

Results of survey of programme country governments

Preparation for the 2012 Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System
Department of Economic and Social Affairs (DESA)



UNDESA

New York, 25 June 2012

Table of Contents

Introduction	7
Demographics	8
A1. Please select your location:	8
A2. How many years have you been engaged in coordinating UN activities in your country?	8
A3. Income group.....	8
A4. Is the country classed as a Least-Developed Country (LDC)?	9
A5. Is the country classed as a Small Island Developing Country (SIDS)?	9
A6. Does the country have an Integrated Mission (IM)?	9
A7. Does the UN have a UN Humanitarian Coordinator in the country?	9
Topic 1 – Relevance	10
1. The activities of the UN and your country’s development needs and priorities are:.....	10
2. The efforts of the UN are focused on assisting your country in achieving the Millennium Development Goals (MDGs):	11
3. The introduction of the United Nations Development Assistance Framework (UNDAF), or an alternative UN planning framework, has enabled the Government to ensure that the UN’s activities are closely aligned with your national plans and strategies	12
4. How relevant are the following attributes of the UN to providing support for your country’s development?	13
5. How quickly does the UN respond when your Government wants to make changes in the areas supported by the UN?.....	16
6. Many UN agencies receive contributions from donors for specific programmes or projects in addition to their regular (core) funds. In general, such additional donor-funded activities are less relevant to your country’s needs and priorities:	17
7. The following is a list of different types of support the UN may provide. Please check the types of support that are most relevant to your country:.....	18
8. All things considered, please indicate how the relevance of the UN to your country’s development needs has changed in the past four years:	20
9. Please suggest any measures that would make the UN more relevant in your country:	21

Topic 2 – Effectiveness.....	23
10. The UN has contributed significantly to development in your country:	23
11. From the following list please select the areas where the UN contribution has been especially significant:.....	24
12. From the following list please select the UN agencies that have made a very significant contribution to your country’s development:	26
13. The UNDAF or another UN planning framework has helped the UN to achieve better results than if each UN agency had planned its support to your country separately:	29
14. All things considered, the UN has been effective in developing national capacities:	30
14 a. Please mention below any UN agencies that have been highly effective in developing national capacities,	32
14 b. Please mention below any UN agencies that have not been effective in developing national capacities:	32
15. In order to achieve good results in your country, the UN has used the following approaches as much as possible:.....	34
16. To become more effective in your country, how important is it for the UN to take the following measures?	37
17. The UN, through current review processes and reports, provides sufficient information for the government to assess the UN’s performance:	38
17 a. Please mention below any UN agencies whose reports on performance are of a high standard,40	
17 b. Please mention below any UN agencies whose reports on performance are inadequate:	40
18. Please suggest any additional actions the UN could take to make itself more effective.....	41
Topic 3 – Efficiency.....	42
19. All things considered, the UN uses funds carefully and avoids waste:.....	42
19 a. Please mention below any UN agencies that pay noticeably close attention to using funds carefully and avoiding waste	43
19 b. Please mention below any UN agencies that need to pay more attention to using funds carefully and avoiding waste:	43
20. There is a significant amount of duplication among the activities of UN agencies in your country:45	
21. Do the UN agencies sometimes compete with each other for donor funding for projects?	47

21a. If the answer to question 21 was Yes, please check any of the following statements that apply: 50	
22. To reduce the workload on national partners, how important is it for the UN to take the following measures?	51
23. UN joint funding mechanisms (multi-donor trust funds, One UN Funds) have led to greater UN coherence:	54
24. From the following list please assess how timely the UN agencies are in providing inputs (such as advisers and equipment) for development activities.	55
25. All things considered, the UN is efficient in providing its support to your country:	57
25 a. Please mention below any UN agencies that are highly efficient in the way they provide support to your country,	57
25 b. Please mention below any UN agencies that need to pay more attention to providing support in an efficient manner:.....	57
26. Please suggest any measures that would improve the UN's efficiency in your country:.....	58
27. Topic 4: The UN compared with other development partners	60
28. Your Government has noticed that collaboration between the World Bank and the UN has improved over the past four years:	61
29. Lastly, please select the five most important areas for UN assistance to your country in the next four years, from the following list:	62

Tables and Charts

Table 1- Income groups:	8
Chart 1- Alignment of the activities of the UN with country's development needs and priorities:.....	10
Chart 2 - Alignment of the activities of the UN with country's development needs and priorities, DaO countries compared to all countries:.....	11
Chart 3 - UN support in achieving the MDGs:.....	12
Chart 4 - UNDAF and alignment:.....	13
Chart 5 - Relevance of attributes of the UN to providing support for development:	14
Chart 6 - Relevance of attributes of the UN according to the Governments and to the CSOs:	14
Chart 7 - Relevance of attributes of the UN in IM countries:	15

Chart 8 - Responsiveness of the UN:.....	16
Table 2 - Core funds vs. Non-Core funds:	17
Chart 9 - Core funds vs. Non-Core funds:	18
Chart 10 - Relevance of different types of UN support:	19
Chart 11 - Relevance of different types of UN support divided by income groups:.....	20
Chart 12 - Changes in the relevance of the UN:	21
Chart 13 - UN contribution to development:.....	23
Chart 14 - UN contribution to development, DaO countries vs. all countries:.....	24
Chart 15 - Areas where the UN contribution has been especially significant:	25
Chart 16 - Areas where the UN contribution has been especially significant, countries with and without a UN Humanitarian Coordinator:.....	26
Chart 17 - Frequency of UN Agencies being selected for having made a “very significant contribution”, ranked by expenditures in 2009 (top 20 agencies):.....	27
Chart 18 - Frequency of UN Agencies being selected for having made a “very significant contribution”, ranked by country presence:	27
Chart 19 - Frequency of UN Agencies being selected for having made a “very significant contribution”, scatter diagram:	28
Chart 20 - UNDAF and results:	29
Chart 21 - UNDAF helped the UN to achieve better results:	30
Chart 22 - Effectiveness of the UN in developing national capacities:	31
Chart 23 - UN agencies that have been highly effective in developing national capacities and UN agencies that have not been effective in developing national capacities:.....	32
Chart 24 - UN agencies that have been highly effective in developing national capacities:.....	33
Chart 25 - UN use of country capacities and systems in achieving good results:.....	34
Chart 26 - Measures to increase UN effectiveness:.....	37
Chart 27 - Sufficient information for the government to assess the UN’s performance:	39
Chart 28 - UN agencies whose reports on performance are of high standard or are inadequate:.....	41
Chart 29 - Uses of UN funds:.....	42

Table 3 - Uses of UN funds, responses from Governments and CSOs:.....	43
Chart 30 - UN agencies that pay noticeably close attention to using funds carefully and avoiding waste and UN agencies that need to pay more attention to using funds carefully and avoiding waste:	44
Chart 31 - Duplication among the activities of UN agencies:	45
Chart 32 - Duplication among activities of UN agencies, all countries, DaO countries and countries with UN Humanitarian Coordinator:.....	46
Chart 33 - Government and CSO perceptions of duplication:	47
Chart 34 - Competition among UN agencies for donor funding for projects:	48
Chart 35 - Competition among UN agencies for donor funding for projects, by Income groups, UNCT responses and CSO responses	49
Chart 36 - Effects of competition, as seen by Govenments and UN:	50
Chart 37 - Areas where UN agencies see competition:	51
Chart 38 - Measures for the UN to take to reduce the workload on national partners:.....	52
Chart 39 – Assessment by UNCT members of measures that could lead to improved UN coherence:.....	53
Chart 40 - UN joint funding mechanisms:.....	54
Chart 41 - How timely the UN agencies are in providing inputs for development activities:	55
Chart 42 - “Usually timely” as a percentage of all responses:	56
Chart 43 - Efficiency of the UN in providing its support:	57
Chart 44 - UN agencies that are highly efficient in the way they provide support and UN agencies that need to pay more attention in providing support in an efficient manner:	58
Chart 45 - Measures to improve UN efficiency:.....	59
Chart 46 - Comparing the UN with other external partners:.....	60
Chart 47 - Collaboration between the World Bank and the UN:	61
Chart 48 - The most important areas for UN assistance to your country in the next four years:	62
Chart 49 - The most important areas for the UN assistance in the next four years, divided by Income groups:	63

Introduction

The survey of programme country Governments was carried out in response to the request of the UN General Assembly in resolution 64/289 on system-wide coherence, which mandated the Secretary-General “under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to put in place a periodic survey, directed to governments, on the relevance, effectiveness and efficiency of the support of the UN system in order to provide feedback on the strengths and main challenges encountered in their interaction with the UN development system.”

The survey questionnaire was developed in consultation with outside experts and large number of United Nations officials, including the UNDG Advisory Group, and translated into all official United Nations languages. The Governments were notified about the survey three months in advance in a message from the Deputy Secretary-General through the respective United Nations Resident Coordinator at the country level. In that message, Governments were also invited to nominate the central ministry and focal point responsible for completing the survey. The survey instrument was subsequently forwarded in a letter from the Deputy Secretary-General to the Government Minister in charge of coordinating United Nations support to the country. The letter of the Deputy Secretary-General encouraged the Governments when completing the survey to consult widely with line ministries cooperating closely different United Nations entities. Sufficient time was provided to allow for such consultations. The process has ensured that the Governments exercised full leadership and ownership in completing the survey. It is evident from the detailed responses that the Governments did indeed invest significant amount of time in completing the questionnaire. The survey responses were received by UN DESA over an eight-week period, from 23 February to 20 April 2012.

This report outlines the main results of the survey, presented mainly in the form of charts. Tables with the full statistics as well as the written comments from the respondents are contained in a separate annex.

Note on terminology: To make the survey questionnaire as easy to understand as possible, the word “agency” was used throughout to refer to UN specialized agencies, funds and programmes, as well as departments of the UN Secretariat. For this reason, the word “agency” is used in the same way in this report.

UN DESA - Survey of Programme Country Governments

The survey results are presented below, question by question.

Demographics

A1. Please select your location:

Valid responses were received from 111 countries and territories, or 74% of all countries and territories that received the questionnaire. This response rate is judged as very satisfactory. One consolidated response per country was received. The respondents included nine of the top ten countries in terms of 2009 expenditures by the UN system on operational activities.

A2. How many years have you been engaged in coordinating UN activities in your country?

83.3% of respondents stated that they had been engaged in coordinating UN activities in their country for three or more years, and 62.2% for five years or more. 16.7% had been in the function for less than 3 years. The overall picture is of respondents who were very experienced in coordinating UN operational activities.

14 respondents added comments, often indicating that they had worked on UN coordination matters for a long time, in some cases going back twenty years or more.

A3. Income group

Using the most recent World Bank classification, it was found that 30 low-income countries, 40 lower middle-income countries, 36 upper middle-income countries and 5 higher income countries had participated. The figures are shown in the table below. It is interesting that the highest response rate was from the low income countries. This may be indicative of the importance these countries attach to their relationship with the United Nations.

Table 1- Income groups:

Income group	Number of countries that received the survey	Number of countries that responded	Response rate for each income group (%)
Low Income Countries (LIC)	36	30	83
Lower Middle Income Countries (LMIC)	58	40	69
Upper Middle Income Countries (UMIC)	49	36	73
High Income Countries	8	5	63
Total	151	111	74

A4. Is the country classed as a Least-Developed Country (LDC)?

Responses from 34 least-developed countries (LDCs) were received. The LDCs therefore comprised 31% of the 111 responses. This is almost exactly the same percentage as the proportion of LDCs worldwide.

A5. Is the country classed as a Small Island Developing Country (SIDS)?

20 responses (18%) were received from Small Island Developing Countries (SIDS). This is a smaller percentage than the proportion that SIDS bear to all programme countries (25%), but it is considered a satisfactory response considering the limited capacity of many SIDS Governments.

A6. Does the country have an Integrated UN Mission (IM)?

Ten responses to the questionnaire came from countries with Integrated UN Missions. They constitute 71% of the 14 IM countries worldwide. Moreover, it is a considerably higher response rate than was received from the UN Resident Coordinators in the same countries (only 5 replied).

A7. Does the UN have a UN Humanitarian Coordinator in the country?

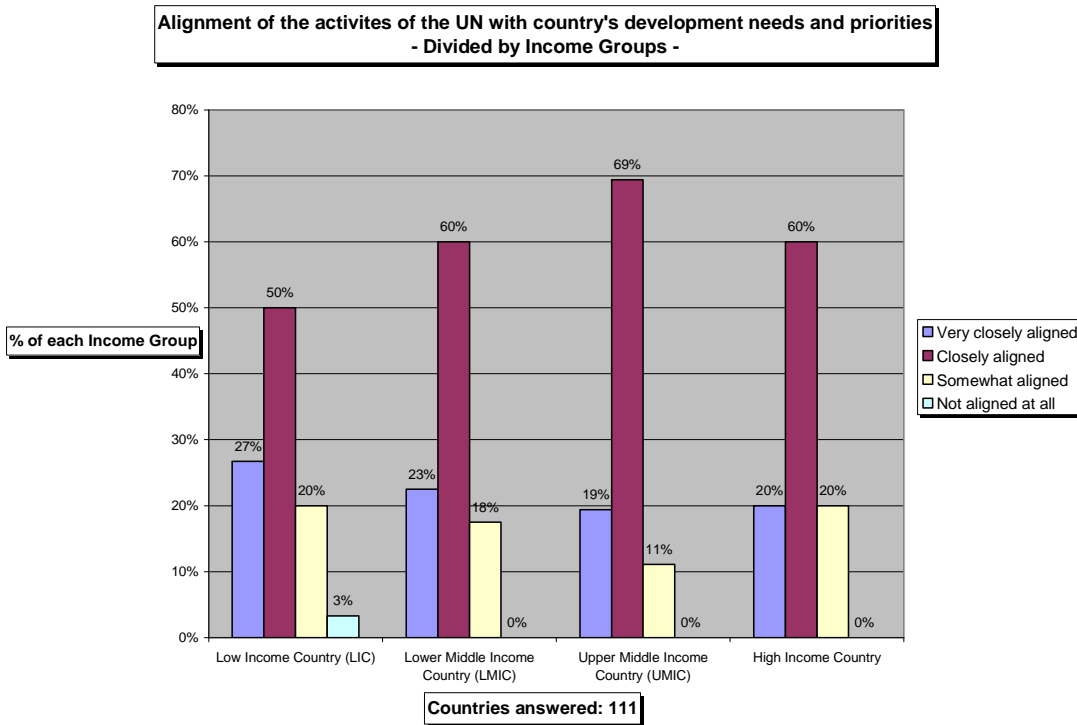
23 responses were received from countries where the UN Resident Coordinator is also the UN Humanitarian Coordinator. This represents 72% of all countries with UN Humanitarian Coordinators, almost the same as the response rate for countries without a UN Humanitarian Coordinator.

Topic 1 – Relevance

1. The activities of the UN and your country's development needs and priorities are:

The responses to this question are set out in the chart below. Given that the total number of responses is 111, and the main income groups had just 30-40 replies each, the relatively small differences between income groups cannot be considered significant.

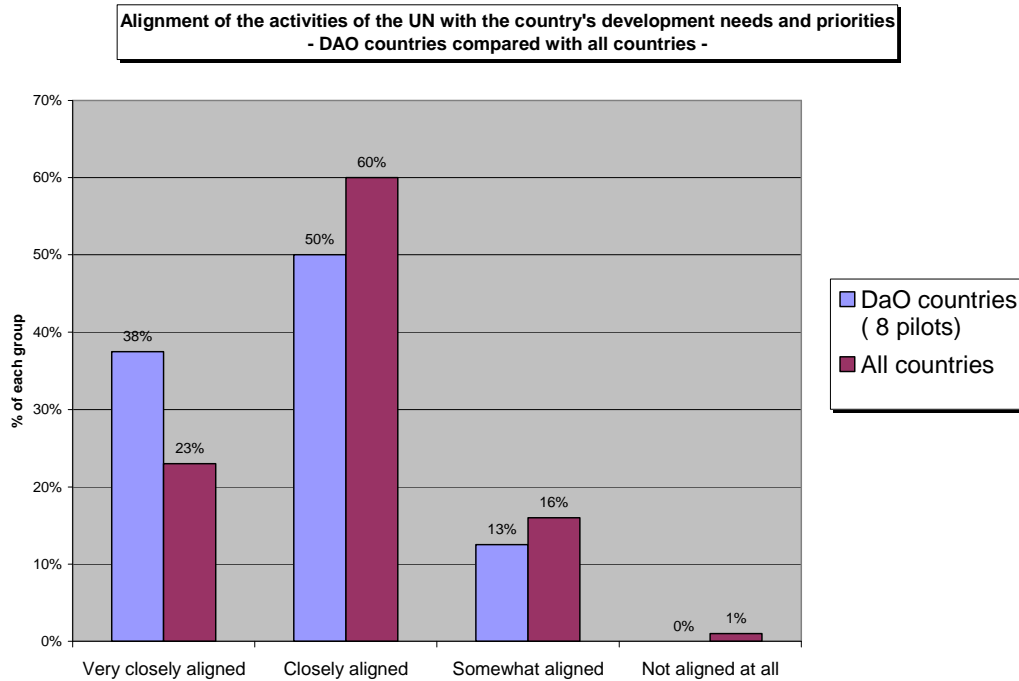
Chart 1- Alignment of the activities of the UN with country's development needs and priorities:



The main message seems to be that UN activities are judged to be closely aligned with national needs and priorities by a large majority of countries (82.9%). In their supplementary comments some Governments explained why they found alignment was not as close as it might be. A low-income country mentioned that there was alignment at the UNDAF preparation stage, but implementation could be different from what was planned; while for one middle-income country, the concern about lack of alignment seemed to have been triggered by a perceived drive by UN entities to increase the non-core resources they were managing.

When the responses from DaO countries are compared with those from all countries, the following picture emerges:

Chart 2 - Alignment of the activities of the UN with country's development needs and priorities, DaO countries compared to all countries:

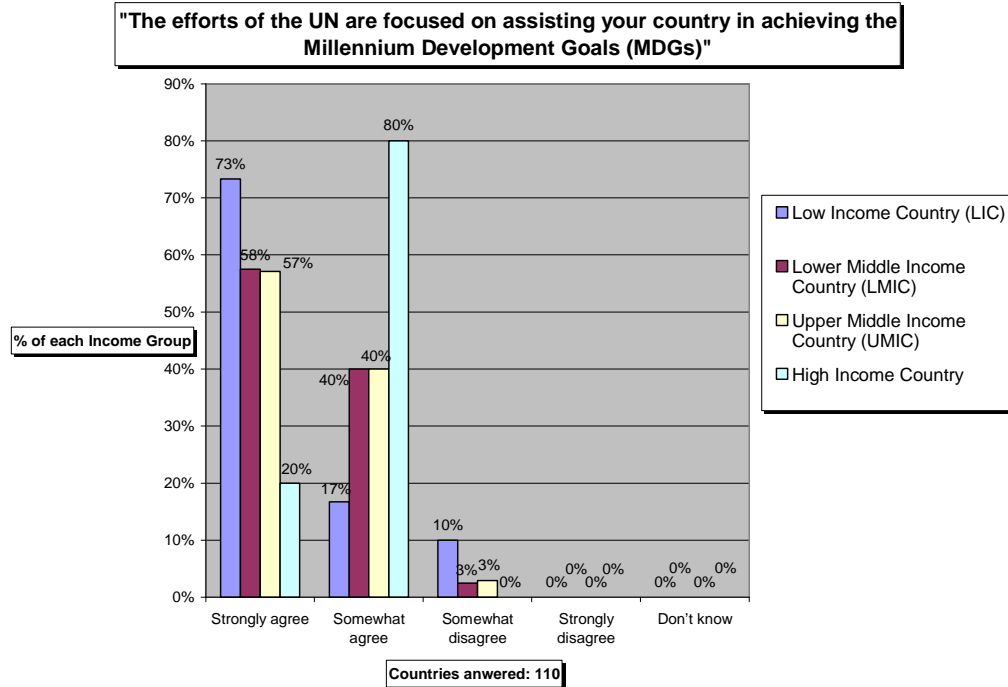


The number of DaO pilot countries being small, it is hazardous to draw conclusions from this data. However, the higher percentage saying “very closely aligned” is consistent with the findings in the DaO evaluation to the effect that DaO improved the UN’s alignment with national needs and priorities.

2. The efforts of the UN are focused on assisting your country in achieving the Millennium Development Goals (MDGs):

The chart below indicates that working towards the achievement of the MDGs is judged to be a focus of the UN’s work in all countries, regardless of income level. At the same time, the focus appears to be the strongest in the countries where incomes are lowest. This seems logical, since this is where – in general - the greatest challenges are found. The responses from the two middle-income groups were almost identical.

Chart 3 - UN support in achieving the MDGs:



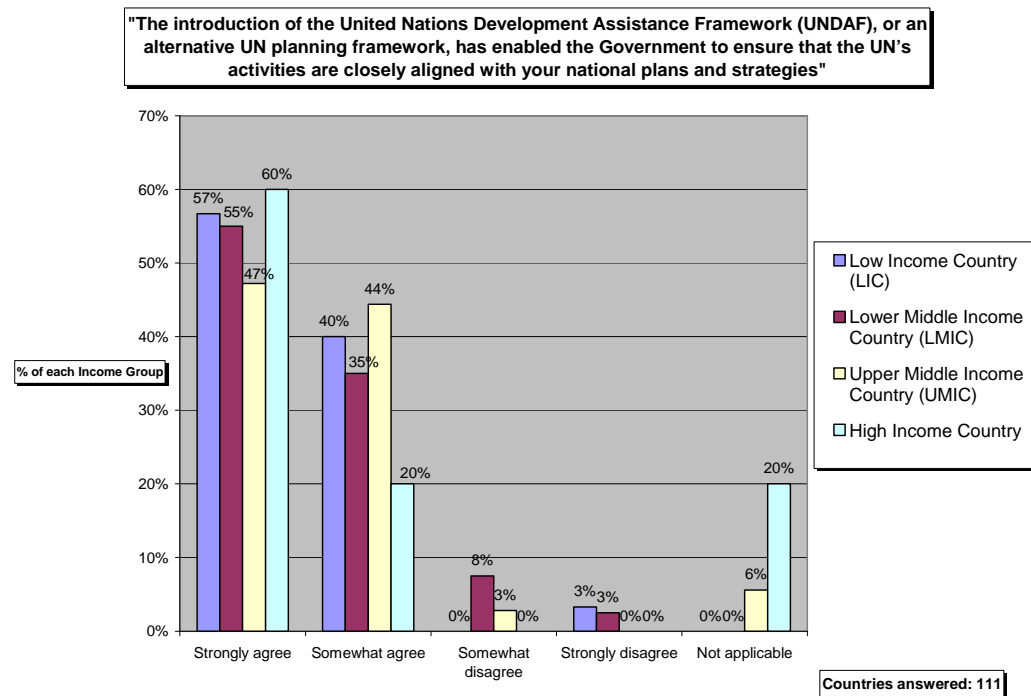
In their supplementary comments several countries expressed the wish that the UN would provide even more support with the MDGs. Some other countries, however, mentioned that while the social sectors were important, a more rounded approach was needed, including economic growth and strengthening national capacities.

The same question was asked in the survey of Civil Society Organizations (CSOs). The responses were similar, although of the 291 CSOs who completed the survey, a smaller percentage strongly agreed (51% instead of 60%) and overall the CSOs were less convinced than programme country Governments that the UN was focused on achieving the MDGs.

3. The introduction of the United Nations Development Assistance Framework (UNDAF), or an alternative UN planning framework, has enabled the Government to ensure that the UN's activities are closely aligned with your national plans and strategies (The UNDAF is an instrument for joint planning of UN agencies at the country level. Other similar UN planning tools include One Plan/One Programme formats and "integrated strategic frameworks" in some countries in transition from relief to development):

The chart below suggests that the UNDAF is indeed helping to ensure that the UN's activities are aligned with national plans and strategies. This finding applies regardless of the income level of the country, as the chart shows:

Chart 4 - UNDAF and alignment:

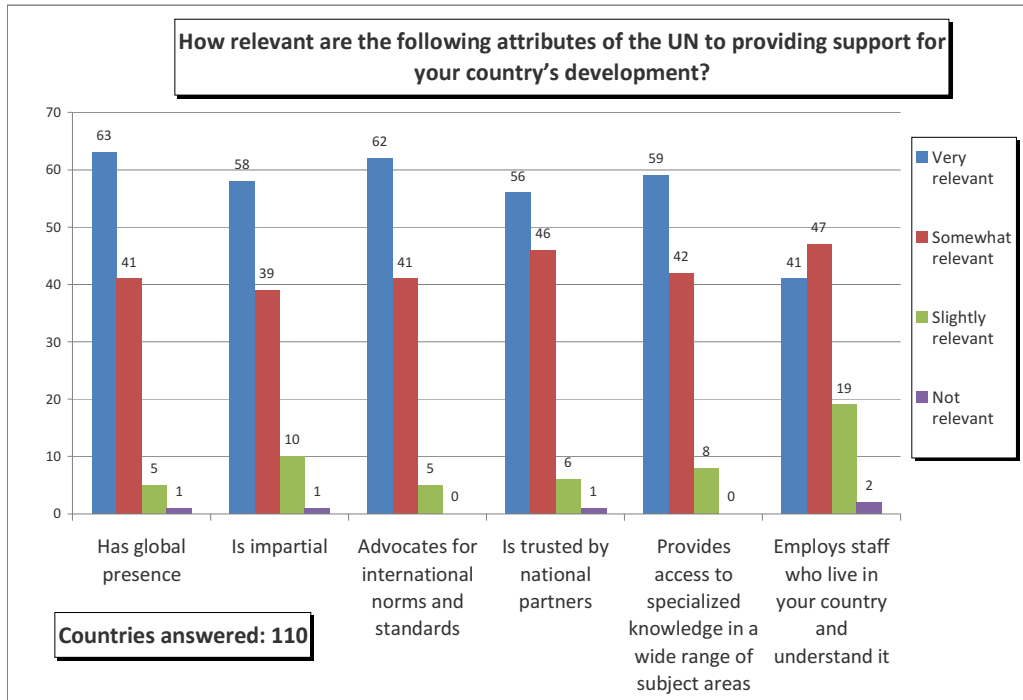


As with their responses to question 1, several countries stressed that the UNDAF on its own does not guarantee alignment. One country commented as follows: "It is critical that the interventions listed in the UNDAF are implemented through joint agency programmes, to improve the coherence of the agencies' interventions and make progress towards 'One UN' to enhance the alignment of UN interventions with Government priorities." Other countries considered the UNDAF was not sufficient to ensure alignment, explaining that not all UN agencies bought into it, and there was still "excessive fragmentation" of the UN system. An LDC, while "somewhat" agreeing, added that the UNDAF was done by the UNCT "often without real leadership from the country itself."

4. How relevant are the following attributes of the UN to providing support for your country's development?

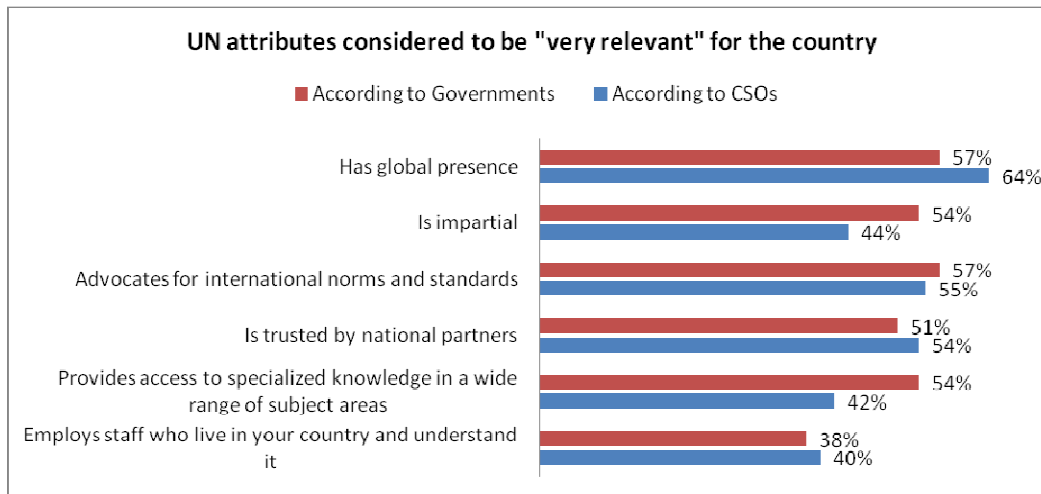
This question provided a selection of attributes that the UN may be thought to possess, and asked the respondents how relevant they were in the context of the UN's work in the country.

Chart 5 - Relevance of attributes of the UN to providing support for development:



The same question was asked of both government and CSO respondents. A chart comparing the “very relevant” ratings by each of these groups of respondents is given below:

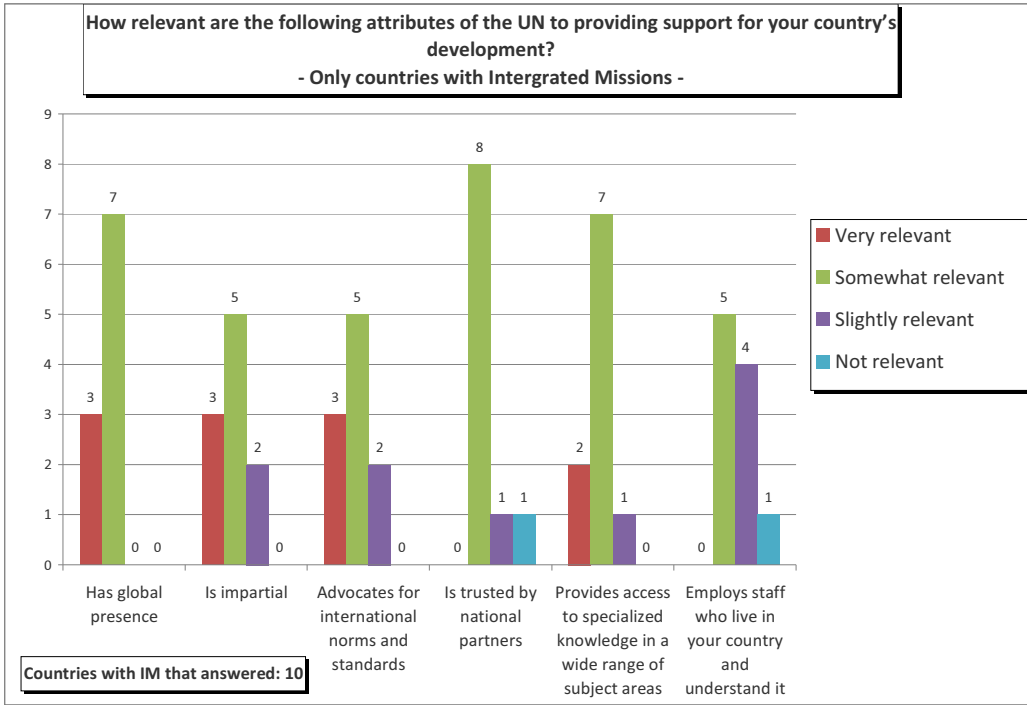
Chart 6 - Relevance of attributes of the UN according to the Governments and to the CSOs:



As can be seen, Governments and CSOs gave similar ratings to each of the suggested attributes, although Governments attached relatively less significance to the UN’s global presence and more significance to impartiality and access to specialized knowledge. At the same time, several Governments took the opportunity to add, in the comment box, ‘supports national capacity development’ as another UN attribute. Some countries suggested that the ability to ‘share good experiences globally’ was yet another strength of the UN. These two suggestions are covered by question 7 below.

The pattern of responses looks considerably different when only the responses of the countries with integrated UN missions are considered. See below:

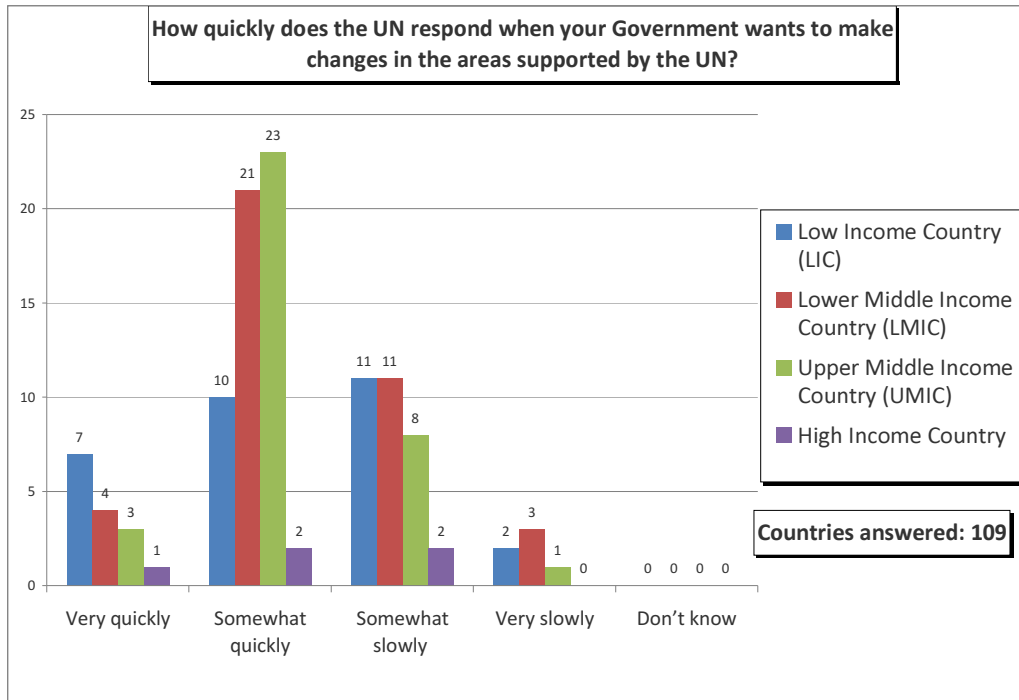
Chart 7 - Relevance of attributes of the UN in IM countries:



The total number of countries with integrated UN missions is small, which makes interpretation of this data somewhat hazardous. However, comparing charts 5 and 7 seems to reveal very clear differences between IM countries and other countries. Specifically, it is notable that the IM countries were much less likely to check ‘very relevant’. This may reflect the special circumstances in many Integrated Mission countries, which may call for somewhat different attributes to those that apply in development contexts.

5. How quickly does the UN respond when your Government wants to make changes in the areas supported by the UN?

Chart 8 - Responsiveness of the UN:



This chart suggests that there is more the UN could do to be responsive to changes in Government priorities. In their comments, Governments mentioned that the response time varied from one UN agency to another. It was also noted that the field representatives of some agencies had the authority to make changes while others had to refer the matter to their headquarters, which took more time. One respondent noted that agencies without representation in the country were “very slow”. Although the UN’s responsiveness is not rated very highly, under Topic 4 below it may be seen that the UN is deemed to be noticeably more responsive to changing needs than IFIs or bilateral donors. It may also be noted that the Governments’ responses to question 5 and Topic 4 (‘The UN compared with other development partners’) are consistent. This is an indication that the respondents have been meticulous in completing the questionnaire.

6. Many UN agencies receive contributions from donors for specific programmes or projects in addition to their regular (core) funds. In general, such additional donor-funded activities are less relevant to your country's needs and priorities:

This is the first of several questions that were included in both the survey of Governments and the survey of UN country teams. Table 2 below compares the responses. The number of respondents is shown in brackets in the first column.

Table 2 - Core funds vs. Non-Core funds:

Non-core funding is judged to be less relevant	Strongly agree (%)	Somewhat agree (%)	Somewhat disagree (%)	Strongly disagree (%)	Don't know (%)
Governments (108)	4.6	28.7	35.2	29.6	1.9
UN agency representatives (506)	4.9	15.8	27.5	48.2	3.6

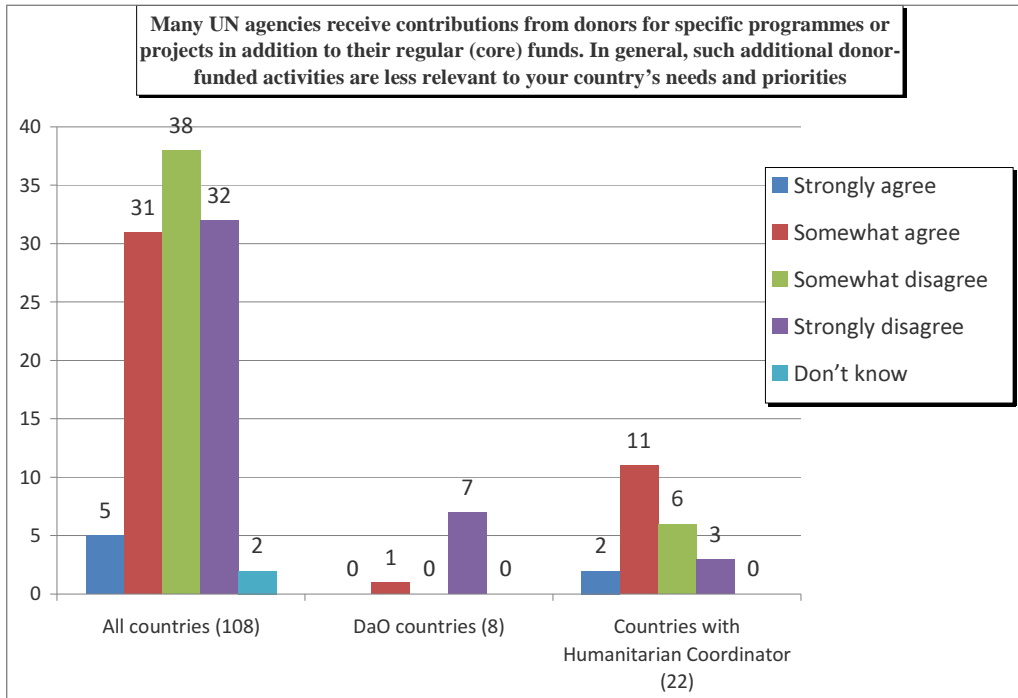
The table shows that a majority of respondents, from both Governments and the UN, either somewhat disagreed or strongly disagreed with the statement. In other words, they considered non-core resources were as closely aligned with national needs and priorities as core resources. At the same time, the table shows that while one-third of Government respondents (34%) agreed with the statement (somewhat or strongly), only a fifth of UN respondents agreed. In other words, UN entities tended to welcome non-core funds more than Governments did.

Many of the Governments that did not agree that non-core resources were less relevant to their needs explained that they have systems to *ensure* that *all* UN activities are in line with national needs and priorities. Some Governments mentioned that UN activities could be in line with needs but not necessarily with priorities. One Government explained some of the drawbacks they had encountered with non-core resources: "they have a very short time-span for implementation, it is very difficult to make adjustments or changes among components, in general they lack consultation with the beneficiary countries and seem to come with 'one size fits all' principles, which creates a problem of internalization and ownership of such funds by implementers."

Different patterns emerge when the responses of DaO countries and countries with UN Humanitarian Coordinators are presented side-by-side with the overall responses. See the chart below. This chart seems to provide evidence that DaO creates conditions for the effective management of non-core resources by the UN, whereas countries with significant UN humanitarian interventions have the least satisfactory experience with UN non-core resources.

A breakdown of the countries into income groups did not reveal any notable pattern. The relevant data is in the statistical annex.

Chart 9 - Core funds vs. Non-Core funds:



7. The following is a list of different types of support the UN may provide. Please check the types of support that are most relevant to your country:

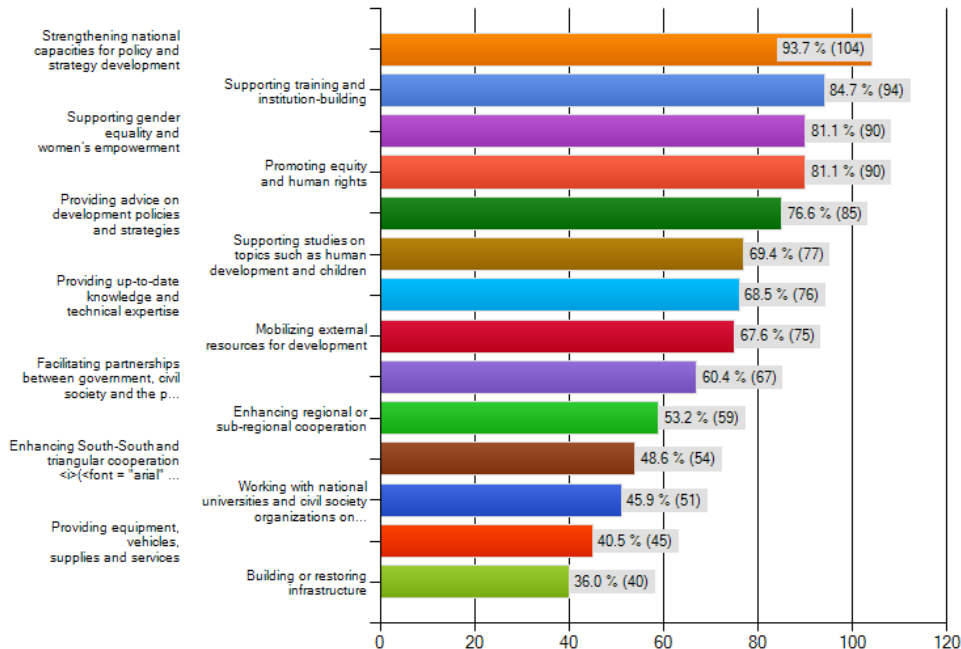
All 111 Governments answered this question. The responses, set out in the chart below, indicate a high degree of relevance for some upstream types of support, including support in the areas of norms and standards, and human rights and gender equality. At the same time, there were quite significant differences in the responses depending on the income level of the country. Thus, for example, 'providing equipment, vehicles, supplies and services' became rapidly less relevant as the income level went up, and resource mobilization also became notably less relevant. A breakdown of the data by income level is given in the second chart below.

Another area whose relevance was judged to diminish as the income level increased was 'working with national universities and civil society organizations on analysis of development issues.' On the other hand, 'supporting studies on topics such as human development and children' was rated increasingly relevant as the income level rose and was more highly rated overall. The opposing responses on these two superficially similar questions is intriguing. The key may lie in the word "supporting", implying in

the second case that *national* institutions would be taking the lead. It may also reflect mixed views on the role and status of non-governmental entities.

Chart 10 - Relevance of different types of UN support:

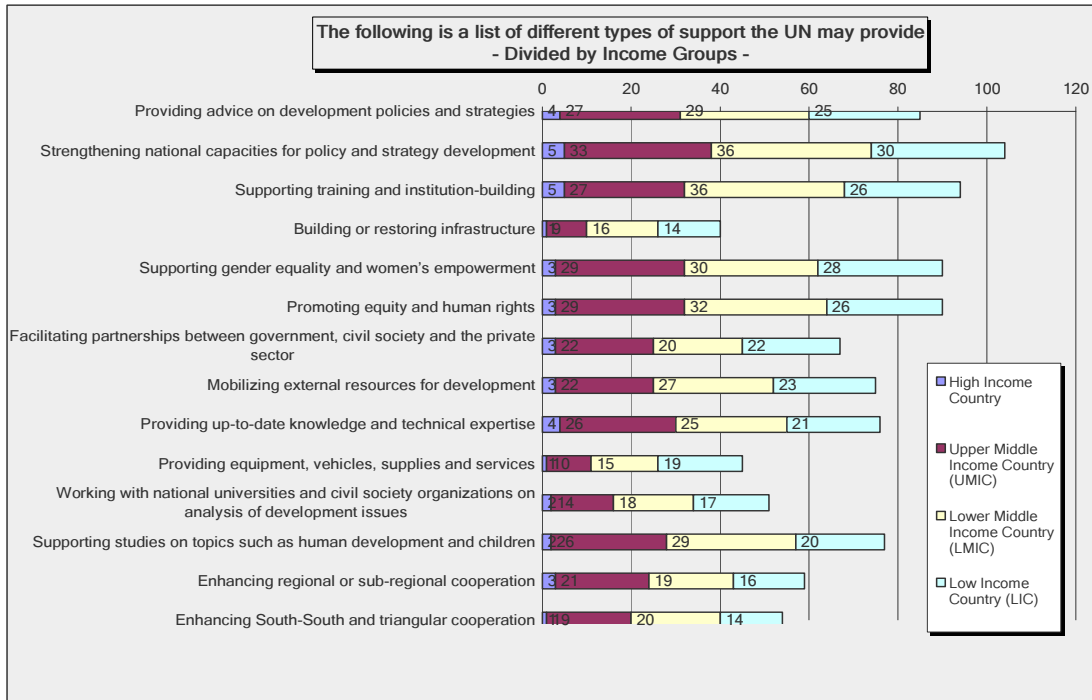
7. The following is a list of different types of support the UN may provide. Please check the types of support that are most relevant to your country:



The selections made by small island developing countries (SIDS) were very similar to those made by countries in general. Perhaps surprisingly, they did not select regional and sub-regional cooperation or south-south cooperation any more frequently than the average country.

Respondents were invited to mention other functional areas which they thought were suited to cooperation with the UN. Anticipating questions that come later in the survey, some respondents mentioned more use of national systems, transfer of technology, improved UN coordination, emergency response, peace-building, and other thematic areas.

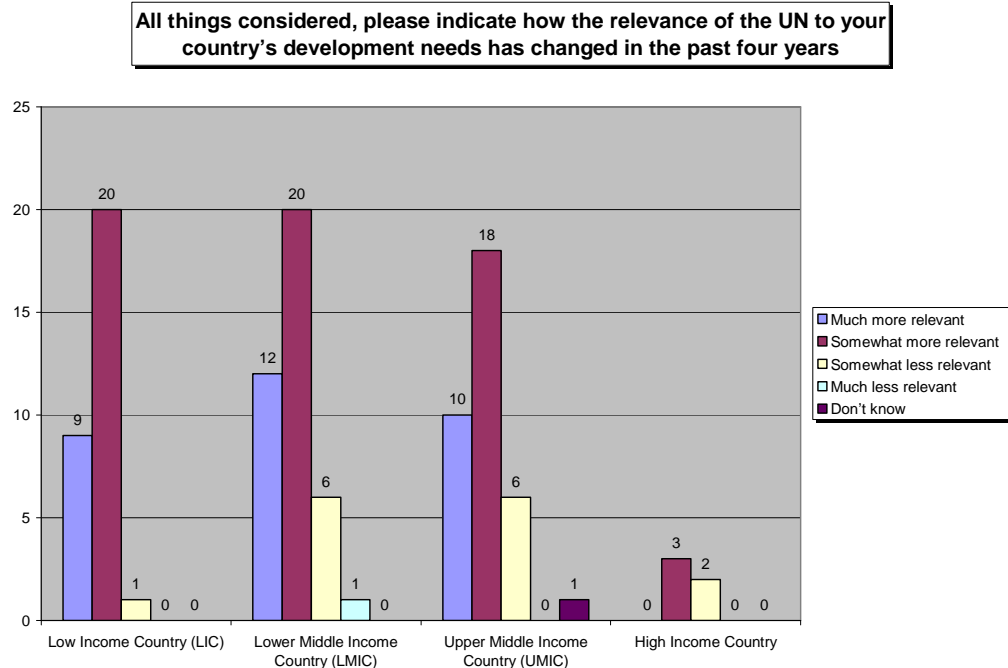
Chart 11 - Relevance of different types of UN support divided by income groups:



8. All things considered, please indicate how the relevance of the UN to your country's development needs has changed in the past four years:

The responses to this question are shown in the chart below, showing the data according to the income level of the countries.

Chart 12 - Changes in the relevance of the UN:



This chart would suggest that, overall, the relevance of UN operational activities for development are not seen to have substantially changed in the last four years. It is perhaps noticeable that UN operational activities are now considered less relevant in twelve middle-income countries but only one low-income country. This may reflect a steadily diminishing degree of dependence on UN support as a country's income increases. To that extent, it should be welcomed. Two middle-income countries offered the following supplementary comments: "Relevance of the UN to our needs has changed as our needs have changed, but there is still a need for reaching MDG goals and therefore the UN is still relevant" and "Refinement of focus and relevance a must over the next cycle."

9. Please suggest any measures that would make the UN more relevant in your country:

Of the 111 respondents, 76 took the opportunity to offer additional suggestions. Many of these comments called for greater efforts to be made to strengthen national capacities, and better use to be made of national institutions. One commented: "The UN needs to change the attitude and the manner in which it discharge its functions and duties towards dealing with Government counterparts: building the institutions and human resources is a key."

Many comments anticipated questions that come later in the survey or recalled earlier questions, so they are summarized very briefly here: Deliver as one (mentioned numerous times), avoid duplication, align with national objectives and priorities, be more transparent about procedures, synchronise resources with national fiscal plans, improve the visibility of UN activities, pursue upstream rather than

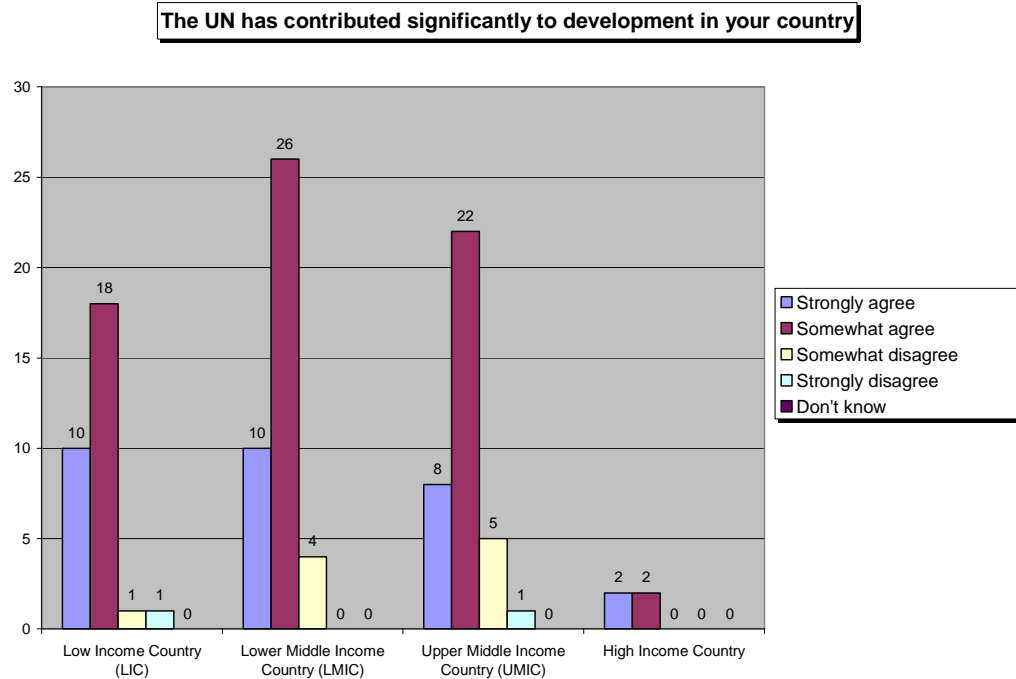
downstream approach, and “take country context as a starting point and provide support to key strategic priorities rather than try to provide support in all UN global initiatives.” Low-income countries also called for more predictable resources, while upper middle income countries called for greater in-country UN presence.

Topic 2 – Effectiveness

10. The UN has contributed significantly to development in your country:

The responses to this question are shown in the chart below, with the responses grouped according to the income level of the country. The y-axis depicts the number of countries that chose each option.

Chart 13 - UN contribution to development:

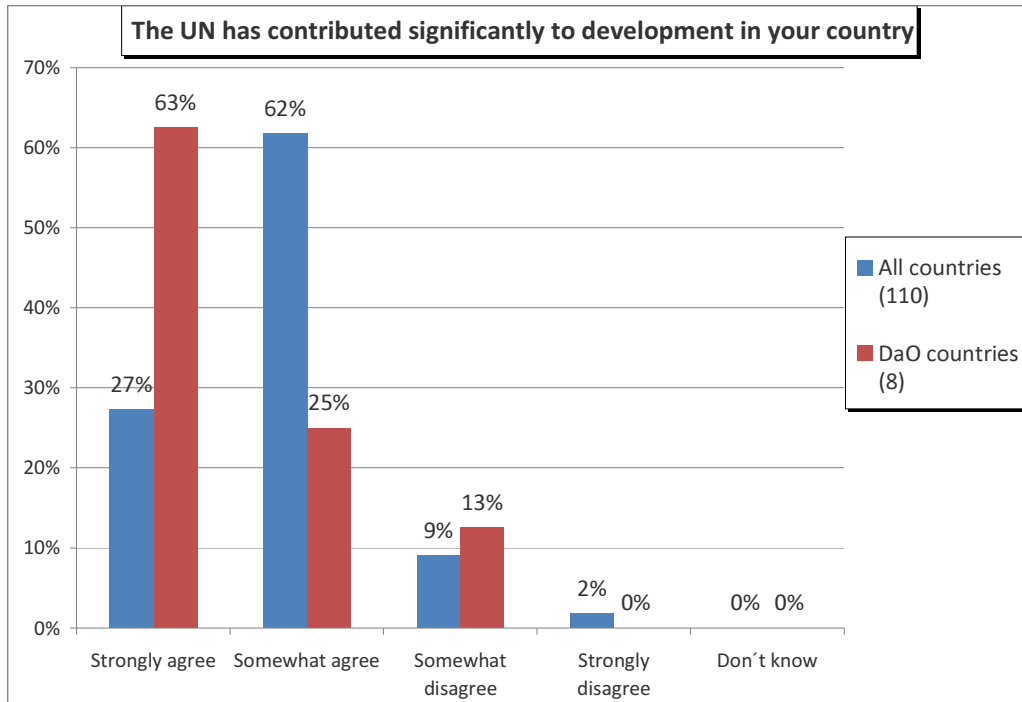


According to this table, with most responses in the “somewhat agree” bracket, it may be concluded that opinion on the degree to which UN has contributed “significantly” is mixed. One of the countries that disagreed added that “the UN played a significant role in the transition from post conflict to our current stable environment.” A middle-income country explained: “Not sure if the UN has contributed significantly to the development of my country for the following reason: The overall scale of financial assistance is relatively small compared to our traditional partners. This impact of this relatively small grant level is even eroded away with the further subdivision of this amount of assistance into even smaller programme components to cover a wide spectrum of sectors.” Another answered “Yes, but it must respect the Paris Declaration Principles, particularly those related to mutual responsibility”.

The responses do not vary greatly from one income group to another. A slight tendency to disagree with the statement can be seen in the middle-income countries compared with the low-income countries. This may reflect a lesser degree of dependence on UN cooperation as incomes rise.

More noteworthy is the difference in the responses from DaO countries and non-DaO countries. As depicted in the following chart, most DaO countries appear to be significantly more convinced about the value of the contribution that the UN has made to their country.

Chart 14 - UN contribution to development, DaO countries vs. all countries:

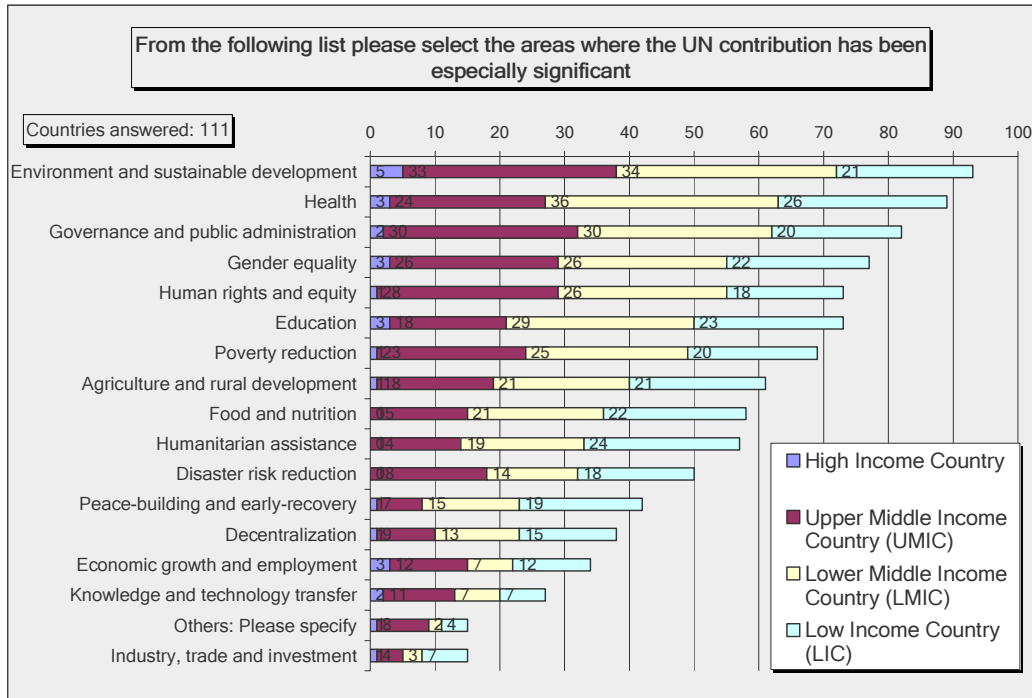


11. From the following list please select the areas where the UN contribution has been especially significant:

In this question, respondents were invited to select, from a list of thematic areas, the areas where they felt the UN had made a specially significant contribution to development. There was no restriction on the number of areas that a respondent could choose. As shown in the following chart, the UN was judged to have contributed most significantly in the area of environment.¹ Among low-income countries and lower middle-income countries, the contribution in the health sector was judged to have been somewhat more significant than environment, whereas in the higher income countries it was the other way around.

¹ The full wording of the item on environment was: 'Environment and sustainable development (including climate change, water and environmental sanitation)'.

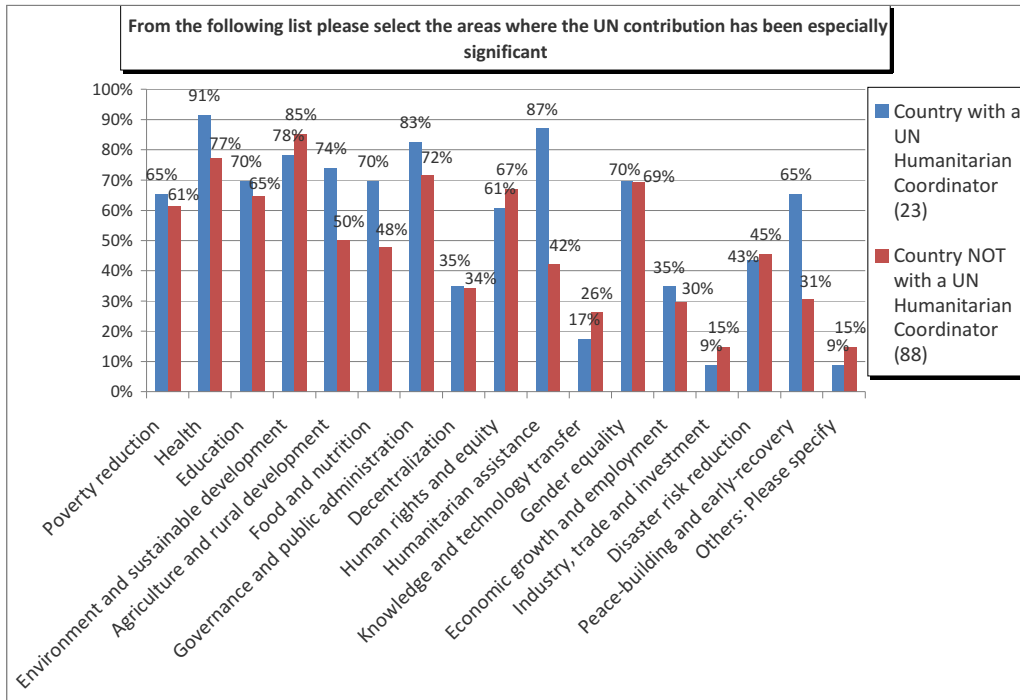
Chart 15 - Areas where the UN contribution has been especially significant:



Looking at the thematic areas that were selected the fewest times, it seems clear that – in general – programme countries have not judged the UN contribution to have been especially significant in economic growth and employment, knowledge and technology transfer, and industry, trade and investment. At the same time, many respondents did select “economic growth and employment” under question 29 (see below) when asked to select the five most important areas for UN assistance to their country in the next four years.

As with low-income countries, the countries with UN Humanitarian Coordinators emphasised health more than environment, as the chart below shows. Not surprisingly, this group of countries also placed much more emphasis on humanitarian assistance, peace-building and early recovery.

Chart 16 - Areas where the UN contribution has been especially significant, countries with and without a UN Humanitarian Coordinator:



12. From the following list please select the UN agencies that have made a very significant contribution to your country's development:

Charts 17 below shows the number of countries that selected each UN agency, with the agencies being ranked according to their worldwide expenditures on operational activities in 2009. This chart should not be used to judge the relative performance of UN agencies, since some agencies, notably WFP and UNHCR, have field presences that are concentrated in relatively few countries, where there are significant UN operations of a humanitarian nature. Thus, they were practically bound to be selected less frequently than UNDP, UNICEF or WHO. It should also be noted that the question (and indeed the whole survey) is about operational activities for *development*, and respondents might not have judged humanitarian contributions as contributions to a country's development.

Chart 18 below shows the same data as chart 17, but the agencies are ranked by their country presence² instead of by their worldwide expenditures.

² 'Country presence' is defined as the number of UN country teams that an agency is a member of, as reported in the 2010 RC Annual Report produced by the Development Operations Coordination Office (DOCO).

Chart 17 - Frequency of UN Agencies being selected for having made a “very significant contribution”, ranked by expenditures in 2009 (top 20 agencies):

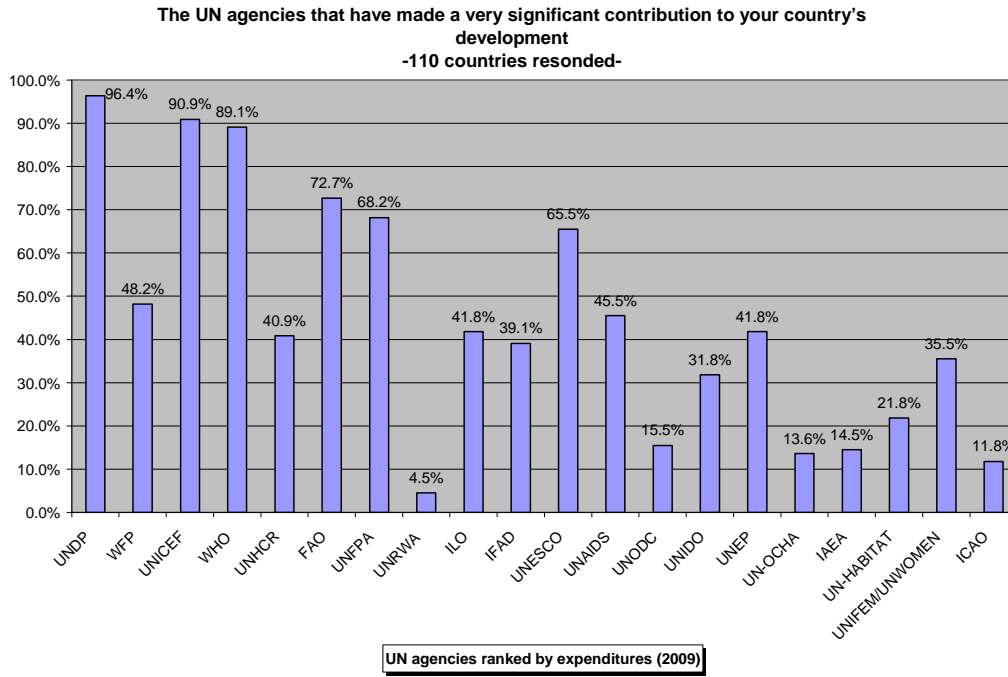


Chart 18 - Frequency of UN Agencies being selected for having made a “very significant contribution”, ranked by country presence:

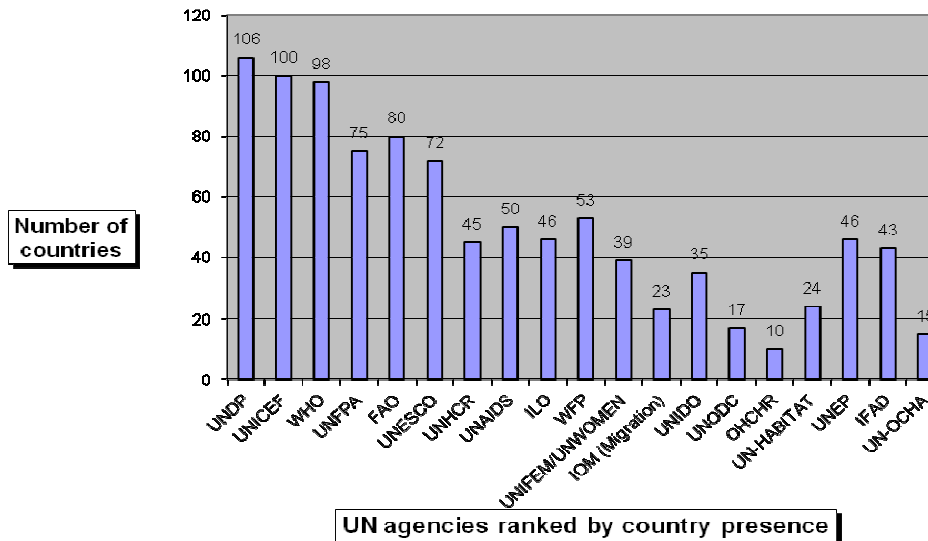
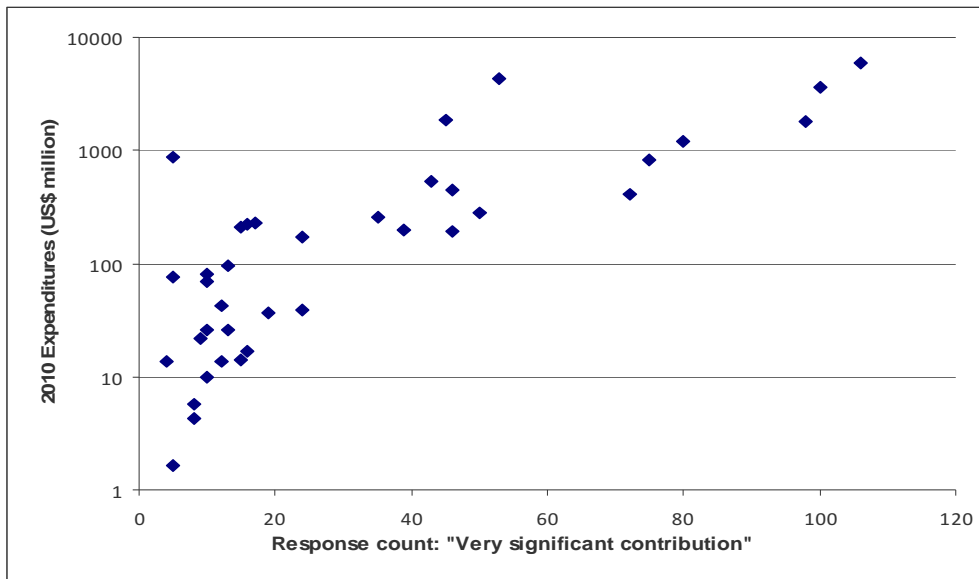


Chart 18 illustrates clearly the relationship between making a “very significant contribution” and country presence. One Government put it bluntly in the comment box: “Agencies with offices in the country have of course made the most significant contributions to our country’s development.” IFAD, UNEP and WFP appear to defy this pattern to some extent, suggesting that the size of financial contributions is a factor along with country presence.

The overall pattern of responses, whereby ‘very significant contribution’ is linked to the scale of operations of each agency may also be depicted with the aid of a scatter diagram, as shown below:

The worldwide expenditures in 2010 are given with a log scale on the y-axis and the number of times each agency was chosen is on the x-axis. The diagram shows a pattern whereby the significance of UN agencies’ contributions appears to increase with the volume of worldwide expenditures.

Chart 19 - Frequency of UN Agencies being selected for having made a “very significant contribution”, scatter diagram:

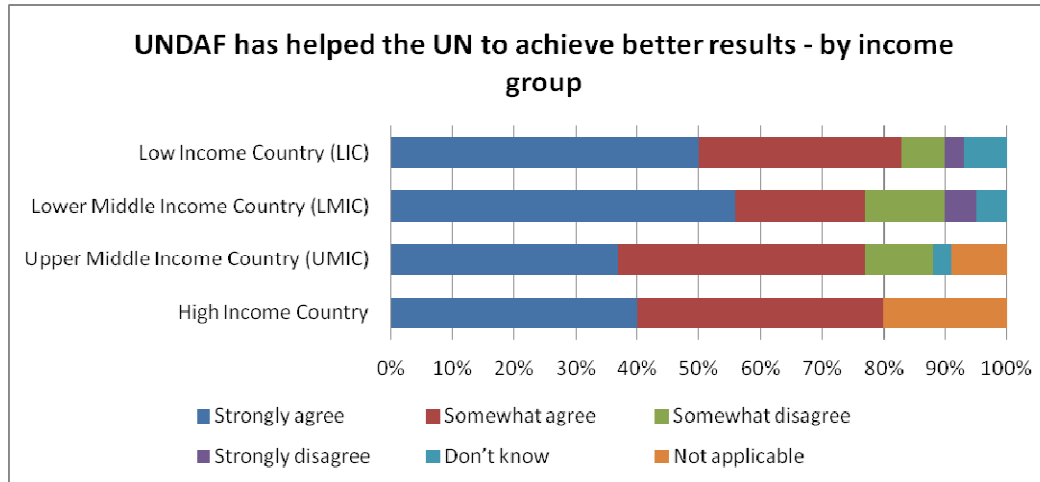


When the data is viewed through the lens of income level of the country, UNDP is consistently selected by upper middle income and high income countries (partly reflecting its near-universal presence) while most other agencies are selected markedly less often as one moves up the income scale. The main exception is UNESCO, which is actually selected more often by higher income countries. UNODC and UN-Women are chosen almost equally often at each income level. The breakdown by country income level can be found in the statistical annex.

13. The UNDAF or another UN planning framework has helped the UN to achieve better results than if each UN agency had planned its support to your country separately:

The chart below depicts a relatively high proportion of countries that ‘strongly agreed’ that the UNDAF had led to better results than if each UN agency had planned its support to the country separately. If the countries without UNDAFs (‘not applicable’) are excluded, the differences between the income groups in terms of countries that ‘strongly agree’ becomes negligible. It may be concluded that the UNDAF can help to give good results at any income level, which fits with the experience of the DaO countries. Similarly, though less commonly, the UNDAF may add little or no value at any income level; in other words, UNDAF may be an important ingredient of improved UN coherence, but it is not the only one: other ingredients must also be present.

Chart 20 - UNDAF and results:



This is the second question to be included in both the survey of Governments and the survey of UN country teams. Table 3 below compares the responses. The number of respondents is shown in brackets in the first column.

Table 3 - UNDAF and results:

UNDAF helped achieve better results than agencies planning individually	Strongly agree (%)	Somewhat agree (%)	Somewhat disagree (%)	Strongly disagree (%)	Not applicable or don't know (%)
Governments (109)	47.7	31.2	10.1	4.6	8.3
UN agency representatives excluding RCs (430)	25.9	51.9	12.7	2.7	6.7
UN Resident Coordinators (76)	64.5	28.9	1.3	1.3	3.9

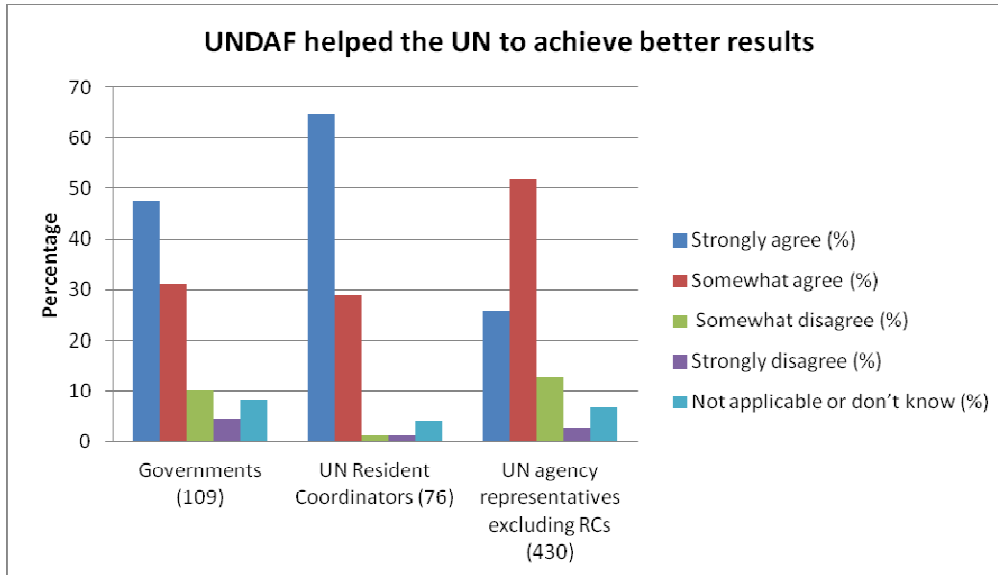
Chart 21 - UNDAF helped the UN to achieve better results:

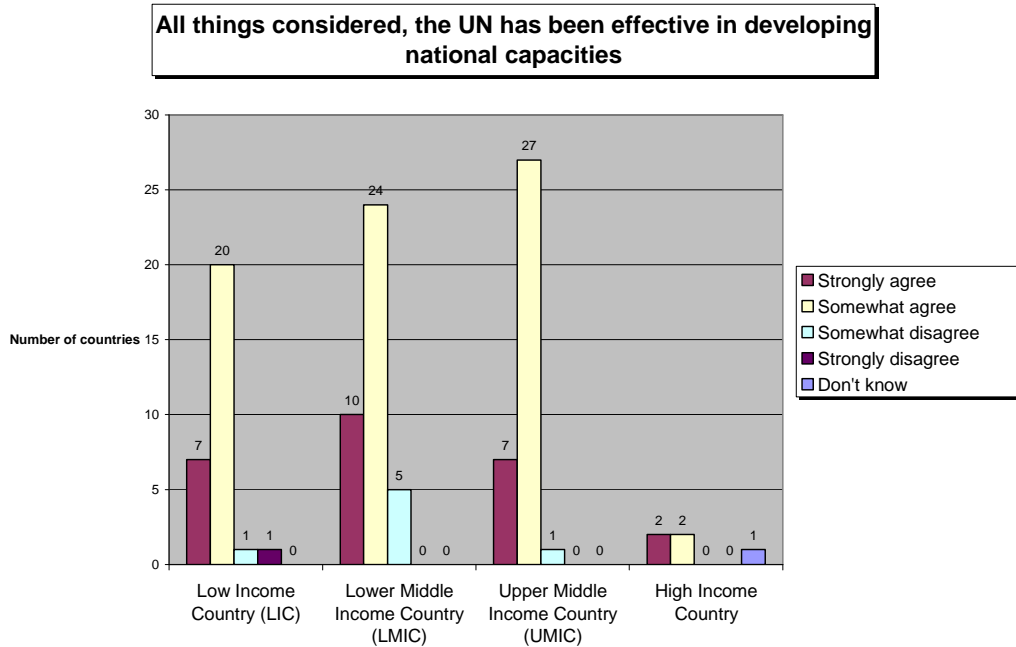
Table 3 and the above chart reinforce the impression that the UNDAF has added value, particularly as seen by Governments and UN Resident Coordinators. It also shows a divergence in views between Governments and UN Resident Coordinators on the one hand, and UN agency representatives on the other hand. That is, Governments in general seem to find UNDAF more valuable than agency representatives do. The extent to which Governments strongly agree with the statement reinforces the many remarks in support of more UN coherence mentioned by Governments throughout the survey, including question 9 above. While welcoming the progress already made, the comments showed that many Governments also felt that the UN still had much to do in terms of reaping the full benefits of the UNDAF. The comments included:

- “The principles of joint planning and coherency of all actors have not come fully into effect.”
- “UNDAF efficiency could be enhanced through establishment of coordination and control mechanisms”
- “Still requires further alignment”
- “Some agencies still plan separately. The One UN approach is not yet fully applied in practice”
- “UNDAF would be more effective if it was combined with operational action plans.”

14. All things considered, the UN has been effective in developing national capacities:

The responses to this question are shown according to country income group in the chart below:

Chart 22 - Effectiveness of the UN in developing national capacities:



The chart indicates that most Governments were inclined to agree rather than disagree with the statement that the UN has been effective in developing national capacities. As may also be seen from the chart, there were no major differences between the country income groups. The breakdown of the results by LDC or by SIDS status showed a similar pattern of responses.

However, the main point that must be highlighted is the fact that less than 25% *strongly* agreed with the statement. This suggests there is considerable room for improvement. The responses to question 15 (below) and the comments made by Governments throughout the survey underscore this interpretation of the data.

Eighteen Governments added comments on question 14. This is a selection of the comments:

- “There has been some capacity building, but not to the extent needed in-country”
- “Short term trainings and workshops is not always the best method of building national capacities which is usually what is provided by UN agencies or any other agency for that matter. Scholarships, attachments, secondments and tailor-made in-country training are more effective in building national capacities”
- “It is hard to make an assessment in general terms for such a wide-ranging issue. The initiatives would have to be reviewed one by one, but there is often a lack of conceptualization of the technical assistance roles. There is also a lack of strengthening of the Government’s capacities.

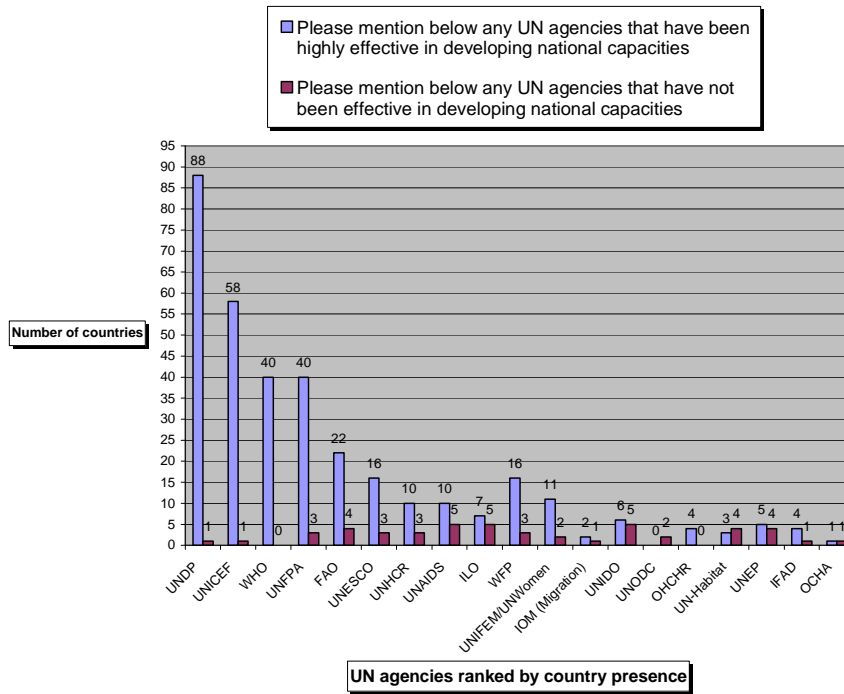
Parallel units for execution, recruitment and procurement are sometimes created and substitute Government roles.”

14 a. Please mention below any UN agencies that have been highly effective in developing national capacities, and

14 b. Please mention below any UN agencies that have not been effective in developing national capacities:

Most Governments (97) responded to the first question while about half (52) responded to the second question. The number of times each agency was cited in response to these two questions is shown in the chart³ below:

Chart 23 - UN agencies that have been highly effective in developing national capacities and UN agencies that have not been effective in developing national capacities:



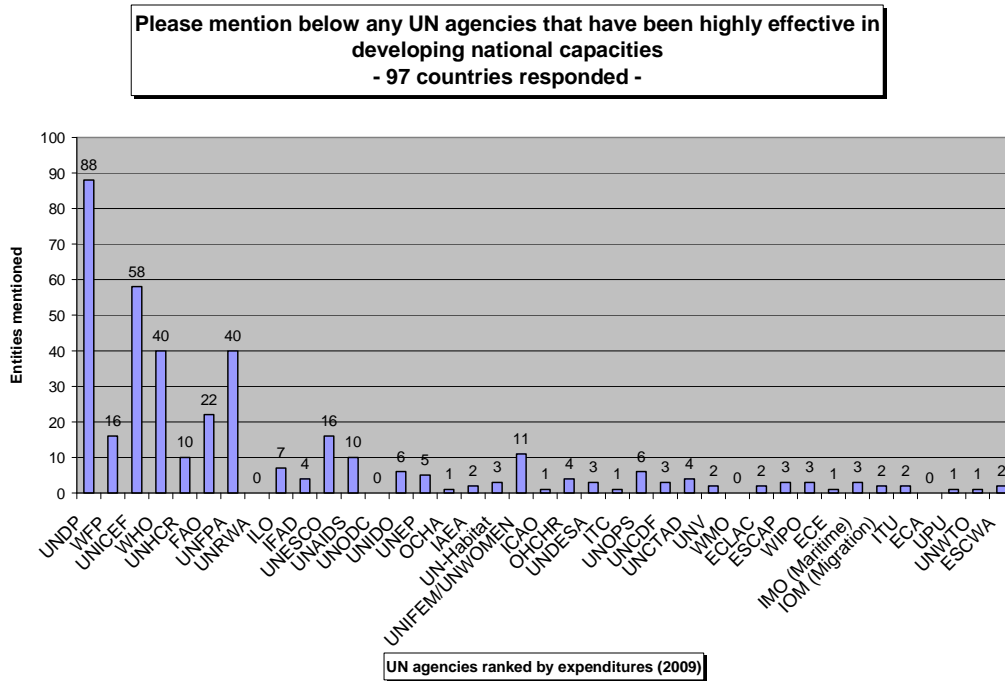
³ In question 14a two additional countries mentioned that “all of the agencies” had been highly effective in developing national capacities. In question 14b four additional countries said that all of the agencies that they had not mentioned in question 14a had not been effective in developing national capacities. For these reasons the numbers shown above slightly understate the total number of times the agencies were chosen, both positively and negatively.

Note: The above chart does not include every agency with activities at the country level. It includes only those agencies identified in the 2010 Annual RC Report from DOCO as being present most often in UN country teams.

Several countries mentioned ‘presence in the country’ as an important factor contributing to the strengthening of national capacities. Indeed, from the above chart, it is difficult to avoid the conclusion that physical presence had much to do with the very favourable rating of some agencies. Country presence alone, however, would not explain the differences in the way UNDP, UNICEF and WHO’s capacity building effectiveness were assessed, because these agencies are present almost everywhere.

The volume of resources that an agency contributed to the country is most likely also a factor. The following chart has the UN agencies ranked according to volume of resources spent in 2010. The pattern is broadly similar to the above, although the humanitarian agencies come out lower because their efforts are concentrated in fewer countries and possibly also because they focus more on meeting short-term needs than on capacity-building which tends to need a long-term commitment. The data for IFAD and UNRWA also reflect limited country presence. UN Women comes out relatively high in relation to the quantity of resources it manages.

Chart 24 - UN agencies that have been highly effective in developing national capacities:



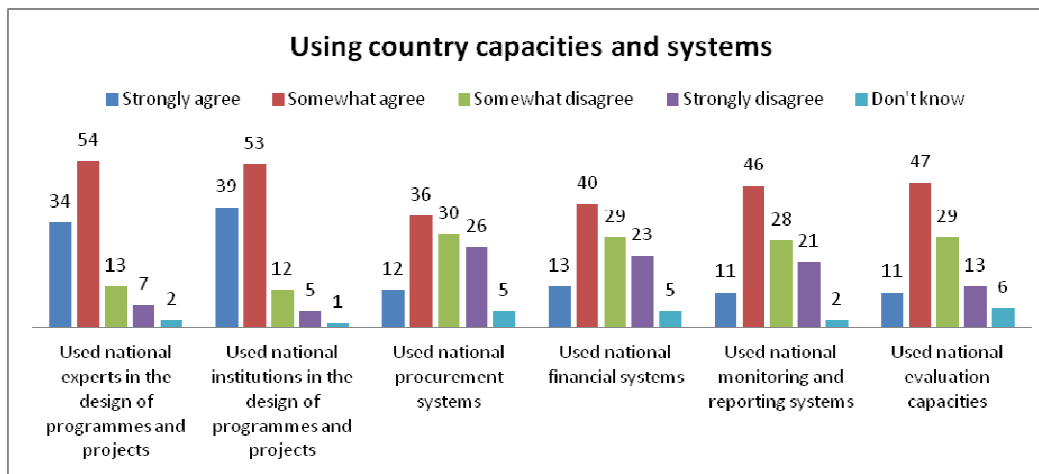
Another point to keep in mind is that the questionnaire was completed by an official designated to respond on behalf of the Government as a whole. It is possible that some agencies were assessed less often because the respondent had insufficient information about them. The survey guidelines and the covering letter from the UN Deputy Secretary-General encouraged the respondents to consult within their Governments in order to provide as complete a response as possible. Many respondents did in fact take several weeks to complete the questionnaire, and some explained that this was precisely because they needed to consult other departments. In our opinion, it is unlikely that this factor, or the other factors mentioned above, would fully explain the differences in scores. We believe it is possible that some of the differences would be due to the different business models of the agencies, such as the extent to which the agency is able to enter into long-term commitments. There is little evidence in the survey about this, however, so some research into this matter could be worthwhile.

Whatever qualifications are put on the results, the fact remains that 88 countries out of the 111 who responded to the questionnaire wrote 'UNDP' among other agencies in the text box. (The names of agencies had to be written individually: it was not simply a matter of clicking on a button.) In other words, 79% of Governments indicated that UNDP had been "highly effective in developing national capacities." It seems possible therefore that UNDP's policies or practices may be more conducive to capacity development than those of some other agencies.

15. In order to achieve good results in your country, the UN has used the following approaches as much as possible:

This question deals with some important dimensions of capacity development: that is, the extent to which the UN is judged to have used national capacities and systems "as much use as possible" in the various phases of the programme cycle. The chart below shows the number of countries that selected each response:

Chart 25 - UN use of country capacities and systems in achieving good results:



The responses in this question corroborate the finding from question 14, that the UN performance in relation to these important components of national capacity building has been modest. Two points in particular may be highlighted. The first is the small number of Governments that strongly agreed that the UN used the last four approaches “as much as possible”. The second is that the results were similar in each income group, although in some categories the level of agreement declined as income level rose. For example, on “Used national monitoring and reporting systems”, the percentage that strongly or somewhat agreed was 58.6% for LICs, 51.3% for LMICs, and 48.5% for UMICs. As regards “Used national evaluation capacities”, the percentages were 68.9% for LICs, 50% for LMICs and 47.1% for UMICs. In other words, the more developed countries are less likely to agree that UN agencies are using national capacities to the extent possible. It was found that the DaO countries were also *less* likely to agree that the UN agencies are using national systems to the extent possible.

These findings may suggest that some UN agencies cannot easily adapt their programme management methods to suit country needs and realities. These agencies may rather be following a ‘one size fits all’ approach to the way they implement, monitor and evaluate projects, and this approach is one where agency systems tend to predominate. It may be noted here that the intention of the ‘Harmonized Approach to Cash Transfers’ (HACT) was to enable a more differentiated approach to be taken at the country level in some of these areas. The responses to Question 19 in the RC-UNCT survey suggest that HACT has indeed been successfully applied in some countries, while the Operations Survey has revealed that HACT implementation overall has been slow.

Interestingly, the responses from SIDS suggest that the last four areas of national capacity in the above table were being used by the UN in their countries more often than was the case for all countries that responded to the survey. It is not clear whether the SIDS simply understood the question more strictly in terms of answering in the context of what could realistically be done, or whether their systems are indeed being used by the UN more effectively than seems to occur elsewhere. The SIDS also offered some interesting comments:

- “The majority of the UN agencies do not accept the use of country systems”
- “In many instances the systems within the UN system were superior to the national ones and in those cases the UN systems were used”
- “The use of experts for project design and monitoring varies based on local capacity”
- “UNDG Ex-Com Agencies do use Government's financial management systems.”

Among other countries, too, there were some useful comments, including:

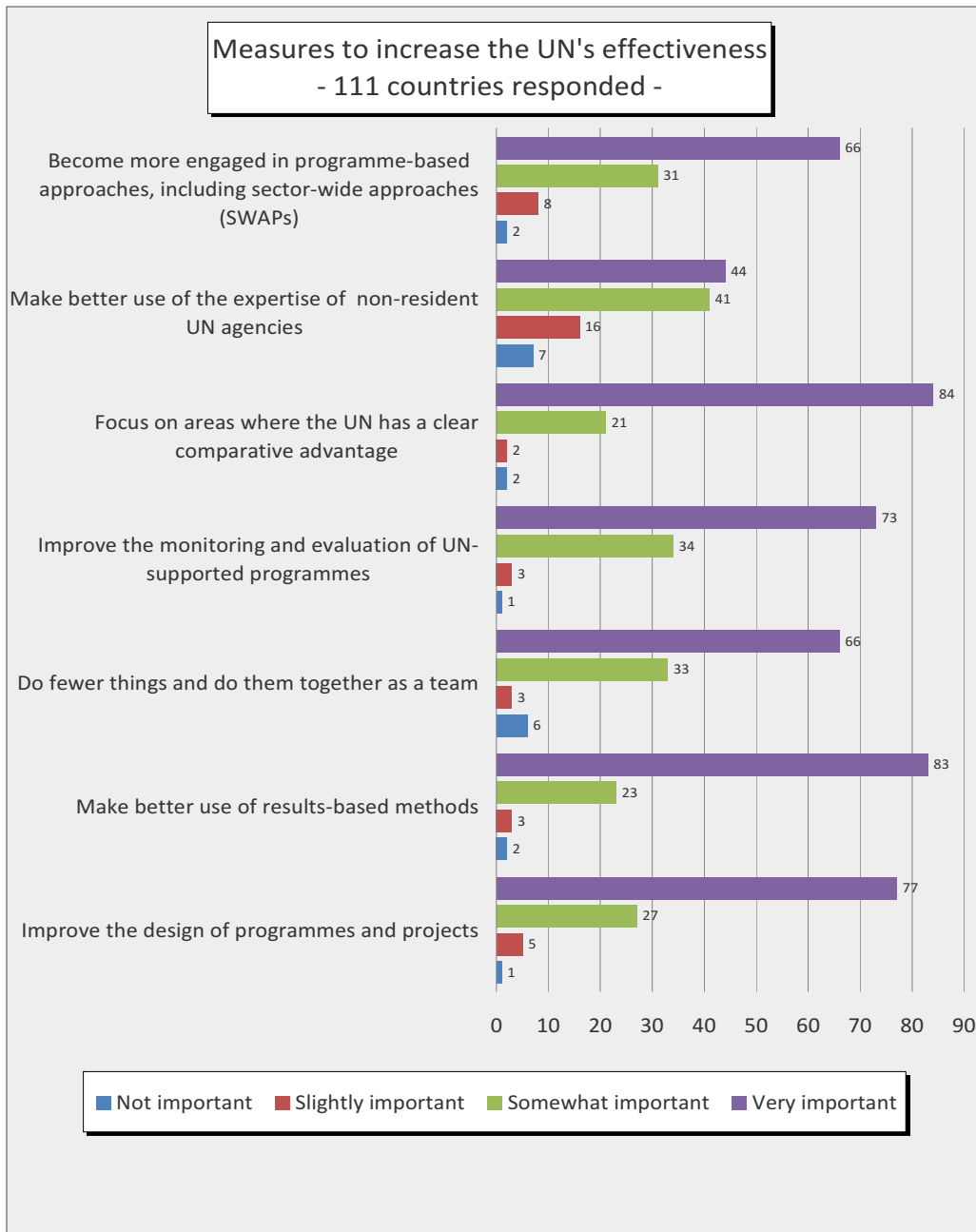
- “The UN agencies did not rely on national procurement, financial and monitoring systems as the assistance provided were in the nature of project support not budget support. Also, these systems are under reform because of sometimes not matching international standards”
- “Under the UNDAF and the DaO efforts are being made to ensure that national procurement and financial systems are used. The same applies to national monitoring and reporting systems. The challenge is to harmonize the agencies’ specific systems.”
- “Despite the fact that national systems (procurement or public financial management) are in place, the UN does not use them. Recognising that these systems have weaknesses, the Paris

Declaration committed donors to help strengthen them, to make them more operational and efficient.”

- “The UN has supported us in different ways to attain the desired results, with its own mechanisms when convenient and with national systems when we have requested it. It has been very flexible and took into consideration issues related to each project or programme.”
- “No answer was given for the last set of questions because each UN agency has different practices. There should be common guidelines for all the UN system for programmes and projects evaluation.”

16. To become more effective in your country, how important is it for the UN to take the following measures?

Chart 26 - Measures to increase UN effectiveness:



The responses to this question are set out in the chart above. It is notable that at least 60% of the Governments felt that it was 'very important' that the UN implement all of the suggested measures, with one exception. The measures most often judged to be important were, in order: 'Focus on areas where the UN has a clear comparative advantage', 'Make better use of results-based methods' and 'Improve the design of programmes and projects.' The support for more "focus" was particularly strong, which is consistent with the comments throughout the survey that call on the UN to be less fragmented, pay more attention to national priorities and less attention to agency mandates.

In terms of the responses from countries with different income levels, the LICs and lower MICs chose 'very important' 70 to 80% of the time on most items. The remaining countries chose 'very important' less often, about 10 percentage points less overall. The single measure that was **not** deemed 'very important' by a majority of countries was the one that referred to non-resident agencies (NRAs) and the responses on this measure were very similar at all income levels. This finding on NRAs is consistent with the findings elsewhere in the survey that suggest that the most effective agencies are generally those that do have a presence in the country.

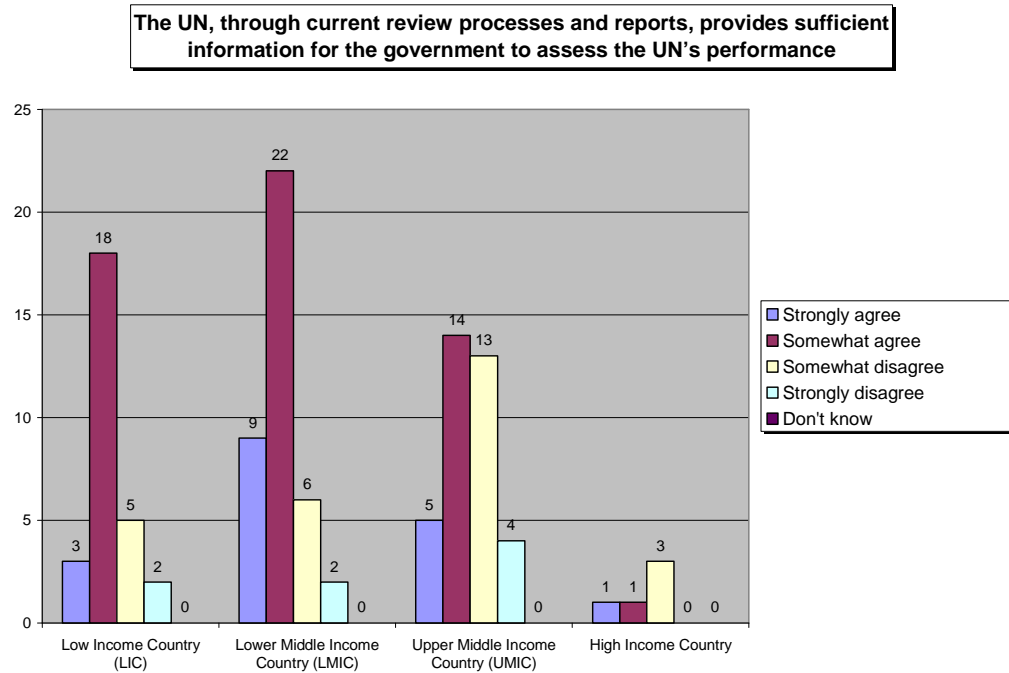
Respondents were invited to mention other measures to improve the UN's effectiveness. A large upper-middle income country urged the UN to "Improve the operational mechanisms and pay more attention to "exit strategies" (sustainability)", reinforcing a message from a country visit to a middle-income country that suggested UN agencies in the country had a tendency to "invent new things" in order to "stay on the ground." These comments suggest that 'country presence' can also have drawbacks.

The other ways the UN could make itself more effective, according to the comments, were: use country financial and procurement systems, collaborate more closely with the Government, mobilize more resources, and strengthen the capacities for planning, programming, implementation, monitoring and evaluation, with an emphasis on integrating cross-cutting themes.

17. The UN, through current review processes and reports, provides sufficient information for the government to assess the UN's performance:

The responses to this question were quite mixed, with only a few countries strongly agreeing with the statement. Also, there was a pattern of decreasing satisfaction with UN reporting as the income level of the country goes up, as the chart below shows:

Chart 27 - Sufficient information for the government to assess the UN's performance:



It is possible that there is a connection between the mediocre performance mentioned under this heading and the limited use being made of national monitoring and reporting systems, mentioned under question 15. The results on this question are mirrored in Topic 4 below, where governments have rated the UN and other external partners on their 'transparency'. While the UN is rated somewhat higher than the other partners, the ratings reflect considerable concerns on the part of governments regarding the transparency of UN operations.

Several Governments elaborated on their responses with comments that may suggest ways of improving the UN's reporting, as follows:

"The shortcoming in some agencies' monitoring and evaluation systems does not allow getting the required data and information for preparing good reports, with specific details that are relevant to the indicators used during programming."

"They should improve their reports so that they measure the added value of their action in the country."

“There is a need to improve reporting on actual impacts and outcomes of the UN’s supported projects and programmes”

“Reports must be simplified and designed in a way that recognises the constraint of limited time available to government staff to review reports.”

“The Government rarely receives reports from any of the UN agencies. A consolidated report or a UNDAF report would be sufficient.” (from a SIDS).

“The processes get changed too often and there is still the tendency to develop one agency focal ministry relationships when the government has adopted a sector wide approach”

“The UN system still has not been able to find an efficient, all-inclusive and cohesive manner by which to communicate its performance and operational activities. Information is presented piecemeal and in unclear terms. In response to timely requests in situations that require it, there is no flexible mechanism to manage and present information, results, achievements, etc” (from a DAO country).

“The shortcoming in some agencies’ monitoring and evaluation system does not allow getting the required data and information for preparing good reports, with specific details that are relevant to the indicators used during programming.”

17 a. Please mention below any UN agencies whose reports on performance are of a high standard, and

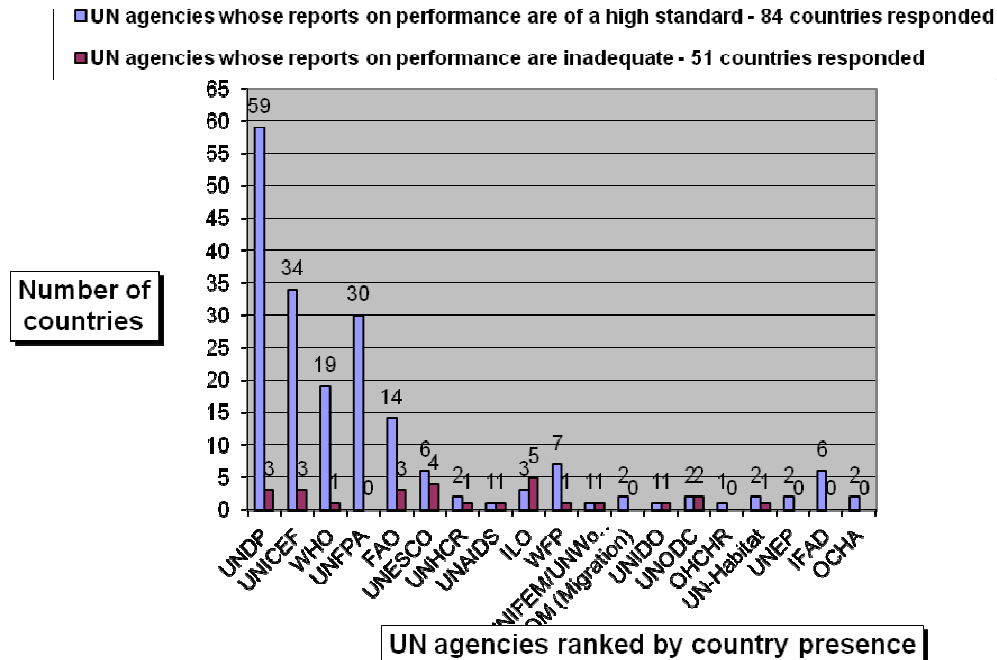
17 b. Please mention below any UN agencies whose reports on performance are inadequate:

As with question 14 above, the responses to both questions are shown together in the chart below. The methodology was the same as for question 14: that is, the names of the chosen agencies had to be written individually in the text box: it was not simply a matter of clicking on a button. In terms of interpreting the results, the factors mentioned under question 14 must again be considered. In particular, as depicted by the pattern of the columns in the chart, the frequency of mentioning an agency was related to the extent of country presence. It is not so clear that the volume of resources should have affected the selections.

Another point that should be noticed is that most agencies are mentioned considerably less often than they were under question 14, starting with UNDP which was mentioned 59 times instead of 88 times. We know this was not because the Government had no opinion, because no-one chose the ‘Don’t know’ option when answering question 17. It appears more likely that many Governments considered the reports to be neither very good nor very poor⁴. Among the larger UN agencies, UNFPA stands out as having a relatively good record on reporting to the Government, based on a comparison of the responses to this question with the responses to question 14.

⁴ Also, notwithstanding the confidential character of the survey, it is also possible that there was some reluctance to criticize agencies by entering them in the B part of these questions.

Chart 28 - UN agencies whose reports on performance are of high standard or are inadequate:



18. Please suggest any additional actions the UN could take to make itself more effective

The final question under Topic 2 invited respondents to suggest additional ways the UN could become more effective. 69 countries took the opportunity to make comments, and many made several suggestions. Delivering as One, expressed as such or in more specific ways, was mentioned at least 18 times. Closer collaboration between UN and the Government was mentioned 7 times. Measures that were advocated by several Governments included joint programming, alignment with national priorities, simplification and harmonization of procedures, building national capacities, using country systems, pursuing more sustainable approaches, following a sector approach, using Government-led monitoring and evaluation, improving reports on performance including more attention to results and impact and more timeliness. Other topics that were mentioned at least twice were reducing overhead charges, being more transparent about procedures, using more national personnel, and communicating results better.

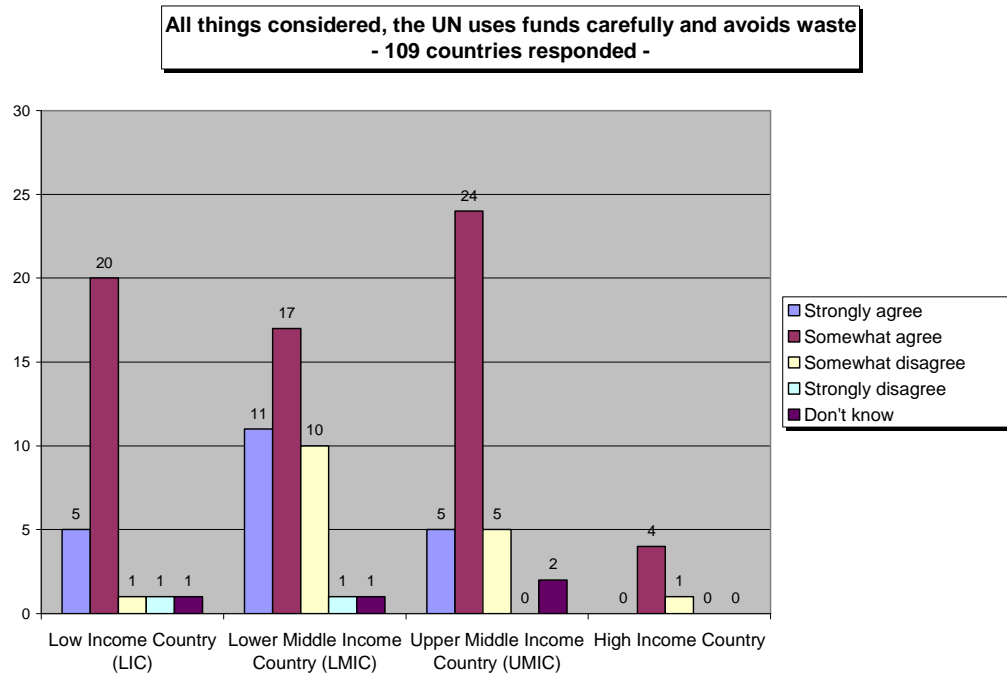
One Government simply asked that all the measures mentioned in question 16 be implemented. And here is a single quote that contains several of the above ideas: "Reports should be more timely and not written to meet UN's monitoring requirements but to give relevant information for us to be able take effective action."

Topic 3 – Efficiency

19. All things considered, the UN uses funds carefully and avoids waste:

The responses to this question, organized according to country income group, are shown in the chart below:

Chart 29 - Uses of UN funds:



In the above chart, the columns represent the number of countries that responded in each income category with each type of response (strongly agree, etc.)

The dominant feature of this table is that most countries “somewhat agree” that the UN “uses funds carefully and avoids waste.” The lack of strong agreement is particularly noticeable in the middle and upper income countries. Taken together with the fact that 17.4% of countries either somewhat or strongly disagree, it may be concluded that there is much room for improvement.

Among the additional comments made by the Governments were the following:

- “Under DaO programme this is so true because there is no duplication, resources are shared, overheads are also shared, each agency concentrates on areas where it is best suited.”
- “Excessive management and administration cost.”

- “In this country (a DAO country), the UN System is known for its transparency and cautious use of funds, be they its own or those managed for others.”
- ““Given the fact that resources are scarce, management is of the essence. Nevertheless, it is not practical to sacrifice quality in order to reduce costs. Quality should be taken equally into consideration with a view to sustainability.”
- “Not waste as such, but it is spent on purposes not related to the main target of the Government and communities”
- ““Funds are mainly used to finance the UN’s priorities instead of national priorities. Most funds are absorbed by operating costs, which means that the share for beneficiaries is too low to respond to their needs.”
- “Some ‘waste’ was important for the security of the UN teams working in the field which is considered critical for some post-conflict countries like ours.”
- “The statement applied to some agencies but not to others.”

The same question was included in the CSO survey. Here are the responses from Governments and CSOs side-by-side:

Table 3 - Uses of UN funds, responses from Governments and CSOs:

The UN uses funds carefully and avoids waste	Strongly agree (%)	Somewhat agree (%)	Somewhat disagree (%)	Strongly disagree (%)	Don’t know (%)
Government responses (109)	19.3	59.6	15.6	1.8	3.7
CSO responses (276)	28.6	38.4	15.9	10.9	6.2

The above table shows a significant but not dramatic difference in the responses from Governments and CSOs. The greater disposition of CSOs to select the extreme (“strongly”) boxes could suggest greater frankness on the part of CSOs, but in responding to other questions such as question 20 below, the CSOs did not select the extreme options more often. It appears more likely therefore that the differences could be due to Governments and CSOs having different concepts as to what constitutes wasteful expenditures.

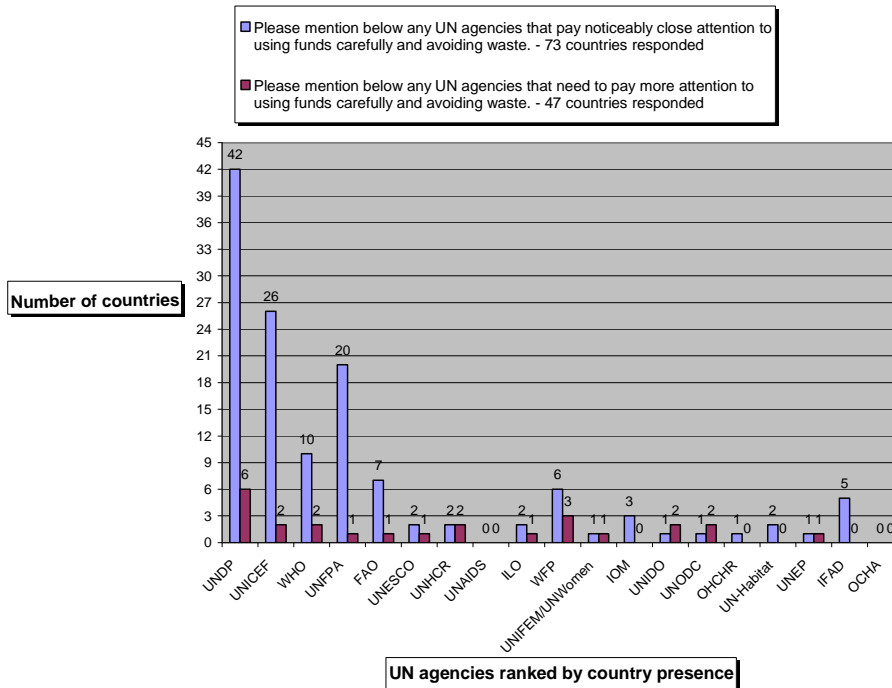
19 a. Please mention below any UN agencies that pay noticeably close attention to using funds carefully and avoiding waste, and

19 b. Please mention below any UN agencies that need to pay more attention to using funds carefully and avoiding waste:

As with questions 14 and 17 above, the responses from Governments to both questions are shown together in the chart below. The methodology was the same as for those questions: that is, the names of the chosen agencies had to be written individually in the text box: it was not simply a matter of clicking on a button.

In terms of interpreting the differences between agencies, the factors mentioned under question 14 must again be considered. In particular, as depicted by the pattern of the columns in the chart, the frequency with which an agency was mentioned was related to the extent of country presence. It is not so clear that the volume of resources should have affected the selections in this case. In fact, it could be imagined that agencies with relatively large sums to spend might be found more 'wasteful' than those with small budgets. This was not the case.

Chart 30 - UN agencies that pay noticeably close attention to using funds carefully and avoiding waste and UN agencies that need to pay more attention to using funds carefully and avoiding waste:



However that may be, neither the 'country presence' factor nor the 'volume of funds' factor can explain why UNFPA was assessed more favourably than WHO or FAO. What is apparent from the above chart is that the three ExCom agencies that exist on voluntary contributions and that engage almost universally in country programming (UNDP, UNFPA and UNICEF), are the ones judged most often as careful users of funds.

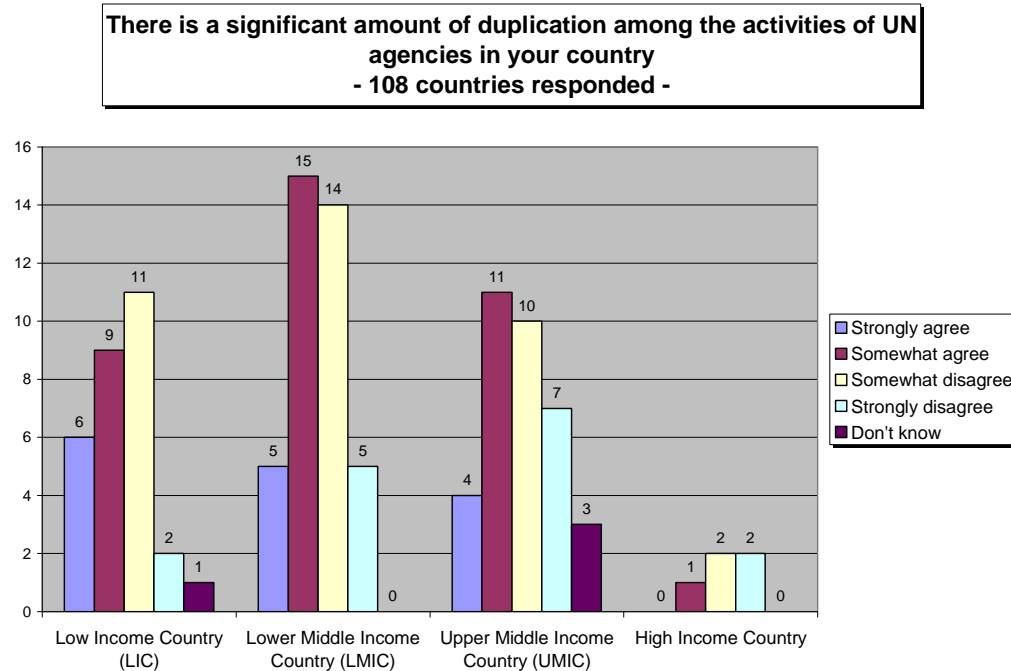
It will also be seen that very few agencies were assessed favourably by as many countries as they were in the two preceding questions structured this way (questions 14 and 17). In fact, the majority of agencies were assessed favourably by less than half as many countries as they were on question 14. IFAD stands out as being selected more often in the favourable sense on question 19 than on question 14. Some agencies including UNDP were cited unfavourably more often on question 19. These are

further indications that most agencies may need to consider how to improve their performance in this area.

20. There is a significant amount of duplication among the activities of UN agencies in your country:

This question explored one of the main aims of UN reform: to reduce the amount of overlap or duplication among UN entities working at the country level.

Chart 31 - Duplication among the activities of UN agencies:

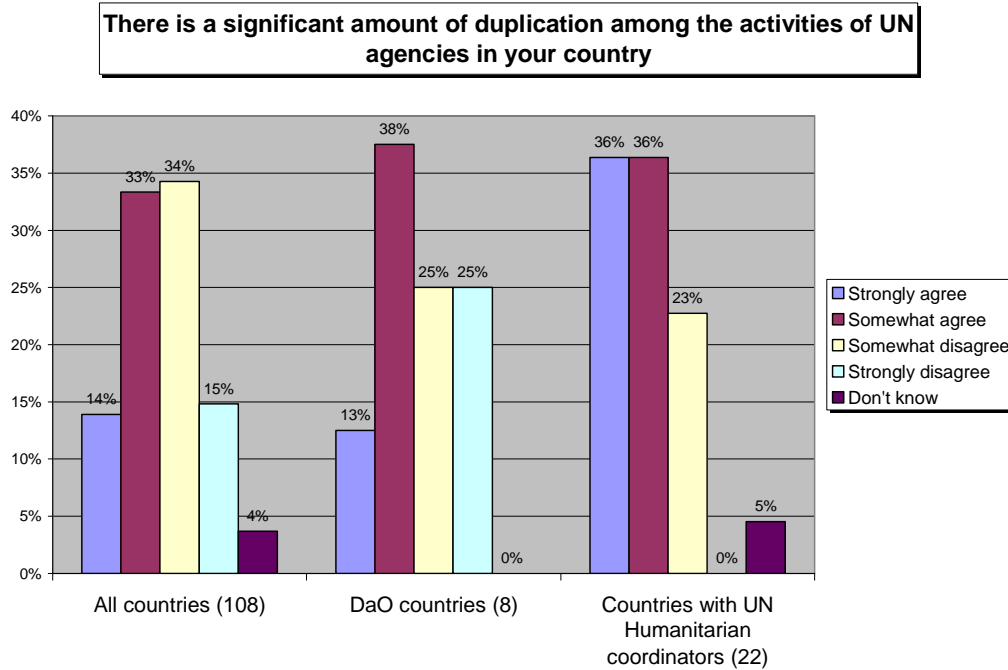


The above chart suggests that the Governments of countries at every income level have varied perceptions of the amount of duplication that exists among UN agencies in their country. At the same time, it can be seen that the Governments of countries at the lower income levels were more likely to have noticed duplication than the Governments of countries at the higher income levels. An explanation of this could be that more agencies are active in the countries with the lowest incomes, thereby increasing the risk of duplication. Another could be that, as income levels rise, Governments tend to have more effective aid coordination machinery and make sure that agencies do not duplicate: this explanation was given in the comments received from more than one of the Governments.

Among other comments, an LDC Government called for “more coordination and fewer UN agencies”, while a small island Government added: “Not a lot of duplication, given limited UN presence in country. But not a lot of harmonization between UN agencies.”

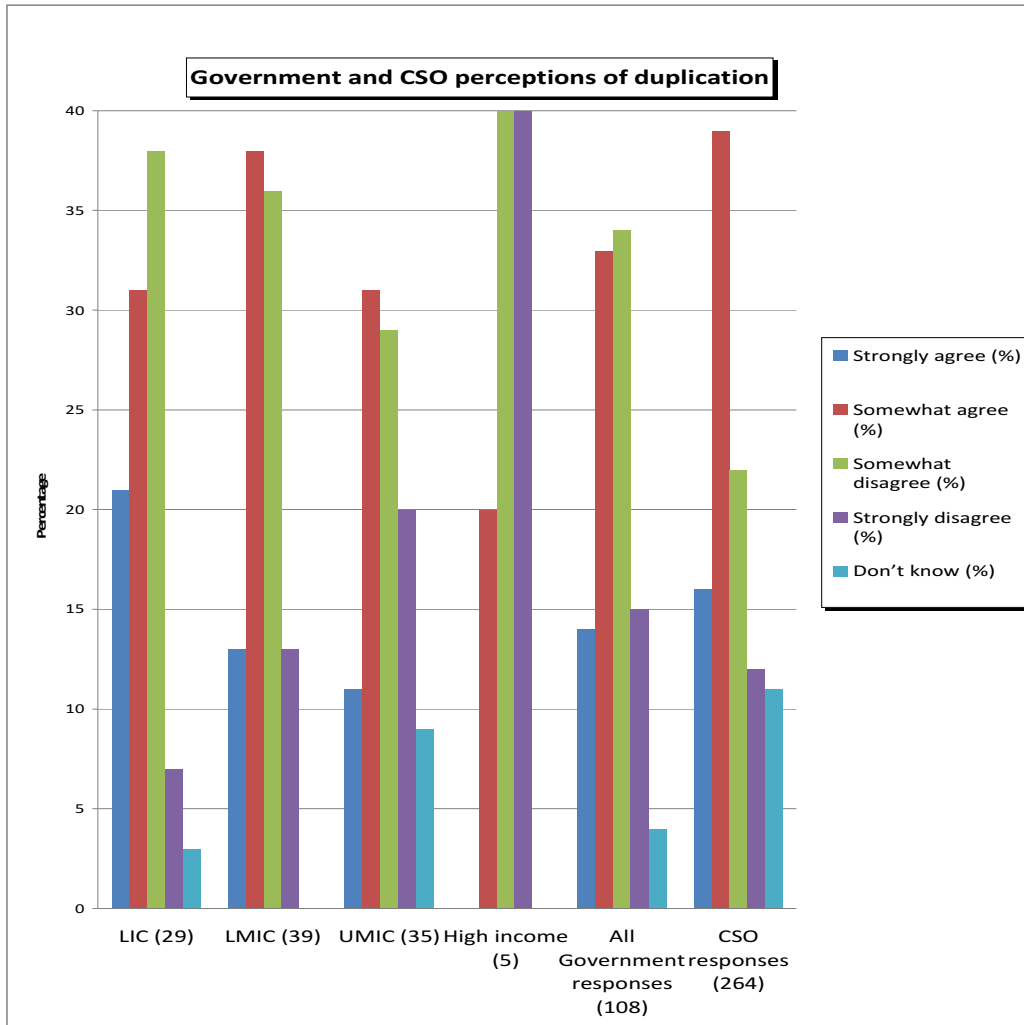
Many Governments indicated that the UNDAF or DaO had enabled them to prevent duplication. The chart below suggests that DaO may have been helpful in reducing duplication, but not in a very significant way. The chart also shows that the countries with UN Humanitarian Coordinators are at the opposite end of the spectrum from the DaO countries: that is, they experience the greatest amount of duplication.

Chart 32 - Duplication among activities of UN agencies, all countries, DaO countries and countries with a UN Humanitarian Coordinator:



The same question, on whether there is a significant amount of duplication among the activities of UN agencies in the country, was asked in the survey of civil society organizations (CSOs). The responses from Governments and CSOs are shown in the chart below. (The data for country income groups is the same as shown in the previous chart, except that it is expressed in percentages instead of absolute numbers.)

Chart 33 - Government and CSO perceptions of duplication:



The above chart suggests that the CSOs were aware of more duplication than the average Government. Overall, the CSO perceptions were similar to those of LIC Governments. This could be a reflection of the type of country in which the participating CSOs were based; further analysis would be needed to test that hypothesis.

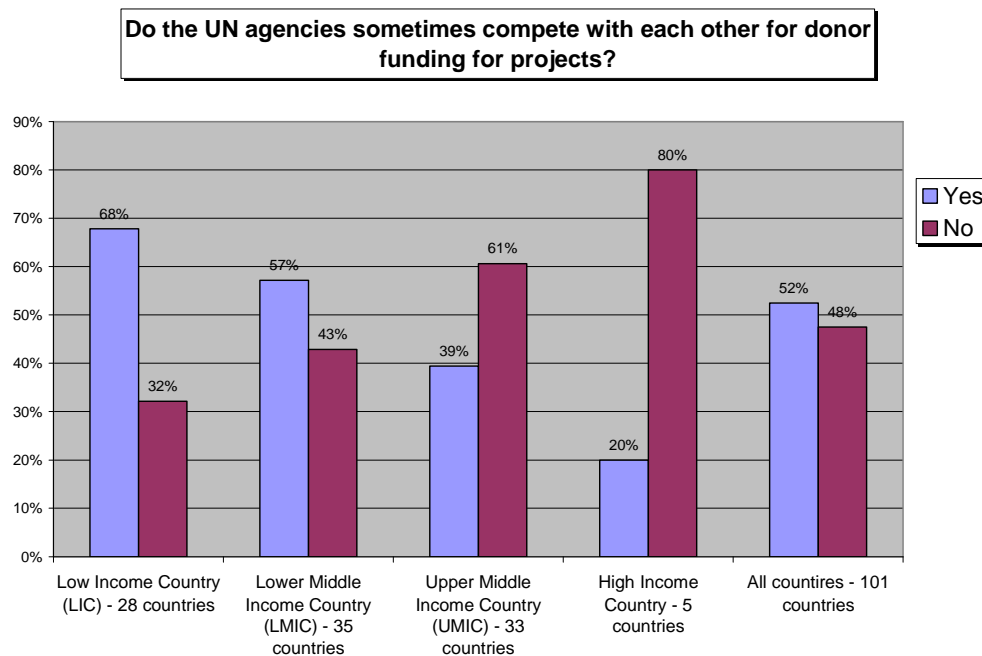
21. Do the UN agencies sometimes compete with each other for donor funding for projects?

The responses to this question are set out in the chart below. More than with the previous question, the general experience of the low-income countries is noticeably different from the experience of other

countries on the topic of competition among UN agencies. Moreover, there is a marked progression towards a perception of less competition as one moves up the income scale. This may be due to there being fewer agencies on the ground and fewer donor resources to compete for in the higher income countries. This does not mean that there is no competition in the higher income groups. Clearly there is, since 39% of Governments in the upper middle income group reported competition.

As regards the Governments of Integrated Mission countries, 8 out of 9 countries that answered the question said they were aware of competition. There were no 'No' responses, and there was one 'Don't know'. This tends to corroborate what was found in the responses to question 20 above and in the RC-UNCT survey report about the broad scope for overlap among agencies in humanitarian situations, including 'early recovery'. In their comments on this question, one of the IM Governments mentioned that there was competition in regard to "Funds coming from the Peace-building Fund and the UN Trust Fund."

Chart 34 - Competition among UN agencies for donor funding for projects:



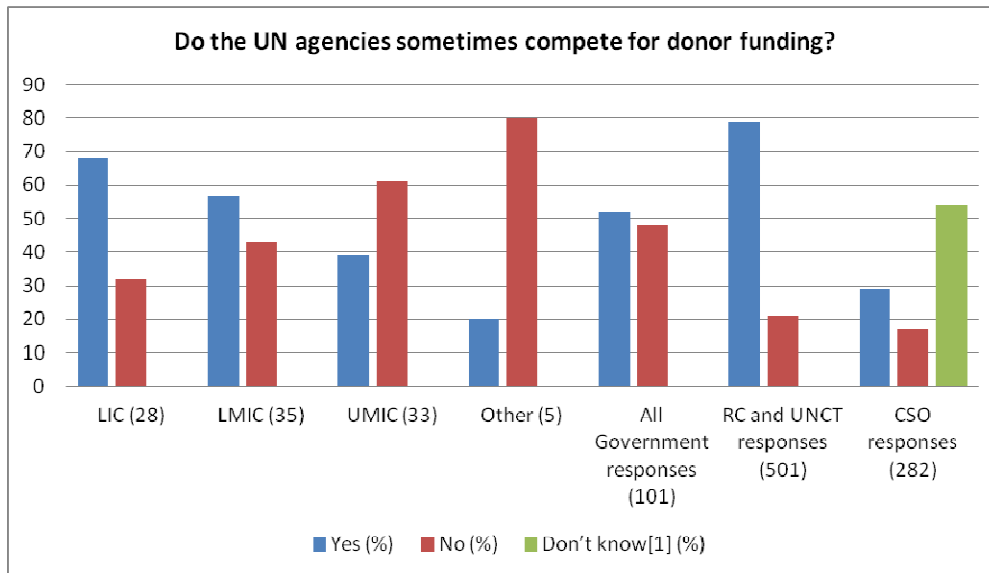
A similar picture emerges when one selects only the countries with UN Humanitarian Coordinators. In this case, 17 of the 20 Governments (85%) that answered the question reported competition among UN agencies. Two answered 'No', and one answered 'Don't know'. Again, 85% is a much higher percentage than for programme countries in general. One country's comments captured several inter-related issues in noting that competition occurred "especially in a joint programme where they are using the pass-through method to get some benefit of administrative cost. All agencies wanted to be part of the implementation of that programme regardless of their comparative advantage and this caused

fragmentation, huge transaction costs on the Government and as a result delays in programme implementation. Even though under joint programmes pooling of resources is one option, this has never happened in this country because of the 7% that they may lose and also many differences in the financial procedure of each and vertical accountability of each to the HQ.”

Another country with a UN Humanitarian Coordinator, anticipating the next question, made this observation: “Competition is crucial sometimes for doing any business including development assistance provided by UN Agencies. So it is positive to have such competition as each organisation working in its specialized sector and responding to the country priorities.”

The identical question was asked in the survey of RCs and UNCT members and in the survey of CSOs, so the responses are shown together in the chart below (columns show percentages):

Chart 35 - Competition among UN agencies for donor funding for projects, by Income groups, UNCT responses and CSO responses⁵



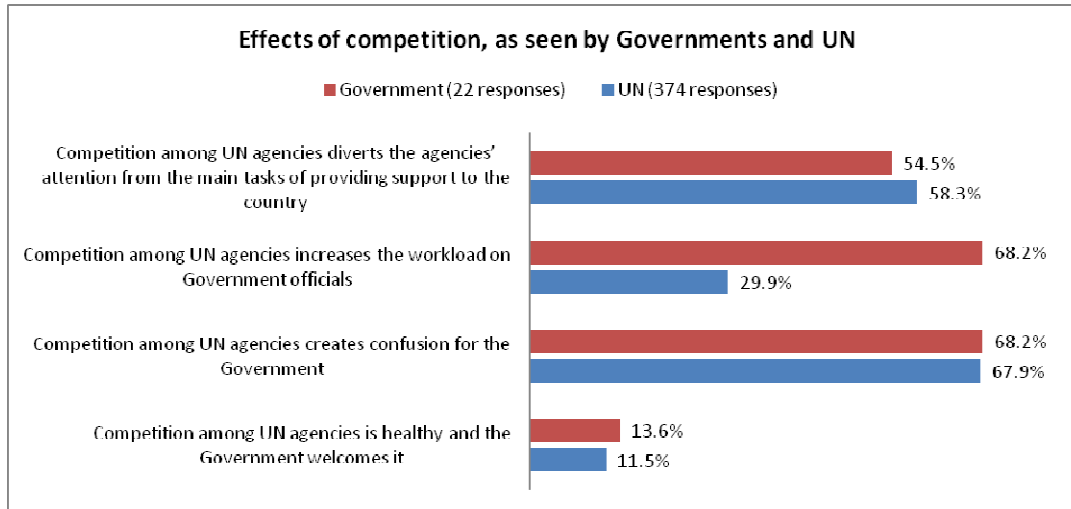
A key conclusion to draw from this chart is that, for obvious reasons, the UN agencies themselves are the most aware of the existence of competition. The perspectives of the UN agencies are set out fully in the report on the RC-UNCT survey.

⁵ The “Don’t know” option was available only in the CSO survey.

21a. If the answer to question 21 was Yes, please check any of the following statements that apply:

This question aimed to explore the impact of competition among UN agencies. The responses are presented in the chart below:

Chart 36 - Effects of competition, as seen by Governments and UN:



The question was answered only by respondents who answered 'yes' to question 21. The above chart shows how often a particular option was selected. There was no restriction on the number of options that could be chosen. The chart shows remarkably similar responses from the Governments and UN country teams on three of the four items. Thus, for example, only a very small percentage (less than 15 per cent) of each groups thought competition could be helpful, while the others viewed competition as having undesirable results. The breakdown by country income level shows no particular pattern other than that shown above.

The area where Governments and the UN country teams differed was on the effects on Government workload. The data seems to suggest that UN officials are inclined to under-estimate the effect that their competition has on the Government's workload.

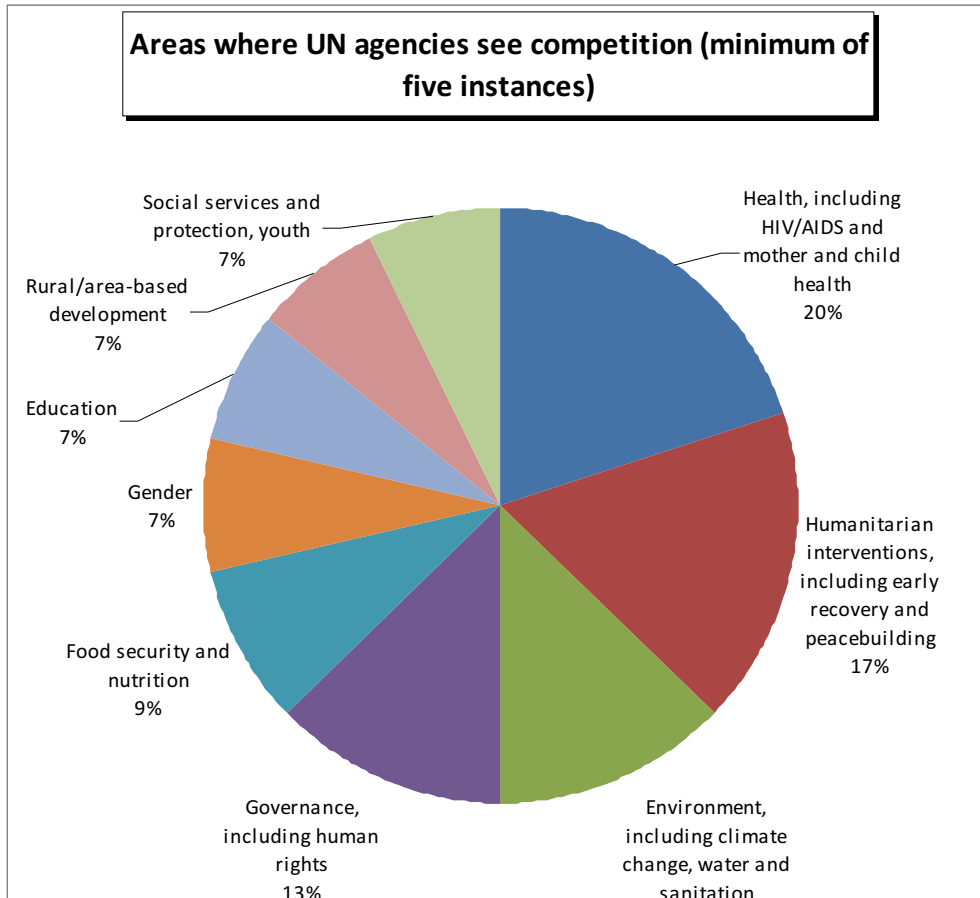
As in the case of the survey of UN country teams, the Governments were invited to mention in the comment box any areas where they had particularly noticed competition. Only 20 countries provided responses, so there is not much data in this regard. Many sectors or areas were mentioned just once. The only areas that were mentioned more than once were humanitarian interventions (including the Peace-Building Fund) and health. These were mentioned three times each.

Although the Government responses are based on very little data, they are consistent with the responses provided in the survey of UN country teams, where health and humanitarian interventions

also topped the list of areas in which the respondents reported competition. The results of the UN country teams survey on this topic are shown in the chart below.

One respondent explained a positive side to competition, as follows: “Public finance reform (UNDP & World Bank): It is healthy to have such competition as it will make the country have the chance to compare results and efficiency.”

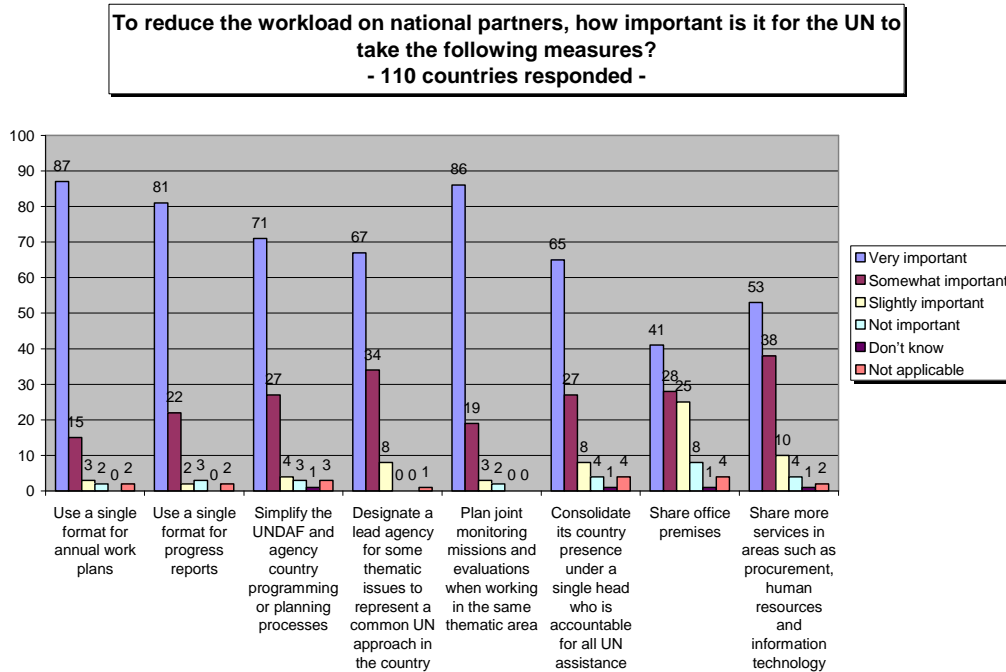
Chart 37 - Areas where UN agencies see competition:



22. To reduce the workload on national partners, how important is it for the UN to take the following measures?

The responses to this question are set out in the chart below:

Chart 38 - Measures for the UN to take to reduce the workload on national partners:



A remarkable feature of the responses to this question was the regularity with which the extreme option (very important) was chosen. The above table shows that at least 80 of the 110 Governments who completed this question rated the following three measures as “very important”:

- Use a single format for annual work plans
- Use a single format for progress reports
- Plan joint monitoring missions and evaluations when working in the same thematic area

Moreover, 60 to 80 of the 110 Governments who completed this question rated the following additional three measures as “very important”:

- Simplify the UNDAF and agency country programming or planning processes
- Designate a lead agency for some thematic issues to represent a common UN approach in the country
- Consolidate its country presence under a single head who is accountable for all UN assistance

The remaining measures:

- Share more services in areas such as procurement, human resources and information technology, and
- Share office premises

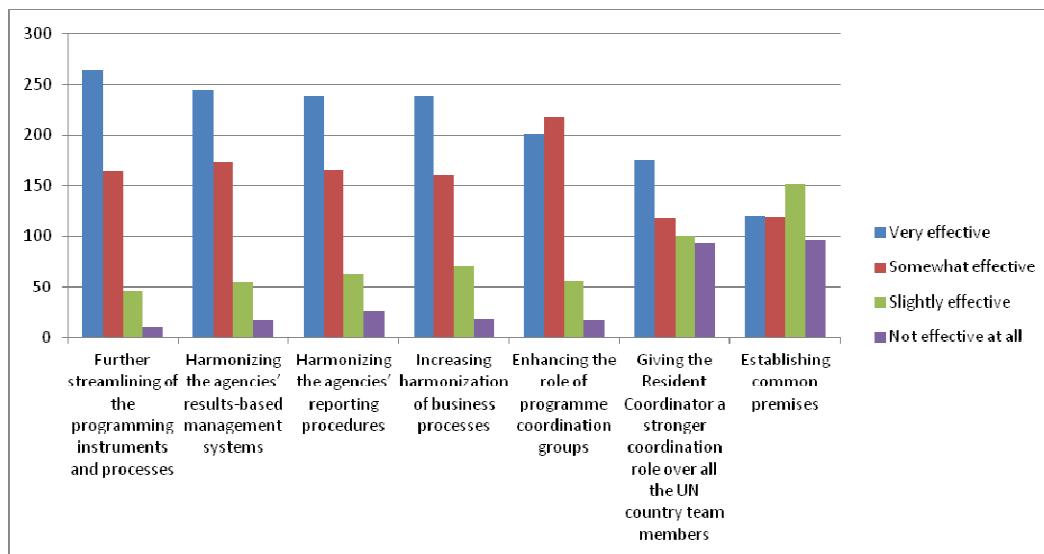
were rated ‘very important’ by fewer countries, possibly because these measures are more internal in nature, and may impinge less directly on the Government.

The analysis by country income group showed no significant differences in the importance that each income group attached to the measures, whether it was a single work plan format, consolidating the UN presence under a single head, conducting joint missions, designating a lead agency, common premises or harmonizing operations. On some measures, a higher proportion of LICs selected ‘very important’ and the proportion tended to decline as the income level rose. This was the case of a ‘single reporting format’, where 86% of LICs selected ‘very important’ while the corresponding figure for the three other income groups was 75%, 64% and 60%. The pattern of responses was similar in respect of a simplified UNDAF/CP process.

Respondents were invited to use the comment box to mention other ways the UN could help reduce the transaction costs faced by the Government. Several Governments reiterated the importance of making more use of country systems, while others called for increased alignment, closer collaboration with the Government, enhanced field presence, more use of local staff, speak with one voice and report annually on the UNDAF.

It may be of interest to compare the Governments’ responses on some of the above measures to reduce transaction costs with the views of UN country teams on measures to improve UN coherence. The relevant UNCT data is shown in the following chart (the y-axis shows the number of UNCT members who selected each option):

Chart 39 – Assessment by UNCT members of measures that could lead to improved UN coherence:



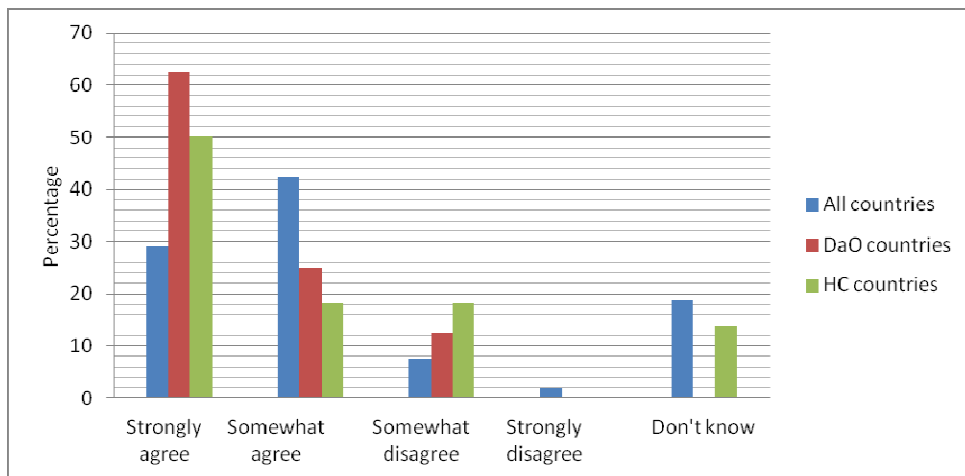
Although the context of the questions was somewhat different, and the answer options also differed (“very effective” instead of “very important”, and so on), it is difficult to escape the conclusion that

programme country Governments are more strongly in favour of certain measures than are UN country team members. This tends to corroborate what was already seen in regard to other questions, such as question 13 above on the value-added of the UNDAF. The greatest divergence between the Government and UN country team views was on the topic of endowing the RC with greater authority. Here the Governments were much more strongly in favour, 59.6% of Governments judging the measure as “very important” even though the wording of the statement in the Government survey was more far-reaching than in the UN survey: the latter only mentioned a ‘stronger coordination role’, not outright ‘consolidation’ of the UN presence under a single head. On the less far-reaching question in the UN country team survey, 78.1% of RCs responded with ‘very important’ while only 24.3% of the other UN country team members chose ‘very important’. On harmonizing business processes and on common premises, the divergences in views were less striking than on the other topics.

23. UN joint funding mechanisms (multi-donor trust funds, One UN Funds) have led to greater UN coherence:

The chart below shows the extent to which all countries, DAO countries, and countries where there is a UN Humanitarian Coordinator agreed that joint funding mechanisms had led to greater coherence.

Chart 40 - UN joint funding mechanisms:



106 countries answered this question. Overall, the experiences seem mixed, which may be due to the fact that these mechanisms are quite new to many countries, and in fact do not exist at all in some countries, as shown by the fact that nearly 20% of respondents stated ‘Don’t know’.

The chart suggests that the DAO countries assess joint funding mechanisms more favourably than other countries. This could be interpreted as a reflection of greater coherence overall in the DAO countries. Interestingly, the countries with UN Humanitarian Coordinators also had a somewhat more favourable view of joint funding mechanisms than the countries in general. A possible explanation could be that both DAO and ‘HC’ countries have more experience of joint funding mechanisms and have learned how to make the best use of them. In this regard, one of the countries visited by DESA for the QCPR had

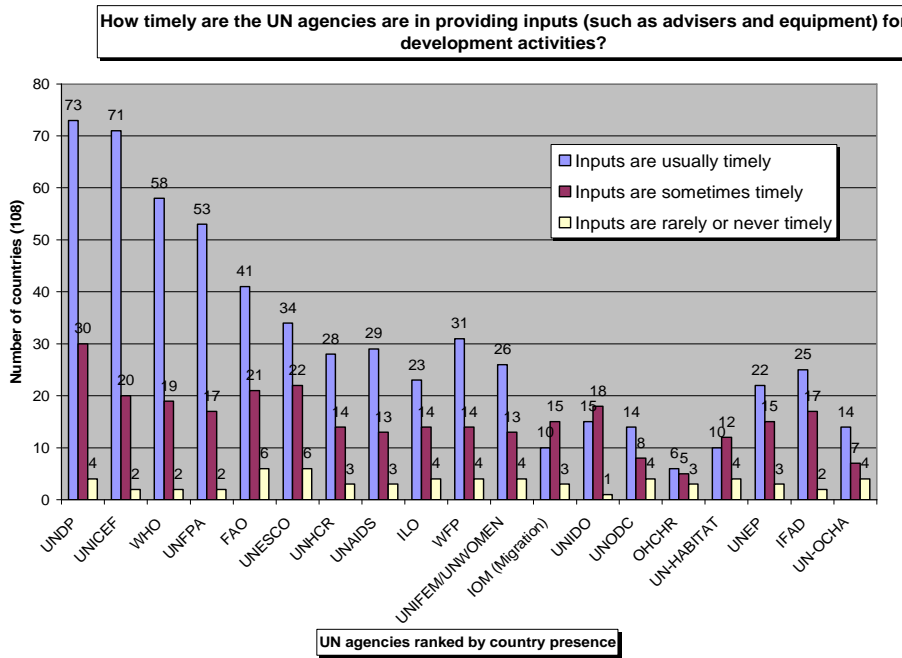
benefited from several projects under the MDG fund and indicated that while there had been initial difficulties with joint programmes, they had learned from the experience and now they were developing new joint programmes with greater ease. Another possible explanation for the results shown in the chart could be that both DAO and ‘HC’ countries have had relatively well staffed RC offices which facilitated the management of joint funding mechanisms.

The following were among the additional comments provided by Governments:

- Such funds are useful but access criteria to Expanded Delivering as One Funding Window for Achievement of the Millennium Development Goals must be reviewed, because middle income countries are penalized. These funds allocation should be based on real development needs of the countries.
- I would like to see the “Delivering as One’ approach applied to my country to reduce fragmented and disparate interventions. We have to literally harass each UN agency every quarter to get information, and the lack of response from some of them is an additional heavy burden for the Government. This issue would certainly be solved if there was a real and effective coordination between agencies.

24. From the following list please assess how timely the UN agencies are in providing inputs (such as advisers and equipment) for development activities. Please check only the agencies for which you have good information, and skip the others.

Chart 41 - How timely the UN agencies are in providing inputs for development activities:

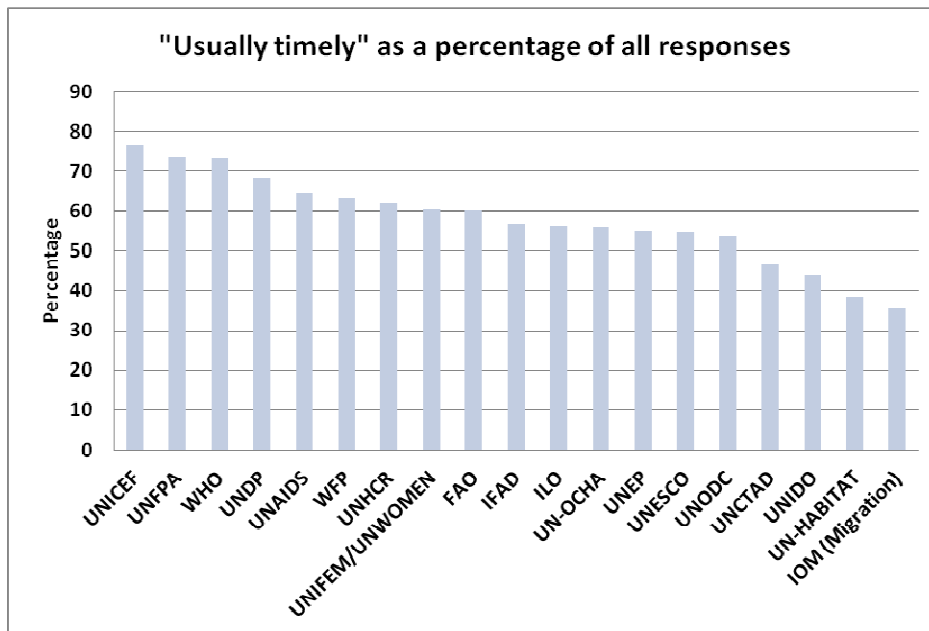


The above chart shows the responses to this question. It should be noted that the instructions included the following additional words: "Please check only the agencies for which you have good information, and skip the others."

As with other questions where Governments had an opportunity to assess agencies individually, country presence appears to be significant factor in the ratings. Besides country presence, another factor could be the extent of delegated authority enjoyed by the country representatives, the assumption being that offices with more delegated authority can act faster.

To gain some insight into the performance of agencies relative to each other, one may compare the number of times an agency was judged to be "usually timely" with the total number of times that agency was rated. In the case of UNDP, for example, this would be 73 out of 107, or 68%. The result of making this calculation is shown in the chart below:

Chart 42 - "Usually timely" as a percentage of all responses:

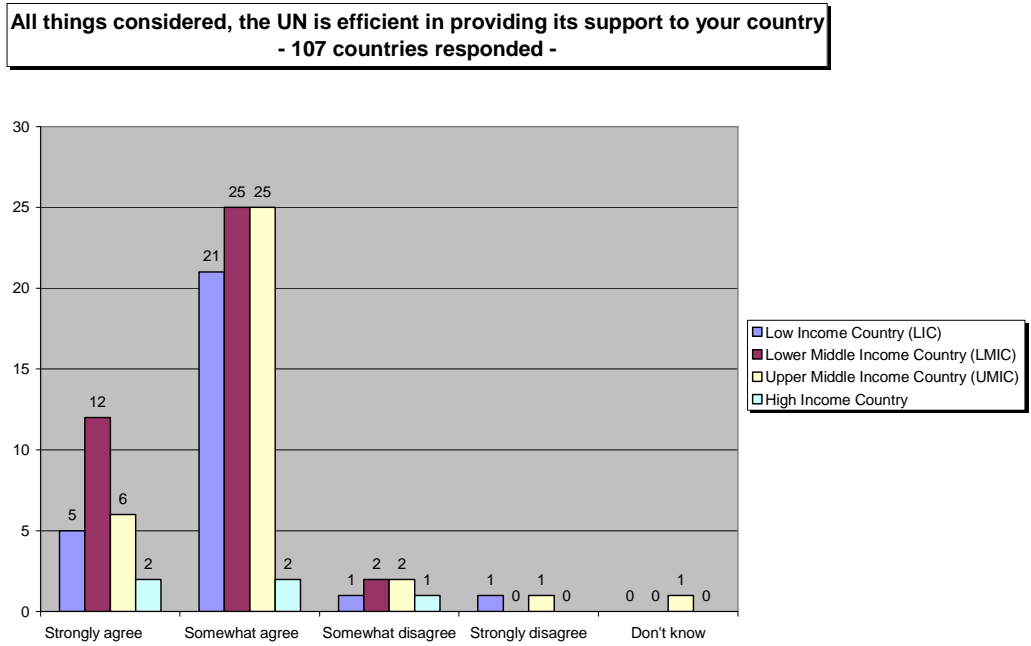


The above chart presents the data in a way that removes the influence of the overall number of times an agency was rated. (The agencies that are included are those that were rated by at least 25 countries; data for all agencies can be found in the statistical annex.) By comparing the number of times an agency was rated "usually timely" with the total number of times it was rated, the chart probably presents most accurately the Government perceptions of how agencies perform relative to each other in regard to timeliness. Once again, the data seems to confirm that agencies with country presence are found to be more timely.

25. All things considered, the UN is efficient in providing its support to your country:

The responses to this question are shown below, organized according to country income groups:

Chart 43 - Efficiency of the UN in providing its support:



The heavy clustering of responses from all income groups around ‘somewhat agree’ suggests that most countries do not have strong views one way or another on this question. The results are consistent with the findings under the preceding questions related to efficiency (questions 19 to 24); that is, there is considerable scope to do better. Also corroborating the findings under some of the preceding questions, Governments view some agencies as being much more efficient than others: see below.

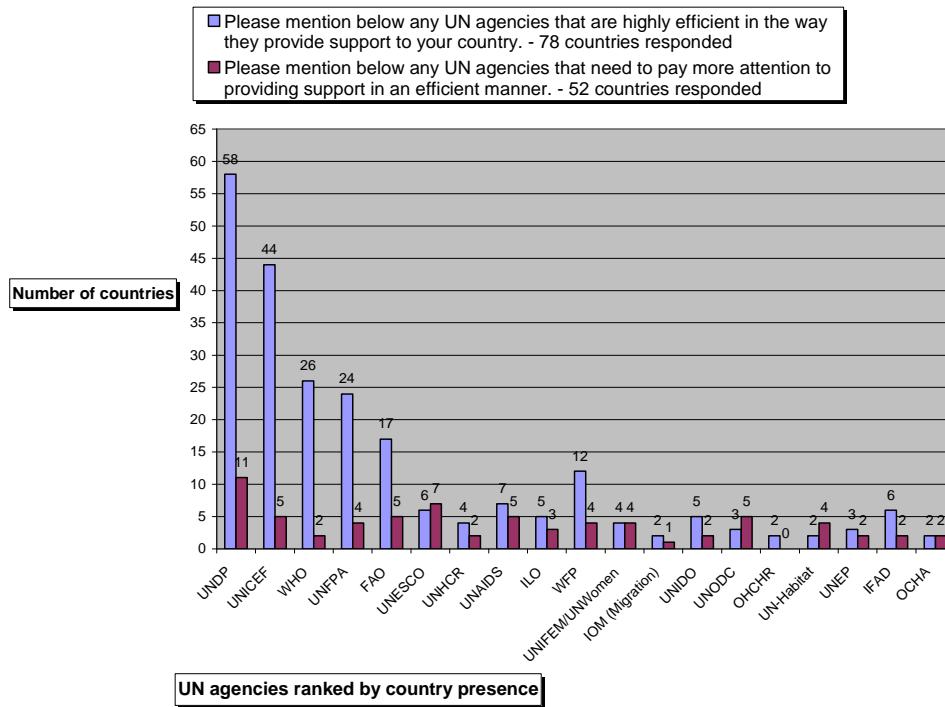
25 a. Please mention below any UN agencies that are highly efficient in the way they provide support to your country, and

25 b. Please mention below any UN agencies that need to pay more attention to providing support in an efficient manner:

The responses on questions 25a and 25b are shown in the chart below. As was the case with questions 14, 17 and 19, the names of the chosen agencies had to be written individually in the text box: it was not simply a matter of clicking on a button. In terms of interpreting the results, the factors mentioned under question 14 may again be considered. In particular, as depicted by the pattern of the columns in

the chart, the frequency with which an agency was mentioned was naturally related to the extent of country presence. It appears less likely that the level of the agency's expenditures would have affected the selections in this case.

Chart 44 - UN agencies that are highly efficient in the way they provide support and UN agencies that need to pay more attention in providing support in an efficient manner:



Comment [C1]: See comments C3 and C4 above

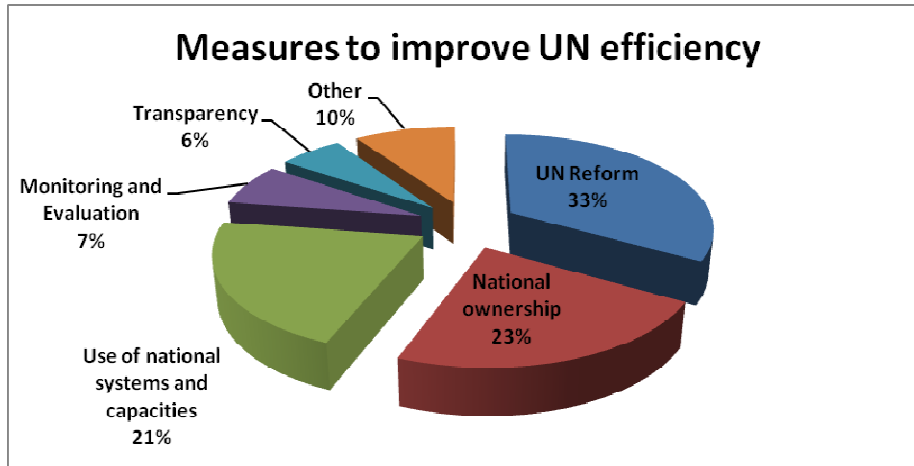
The chart indicates that, for most agencies, the number of times mentioned favourably greatly exceeds the number of times mentioned unfavourably, particularly for the agencies with the most extensive country presence. However, comparing the results from this question with the results from the earlier questions structured this way, there are clearly fewer favourable mentions and more unfavourable mentions overall. In three cases, the agency was mentioned unfavourably more often than it was mentioned favourably. Although the absolute numbers are small, meaning that it is hazardous to generalize from this data, the agencies in question might nonetheless find it useful to explore why they were viewed in this way.

26. Please suggest any measures that would improve the UN's efficiency in your country:

Sixty Governments offered comments on this final question under the topic of 'Efficiency'. Many repeated the comments they had already made under the headings of relevance and effectiveness. 28

of the comments referred to UN reform initiatives including DAO, UNDAF and measures to harmonize procedures, reduce duplication etc. The next most frequently mentioned topic was national ownership, under which 19 Governments called for closer consultation between the UN and the Government on planning and implementation of programmes, closer alignment with national priorities, and more support for aid coordination. The third topic, mentioned 18 times, was capacity development, particularly greater use of country systems. Other topics mentioned at least five times were better monitoring and evaluation and more transparency (including regular reporting).

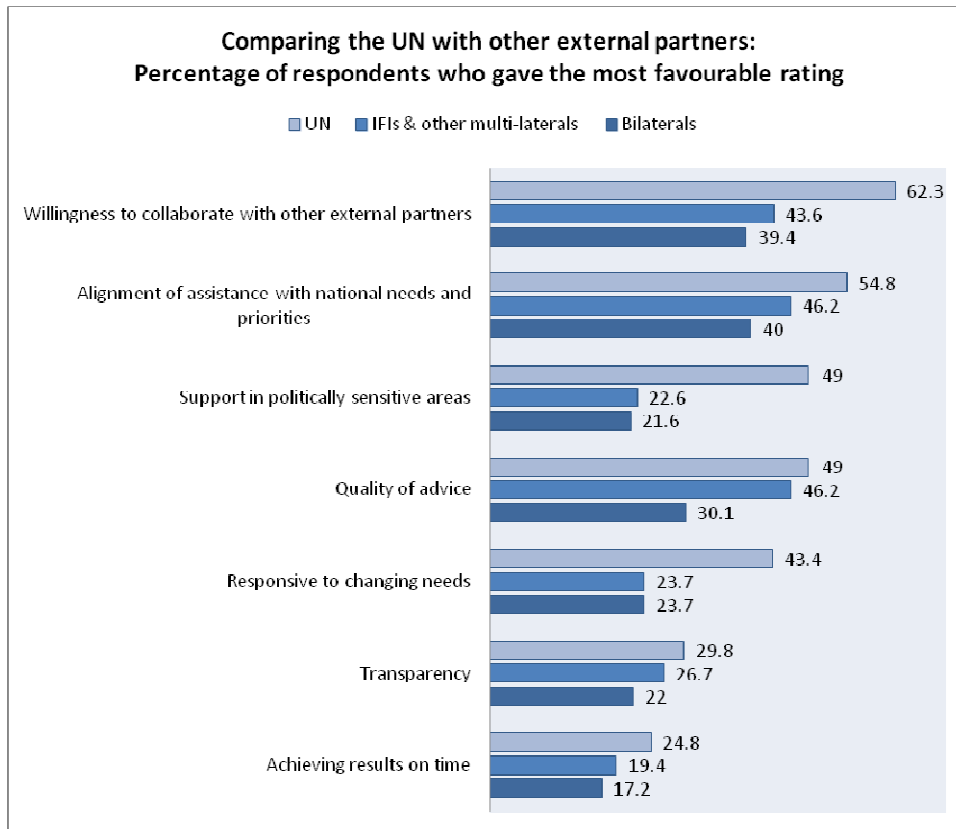
Chart 45 - Measures to improve UN efficiency:



27. Topic 4: The UN compared with other development partners

Under this fourth topic of the survey, programme country Governments were given the opportunity to compare their perceptions of the UN development system and two other main categories of external partners: the International Finance Institutions (IFIs) and other multilaterals organizations, and bilateral donors. The chart below shows the percentage of Government respondents who gave each category of partner the most favourable rating (very collaborative, very transparent, etc.) out of three alternative levels of agreement (very, somewhat or not at all) in each of seven performance areas.

Chart 46 - Comparing the UN with other external partners:



These questions meant that respondents were asked to generalize among groups of partners that are not necessarily homogeneous. While most countries provided answers, a few did point to the difficulty of making generalizations, noting for example that some bilateral donors were closely aligned while others were not. The UN system, although judged more favourably than the others, also did not go without criticism. For example, in regard to alignment, one respondent commented that “There a need to achieve balance between individual agency mandates and country priorities.”

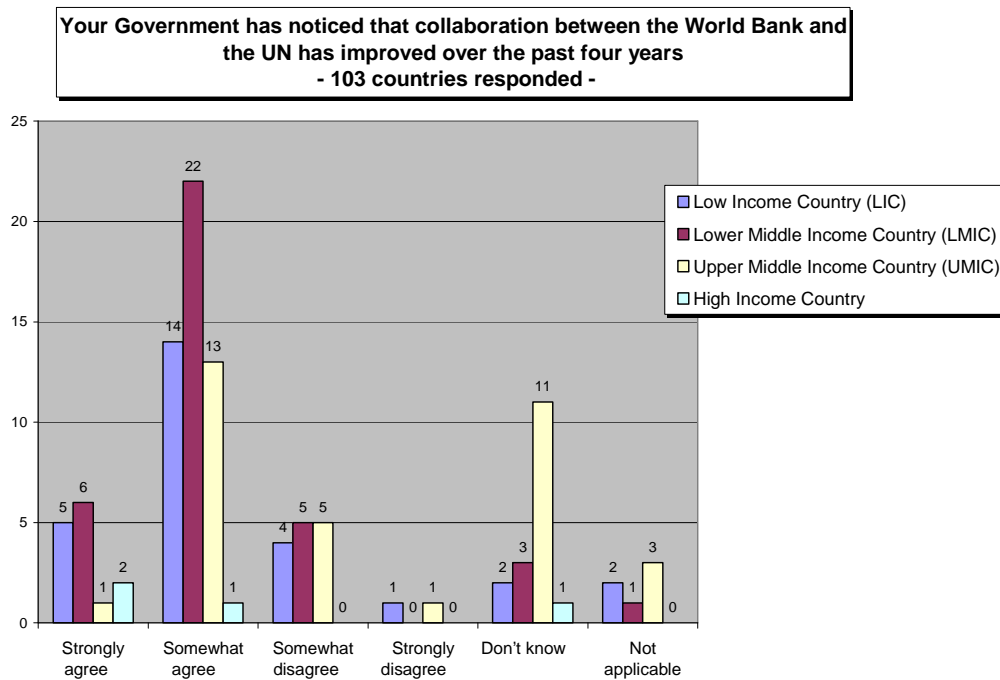
The above chart suggests that there are three performance areas where Governments see a substantial difference between the UN and either of the other groups of partners. That is, on willingness to collaborate, on support in politically sensitive areas, and on flexibility to meet changing needs. The first two of these results are not perhaps surprising given the UN's universality and neutrality, but the third is not so easy to interpret. In any event, from a UN perspective it is a positive sign, considering among other things the stress that TCPR resolutions have placed on being responsive to national needs and priorities.

Not so encouraging from a UN point of view is the fact that the UN was seen as little different from other partners when it came to either transparency or achieving results on time. The assessment on the topic of transparency tends to corroborate the reservations noted under question 17 on the quality of reporting by the UN. It may nonetheless be considered a somewhat unexpected result, given that the UN is "owned" by its member states. Also noticeable about the last two performance areas is the low ratings given to *all* categories of external partner.

28. Your Government has noticed that collaboration between the World Bank and the UN has improved over the past four years:

The responses to this question are shown below, organized according to country income groups. The y-axis depicts the number of countries that chose each answer option.

Chart 47 - Collaboration between the World Bank and the UN:



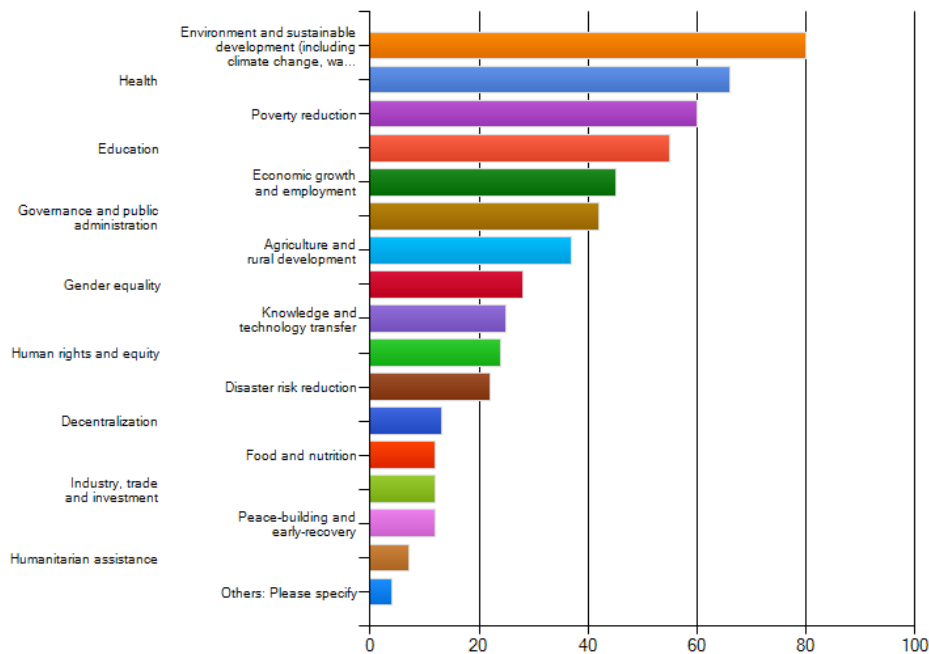
The overall picture presented by this data is that collaboration between the UN and the World Bank was not judged to have improved significantly in the last four years. To the extent that improvements were noticed, it was mostly in the low-income and lower middle-income countries. Few Governments offered supplementary comments, and there was no particular pattern to the comments. DAO countries and countries with a UN Humanitarian Coordinator gave similar responses to those given by the low-income countries. The most positive responses came from countries where the UN has an Integrated Mission: all these responses indicated that they strongly or somewhat agreed with the statement, except one country where the question was not applicable.

29. Lastly, please select the five most important areas for UN assistance to your country in the next four years, from the following list:

The chart below shows the number of respondents who selected each of the areas, or themes.

Chart 48 - The most important areas for UN assistance to your country in the next four years:

29. Lastly, please select the five most important areas for UN assistance to your country in the next four years, from the following list:



It is interesting to compare the responses to this question with the responses to question 11, which asked in which areas the UN had (until now) made a specially significant contribution. It should be kept in mind that the overall numbers in question 11 were much higher because there was no limit on the

number of thematic areas that could be chosen whereas for question 29 there was a limit of five. Nonetheless, there is a similar overall pattern to the responses, with environment again at the top of the list and somewhat more noticeably ahead of the next choice, health.

Thematic areas that were selected much less often under question 29 include disaster risk reduction, peace-building and early recovery, and humanitarian assistance. This is understandable, as few countries may foresee conditions that would necessitate such support. Other thematic areas that slipped lower in the list are human rights and equity, and gender equality; this may be because, while most countries consider these to be important areas, not so many countries place them among their top five priorities for UN cooperation.

In terms thematic areas that moved up the list, the most remarkable is that of economic growth and employment, which moved up from 14th place to 5th place. The interpretation of this shift is that the UN was not judged by most countries to have made a significant contribution in this area in the past, but Governments would like to the UN to become more active in this area in the future. Countries in all income groups expressed this view; in fact, countries in the upper middle-income group selected economic growth and employment more often than any other area besides environment.

In terms of how countries in other income groups assessed their future needs for UN support, the overall pattern was similar to what was seen under question 11. In particular, the low-income countries chose health and education slightly more often than environment. On the other hand, the small island developing countries (SIDS) selected environment more often than other countries. The following chart shows the selections by income group.

Chart 49 - The most important areas for the UN assistance in the next four years, divided by Income groups:

The five most important areas for UN assistance to your country in the next four years - 109 countries responded-

