmes and to improve the efficiency of public investment. There have been some important initiatives although it will take time to see results.

Progress with harmonisation amongst the development banks ...

"The initiative of the five development banks led by the World Bank to harmonise some of their procedures in order to reduce transaction costs for the Government was given as an example of a local harmonisation effort. This initiative is a long-term one but it has significant potential. Furthermore, the World Bank is an active participant in the Government-donor working group on ODA harmonisation but at times holds opinions that are at odds with other donors."

2.29 Almost all questionnaire responses state that the World Bank "has participated in local harmonisation initiatives." Only a small number report progress in coordinating reporting formats with other aid agencies. The World Bank is perceived as

- "insisting on following its own procurement guidelines making its participation in joint approaches with other donors and the government difficult";
- "insisting also on using its own documentation rather than relying on that of other development agencies";
- "where weaknesses in government systems are apparent, using them as the rationale for defaulting to World Bank procedures will not do anything to address the issue".

... but there are examples of duplication

"A recent example of lack of harmonisation efforts is in the education sector. Here, a 50 million US\$ grant was provided for non-formal education in 2004, outside the primary education sub-sector program, in spite of objections from donor colleagues. Within this sub-sector program, substantial reallocation of funds to allow financing of post-flood school rehabilitation was agreed among the donors in late 2004. In spite of this, the Bank unilaterally proceeded with formalizing with the government to finance this with Bank funds."

2.30 The MOPAN country teams suggest that it will be some time before the goal of avoiding duplication is achieved, but note that the World Bank has been active in harmonisation and has allocated resources to this: "Effort is currently made to harmonise reporting formats but results will not be seen before 2006".

General local responsiveness

2.31 The country reports and questionnaire responses on alignment and inter-agency coordination indicate a perceived general improvement in the World Bank's responsiveness to local (government and donor) concerns. Views on its local responsiveness in terms of decentralised decision-making are more ambivalent. The **World Bank's general responsiveness at country level is perceived by many MOPAN country teams as still limited by insufficient decentralisation**. MOPAN country teams report that World Bank country office staff acknowledge their accountability to the partner government, and demonstrate a commitment to a country-led approach. However, they perceive the World Bank as remaining too centralised, with decisions still being referred to regional offices or Washington headquarters. In one

country with an active country office, a resident Country Director and good leadership, and where general policy dialogue and project implementation appear to be fully decentralised, planning and policy dialogue in some sectors are still perceived to be centralised.

2.32 The country reports reveal significant differences between the World Bank's country offices regarding their decision-making authority. In one country, a large country office is seen as enjoying full decentralisation "with decision-making authority relocated from Washington to the country's capital". In two other countries with similarly large country offices, the MOPAN teams report that there is still no "real decentralisation of function within the World Bank", and it is seen as being "still centralised, with both sector and country assistance strategy managers based in Washington". A similar perception emerges from one of the four countries with relatively small levels of disbursement, where the World Bank and its country offices are perceived as showing "lack of decision-making authority ... leading to a diversity of inefficiencies".

2.33 The country reports note that the location of CAS and sector managers in Washington makes it difficult for the World Bank to put more emphasis on local partnerships. MOPAN country teams note a "limited capacity and capability of the local team" which they see as a constraint to improving the World Bank's local responsiveness in some cases.

Scope for improvement in country responsiveness

"The MOPAN team saw the World Bank country office as responsive within its limits. A key test of the balance within the World Bank was seen to be the pace at which support to health and education can be folded into budget support. The government has requested further movement on this and the MOPAN team felt that currently the World Bank is not using its enormous potential to lead and create change to best advantage in this area. In response the World Bank has invited further discussions on this."

3. UNITED NATIONS POPULATION FUND (UNFPA)

UNFPA: Background Information

UNFPA is the UN's specialised entity for population and reproductive health matters. The Fund works with governments and non-governmental organisations in over 140 countries, at their request and with the support of the international community, to help them address reproductive health and population issues, and tries to raise awareness of these issues. UNFPA is the lead UN organisation for advancing the Programme of Action of the International Conference on Population and Development (ICPD, Cairo, 1994) and ICPD+5.

The main areas of work are:

- to help ensure universal access to reproductive health, including family planning and sexual health, to all couples and individuals on or before the year 2015;
- to support population and development strategies that enable capacity-building in population programming;
- to promote awareness of population and development issues and to advocate for the mobilization of the resources and political will necessary to accomplish its areas of work;
- universal primary education and closing the gender gap in education; and
- reducing maternal mortality and infant mortality and increasing life expectancy.

The Multi-Year Financing Framework (MYFF) is the main programming document guiding the Fund's work. The MYFF 2004-2007 is based on the following four interactive programme strategies: advocacy and policy dialogue; building and using a knowledge base; promoting, strengthening and coordination partnerships; and developing systems for improving performance.

National capacity building is an overarching principle in the MYFF, and the rights-based approach is to be adopted in all programming areas. Finally, prevention of HIV/AIDS, adolescent reproductive health, and gender equity and equality are priority issues to be mainstreamed throughout the framework.

UNFPA's partnership performance at a glance

3.1 According to the MOPAN country reports, UNFPA has an overall positive image and is a respected agency in its field of activities. Its partnership behaviour at the country level is generally well regarded by MOPAN members. The perception of UNFPA at country level is that of a small, rather centralised organisation with particular strengths in policy dialogue and advocacy, making efforts towards PRS alignment and inter-agency coordination, but in some countries constrained by its comparatively small offices and limited predictable funding.

3.2 Concerning the Fund's **partnerships with national stakeholders**, perceptions of MOPAN country teams include:

- strong contribution to policy dialogue, despite sensitivities regarding the subject matter on the part of some governments;
- mixed performance in terms of contribution to capacity development, largely focused on public institutions;

- strong and lively advocate on specific issues relevant to the Fund’s mandate;
- comparative advantage in fostering the participation of NGOs, but not of the private sector, on issues related to government policies and UNFPA’s own work; and
- endeavours to align its country programmes with national priorities and relevant sector strategies, although there is room for improvement regarding alignment of administrative and financial procedures.

3.3 Regarding **partnerships with other development agencies**, perceptions include:

- mixed views on information sharing with other development agencies and room for improvement;
- active and regular participation in local donor coordination groups but less good at operational coordination;
- better picture at the policy level than at the operational level in the area of inter-agency coordination within the UN system;
- cautious progress towards harmonisation, particularly at the policy level; and
- rather dependent on headquarters for decision-taking; mixed views on staff responsiveness at the country level.

A. UNFPA at the country level

3.4 UNFPA is represented in all nine countries of the Survey. However, the size of its presence varies considerably in terms of human and financial resources. In all the Survey countries except two, UNFPA is currently implementing five-year country programmes of assistance. The volumes of the country offices’ assistance range from a total budget of US\$ 10.25 million to a total of US\$ 28.5 million for a five-year period. It is important to note that these budgets frequently include a significant portion of resources which need to be generated by the UNFPA country offices.

3.5 UNFPA’s main areas of intervention, as observed by the MOPAN country teams, cover a special focus on sexual and reproductive health (including the supply of reproductive health products), adolescents’ health, population and development, gender and HIV/AIDS. In some countries of the Survey, these are culturally and politically sensitive areas that require special knowledge and skills throughout the entire programming cycle.

3.6 Many of the MOPAN country teams lack familiarity with UNFPA. The aggregated questionnaires suggest that about half of MOPAN member country offices in the Survey countries maintain a close working relationship with UNFPA at the country level and therefore know the institution reasonably well. About half of the questionnaire responses indicate that their country office’s collaboration with UNFPA has increased over the last three years and judge their information and knowledge with regard to the Fund to be medium or high. The other half of the responses contains little detailed information about UNFPA’s partnership behaviour.

B. Partnerships with national stakeholders

Contribution to policy dialogue

3.7 Overall, **UNFPA is perceived to have a comparative advantage in the area of national policy dialogue**. According to the MOPAN country reports, UNFPA's contribution to policy dialogue is deemed to be strong in the majority of cases, with the advice given considered to be "proactive", "progressive" and "in line with needs". Concrete positive examples of UNFPA's influence on national policy-making include its contributions in the areas of sexual and reproductive health, family planning, gender, migrants and reproductive health, and domestic violence. One MOPAN country team specifically acknowledges "a drive over recent years to recruit more competent staff and to increase the agency's capacity in its core competence areas" leading up to good quality policy advice. In another report, a strong contribution in the area of family planning is felt to be due to UNFPA keeping up the dialogue, "for example, by providing analyses and data and by coherently giving the same message."

3.8 This finding from the MOPAN country reports is strongly corroborated by the data in the aggregated questionnaires: almost all of the views expressed see UNFPA as currently having a comparative advantage in the area of policy dialogue in supporting poverty reduction and the achievement of the MDGs.

Strong contribution to policy dialogue

"Within its mandate, UNFPA contributes strongly to policy dialogue. An example of this is the role played by the ... delegation at the ECLAC-meeting, Ad Hoc Committee on Population and Development, in Chile, June 2004, in ensuring that there were no set-backs on the international SRHR agenda. Further, during 2004, UNFPA had a strong role in promoting policy dialogue on a new SRHR Law in ..."

3.9 Two MOPAN country reports perceive UNFPA's contribution to policy dialogue to be made difficult by government sensitivities in areas such as sexual and reproductive health, where government takes different attitudes to what UNFPA is promoting and/or do not give them the same priority. However, it seems that in these two cases, UNFPA is fairly successful in overcoming such constraints and mediating change.

3.10 Other challenges with regard to policy dialogue mentioned in individual MOPAN country reports include:

- UNFPA being the only organisation working proactively in the areas in question;
- difficulty in striking a balance between maintaining a close and trusted relationship with the government whilst adopting robust policy positions;
- in the absence of a head of office for some months, weak senior - national - staff not being in a position to challenge the government's views; and
- limited staff being focused on small-scale project implementation rather than policy dialogue.

Capacity development

3.11 The country teams perceive that **UNFPA's performance in terms of capacity development is mixed and that it varies from country to country**. UNFPA is involved in a variety of capacity development activities. It seems that, depending on the local situation, UNFPA sets somewhat different priorities and/or develops different strengths as regards capacity development for the public sector versus civil society on the one hand and at the central versus the local level on the other hand. Generally speaking, UNFPA is perceived to focus more on public institutions and to a lesser extent on national NGOs, and it works little with the private sector. The aggregated questionnaires suggest that with the exception of the private sector, UNFPA's contribution to capacity development of different national stakeholders is perceived to be "fairly effective".

Variable performance in capacity development

"Capacity building work is more effective at the local level... Capacity development to civil society and the private sector is not an area of comparative advantage."

"UNFPA is fairly effective in supporting capacity development in public institutions at the central level... At the local level... has not been very effective... UNFPA only provides support to one NGO - Family Care International - and none to the private sector."

3.12 In one MOPAN country report, particularly positive note has been taken of UNFPA's contributions to a training programme of skilled birth attendants. In another, the MOPAN country team acknowledges the strengthening of government capacity to establish a database and logistic management information systems.

3.13 References to the Fund's use of international expertise are few and very varied, namely (i) the perception in one country team that UNFPA does not bring in international technical support at all; (ii) a mixed feeling in two country teams about the quality of international technical advice provided; and (iii) particular mention in one other instance of the good quality international technical advice provided through the regional Country Support Team. By and large, UNFPA is considered to make good or best use of national expertise when providing technical advice and support.

Good use of national expertise

"Notably, UNFPA has focused on improved utilisation of national expertise, both within its own staff and among national experts (thirteen of whom recently received training to strengthen the TA they provide to partners.)"

3.14 Internal and external constraints to UNFPA capacity development activities in diverse country contexts are perceived to include: internal problems caused by the introduction of a new financial system in UNFPA; adverse contextual circumstances such as change of authorities and social conflicts throughout the country; and inadequate skills, both of UNFPA local staff and partner NGOs' staff, which hamper an overall broadly supported policy dialogue (e.g. in the area of HIV/AIDS).

Advocacy

3.15 Overall, the country reports perceive UNFPA as having a **comparative advantage in advocacy**. The MOPAN country teams almost unanimously recognise

UNFPA to be a strong and lively advocate on specific issues relevant to its mandate depending on the countries in question, such as reproductive and sexual health, adolescents' health, HIV/AIDS, family planning, gender, domestic violence, and population issues. Furthermore, MOPAN country reports mention positive examples of how UNFPA is involved in advocacy work, through its own publications, through the respective national mass media, and through a variety of both governmental and non-governmental partners.

3.16 This main finding from the MOPAN country reports is corroborated by the aggregated questionnaires: almost all of the total opinions expressed see UNFPA as currently having a comparative advantage in advocacy. Also, a great majority of views expressed found UNFPA to have played a strong and visible advocacy role on specific issues, to have actively supported public campaigns and to have made its own documents available in local language(s) and in popularised forms.

An effective advocacy organisation

“It seems that due to UNFPA, reproductive health issues received more attention in the public and media as well as among policy makers.”

“UNFPA plays a strong and visible advocacy role on gender equity, women’s rights, and sexual and reproductive rights.”

Support to non-governmental and private sector actors

3.17 According to the country reports, UNFPA is generally perceived to have a **comparative advantage in fostering the participation of NGOs** on issues relating to government policy and its own policy work. The country teams report positive examples where UNFPA has been perceived to draw upon this comparative advantage in support of, for instance, community groups, indigenous organisations, and women and youth organisations (where they exist and to the extent that governments do not oppose them).

3.18 In particular, UNFPA has been perceived to have

- promoted participatory approaches in four Survey countries, both with civil society as well as with public institutions;
- consulted civil society on its own strategies, analytical work and programming in two countries; and
- used NGOs as implementing partners in one country.

3.19 **The picture appears less clear as far as the private sector is concerned** and limited to isolated instances: one MOPAN country team reports that UNFPA has been observed to have actively promoted private sector participation in national policy debates. Another country team is aware that UNFPA has worked with garment workers associations on reproductive health issues. However, in two other country reports, the Fund has not been perceived to provide any support to the private sector.

Alignment with national poverty reduction strategies, policies and procedures

3.20 There are **mixed views regarding UNFPA’s alignment with national strategies, policies and procedures**. In five country reports and the majority of the

questionnaires, UNFPA is perceived to have become more responsive to government requests and proposals in recent years, and to be more committed to a country-led approach. The MOPAN country teams also consider that UNFPA does endeavour to align its country programmes, sector strategies and operational activities with national priorities and strategies.

3.21 This general finding seems to be particularly true for the health sector where, for instance, UNFPA is reported to be the first UN organisation to join the Health Basket Fund in support of a SWAP in one country (although another MOPAN country team considers UNFPA's participation in basket funding arrangements to be restricted due to a lack of funds). A further country example of UNFPA's sector alignment and support to national objectives refers to the area of gender equality.

UNFPA supporting PRS alignment at the strategic level ...

"In 2004, UNFPA joined the Health Basket Fund ... and as such agreed to use [Ministry of Health] MoH reporting and to drop independent missions. Full adoption of [the Government's] procurement, reporting and accounting procedures is yet to be attained; however, two projects are piloting payment through the Exchequer. The Fund does not run any independent project management units. Since 2004, UNFPA has made a contribution of US\$... for 2004-2005, and a total of US ... for 2005-2006 to the Health Sector Basket."

"UNFPA, together with many other donors, worked closely together in providing comments to the long-term strategic plan of the Vice Ministry for Women (VMW). Together, several donors elaborated a [Memorandum of Understanding] MoU that represents the framework for all donor support to the Vice Ministry, including a common reporting format for support, evaluations, missions, etc. UNFPA signed the MoU. Further, a basket fund was established in support of the VMW, but UNFPA does not participate."

3.22 However, alongside these reports of PRS alignment, there is also a view that UNFPA is still focused on its own projects and appears to be predominantly using its own procedures for reporting, accounting and procurement.

... but limited alignment in terms of procedures

"UNFPA tends to implement projects and its programme through specific UNFPA project management units. For example, the adolescent project is run by a UNFPA coordinator and team, and it has installed regional coordinators to promote its SRH programme... Further, the MOPAN agencies have the impression that UNFPA uses its own reporting, accounting and procurement procedures."

3.23 Some MOPAN country reports suggest that reasons for this may lie with the attitude of the host government or with internal incentives within UNFPA.

Constraints on PRS alignment

"Sexual and reproductive health and rights are not given priority by the [...] Government and the Government has not got many requests in this area. Therefore, in principle, UNFPA initiates its own projects and takes the lead in the identification and planning process. This is also affected by the fact that SRHRs are a politically sensitive issue..."

"The organisation is perceived as following a strong steer from UNFPA HQs and it initiates and leads its own projects rather than being responsive to ... [the Government's] requests and proposals. However, the technical cooperation does address PRSP priorities and relevant strategies."

C. Partnerships with other development agencies

Information sharing

3.24 The country reports reflect **mixed views on information sharing with other development agencies**, and there would seem to be room for future improvement here. On a positive note, one MOPAN country team has the impression that UNFPA “shares all relevant information related to missions...” and “uses a consultative programme design process”. Another country team perceives the MO to be “very transparent and forthcoming in sharing information in relation to specific advocacy activities or events”.

3.25 However, more critical perceptions include:

- information sharing is not always timely or transparent;
- little or no information or consultation on UNFPA missions;
- proactive information sharing only for the purpose of fundraising; and
- public website neither complete nor up-to-date.

3.26 Individual country reports also suggest some explanations for such perceived shortcomings, e.g.

- a lack of capacity rather than of willingness;
- consultation on country programmes through the MOPAN donors’ headquarters resulting in very short deadlines for their country staff; and
- very few international missions to be consulted on.

Room for improvement on information sharing

“Most donors do consider that UNFPA shares information on missions and Terms of References, even though there is room for improvement. It was pointed out that information sharing is not always timely and transparent. Some donors indicated that even when they co-finance projects with UNFPA, they receive little information and generally no information at all on other UNFPA activities. MOPAN members highlighted that this may be due more to lack of capacity than lack of willingness.”

Inter-agency coordination

3.27 UNFPA is perceived to be an **active and regular participant in local donor coordination groups, but less good at operational coordination**. Three MOPAN country teams explicitly suggest that UNFPA will need to invest more effort in this area in future.

3.28 The country reports provide the following examples of local coordination groups in which UNFPA participates: health, reproductive health (where it plays a leading role in one country), HIV/AIDS (where it chairs or has chaired inter-agency groups in two countries), gender (where it co-chairs the inter-agency committee in one country), and education. The Fund is also known to participate in “MDG task forces” and Consultative Group meetings, although not very visibly in the latter case.

Active participation in local donor coordination groups

“UNFPA is participating in the relevant sector coordination meetings and working groups where they play an active role. That is UNFPA representatives give statements and feedback, seem to be well informed and engaged and try never to miss a meeting.”

3.29 One MOPAN country team suggests that UNFPA's coordination efforts are limited to a narrow interest, and that, despite the fact that it is active in fora on specific topics, e.g. reproductive health, HIV/AIDS, and gender, it is not present in broader health fora and therefore may lack a clear picture of the broader context.

3.30 MOPAN reports paint a mixed picture of UNFPA's performance in avoiding duplication and overlap with other aid agencies and coordinating its operational activities with them. On the one hand, UNFPA is acknowledged in one country report to "actively avoid duplication of efforts" and, in another report, it is reported that "regarding small scale initiatives ... UNFPA is willing and able to harmonise with the aim to avoid duplication and overlapping". On the other hand, one MOPAN country team notes that "UNFPA regularly participates in donor coordination meetings, although most MOPAN members consider that it still works too much in isolation from other aid agencies" and, more specifically, that "with regard to a UNFPA project ... on curriculum reforms on reproductive health at secondary medical schools there was no coordination with other agencies to work in a complementary way and to avoid overlap".

3.31 **As regards inter-agency coordination within the UN system, perceptions of MOPAN country teams indicate a better picture at the policy level than at the operational level.** At the policy level, UNFPA is perceived to be committed to the Resident Coordinator system in terms of working under the umbrella of the United Nations Development Assistance Framework (UNDAF), participating in UN inter-agency working-groups, and harmonising rules, procedures and programme cycles.

3.32 At the same time, one country report notes that "coordination and harmonisation among UN agencies ... has proved to be challenging at times" and "the effects of the harmonisation and coordination efforts of the UN Development Group Executive Committee agencies (UNDP, UNFPA, UNICEF and WFP) at headquarters level have not trickled down to the country level as of yet". Along the same lines, two MOPAN country reports also reveal that a certain "rivalry" has been observed with UNICEF in the area of literacy programmes and with UNICEF and WHO in the area of safe motherhood where a joint UN safe motherhood initiative did not materialise, apparently due to poor coordination among the UN agencies.

Harmonisation

3.33 The MOPAN country reports lack information about UNFPA's attempts to harmonise strategies and procedures with other aid agencies in their countries of operation. MOPAN country teams seem more knowledgeable about UNFPA's general commitment to harmonisation at the policy level; references to concrete steps towards harmonisation with other development agencies are rather isolated and specific. However, the limited information available suggests a perception of **cautious progress towards harmonisation**. The aggregated questionnaires suggest that UNFPA has participated in local harmonisation initiatives but is not yet generally coordinating reporting formats with other aid agencies.

3.34 One country report, for instance, noted that UNFPA has actively fostered harmonisation on HIV/AIDS, but that it has not coordinated reporting formats with other agencies. A second country report observed an improvement in the area of harmonisation, particularly with other UN agencies such as UNDP and UNICEF. And a third country report described an example of common policy dialogue in the area of sexual and reproductive health and rights on the occasion of a regional meeting in 2004.

Finally, one MOPAN country team considers that the Fund has limited involvement in harmonisation initiatives, due to its internal procedures.

General local responsiveness

3.35 The MOPAN country teams generally appear to lack detailed information about how the internal organisation of UNFPA would or would not enhance local responsiveness. However, in terms of decentralisation of decision-taking power to the country level, **UNFPA country offices are perceived to be rather dependent on their headquarters**. “Bureaucracy and top-down approach”, “strong steer from UNFPA HQs” and “strong dependency from the central office” illustrate this perception. Only in two cases, one of which was understood to be due to the fact that UNFPA “was recently upgraded to category ‘A,’ which implies a greater capacity and increased independence”, do MOPAN country teams perceive UNFPA to be able to take decisions without referring to headquarters.

3.36 **With regard to UNFPA management and attitudes in country offices, impressions vary.** Where explicit reference has been made in the country reports, MOPAN country teams have referred to the importance of competent staff for a good performance. In two specific instances, the positive role of the UNFPA Representatives has been commended and characterised as taking a “hands-on approach”, and being “proactive” and “outgoing”. Another MOPAN country team appreciates the presence of excellent Junior Professional Officers. On a further positive note, several MOPAN country teams have commented positively on the competent staff and the positive attitudes and good communication skills of country office staff. A well-defined mandate is another positive feature recognised by another MOPAN country team as fostering a good general local responsiveness.

3.37 But MOPAN country reports also noted the following concerns:

- a high level of management-level vacancies;
- a lack of capacity and inadequate skills;
- a lack of financial resources and the need to mobilise them locally;
- a dispersed focus and small-scale projects;
- an outdated communication style; and
- a strong focus of the MO on its direct project clients.

Contrasting views on country responsiveness

“UNFPA represents a relatively small, but enthusiastic and active office working within a well-defined mandate. The office works seriously, both in relation to national stakeholders as well as in coordination with international partners.”

“There is a general sense that the UNFPA country office is overstretched, with its focus dispersed through funding of many small-scale initiatives. The office gives the impression of being overly interested in mobilising funds, but does not always have sufficient capacity to implement. The deputy representative position has been vacant for extended periods of time during the last three years. Additional programme and project staff have been hired in recent years to overcome capacity constraints.”

4. THE SECRETARIAT OF THE JOINT UNITED NATIONS PROGRAMME ON HIV/AIDS (UNAIDS)

UNAIDS: Background Information

UNAIDS coordinates HIV/AIDS-related activities undertaken by the UN system. It provides the joint response to the pandemic by ten UN co-sponsors (ILO, UNICEF, UNDP, UNFPA, UNODC, UNESCO, WHO, WFP, UNHCR and the World Bank). Its role is to catalyze, strengthen and co-ordinate the expertise, resources and networks of the ten co-sponsoring organisations. It should also facilitate more effective collaboration between the UN and other actors.

The UNAIDS Secretariat operates as a catalyst and coordinator of action on HIV/AIDS, rather than as a direct funding or implementing agency. The main role of the Secretariat at the country level is to facilitate and support national efforts to combat HIV/AIDS, as well as efforts of the UN agencies and of the donor community at large. This facilitation and support function mainly involves policy dialogue, advocacy, and coordination and harmonisation; occasionally also fundraising. Central to UNAIDS' coordination and harmonisation role is the 'Three Ones' initiative.⁴ UNAIDS is not a service delivery organisation: operational projects in the area of HIV/AIDS are in principle managed by the UNAIDS co-sponsoring agencies.

Regional and country representations are organised through 5 inter-country teams (ICT) and UNAIDS country co-ordinators (UCC). At the country level, a UNAIDS secretariat is typically composed of a UCC, a programme officer and a limited number of local staff. The UCC is a member of the UN Country Team (UNCT) but overall responsibility lies with the UN Resident Coordinator. Usually, there is a UN Theme Group on HIV/AIDS at country level, which is chaired by one of the UNAIDS co-sponsoring agencies, and is supported by the UNAIDS UCC.

A UNAIDS Acceleration Fund (a few hundred thousand dollars per country), allows support for a limited number of special initiatives at the country level. Resources are allocated according to the level of HIV/AIDS prevalence in a given country.

UNAIDS' partnership performance at a glance

4.1 The overall perception among MOPAN country teams of UNAIDS at country level is that of a small programme with a supportive rather than a leading role with regard to HIV/AIDS. It is perceived to be particularly effective in advocacy and policy dialogue. It performs well in terms of inter-agency partnerships, especially through its promotion of the 'Three Ones'. In other words, its perceived performance is broadly in line with its mandate. The MOPAN country teams' perceptions are more favourable in those countries with a larger UNAIDS office, suggesting that its performance depends to a great extent on its level of human as well as financial resources. Its effectiveness is also judged to be dependent on the programme activities and the commitment of its co-sponsors.

4.2 Concerning UNAIDS' **partnerships with national stakeholders**, perceptions of MOPAN country teams include:

⁴ **The 'Three Ones':** **One** agreed HIV/AIDS Action Framework that provides the basis for coordinating the work of all partners; **One** National AIDS Coordinating Authority, with a broad-based multi-sectoral mandate; **One** agreed country level Monitoring and Evaluation System for HIV/AIDS.

- comparative advantage in policy dialogue, but the Programme could make a stronger contribution;
- capacity development limited to public institutions at the central government level;
- advocacy: comparative advantage and major strength of UNAIDS;
- no clear picture with regard to UNAIDS' support to non-governmental and private sector actors; and
- becoming more responsive to government requests; progress in aligning its programmes with national poverty reduction and other strategies.

4.3 Regarding its **partnerships with other development agencies**, opinions expressed include:

- shares information well and proactively with other development agencies engaged in HIV/AIDS activities; room for improving outreach to development agencies not yet engaged in HIV/AIDS activities;
- inter-agency coordination: varied perceptions but overall positive;
- harmonisation: UNAIDS actively promoting the 'Three Ones'; and
- local responsiveness appreciated but there is room for improvement.

A. UNAIDS at the country level

4.4 Country reports demonstrate considerable variation in the size of the UNAIDS country offices: in three countries, UNAIDS has a relatively large country presence (between seven and eleven staff members); in two countries, there are quite small UNAIDS offices with three to five staff members, and in four countries UNAIDS has no country office and no UNAIDS staff. Where there is no UNAIDS country office, UNAIDS is represented by one of the co-sponsoring agencies (e.g. by UNFPA in Nicaragua) or by its regional representations. The UN Theme Group on HIV/AIDS, is chaired by different UNAIDS co-sponsoring agencies (e.g. WHO in Tanzania and Albania, UNICEF in Bangladesh).

4.5 Partly reflecting these differences in UNAIDS' country presence, the level of information and knowledge about UNAIDS varies considerably from one country to another in the Survey. Only 39 questionnaires were returned out of a possible 56, and one MOPAN country team decided not to review UNAIDS at all due to the low level of UNAIDS operations. Of those that did complete questionnaires, over half judged their knowledge of UNAIDS to be low. On the other hand, a small group of MOPAN country offices did know UNAIDS well and more than a third indicated that their organisation's collaboration with UNAIDS had increased over the last three years. According to the questionnaire responses, the contact with UNAIDS has mainly taken place in the areas of policy dialogue and local coordination. A small number of MOPAN member countries have co-financed activities with UNAIDS. Overall, it appears that only three MOPAN country teams have a high level of knowledge and information on UNAIDS. In most cases, the country reports reflect the views of those who do have good information about UNAIDS; yet, in some countries, MOPAN country teams were not able to express an opinion, as they felt they had not enough information. Where the questionnaires are referenced, the report usually draws only on the answers of those who expressed a view, i.e. excluding the no opinion or not relevant responses.

B. Partnerships with national stakeholders

Contribution to policy dialogue

4.6 The country reports indicate a perception that **UNAIDS has a comparative advantage in policy dialogue, but that it could make a stronger contribution in some countries**. In some reports the views expressed are positive, for example: “strongly contributes to the policy dialogue”, UNAIDS’ “contribution to national policy dialogue is fairly strong”. Governments appear to take the advice provided by UNAIDS seriously. In one specific case, UNAIDS was able to “unblock a debate that had become stuck between government and other bilateral partners”. In another case, UNAIDS was able to “proactively put HIV/AIDS on the policy agenda”.

4.7 Other views expressed by some MOPAN country teams are more critical, ranging from UNAIDS having made a “minor contribution to date in national policy dialogue” to UNAIDS playing a “little visible role in policy dialogue” and the “contribution of UNAIDS in the national policy dialogue is very limited”. However, the same MOPAN country team suggests that UNAIDS’ low profile in this country could be due to the relatively low prevalence of HIV/AIDS in the country.

4.8 The MOPAN country teams perceived several constraints with regard to UNAIDS’ efforts in the area of policy dialogue. One team observes that when co-sponsors participate in such dialogues, they usually do this on behalf of their own agency rather than on behalf of UNAIDS. Another team remarked that an effective policy dialogue was difficult due to an ever-increasing agenda of work around HIV/AIDS and that meeting all the demands poses a real challenge to such a small organisation. Other constraints include the ineffectiveness of the national, multilateral and bilateral context for HIV/AIDS work and of UNAIDS’ management of its country presence globally. According to the same MOPAN country team, it was unclear what UNAIDS headquarters expected from its country offices.

Strong contribution to policy dialogue, but some organisational constraints

“MOPAN members stressed that UNAIDS strongly contributes to the policy dialogue in ... It was pointed out that the programme is proactively putting HIV/AIDS on the policy agenda, for example through the annual Consultative Group meetings and through high profile and high level co-operation with senior government people (including Prime Minister and the Minister of Health).”

“MOPAN partners [MOPAN members] saw UNAIDS as having the potential to play a key role in opening space for policy dialogue and for promoting the coherence and prioritisation of policy dialogue. On current evidence, partners were not convinced that UNAIDS as structured presently has been able to fully meet that potential.”

4.9 The view that UNAIDS could make better use of its comparative advantage with regard to policy dialogue is confirmed by the aggregated questionnaires. While a strong majority of the views expressed see UNAIDS as currently having a comparative advantage in policy dialogue, only a minority consider that UNAIDS has made a strong contribution in this area in their country of operation.

Capacity development

4.10 According to UNAIDS' mandate, capacity development is the task of the UNAIDS co-sponsors, not of the Secretariat. However there is room for some technical advice and capacity development in relation to strategic planning and communications regarding HIV/AIDS. The findings below should be interpreted in this light.

4.11 The MOPAN country teams' knowledge about UNAIDS' capacity development efforts is limited. Where observations have been made, UNAIDS' contribution to capacity development is perceived to be limited to the central government level. Some MOPAN country reports acknowledge UNAIDS' capacity development efforts at the central level. One team is of the view that "although UNAIDS has limited resources and capacity, it is seen as having a comparative advantage in the area of capacity development, mainly at the central level". According to another report, UNAIDS is not very effective in capacity development whether for public institutions, national NGOs or the private sector. The apparent constraint on UNAIDS with regard to capacity development is its limited financial and human resources.

Capacity development limited to the central level

"UNAIDS is not generally perceived as contributing to capacity development among NGOs, public institutions or the private sector. However, interventions in particular in relation to the National AIDS Council Secretariat, the Country Coordinating Mechanism and the dissemination of best practice documentation are noted."

"Our perception is that UNAIDS' support to capacity development of public institutions at the central level has been fairly effective."

4.12 Only a few reports and questionnaires addressed the quality of technical advice provided by UNAIDS and their use of national and international expertise. Two MOPAN country teams express favourable views with regard to the quality of the technical advice and the use of national experts: "UNAIDS provides very good quality technical assistance and it also makes attempts to use national expertise but is not always successful in finding it" and "UNAIDS' technical advice is generally perceived as being of good quality and making best use of national expertise". Only one MOPAN country report contains a critical view, saying that "the provision of technical advice is not always adequate to needs".

Advocacy

4.13 The MOPAN country teams almost unanimously find that UNAIDS has a **comparative advantage in the area of advocacy**. The MOPAN country reports consistently emphasise that UNAIDS plays a strong and visible role and that it successfully supports public campaigns on HIV/AIDS. UNAIDS has been observed to have "been very vocal, not only with the Ministry of Health, but with a larger audience" and to have developed "key advocacy messages on HIV/AIDS".

Particular strength in advocacy

"Advocacy and public relations are seen as strengths of UNAIDS. The organisation is making extensive use of media (radio/television), interviews, public meetings in which people living with HIV/AIDS are invited to speak. Many UNAIDS official publications are translated [into the national language] and made readily available. It has largely contributed to the fight against stigma."

4.14 Only two MOPAN member countries have some reservations with regard to the Programme's formal advocacy role. In one case, it has been suggested that "UNAIDS works more from the inside than publicly". Another MOPAN country team is of the view that UNAIDS "should do more and be more visible", but at the same time is of the view that "UNAIDS is active, despite cultural constraints" and remarks that the Programme "intends to increase its role in this area."

Support to non-governmental and private sector actors

4.15 The country reports reveal no clear picture with regard to UNAIDS' support to non-governmental and private sector actors. While some MOPAN country teams find positive examples of UNAIDS' role in supporting NGOs and the private sector, others are of the view that it does not directly support NGOs or private sector actors. Yet, others simply lacked information: "The degree to which UNAIDS has been able to influence the vast amount of funding going to non-governmental stakeholders in other HIV/AIDS programmes ... was unclear to MOPAN members."

4.16 One country report recognizes that UNAIDS "had played a fundamental role in establishing the AIDS Business Coalition". In another country, MOPAN members were impressed by "the capacity of UNAIDS to involve nascent local NGOs and people living with HIV/AIDS". The finding in another country suggests that UNAIDS supports NGOs more indirectly through its co-sponsoring organisations.

UNAIDS supporting civil society through its co-sponsors

"UNAIDS does not directly support NGOs or private sector stakeholders. However, through the World Bank funded HIV/AIDS Prevention Project UNICEF has sub-contracted a number of NGOs for interventions with high-risk groups. It has also contracted Johns Hopkins University for research, advocacy and communication. UNAIDS provides Programme Acceleration Funds to UN agencies, which are partly sub-contracted to NGOs, such as Engenderhealth (by UNFPA) to train Government officials from various ministries on HIV/AIDS."

Alignment with national poverty reduction strategies, policies and procedures

4.17 Because UNAIDS has mainly a facilitating and supportive role in national efforts to combat HIV/AIDS and is not a funding agency, MOPAN country teams mainly referred to the alignment questions in terms of its responsiveness to government requests and its policy alignment to national strategies.

4.18 The country reports suggest a perception that **UNAIDS has become more responsive to government requests in recent years and has made progress in aligning its programmes** with national poverty reduction and HIV/AIDS strategies. For example, one MOPAN country team is of the view that "UNAIDS has made evident progress in aligning its program much more to the national policies, such as the PRSP". This view is confirmed by the aggregated questionnaires: the vast majority of the views expressed consider that UNAIDS has become more responsive to government requests in recent years and a substantial number thought that UNAIDS' programmes address PRS priorities.

4.19 However, the problem for some MOPAN country teams is the weakness of the PRSP's treatment of HIV/AIDS issues. In this regard, one team is of the view that UNAIDS is "trying to ensure that the PRSP addresses HIV/AIDS adequately" suggesting that UNAIDS is not just aligning its own instruments to the PRSP but rather influencing the PRSP itself.

4.20 In another case, UNAIDS contributes to the alignment process by being the "Secretary to the National Partnership Forum and thus plays a prominent role in the national level coordination". Another MOPAN country team refers to the 'Three Ones' initiative arguing that "the Programme's effectiveness could be judged by the degree to which alignment with these commitments has indeed taken place" and concludes that the country "is progressing in achievement of the 'Three Ones' but has some way to go".

Coordinated effort to align UN HIV/AIDS response to the national strategy

"The co-sponsors of UNAIDS have developed a Common UN Plan in Support of the National Response to the HIV Epidemic..., which describes the UN's strategic contribution to the nation's efforts to address the epidemic. The plan is aligned with the National Strategic Plan for HIV and AIDS (2004-2010) as well as with the UN Development Assistance Framework (UNDAF), which has a separate Country Programme Outcome on HIV/AIDS. However, the UN Plan is hardly known by anyone beyond the UN family, and is not well reflected in the draft Country Programme Documents of UNICEF and UNFPA."

C. Partnerships with other development agencies

Information sharing

4.21 The general perception from the country reports is that **UNAIDS shares information well and proactively with other development agencies**. One team is of the view that "it has improved in all aspects of information sharing since mid-2004". In another case, UNAIDS shares "ToR for missions, mission findings, working documents, etc."

Good performance in information sharing

"Agencies not funding any HIV/AIDS related programmes do not know much about UNAIDS missions, but those more directly involved expressed satisfaction about the information they receive from the Programme. Many donors indicated that they receive at least three emails daily from the UNAIDS Country Coordinator, which are largely distributed, and feel being well informed on the Programme's work."

4.22 Only in one case is the opinion critical: "There is a widespread feeling that UNAIDS is not sharing information on missions, debriefings, terms of reference or any documents with other agencies". However, this is the view of a country team from a country where UNAIDS has a very small presence and the country team's knowledge about UNAIDS is limited.

4.23 MOPAN members not focusing on HIV/AIDS know less about UNAIDS in general and about its information policy in particular. This finding suggests that there is still room

for improving its outreach to development agencies not yet engaged in HIV/AIDS activities.

Inter-agency coordination

4.24 According to the country reports, **UNAIDS' performance in inter-agency coordination is perceived to be variable but overall views expressed are positive.** Its performance appears to be strongly related to the staffing level. In countries with larger offices (7 to 11 staff members), the perception is that UNAIDS is doing well with regard to inter-agency coordination. It is seen to participate actively and regularly in coordination activities and it seems that coordination with other aid agencies has improved over the last years. UNAIDS is perceived as trying to avoid overlaps, as illustrated by one country team observing that "UNAIDS initiates new ideas and ways of co-ordination of activities, for example by using matrices to give an overview of which agency does what, when and where".

4.25 This overall positive view is confirmed by the aggregated questionnaires. Nearly two thirds of those who expressed a view considered that UNAIDS participates actively in donor coordination activities and a majority were of the view that its interagency coordination had made significant progress over the last three years.

Positive contribution to inter-agency coordination

"UNAIDS participates actively in the inter-agency coordination in its own thematic field. It is the Secretary of the Donors' Forum on HIV/AIDS. Its coordination skills have improved during recent years – it has for example, initiated a donor mapping on HIV/AIDS interventions with a coordinated reporting format."

4.26 In countries with limited or no UNAIDS staff at the country level the coordination role is perceived to be less successful. According to one country report, "a better co-ordination is needed between agencies to avoid shifting of responsibilities". According to another report "UNAIDS is not very proactive in donor coordination fora." Yet another country team perceived poor coordination between UNAIDS and the World Bank.

Little coordination with the World Bank

"MOPAN partners [member countries] reported very little evidence of UNAIDS working with the World Bank or of the World Bank working with UNAIDS....There appeared to be overlap. MOPAN partners felt that this was a serious issue, as work between the two organisations would add considerable value."

Harmonisation

4.27 According to the MOPAN country reports, **UNAIDS is perceived to be actively engaged in harmonisation efforts.** In particular, most MOPAN country teams acknowledge UNAIDS' efforts in promoting the principle of the 'Three Ones'. Views include that "UNAIDS was recognized as the champion of the 'Three Ones' or "in the last few years it has been working towards the principle of the 'Three Ones'". These views are confirmed by the aggregated questionnaires: a majority of views expressed

considered that UNAIDS has participated in local harmonisation initiatives and is actively promoting the 'Three Ones'.

Active promotion of harmonisation through the 'Three Ones'

"UNAIDS has participated in harmonisation activities and we know of cases when it has taken concrete actions to avoid overlap with other development agencies. It promotes actively the 'Three Ones', namely one agreed HIV/AIDS action framework, one agreed coordination mechanism; and one agreed country level monitoring and evaluation system."

General local responsiveness

4.28 The country reports note that **UNAIDS' local responsiveness is appreciated by the MOPAN country teams, but it depends on the size of the country office and the commitment of the co-sponsoring organisations to UNAIDS' agenda.** In one report it is recognised that "UNAIDS can only be as responsive to local needs as the co-sponsors are". Another report notes that "the capacity of the country office has improved altogether during the last year, probably partly due to the increase in staff numbers". There is a perception that there is room for improvement, and one MOPAN country team is of the view that "greater decentralisation of responsibility and resources to the country UNAIDS team" are needed.

Improved country responsiveness

"UNAIDS local responsiveness, communication skills and attitudes towards working with others have improved especially during the last year."

"UNAIDS is seen as being responsive under the strong leadership of its Country Coordinator, despite its small country office. Lack of funding and difficulty to recruit suitable staff are major constraints."

Terms of reference of the Survey

(April 2005)

Background

MOPAN stands for Multilateral Organisations Performance Assessment Network. It is a network of like-minded development cooperation agencies (Austria, Canada, Denmark, Finland, Netherlands, Norway, Sweden, Switzerland and UK; with Ireland so far as observer) having a common interest in

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

Annual MOPAN Survey

Since 2003 MOPAN carries out an annual survey on selected multilateral organisations in a number of countries where MOPAN members have embassies or country offices. As a rolling exercise, the Survey should over time be able to cover most of the major organisations/programmes. A pilot took place in 2003 and the first MOPAN Survey was carried out in 2004.

1. Objectives

- better information on and understanding of multilateral organisations, their roles and performance, among decision-makers, parliamentarians, and the public in MOPAN countries;
- better informed dialogue with the multilateral organisations, both at headquarters and at country level;
- involving MOPAN country offices in the surveying of multilateral cooperation; and
- improving overall performance of multilateral organisations at country level.

2. Outputs

- MOPAN Country Reports, prepared by the MOPAN embassies/country offices at country level (not to be published); and
- MOPAN Synthesis Report (to be published on MOPAN members individual websites).

3. Design principles

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

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

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

3.4 At the country level, the MOPAN representatives will form a Country Team and will carry out the assessment as a group. There will be a Team Leader in each country, responsible for co-ordinating the exercise. The MOPAN Headquarters group will be responsible for interacting with the multilateral organisation concerned at headquarters level and for the preparation of a MOPAN Synthesis Report.

4. Methodological approach and focus

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

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

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

towards poverty reduction will serve as an indirect measure of their contribution to poverty reduction and MDGs.

5. Selection of multilateral organisations and countries

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

- a balance between IFIs, UN and other organisations/programmes;
- avoid duplication with other similar initiatives regarding the multilateral organisations or the countries;
- at least 3 MOPAN members are willing to participate in each country;
- a reasonable geographical spread of countries; and
- a tentative rotation scheme in order to cover most organisations over time, with the major ones to be assessed more frequently.

6. Sources of information

6.1 Background information:

- MOPAN countries at HQs will compile background information on Multilateral Organisations, e.g. mandate, corporate goals, corporate commitments to partnership, alignment and co-ordination and internal reform agenda; and
- MOPAN at country level may want to organise in-country consultations with the selected MOs represented in the country and with relevant partner country government representatives.

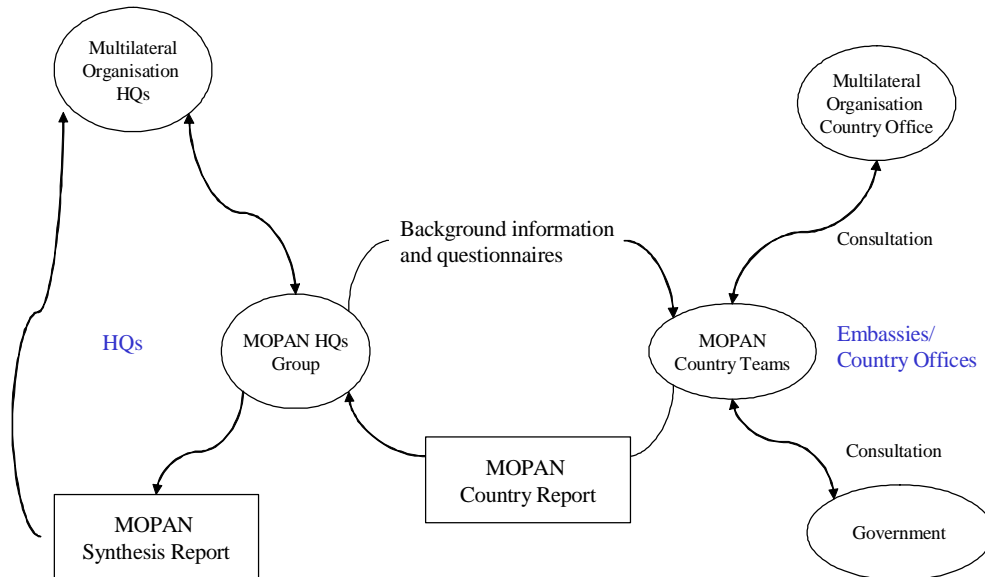
6.2 The main source of information will however be the MOPAN embassies' and country offices' perceptions of multilateral organisations' partnership behaviour. This information will be collected through:

- individual questionnaires filled-in by MOPAN embassies/country offices; and
- MOPAN country team discussions, involving MOPAN field staff, guided by a discussion guide.

7. Activities

7.1 The following graph shows the different steps of the Survey.

MOPAN Monitoring Exercise



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

7.3 Background information for each organisation will be forwarded to the MOPAN embassies/country offices (cf 6.1)

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

- a preparatory meeting to discuss the objectives, design and methodology of the exercise;
- distribution and collection of the individual questionnaires;
- country team discussion on the members' perceptions and judgements of the surveyed organisations' partnership behaviour;
- preparation and finalisation of the Country Report; and
- consultations with government and the involved organisations before and after the MOPAN exercise.

7.5 Once finalised Country Reports may be shared informally with the country offices of multilateral organisations concerned and with the partner governments. Any comments received may be forwarded to the MOPAN Secretariat.

7.6 The Country Reports and individual questionnaires will be forwarded to the MOPAN consultant with copy to the Secretariat (if possible in electronic format). They will form the basis for the elaboration of the MOPAN Synthesis Report.

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

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

8. The MOPAN Survey 2005

The MOs selected for the 2005 MOPAN Survey are UNAIDS Secretariat, UNFPA and the World Bank.

The exercise will take place in the following countries: Ethiopia, Senegal, Tanzania, Zambia, Bolivia, Nicaragua, Bangladesh, Vietnam, Albania, Bosnia/Herzegovina

The following workplan and timetable was decided at the last MOPAN HQs meeting on March 3-4, 2005 in Oslo:

MOPAN HQs Group	MOPAN embassies and country offices	Lead/ Responsibility	Deadlines
Workplan for the Survey 2005 designed and agreed		HQs Group	March 4
Finalise selection of 3 MOs		HQs Group	March 4
Announcement letter to possible participating MOPAN embassies and country offices and to the 3 MOs HQs: Draft to be sent to MOPAN HQs for comments		Secretariat	March 11
Letter sent to MOPAN embassies and country offices		MOPAN HQs	March 18
Exploratory contacts and final agreement with potential MOPAN lead embassies and country offices	Consultations among MOPAN embassies and country offices	HQs Group	March 31

<p>Revised and agreed Survey instruments:</p> <ul style="list-style-type: none"> • Revised questionnaire • Briefing material: guide and Q&A • Terms of reference for the Survey (updated 2005) • Templates of 3 MOs <ul style="list-style-type: none"> Ø WB Ø UNAIDS Ø UNFPA 		<p>UK</p> <p>UK</p> <p>Norway</p> <p>Canada Sweden Austria</p>	<p>March 31</p>
<p>Contract consultants for hotline, analysis of country reports and questionnaires and drafting of Synthesis Report</p>		<p>Denmark/ Netherlands</p>	<p>Before end of April</p>
<p>Send Survey instruments to MOPAN embassies and country offices</p>		<p>Secretariat</p>	<p>April 15</p>
<p>Send reminder letter to MOPAN embassies and country offices</p>		<p>Secretariat</p>	<p>mid-June</p>
	<p>Country teams secure completion of questionnaires, finalise country report and send the whole package through Secretariat to Consultants</p>		<p>July 17</p>
<p>1st draft of Synthesis Report ready and submitted to MOPAN HQs Group</p>		<p>Consultants</p>	<p>September 16</p>

MOPAN HQs Group meets in Berne to discuss 1st draft of Synthesis Report and action plan for follow-up Discussion on MOs to be included in MOPAN Survey 2006		MOPAN HQs Group	October 13-14
Consultants finalises 2nd draft of Synthesis Report and submits it to MOPAN HQs Group		Consultants	October 29
Final comments by MOPAN members on 2nd draft of Synthesis Report		MOPAN HQs	November 4
Final Draft Synthesis Report submitted to MOPAN HQs		Consultants	November 11
Synthesis Report sent to country teams and to 3 MOs HQs		Secretariat	November 11
Present findings of MOPAN Survey 2005 to the 3 MOs		Canada, Austria, Sweden	Before December 9 (if possible)
	Feedback by country teams to local MO offices and host governments		December 9
MOPAN HQs Group meets in The Hague to review feedback on follow-up by country teams and on presentations to 3 MOs		MOPAN HQs Group	December 15-16
Put Synthesis Report 2005 on MOPAN member websites		MOPAN HQs	January 15, 06

Methodology of the Survey

1. Rationale

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

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

2. Approach

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

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

The assessment focuses on partnership behaviour of the MO's:

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

3. Process and instruments

The institutional questionnaire

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

The templates on the MOs

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

The hotline

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

The country team discussion

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

The country reports

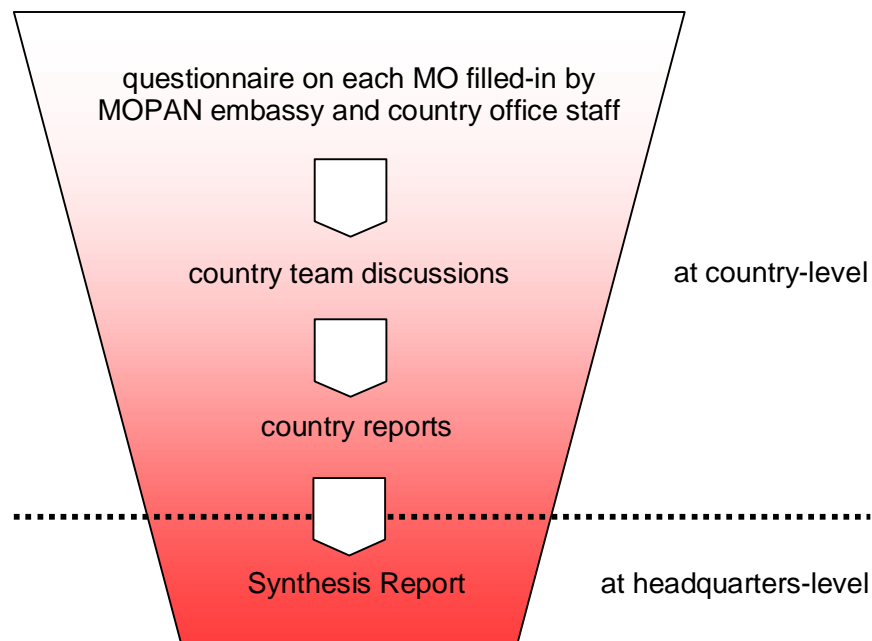
The outcome of the group discussions is condensed into the MOPAN country report. It reflects the collective point of view arrived at by the group on each MO. The country report also contains information about the team's process in reaching its consensus.

The Synthesis Report

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

The Survey is implemented at field level during April-July and the Synthesis Report is compiled during August-October. The report is adopted by the MOPAN HQs team in November and discussions with the MOs take place by the end of the year.

Schematic representation of the Survey methodology



4. Discussions with the assessed multilateral organisations

Dialogue with the MOs at their headquarters

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

Discussions with the MOs at the country level

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

5. Communications

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

6. Overview of the MOPAN Survey 2005

The MOs surveyed were:

- the World Bank,
- the United Nations Population Fund (UNFPA), and
- the Joint United Nations Programme on HIV/AIDS (UNAIDS).

The Survey was carried out in nine countries:

Albania, Bangladesh, Bolivia, Bosnia and Herzegovina, Ethiopia, Nicaragua, Tanzania, Vietnam, and Zambia. Eight country reports were delivered, of which all cover the World Bank and UNFPA while UNAIDS is covered by seven of them.

Participating members at the country level:

All nine MOPAN members involved their country level staff in the Survey. Austria participated in four MOPAN country teams, Finland and the Netherlands in five, Denmark and Norway in six, Sweden, Switzerland, and the United Kingdom in seven, Canada in nine. On average, there were six MOPAN members per country team.

Number of institutional questionnaires:

In total, 140 institutional questionnaires were completed (see Annex 3): 56 for the World Bank (Annex 3a), 45 for UNFPA (Annex 3b) and 39 for UNAIDS (Annex 3c).

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Annex 3

Overview of questionnaires returned

World Bank (total of 56 questionnaires)

Country	Austria	Canada	Denmark	Finland	NL	Norway	Sweden	CH	UK
AFRICA									
Ethiopia	+	+	-	+	- ⁵	+	+	-	+
Tanzania	-	+	+	+	-	-	-	+	+
Zambia	-	+	+	+	+	+	+	-	+
LATIN AMERICA									
Bolivia	-	+	+	-	+	-	+	+	+
Nicaragua	-	+	+	+	-	+	-	+	+
ASIA									
Bangladesh	-	+	+	-	+	+	+	+	+
Vietnam	+	+	+	+	+	+	+	+	+
EASTERN EUROPE									
Albania	+	+	-	-	-	-	+	+	-
Bosnia	+	+	-	-	+	+	+	+	-

UNFPA (total of 45 questionnaires)

Country	Austria	Canada	Denmark	Finland	NL	Norway	Sweden	CH	UK
AFRICA									
Ethiopia	+	+	-	+	+	+	+	-	+
Tanzania	-	+	-	-	+	-	-	+	+
Zambia ⁶	-	-	-	-	+	-	-	-	+
LATIN AMERICA									
Bolivia	-	+	+	-	+	-	+	+	+
Nicaragua	-	+	+	-	+	+	-	-	+
ASIA									
Bangladesh	-	+	+	-	+	+	+	+	+
Vietnam	+	+	+	-	+	- ⁷	+	+	-
EASTERN EUROPE									
Albania	+	-	-	-	-	-	+	+	-
Bosnia	+ ⁸	+	-	-	-	+	+	+	-

⁵ Questionnaire returned, but blank.

⁶ Consolidated questionnaire for UK and the Netherlands.

⁷ Questionnaire returned, but blank.

⁸ One (1) questionnaire for both UNFPA and UNAIDS.

UNAIDS (total of 39 questionnaires)

Country	Austria	Canada	Denmark	Finland	NL	Norway	Sweden	CH	UK
AFRICA									
Ethiopia	+	+	-	+	+	+	+	-	+
Tanzania	-	+	+	-	+	-	-	+	+
Zambia ⁹	-	+	+	-	+	+	-	-	+
LATIN AMERICA									
Bolivia	-	-	-	-	-	-	-	-	-
Nicaragua	-	+	+	+	-	-	-	-	-
ASIA									
Bangladesh	-	+	+	-	+	+	+	+	+
Vietnam	+	+	-	-	+	+	+	+	+
EASTERN EUROPE									
Albania	+	-	-	-	-	-	+	+	-
Bosnia	+ ¹⁰	-	-	-	-	-	+	-	-

⁹ One consolidated questionnaire of the MOPAN country team in Zambia (with the exception of Finland).

¹⁰ One questionnaire for both UNFPA and UNAIDS.

The MOPAN Survey 2005

Questionnaire for MOPAN embassies and country offices

Aggregated questionnaire results for the World Bank 56 questionnaires from 9 countries

PART I: PARTNERSHIPS WITH NATIONAL STAKEHOLDERS
(Government, NGOs and private sector)

Q 1: In the following areas, do you see this multilateral organisation/ programme as *currently* having a comparative advantage in supporting poverty reduction and the achievement of the MDGs in your host country?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Policy dialogue (with government)	53	1	2	0	56 (54)
Capacity development	38	13	5	0	56 (51)
Advocacy	34	12	4	2	52 (46)
Budget support	44	5	4	1	54 (49)
Financing of large programmes and projects	54	0	1	0	55 (54)
Support to non governmental and private sector actors	18	32	5	1	56 (50)
Other (details below)	3	1	2	1	7 (4)

* Figure in brackets: total without „no opinion/not applicable“

Contribution to policy dialogue

Q 2: How would you qualify the contribution of this multilateral organisation/programme to national policy dialogue?

<i>Tick one</i>	
Strong contribution (e.g. government takes advice received seriously)	51
Minor contribution (e.g. it participates occasionally in policy dialogue)	3
Little visible role	0
No opinion	1
Total *	55 (54)

* Figure in brackets: total without „no opinion/not applicable“

Capacity development

Q 3: How effective has this multilateral organisation/programme been in supporting capacity development of different national stakeholders during the last 3 years?

Capacity development in public institutions at the central level. (tick one)	
Very effective	5
Fairly effective	35
Not very effective	14
No opinion	<u>1</u>
Total*	55 (54)
Capacity development in public institutions at the local level. (tick one)	
Very effective	1
Fairly effective	13
Not very effective	29
No opinion	<u>12</u>
Total*	55 (43)
Capacity development in national NGOs. (tick one)	
Very effective	1
Fairly effective	2
Not very effective	30
No opinion	<u>21</u>
Total*	54 (33)
Capacity development in the private sector. (tick one)	
Very effective	1
Fairly effective	19
Not very effective	19
No opinion	<u>16</u>
Total*	55 (39)

* Figure in brackets: total without no opinion

Q 4: How do you judge the quality of technical advice/support provided by this multilateral organisation/programme?

Answer each component	Yes	No	No opinion	Not applicable	Total*
The MO provides mostly international technical advice/support					
a) of very good quality	41	3	4	0	48 (44)
b) not always adequate to needs	32	7	2	1	42 (39)
c) of poor quality	0	15	3	2	20 (15)
The organisation makes					
a) best use of national expertise	17	24	10	0	51 (41)
b) no use	1	18	8	2	29 (19)

* Figure in brackets: total without „no opinion/not applicable“

Advocacy

Q 5: How actively has this multilateral organisation/programme over the last three years stimulated and broadened public debates on policy issues?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Has played a strong and visible advocacy role on specific issues	43	10	1	1	55 (53)
Has actively supported public campaigns	16	22	14	2	54 (38)
Has made its own documents available in local language(s) and in popularised forms	20	26	7	2	55 (46)
Is not actively involved in advocacy activities	17	23	7	4	51 (40)

* Figure in brackets: total without „no opinion/not applicable“

Support to civil society

Q 6: In the last 3 years, how actively has this multilateral organisation/programme promoted the participation of non- governmental and private sector actors on issues related to government policies and implementation?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Has actively supported national and/or local participatory approaches (public hearings, conferences, beneficiary assessments etc.)	30	13	10	0	53 (43)
Has consulted widely on its own country/ sector strategy and analytical work	30	15	8	0	53 (45)
Has mostly limited its dialogue to government ministries	29	14	8	2	53 (43)

* Figure in brackets: total without „no opinion/not applicable“

Alignment with national poverty reduction strategies, policies and procedures

Q 7: In your experience, to what extent does this multilateral organisation/programme foster government ownership throughout the project/programme cycle?

<i>Tick one</i>	
Initiates its own projects and takes the lead in the identification and planning process	16
Has become more responsive to government requests and proposals in recent years	34
Funds only proposals that have been designed and developed by the government	4
Lack of information	2
Total *	56 (54)

* Figure in brackets: total without lack of information

Q 8: In what ways has this multilateral organisation/programme been aligning its strategy/programme/ projects with the national PRS (or similar), and national policies and procedures?

Answer each component	Yes	Partially/in some cases	No	No opinion	Not applicable	Total*
Its country strategy (or similar) has been revised in light of the national PRS	28	19	1	2	5	55 (48)
The sector strategies of the MOs are aligned with the national PRS and the relevant sector/thematic strategies	32	17	0	4	2	55 (49)
Its technical cooperation programmes address PRS priorities and relevant sector/thematic strategies	34	14	0	5	2	55 (48)
New proposals for programmes and projects are identified on the basis of national PRS priorities and relevant sector/thematic strategies	36	13	0	5	1	55 (49)
Aid funds goes through government budgets – no off-budget accounts	20	19	8	5	1	53 (47)
Participates in Sector Wide Approach-like arrangements	27	15	5	5	2	54 (47)
Participates in basket/pooled funding in the sector	23	17	11	2	2	55 (51)
Its projects/programmes are administered through existing national offices – no project specific management units	11	25	16	2	1	55 (52)
Has started adopting government procurement procedures	10	17	20	7	0	54 (47)
Makes use of						
a) government reporting procedures	8	18	17	11	1	55 (43)
b) government accounting procedures	9	14	20	10	0	53 (43)

* Figure in brackets: total without „no opinion/not applicable“

PART II: PARTNERSHIPS WITH OTHER DEVELOPMENT AGENCIES

Information sharing

Q 9: In your experience, to what extent does this multilateral organisation/programme share information with other multilateral and/or bilateral aid agencies?

Answer each component	Yes	No	No opinion	Not applicable	Total*
Information on timing and itinerary of its field missions	33	20	1	1	55 (53)
Consultation on missions' terms of reference	10	42	4	0	56 (52)
Debriefing by end of missions	36	14	5	0	55 (50)
Dissemination of mission findings	37	12	5	1	55 (49)
Little overall information sharing	12	29	6	2	49 (41)

* Figure in brackets: total without „no opinion/not applicable“

Q 10: In your experience, is this multilateral organisation/programme open and transparent in its process of developing country strategies/programmes?

Answer each component	Yes	No	No opinion	Not applicable	Total*
It is proactive in sharing documents during the planning and implementation process	31	20	2	0	53 (51)
It invites comments on draft documents	38	16	1	0	55 (54)
It is forthcoming only when information is requested	24	24	4	0	52 (48)
Tends not to share information	13	33	2	2	50 (46)

* Figure in brackets: total without „no opinion/not applicable“

Inter-agency coordination/harmonisation

Q 11: In your experience, does this multilateral organisation/programme actively participate in local donor coordination activities, such as sector working groups or thematic groups?

Tick one	
Active and regular participation (attends most meetings, takes on lead functions)	43
Occasional participation (participates when it can)	11
Negligible participation	0
Total	54

Q 12: Does the organisation/programme consciously avoid duplication/seek complement?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We know of cases where the organisation/programme took concrete steps to avoid overlap with other aid agencies	35	10	10	0	55 (45)
We know of cases where the organisation/programme failed to prevent unnecessary overlaps	27	19	8	0	54 (46)
The organisation/programme still works too much in isolation from other aid agencies	19	29	4	0	52 (48)

* Figure in brackets: total without „no opinion/not applicable“

Q 13: Has in your view the interagency co-ordination of this multilateral organisation/programme within the UN system made significant progress over the last three years (including the World Bank)

Yes	25
No	19
No opinion	10
Total*	54 (44)

* Figure in brackets: total without no opinion

Q 14: How has your host country cooperated with this multilateral organisation/programme since 2002?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We have co-financed specific project/programme activities	40	13	0	0	53 (53)
We participate in the same sector programme (SWAP)	35	17	0	1	53 (52)
We both participate in the general budget support	21	28	0	3	52 (49)
We participate in the same basket-funding arrangement	29	22	0	1	52 (51)
We cooperate within the same local coordination mechanism	43	10	1	0	54 (53)
We have worked together in planning/strategy formulation/appraisal	42	13	0	0	55 (55)
We have undertaken joint field missions	30	23	0	0	53 (53)
We have carried out joint evaluations	23	29	0	0	52 (52)
We participate in the same policy dialogue	49	3	1	0	53 (52)

* Figure in brackets: total without „no opinion/not applicable“

Q 15: How has your country's coordination and cooperation with this multilateral organisation/ programme evolved over the last 3 years?

Tick one	
Increased in last 3 years	36
Remained unchanged	17
Decreased	0
No coordination	1
Total	54

Q 16: Do you have evidence that this multilateral organisation/ programme is attempting to harmonise strategies and procedures with other aid agencies in your host country?

Answer each component.	Yes	No	No opinion	Not applicable	Total*
Has participated in local harmonisation initiatives	52	0	2	0	54 (52)
Has coordinated reporting formats with other aid agencies	26	19	11	0	56 (45)
(For UNAIDS only) Is actively promoting the 'three ones'	-	-	-	-	-
Other (specify below)	0	0	3	0	3 (0)

Figure in brackets: total without „no opinion/not applicable“

General local responsiveness

Q 17: Have you observed changes in the management and attitudes in the country office of this multi-lateral organisation/programme during the last 3 years?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
The country office is more able to take decisions without referring back to Headquarters	14	26	15	0	55 (40)
The communication skills of the country office staff and their attitudes to working with others have significantly improved	27	17	9	0	53 (44)
The country office has contributed significantly to improved cooperation	34	12	8	0	54 (46)
The country office is still very focused on its direct project clients (e.g. government)	32	14	7	0	53 (46)
There is no country representation	2	39	2	0	43 (41)

* Figure in brackets: total without „no opinion/not applicable“

Q 18: Are you aware of any specific constraints that prevent this multilateral organisation/programme from being more effective in its partnership with national actors or with other development agencies?

Yes 30
 No 23
 Total 53

Additional questions

Q A: Did you consult other persons and/or literature about this multilateral organisation when filling in the questionnaire?

Yes 38
 No 17
 Total 55

Q B: How long have persons who filled in this questionnaire worked in development cooperation in your host country? (tick one)

14 0 – 2 years
 29 More than 2 – less than 5 years
13 Over 5 years
 56 Total

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

Over the last 3 months how often did you attend donor/interagency meeting with representatives of this MO? (<i>tick one</i>)	
Never	2
1-3 meetings	10
More than 3	<u>43</u>
<i>Total</i>	55
Over the last 3 months how often did you have bilateral discussions with this MO? (<i>tick one</i>)	
Never	11
1-2 times	15
More than 2	<u>25</u>
<i>Total</i>	51

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

<i>Answer each component</i>	Yes	No	Total
Organisation's own reports	37	7	44
Government's reports	11	31	44
Research by others	12	30	42
Media reports	17	25	42
Personal contacts with the organisation/programme	52	1	53
Own observations	53	1	54
Other (details below)	8	5	13

Q E: How do you judge your level of knowledge and information with regard to this MO?

High 27 Medium 27 Low 2 *Total* 56

Q F: How long did it take you to fill in this questionnaire? 43 minutes on average

The MOPAN Survey 2005

Questionnaire for MOPAN embassies and country offices

Aggregated questionnaire results for UNFPA 45 questionnaires from 9 countries
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PART I: PARTNERSHIPS WITH NATIONAL STAKEHOLDERS
(Government, NGOs and private sector)

Q 1: In the following areas, do you see this multilateral organisation/ programme as *currently* having a comparative advantage in supporting poverty reduction and the achievement of the MDGs in your host country?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Policy dialogue (with government)	35	3	6	1	45 (38)
Capacity development	25	10	9	1	45 (35)
Advocacy	35	4	4	1	44 (39)
Budget support	1	28	6	7	42 (29)
Financing of large programmes and projects	14	20	7	3	44 (34)
Support to non governmental and private sector actors	30	5	9	1	45 (35)
Other (details below)	1	0	4	3	8 (1)

* Figure in brackets: total without „no opinion/not applicable“

Contribution to policy dialogue

Q 2: How would you qualify the contribution of this multilateral organisation/programme to national policy dialogue?

<i>Tick one</i>	
Strong contribution (e.g. government takes advice received seriously)	20
Minor contribution (e.g. it participates occasionally in policy dialogue)	15
Little visible role	6
No opinion	4
<i>Total*</i>	45 (41)

* Figure in brackets: total without „no opinion/not applicable“

Capacity development

Q 3: How effective has this multilateral organisation/programme been in supporting capacity development of different national stakeholders during the last 3 years?

Capacity development in public institutions at the central level. (tick one)	
Very effective	3
Fairly effective	18
Not very effective	8
No opinion	16
Total*	45
	(29)
Capacity development in public institutions at the local level. (tick one)	
Very effective	3
Fairly effective	17
Not very effective	9
No opinion	16
Total*	45
	(29)
Capacity development in national NGOs. (tick one)	
Very effective	3
Fairly effective	17
Not very effective	9
No opinion	16
Total*	45
	(29)
Capacity development in the private sector. (tick one)	
Very effective	1
Fairly effective	2
Not very effective	13
No opinion	29
Total*	45
	(16)

* Figure in brackets: total without „no opinion/not applicable“

Q 4: How do you judge the quality of technical advice/support provided by this multilateral organisation/programme?

Answer each component	Yes	No	No opinion	Not applicable	Total*
The MO provides mostly international technical advice/support					
a) of very good quality	18	4	10	1	33 (22)
b) not always adequate to needs	19	2	9	1	31 (21)
c) of poor quality	0	6	9	2	17 (6)
The organisation makes					
a) best use of national expertise	25	3	13	1	42 (28)
b) no use	2	4	11	2	19 (6)

* Figure in brackets: total without „no opinion/not applicable“

Advocacy

Q 5: How actively has this multilateral organisation/programme over the last three years stimulated and broadened public debates on policy issues?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Has played a strong and visible advocacy role on specific issues	29	8	6	1	44 (37)
Has actively supported public campaigns	31	4	8	1	44 (35)
Has made its own documents available in local language(s) and in popularised forms	23	3	17	1	44 (26)
Is not actively involved in advocacy activities	4	22	8	4	38 (26)

* Figure in brackets: total without „no opinion/not applicable“

Support to civil society

Q 6: In the last 3 years, how actively has this multilateral organisation/programme promoted the participation of non- governmental and private sector actors on issues related to government policies and implementation?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Has actively supported national and/or local participatory approaches (public hearings, conferences, beneficiary assessments etc.)	25	3	16	1	45 (28)
Has consulted widely on its own country/ sector strategy and analytical work	14	10	18	2	44 (24)
Has mostly limited its dialogue to government ministries	8	17	14	1	40 (25)

* Figure in brackets: total without „no opinion/not applicable“

Alignment with national poverty reduction strategies, policies and procedures

Q 7: In your experience, to what extent does this multilateral organisation/programme foster government ownership throughout the project/programme cycle?

<i>Tick one</i>	
Initiates its own projects and takes the lead in the identification and planning process	10
Has become more responsive to government requests and proposals in recent years	17
Funds only proposals that have been designed and developed by the government	0
Lack of information	15
<i>Total*</i>	42 (27)

* Figure in brackets: total without lack of information

Q 8: In what ways has this multilateral organisation/programme been aligning its strategy/programme/ projects with the national PRS (or similar), and national policies and procedures?

<i>Answer each component</i>	Yes	<i>Partially/in some cases</i>	No	<i>No opinion</i>	<i>Not applicable</i>	<i>Total*</i>
Its country strategy (or similar) has been revised in light of the national PRS	15	4	2	22	2	45 (21)
The sector strategies of the MOs are aligned with the national PRS and the relevant sector/thematic strategies	27	3	1	12	2	45 (31)
Its technical cooperation programmes address PRS priorities and relevant sector/thematic strategies	25	6	1	10	3	45 (32)
New proposals for programmes and projects are identified on the basis of national PRS priorities and relevant sector/thematic strategies	21	4	1	16	3	45 (26)
Aid funds goes through government budgets – no off-budget accounts	2	11	15	15	2	45 (27)
Participates in Sector Wide Approach-like arrangements	13	14	6	7	4	44 (33)
Participates in basket/pooled funding in the sector	6	11	11	13	4	45 (28)
Its projects/programmes are administered through existing national offices – no project specific management units	5	18	11	9	2	45 (34)
Has started adopting government procurement procedures	3	5	13	21	2	44 (21)
Makes use of						
a) government reporting procedures	4	13	6	17	4	44 (23)
b) government accounting procedures	3	12	6	18	4	43 (21)

* Figure in brackets: total without „no opinion/not applicable“

PART II: PARTNERSHIPS WITH OTHER DEVELOPMENT AGENCIES

Information sharing

Q 9: In your experience, to what extent does this multilateral organisation/programme share information with other multilateral and/or bilateral aid agencies?

<i>Answer each component</i>	Yes	No	<i>No opinion</i>	<i>Not applicable</i>	<i>Total*</i>
Information on timing and itinerary of its field missions	15	14	13	3	45 (29)
Consultation on missions' terms of reference	8	20	16	1	45 (28)
Debriefing by end of missions	15	18	11	1	45 (33)
Dissemination of mission findings	18	15	11	1	45 (33)
Little overall information sharing	14	16	10	2	42 (30)

* Figure in brackets: total without „no opinion/not applicable“

Q 10: In your experience, is this multilateral organisation/programme open and transparent in its process of developing country strategies/programmes?

Answer each component	Yes	No	No opinion	Not applicable	Total*
It is proactive in sharing documents during the planning and implementation process	19	12	13	1	45 (31)
It invites comments on draft documents	20	8	16	1	45 (28)
It is forthcoming only when information is requested	18	12	13	1	44 (30)
Tends not to share information	2	27	11	2	42(29)

* Figure in brackets: total without „no opinion/not applicable“

Inter-agency coordination/harmonisation

Q 11: In your experience, does this multilateral organisation/programme actively participate in local donor coordination activities, such as sector working groups or thematic groups?

Tick one	
Active and regular participation (attends most meetings, takes on lead functions)	27
Occasional participation (participates when it can)	11
Negligible participation	4
Total	42

Q 12: Does the organisation/programme consciously avoid duplication/seek complement?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We know of cases where the organisation/programme took concrete steps to avoid overlap with other aid agencies	9	10	25	1	45 (19)
We know of cases where the organisation/programme failed to prevent unnecessary overlaps	9	9	24	1	43 (18)
The organisation/programme still works too much in isolation from other aid agencies	6	17	16	3	42 (23)

* Figure in brackets: total without „no opinion/not applicable“

Q 13: Has in your view the interagency co-ordination of this multilateral organisation/programme within the UN system made significant progress over the last three years (including the World Bank)

Yes	17
No	9
No opinion	<u>15</u>
Total*	41 (26)

* Figure in brackets: total without „no opinion/not applicable“

Q 14: How has *your* country cooperated with this multilateral organisation/programme since 2002?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We have co-financed specific project/programme activities	23	18	0	3	44 (41)
We participate in the same sector programme (SWAP)	15	23	0	4	42 (38)
We both participate in the general budget support	2	34	0	5	41 (36)
We participate in the same basket-funding arrangement	11	26	0	6	43 (37)
We cooperate within the same local coordination mechanism	26	13	0	3	42 (39)
We have worked together in planning/strategy formulation/appraisal	18	19	2	4	43 (37)
We have undertaken joint field missions	10	26	2	4	42 (36)
We have carried out joint evaluations	8	28	2	4	42 (36)
We participate in the same policy dialogue	29	12	0	3	44 (41)

* Figure in brackets: total without „no opinion/not applicable“

Q 15: How has your country's coordination and cooperation with this multilateral organisation/ programme evolved over the last 3 years?

Tick one	
Increased in last 3 years	20
Remained unchanged	13
Decreased	2
No coordination	6
Total	41

Q 16: Do you have evidence that this multilateral organisation/ programme is attempting to harmonise strategies and procedures with other aid agencies in your host country?

Answer each component	Yes	No	No opinion	Not applicable	Total*
Has participated in local harmonisation initiatives	25	4	14	1	44 (29)
Has coordinated reporting formats with other aid agencies	4	13	23	1	41 (17)
(For UNAIDS only) Is actively promoting the 'three ones'	-	-	-	-	-
Other (specify below)	0	2	1	1	4 (2)

* Figure in brackets: total without „no opinion/not applicable“

General local responsiveness

Q 17: Have you observed changes in the management and attitudes in the country office of this multilateral organisation/programme during the last 3 years?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
The country office is more able to take decisions without referring back to Headquarters	8	7	28	1	44 (15)
The communication skills of the country office staff and their attitudes to working with others have significantly improved	14	10	20	1	45 (24)
The country office has contributed significantly to improved cooperation	16	12	15	1	44 (28)
The country office is still very focused on its direct project clients (e.g. government)	17	6	16	2	41 (23)
There is no country representation	2	21	3	6	32 (23)

* Figure in brackets: total without „no opinion/not applicable“

Q 18: Are you aware of any specific constraints that prevent this multilateral organisation/programme from being more effective in its partnership with national actors or with other development agencies?

Yes 16
 No 27
 Total 43

Additional questions

Q A: Did you consult other persons and/or literature about this multilateral organisation when filling in the questionnaire?

Yes 24
 No 20
 Total 44

Q B: How long have persons who filled in this questionnaire worked in development cooperation in your host country? (tick one)

12 0 – 2 years
 20 More than 2 – less than 5 years
12 Over 5 years
 44 Total

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

Over the last 3 months how often did you attend donor/interagency meeting with representatives of this MO? (<i>tick one</i>)	
Never	11
1-3 meetings	22
More than 3	11
<i>Total</i>	44
Over the last 3 months how often did you have bilateral discussions with this MO? (<i>tick one</i>)	
Never	22
1-2 times	15
More than 2	7
<i>Total</i>	44

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

<i>Answer each component</i>	Yes	No	Total
Organisation's own reports	27	10	37
Government's reports	8	26	34
Research by others	6	27	33
Media reports	12	20	32
Personal contacts with the organisation/programme	40	3	43
Own observations	31	3	34
Other (details below)	8	6	14

Q E: How do you judge your level of knowledge and information with regard to this MO?

High 10 Medium 16 Low 19 *Total* 45

Q F: How long did it take you to fill in this questionnaire? 32 minutes on average

The MOPAN Survey 2005

Questionnaire for MOPAN embassies and country offices

Aggregated questionnaire results for UNAIDS 39 questionnaires from 8 countries

PART I: PARTNERSHIPS WITH NATIONAL STAKEHOLDERS
(Government, NGOs and private sector)

Q 1: In the following areas, do you see this multilateral organisation/ programme as *currently* having a comparative advantage in supporting poverty reduction and the achievement of the MDGs in your host country?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
Policy dialogue (with government)	24	8	6	1	39 (32)
Capacity development	18	14	5	2	39 (32)
Advocacy	32	3	3	1	39 (35)
Budget support	1	23	8	4	36 (24)
Financing of large programmes and projects	4	23	5	6	38 (27)
Support to non governmental and private sector actors	15	12	11	1	39 (27)
Other (details below)	6	2	3	3	14 (8)

* Figure in brackets: total without „no opinion/not applicable“

Contribution to policy dialogue

Q 2: How would you qualify the contribution of this multilateral organisation/programme to national policy dialogue?

<i>Tick one</i>	
Strong contribution (e.g. government takes advice received seriously)	14
Minor contribution (e.g. it participates occasionally in policy dialogue)	12
Little visible role	8
No opinion	5
<i>Total*</i>	39 (34)

* Figure in brackets: total without „no opinion/not applicable“

Capacity development

Q 3: How effective has this multilateral organisation/programme been in supporting capacity development of different national stakeholders during the last 3 years?

Capacity development in public institutions at the central level. <i>(tick one)</i>	
Very effective	5
Fairly effective	8
Not very effective	12
No opinion	13
<i>Total*</i>	<u>38</u> (25)
Capacity development in public institutions at the local level. <i>(tick one)</i>	
Very effective	1
Fairly effective	4
Not very effective	14
No opinion	17
<i>Total*</i>	<u>36</u> (19)
Capacity development in national NGOs. <i>(tick one)</i>	
Very effective	2
Fairly effective	3
Not very effective	15
No opinion	19
<i>Total*</i>	<u>39</u> (20)
Capacity development in the private sector. <i>(tick one)</i>	
Very effective	1
Fairly effective	1
Not very effective	18
No opinion	18
<i>Total*</i>	<u>38</u> (20)

* Figure in brackets: total without „no opinion/not applicable“

Q 4: How do you judge the quality of technical advice/support provided by this multilateral organisation/programme?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	<i>Total*</i>
The MO provides mostly international technical advice/support					
a) of very good quality	20	3	10	3	36 (23)
b) not always adequate to needs	5	9	10	4	28 (14)
c) of poor quality	1	13	9	4	27 (14)
The organisation makes					
a) best use of national expertise	17	4	13	3	37 (21)
b) no use	0	3	16	2	21 (3)

* Figure in brackets: total without „no opinion/not applicable“

Advocacy

Q 5: How actively has this multilateral organisation/programme over the last three years stimulated and broadened public debates on policy issues?

Answer each component	Yes	No	No opinion	Not applicable	Total*
Has played a strong and visible advocacy role on specific issues	24	9	5	1	39 (33)
Has actively supported public campaigns	29	2	6	1	38 (31)
Has made its own documents available in local language(s) and in popularised forms	8	10	17	2	37 (18)
Is not actively involved in advocacy activities	1	24	6	4	35 (25)

* Figure in brackets: total without „no opinion/not applicable“

Support to civil society

Q 6: In the last 3 years, how actively has this multilateral organisation/programme promoted the participation of non- governmental and private sector actors on issues related to government policies and implementation?

Answer each component	Yes	No	No opinion	Not applicable	Total*
Has actively supported national and/or local participatory approaches (public hearings, conferences, beneficiary assessments etc.)	20	7	11	1	39 (27)
Has consulted widely on its own country/ sector strategy and analytical work	15	5	15	3	38 (20)
Has mostly limited its dialogue to government ministries	5	17	14	1	37 (22)

* Figure in brackets: total without „no opinion/not applicable“

Alignment with national poverty reduction strategies, policies and procedures

Q 7: In your experience, to what extent does this multilateral organisation/programme foster government ownership throughout the project/programme cycle?

Tick one	
Initiates its own projects and takes the lead in the identification and planning process	3
Has become more responsive to government requests and proposals in recent years	19
Funds only proposals that have been designed and developed by the government	0
Lack of information	12
Total*	34 (22)

* Figure in brackets: total without lack of information

Q 8: In what ways has this multilateral organisation/programme been aligning its strategy/ programme/projects with the national PRS (or similar), and national policies and procedures?

<i>Answer each component</i>	Yes	<i>Partially/in some cases</i>	No	<i>No opinion</i>	<i>Not applicable</i>	<i>Total*</i>
Its country strategy (or similar) has been revised in light of the national PRS	7	6	2	18	4	37 (15)
The sector strategies of the MOs are aligned with the national PRS and the relevant sector/thematic strategies	15	5	1	14	3	38 (21)
Its technical cooperation programmes address PRS priorities and relevant sector/thematic strategies	17	6	1	12	3	39 (24)
New proposals for programmes and projects are identified on the basis of national PRS priorities and relevant sector/thematic strategies	8	5	0	13	14	40 (13)
Aid funds goes through government budgets – no off-budget accounts	1	4	14	12	5	36 (19)
Participates in Sector Wide Approach-like arrangements	12	6	8	6	6	38 (26)
Participates in basket/pooled funding in the sector	2	4	14	9	8	37 (20)
Its projects/programmes are administered through existing national offices – no project specific management units	4	4	5	14	11	38 (13)
Has started adopting government procurement procedures	2	3	8	17	8	38 (13)
Makes use of						
a) government reporting procedures	3	5	11	15	4	38 (19)
b) government accounting procedures	2	3	11	16	5	37 (16)

* Figure in brackets: total without „no opinion/not applicable“

PART II: PARTNERSHIPS WITH OTHER DEVELOPMENT AGENCIES

Information sharing

Q 9: In your experience, to what extent does this multilateral organisation/programme share information with other multilateral and/or bilateral aid agencies?

<i>Answer each component</i>	Yes	No	<i>No opinion</i>	<i>Not applicable</i>	<i>Total*</i>
Information on timing and itinerary of its field missions	15	11	11	2	39 (26)
Consultation on missions' terms of reference	9	17	12	2	40 (26)
Debriefing by end of missions	15	11	10	2	38 (26)
Dissemination of mission findings	17	6	13	2	38 (23)
Little overall information sharing	7	20	8	2	37 (27)

* Figure in brackets: total without „no opinion/not applicable“

Q 10: In your experience, is this multilateral organisation/programme open and transparent in its process of developing country strategies/programmes?

Answer each component	Yes	No	No opinion	Not applicable	Total*
It is proactive in sharing documents during the planning and implementation process	15	6	15	2	38 (21)
It invites comments on draft documents	15	6	15	1	37 (21)
It is forthcoming only when information is requested	10	13	11	1	35 (23)
Tends not to share information	2	19	11	1	33 (21)

* Figure in brackets: total without „no opinion/not applicable“

Inter-agency coordination/harmonisation

Q 11: In your experience, does this multilateral organisation/programme actively participate in local donor coordination activities, such as sector working groups or thematic groups?

Tick one	
Active and regular participation (attends most meetings, takes on lead functions)	22
Occasional participation (participates when it can)	8
Negligible participation	5
Total	35

Q 12: Does the organisation/programme consciously avoid duplication/seek complement?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We know of cases where the organisation/programme took concrete steps to avoid overlap with other aid agencies	13	5	18	1	37 (18)
We know of cases where the organisation/programme failed to prevent unnecessary overlaps	3	7	18	2	30 (13)
The organisation/programme still works too much in isolation from other aid agencies	4	18	12	1	35 (22)

* Figure in brackets: total without „no opinion/not applicable“

Q 13: Has in your view the interagency co-ordination of this multilateral organisation/programme within the UN system made significant progress over the last three years (including the World Bank)

Yes	19
No	4
No opinion	11
Total*	34 (23)

* Figure in brackets: total without „no opinion/not applicable“

Q 14: How has your country cooperated with this multilateral organisation/programme since 2002?

Answer each component	Yes	No	No opinion	Not applicable	Total*
We have co-financed specific project/programme activities	9	22	0	3	34 (31)
We participate in the same sector programme (SWAP)	11	21	0	6	38 (32)
We both participate in the general budget support	1	29	0	7	37 (30)
We participate in the same basket-funding arrangement	0	29	0	7	36 (29)
We cooperate within the same local coordination mechanism	22	11	1	3	37 (33)
We have worked together in planning/strategy formulation/appraisal	13	20	1	3	37 (33)
We have undertaken joint field missions	3	29	1	2	35 (32)
We have carried out joint evaluations	8	25	1	3	37 (33)
We participate in the same policy dialogue	25	9	1	2	37 (34)

* Figure in brackets: total without „no opinion/not applicable“

Q 15: How has your country's coordination and cooperation with this multilateral organisation/ programme evolved over the last 3 years?

Tick one	
Increased in last 3 years	14
Remained unchanged	13
Decreased	2
No coordination	7
Total	36

Q 16: Do you have evidence that this multilateral organisation/ programme is attempting to harmonise strategies and procedures with other aid agencies in your host country?

Answer each component.	Yes	No	No opinion	Not applicable	Total*
Has participated in local harmonisation initiatives	20	5	11	2	38 (25)
Has coordinated reporting formats with other aid agencies	7	8	21	1	37 (15)
(For UNAIDS only) Is actively promoting the 'three ones'	25	1	9	2	37 (26)
Other (specify below)	0	1	2	1	4 (1)

* Figure in brackets: total without „no opinion/not applicable“

General local responsiveness

Q 17: Have you observed changes in the management and attitudes in the country office of this multilateral organisation/programme during the last 3 years?

<i>Answer each component</i>	Yes	No	No opinion	Not applicable	Total*
The country office is more able to take decisions without referring back to Headquarters	6	2	27	4	39 (8)
The communication skills of the country office staff and their attitudes to working with others have significantly improved	17	4	13	4	38 (21)
The country office has contributed significantly to improved cooperation	20	6	11	3	40 (26)
The country office is still very focused on its direct project clients (e.g. government)	9	12	12	5	38 (21)
There is no country representation	3	24	5	1	33 (27)

* Figure in brackets: total without „no opinion/not applicable“

Q 18: Are you aware of any specific constraints that prevent this multilateral organisation/programme from being more effective in its partnership with national actors or with other development agencies?

Yes 18
 No 18
 Total 36

Additional questions

Q A: Did you consult other persons and/or literature about this multilateral organisation when filling in the questionnaire?

Yes 17
 No 18
 Total 35

Q B: How long have persons who filled in this questionnaire worked in development cooperation in your host country? (tick one)

10 0 – 2 years
 20 More than 2 – less than 5 years
11 Over 5 years
 41 Total

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

Over the last 3 months how often did you attend donor/interagency meeting with representatives of this MO? (<i>tick one</i>)	
Never	13
1-3 meetings	17
More than 3	<u>9</u>
<i>Total</i>	39
Over the last 3 months how often did you have bilateral discussions with this MO? (<i>tick one</i>)	
Never	23
1-2 times	7
More than 2	<u>9</u>
<i>Total</i>	39

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

<i>Answer each component</i>	Yes	No	<i>Total</i>
Organisation's own reports	20	11	33
Government's reports	4	20	24
Research by others	9	20	29
Media reports	8	17	25
Personal contacts with the organisation/programme	27	7	34
Own observations	32	4	36
Other (details below)	6	5	11

Q E: How do you judge your level of knowledge and information with regard to this MO?

High 5 Medium 12 Low 22 *Total 37*

Q F: How long did it take you to fill in this questionnaire? 27 minutes on average