

**Background Paper for
Development Cooperation Forum High-Level Symposium**

**REVIEW OF PROGRESS
IN INTERNATIONAL AND NATIONAL
MUTUAL ACCOUNTABILITY AND TRANSPARENCY
ON DEVELOPMENT COOPERATION**

Revised Version
10/06/2010

Table of Contents

| | |
|---|-----------|
| EXECUTIVE SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS | 2 |
| 1. INTRODUCTION..... | 7 |
| 1.1 Background | 7 |
| 1.2 Methodology..... | 7 |
| 2. NATIONAL LEVEL MUTUAL ACCOUNTABILITY | 9 |
| 2.1. National Mutual Accountability: a Definition of Norms..... | 9 |
| 2.2. Gathering Information: the DCF/UNDP Survey | 9 |
| 2.3. Progress in Aid Policies and Provider Targets | 10 |
| 2.4. Progress in Formal Mutual Accountability Processes | 11 |
| 2.5 Overall Progress of MA and Impact on Behaviour Change..... | 14 |
| 2.6. Progress on National-Level Transparency in Programme Countries | 16 |
| 2.7. National MA and Transparency Trends for Country Groups | 17 |
| 3. IMPROVING INTERNATIONAL TRANSPARENCY | 18 |
| 3.1 Background and Methodology | 18 |
| 3.2. Detail, Scope and Coverage of Information..... | 19 |
| 3.3. Timeliness and Alignment of Information..... | 20 |
| 3.4. Accessibility and Dissemination of Information..... | 21 |
| 4. GLOBAL AND REGIONAL MUTUAL ACCOUNTABILITY..... | 24 |
| 4.1 Background and Methodology | 24 |
| BIBLIOGRAPHY | 30 |

EXECUTIVE SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

1. BACKGROUND AND INTRODUCTION

Within its overall assessment of trends in development cooperation, one key thematic focus area for the UN Development Cooperation Forum (DCF) is reinforcing mutual accountability. The November 2009 preparatory high-level symposium for the 2010 Development Cooperation Forum meeting reached a broad consensus on what constituted best practice in international and national mutual accountability and transparency on development cooperation, and agreed that the DCF should conduct an independent and comprehensive review of progress made in mutual accountability and aid transparency at national and international levels, as a means to build more effective accountability frameworks.

This background study has been commissioned to address the following questions¹:

- What has been the degree of progress on international and national-level mutual accountability and transparency ?
- To what degree are international and national-level mechanisms following best practices agreed in November 2009 at the DCF High-level Symposium in Vienna ?
- What factors appear to be determining the progress and quality of the mechanisms, including the interlinkages between international and national levels ?
- What should be the next steps taken by the international community (including by the Development Cooperation Forum) to accelerate progress on MA and transparency ?

To make the work manageable, this study has a narrow focus on those mechanisms and processes in which stakeholders hold one another mutually accountable for the quantity, quality or effectiveness of aid and the development results it achieves, rather than for development results and IADG progress not funded by aid. It stresses the need for programme countries and other stakeholders to be accountable for development results and for their management of aid, but focusses in particular on how to make accountability more “mutual”, by making providers more accountable to programme country governments, and providers and programme country governments more accountable to other stakeholders. It also does not look in detail at domestic accountability structures of executive branches of governments, as these are being analysed in separate work including by the Commonwealth Secretariat, IPU and OECD, which will be discussed at future DCF symposia. In this way, it identifies clear actions for the international community (including the DCF) to take to improve mutual accountability and transparency, and the results aid produces.

2. PROPOSALS TO IMPROVE NATIONAL-LEVEL MUTUAL ACCOUNTABILITY AND TRANSPARENCY

- **Progress on mutual accountability is limited, but a few countries have established important foundations as a basis for future progress.** The national-level MA survey provides strong evidence that aid strategies which include targets for individual providers, and regular annual reviews of progress in meeting such targets, are essential to progress. The international community should prioritise supporting recipient efforts to develop such strategies (or add individual provider targets to existing strategies), and to conduct annual independent or programme country-led analysis of provider performance against targets. Capacity development programmes should provide systematic support on these aspects, aiming to reach 30 countries before the next High-Level Forum on Aid Effectiveness.
- **The Paris Declaration (PD) and its implementation survey, and the Accra Agenda for Action (AAA), need to be better utilised to develop national-level MA.** The Working Party on Aid Effectiveness (WP-EFF) needs to encourage programme countries

¹ This study was prepared by Matthew Martin, senior adviser to the UN DCF and Director of Development Finance International. Opinions expressed are those of the author and do not necessarily reflect the official views of the United Nations.

to develop national-level annual targets for key PD indicators (and key AAA goals eg increasing multi-year predictability and transparency, and reducing conditionality) for individual providers, as well as related annual monitoring processes. In particular, the 2011 PD survey should include questions which provoke discussion at national level of how to introduce and monitor individual provider targets.

- **There is still much confusion over what mutual accountability on aid means, how to measure it and how much progress has been made.** A much clearer definition should be given in the 2011 PD survey, emphasising that, for accountability to be mutual, individual providers as well as the programme country should be assessed regularly (preferably annually) for their progress against clear targets. The 2011 PD survey should also set a clear lead for such progress by publishing assessments of individual providers' progress against the PD targets at a global level.
- **There is a strong need for regular global assessments of progress on national-level MA, to learn lessons and create pressure for stronger global progress.** The UN Development Cooperation Forum should conduct annual assessments, which should in turn be discussed at its symposia and meetings of the WP-EFF, in order to identify where more progress is needed and how the international community can accelerate progress.
- **There are many information gaps on what constitutes best practice on national-level MA.** This underlines the urgent need to establish a focal point at international level to facilitate sharing of best practice (especially among programme countries) through global, regional and sub-regional communities of practice, best practice notes and online libraries of documents.
- **Improving participation by non-executive stakeholders is a top priority.** The international community should judge mutual accountability as meaning that parliaments and other domestic stakeholders hold not only their own executive government, but development cooperation providers, responsible for their aid. Parliaments in particular, as well as decentralised government agencies and Civil Society Organizations (CSOs) , should routinely be included in the governance of MA forums and produce independent analytical inputs, which should be given sufficient space for full presentation and discussion at top-level national MA meetings. This requires a dramatic scaling up of separate programmes to reinforce the capacity of parliamentarians, local government agencies and civil society organisations on issues relating to development cooperation, and budget financing and expenditures.
- **Policies, targets and MA processes must focus on gender impact of aid.** It is highly disappointing (given the prominence of gender issues in the Internationally Agreed Development Goals (IADGs)) that aid effectiveness has not focussed on gender to any degree. To give a clear lead, the High-Level Forum on Aid Effectiveness in Seoul in 2011 should have as a top priority the setting of gender-related targets. Better still, programme countries should be encouraged to set targets in national MA in 2010-11.
- **Sub-Saharan African and fragile countries face particularly strong challenges in relation to national-level MA.** It is urgent that the international community establish strong programmes for capacity building and institutional strengthening support for these countries, and treat fragile states on the same basis as others by requiring increased MA and improved performance in fragile states by programme countries and providers.
- **National-level transparency on aid information must be sharply improved, but in ways which assist accountability.** This means:
 - ensuring that national aid information systems track aid effectiveness targets
 - making national aid information systems more accessible to non-state actors
 - making a wider range of information (especially on disbursements, aid forecasts, progress on IADG results, and gender issues) available so that stakeholders can use it for accountability purposes
 - encouraging a wider range of providers to submit data at national level, especially on results and IADG progress

- assisting non-executive stakeholders (especially parliaments) to build capacity to analyse such information.
- **Like-minded donors need to be even more proactive in leading national-level MA.** Global-level policy changes, individual provider targets and peer pressure have been the key factors promoting provider behaviour change. Like-minded donor leadership has been essential to give programme countries space to set targets for individual providers. Therefore, to ensure balanced progress among providers, peer pressure needs to be exerted strongly for national-level targets and global-level policy changes, especially in countries where fewer providers are strongly committed to mutual accountability. Like-minded donors should assess national aid effectiveness progress not just by their own performance, but also by the progress of MA across the wider donor group.
- **Non-DAC providers (governments, global funds, NGOs and private foundations) should be encouraged more strongly to participate in national-level MA.** If this is to be achieved, these providers will need to be encouraged and helped by independent sources to develop their own targets for improving the quality of their aid, which reflect the comparative advantages of their development cooperation much more clearly; and the targets may need to be discussed and endorsed in forums which are perceived as more “neutral” than the OECD DAC or the WP-EFF.
- **This cycle of the DCF has not analysed how accountability on aid works in provider countries and institutions.** It should be a priority aim of the next DCF cycle to examine best practice in domestic and global accountability of aid providers, working closely with global organisations and coalitions representing especially non-executive stakeholders.
- **Much more effort is needed to connect international and national-level MA and transparency processes.** Those international mechanisms which provide useful information on provider and programme country comparative performance should be included systematically in analysis presented to national MA forums, helping to set benchmarks for further progress and to suggest how they can be achieved.

3. PROPOSALS TO IMPROVE INTERNATIONAL TRANSPARENCY AND MUTUAL ACCOUNTABILITY

3.1. International Transparency

- **Information provided by international transparency initiatives needs to be broader.** In particular, it should include:
 - projected future disbursements, current indications and pledges of aid, and funding gaps for programmes and projects, as well as clearly distinguishing off-budget and off-plan aid, to make it more useful for planning and budgeting by programme countries and providers
 - compliance with national and international aid effectiveness targets, and intended and actual progress of implementation, IADG results and gender orientation of aid, to allow much closer tracking of whether implementation, effectiveness, gender and IADG results are being achieved
 - information on non-DAC governments, CSOs and foundations, to make its coverage more comprehensive
 - comprehensive documentation on all projects and programmes, including loan and grant agreements, conditions attached to aid, procurement documents such as bidding and award documents, and providers’ country strategies, to facilitate more in-depth analysis by stakeholders.
- **Information also needs to be more timely and aligned, and from wider sources.** This would imply:
 - real-time information, with providers updating disbursement transactions immediately so that it is possible to track aid from provider to ultimate beneficiary.
 - inputs from programme country governments and stakeholders to ensure that provider inputs are accurate and cross-checked against national budget monitoring, and aligned with programme country budget, plan and M&E cycles and systems.

- in particular, input from grassroots stakeholders on tracking aid spending and results.
- **It is also essential to improve accessibility and dissemination.** This means:
 - Widening dissemination to a much broader range of stakeholders
 - Disseminating extensive and simple user documentation assisting inexperienced users to access key elements essential for national-level transparency.
 - Monitoring who uses the information and any problems (especially programme country) stakeholders are having accessing or interpreting information.
- Many of these problems are intended to be resolved by IATI, but its progress so far has been slow and it covers far too low a proportion of global development cooperation flows. **The IATI sponsors need to redouble their efforts so that IATI databases are fully operational by the time of the 2011 HLF, and far more providers and programme countries join the initiative.**
- **The top priority is to ensure that (especially programme country) stakeholders have the capacity to use the information for accountability purposes.** This means:
 - Producing an overall guide to where to find (in which international or provider system) and how to access key information needed for transparency/accountability.
 - Including transparency and data access/analysis issues prominently in the capacity development programmes for programme country governments and non-executive stakeholders recommended I 5.1 above.

3.2. International Mutual Accountability

- **End the separation of MA mechanisms for development and humanitarian aid, by including humanitarian aid performance targets in the outcomes of the Korea HLF and in national MA mechanisms.**
- **Improve the sourcing of information and design of mechanisms, by:**
 - Systematically sourcing views, information and analysis from programme country governments and non-executive stakeholders.
 - Consulting these groups at all stages of the design and assessment process.
- **Make the content of international MA more relevant to national-level concerns, by:**
 - Including indicators relating to transparency and multi-year predictability **at programme country level** (ie the degree to which information is proactively communicated to programme country governments and stakeholders), as well as the degree to which providers are participating in national-level mutual accountability and transparency mechanisms.
 - Including indicators of key concern to these stakeholders, such as conditionality, capacity-building, flexibility, anti-corruption measures and gender focus.
- **Improve the coverage, “mutuality” and timeliness/frequency of mechanisms, by:**
 - Further enhancing efforts to cover non-DAC providers, CSOs and foundations
 - Assessing the performance of individual providers at the level of individual programme countries
 - Updating their assessments annually, preferably building on national-level annual assessments as much as possible to avoid duplication of efforts.
- **Increasing cooperation among mechanisms, and their utility at country level, by:**
 - Ensuring official mechanisms and processes (such as communities of practice and capacity development programmes) use independent analysis to maximum degree
 - Encouraging learning among mechanisms on technical best practices for analysis
 - Making sure the indicators they track are relevant to national-level MA targets/goals.
- **Enhancing their impact on provider and programme country behaviour, by:**
 - Assessing individual providers’ behaviour in the Paris Declaration survey reports.

- Ensuring independent assessments are presented to meetings of G8/G20, UN DCF and WP-EFF, and published in the OECD Development Cooperation Report and UN International Development Cooperation Report.
 - Making sure that programme countries and non-executive stakeholders continue to enhance their role in setting the agenda and defining norms and targets in the WP-EFF and the UN Development Cooperation Forum.
 - Surveying potential users to establish their key needs to make international mechanisms more effective in supporting national-level MA processes.
- **Continuing to assess progress on international mutual accountability and transparency annually through the UN Development Cooperation Forum** on the basis of these norms, and extending this to monitoring the progress of individual mechanisms in implementing the above recommendations.
 - **Prioritising for future funding 4-5 key mechanisms which most closely fulfil these norms**, especially systematic assessment by programme countries and independent sources of individual providers, and strong non-executive stakeholder voices.

4. THE ROLE OF THE DCF

The role of the DCF going forward should be clear from the previous recommendations. Working closely with other actors rather than duplicating their programmes, it should:

- Foster strong multi-stakeholder discussion of MA and transparency at the forthcoming High-level Symposium and at the DCF ministerial-level meeting in June 2010.
- Increase the frequency (to annual) of its assessment of progress on international and national-level mutual accountability and transparency.
- Increase the depth of assessments, notably by discussing individual mechanisms and best practice case studies in more detail, analysing accountability and transparency of individual providers at the provider national and global level, and surveying users to assess the usefulness of current mechanisms as well as their future needs.
- Monitoring the degree to which providers are focussing support for national- and international-level MA on initiatives most likely to change behaviour.
- Continue to facilitate multi-stakeholder consultations on mutual accountability and transparency progress in all future DCF processes
- Ensure that programme country governments, non-DAC providers and other stakeholders have their views fully reflected in DCF outputs, and disseminate these outputs widely.
- Ensure that independent and non-official assessments of aid effectiveness, mutual accountability and transparency are fully reflected in the Un International Development Cooperation report later in 2010.
- Work with the Working Party Task team on MA to identify key independent global and regional mutual accountability mechanisms to promote for funding and improvement
- Assist UNDP and communities of practice to document and disseminate to programme countries best practice in national mutual accountability, and provide advisory input to any global or regional programmes established to build capacity on effective national MA.
- Advocate a dramatic increase in capacity-building support to potential analysts of information on development cooperation so that transparency promotes accountability.

1. INTRODUCTION

1.1 Background

In 2005, the World Summit mandated the United Nations Economic and Social Council (ECOSOC) to establish the DCF as the focal point within the United Nations system for consideration of global development cooperation issues. During its first (2007-08) cycle, the DCF established a strong reputation for independent analysis and promoting balanced debate among multiple stakeholder groups on development cooperation. Some key messages of the first ministerial-level DCF in 2008, as well as the DCF's role in the international debate on development cooperation, were reflected in outcome documents of the Doha Review Conference on Financing for Development and Accra High-level Forum on Aid effectiveness.

Based on these achievements, the strategy for phase II of the DCF (2009-2010) has the overall goal of producing agreement on best practice standards and priority issues for practical action to promote enhanced effectiveness of development cooperation, in supporting the internationally agreed development goals (IADGs). The DCF will continue to review overall trends in development cooperation, but will focus on a few specific thematic areas such as mutual accountability and transparency;² and policy coherence.

The Doha follow-up conference on Financing for Development encouraged “all donors to improve the quality of aid [...], and improve mutual accountability and Transparency”³. Mutual accountability is a key component of the Paris Declaration and the Accra Agenda for Action on aid effectiveness. Nevertheless, progress has been so slow that it has been called “the orphan of aid effectiveness” (OECD 2008c). Reinforcing mutual accountability and transparency requires improving three mutually reinforcing mechanisms:

- national-level mutual accountability and transparency mechanisms;
- global and regional (collectively “international”) mutual accountability mechanisms; and
- international transparency initiatives to facilitate mutual accountability.

The first High-Level Symposium preparing the 2010 DCF, in Vienna on November 12-13 2009, focussed on mutual accountability and transparency. A background study identified best practices, norms and practical steps to improve the functioning of international and national-level mutual accountability and transparency mechanisms. The symposium reached a broad consensus on best practice in international and national mutual accountability and transparency, and agreed that the DCF should conduct an independent and comprehensive review of progress in mutual accountability and aid transparency at national and international levels, starting in 2010, in order to build more effective accountability frameworks.

1.2 Methodology

This study⁴ has therefore been commissioned to address the following questions:

- What has been the degree of progress on international and national-level mutual accountability and transparency ?
- To what degree are international and national-level mechanisms following best practices agreed in November 2009 ?
- What factors appear to be determining the progress and quality of the mechanisms, including the interlinkages between international and national levels ?
- What should be the next steps taken by the international community (including by the Development Cooperation Forum) to accelerate progress on MA and transparency ?

To all in-depth analysis, this study has a narrow focus on those mechanisms in which stakeholders hold one another mutually accountable for the quantity, quality or effectiveness of aid and the development results it achieves, rather than for wider development results and the IADGs. It stresses the need for programme countries and other stakeholders to be

² For comprehensive discussion of mutual accountability and transparency definitions, see Chapter 1 of DCF 2009.

³ A/CONF.212/L.1/Rev.1, paragraph 46

⁴ This study was prepared by Matthew Martin, Senior Consultant to the United Nations DCF and Director of Development Finance International, assisted by Gideon Rabinowitz and Katerina Kyrili. Opinions expressed are those of the authors and do not necessarily reflect the official views of the United Nations.

accountable for development results and their management of aid, but focuses in particular on how to make accountability more “mutual”, by making providers more accountable to programme country governments, and providers and programme country governments more accountable to other stakeholders. It does not look in detail at domestic accountability structures of executive branches of governments, because these are being analysed in separate work (eg by the Commonwealth Secretariat, Inter-Parliamentary Union and OECD) which will be discussed at future DCF symposia. In this way, it identifies clear actions for the international community (including the DCF) to improve mutual accountability and transparency, and IADG results.

This study is organised as follows:

- Chapter 2 discusses national-level mutual accountability and transparency;
- Chapter 3 analyses international-level aid transparency initiatives;
- Chapter 4 focuses on global and regional mutual accountability mechanisms;
- Chapter 5 defines possible actions by the international community (especially the DCF) to promote mutual accountability and transparency during 2010-12.

The study builds on earlier DCF work, especially the 2009 study (UN Development Cooperation Forum 2009) and discussions on mutual accountability at the Vienna High-Level Symposium. It also draws extensively on work by other institutions, notably the Joint Venture on Managing for Development Results of the DAC Working Party on Aid Effectiveness (now replaced by the Task Team on Mutual Accountability); the International Aid Transparency Initiative and Publish What You Fund; as well as AWEPA, IPU and Commonwealth Secretariat.

However, most importantly, it is based on two original surveys:

- *of national mutual accountability initiatives in 70 countries.* This survey was conducted during February-April 2010, jointly by the UNDP Bureau for Development Policy and the United Nations Development Cooperation Forum secretariat. It benefitted immensely from the assistance of United Nations country offices, programme and provider country officials and other stakeholders such as parliamentarians and civil society organizations (CSOs), in completing surveys and organising meetings to agree on responses; and advisory input by members of the Task Team on Mutual Accountability (see Annex 1).
- *of 8 global transparency mechanisms.* This survey was conducted in March 2010 by Development Finance International, with strong facilitation by Development Initiatives, Publish What You Fund and the UK Department for International Development.

The authors are most grateful to all the stakeholders for their time and excellent responses, which have made the study's conclusions immensely richer. These survey processes will continue at the June 2010 High-Level Symposium in Helsinki, in relation to international mutual accountability (MA) mechanisms, to enhance findings of section 4.

The study is a draft and will be discussed during and after that Symposium and at the 2010 DCF, and through review by all stakeholders organised by the DCF Secretariat, with a view to defining key actions to accelerate progress on mutual accountability and transparency, at international and national levels, during 2010-12. The final version of the study will form a key part of the International Development Cooperation report to be produced by the secretariat of the United Nations Development Cooperation Forum later in 2010.

2. NATIONAL LEVEL MUTUAL ACCOUNTABILITY

2.1. National Mutual Accountability: a Definition of Norms

As already discussed in chapter 1, this study defines national mutual accountability mechanisms as those in which programme countries, as well as being held accountable for development results and aid management, hold providers accountable for their aid. In addition, and especially given the commitments in the Accra Agenda for Action, key national stakeholders, especially in programme countries (such as parliaments, CSOs, trade unions, private sector, women's groups) are expected to hold providers and programme country governments accountable in such mechanisms.

There are a multiplicity of forums at national level in most programme countries for dialogue with providers on issues related to development and the funding needs of the national development programme. The challenge is making these into effective mechanisms of mutual accountability. In addition, every programme country has multiple performance frameworks established by providers (either in groups or individually) which hold it to account for a very large number of targets (2-6 times as many as in provider performance frameworks). Those frameworks have produced massive behavioural change in most programme country governments over the last decade. Separate analysis should be conducted on how to improve programme country accountability by rationalising the number of agreements and targets in their frameworks.

National mutual accountability is a Paris Declaration target, defined in a rather broad way as the "number of programme countries that undertake mutual assessments of progress in implementing agreed commitments on aid effectiveness including those in the Paris Declaration", with the target being to have "mutual assessment reviews" in place in all participating programme countries by 2010. The 2008 survey on the implementation of the Paris Declaration concluded that only 14 (26%) of the programme countries had such mechanisms, and only 1-2 countries had established such a mechanism since the previous survey in 2005. It also strongly questioned the validity of the number of countries reporting that mechanisms existed (OECD 2008a). Work for the November 2009 DCF High-level Symposium confirmed this scepticism, indicating that only around 8 (15% of surveyed countries) had up to date aid effectiveness MA mechanisms (UN DCF 2009).

At the high-level symposium in November 2009, consensus was reached on key components of national MA mechanisms which had proven successful in changing provider behaviour, and which could therefore provide a basis for defining criteria to assess mechanisms. It was agreed that these should not form a blueprint or a "one size fits all" recipe for promoting change in provider behaviour, but could inform programme countries intending to establish or improve MA mechanisms about which steps are likely to be more effective. They include:

- the development of a national aid policy by the programme country government (where necessary as the basis for a Joint Assistance Strategy with providers);
- locally-driven aid quality and results monitoring frameworks, including specific annual performance targets for individual providers;
- strong programme country government and parliamentary political leadership, and clear institutional structures and responsibilities for aid management, negotiation and signature
- independent analytical input from parliament, civil society and independent monitoring groups to identify and help resolve key problems;
- comprehensive databases which cover aid quality and effectiveness issues and allow programme country governments to monitor and verify trends for themselves;
- peer pressure among providers (especially in countries where there exists a critical mass of providers prepared to support mutual accountability); and
- large-scale investment via programmes to build programme country government capacity to monitor and analyse providers, and to negotiate changes in behaviour.

2.2. Gathering Information: the DCF/UNDP Survey

It was realised during the previous study that the reliability of information on national-level MA and transparency was highly variable – and, as detailed in section 1, the DCF was urged by participants at the Vienna HLS to conduct a review of international and national MA and

transparency initiatives in 2010. Therefore, in order to collect more reliable information, the secretariat of the UN Development Cooperation Forum and United Nations Development Programme cooperated on the execution of a country-level survey on MA and transparency. The survey benefitted immensely from assistance by UN country offices, programme and provider country officials and other stakeholders such as parliamentarians and CSOs, in completing surveys and organising meetings at which joint and separate responses were agreed; as well as advisory input from members of the Task Team on Mutual Accountability.

The survey was conducted during February-April 2010, and covered 63 countries. A further 7 countries were assessed through brief conversations with national officials as having no MA mechanism, making the total coverage of the analysis 70 countries. Of the countries surveyed, 41 submitted responses to the questionnaire. A further 9 indicated that they did not have any MA mechanism in place, and therefore did not reply in full to the questionnaire. In the absence of responses, the remaining 13 countries were analysed by regional and global experts based on public documentation and conversations with national aid managers.

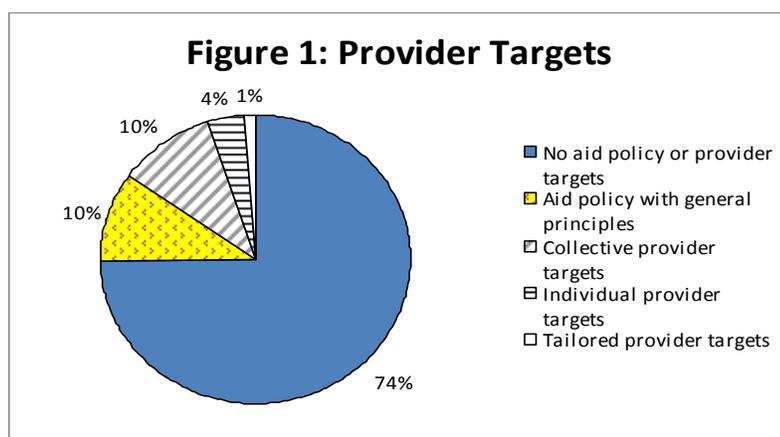
There were three main types of questions in the survey: those requiring a yes/no answer, which are reported below in terms of percentages of respondents; those allowing respondents to assess progress on a scale of 1-5 (for which average scores are reported below)⁵; and those requesting “open” ie descriptive answers to questions (which are reported in the text).

2.3. Progress in Aid Policies and Provider Targets

The first part of the questionnaire focussed on the existence, characteristics and quality of programme country aid policies, and targets set for providers. These are crucial to setting nationally-driven standards to which providers can be held accountable by programme countries, and are the primary drivers of progress on MA. The survey found that:

- 52 countries (74%) do not have a formal aid policy or document outlining provider targets
- 18 (26%) do have an aid policy or agreed document outlining provider aims, but of these 7 include only general principles guiding provider behaviour with no specific targets. Though 11 (16%) have at least collective targets for providers to meet, only 3 set or publicly analyse individual providers’ progress on targets, and only Rwanda tailors the targets to the baseline circumstances of individual providers.
- of the 11 countries with provider targets, 2 are limited to a sub-set of Paris Declaration indicators, 7 include all the Paris indicators and only 3 go beyond Paris (including such aspects as division of labour, conditionality, multi-year predictability and quiet periods)
- of the countries with provider targets, in 5 these apply only to budget support providers.

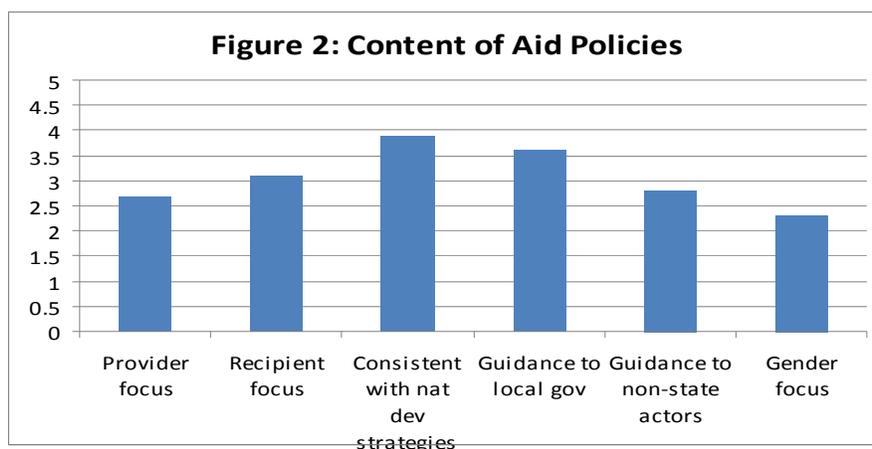
There has therefore been only very limited progress in developing aid policies and especially provider targets, with individual provider accountability limited to 3 countries. However, there is continuing progress, with 5 countries indicating new aid policies are imminent.



⁵ With 1 = “no achievement”, 2 = “small amount of achievement”, 3 = “moderate achievement”, 4 = “high level of achievement” and 5 = “complete achievement”.

The survey also explored other characteristics of policies. As shown in figure 2, they:

- are seen as focussing attention more on recipient (3.1) than provider (2.7) performance
- are highly consistent with national development strategies (3.9)
- give strong guidance to central and local government agencies (3.6), but only limited guidance to non-executive actors (parliaments, CSOs etc) (2.8), in terms of their roles and responsibilities in managing aid.
- focus very little on gender issues (2.3).



2.4. Progress in Formal Mutual Accountability Processes

In addition, to policies and provider targets, the survey found that countries also need to have additional “process” elements to be in place, namely: regular monitoring and analysis of performance; a forum for formal discussion of mutual progress assessments; and (preferably) input from wider stakeholder groups. To what degree do these exist ?

Monitoring and analysis should ideally be balanced with programme countries and providers being equally treated, and regular so that concrete dialogue can develop. However:

- all stakeholders agreed that more focus is put on monitoring recipients than providers
- only 7 (10%) countries show concrete evidence of regular monitoring of providers, of which only 3 monitor individual providers
- independent monitoring of providers (by groups not associated with the programme country government or providers) was undertaken very recently in only 4 countries – Cambodia, Mozambique, Malawi and Vietnam
- the 7 Pacific countries covered by this survey are currently undertaking their first regional provider monitoring, and Ghana is developing a monitoring framework for its policy
- some other countries (for example Kenya) have conducted recent reviews of progress in aid policy implementation, but without describing individual provider progress
- most countries rely extensively on the Paris Declaration surveys to set baseline standards for 2005 and targets for 2010, and analyse ongoing provider performance.

There is only very limited progress in regularly monitoring provider and programme country performance on aid effectiveness. It is possible that progress in this area, while hugely supported by the Paris Declaration in setting baselines and 2010 collective targets, is also being constrained by it, as in some countries providers and recipients fall back on waiting for Paris Declaration survey results to monitor progress, rather than developing home-grown or more regular (eg annual) processes (in large part due to lack of political will, time and capacity). For providers and programme countries to be held fully accountable and pushed to change behaviour, monitoring needs to be annual rather than every 3 years.

There are a myriad of **forums** in which providers and recipients discuss development results and aid issues, making this one of the most difficult aspects of MA progress to assess. Many of these forums have limited scope for leveraging mutual behaviour change, but major change is achieved only in those which bring together providers and recipients at the highest

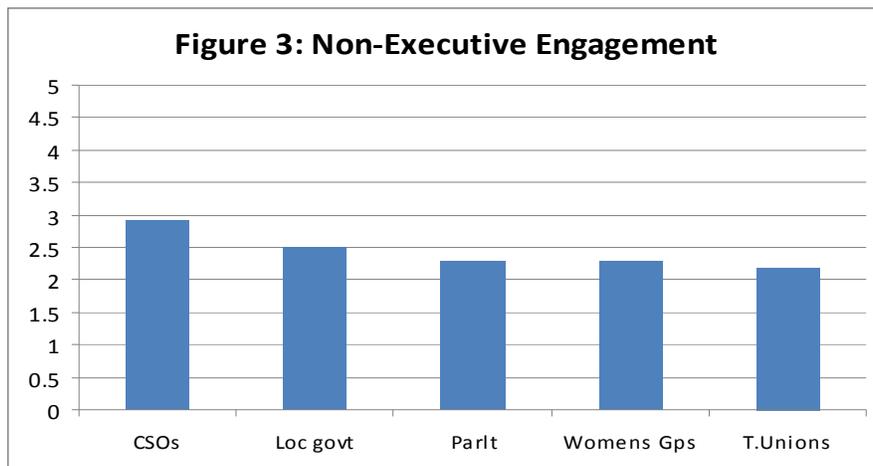
level, to discuss aid policies and targets, review progress based on concrete monitoring and analysis, and agree on future approaches. The survey found that:

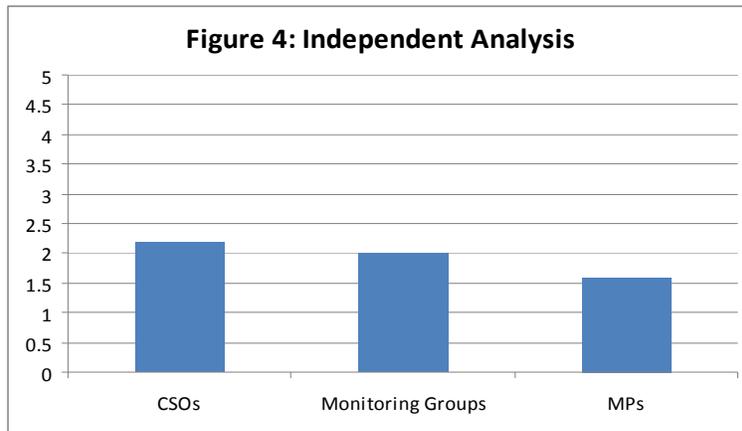
- 28 (40% of) countries reported high level meetings between providers and recipients
- however, 22 discuss recipient targets but only 11 provider targets, and only 3 individual provider targets, implying very limited “mutuality” of accountability. Reference to the documents discussed at these fora indicates that only 6 discuss concrete evidence of provider performance and policy implications, with the rest focussing on general trends in aid effectiveness and general principles for action.
- 28 countries also reported sectoral fora which discuss progress on aid effectiveness; although 23 discuss recipient and provider behaviour, the survey did not look in depth at this – more work would be needed to assess their ability to hold participants accountable.
- Almost without exception these fora are chaired by country officials, supported by country institutions and utilise national analysis. However, stronger mechanisms which have clear policies and targets use national analysis much more (3.9 compared to 3.1 for others).

This analysis suggests that fora exist for debate between providers and recipients on mutual performance in relation to aid, but most provide little scrutiny of donors – in part due to lack of relevant evidence – and are far from delivering formal spaces for mutual accountability on aid.

The survey assessed **non-executive stakeholder engagement**, in terms of both their ability to gain access to fora, and their input of analysis in to performance assessments. This is an element stressed by the Accra Agenda for Action, which urges broader participation and more use of independent analysis. As shown in Figures 3 and 4, the survey found that:

- CSOs participated in around half the fora (average score of 2.9) and were the best involved of stakeholder groups; however they were more limited in analytical inputs (2.2). There are some notable exceptions to this picture, such as in Cambodia where the NGO Forum makes regular high-quality inputs to the national aid effectiveness forums (for example, NGO Forum on Cambodia 2009).
- Parliamentarians had very low participation (2.3) and analytical input (1.6)
- In terms of participation and analysis, other groups generally fell between CSOs and parliamentarians, with local government scoring 2.5, private sector 2.5, and women’s groups 2.3. However, trade unions had the lowest level of participation at 2.2.
- Generally the level of independent analytical input was low – respondents scored this element as 1.9 out of 5 on average, implying virtually none in most countries.
- Countries with policies and provider targets (an indicator of more progressed mutual accountability) have non-executive actor engagement as low as those without targets;
- In countries where different stakeholders submitted separate responses, there were no significant differences in terms of assessment of participation. However, providers and non-executive stakeholders were more concerned about the low degree of dialogue with and analytical inputs from non-executive stakeholders.

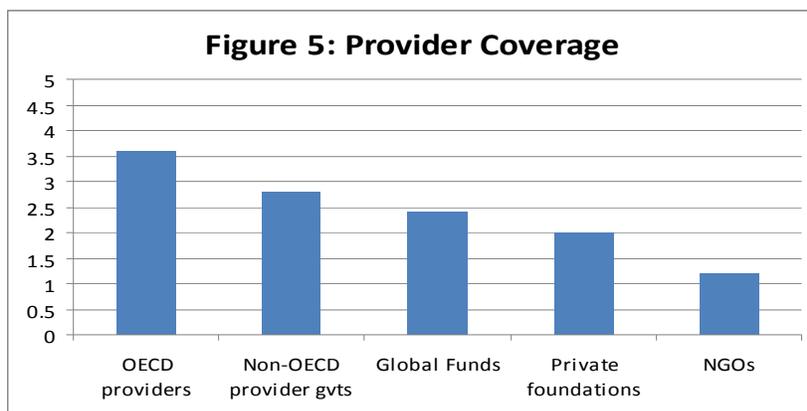




The stakeholder group receiving most capacity building support was programme country governments (3.3), followed by CSOs (2.3), parliamentarians and local government officials (both 2.2). All groups also indicated that they have major capacity-building needs but, given that most current efforts are centred on governments, even more priority might be given to parliamentarians, local governments and CSOs in order to increase their analytical capacity and participation in mutual accountability processes.

The survey suggests that wider stakeholder participation in mutual accountability processes is the least progressed of all the key elements of mutual accountability for aid. There is evidence that this is changing in a few countries because of the emphasis given to it at the 3rd High Level Forum on Aid Effectiveness in 2008 – Vietnam being a positive example where parliamentarians and Vietnamese NGOs are both represented on the executive committee of the new Aid Effectiveness Forum, and are offered the prospect of funding for analytical work, implying that they could have strong influence on the agenda and content of discussions.

As shown in Figure 5, the survey also assessed **which providers are covered** by MA mechanisms. It found existing mechanisms cover OECD providers (3.6) far more effectively than non-OECD donors (2.8), global funds (2.4), NGOs (2.0) and private foundations (1.2). It also found much better coverage of providers (2.8) in the countries with strongest MA processes than others (2.0). These results suggest a significant challenge for even the most advanced MA processes in integrating the full range of providers into their discussions.



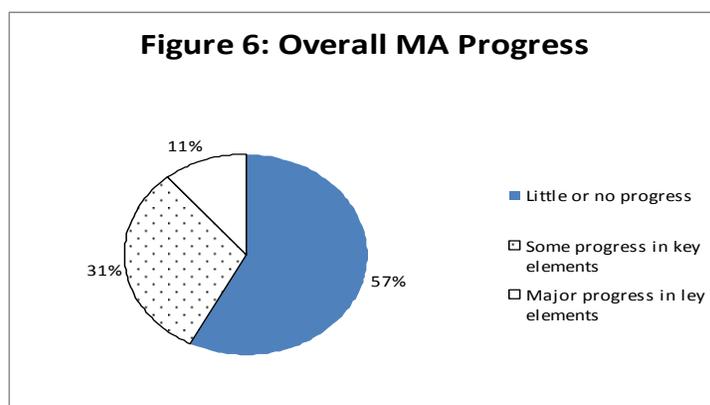
The survey also asked respondents to share details of any **regional or international mutual accountability mechanisms** that are used to support national MA processes. The processes most commonly mentioned were the OECD-managed Paris and Accra processes, which have clearly had a strong influence on the most advanced mutual accountability mechanisms at the national level, with Division of Labour processes also referenced frequently. Asia and Pacific countries seem to be more actively engaging with and making use of regional mechanisms

sponsored by the Capacity Development for Development Effectiveness (CDDE) facility. However, in general, international mechanisms were not mentioned, suggesting much more effort is needed to connect international and national processes.

2.5 Overall Progress of MA and Impact on Behaviour Change

Much work remains to establish comprehensive and open genuine MA processes, although there is a reasonable foundation for future progress in a number of countries. As shown in Figure 6, a detailed analysis of survey responses and corroborating evidence⁶ suggests that:

- A maximum of 8⁷ countries (11%) have made major progress on mutual accountability, and could respond “yes” to Paris Declaration indicator 12.
- However, most of these still lack significant MA elements such as clear policies, individual donor-specific targets, regular independent analysis and top-level discussion of MA, as well as their coverage of donors and the participation of non-executive stakeholders.
- In another 22 countries (31%), some progress has been made on at least one element of MA (policies or review mechanisms). This progress can be built on in the future.
- In 40 countries (57%) there seems to be little if any progress at all in developing mutual accountability in relation to aid
- In around 30 countries, there are active steps under way to increase MA. However, these vary dramatically in scope and ambition, with very few aiming for clear recipient policies and individual provider targets, implying that they may induce little behaviour change.
- When asked why there had been relatively little progress, 35% of respondents suggested this reflected low programme country government capacity and leadership, 17% poor transparency by providers, and 10% inflexibility of provider policies and procedures
- With the exception of Afghanistan, the countries making most progress on MA are in Anglophone Eastern and Southern Africa, and Southeast Asia. This coincides with a very strong presence of like-minded donors (making strong progress on aid effectiveness globally according to the PD survey results) and strongly suggests that global policy decisions from headquarters are still the dominant force in provider behaviour.



To check our overall assessment of progress, we have compared it with a) the responses to the Paris Declaration survey indicator 12 question – “is mutual accountability in place in your country?”. The DCF survey also contained a question asking for an updated response to the indicator 12 question. Compared to our analysis (8 countries with MA in place), 13 responded in 2008 that MA was in place, and 13⁸ responded that way in 2010. However, the responses to other questions in the DCF survey by nine of the countries responding positively to the indicator 12 question in 2008 or 2010 indicate that they are considering a variety of processes from the existence of a joint assistance strategy (even if not effectively monitored and with no clear donor targets) to a multi-donor budget support arrangement (even if excluding many donors, most aid and most of the PD targets apart from predictability) to even an annual programme country-provider meeting which discusses aid pledges in general terms, as constituting having MA in place. This lack of rigour in answering the PD question suggests

⁶ Recent studies on mutual accountability (referenced at the end of this study) and a review of relevant country documentation

⁷ Afghanistan, Cambodia, Laos, Malawi, Mozambique, Rwanda, Tanzania and Vietnam

⁸ Including Kenya, Senegal, Sri Lanka, Yemen and Zambia

there is still much confusion about what mutual accountability for aid really means, so future assessment and monitoring efforts require clearer guidance (see conclusion for more on this).

Interestingly, on the other hand, two countries (Lao and Rwanda) for which the DCF survey responses suggest MA is largely in place responded negatively to the 2008 PD survey question. This appears to reflect a considerable degree of progress since that survey. Moreover, three countries⁹ for which the DCF survey responses suggest MA is largely in place had a more negative assessment of their own progress in 2010 – replying no to the PD indicator 12 question when they had replied yes in 2008. This reflects programme country disappointment with provider behaviour change, as well as the existence of active efforts to improve MA in the countries, which have involved looking at experiences elsewhere, and from which they have seen that much more could be done to improve MA. This learning is highly positive and indicates countries which are continuing to think hard about how to promote MA.

Finally, what is the impact of national MA processes on **behaviour change** by participants? Ascribing change to processes is tenuous, so the survey's tentative conclusions here need to be substantiated by other evidence and detailed case study analysis. Nevertheless, they provide considerable validation of the importance of key elements of MA discussed above.

- Average programme country change is 3.1 (considerably higher than providers - 2.5)
- Among groups of programme countries, higher levels of behaviour change are perceived for Sub-Saharan Africa programme countries (3.3) than for Asia/Pacific countries (2.7); but there is no important variation from the average linked to levels of aid dependency.
- Programme countries where MA is most advanced report much higher behaviour change by providers (2.9) than middle (2.3) or poor performers (1.6). Countries with provider targets see even higher provider change (3.2).
- On the other hand, programme countries where MA is most (and least) advanced have changed their behaviour broadly in line with the average, whereas countries in the middle group have performed better than average (3.6).
- These findings appears to reflect the following characteristics:
 1. low-progress: when there is no MA, there is less behaviour change (especially by providers), and stakeholders find it less easy to ascribe change to the MA process;
 2. middle-progress: as MA becomes formalized with agreements and discussion fora, there is a much stronger impact on programme country behaviour than on providers, and an MA process without provider targets facilitates this;
 3. high-progress: only when MA reaches an advanced stage (with provider targets and regular reviews) does it produce significant change in provider behaviour.

What was the nature of behaviour change ?

- Countries with most MA progress have seen more areas of provider change – including putting aid on budget, using government systems and predictability – whereas middle performers were limited to harmonisation among providers, and delegated partnerships (where one provider assigns its funds to be managed by another).
- The main recipient changes reported focussed on results monitoring and evaluation, improved national development strategies, leadership in reforming country Public Financial Management and procurement systems, and prioritization of spending needs. However (more particularly in middle MA countries) there was also better tracking of aid information, more consultation of CSOs, and improved management of resources.

Where responses were separated by stakeholder group, CSO respondents perceived a lower level of behaviour change (2.4 for providers and 2.6 for programme countries) than did providers (who scored themselves at 2.9 and programme countries at 3) and programme countries (who scored providers at 2.4 and themselves at 3). This probably reflects the fact that many of the key issues of concern to them (eg gender, human rights) were not being treated in the discussions, as well as a degree of frustration at their marginal participation in the processes and the lack of space for them to present independent analysis or their own views. However, the fact that all three groups of stakeholders scored programme countries higher than providers is a further indication of the lower level of “mutuality” in accountability.

⁹ Afghanistan, Mozambique and Vietnam

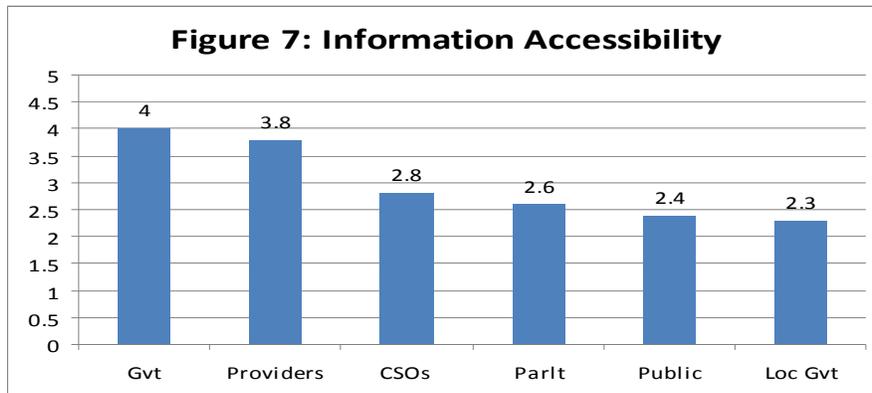
2.6. Progress on National-Level Transparency in Programme Countries

The survey also asked respondents about progress on national-level transparency in programme countries, in relation to a range of types of information on aid. In reply:

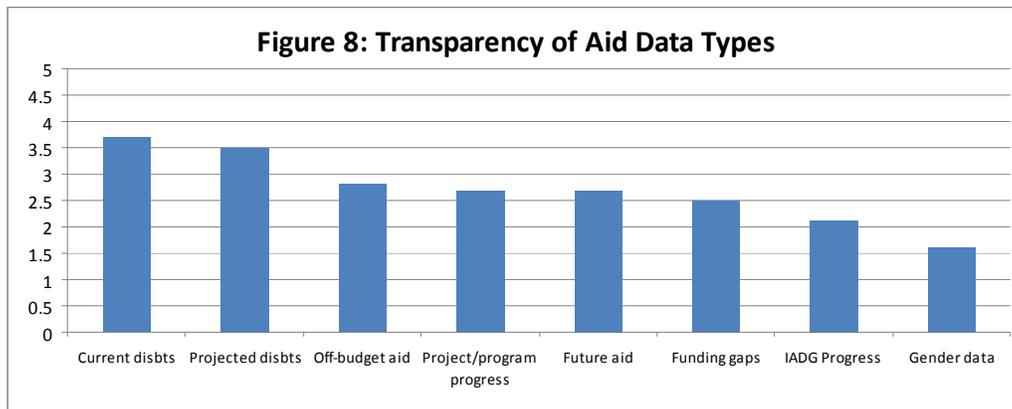
- 32 countries (46%) provided positive answers to the question “do you have an aid information system in place?”; about 20% of the systems were Development Assistance Databases, 25% Aid Management Platforms and the rest were more country-specific.
- 19 countries indicated that their aid information system monitors provider and recipient progress on aid effectiveness targets. However, closer examination of the capacities of various systems indicates that these tend to be only a narrow subset of the Paris Declaration indicators (such as tying and use of government systems).

However, as Figure 7 shows, there are major challenges in making information accessible:

- This applies especially to non-executive actors (who scored data accessibility and usability 2.5 on average, versus 3.9 for programme country governments and providers).
- Aid information was seen by stakeholders overall as more accessible to and usable by CSOs (2.8) compared to parliamentarians (2.6), public (2.4) and local government (2.3); there were very similar scores for usability. However, CSO respondents gave lower scores for accessibility and usability of official data by CSOs (1.8) than they were given by providers (2.3) or programme country governments (2.9)
- Accessibility and usability of information by non-executive actors was generally higher in the better performing MA countries, although this relationship was not very strong. In top performing countries the scores were 2.8 and 2.7 respectively; in middle performers 2.3 and 2.6; and in low performers 2.1 and 2.2



As shown in Figure 8, the types of information which seem to have the highest transparency include current (3.7) and projected (3.5) disbursements. The types with least transparency include off-budget aid (2.8), progress on projects/programs (2.7), commitments of future aid (2.7), funding gaps (2.5), progress on the IADGs (2.1) and gender disaggregated data (1.6)



Additional findings from the national transparency survey included that:

- In almost all countries, non-DAC donors, global funds and NGOs do not supply data to aid data systems (a notable exception being in Cambodia where China and the Global Fund do)
- Of 26 countries that reported on how providers submit information to them, 18 (69%) said this was at least semi-annually, and 10 (38%) said it was quarterly
- Aid information is mainly used for budgeting (3.5) and macro-economic planning (3.3) purposes, but much less for monitoring and evaluation or results or IADG progress (2.5)

These results suggest that even though there has been significant progress in relation to establishing aid information systems, there is still a great deal to be done to make these accessible and usable for non-state actors. It is also clear that transparency varies sharply across different types of aid information, and different providers, and in some key areas – especially monitoring and evaluation, and IADG progress, transparency is quite weak.

The observed link between trends in transparency and progress of mutual accountability appears to have several explanations. Higher levels of transparency can help to promote mutual accountability – or, put more negatively, many respondents – especially those from non-executive organisations – feel that poor transparency is one of the main explanations for their inability to play a stronger role in national MA processes. On the other hand, to some degree stronger processes of mutual accountability are helping to create demand for greater transparency so as to supply data for independent analysis and monitoring. However, additional research is required to identify causality more clearly, and what other factors might be underlying the progress (or lack of it) on accessibility and usability for other stakeholders.

2.7. National MA and Transparency Trends for Country Groups

Analysis by geographical regions (limited to comparing Sub-Saharan Africa and Asia-Pacific, as other regions had few respondents) and other categories of countries reveals some very interesting trends and policy implications:

- Sub-Saharan African countries and more aid-dependent countries (those receiving aid of at least 5% of GNI) are far more likely to have an aid policy and provider targets in place.
- Nevertheless, Sub-Saharan African countries perform worse than average on overall MA, while Asia and Pacific countries are notably over-represented in the best performing group on overall MA
- There is no significant relationship between aid-dependence and MA performance.
- Fragile states perform much worse than other countries on mutual accountability, but Least Developed Countries (LDCs) and Land-Locked Developing Countries (LLDCs) have average performance, and the small (10) sample of Small Island Developing Countries (SIDS) perform better on MA than average
- Transparency is reported to be considerably higher than average in Asia and Pacific countries but lower than average in Sub-Saharan Africa.
- There is no noticeable difference on transparency between aid-dependent, fragile states or LDCs/LLDCs/SIDS, and average performance across all countries.

These results suggest that the most considerable challenges around developing mutual accountability further are in sub-Saharan Africa and fragile states, with challenges around transparency most apparent once again in sub-Saharan Africa. Especially insofar as such results hint towards weaker capacity and institutions playing a role, it is extremely urgent that regional initiatives to promote MA and transparency in SSA be accelerated, and that the international community make greater efforts to enhance progress in fragile states.

3. IMPROVING INTERNATIONAL TRANSPARENCY

3.1 Background and Methodology

The previous background study for the DCF (2009) presented the details of seven major global transparency and aid information initiatives, as well as national aid management systems used by programme countries and a summary of donor transparency on data and documentation. More recently, two global initiatives were rationalised in March 2010 by the creation of AidData, a joint initiative by Development Gateway, the College of William and Mary and Brigham Young University. This merges two other databases to create a comprehensive and timely project-by-project database, including all grants and loans committed by most major bilateral (currently DAC and a few non-DAC) and multilateral providers. One of its main aims is to provide more supporting descriptive information, to make data more useful for strategic planning and coordination purposes. It currently provides only commitment data – but intends to expand to disbursements.

The previous study also noted strong international civil society campaigns for transparency (including Publish What You Fund), to ensure the application of transparency principles as well as a universal right to request and receive information about aid, and proactive promotion of knowledge about this right as well as ability/capacity of different stakeholders to access the information and, where necessary, to file requests for additional information. It highlighted the strong demand for more access to information by many stakeholders. Programme country governments need information for budgeting, effective service delivery and macroeconomic management. In line with the Paris Declaration principles of national ownership and mutual accountability, they also need it to hold providers to account for the quality and volume of their assistance. Providers and non-government organisations (NGOs) need information about each others' current and planned activities. Parliaments, civil society organisations (CSOs) and the media need information to hold governments and providers to account. Community groups and citizens need information about aid to provide feedback about whether services meet their needs and to increase accountability of government and CSOs.

The background study also identified key characteristics needed by transparency initiatives if they are to be useful for their wider purpose - improving accountability. The main ones are:

- Responding to the different information needs of different stakeholders, whether the providers, recipient government, civil society or the public – in particular where, when, how, and on what aid is spent;
- Ensuring data are timely, accurate, up to date and easily accessible to all stakeholders;
- Making detailed additional information available such as the conditions attached to aid and the terms of concessional loans;
- Being relevant for economic analysis, budgeting and planning, social and environmental appraisals, and analysing progress of projects and programmes as well as progress towards the IADGS and other national development goals;
- being a mechanism to trace aid through the system from provider to intended beneficiary;
- being classified to match local budgets and plans as well as international classifications;
- in a common data format to be integrated electronically easily into local/other systems;
- coming from all possible providers, including non-DAC, foundations and charities; and
- being easy to access for all stakeholders, especially those in programme countries.

This study assesses the extent to which transparency initiatives are in line with these suggested norms and identifies areas of progress and those where more effort is needed. To conduct this assessment, the secretariat of the DCF and DFI designed a survey which was completed in interviews or at long distance by the sponsors of 8 different initiatives.¹⁰ It should be noted that as many initiatives are in their early stages their achievements are hard to assess. The results are presented in such a way as not to rank or compare the initiatives, but

¹⁰ These 8 initiatives are: AidData, Accessible Information on Development Activities (AIDA), the Aid Management Platform (AMP), the Development Assistance Database (DAD), the OECD-Creditor Reporting System (CRS), Project Level Aid Information Database (PLAID), the EC Joint Research Centre's TR-AID, and the UN-OCHA Financial Tracking System. The International Aid Transparency Initiative (IATI) is not included in the average analysis as it is yet to start, though the text refers to its intended content and methods. This study also does not analyse the degree to which major donors are individually transparent. The forthcoming Publish What You Fund Transparency Assessment will do this, and will be published by October.

rather to assess where progress is being made and where more effort is needed across all of them. All graphs and figures discussed are therefore the averages of scores across initiatives.

3.2. Detail, Scope and Coverage of Information

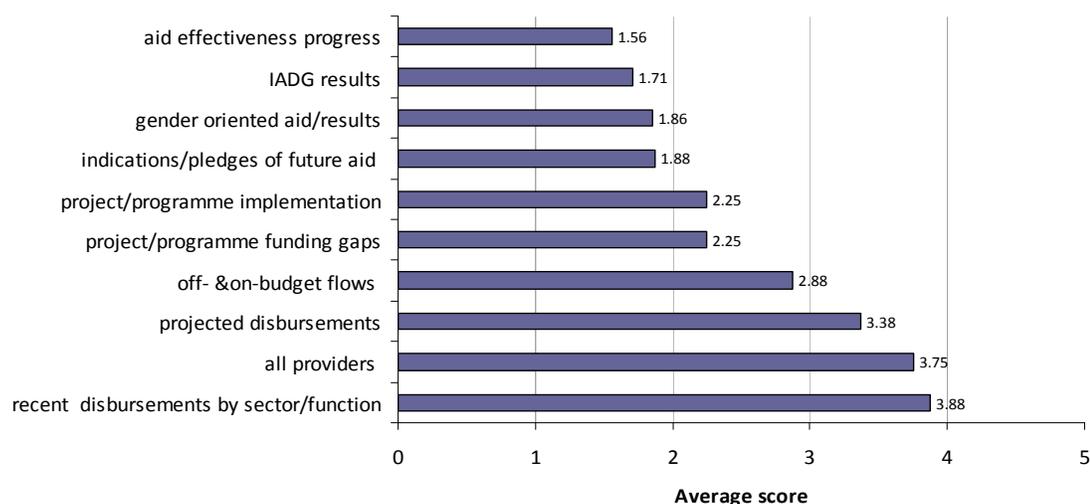
As highlighted in the previous background study, there is a need for dramatic increases in information published, especially on forward spending plans, expected results and conditionalities attached to aid; as well as optimally on present and future disbursements, funding gaps, the impact of aid on progress towards the IADGs, and flows to all sectors.

As can be seen from Figure 9¹¹:

- although initiatives are relatively strong in providing detailed information on recent disbursements, they are less strong on projecting future disbursements based on the current pipeline of commitments, and poor on recording current indications and pledges of future aid, or funding gaps. As a result, they are relatively useful for backward-looking analysis, but much less so for future forecasting and planning.
- While information is relatively strong in terms of sectoral and functional breakdowns, it is very poor in terms of gender orientation (and links to IADG plans)
- In terms of coverage, it is reasonably strong in covering providers (with many covering all DAC and multilaterals, and some non-DAC governments and global funds, but most not including most non-DAC governments, CSOs or foundations) and somewhat weaker on tracking off-budget funds – this implies only moderate ability to track all flows.
- Information is surprisingly poor on tracking implementation of projects and programmes, or the results (in terms of gender or the wider IADGs) or “aid effectiveness” of development cooperation, making analytical tracking of results and effectiveness very difficult – though some providers are moving to incorporate a wider range of aid effectiveness indicators in their databases.

IATI plans to improve sharply the tracking of projected disbursements, off-budget aid, project and programme implementation, IADG results and effectiveness, but will be less ambitious on gender issues and funding gaps, and currently covers only a limited range of providers.

FIGURE 9: SCOPE OF DATA

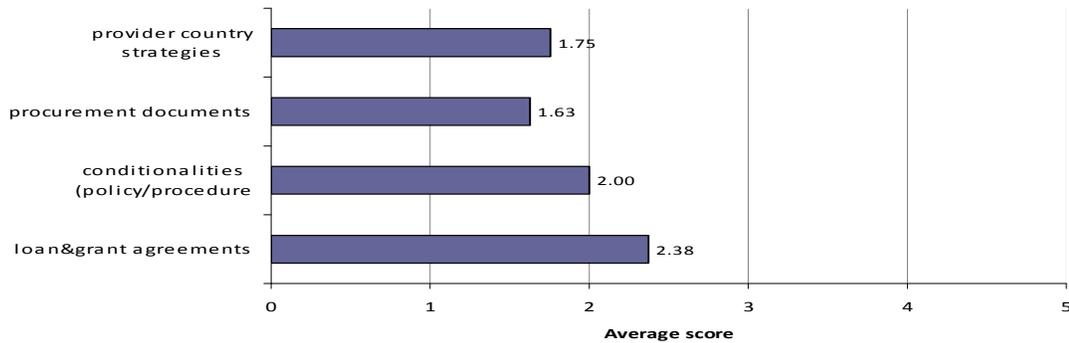


As shown in Figure 10, another important aspect usually missing in the various systems is documentation. This includes even basic documents such as loan and grant agreements, but particularly conditions attached to aid, procurement documents such as bidding and award documents, and providers’ country strategies. IATI intends to provide as much information on

¹¹ The average of each of the 8 initiatives was calculated by averaging the responses to the questionnaire on a scale of 1-5, with responses based on scores similar to those used in the national MA survey (see footnote 3).

agreement documents, conditions and providers' country strategies as possible, in line with the AAA declaration, but will be somewhat less ambitious on procurement documents.

FIGURE 10: SCOPE OF DOCUMENTS



3.3. Timeliness and Alignment of Information

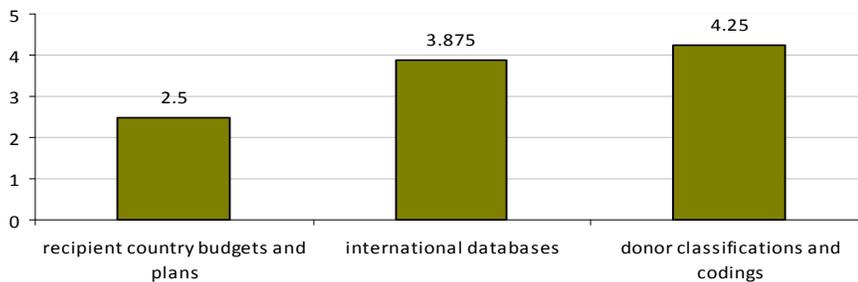
A further crucial aspect is that information should be **timely** – ie frequently updated and corresponding to recent events. Lack of timely information makes decisions on aid planning or monitoring of results harder with unavoidable declines in effectiveness. Most initiatives update a proportion of their information quarterly or even more regularly (every day or month). However, this is largely dependent on the frequency with which providers submit information and therefore varies by provider and type of information. On the other hand, the OECD aid database (the Creditor Reporting System - CRS) updates data comprehensively annually.

Similarly, the timeliness of the information (ie the delay in publishing information after the reference date) varies from 2 to 16 months, with the timeliest updates being in the UNOCHA database. Most initiatives try to update at least some information as often as possible, but are dependent on the sources (largely providers) to supply this information.

As a result, several sponsors of international transparency initiatives and national-level databases commented in the survey that there is a strong need to put pressure on development cooperation providers, so that the information used in databases is itself more frequently updated and timely. IATI intends to push participating providers to provide more frequent (quarterly) and timely (2 months after the reference period) information.

A key factor in usefulness of information is whether it is aligned with programme country budgeting, planning and monitoring/evaluation cycles and systems as well as international databases or providers' systems, so results can be easily compared with national development goals. As shown in Figure 11, most systems match donor classifications (4.3) and international databases (3.9). Only AMP, DAD and UNOCHA match all three types of systems. IATI intends to repeat this triple classification, and Publish What You Fund (PWYF) is advocating classification primarily to match programme country budgets and plans.

Figure 11: Alignment of Data Classifications

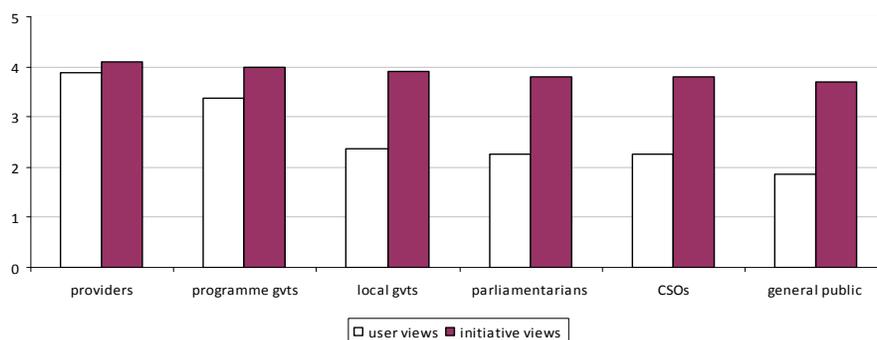


3.4. Accessibility and Dissemination of Information

The extent to which information is used to make aid more effective and accountable depends highly on whether stakeholders can **access** it. By this is meant not only free of charge online provision, but also that it does not require advanced IT skills and is easy to use, and that the existence of data is widely disseminated to stakeholders, including supporting documents elaborating on how to access the data, and how it can be used to promote accountability.

As shown in Figure 12, the initiatives themselves see their data as highly accessible, because it is free and online (though some restrict access through passwords or to certain user groups – principally providers and secondarily programme country governments). On the other hand, users who have not been trained in the systems indicate that they a) are not aware of the existence of the databases because dissemination is rather limited and b) find them hard to use in terms of IT capacity, and difficult to relate to their concerns about accountability and effectiveness. These problems become more acute the further the user is from the technicalities of aid – with parliamentarians and the general public suffering most.¹² Accessibility and ease of use will be a particular focus of the IATI, concentrating on making data produced by providers and programme countries more accessible.

Figure 12: Information Accessibility



Most sponsors of initiatives see themselves as proactively **disseminating** information from their systems, using web mailing and publications. However, dissemination is somewhat fragmented. Nationally based information systems tend to focus on national stakeholders (mainly providers and executive programme country government agencies), via documents produced for mutual accountability forums, and websites. On the other hand, those running most global databases tend to focus on providers, OECD-based CSOs, academics and other advocacy groups, and to a much lesser extent on programme country-based stakeholders. IATI intends to target all different groups, primarily through web-based mailings.

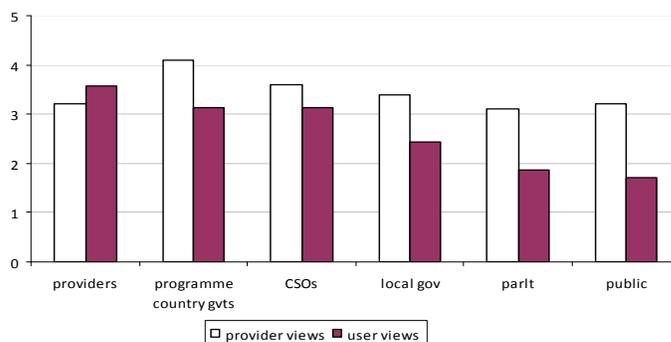
3.5. Sources, Users and Usage of Information

To improve the reliability and representativeness of data, it is essential that information is **sourced** from all providers including developing countries, foundations and CSOs, DAC providers and multilaterals. However, virtually all of the existing initiatives (except some of those based in country, and UNOCHA) collect data primarily from providers. Many of those based in country collect data primarily from providers and secondarily from national programme country agencies, though a few collect from both groups and cross-check information. UN-OCHA, possibly due to nature of the information it provides, collects information from the widest range of sources: providers, government missions (in New York/Geneva), programme country agencies, media and online reporting. IATI will take data primarily from providers and secondarily from programme country governments.

¹² Scores for documents are generally lower because as discussed in 3.2 above, many initiatives do not provide documents.

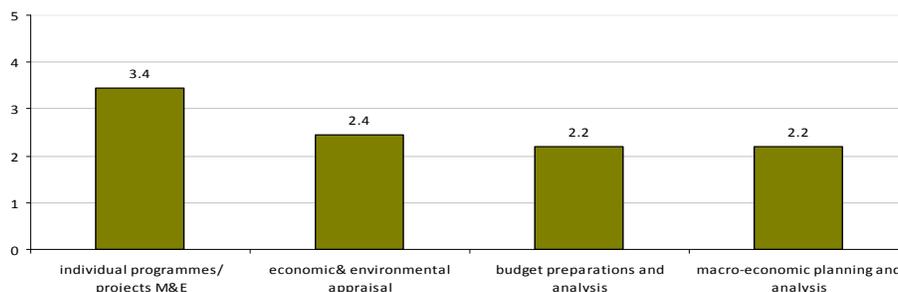
Each initiative's **users** vary.¹³ The clearest divergence is between programme country-based systems which are used mainly by programme country governments and secondarily by providers and (where they are publicly accessible) by other programme country stakeholders; and global databases which are used primarily by OECD-country based CSOs, academics and to a lesser extent other stakeholders. As figure 13 shows, there is also a sharp divergence between the views of users and the impressions of providers as to who uses their systems (they see programme country governments as the main users, followed by CSOs and roughly equally other stakeholders). There would seem to be a relatively strong role needed for monitoring and enhancing use of different databases, especially by programme country stakeholders where they are relevant to their needs. IATI hopes the data it produces will be used by a much wider range of stakeholders in provider and programme countries.

Figure 13: Main Users of Data



The survey results indicate that the data provided by the initiatives is (as judged by the initiative sponsors) relatively limited in the **purposes for which it is used**, compared to those for which stakeholders might want to use transparent data. It is only moderately used for monitoring and evaluation of individual projects or programmes (presumably because most initiatives provide neither implementation nor results data). It is relatively rarely used for economic, social or environmental appraisal of projects or programmes, because most systems do not include such information. Most important from a programme country stakeholder point of view, it is rarely used for budget or macroeconomic analysis (because it is largely backward-looking and not classified – except in national-level data systems – according to local budget or planning criteria). However, initiative sponsors were also asked what were the most frequent uses of their data. Most frequently cited were analysis of recent trends and comparisons among providers, by international and provider organisations, academics and other independent analysts. The initiatives with most frequent and timely data (eg UNOCHA) suggested it is also used for line ministry planning. IATI intends to widen the use of data considerably, especially so that programme country stakeholders can track the use of funds at local level.

Figure 14: Extent to which data are used for...



¹³ AidData is not included as it was launched only in March. It is principally used by researchers and aid advocacy groups but is conducting a survey of users to provide more information on this issue.

3.6. Factors Determining Transparency Levels

The survey did not ask stakeholders what major challenges the initiatives face, or what factors are undermining progress. In relation to the barriers cited in the November 2009 study, and other analysis such as the IATI scoping study, there has recently been progress via:

- considerable acceleration of cooperation among the sponsors of different initiatives, minimizing duplication and overlap.
- stronger efforts to match reporting periods and definitions used in different systems to make different data sets compatible and more authoritative.
- publishing forward spending plans of DAC donors, as specified in the AAA
- compiling additional data from multilaterals, global funds and non-DAC providers, and much less from NGOs and foundations, though coverage still falls way short of ideal.
- encouraging programme country governments to increase their transparency on the use of aid, through greater public access to their Aid Information Management Systems, as well as greater transparency of aid-related documentation especially to parliaments, and more comprehensive coverage of aid flows in budget documents and data.

However, there has been little progress in other areas such as:

- collecting data also from programme country stakeholders (including parliamentary, audit office and grassroots impact monitoring) in a participatory way, so as to provide cross-checks on what providers and programme country governments are reporting;
- building on programme country governments' national monitoring and evaluation frameworks (rather than individual frameworks used by providers) so that the results of aid can be easily compared by stakeholders with the national development goals;
- giving stakeholders legal rights to access data (except in a few provider and programme countries), making it technically more easy to understand (ie with minimum aid jargon) and find (with minimum IT and statistical skills) and widening dissemination to all stakeholders, together with supporting documents explaining how data can be used to promote accountability and guiding users to find information relevant to their needs;
- going beyond data to publish documents on conditionalities, policies and procedures, as well as expected outputs and outcomes, as expected in the AAA (again with exception of a few providers and programme countries).

The main challenge going forward will be ensuring information is used to analyse provider agency and programme country government behaviour. Only such analysis by stakeholders in national and international MA processes will enhance mutual accountability, and domestic accountability of provider and programme country governments. Yet most data is currently used by international organisations, consultants, CSOs and academics, many of whom are divorced from MA processes or have goals other than "aid effectiveness" or MDG results. Changing this will require political will and culture change by sponsors of transparency and MA initiatives, leading to much greater investment in analytical tools and methods, to create a revolution in analysis which will hold all stakeholders accountable.

4. GLOBAL AND REGIONAL MUTUAL ACCOUNTABILITY

4.1 Background and Methodology

The previous 2009 background study (UN DCF 2009) described the multiplicity of global and regional mechanisms aiming to promote mutual accountability. Building on an earlier study for the Working Party on Aid Effectiveness (OPM 2008), it divided them into:

- “spotlights” - independent non-official assessments of performance. These have a strong record of transparent, independent ‘evidence’ but, to some degree precisely because they are independent, and because many are not sufficiently debated in official fora, lack the ‘ownership’ by stakeholders to result in behaviour change.;
- “mirrors” – peer review mechanisms among provider or programme countries; and “two-way mirrors” – official mechanisms for different groups of stakeholders to assess one another’s performance performance. These have high official “ownership” and are more extensively debated, but do not always provide high quality evidence, especially on individual providers in specific programme countries, and therefore can also be weak in promoting behaviour change.

All earlier DCF and other studies (including the Secretary General’s report to the 2008 DCF; Martin 2007; and Manning 2008) have found that there has been considerable behaviour change by many programme countries, but very few existing mechanisms successfully promote systematic change in behaviour by providers. As discussed in Chapter 2 above, the Paris Declaration and Accra Agenda for Action are helping national level-progress because they encourage providers to agree clear goals: however, the level of provider behaviour change remains disappointing (as indicated by the 2008 PD survey and the findings of the DCF/UNDP survey on national-level mutual accountability), because targets set for them at national and global level are much less specific and less closely-monitored.

In addition to mechanisms considered earlier,¹⁴ seven more have been identified:

- Three focus on emergency and humanitarian aid. The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) has produced a State of the Humanitarian System Report, looking at the overall performance of providers as a group, against humanitarian aid evaluation principles defined by the OECD-DAC in terms of economy, efficiency and effectiveness; while Development Assistance Research Associates (DARA) analyses the performance of individual providers more closely through a Humanitarian Response Index based on the Good Humanitarian Donorship principles adopted by 36 OECD providers; and Development Initiatives provides a factual/data rather than qualitative assessment of major providers through the Global Humanitarian Assistance (GHA) report.
- One is on multilateral aid: the Multilateral Organisations Performance Assessment Network (MOPAN). This is a mixture of peer review and two-way mirror, via which 16 bilateral OECD providers assess a sample of 4 multilateral organisations each year, for performance and partnership with other providers and programme country stakeholders.
- The other three are forthcoming – the 2010 Publish What You Fund (PWYF) Aid Transparency Assessment, which will assess transparency of DAC and multilateral donors; the 2011 Quality of Official Development Assistance (QuODA) Index by the Center for Global Development (CGD) and the Brookings Institution, which will be an in-depth analysis of aid

¹⁴ Those global and regional mechanisms identified in the 2009 study as covering mutual accountability on development cooperation issues were: the African Monitor’s *Development Support Monitor*; the Africa Progress Panel’s *Africa Progress Report*; the Center for Global Development’s *Commitment to Development Index*; the Concord EU *Aid Watch Report*; the Development Finance International/Overseas Development Institute Guide to Donors; the ONE Organisation’s *2010 DATA Report*; the Reality of Aid Network’s *Reality of Aid Report*; the Multilateral Development Banks’ *Common Performance Assessment System (COMPAS) Report*; the European Commission’s *EU Donor Report on Financing for Development* and *Donor Atlas*; the OECD Peer Reviews of DAC Members; Africa Partnership Forum documents; the Secretary General’s report to the ECOSOC Development Cooperation Forum and other DCF reports; the UNECA/OECD *Mutual Review of Development Effectiveness*; and the Working Party on Aid Effectiveness’ *Paris Declaration Monitoring Survey*.

building on CGD's Commitment to Development Index; and the process for monitoring application of the OECD Principles for Good International Engagement in Fragile States and Situations, which will produce a pilot report during 2011.

The earlier background study also looked in more detail at regional MA mechanisms. It found that they are much less prevalent than global ones, and located mostly in Africa (virtually absent in Latin America and Asia). Many are ignored in global and national discussions, so that their findings do not have maximum impact. Those which are more influential (eg the Africa Progress Panel and Africa Partnership Forum) reflect discussion of their analysis in G8 or Africa Partnership Forum meetings, where they add to pressure for fulfilment of G8 promises by independent CSO spotlights. Others (such as the Capacity Development for Development Effectiveness (CDDE) facility in Asia and incipient forums in Africa and Latin America) have focussed successfully on peer learning among programme countries. Those like the African Monitor which work with grassroots communities rarely have their findings discussed at global level.

To improve the effectiveness of international mechanisms in promoting global and national level behaviour change, the key recommendations of the earlier background study were to:

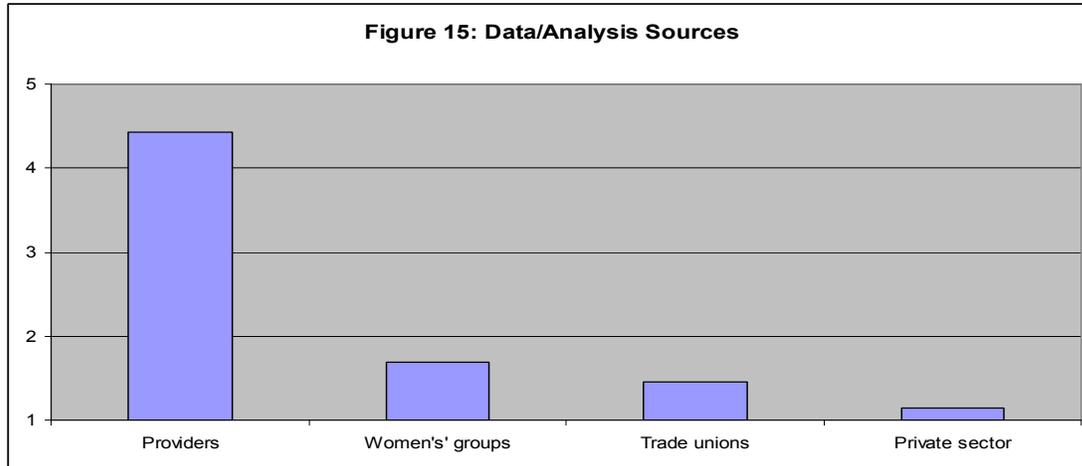
- Source data and analytical information from programme countries, independent analysis and other stakeholders such as parliaments, local governments and civil society groups, as well as providers.
- Involve such groups also in the choice of MA indicators, the design of assessment tools and processes, and the generation and presentation of results.
- Include the content prioritised by such groups, notably conditionality, capacity building, flexibility, anti-corruption measures, and gender focus.
- Cover the widest range of providers and programme countries and especially assess the progress of individual providers in individual programme countries in order to draw best practice lessons and make assessments genuinely "mutual".
- Update their assessments as frequently as possible (preferably annually) and with maximum timeliness (preferably in the 6 months following the year assessed).
- Cooperate more closely by exchanging data, and preferably rationalising mechanisms, and especially in ensuring officials assessments draw on independent analysis
- Make stronger efforts to ensure assessments are used in national-level MA mechanisms and in tracking the impact of mechanisms on global behaviour change by providers.

The rest of this section assesses the degree to which mechanisms are meeting these goals.

4.2. Sources of Data and Analysis

As shown in Figure 15, providers are by far the most important source used by MA mechanisms. Virtually all use data from the DAC and direct donor publications. Some independent mechanisms use analysis done by CSOs - though only 2 (African Monitor and Reality of Aid) rely extensively on Southern CSOs. Virtually none (apart from the DFI/ODI Guide to Donors and MOPAN) use direct information from programme country governments (apart from their limited contribution to the PD survey).¹⁵ Non-executive government stakeholders (parliaments and local governments), as well as other civil society groups (women, trade unions and the private sector except insofar as they are tied into wider civil society networks)) are barely consulted.

¹⁵ Several (DCF, ONE, PWYF) use Guide to Donors inputs from programme countries, which pushes up the score in the graph.

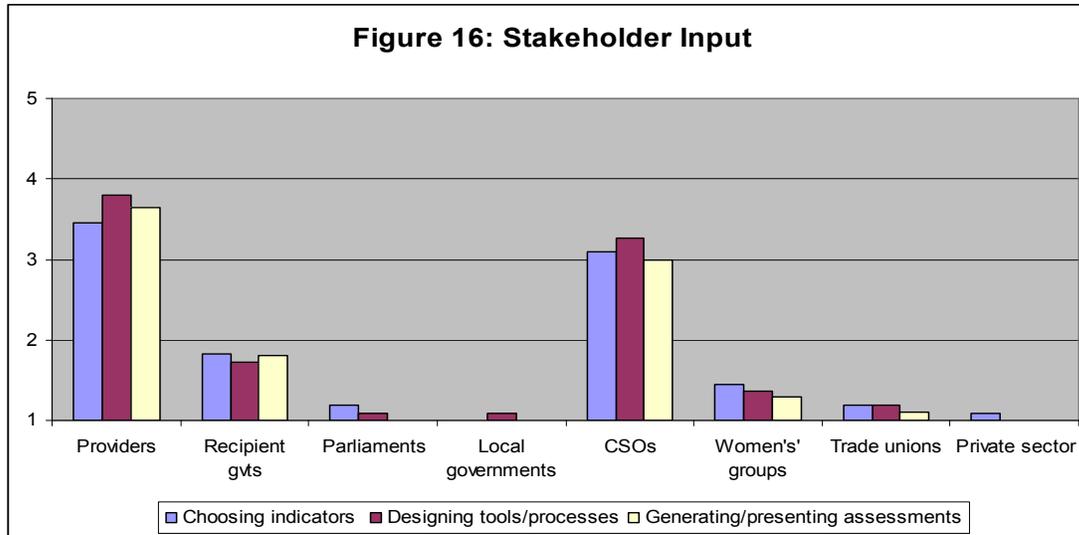


4.3. Stakeholder Involvement in Processes

A similar picture emerges when examining stakeholder involvement in the various stages of processes, as shown in Figure 16. Providers and (largely Northern) CSOs and academic institutions are the dominant stakeholders choosing indicators, designing assessment tools (eg questionnaires) and processes, and generating and presenting results of assessments. CSOs and academics do have much more say in designing and implementing MA processes, even though they have in many cases to rely almost entirely on donor-generated data. Programme country governments come way behind (being involved fully only in the Donor Guide evaluation system, and to some degree in the Paris Declaration process), and grassroots and Southern stakeholder organisations are again only involved in African Monitor and Reality of Aid processes respectively.¹⁶ It is relatively surprising that most mechanisms make little effort to involve a wide range of stakeholders (and especially those from programme countries) in their design and implementation processes, and it would be worth exploring further whether they make efforts which do not bear fruit, or other factors are at play such as a feeling that stakeholders might bias (or undermine the “quality” of) indicators, or a need to respond to their own constituencies or funders.

Together with the evidence on data sources, this assessment reconfirms the assessment of the earlier background paper that the voices of programme country governments and other stakeholders are woefully underrepresented in international and regional MA mechanisms.

¹⁶ It should be noted that in designing the questionnaires for the 2011 Paris Declaration survey the Working Party is adopting a more participatory approach involving other stakeholders in suggesting supplementary questions, but keeping the basic questions the same.

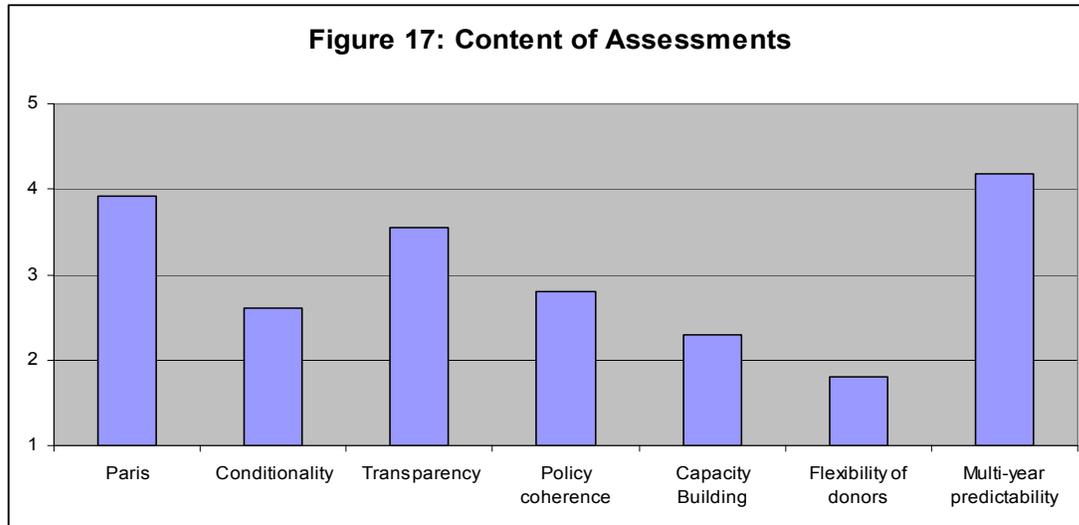


4.4. Content of Assessments

Not surprisingly given the earlier findings on data sources and stakeholder involvement, the content of assessments is dominated by the Paris Declaration indicators, as well as two issues on which much progress has been made in monitoring since Accra, because they were featured as monitorable action points in the AAA – namely multi-year predictability and transparency. Much less attention is paid to policy coherence (except by mechanisms such as OECD DAC Peer Reviews and the CGD Commitment to Development Index, as well as broader assessments in the Reality of Aid reports and DCF reports).

On the other hand, the issues which are of most concern to programme country governments – reducing conditionality, ensuring that technical assistance is transformed into capacity building, and maximising provider flexibility to fund national development programmes across all sectors (as well as to respond to changing priorities of programme governments) are even less analysed (except by the Guide to Donors, DCF, Reality of Aid and EU AidWatch) – and anti-corruption measures and gender focus are barely mentioned. This reconfirms the findings of the 2009 DCF study that the agenda for debate in the mechanisms is generally dominated by the concerns of providers and the issues on which consensus has been able to be reached among providers in global compacts such as the Paris Declaration.

It is also interesting to note that, though many of these mechanisms stress their concern about accountability and transparency of providers, not one of them assesses the transparency and multi-year predictability of providers **at programme country level** (ie the degree to which providers proactively communicate information to programme country governments and stakeholders), or the degree to which providers are participating in national-level mutual accountability and transparency mechanisms. If these aspects are not tracked by international MA mechanisms, it is hard to see how they will change provider behaviour.



4.5 Coverage of Providers/Programme Countries and Timeliness/Frequency

Most of the international and regional MA mechanisms limit their coverage to either DAC providers and major multilateral institutions, or a subset of these (such as EU, G8 or MDBs). The exceptions are the Donor Guide, which covers 14 non-DAC bilateral and multilateral providers and 3 global funds, the Paris Declaration Survey which covers two Global Funds (Publish What You Fund (PWYF) and QuODA also intend to cover global funds), and the DCF and Reality of Aid which analyse the growing importance of non-DAC providers. No mechanism provides a fully “mutual” assessment in the sense of analysing both provider and programme country performance (the PD survey comes closest in that it publishes data on provider and programme country performance, but does not analyse individual providers).

All the mechanisms publish data or analysis on the global performance of individual providers. However, virtually none publish data or analysis on the performance of individual providers at the level of individual programme countries (the PD survey data for this are on the OECD website but have not been analysed, while the Guide to Donors uses programme countries’ own evaluations and PD survey data to assess in which programme countries each provider implements its best practices). In terms of coverage of programme countries, the PD survey (and most other assessments as they use its data) most recently covered 55 countries, while the Guide to Donors analyses 30 programme countries for its additional indicators, and the MOPAN system conducts consultations in 10 programme countries.

In terms of frequency, almost all mechanisms are (or for the forthcoming ones intend to be) annually updated. However, the DCF report is only every two years, and the PD survey every three years. Some other mechanisms conduct updated evaluations only for subsets of providers (5-6 per year for the DAC Peer Reviews meaning that each member gets analysed every four years; 4 per year for MOPAN) or programme countries (the Guide to Donors updates approximately 10 programme countries each year). On timeliness, most of the mechanisms aim to publish the data and analysis they collect each year within six months of the base year for the data – however, heavy reliance on the relatively infrequent Paris Declaration surveys means that some indicators can be 2-3 years out of date.

4.6. Cooperation among Mechanisms and Links/Usefulness for National Mechanisms

There has been a considerable amount of cooperation among international and regional mechanisms in the sense of using one another’s data. Most other mechanisms use at least one indicator from the PD survey, three use data from the Donor Guide evaluations, and two are

planning to use AidData data. There is considerable exchange of best practice and data between the official and unofficial assessors of EU donors, the different structures assessing humanitarian aid, and the different mechanisms assessing multilateral aid. The DCF analyses and the Guide to Donors also draw extensively on analytical results from other official and independent analysis – while in contrast most official processes do not draw on independent analysis mechanisms’ results. However, discussion of mergers or rationalisations of assessment systems has been relatively limited: indeed recently there has been proliferation.

As already discussed in section 2.4, very few of the mechanisms are used in national-level MA mechanisms: apart from the Paris Declaration survey and indicators, which are officially used in all mechanisms to set baselines and targets and even in some countries to replace national-level monitoring; and the Guide to Donors, which has been used by many low-income countries to make decisions on which donors to prioritise in terms of future cooperation as well as on elements to include in their national aid policies. It is difficult to see how most other mechanisms could be relevant, partly because they do not track provider progress at the national programme country level, but also because many of them are not constructed to reply to the key concerns of programme country governments or stakeholders.

4.7. Use of and Impact/Behaviour Change Resulting from Mechanisms

It is clear, as the only globally-accepted assessment mechanism, that the Paris Declaration and its surveys have the most impact on behaviour change at national and global level. This impact could however be dramatically increased if analysis of individual providers were incorporated into the PD Survey reports.

Other mechanisms such as the Africa Progress Panel, Mutual Review of Development Effectiveness (MRDE), and ONE have more impact at the global policy level, especially on G8 member state policies - but focussed more on quantity and delivery of specific promises rather than effectiveness or results. Publish What You Fund (PWYF) and QuODA are likely to have similar global impacts. Multilateral organisations take seriously and try to respond to the COMPAS and MOPAN findings. EU donors appear to take the Donor Atlas and EU Aid Watch reasonably seriously, as the providers of humanitarian assistance do ALNAP and DARA. Some programme countries use the Guide to Donors to change their behaviour towards providers, prioritising different providers, negotiating improvements in provider behaviour to match each provider’s global best practices, and introducing additional elements to their aid policies or assessment frameworks. However, because it is not an official mechanism, they are loath to publish its results or use it formally in negotiations.

On the other hand, similar global assessment frameworks for programme countries, such as PEFA or World Bank PFM assessments, procurement system assessments, and assessments of the quality of development strategies and M&E frameworks by the World Bank, appear to have a much stronger influence on the behaviour of programme countries.

However, there is no published or authoritative evidence on these issues, including what aspects of behaviour have been most changed, and what factors most hinder change. Two important factors highlighted in the earlier DCF study were lack of information and especially analysis on provider practices among non-provider stakeholders (or inadequate dissemination of such analysis as does exist); and the very limited scope for dialogue between provider and programme country institutions, beyond the executive branch of government, which could influence changes of behaviour in programme and provider countries. Further evidence collection through surveys of potential users – and discussions among sponsors of initiatives and potential users especially from Southern stakeholder groups - should be a top priority.

BIBLIOGRAPHY

- Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) (2010), *State of the Humanitarian System Report*, available at <http://www.alnap.org/pool/files/alnap-sohs-final.pdf>
- African Monitor (2009), *Development Support Monitor 2009*, available at <http://www.africanmonitor.org>
- Africa Partnership Forum documents available at <http://www.africapartnershipforum.org>
- Africa Progress Panel (2010), *Africa Progress Report*, available at <http://www.africaprogresspanel.org>
- AWEPA (2009), *Safeguarding the Interests of the People: Parliaments and Aid Effectiveness*, available at http://www.awepa.org/images/stories/2009_2010/Resources/Handbooks_and_Toolkits/awepa.parl.hb%20eng.pdf
- Better Aid (2008), *Final CSO Statement to Accra High-Level Forum*, 1st September, accessible at [http://www.betteraid.org/downloads/Final_CSO_Statement_Accra010908\[1\].doc](http://www.betteraid.org/downloads/Final_CSO_Statement_Accra010908[1].doc)
- Birdsall, N., H. Kharas and A. Mahgoub (Forthcoming), "A Quality of Development Assistance Index, Center for Global Development and the Wolfensohn Center for Development at the Brookings Institution.
- Cambodia Independent Review Team (2008), *Cambodia Evaluation of Aid Effectiveness: Independent Review Team Final Report*, November.
- Capacity Development for Development Effectiveness (CDDE) Facility (2009), *Supporting the Implementation of the Paris Declaration and the Accra Agenda for Action in Asia-Pacific*, accessed at <http://www.aideffectiveness.org/CDDE-Capacity-Development-for-Development-Effectiveness-Facility.html>
- Center for Global Development (2009), *Commitment to Development Index*, available at <http://www.cgdev.org/section/initiatives/active/cdi/>
- Concord (2009), *Aid Watch Report 2009: Lighten the Load*, http://www.concordeurope.org/Files/media/0_internetdocumentsENG/3_Topics/Topics/Aidwatch/AidWatch-report-2008_light.pdf
- Development Assistance Research Associates (2009), *Humanitarian Response Index Report*, available at www.dara.org
- Development Finance International/Overseas Development Institute (2009), *The Guide to Donors*, accessed at http://www.hipc-cbp.org/index.php?option=com_content&task=category§ionid=2&id=38&Itemid=77&lang=en
- Development Initiatives (2010), *Global Humanitarian Assistance Report (2009)*, available at <http://www.globalhumanitarianassistance.org/analyses-and-reports/gha-reports/gha-report-2009>

- European Union (2010), *Donor Atlas 2010*, available at <http://development.donoratlas.eu/index2010.htm>
Report on Financing for Development 2010, at http://ec.europa.eu/development/icenter/repository/SEC_2010_0420_COM_2010_0159_EN.PDF
- Gerster, R (2010), *Developing a Performance Assessment Framework of Development Partners ("DPs' PAF") in Ghana*, January.
- Government of Afghanistan/international community (2006), *The Afghanistan Compact*, The London Conference on Afghanistan, February.
- Government of Afghanistan/international community (2008), *Report on the Implementation of the Afghanistan Compact*, Joint Coordination and Monitoring Board.
- Government of Bangladesh / Development Partners (2005), *Bangladesh Harmonisation Action Plan*.
- Government of Bangladesh / Development Partners (2010), *Draft Bangladesh Joint Cooperation Strategy – 2010-2015*, May, mimeo.
- Government of Bangladesh / Development Partners (2010), *Bangladesh Development Forum – Action Plan Matrix*, April.
- Government of Burkina Faso (2007), *Plan d'Actions Nationale Sur L'Efficacité de L'Aide au Développement 2007-2010*, Ouagadougou.
- Government of Ghana, Multi-Donor Budget Support and other aid coordination documents, accessible at <http://www.mofep.gov.gh/mdbs.cfm>
- Government of Ghana / Development Partners (2007), *Ghana Joint Assistance Strategy*, February.
- Government of Indonesia/development partners (2009), *Jakarta Commitment – Aid for Development Effectiveness: Indonesia's Roadmap to 2014*, January.
- Government of Indonesia (2010), *The Jakarta Commitment Annual Report 2009*, January.
- Government of Kenya/Development Partners (2007), *Joint Assistance Strategy for the Republic of Kenya (2007-2012)*, June.
- Government of Kenya/Development Partners (2009), *Draft Terms of Reference – Review of the Kenya Joint Assistance Strategy*, August
- Government of Malawi / Development Partners (2006), *Malawi Development Assistance Strategy 2006-2011*.
- Government of Malawi (2008), *Annual Debt and Aid Report 2007/8*.
- Government of Nepal / Development Partners (2009), *Draft National Action Plan on Aid Effectiveness*, June.
- Government of Nepal / Development Partners (2009), *Draft National Aid Policy*.
- Government of Tanzania / Development Partners (2007), *Joint Assistance Strategy for Tanzania- Action Plan and Monitoring Framework*, June.

- Government of Vietnam/Development Partners (2005), *Hanoi Core Statement on Aid Effectiveness*, June.
- Government of Zambia/Development Partners (2007), *Joint Assistance Strategy for Zambia 2007-2010*, April.
- International Aid Transparency Study (IATI) (2009), *Scoping Paper for Consultation*, available at <http://aidtransparency.net/> or <http://aidinfo.org/iati/iati-scoping-paper>
- Inter-Parliamentary Union (2009), *Parliament's Role in the Development Agenda: Two Case Studies*, mimeo, September.
- Lao PDR/Development Partners (2006), *Vientiane Declaration on Aid Effectiveness*, November.
- Lao PDR (2009), *Report on Roundtable Implementation Meeting*, November.
- Lao PDR/Development Partners (2009), *Vientiane Declaration on Aid Effectiveness: Action Plan 2010 - 2011*, November.
- Manning, Richard (2008), *Towards a Strengthened Framework for Aid Effectiveness*, background study for 2008 Development Cooperation Forum, April. (accessed at http://www.un.org/ecosoc/docs/pdfs/Aid_effectiveness_1.pdf)
- Martin, Matthew
 (2008a), *Key Actions to Ensure Mutual Accountability on Aid Effectiveness at National and Global Level*, May, mimeo.
 (2007a), *Assessing Agency Effectiveness and Building Capacity for Mutual Accountability*, presentation to 3rd Roundtable on Managing for Development Results, Hanoi, February.
 (2007b), *Key Challenges Facing Global Development Cooperation*, Discussion Paper for Launch of DCF, April.
 (2007c), *Mutual Accountability on Aid Effectiveness: How Could It Be Made to Work ?*, note to DAC Working Party Meeting, June 16
- NGO Forum on Cambodia (2009), *NGO Statement on the monitoring of CDCF Indicators*, April. http://www.ngoforum.org.kh/eng/dip/dipdocs/DPP_NGO%20Statement%20on%20the%20Monitoring%20of%20CDCF%20Indicator_%2028%20April%202009.pdf
- Multilateral Development Banks (2009), *Common Performance Assessment System (COMPAS) Report*, available at <http://www.mfdr.org/Compas/index.html>
- Multilateral Organisation Performance Assessment Network (MOPAN) (2009), *Common Approach Assessment Reports 2009*, available at <http://www.mopanonline.org/>
- OECD-DAC
 Peer Reviews of DAC Members, available at http://www.oecd.org/department/0,3355,en_2649_34603_1_1_1_1_1,00.html
 Monitoring the Principles for Good International Engagement in Fragile States, available at http://www.oecd.org/site/0,3407,en_21571361_42277499_1_1_1_1_1,00.html
 (2009b) *Mutual Accountability*, Issues Brief 1, June, accessed at <http://www.oecd.org/dataoecd/32/19/43408716.pdf>
 (2009c) *Mutual Accountability: Emerging Good Practice*, note prepared for DCF by Task Team on Mutual Accountability of the Working Party on Aid Effectiveness, October.
 (2008a) *2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010* (Volume 1 Overview and Volume 2 Country Reports), all accessible by searching Paris Declaration 2008 Survey on the OECD website.

(2008b), *Evaluation of the Implementation of the Paris Declaration: Phase One Synthesis Report*, available at <http://www.oecd.org/dataoecd/59/0/41202112.pdf>

(2008c) *Accra High-Level Forum 3 - Roundtable Summaries*, accessed at <http://www.oecd.org/dataoecd/56/52/41572502.pdf>

ONE Organisation, *The 2008 Data Report*, development assistance chapter, available at <http://homepageone.s3.amazonaws.com/cms%2F20090323101159-DevAss2008.pdf>

Overseas Development Institute

(2009a), *Domestic and Mutual Accountability for Aid: Building Stronger Synergies*, report to Commonwealth Secretariat, September.

(2009b) *Mutual Accountability at the Country Level - A Concept and Emerging Good Practice Paper*, prepared for the Working Party on Aid Effectiveness. Accessed at <http://www.oecd.org/dataoecd/58/32/43235053.pdf>

Oxford Policy Management

(2008a), *Mutual Accountability Mechanisms at the International Level : Final Report*", prepared for the Working Party on Aid Effectiveness. Accessed at <http://www.oecd.org/dataoecd/47/33/43163465.pdf>

(2008b), *Mutual accountability in aid effectiveness: International-level mechanisms*, OPM Briefing Note 2008-03, Oxford.

Pacific Islands Forum (2009), *Cairns Compact on Strengthening Development Cooperation in the Pacific*, Forum Communiqué, Fortieth Pacific Islands Forum, August.

Publish What You Fund Campaign Website, at <http://www.publishwhatyoufund.org>

Reality of Aid Network, *Reality of Aid Report 2010*, at <http://www.realityofaid.org/roareports/index/secid/373/part3>

Republic of Mali (2008), *Stratégie Commune d'Assistance Pays – pour la période 2008-2011*.

Republic of Mozambique / Programme Aid Partners (2008), *Performance Assessment Indicators (QAD – PAF 2008)*.

Republic of Mozambique / Programme Aid Partners (2009), *Joint Review 2009*.

Republic of Rwanda (2006), *Rwanda Aid Policy*, Kigali, 26th July.

Republic of Rwanda/Development Partners (2009), *Rwanda Donor Performance Assessment Framework – Preliminary Results from 2009 Round of Monitoring*, March.

Royal Government of Cambodia/Development Partners (2006), *Declaration by the Royal Government of Cambodia and Development Partners on Enhancing Aid Effectiveness*.

Royal Government of Cambodia/Development Partners (2006), *Action Plan on Harmonization, Alignment and Results: 2006-2010*.

Royal Government of Cambodia (2008), *The Cambodia Aid Effectiveness Report 2008*.

Rwanda Development Partners Website, at <http://www.devpartners.gov.rw/>

Tanzania Development Partners Group website, at <http://www.tzdp.org.tz/>

Tanzania Independent Monitoring Group (2005). "Enhancing Aid Relationships in Tanzania – IMG Report 2005", September.

- United Nations Development Cooperation Forum (2009), *Enhancing Mutual Accountability and Transparency in Development Cooperation*, background study for Development Cooperation Forum High-Level Symposium, November 2009. Accessed at <http://daccessdds.un.org/doc/UNDOC/GEN/N08/352/08/PDF/N0835208.pdf?OpenElement>
- United Nations Economic Commission for Africa and Organisation for Economic Cooperation and Development (2009), *The Mutual Review of Development Effectiveness in Africa: Promise and Performance*, accessed at <http://www.africapartnershipforum.org/dataoecd/62/43/42179846.pdf>
- United Nations Economic and Social Council (2008), Trends and Progress in International Development Cooperation, report of the Secretary-General to the United Nations Development Cooperation Forum, document E/2008/69, 23 May 2008. Accessed at <http://daccessdds.un.org/doc/UNDOC/GEN/N08/352/08/PDF/N0835208.pdf?OpenElement>
- Vietnam Development Cooperation, website of the Ministry of Planning and Investment, at <http://oda.mpi.gov.vn/index.jsp?&lng=en>
- Vietnam Independent Monitoring Team (2008), *Independent Monitoring of the Implementation of the Hanoi Core Statement on Aid Effectiveness at Sectoral and Sub-National Level in Vietnam*, December.

Annex 1: DCF Survey of status and progress of national mutual accountability and aid transparency

Mutual accountability is critical to ensuring that development cooperation is more effective and results-oriented. By holding the providers and recipients of development cooperation equally accountable for voluntarily made commitments, it can help to overcome asymmetries in aid relationships, and promote inclusive monitoring and evaluation by all stakeholders, thereby increasing the impact of aid on the well-being and empowerment of the poor. It is of special importance in times of global economic crisis, which harms the achievement of internationally and nationally agreed development goals.

National mutual accountability mechanisms are those in which programme countries hold providers accountable for their aid, and are themselves held accountable for development results and aid management. One good example of such a mechanism is a Performance Assessment Framework (PAF) which contains targets for governments and individual providers, and which serves as a basis for joint review processes.

The UN Development Cooperation Forum has been asked by all global stakeholders to review the progress of national mutual accountability,¹⁷ and is therefore undertaking this short survey. The results will inform the Report of the UN Secretary-General for the 2010 Development Cooperation Forum (DCF). The survey is complementary to the work of the Working Party on Aid Effectiveness in the OECD/DAC and will also inform its 3rd survey on monitoring the Paris Declaration at the end of 2010, as well as the 4th High-Level Forum on Aid Effectiveness in Korea in 2011.

The objectives of the survey are (i) to review progress made in your country in implementing national mutual accountability mechanisms; and (ii) to gather the views of key national stakeholders on this progress. It thereby also aims to act as a catalyst to develop national dialogue and accelerate future progress.

One survey by country will assemble the views of key stakeholders (including the programme country government, providers, parliaments and civil society groups) through a multi-stakeholder meeting, under the leadership of programme country governments and with facilitation by UNDP. The objective is to reach agreement among stakeholders on the ratings in the questions. Where this is not possible, please report the recipient government's view and indicate as a comment which stakeholders disagree and why.

Please answer the questions on a scale from 1-5 with 1 describing "no achievement", 2 = "small amount of achievement", 3 = "moderate achievement", 4 = "high level of achievement" and 5 describing "complete achievement" of the criterion in question. Please feel free to provide additional comments in the indicated spaces.

In order to assess the degree of stakeholder participation, and where necessary gather further qualitative responses we would appreciate if you could provide on the final page the contact details (Name, Organization, Email) of the participants in your consultations. These will be treated as strictly confidential.

If you have any questions, please do not hesitate to contact Mr. Thomas Boehler at UN DESA (boehler@un.org) and Ms. Radka Konderlova at the Global Aid Effectiveness Cluster of UNDP/CDG (Radka.Konderlova@undp.org).

¹⁷ For further details, please see: <http://www.un.org/en/ecosoc/newfunc/dcfvienna10.shtml> and the attached TOR for the mutual accountability review.

1. NATIONAL AID POLICY:

a. Is there a **national aid policy document** that defines government's priorities on aid?
YES: NO:

If yes, please provide the name of the document, and attach an electronic copy to this survey response.

NAME OF DOCUMENT: _____

b. To what extent does this document (or another) contain clear annual aid effectiveness targets:
i) for individual providers of aid

1: 2: 3: 4: 5:

ii) for the recipient government

1: 2: 3: 4: 5:

c. ... is it consistent with the **national development strategy** priorities? 1: 2: 3: 4: 5:

d. ...does it discuss **gender** issues and contain gender-specific targets? 1: 2: 3: 4: 5:

e. ...does it define **clear institutional responsibilities** within government for aid management/negotiation? 1: 2: 3: 4: 5:

f. ...does it define clear **responsibilities for other key stakeholders** (including parliaments and civil society) 1: 2: 3: 4: 5:

Comments:

2. MUTUAL ACCOUNTABILITY COORDINATION FORUMS:

a. What is the **most important forum for discussing overall progress in meeting aid and development policy commitments and results targets** by providers and national stakeholders in your country? (If there is a high-level political forum supported by a working-level technical forum please answer the questions below in relation to the political forum.)

b. Is this forum **country-led**, i.e.:

...chaired by the country government:

YES: NO:

...with the secretariat in the country government:

YES: NO:

...drawing on recipient government analysis of progress?

1: 2: 3: 4: 5:

c. To what extent **are key national stakeholders involved in this forum:**

Parliamentarians 1: 2: 3: 4: 5:

Representatives of decentralised governments 1: 2: 3: 4: 5:

Civil society organizations 1: 2: 3: 4: 5:

Women's organizations 1: 2: 3: 4: 5:

Trade Unions 1: 2: 3: 4: 5:

Private sector 1: 2: 3: 4: 5:

Comments:

d. To what degree does this forum **review comprehensively all providers:**

OECD-DAC donors? 1: 2: 3: 4: 5:

Non-DAC donors? 1: 2: 3: 4: 5:

Non-governmental / Civil Society Organizations? 1: 2: 3: 4: 5:
 Global Funds? 1: 2: 3: 4: 5:
 Private Foundations and Philanthropic Providers? 1: 2: 3: 4: 5:

Please list any key providers which do not participate in these forums:

e. Is there an agreed **process for setting annual targets and tracking progress** against them:
for the recipient government? YES: NO:
for individual providers? YES: NO:

Please name and if necessary briefly describe this process

f. To what extent are the discussions based on **independent analytical inputs**:
 ...from independent monitoring groups 1: 2: 3: 4: 5:
 ...from parliaments 1: 2: 3: 4: 5:
 ...from civil society organisations 1: 2: 3: 4: 5:

Please specify the independent analytical input documents discussed at the most recent forum meeting, and if possible attach electronic copies of the documents to this survey response:

g. To what degree has the forum produced **behavioural change** in terms of meeting the targets:
 by the government 1: 2: 3: 4: 5:

If appropriate, please specify the two major behavioural changes by government:

1)

by providers 1: 2: 3: 4: 5:

If appropriate, please specify the two major behavioural changes by providers:

1)

2)

h. Please list the two **mutual accountability mechanisms at the sectoral level** which best track sectoral results targets set for individual donors, as well as for the recipient government :

Sectoral mechanism 1 (please give name) _____

...Tracks recipient progress YES: NO:

Tracks individual provider progress YES: NO:

Sectoral mechanism 2 (please give name) _____

...Tracks recipient progress YES: NO:

Tracks individual provider progress YES: NO:

i. Do you **make use of any regional or global mutual accountability mechanisms** to reinforce the national-level dialogue and learn best practices from other countries? If so, which and how?

Mechanism 1 used (please give name) _____

...How used _____

Mechanism 2 used (please give name) _____

...How used _____

3. QUALITY/TRANSPARENCY OF INFORMATION ON AID AND AID EFFECTIVENESS:

a. Does an **information system** for tracking aid flows exist in your country? YES: NO:
 If yes, please provide the name of the system: _____

b. Does the system also **track provider/government progress** against effectiveness targets? YES: NO:

c. To what extent is it **fully accessible** and easy to use for the following stakeholders?

| Accessible | | Easy to Use |
|----------------------------------|---|---|
| ...providers | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...executive government agencies | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...local governments | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...parliamentarians | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...civil society organizations | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...the general public | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |

d. To what extent is it **tracking comprehensive information on:**

| | |
|--|---|
| current aid disbursements by sectors and thematic functions | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|projected disbursements based on firm commitments | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|indications or pledges of future aid | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|funding gaps for projects or programmes | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|off-budget as well as on-budget flows | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|all providers (please specify any major providers omitted _____) | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|progress/implementation of projects and programmes | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|results of projects and programmes for the IADGs | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
|gender-disaggregated expenditures and results | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |

e. How frequent and **timely** is its updating?

..Frequency Annual Semiannual Quarterly Other (please specify) _____

..Timeliness Within _____ months of the reference date

f. To what extent is the **system used for**

| | |
|--|---|
| ...monitoring and evaluation of individual programmes / projects | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ... budget preparations | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ... macro-economic planning? | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |

g. To what extent is information from the system **proactively disseminated** by the Government:

| | |
|--|---|
| ...in the budget | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...in the national development plan progress reports | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| ...in other documents (please specify) _____ | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |

h. To what degree are documents relating to aid freely available to stakeholders and the public?

| | |
|--|---|
| loan and grant agreements | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| conditionalities (policy or procedural) | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |
| procurement contract bidding and award documents | 1: <input type="checkbox"/> 2: <input type="checkbox"/> 3: <input type="checkbox"/> 4: <input type="checkbox"/> 5: <input type="checkbox"/> |

Comments:

4. SUPPORT FOR CAPACITY-DEVELOPMENT:

To what extent are there programs of support to build capacity to enhance mutual accountability through monitoring, analysing and advocating more effective aid at national level as well as to facilitate networking within and across stakeholder groups, for:

- ...National executive government agencies 1: 2: 3: 4: 5:
- ...Local government agencies 1: 2: 3: 4: 5:
- ...Parliament: 1: 2: 3: 4: 5:
- ...Civil society organizations: 1: 2: 3: 4: 5:

Comments:

5. OVERALL EVALUATION

a. How strong is the **mutual** accountability in your country between providers and recipient government? 1: 2: 3: 4: 5:

b. How much **improvement** have you seen in mutual accountability since the Paris Declaration in 2005? 1: 2: 3: 4: 5:

Please describe briefly the key areas of improvement _____

c. What are the main **factors/barriers delaying progress in making aid more accountable** and achieving change in stakeholder behaviour in your country?

d. Please describe briefly the **most important practice in your country that is producing major behavioural change** to make aid more effective in producing development results:

e. To provide a **comparison with the “Monitoring Survey” of the Paris Declaration**,¹⁸ please indicate if “a mutual assessment of progress in implementing agreed commitments was conducted in your country”?

YES: NO:

f. Please share any other issues you consider relevant in moving forward the mutual accountability agenda at the country level?

g. Please share any other issues raised in your discussions that you deem relevant for a better understanding of status, progress and obstacles in making development cooperation more accountable and transparent?

¹⁸ <http://www.oecd.org/dataoecd/58/41/41202121.pdf>

