

# Country Level Mutual Accountability

EU Technical Seminar on aid  
effectiveness

Brussels, 20<sup>th</sup> May, 2010

# Objective

- Recap on what we mean by mutual accountability at the country level.
- Experiences from partner countries on donor performance assessment frameworks – with a particular emphasis on Mozambique
- Some lessons from donor performance assessment frameworks.

## From accountability in the past...

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DAVE COVERLY

"MISS WILCOX, SEND IN SOMEONE TO BLAME."

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**...to mutual accountability for development results**

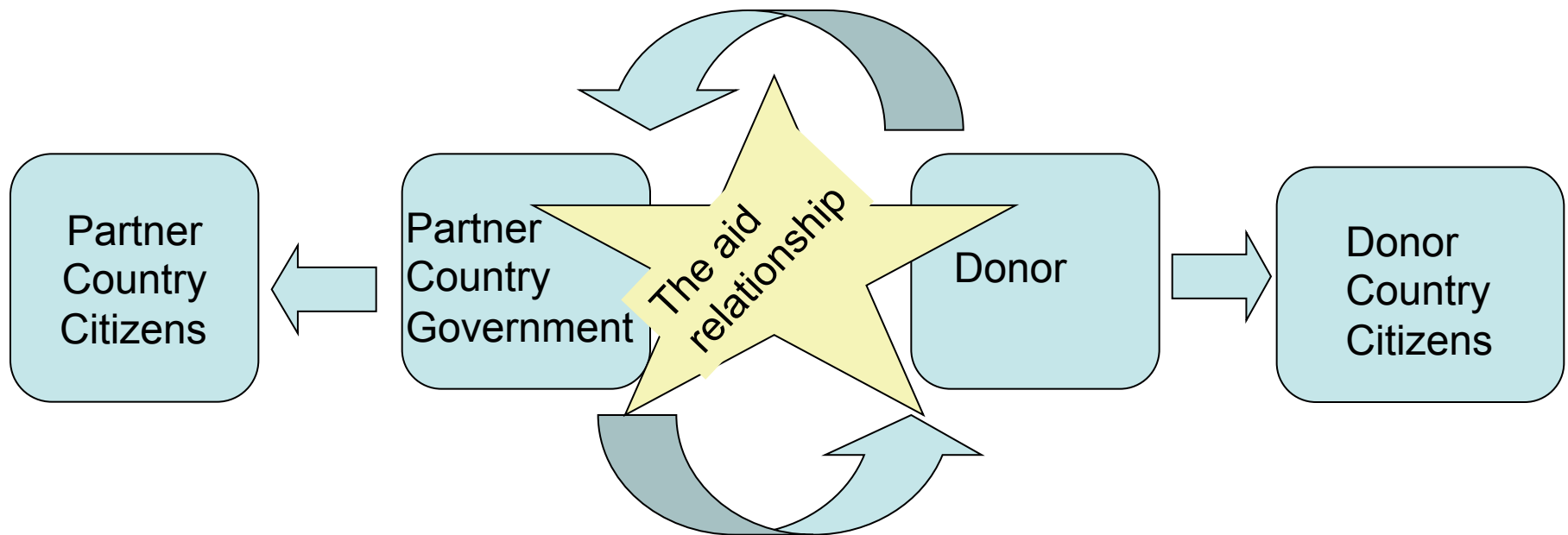


**Partner Countries**

**Donors**

**... but it is more than just Partner Countries and Donors...**

Mutual accountability looks at whole accountability chain...



# State of Play on Mutual Accountability

- The 2008 **Paris Monitoring Survey** only 14 of 54 countries reported to have country level mutual accountability mechanisms in place
- The Paris target for 2010 is to **have mechanisms in place in all countries.**
- New Data from DCF work will emerge soon
- The AAA calls for countries to step up efforts for inclusive mechanisms at the country level.

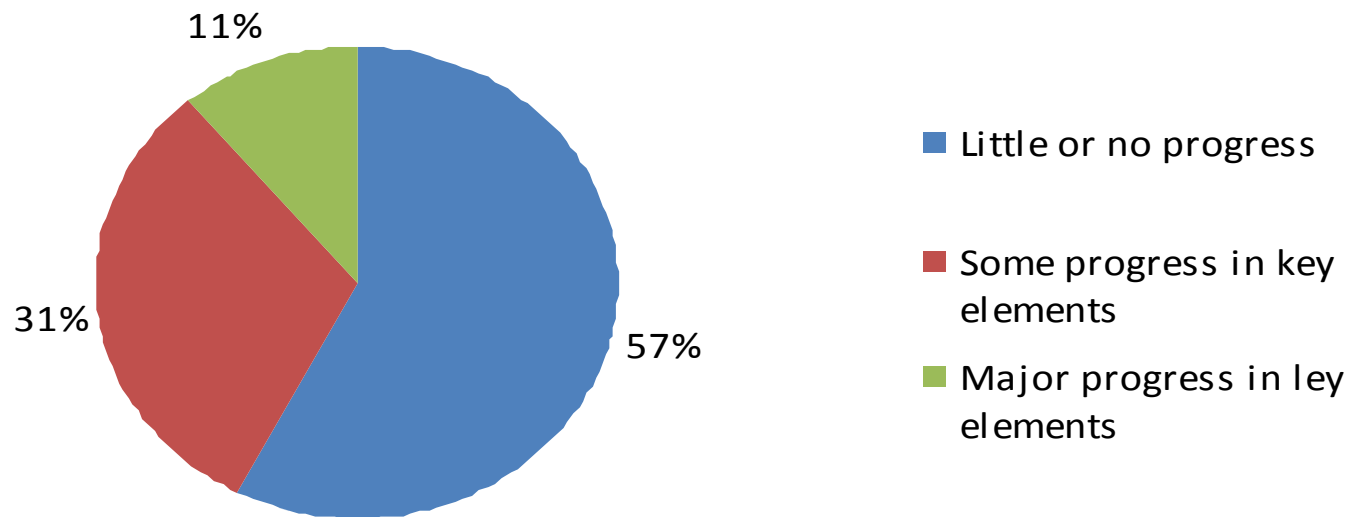
# DCF survey on country level MA

70 countries

1. National aid policy – *74% have no policy*
2. Co-ordination and mutual accountability mechanisms. – *40% have high level meetings*
3. Quality of aid effectiveness data
4. Support for capacity development

# DCF Survey

**Figure 5: Overall MA Progress**





# Two Components of National Mutual Accountability mechanisms in practice

- ‘Partner Government’ Performance Assessment Framework (*domestic accountability commitments are often included here*).
- Donor Performance Assessment Framework (PAF)

# Why use Donor PAFs?

## Donor PAFs can...

- **Provide a monitoring framework for donor performance:** make the relationship more mutual by scrutinising donors' behaviour and performance (Government performance is scrutinised in different fora such as the GBS, sector level reviews, etc...);
- **By increased transparency and peer pressure donors can be encouraged to** adopt best practices in aid delivery and incentives to improve donors' behaviour; For some donors “naming and shaming” can produce positive results.
- **Remedy the lack of transparency in providing aid:** Provide better information for the Governments financial planning and accounting, to citizens on both partner and donor countries;
- **Improve and simplify the reporting on the Paris Declarations' indicators** and reduce transaction costs on development partners and the Government in collecting information on foreign aid.

# Experiences from African countries

- Some African countries have introduced donor PAFs
  - Mozambique (2004)
  - Zambia – 3 indicators (2008) and Burkina Faso (2008) *-budget support donors only*
  - Rwanda (2008) *all donors regardless of the aid modality*
  - Ghana and possibly Uganda (planned for 2011)

# Example of a donor PAF – Mozambique

- Donor PAF applies to Mozambique's 19 budget support donors and to the US and the UN as “*associate members*” since 2010.
- 19 indicators are monitored
- Each indicator is scored with points (maximum score is 36 points)
- Areas monitored and scored:
  - Portfolio composition (GBS/Programme Aid)
  - Predictability (Commitment vs Disbursement)
  - Alignment and harmonization (Conditionality, use of country systems)
  - Capacity strengthening (PIUs, Technical Cooperation)
  - The number of Missions / Joint Missions is also tracked (165 mission in 2008 against a target of 120).

## Performance in 2008 – Ranking and size

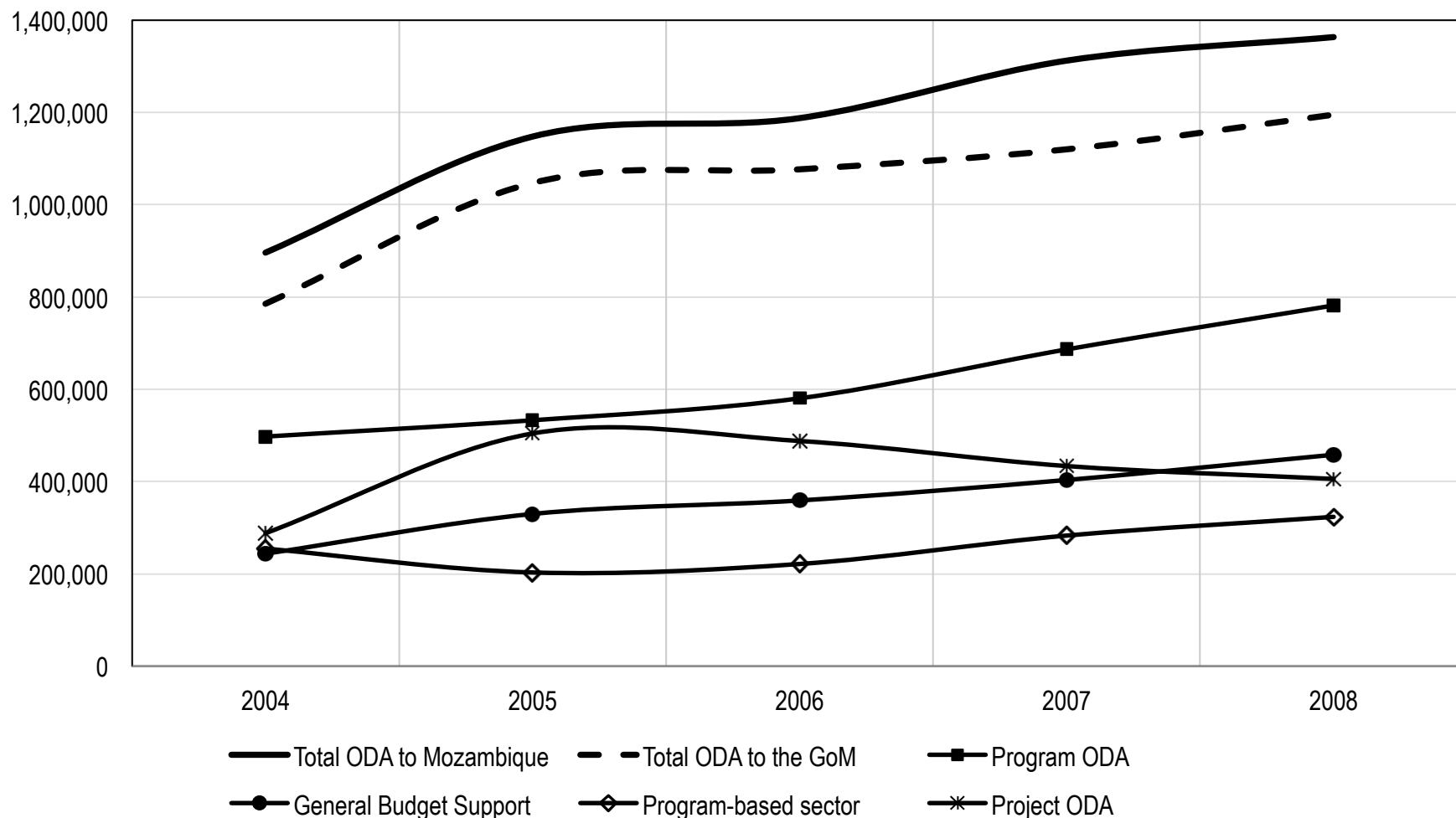
	Very Good	Medium High	Medium	Medium Low	Weak	Total
Very large	DFID	Sweden	EC	World Bank		4
Large	Netherlands, Ireland	Norway, Canada, Denmark		Germany, ADB		7
Medium	Finland			France		2
Small	Belgium, Switzerland, Spain	Austria	Italy		Portugal	6
Total	7	5	2	4	1	19

# Performance in 2009 (as per April 2010 assessment)

	PARCEIROS	Pontos	% dos Pontos
1	DFID, Suíça	36	100
3	Comissão Europeia, Holanda e Suécia	33	92
6	Áustria e Espanha	32	89
8	Canadá, Itália e Irlanda	30	83
11	Noruega	27	75
12	Bélgica e Finlândia	26	72
14	França e Banco Mundial	24	67
16	Alemanha e Dinamarca	23	64
18	BAD	19	53
19	Portugal	13	36

# Comparative analysis 2004-2008

Mozambique: Variation in PAPs' ODA portfolio composition  
over the period 2004/2008 (000' US\$)



# Performance related to harmonisation and alignment

	2006	2008
<b>ODA to the GoM that is registered in the budget (a)</b>		
% of total ODA to the GoM	67%	95%
% of PAPs meeting the target	50%	74%
<b>ODA to GoM using budget execution procedures</b>		
% of total ODA to the GoM	44%	68%
% of PAPs meeting the target	56%	84%
<b>ODA to GoM using GoM's procurement systems</b>		
% of total ODA to the GoM	52%	65%
% of PAPs meeting the target	72%	84%
<b>PAPs adherence to common GBS conditionality</b>		
Group target "met" or "not met"	Met (b)	Met
% of PAPs meeting the target	87% (b)	100%
<b>No annex 10 exceptions</b>		
Group target "met" or "not met"	Not met (b)	Met
% of PAPs meeting the target	7 (b)	14
<b>Missions</b>		
Number of missions	203	165
% of joint missions	10%	24%
Target "met" or "not met"	Not met	Not met
% of PAPs meeting the target	66%	68%



# But does it work? Evidence from Mozambique 2004-2008

- At individual level, most donors upgraded one or more levels in performance. One of the most notable cases is Spain, which improved from “weak” in 2006 to “very good” in 2008.
- There is evidence which shows local level delegations have used the donor assessment to lobby their HQs for better practice on aid effectiveness – e.g. Ireland.
- *“the alignment and harmonization process is still too costly with significant quantities of time and resources spent on coordination alone, is still driven mostly by the donors, and is still more influenced than it ought to be by personalities on the field”*

# Lessons

- Donor PAF are seen as a positive incentive for improving donor behaviour
- Leadership by the Government is important; but let's be realistic
- Some mechanisms started off small – and developed over time to include more donors.
- Assessment carried out by independent consultants can enhance credibility (and reduce transaction costs); Results need to be discussed in 'official' fora.
- Donor PAF for all donors vs. donor PAF for budget support donors only;
- There are still challenges in bringing domestic stakeholders such as civil society and parliaments into (mutual) assessment reviews
- Rolls Royce vs. Volkswagen (Mozambique Vs. Sierra Leone)
- Keep it simple and cost effective

# Value added of an EU - approach

- A recognised leader on aid effectiveness – and we need to continue to implement what we say
- Global presence
- *A critical mass* of donors in many countries

# Suggestions for the EU

- Establish a **framework for aid management and mutual accountability**, building upon existing mechanisms whenever possible:
- Ensure all terms of reference for national and sectoral review processes include sessions to discuss **both partner and individual donor performance** on commitments.
- **Support the role of civil society organisations** including women's groups and media, local governments and parliament, **in holding governments and donors to account**, including the provision of necessary **capacity development support**.