



# Pilot Aid Transparency Index

## 2011

# Pilot Aid Transparency Index 2011

# Acknowledgements

This is the first Publish What You Fund index of the actual level of donors' aid transparency and follows on from our 2010 Aid Transparency Assessment. The main finding of the Assessment was that there is a lack of comparable and primary data available on aid transparency and that there is no systematic, disaggregated way of assessing the transparency of donors. This pilot index partially addresses that finding by providing a methodical analysis of donor aid transparency that relies on evidence-based survey data, allowing us to reflect more systematically on donors' commitment to aid transparency in practice, with an emphasis on transparency at the country level and for specific activities.

Many people have been involved in helping produce this index and we are grateful to them all. In particular, the authors would like to thank the Peer Reviewers who have reviewed the approach and methodology and provided constructive feedback and suggestions. These include:

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- Estonian Ministry of Foreign Affairs
- European Bank for Reconstruction and Development (EBRD)
- European Commission, DG Enlargement
- European Commission, EuropeAid
- European Commission, ECHO
- European Investment Bank (EIB)
- Finland Ministry for Foreign Affairs

- French Development Agency (AFD)
- The Global Fund to Fight AIDS, Tuberculosis and Malaria
- HellenicAid
- Italian Ministry of Foreign Affairs
- Japan International Cooperation Agency (JICA)
- Korea Economic Cooperation Development Fund (ECDF)
- Korea International Cooperation Agency (KOICA)
- Luxembourg Ministry of Foreign Affairs
- Maltese Ministry of Foreign Affairs
- Netherlands Ministry of Foreign Affairs, Directorate General for International Cooperation
- New Zealand Aid (NZAID)
- Norwegian Agency for Development Cooperation (Norway)
- Polish Ministry of Foreign Affairs
- Slovak Agency for International Development Cooperation
- Slovenia Ministry of Foreign Affairs
- Spanish Ministry of Foreign Affairs
- Swedish International Development Cooperation Agency (SIDA)
- Swiss Agency for Development and Cooperation (SDC)
- United Kingdom CDC
- United Kingdom Department for International Development (DFID)
- United Nations Development Programme (UNDP)
- United States Agency for International Development (USAID)
- United States Millennium Challenge Corporation (MCC)
- United States President's Emergency Plan for AIDS Relief (PEPFAR)
- United States Department of State
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- William and Flora Hewlett Foundation

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Mark Brough, Karin Christiansen and Rachel Rank  
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# Acronyms and Abbreviations

<b>AAA</b>	Accra Agenda for Action	<b>ECDF</b>	Economic Cooperation Development Fund (Korean government)	<b>JICA</b>	Japan International Cooperation Agency
<b>ADA</b>	Austrian Development Agency	<b>ECHO</b>	Humanitarian Aid Department of the European Commission	<b>KOICA</b>	Korean International Cooperation Agency
<b>AfDB</b>	African Development Bank	<b>EIB</b>	European Investment Bank	<b>MCC</b>	Millennium Challenge Corporation
<b>AsDB</b>	Asian Development Bank	<b>EU</b>	European Union	<b>MFA</b>	Ministry of Foreign Affairs
<b>AECID</b>	Spanish Agency for International Development Cooperation (Agencia Española de Cooperación Internacional para el Desarrollo)	<b>EU 12</b>	European Union new Member States	<b>NGO</b>	Non-Governmental Organisation
<b>AFD</b>	French Agency for Development (Agence Française de Développement)	<b>FOI(A)</b>	Freedom of Information (Act)	<b>Norad</b>	Norwegian Agency for Development Cooperation
<b>AusAID</b>	Australian Agency for International Development	<b>FSF</b>	Fast Start Finance (European Union)	<b>NZAID</b>	New Zealand Aid Programme
<b>BMZ</b>	German Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung)	<b>G8</b>	Group of Eight	<b>ODA</b>	Official Development Assistance (definition of OECD Development Assistance Committee)
<b>CABRI</b>	Collaborative Africa Budget Reform Initiative	<b>G20</b>	Group of Twenty	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>CAFOD</b>	Catholic Agency for Overseas Development	<b>GAVI</b>	Global Alliance for Vaccines and Immunization	<b>OGP</b>	Open Government Partnership
<b>CIDA</b>	Canadian International Development Agency	<b>GIZ</b>	German Society for International Cooperation (Gesellschaft für Internationale Zusammenarbeit)	<b>OMB</b>	Office of Management and Budget (Executive Office of the U.S. President)
<b>CRS</b>	Creditor Reporting System (of the OECD Development Assistance Committee)	<b>GTZ</b>	German Society for Technical Cooperation (Gesellschaft für Technische Zusammenarbeit)	<b>OOF</b>	Other Official Flows
<b>CRS++</b>	Extended Creditor Reporting System (of the OECD Development Assistance Committee)	<b>HLF-4</b>	4th High Level Forum on Aid Effectiveness	<b>OTA</b>	Office of Technical Assistance (U.S. Department of the Treasury)
<b>CSO</b>	Civil Society Organisation	<b>IADB</b>	Inter-American Development Bank	<b>PEPFAR</b>	President's Emergency Plan for AIDS Relief
<b>DAC</b>	Development Assistance Committee (of the OECD)	<b>IATI</b>	International Aid Transparency Initiative	<b>QuODA</b>	Quality of Official Development Assistance
<b>DED</b>	German Development Service (Deutscher Entwicklungsdienst)	<b>IBRD</b>	International Bank for Reconstruction and Development (World Bank)	<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>DFID</b>	Department for International Development (UK government)	<b>IDA</b>	International Development Association (World Bank)	<b>SIDA</b>	Swedish International Development Cooperation Agency
<b>EBRD</b>	European Bank for Reconstruction and Development	<b>IFC</b>	International Finance Corporation (World Bank)	<b>TR-AID</b>	Transparent Aid (aid database of the European Commission)
<b>EC</b>	European Commission	<b>IFI</b>	International Financial Institution	<b>UK</b>	United Kingdom
		<b>INL</b>	Bureau of International Narcotics and Law Enforcement Affairs (U.S. Department of State)	<b>UN</b>	United Nations
		<b>IPAD</b>	Portuguese Institute for Development Assistance	<b>UNDP</b>	United Nations Development Programme
				<b>UNOPS</b>	United Nations Office for Project Services
				<b>U.S.</b>	United States
				<b>USAID</b>	United States Agency for International Development

# Executive summary

## Aid is not transparent enough

Aid is a scarce and precious resource, which, if spent well, can make a major difference to the lives and prospects of people and countries receiving it. It can save lives, put children in school and pave the way for longer-term development. Unfortunately, aid flows are not always allocated or used as well as they could be, leading to inefficiency and overlap, waste and corruption and undermining efforts to build functional, resilient states. This is partly due to a lack of transparency.

The key finding of this report is that aid is simply not transparent enough. Despite the fact that donors have promised to make their aid more transparent, the majority of them are still not publishing information systematically or in accessible formats. Across some of the largest and most established aid donors, timely, project-level information is patchy, of inconsistent quality and – crucially – hard to compare from one aid agency to another.

There is potential for higher levels of aid transparency across the board. While a handful of organisations and donors have proven that greater transparency is possible, they are in the minority, and all donors could do better.

## Why does it matter?

The lack of comprehensive, timely and comparable aid information means that donors do not know enough about where their own money is being spent and with what effect, nor can they compare and coordinate what they are doing with other agencies. Lack of transparency leads to 'orphan' or 'darling' areas – where aid flows go disproportionately to a particular region, country, sector or organisation at the expense of others.

Aid-receiving countries cannot plan their own spending properly or measure impact. Taxpayers in donor countries

are unable to monitor whether their money is being well spent; and parliamentarians and civil society in the South cannot hold their governments and agencies to account.

Lack of information undermines public trust in aid. In an era when government budgets are tight and the rationale for aid is being questioned, demonstrating that aid works has never been more important.

## Promises made but not kept

Traditional aid donors have repeatedly agreed to improve aid effectiveness and transparency, including at various G8 and G20 summits. The most concrete and practical commitments are those made at the High Level Forums on Aid Effectiveness in Paris (2005) and Accra (2008). In Paris, donors resolved to improve predictability, collaboration and integration and reduce duplication and excessive fragmentation. In Accra, they agreed to "make aid more transparent" and to "publicly disclose regular, detailed and timely information on volume, allocation and, when available, results of development expenditure" and launched the International Aid Transparency Initiative (IATI).

In spite of the pledges, the agreement of the IATI standard in February 2011, and a number of other positive initiatives (including the Open Government Partnership), there remains a fundamental lack of transparency and coordination of aid, meaning that the effectiveness of aid is still being undermined and compromised.

## What needs to change?

The starting point for ensuring that aid makes a difference is timely, comprehensive and comparable information. Without this fundamental first step all the other aid effectiveness objectives become harder, if not impossible, to meet.

IATI offers donors a common format in which to publish their information. The Initiative now has 21 donor signatories and 22 partner country endorsers. At the time of writing, eight very different organisations have started publishing to the agreed IATI format. However, key actors remain outside the fold, and others are dragging their feet on implementation. Full engagement from all donors and development actors is essential to ensure IATI delivers on its significant promise.

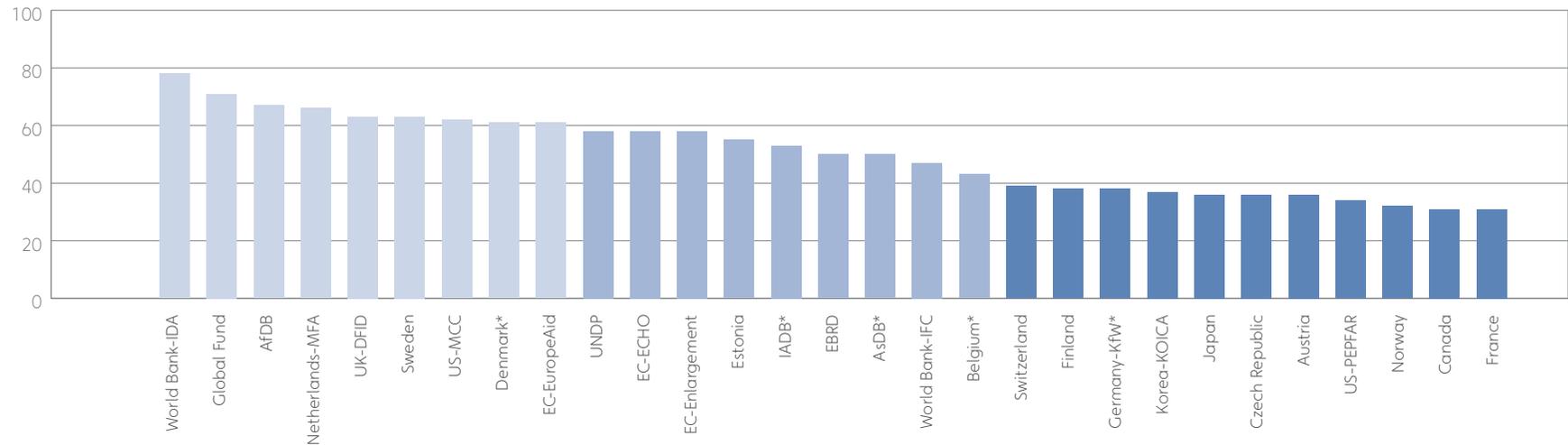
The 4th High Level Forum on Aid Effectiveness being held in Busan in November 2011 provides an opportunity to take stock of progress, renew commitments and make pledges for the future. Donor organisations need to redouble their efforts to make aid more transparent or the meeting will be a failure and the entire aid effectiveness agenda will be undermined.

## The 2011 pilot Aid Transparency Index

Publish What You Fund produced the first Aid Transparency Assessment in 2010. The most notable finding was that there was a serious lack of primary, comparable and timely data provided by donors. This new 2011 pilot Aid Transparency Index is a direct response to the 2010 Assessment, collecting for the first time primary data on aid transparency levels, with help from civil society organisations (CSOs) in 34 countries.

The Index assesses the availability of specific information items at organisational, country and activity level for 58 donor organisations, including bilateral and multilateral donors, International Financial Institutions (IFIs) and private foundations. It then ranks these donors by assigning scores for whether specific aid information was published combined with an organisational level assessment of whether the donor is participating in IATI and whether they have a Freedom of Information law (or equivalent disclosure policy).

Chart 1: Overall ranking of 58 organisations



### The results

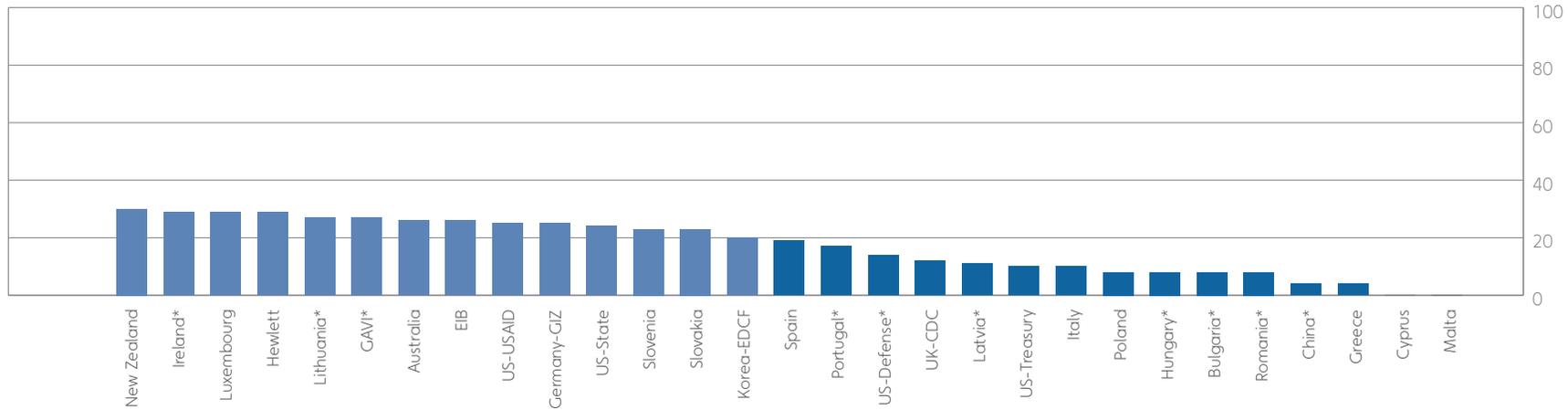
As with any ranking, the approach to weighting is open to debate and this 2011 Index has tried to keep the approach simple, but is also explicitly a pilot. A tool is provided on the Publish What You Fund website which allows people to reweight the index according to their own prioritisation. See [www.publishwhatyoufund.org/index](http://www.publishwhatyoufund.org/index). We welcome feedback on the methodology and results. The most important outcome of this exercise is that there is an emerging evidence base which demonstrates compellingly how much more most donors still need to do to make their aid transparent.

As with the 2010 Aid Transparency Assessment, the aid transparency of organisations varies widely, with scores ranging from 78% to 0%. While no organisations made it into the top group (80%+), the top four donors – the World Bank, the Global Fund, the African Development Bank (AfDB) and the Netherlands – consistently perform above average at each level. The Netherlands performed particularly well due to its increased publication of information to the IATI Registry, which lifted it from 30th to 4th in the ranking. The 15 worst performers (Spain, Portugal, U.S. Department of Defense, UK – CDC,

Latvia, U.S. Department of the Treasury, Italy, Poland, Hungary, Bulgaria, Romania, China, Greece, Cyprus and Malta) are well below average in all of the three levels and regularly appear near the bottom for individual indicators. The average score was a pitiful 34%.

There is good and bad performance across the spectrum. While some patterns emerge, it is clear that an organisation's size, how established they are, or whether they are multi- or bi-lateral does not predict or determine how well organisations perform on aid transparency. The

\* Surveys were not received back from the AsDB, Australia, Belgium, Bulgaria, Denmark, GAVI, Germany KfW, Hungary, IADB, Latvia, Lithuania, Portugal, Romania and U.S. Department of Defense. Ireland did not receive a survey for review during the official data collection period. See Annex 1 for more detail on data collection and verification.



top 20 organisations are almost evenly split between multilaterals and bilaterals, and while most are more established donors, this does not mean that established donors are all doing well. The worst performing group includes established donors such as Spain, Portugal, two U.S. agencies (Department of Defense and Department of the Treasury) and Italy.

Although many of the newest members of the DAC and emerging donors generally perform poorly, there are some notable exceptions. Estonia performs particularly well compared with other much larger and established

donors; the Czech Republic ranks higher than its more established neighbour Austria; and Korea (KOICA) outperforms Japan.

Disappointingly, some donors often perceived as leading on issues of aid effectiveness or transparency score particularly poorly. These include Australia (26%), Canada (31%), Finland (38%), Ireland (29%), New Zealand (30%), Norway (32%) and U.S. PEPFAR (34%). A number of donors giving over USD 10bn a year perform very badly, including the U.S., Germany, France and Japan.

There is a lack of coherence within donor governments and between their agencies: for example, in the U.S. the Millennium Challenge Corporation (MCC) ranked 7th and Department of Defense and Department of the Treasury ranked 46th and 49th respectively; for Germany, KfW ranked 21st but GIZ came 39th; and in Korea, KOICA came 22nd yet EDCF came 43rd.

Table 1  
Donor aid transparency in 2011

<p><b>GOOD</b> (average score of 80–100%)</p>		<p>No donors achieved a score in this group.</p>																		
<p><b>FAIR</b> (average score of 60–79%)</p>	<p>These organisations are showing a level of commitment to aid transparency and a number also have specific aid transparency initiatives underway, such as the World Bank, Netherlands, the UK and Sweden.</p> <p>With the exception of U.S. MCC, all are signatories of IATI and generally demonstrate a relatively high level of transparency at the <b>organisation level</b>, except for the publication of audits (which only three publish) and forward budgets (only four of the nine). Notable perhaps is that at the organisation level, the World Bank has the lowest level of publication in this group. In terms of <b>country level</b> transparency, this is the only group that consistently publishes strategy papers.<sup>1</sup> At <b>activity level</b> this group consistently provides information on project title, description, sectors, planned dates, overall cost and tender documents. With the exception of the Hewlett Foundation, this is the only group where some organisations publish transaction level information. Contract documents were not published by any organisations other than DFID; however in this group overall there were no areas where the organisations appear not to collect activity level information.</p>	<table border="0"> <tbody> <tr><td>World Bank – IDA</td><td>(78%)</td></tr> <tr><td>Global Fund</td><td>(71%)</td></tr> <tr><td>AfDB</td><td>(67%)</td></tr> <tr><td>Netherlands</td><td>(66%)</td></tr> <tr><td>UK – DFID</td><td>(63%)</td></tr> <tr><td>Sweden</td><td>(63%)</td></tr> <tr><td>U.S. – MCC</td><td>(62%)</td></tr> <tr><td>Denmark</td><td>(61%)</td></tr> <tr><td>EC – EuropeAid</td><td>(61%)</td></tr> </tbody> </table>	World Bank – IDA	(78%)	Global Fund	(71%)	AfDB	(67%)	Netherlands	(66%)	UK – DFID	(63%)	Sweden	(63%)	U.S. – MCC	(62%)	Denmark	(61%)	EC – EuropeAid	(61%)
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<p><b>MODERATE</b> (average score of 40–59%)</p>	<p>This group generally demonstrates a relatively high level of transparency at the <b>organisation level</b> and five are signatories of IATI. This group, like those above, performs poorly on audit, with only the UNDP publishing its annual audit and only three publishing forward budgets – ECHO, DG Enlargement and Estonia.</p> <p>At the <b>country level</b>, all publish country strategy papers, but only DG Enlargement, the AsDB and Belgium provide country level forward budget information, which is concerning given that this group includes some of the largest and most influential donors – particularly in relation to their lending areas. Similarly, the lack of <b>activity level</b> transaction or impact appraisals is notable in this group; but like the group above, they consistently publish basic activity level documents such as project ID, title/description, sectors, planned dates and overall cost.</p>	<table border="0"> <tbody> <tr><td>UNDP</td><td>(58%)</td></tr> <tr><td>EC – ECHO</td><td>(58%)</td></tr> <tr><td>EC – DG Enlargement</td><td>(58%)</td></tr> <tr><td>Estonia</td><td>(55%)</td></tr> <tr><td>IADB</td><td>(53%)</td></tr> <tr><td>EBRD</td><td>(50%)</td></tr> <tr><td>AsDB</td><td>(50%)</td></tr> <tr><td>World Bank – IFC</td><td>(47%)</td></tr> <tr><td>Belgium</td><td>(43%)</td></tr> </tbody> </table>	UNDP	(58%)	EC – ECHO	(58%)	EC – DG Enlargement	(58%)	Estonia	(55%)	IADB	(53%)	EBRD	(50%)	AsDB	(50%)	World Bank – IFC	(47%)	Belgium	(43%)
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Belgium	(43%)																			

<sup>1</sup> At the time of data collection DFID had not published its country strategy for India, although it since has.

<p><b>POOR</b> (average score of 20–39%)</p>	<p>This group straddles the overall average score of 34% and includes some of the largest and most established donors such as Japan, Canada, France, Ireland, Germany and three of the largest U.S. agencies – PEPFAR, USAID and State. 10 of 25 are signatories of IATI (counting both German agencies), but only two (Australia and the Hewlett Foundation) have published to the IATI Registry as of October 2011.</p> <p>Like the groups above, at the <b>organisation level</b> they perform poorly on audit and forward budgets. In addition, performance is poor on organisation budget, with only six organisations publishing this information. They also perform poorly at the <b>country level</b> overall, with only two publishing evaluations and results (KfW and KOICA) and with the exception of Ireland, none provide country level forward budget information. Even country strategy documents are only available for half of these organisations. At the <b>activity level</b> only eight provide information on planned start and end dates, and none of them publish actual start and end dates, details of conditions, project design, impact appraisal or budget documents. Unlike the groups above that consistently publish overall costs, half did not in this group, and only the Hewlett Foundation publishes details of transactions.</p>	<table border="0"> <tbody> <tr><td>Switzerland</td><td>(39%)</td></tr> <tr><td>Finland</td><td>(38%)</td></tr> <tr><td>Germany – KfW</td><td>(38%)</td></tr> <tr><td>Korea – KOICA</td><td>(37%)</td></tr> <tr><td>Japan</td><td>(36%)</td></tr> <tr><td>Czech Republic</td><td>(36%)</td></tr> <tr><td>Austria</td><td>(36%)</td></tr> <tr><td>U.S. – PEPFAR</td><td>(34%)</td></tr> <tr><td>Norway</td><td>(32%)</td></tr> <tr><td>Canada</td><td>(31%)</td></tr> <tr><td>France</td><td>(31%)</td></tr> <tr><td>New Zealand</td><td>(30%)</td></tr> <tr><td>Ireland</td><td>(29%)</td></tr> <tr><td>Luxembourg</td><td>(29%)</td></tr> <tr><td>Hewlett Foundation</td><td>(29%)</td></tr> <tr><td>Lithuania</td><td>(27%)</td></tr> <tr><td>GAVI</td><td>(27%)</td></tr> <tr><td>Australia</td><td>(26%)</td></tr> <tr><td>EIB</td><td>(26%)</td></tr> <tr><td>U.S. – USAID</td><td>(25%)</td></tr> <tr><td>Germany – GIZ</td><td>(25%)</td></tr> <tr><td>U.S. – State</td><td>(24%)</td></tr> <tr><td>Slovenia</td><td>(23%)</td></tr> <tr><td>Slovakia</td><td>(23%)</td></tr> <tr><td>Korea – EDCF</td><td>(20%)</td></tr> </tbody> </table>	Switzerland	(39%)	Finland	(38%)	Germany – KfW	(38%)	Korea – KOICA	(37%)	Japan	(36%)	Czech Republic	(36%)	Austria	(36%)	U.S. – PEPFAR	(34%)	Norway	(32%)	Canada	(31%)	France	(31%)	New Zealand	(30%)	Ireland	(29%)	Luxembourg	(29%)	Hewlett Foundation	(29%)	Lithuania	(27%)	GAVI	(27%)	Australia	(26%)	EIB	(26%)	U.S. – USAID	(25%)	Germany – GIZ	(25%)	U.S. – State	(24%)	Slovenia	(23%)	Slovakia	(23%)	Korea – EDCF	(20%)
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<p><b>VERY POOR</b> (average score of 0–19%)</p>	<p>This group generally includes smaller and less established donors, although Spain, Portugal, Italy and the two largest U.S. agencies are also included.</p> <p>Overall this group consistently perform poorly across all three levels assessed. They regularly appear near the bottom of individual indicator rankings with 50% (eight of the 15) publishing no information at country or activity level. At the <b>organisation level</b>, three do not have a Freedom of Information Act or equivalent, and only Spain is a signatory to IATI. Only a handful publish information on procurement, and nothing on organisation or forward budget information at all.</p> <p>At <b>country level</b>, none publish country strategy, forward budget or evaluation documents, and only Portugal publishes information on results. Performance at <b>activity level</b> is equally weak. For 17 indicators no data is published at all, and the eight bottom organisations publish no activity information at all.</p>	<table border="0"> <tbody> <tr><td>Spain</td><td>(19%)</td></tr> <tr><td>Portugal</td><td>(17%)</td></tr> <tr><td>U.S. – Defense</td><td>(14%)</td></tr> <tr><td>UK – CDC</td><td>(12%)</td></tr> <tr><td>Latvia</td><td>(11%)</td></tr> <tr><td>U.S. – Treasury</td><td>(10%)</td></tr> <tr><td>Italy</td><td>(10%)</td></tr> <tr><td>Poland</td><td>(8%)</td></tr> <tr><td>Hungary</td><td>(8%)</td></tr> <tr><td>Bulgaria</td><td>(8%)</td></tr> <tr><td>Romania</td><td>(8%)</td></tr> <tr><td>China</td><td>(4%)</td></tr> <tr><td>Greece</td><td>(4%)</td></tr> <tr><td>Cyprus</td><td>(0%)</td></tr> <tr><td>Malta</td><td>(0%)</td></tr> </tbody> </table>	Spain	(19%)	Portugal	(17%)	U.S. – Defense	(14%)	UK – CDC	(12%)	Latvia	(11%)	U.S. – Treasury	(10%)	Italy	(10%)	Poland	(8%)	Hungary	(8%)	Bulgaria	(8%)	Romania	(8%)	China	(4%)	Greece	(4%)	Cyprus	(0%)	Malta	(0%)																				
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## Conclusion 1:

### Most aid information is not published

The vast majority of aid information is not currently published, with only a handful of donor organisations publishing more than 50% of the information types surveyed.

Over a third of the 58 organisations do not systematically publish country information including Canada, Germany, Norway, USAID and the U.S. Treasury. Agencies performed best on information about their own organisations, but none of them publish all the organisational-level information items covered in the survey. The AfDB, DG Enlargement and ECHO came closest.

Generally, the level of information availability is disappointingly low. With the exception of overall activity or project costs, very few donors are systematically disclosing detailed activity level information.

## Conclusion 2:

### Information is produced but not always published and is far too hard to access and use

A far greater volume of information is produced than published. For 11 information items, fewer than 10 organisations systematically publish them. Most of these information items relate to monitoring results and impact and it is likely that organisations collect this information internally. There is no defensible reason not to publish.

Information that is produced is not made available systematically and is hard to find. Even if you speak the organisation's language, are computer literate with a good Internet connection and are extremely familiar with the organisation's policies and operations, it can still take considerable time and effort to locate basic information. Websites are often difficult to navigate and information is sometimes provided on more than one website but in varying levels of detail depending on the language and format. Comparing information, even within the same donor organisation, is a challenge.

The pervasive use of PDF formats and some unsearchable databases (e.g. France and Austria) is a major obstacle to accessibility. Other issues that undermine accessibility include basic technical failures such as broken links or unstable URLs and websites that only work with high speed broadband.

## Conclusion 3:

### Achieving aid transparency is possible

A number of organisations have done enough to prove that aid transparency is possible across all three levels; these include the World Bank, the Global Fund, the AfDB, the Netherlands, the UK Department for International Development, Sweden and the MCC.

A number of organisations have also shown that it is possible to improve their levels of aid transparency extremely quickly. For example, since the beginning of 2011, the Netherlands, Sweden, the UK and the World Bank have published considerably more information about their aid activities. Most recently, United Nations Office for Project Services (UNOPS) has demonstrated that, with the required political will and good underlying data management systems, it is possible to publish information to the IATI Registry very quickly.<sup>2</sup>

<sup>2</sup> UNOPS is not included in this index; however, it became a signatory to IATI in October 2011 and published data within a few weeks, becoming the sixth multi- or bi-lateral organisation to publish their information to the IATI Registry.

## Recommendations

In addition to the cross-cutting recommendations below, in Section 4 specific suggestions are made for each of the 58 organisations included in this pilot index.

### **1: Increase political will and action – using the Aid Effectiveness Agenda as a springboard**

All donors could do more. The current leaders should continue to set an example by addressing existing information gaps and encouraging others to follow. The 4th High Level Forum in Busan should be a springboard for making concrete time-bound commitments. Post-Busan, monitoring of aid effectiveness should include a specific aid transparency indicator. The major increase in up-to-date information becoming available through IATI should be used to streamline monitoring and reduce the burden of recurrent surveying of information already in donors' systems.

A scale-up of political and technical engagement by organisations that are dragging their feet has the potential to deliver significant improvements in a short space of time. Donor governments should drive forward common commitments, learning and collective action on aid transparency and the common standard, whether in the Open Government Partnership, through the Commonwealth, within the European Union, the UN Development Co-operation Forum or through the growing focus on open data. Partner countries and CSOs need to continue working together to intensify the pressure on donors to ensure IATI implementation delivers for aid recipients.

### **2: Organisations should publish what they have, build systems to collect what they don't and make sure it is all accessible**

Since much more information is produced than is currently made systematically available an obvious first step is to publish those information items.

All organisations periodically make system upgrades and these opportunities should be used to fill in the current gaps, adding data fields into systems or establishing the processes required to produce these documents consistently. Those organisations that do not have a Freedom of Information or equivalent disclosure policy should address this urgently.

Many of the accessibility issues are basic, obvious and cost-free and should be picked up during standard web testing phases, including ensuring links continue to work following website updates or redesigns. Donors need to move rapidly away from publishing information in restrictive formats such as PDF. Another clear accessibility gain would be improving basic website structure and navigation so that information can be found without extensive searching.

### **3: Aid actors must rally round the common IATI standard and increase its coverage**

All donors should sign up to and implement the International Aid Transparency Initiative and partner country governments should endorse it. Other aid actors and agencies should support and engage with the standard and ensure flows such as climate finance, humanitarian aid and private aid flows are included. Large contractors and grantees who spend foreign assistance also need to be engaged.

IATI is the tool required to turn the rhetoric of the Accra and Paris commitments into action. France, Canada and the U.S. are countries notable for their failure so far to sign up to IATI and should do so without delay. Engaging with the standard at this stage in its development is essential to ensure it works for them, particularly for the complexity of systems like those of the U.S. The result of such major donors remaining outside the fold is that the common standard is undermined and is not able to deliver its full potential.

# Section 1. Approach and Methodology

This section sets out the approach taken to assess donors' aid transparency, how it differs from the 2010 Aid Transparency Assessment and outlines the methodology developed. More details of the methodology can be found in Annex 1.

## Why does aid transparency matter?

Aid is a scarce and precious resource, which, if spent well, can make a major difference to the lives and prospects of people and countries receiving it.

While aid represents a tiny proportion of donor governments' gross national income (generally less than 0.5%), it can yield results that more than justify the expenditure: children educated, hospitals built, health care provided for mothers and babies, diseases checked, famine victims saved.<sup>3</sup> Aid also enables more strategic or long term but equally important interventions, such as building financial management or audit systems, training for government officials on how to plan for and manage disasters and investment in sectors that drive development and poverty reduction such as infrastructure and agriculture.

On the flipside, aid money can be misspent or misappropriated. It can encourage dependence, reduce incentives for growth, fuel inefficiency, undermine institutions, facilitate corruption and distort economies in a way that impedes rather than promotes development. In an age of austerity, spending aid well and ensuring it is as effective as possible has become even more of a priority.

## Transparency: A tool for aid effectiveness

A global movement for aid transparency has emerged at a time when there is growing awareness of the importance of how aid is used; but independent and official analyses recognise that aid flows are not always allocated or used as well as they could be.<sup>4</sup> The starting point for ensuring that aid spending has a positive outcome is timely, comprehensive and comparable information.<sup>5</sup> Knowing what is being spent where, by whom, and with what results is the foundation for increasing aid effectiveness. Improving the transparency of aid is essential for the efficient and effective use of resources – both aid and domestically raised revenues in recipient countries – and enhancing the quality of both planning and decision-making processes and subsequent implementation of policies and projects.

Information disclosure by donors is only a first step towards aid effectiveness, but it is an essential one that is the foundation for addressing core challenges such as greater ownership and genuine accountability. For aid to be effective, it needs to be predictable, harmonised and coordinated between donors, managed for results, and aligned to recipient countries' own plans and systems.<sup>6</sup> To achieve this, information has to be shared between all parties (see Aid Transparency Principles detailed in box 1).

Box 1:

### The Publish What You Fund Aid Transparency Principles

For aid to reach its full potential – and to avoid pitfalls of waste, inefficiency or worse – there are a number of principles that should be applied to ensure everyone has access information. The Publish What You Fund Aid Transparency Principles are relevant to all public and private bodies engaged in the funding and delivery of aid. Applying them will go some way to ensuring that the benefits of aid are felt by those that need it and that citizens in both donor and recipient countries are able to hold their governments to account.

1. Information on aid should be published proactively.
2. Information on aid should be comprehensive, timely, accessible and comparable.
3. Everyone should be able to request and receive information on aid processes.
4. The right of access to information about aid should be promoted.

<sup>3</sup> A target of raising Official Development Assistance (ODA) to 0.7% of donors' national income was first agreed in a UN resolution in 1970. The target has been repeatedly endorsed at various international aid and development conferences since then. In 2005, 15 EU Member States agreed to reach the target by 2015. It was also referred to during political commitments to increase ODA during the 2005 G8 Gleneagles Summit and the UN World Summit.

<sup>4</sup> See 2011 Survey on Monitoring the Paris Declaration and The Evaluation of the Paris Declaration: Phase 2 Final Report, both available from the OECD-DAC website: [http://www.oecd.org/document/44/0,3746,en\\_2649\\_3236398\\_43385196\\_1\\_1\\_1,00.html](http://www.oecd.org/document/44/0,3746,en_2649_3236398_43385196_1_1_1,00.html)

<sup>5</sup> These characteristics of aid transparency were derived following a consultation process around the Publish What You Fund principles and refer to the aid transparency commitments made in the Accra Agenda for Action. For more on the Publish What You Fund Aid Transparency Principles see box 1.

<sup>6</sup> See OECD Rome and Paris Declarations on Aid Effectiveness (2003 and 2005) as well as subsequent OECD 2006, 2008 and 2011 Paris Monitoring Surveys and the 2011 evaluation 'Aid Effectiveness in 2005–10: Progress in implementing the Paris Declaration'.

Comprehensive, timely and comparable information on how much is being spent on what and by whom is essential for meaningful policy planning, decision-making and learning. Remarkably, as this report shows, the relevant information is still only partially available in spite of repeated pledges by donors to improve disclosure. Across the major traditional aid donors timely, project-level information is patchy, of inconsistent quality and – crucially – hard to compare from one aid agency to another.

### Who loses from lack of transparency?

The result of this lack of quality information is that the majority of **donors** do not know enough about where their own money is being spent with what effect, nor can they compare their planned spending with other donor agencies to ensure complementarity rather than duplication. Lack of transparency about aid resources makes it difficult to see the full picture and leads to 'orphan' or 'darling' areas – where aid flows go disproportionately to a particular region, sector or ministry at the expense of others.

For **aid-receiving countries** the incomplete information makes planning difficult – both in terms of what they spend their own money on as well as how they use their aid. It also makes it harder to measure impact, and reinforces the lack of fiscal autonomy. This can weaken state systems in recipient countries, therefore undermining evaluation and learning at both technical and political levels.

**Citizens** are affected too. In donor countries taxpayers are unable to monitor whether their money is being well spent. In recipient countries efforts by parliaments and civil society to hold governments and aid agencies to account, ensure that aid is going where it was intended and has the best impacts are undermined. Governance, ownership and public trust could all be significantly enhanced if donors were more transparent.

Box 2:

### Commitments on aid transparency in the Accra Agenda for Action

We [donors and developing countries] **will make aid more transparent**. (§24a)

Donors will publicly disclose **regular, detailed and timely information** on volume, allocation and, when available, results of development expenditure. (§24a)

[mutual] reviews will be based on **country results** reporting and information systems complemented with available donor data. (§24b)

Donors and developing countries **will regularly make public all conditions** linked to disbursements. (§25b)

Donors will provide full and timely information on **annual commitments and actual disbursements** so that developing countries are in a position to accurately record all aid flows in their budget estimates and their accounting systems. (§26b)

Donors will provide developing countries with regular and timely information on their **rolling three- to five-year forward expenditure and/or implementation plans**, with at least indicative resource allocations that developing countries can integrate in their medium-term planning and macroeconomic frameworks. Donors will address any constraints to providing such information (§26c)

*[Specifically on South-South Cooperation:]*

**The contributions of all development actors are more effective when developing countries are in a position to manage and co-ordinate them.** We welcome the role of new contributors and will improve the way all development actors work together by taking the following actions:

a) We **encourage all development actors, including those engaged in South-South co-operation**, to use the Paris Declaration principles as a point of reference in providing development co-operation. (§19 and 19a)

### Donor commitments on aid transparency

A large number of traditional aid donors have repeatedly signed agreements to improve aid effectiveness and transparency, including at various G8 and G20 summits. Most recently, the G8 Declaration of 27 May 2011 made reference to the need for increased aid transparency and identified the 4th High Level Forum on Aid Effectiveness (HLF-4) at the end of the year as a milestone for taking stock and advancing current progress.<sup>7</sup>

The most concrete and practical commitments to date are those made under the auspices of the OECD-DAC Working Party on Aid Effectiveness and the High Level Forum in Accra, as well as the International Aid Transparency Initiative (IATI).<sup>8</sup>

In the Paris Declaration in 2005, donors resolved “to take far-reaching and monitorable actions to reform the way we manage and deliver aid” including by improving predictability, collaboration and integration and reducing duplication and excessive fragmentation.<sup>9</sup>

Three years later, in Accra, they agreed to accelerate and deepen their Paris commitments. The Accra Agenda for Action (AAA) included very specific pledges to “make aid more transparent” and to “publicly disclose regular, detailed and timely information on volume, allocation and, when available, results of development expenditure to enable more accurate budget, accounting and audit by developing countries”<sup>10</sup> (see box 2).

The AAA commitments on aid transparency were part of a growing recognition of the contribution better aid information could make in order to progress across a wide range of the principles of the Paris Declaration. An important feature of the AAA commitments is that donors can be proactive about progress. In response to this, the multi-donor International Aid Transparency Initiative (IATI) was launched in Accra (see box 3). In the months since then the focus on aid transparency has continued to

grow, and IATI now has 21 donor signatories, 22 partner country endorsers and representatives from civil society, all working together to implement a common 4-part standard on the publication of aid data, outlining:

1. What will be published
2. Common definitions
3. Common data exchange format
4. A framework for implementation

At the time of writing, eight very different organisations (three multilaterals, two bilaterals, a private foundation and two NGOs) have started publishing to the IATI Registry.<sup>11</sup> By November 2011, it is anticipated that donors representing a third of all reported Official Development Assistance (ODA) will be published to the Registry.<sup>12</sup> However, full engagement across the range of development actors is needed to ensure the initiative delivers on its promise. This includes both DAC and non-DAC development partners.<sup>13</sup>

Momentum continues to build around aid transparency, with aid recipient countries also demanding progress on this issue. A growing number of recipient countries have endorsed IATI and regularly attend meetings to review

Box 3:

### The International Aid Transparency Initiative

Launched in Accra in 2008, IATI is a multi-stakeholder initiative with 21 donors signatories and 22 partner country endorsers. It is led by a Steering Committee comprised of representatives of donors, partner countries, foundations, aid information experts and civil society.

Donors agree to sign up to the IATI Accra Statement and endorse the Framework for Implementation. Signatories include: African Development Bank, Asian Development Bank, Australia – AusAID, Denmark – Ministry of Foreign Affairs, European Commission, Finland – Ministry for Foreign Affairs, Germany – BMZ, GAVI, the Global Fund, Hewlett Foundation, Ireland – Irish Aid, Netherlands – Dutch Ministry of Foreign Affairs, New Zealand – NZAID, Norway, Spain – Ministry of Foreign Affairs and Cooperation, Sweden – SIDA, Switzerland – SDC, UK – DFID, UNDP, UNOPS and the World Bank.

By endorsing the initiative, partner countries demonstrate that they support the aims and objectives of IATI and want to be involved in shaping it. Endorsers include: Bangladesh, Burkina Faso, Colombia, Democratic Republic of Congo, Dominican Republic, Ghana, Honduras, Indonesia, Lebanon, Liberia, Madagascar, Malawi, Moldova, Montenegro, Nepal, Papua New Guinea, Republic of Congo, Rwanda, Sierra Leone, Syria, Tanzania and Viet Nam.

The five CSOs on the Steering Committee are: Betteraid, International Budget Partnership, the INGO Accountability Charter, Publish What You Fund and Transparency International.

For more information on IATI, including current funders and governance, visit: [www.aidtransparency.net](http://www.aidtransparency.net)

7 The Declaration is available on the G20-G8 France 2011 website. See paragraphs 61 and 62: <http://www.g20-g8.com/g8-g20/g8/english/live/news/renewed-commitment-for-freedom-and-democracy.1314.html>

8 The OECD website provides a history of the High Level Forums on aid effectiveness: [http://www.oecd.org/document/63/0,3746,en\\_2649\\_3236398\\_46310975\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/63/0,3746,en_2649_3236398_46310975_1_1_1_1,00.html). For more on IATI see <http://aidtransparency.net/>

9 The Paris Declaration on Aid Effectiveness, OECD, 2005: <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

10 The Accra Agenda for Action, OECD, 2008: <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

11 Agencies currently publishing to the IATI Registry are the World Bank, the United Nations Office for Project Services, the European Union, the UK Department for International Development, the Netherlands Ministry for Foreign Affairs, the William and Flora Hewlett Foundation, Development Initiatives Poverty Research and International HIV/AIDS Alliance. AusAID has also published organisation documents and has committed to publish project data before HLF-4.

12 Based on implementation plans of IATI signatories published on IATI website. See also <http://www.publishwhatyoufund.org/news/2011/07/one-third-global-aid-be-published-iatl-hlf-4/>. See <http://stats.oecd.org/glossary/detail.asp?ID=6043> for the OECD-DAC definition of development assistance.

13 For more on the OECD-DAC, including current members and observers, visit: [http://www.oecd.org/document/1/0,3746,en\\_2649\\_33721\\_46662849\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/1/0,3746,en_2649_33721_46662849_1_1_1_1,00.html)

progress with implementation. The IATI standard has been designed with the needs of developing countries in mind, particularly:

- The provision of detailed information at the project level
- An ability to link closer to budgets of recipient countries, with ongoing work to develop a 'recipient budget identifier'
- The publication of policy and project-related documents, including information on results and conditions

Other forums in which recipient countries are also focusing on the issue include the Collaborative Africa Budget Reform Initiative (CABRI), a professional network supporting senior budget officials and representing 37 African countries. In 2011, CABRI published a position paper on aid transparency that includes a set of minimum requirements that donors need to meet. The paper highlights integration of aid information in country budgets as a key factor in achieving aid transparency.<sup>14</sup>

The Commonwealth Ministers of Finance issued a statement following their annual meeting held on 21 September 2011, committing to "...collectively support the adoption of IATI or an IATI-compatible common standard to ensure that efforts on aid transparency have the maximum impact."<sup>15</sup>

Another multilateral initiative that makes specific reference to aid transparency is the Open Government Partnership (OGP). Launched at the UN Global Assembly in September

2011, OGP aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. Thus far, eight founding OGP governments have signed a declaration pledging concrete, specific commitments for putting open government principles into practice. The UK and the U.S. so far have included commitments on aid transparency.<sup>16</sup>

### Promises made but not kept

In spite of various promising initiatives, there remains a fundamental lack of transparency and coordination of aid spending. Donors have recognised this and promised to act; yet they continue to struggle to deliver on their commitments and to change their behaviours,<sup>17</sup> in part because there is no way of collectively knowing what is happening currently; the only systematically collected but partial dataset is over two years old when published. Without timely, complete and comparable data about the work of all actors active within a country, sector or region, the key commitments made by donors to improve the effectiveness of their aid will not be realised.

Six years on from Paris not enough has been achieved. The Monitoring Survey and Evaluations have shown if anything, aid is more fragmented and less predictable. As this index also finds, the promised disclosure of aid information is at best partial and at worst almost non-existent. Although progress has been made, most notably by the signatories and partner countries engaged in the International Aid Transparency Initiative, the commitments made in Paris and Accra are still some way from being met.

There is clearly momentum gathering in relation to the benefits of aid transparency that are obvious and relatively easy to achieve. Whilst we recognise that there are a myriad of challenges in making aid more effective and improving accountability at both the donor and recipient end, publishing timely, comparable and relevant information about aid should not be one of them. IATI offers donors a useable and easy to implement format into which they can plug their information – and if all donors did it the value of the whole would be considerably greater than the sum of its parts.

### Busan: Time for change?

In December 2011 another major international aid effectiveness meeting will take place – this time in Busan, South Korea. The 4th High Level Forum on Aid Effectiveness provides an opportunity to take stock of progress since Paris and Accra, renew commitments and make pledges for the future. Clearly donors need to do more to live up to their promises and demonstrate sufficient political will to stop Busan from being simply a talking shop.

In an era where government budgets are tight and the rationale for official aid is at times questioned, demonstrating that aid money is being put to work has never been more important. Publish What You Fund is urging all donors to sign up to and implement the International Aid Transparency Initiative. If all donors joined and implemented IATI the benefits would be immediate. It would just be a start – but without it none of the other important aspirations expressed in Paris, Accra – and no doubt Busan – will be possible.

<sup>14</sup> CABRI position paper available at: <http://www.cabri-sbo.org/en/news/170-aid-transparency-la-transparence-de-laide-a-transparencia-de-ajuda>

<sup>15</sup> See paragraph 10 of Final Commonwealth Statement on Accelerating Development with More Effective Aid, available at: <http://www.thecommonwealth.org/files/240432/FileName/CommonwealthStatementonAcceleratingDevelopmentwithMoreEffectiveAid-CFMM1.pdf>

<sup>16</sup> See Open Government Partnership website for details of commitments made by participating countries: <http://www.opengovpartnership.org/countries>

<sup>17</sup> See '2008 Survey on Monitoring the Paris Declaration: Making aid more effective by 2010', OECD, 2008, p.12; and '2011 Survey on Monitoring the Paris Declaration and The Evaluation of the Paris Declaration: Phase 2 Final Report', Danish Institute for International Studies, Chapter 6 (Main Recommendations), pp.63–67.

Transparency is the much-sought-for “low hanging fruit” on the aid effectiveness tree. It is the starting point for more complicated and wide-ranging improvements by both the donor and recipient; but if there is a moral imperative to give aid to those in need then there is an even stronger one to ensure that it actually works. And aid transparency is the key to this.

### A new approach to measuring donors' aid transparency

In 2010, Publish What You Fund produced the first *Aid Transparency Assessment*. At the time, it was the most complete analysis of what information was systematically available, enabling a more methodical reflection on donors' aid transparency. The most notable finding of the Assessment was the lack of primary, timely and comparable data available on levels of aid information provided by donors. Having carried out this research, we concluded that there was no systematic, disaggregated way of assessing the transparency of donors. Other reports, including the Center for Global Development and Brookings' Quality of Official Development Assistance (known as QuODA), the related Brookings paper *The Money Trail: Ranking Donor Transparency in Foreign Aid* and the Concord EU AidWatch 2010 Annual Report all reached similar conclusions.

This pilot Aid Transparency Index is a direct response to this finding in the 2010 Assessment. Having established that availability of primary data was a significant obstacle to objectively measuring aid transparency, we decided to gather the primary evidence ourselves. With the help of civil society organisations (CSOs) representing 34 countries, we developed a pilot methodology to assess the availability of an initial set of 37 indicators or specific types of information at donor agency or organisational level, recipient country or donor country programme level, and project or activity level. The

number of organisations assessed was increased – from 30 in 2010 to 58 in 2011 – including bilateral and multilateral donors, International Financial Institutions (IFIs) and private foundations.

The ranking was derived by assigning scores for whether specific aid information was published; and adding to this a measure of commitment to aid transparency (determined by whether the donor is participating in IATI and whether they have a Freedom of Information law). As with any ranking, the results are no doubt open to debate and this 2011 index is explicitly a pilot. We have already learnt things during the process that will be used to improve the methodology for next year (see Annex 1). For example, there are a number of organisations where lack of disclosure made it challenging to be sure whether the sampled information is representative. As a result, some organisations may have over-performed in this index due to the sampling methodology of selecting the largest activity in the donor's largest recipient country. However, the most important outcome of this exercise is that an evidence base is beginning to emerge that demonstrates how much more the majority of donors still need to do to make their aid transparent.

### An online tool: The Aid Transparency Tracker

Publish What You Fund has been working with Global Integrity to develop a new online tool, called the Aid Transparency Tracker, that will allow people to collect, access, compare and track the level of aid transparency across a range of donors and country contexts. The Tracker maps the availability of key types of aid information and is collated in such a way as to generate a comparable, robust data source.

The purpose of the Aid Transparency Tracker is to build a common framework to track whether key types of aid information are available. It is a web-based survey tool that relies on crowd-sourcing, meaning that surveys can

be added to and updated from anywhere in the world. Anyone can complete a Tracker survey and check, update, use and re-use the data for their own research purposes.

By providing the data via a public online tool that all can contribute to, the aim is to accurately track levels of aid information available, show changes over time and facilitate clear, practical improvements in the levels of information. All survey responses will be presented in real-time, meaning that results can be regularly checked and allow donors' progress to be assessed between annual rankings. In order to ensure the quality and accuracy of the data collected, donors will be provided with the opportunity to verify and correct the survey data provided.

The Tracker was launched in November 2011 and currently contains the underlying data used in this pilot index: [www.aidtransparencytracker.org](http://www.aidtransparencytracker.org). In future, the aim is to increase the coverage of the Tracker beyond the current 58 aid agencies, as well as across different recipient countries and focusing on different sectors. The aim is that it is used to collect levels of aid information on a rolling basis, but checked and updated systematically – perhaps annually or biannually – so it can be used for comparisons of progress and tracking the level of aid transparency across a range of donors and country contexts and/or sectors over time.

We anticipate that this tool will be of use to researchers, CSOs and other organisations involved in monitoring the transparency and accountability of donors both in donor and recipient countries. We are keen to hear from organisations that are interested in participating in the collection and use of the data from the Tracker. Organisations can either sign up on the Tracker website or by contacting us directly: [info@publishwhatyoufund.org](mailto:info@publishwhatyoufund.org)

## Methodology and data sources

This pilot index was an attempt to shift away from using proxy indicators based on secondary data towards a primary data collection methodology; thus providing more robust evidence as the basis for analysing aid transparency. In addressing the major data gap found in the 2010 Assessment, the aim is to allow a more systematic reflection on organisations' commitment to aid transparency practices as well as providing clear and specific ways in which transparency levels can be monitored for individual donors. This section provides an overview of the methodology and data used in this new primary data collection approach. Please see Annex 1 for a more detailed methodology, as well as the limitations and challenges faced and the refinements planned.

The methodology developed to assess organisations' aid transparency looks at the transparency of agencies at the organisational, country and activity level. 37 indicators of transparency were selected, with 35 specific information types checked. The full list of indicators, survey questions and the definitions used is set out in Section 2. These indicators were selected using the information types agreed in the IATI standard, most of which are based on the DAC Creditor Reporting System (CRS). They are a subsection of the most commonly available information items where existing commitments to disclosure already existed.

**Organisation or agencies selection:** The aim was to extend the number of organisations covered in this pilot from the 30 included in the 2010 Assessment. Surveys were initially completed by CSOs for all OECD DAC donors, all EU Member States and all IATI signatories and observers.<sup>18</sup> The surveys were filled in by searching organisations' websites and providing proof of the existence and availability of information by adding in the URL or link to the information.

**Aid recipient country and activity selection:** CSOs selected the current largest aid recipient country for that aid agency. If the current largest recipient country of aid from the agency was not known, the current largest recipient country of aid from the *donor government* as a whole was selected. If this was also unknown then the most recent OECD DAC figures (2009) were used to find the aid recipient to survey. Within the recipient country, the largest activity or project was then selected within that country programme.

**Data collection and verification:** Survey respondents were asked to answer questions relating to 35 specific types of information seen as necessary for meeting the international best practice standard for aid transparency at the **organisational level** (5 indicators) and on the format and accessibility of information at **recipient country level** (4 indicators) and the **project or activity level** (26 indicators). The list of survey questions is by no means exhaustive but was designed to examine the availability of information at all stages from policy to implementation, including design, evaluation and audit.

The approach was designed to sample and collate data about the publication of key types of **current** aid information for each donor and agency in ways that generate a comparable data source that is specific, detailed and verifiable. Completed surveys were sent to the organisation for an iterative process of verification and correction. After that the results were standardised across indicators, re-checked and cleaned.

An initial round of data collection was undertaken with European AidWatch members in March/April 2011, the survey was then extended to non-EU Member States and

Box 4:

### Summary of aid transparency indicators used

**7 at organisation level** – 2 on the commitment to aid transparency, in terms of:

1. Existence of a Freedom of Information Act (FOIA)
2. Engagement in the emerging best practice on aid transparency (IATI)

Then 5 indicators for specific information types for the largest organisation of that donor including on aid allocation procedures and the organisation's total budget.

**4 at country level** – for the organisation's biggest recipient country, including indicators on country strategy and annual audit.

**26 at activity or project level** – for a large project in the organisation's biggest recipient country on information covering the project cycle from contracting, conditions, pre-project appraisals, budgets, through financial transactions to impact, as well as basic information such as activity title, dates, identification codes and sectors the project supports.

additional organisations in May–July 2011. A final round of checks were then conducted to see whether any more information was available in order to ensure that the maximum amount of information was found through the process. A round of standardisation of scoring ensuring consistent interpretations of answers was then conducted across all indicators and organisations.

<sup>18</sup> See Acknowledgments section for details of who undertook each of the surveys.

## Scoring the indicators

For the 35 surveyed indicators, the information availability was judged by whether a specific piece of information was found to be:

<p><b>Always published</b> (scored 1)</p>	<p><i>For organisation and country level questions: consistently or regularly;</i> <i>for the activity level questions: for <b>all</b> projects in the recipient country.<sup>19</sup></i></p>
<p><b>Sometimes published</b> (scored 0 but used for sequencing of equal rank)</p>	<p><i>For organisation and country level questions: inconsistently or irregularly;</i> <i>for activity level questions: for <b>some</b> projects in the recipient country.</i></p>
<p><b>Not published, but collected</b> (scored 0)</p>	<p>Where the information is not publicly available but the organisation collects it internally. We believe that organisations collect information for almost all the questions asked, although they do not make all of it public.</p>

For the purpose of scoring for the index, the only results used were where information was always published. These were scored 1. All other responses were scored 0; however the other data is still presented in chart 4 in Annex 2 and used in the conclusions of the report. Despite the checking process undertaken by donors we have the least confidence in the quality of the “not published but collected” categorisation which cannot be verified independently given that it is not public.

At the organisational level an **additional two indicators were used as proxies to assess the commitment to aid transparency and accessibility of aid information**. These were whether or not the organisation has a Freedom of Information Act or equivalent and the organisation's engagement with the International Aid Transparency Initiative.

Engagement in IATI was selected as a proxy for commitment to aid transparency and the format and accessibility of the information. While other mechanisms could have been selected, IATI is specifically designed for the comprehensive publication of current aid information in a format that is comparable and timely as well as accessible because it is produced in a machine readable format. Donors can score a maximum of two points depending on their level of engagement with the Initiative. The scoring used is as follows:

**2** = Implementing IATI – has begun publishing data to the IATI Registry or has informed the IATI Secretariat that it will do so before HLF-4 on 29 November 2011

**1** = Signed but no implementation schedule or plans to do so before HLF-4

**0.5** = Observer to IATI

**0** = No engagement to date

Tracker surveys and the two additional FOIA and IATI results were collated for all the 58 donor organisations – see chart 4 in Annex 2 for the full dataset.

<sup>19</sup> To establish that information was “always” published, when checking and verifying the surveys, Publish What You Fund selected a minimum of five activity level projects in the relevant recipient country in order to ascertain that this information was consistently available.

### Weighting, scaling, ranking and grouping

**Weighting:** Giving the three levels an equal weight of 33.33% each was chosen in recognition that different levels of transparency are important for different types of information users and that no level should have a higher weighting than any other. While different groups and constituencies do require and value the various aid information types differently, the basic approach taken here was of keeping the weighting as simple and clear as possible. The weighting approach is shown in diagram 1. A tool is provided on the Publish What You Fund website which allows people to reweight the data in line with their prioritisation and assessment of the importance of different types of information.

**Scaling:** As with the 2010 Aid Transparency Assessment, the decision was made not to rescale the three levels of indicators as this would disguise actual performance of organisations in favour of ensuring that each level shared the same average. The decision not to rescale each of the three levels means that the average score for each level is different, so a donor that scores 50% for organisation level transparency may be above or below average for that level. In Section 4: Organisation Profiles we show donor performance against the average for each level.

**Ranking:** Based on the weighted three levels, the overall ranking of the 58 agencies was then developed. Donors that scored the same are ranked equally, but "sometimes" answers have been used to visually sequence organisations with equal scores.

**Grouping:** The option of five groupings was selected as it was felt these groups provide a mechanism to compare donor performance within specific score ranges, but without creating 'false' groupings based on minimal differences in scores. The scores of 0–19%, 20–39%, 40–59%, 60–79% and 80–100% were chosen as it was agreed the five groups most accurately reflect the performance of the 58 organisations.

Ranking may be perceived a crude approach. It is certainly subject to challenges and influenced by choices on what to include and how to weight relative factors, but it is nonetheless a useful exercise in that it concentrates minds, injects an element of competition and provides a way of monitoring and benchmarking progress. By developing a pilot index we hope to motivate change among donors, and while we readily admit that there are ways in which we can improve the index for next time, we are sufficiently confident in the quality of our evidence and the fairness of the consultation process with donors and other stakeholders to present these results as a useful and valid contribution to the debate about aid transparency.

In developing the Aid Transparency Tracker survey and this pilot index, we aimed to find out whether it is possible to collate sufficient primary data to compare the aid transparency of donors. Our conclusion is that even with this initial data set and pilot methodology, it has been possible to develop a robust approach that allows us to assess and compare donor aid transparency in a systematic way. For a more detailed methodology, including challenges, limitations and lessons learned, please see Annex 1.

Diagram 1. Weighting Formula for 2011 Pilot Aid Transparency Index

The three levels are weighted equally in thirds. Questions grouped under the levels are weighted equally based on scores of 1 or 0, apart from engagement in IATI, which has a double weighting based on the maximum score being 2.

	Levels	Indicators	Data source	
33.33%	Organisation level transparency	4.17%	Existence of FOIA or Disclosure Policy	Fringe Intelligence
		8.33%	<b>Engagement in IATI</b>	IATI Secretariat website
		4.17%	Publishes aid allocation policies and procedures	Aid Transparency Tracker Q1
		4.17%	Publishes procurement procedures	Aid Transparency Tracker Q2
		4.17%	Publishes total organisation budget for next 3 years	Aid Transparency Tracker Q3
		4.17%	Publishes annual forward planning budget for next 3 years	Aid Transparency Tracker Q4
		4.17%	Publishes annual audit of programmes	Aid Transparency Tracker Q7
33.33%	Country level transparency	8.33%	Publishes country strategy paper	Aid Transparency Tracker Q5
		8.33%	Publishes forward planning budget for country for next 3 years	Aid Transparency Tracker Q6
		8.33%	Publishes evaluation documents	Aid Transparency Tracker Q32
		8.33%	Publishes results, outcomes and outputs documentation	Aid Transparency Tracker Q33
33.33%	Activity level transparency	1.28%	Publishes details of organisation implementing activity	Aid Transparency Tracker Q8
		1.28%	Publishes collaboration type	Aid Transparency Tracker Q9
		1.28%	Publishes flow type	Aid Transparency Tracker Q10
		1.28%	Publishes type of aid given	Aid Transparency Tracker Q11
		1.28%	Publishes type of finance given	Aid Transparency Tracker Q12
		1.28%	Uses unique project identifier	Aid Transparency Tracker Q13
		1.28%	Publishes title of activity	Aid Transparency Tracker Q14
		1.28%	Publishes description of activity	Aid Transparency Tracker Q15
		1.28%	Publishes which sector the activity relates to	Aid Transparency Tracker Q16
		1.28%	Publishes planned start/end dates	Aid Transparency Tracker Q17
		1.28%	Publishes actual start/end dates	Aid Transparency Tracker Q18
		1.28%	Publishes tied aid status	Aid Transparency Tracker Q19
		1.28%	Publishes overall financial costs of activity	Aid Transparency Tracker Q20
		1.28%	Publishes commitments / planned expenditures and disbursements	Aid Transparency Tracker Q21
		1.28%	Publishes current status of aid activity	Aid Transparency Tracker Q22
		1.28%	Provides contact details for the activity	Aid Transparency Tracker Q23
		1.28%	Website that provides information on the activity	Aid Transparency Tracker Q24
		1.28%	Publishes pre-project impact appraisals	Aid Transparency Tracker Q25
		1.28%	Publishes objectives/purposes of the activity	Aid Transparency Tracker Q26
		1.28%	Publishes the ultimate intended beneficiaries of the activity	Aid Transparency Tracker Q27
		1.28%	Publishes the terms and conditions attached to the activity	Aid Transparency Tracker Q28
		1.28%	Publishes the budget for the activity	Aid Transparency Tracker Q29
		1.28%	Publishes the tender for the activity	Aid Transparency Tracker Q30
		1.28%	Publishes the contract for the activity	Aid Transparency Tracker Q31
		1.28%	Publishes MoU for the activity	Aid Transparency Tracker Q34
		1.28%	Publishes the design documents and/or logframe for the activity	Aid Transparency Tracker Q35

■ Different scoring approach than 1 = Yes; 0 = No. See below.

**Scoring methodology for IATI engagement.** How engaged is this donor with IATI?

a) Publishing data to the IATI registry = 2; b) Signed IATI but no plans to publish before HLF-4 = 1; c) Observer to IATI = 0.5; d) No engagement in IATI = 0

## Section 2. The 37 Aid Transparency Indicators

Table 2 below details the 37 indicators used to assess aid transparency. The indicators have been grouped into three separate levels depending on whether they relate to a donor organisation's overall transparency as an organisation, its transparency at the recipient country level or in relation to a specific project or activity.

Table 2. Summary table of indicators

	Indicator	Survey Question or Source	Definition
<b>Organisation level transparency</b> The first set of transparency indicators reflects the extent to which donor organisations are making information available about their organisation more broadly, including supporting existing aid transparency initiatives.			
1.	<b>Existence of Freedom of Information Act (FOIA) or Disclosure Policy</b> (Short description: FOIA)	R. Vleugels, Overview of all FOI Laws, Fringe Intelligence Special, October 2011	The definition used in the report for a Freedom of Information Act is that it has to be a law in the strict sense, it must include the right of access to information, this right has to be enforceable and there must be complaint, court and high court appeal possibilities. (Decrees are included if they meet the same standards.) In addition, the FOIA must be in use for at least the executive part of the government, therefore FOIAs which are only adopted, approved or still in draft form were not counted. For multilateral donors, IFIs and foundations, a disclosure or transparency policy was accepted as equivalent to a FOIA. All organisations with a disclosure or transparency policy were accepted as having a policy irrespective of the appeals process and exceptions.
2.	<b>Engagement in IATI</b> (IATI)	The level of engagement in the International Aid Transparency Initiative, taken from the IATI website and the donors' implementation schedules	Donors are engaged in IATI either as signatories or observers. Of the 21 signatories, some are already implementing, i.e. they are publishing to the IATI Registry; others are planning to publish before HLF-4; a third group are planning to implement after HLF-4; and a fourth group have not yet confirmed when they expect to publish to the Registry.
3.	<b>Publishes aid allocation policies and procedures</b> (Allocation policy)	Does this organisation publish its aid allocation policy and procedure?	Aid allocation policies and procedures are the detailed policy and procedures documents by which the organisation chooses where to spend its resources, on which countries or themes rather than others.
4.	<b>Publishes procurement procedures</b> (Procurement policy)	Does this organisation publish its procurement procedures?	An organisation's procurement procedures explain the process used to tender and contract (invite bids for) goods and services. This must fully explain the criteria on which decisions are made, and could be in a single procurement policy document or attached to each tender.

5.	<b>Publishes total organisation budget for next three years</b> (Organisation budget)	Does this organisation publish its total budget for the next three years?	The total organisation budget is the total amount that the organisation will be allocated by the government or its funders for at least the next three years.  This is money going to the organisation, and can be indicative. Both rolling budgets and non-rolling budgets were accepted.
6.	<b>Publishes annual forward planning budget for next three years</b> (Forward budget)	Does this organisation publish their annual forward planning budget for assistance to different countries and institutions for the next three years?	The organisation's annual forward planning budget for assistance is the budget that the organisation or agency will spend on different countries, programmes and institutions for at least the next three years.  This is money being spent by the donor organisation, and could be indicative. Ideally we would have distinguished between rolling and long term budgets (e.g. a five year budget) but for the purpose of the survey both rolling budgets and long term budgets were accepted.  Some organisations such as the UNDP were at the end of their budget cycle, and therefore did not have a budget for the next three years. In this case they did not receive points for this question.
7.	<b>Publishes annual audit of programmes</b> (Audit)	Does this organisation publish an annual audit of its aid programmes?	The organisation's annual audit of its activities is an official inspection of the accounts and activities of this organisation, typically by an independent body.  This was originally designed as a country level question in the Tracker survey, but as organisations rarely carry out annual audits at the country level and we were asking about current projects, the question was in practice answered at the organisation level and therefore the survey results have been moved into this level.
<p><b>Country level transparency</b> The second set of indicators reflects the extent to which organisations are making aid information available on their activities at the recipient country level.</p>			
8.	<b>Publishes country strategy paper</b> (Country strategy)	Does this organisation publish the country strategy paper for this recipient country?	A country strategy paper sets out the organisation's planned approach and activities in the recipient country. For it to be accepted it needed to be a detailed document rather than just a paragraph on the organisation's website.
9.	<b>Publishes forward planning budget for country for next three years</b> (Country forward budget)	Does this organisation publish forward planning budget or documents for the activities they fund in this recipient country for the next three years?	The organisation's annual forward planning budget for assistance is the budget that the organisation will spend on this country for at least the next three years.  This is money being spent by the organisation and can be indicative. As above, both rolling budgets and non-rolling budgets were accepted in this survey round.

10.	<b>Publishes evaluation documents</b> (Evaluation)	Are evaluation documents published?	<p>Evaluation documents consider what activities achieved, whether the intended objectives were met, what the major factors influencing the achievement or non-achievement of the objectives were and an assessment of the impact and effects of the activities. This information may be on a specific evaluation section of the organisation's website.</p> <p>This was originally designed as an activity level question, but as evaluations are often carried out only when an activity has finished, the answers that we received were at the country level. This question will be revisited in future surveys.</p>
11.	<b>Publishes results, outcomes and outputs documentation</b> (Results)	Are results, outcomes and outputs provided?	<p>The results show whether activities achieved their intended results. This may be within a specific evaluation section of the organisation's website.</p> <p>This was originally designed as an activity level question, but as results, outcomes and outputs are only available when an activity has finished, this should more appropriately be asked at the country level. Again, this question will be revisited in future surveys.</p>
<p><b>Activity level transparency</b> The third set of transparency indicators reflects the extent to which organisations make aid information available on specific project or programme activities in-country.</p>			
12.	<b>Publishes details of organisation implementing activity</b> (Project implementer)	Does the organisation publish which organisation implements the activity?	<p>The implementer of the activity is the organisation which is principally responsible for delivering this activity.</p>
13.	<b>Publishes collaboration type</b> (Collaboration type)	Does this organisation publish the "Collaboration Type", i.e. whether the activity is funded bilaterally or multilaterally, as a contribution to NGOs, to Public-Private Partnerships, or as multilateral outflow?	<p>The collaboration type shows how the activity is funded – whether directly from one government to another (bilaterally), through institutions such as the World Bank or UN (multilaterally), or otherwise. This needed to be explicitly stated.</p> <p>To be accepted, responses had to be stated per activity, or once in a country strategy paper or a clear place on the website, if there is only one collaboration type for the whole organisation (e.g. "all aid is funded bilaterally").*</p>

14.	<b>Publishes flow type</b> (Flow type: ODA/OOF)	Does this organisation publish the "Flow Type", i.e. whether the activity is categorised as Official Development Assistance (ODA), Other Official Flows (OOF), climate finance, or anything else?	The flow type shows whether the organisation states this activity counts as ODA, OOF, climate finance or any other type of flow. This again had to be explicitly stated per activity, or once in a country strategy paper or a clear place on the website if there is only one flow type for the whole organisation (e.g. "all aid is ODA").*
15.	<b>Publishes type of aid given</b> (Project / budget support)	Does this organisation publish the type of aid given? (e.g. budget support, pooled funds, project-type interventions, experts, scholarships, debt relief, administrative costs)	The type of aid shows whether the activity is classed as budget support, a project, technical assistance, debt relief, administrative costs, etc. (see list to left). This needed to be explicitly stated per activity, or once in a country strategy paper or a clear place on the website if there is only one aid type for the whole organisation (e.g. "all aid is project-type interventions").*
16.	<b>Publishes type of finance given</b> (Grant / loan)	Does this organisation publish the type of finance given? (e.g. grant, loan, export credit, debt relief)	The type of finance shows whether the activity is a grant, loan, export credit, or debt relief. This had to be explicitly stated per activity, or once in a country strategy paper or a clear place on the website, if there is only one finance type for the whole organisation (e.g. "all aid is grants").*
17.	<b>Publishes unique project identifier</b> (Unique ID)	Does this organisation publish a unique activity identifier? (e.g. a project number)	The activity identifier is a unique reference ID for the activity (e.g. a project number). It allows an activity to be referred to and to search for information by a code which can be used to retrieve the project from a database or filing system.  On occasion, organisations pointed to the URL as a unique activity identifier. If the URL included the complete project code or reference used internally, this was accepted.
18.	<b>Publishes title of activity</b> (Project Title)	Does this organisation publish the title of the activity?	The title of the activity is the name of the activity. This was preferably the formal name of the activity, but did not have to be.
19.	<b>Publishes description of activity</b> (Description)	Does this organisation publish a description of the activity?	The description of the activity is a descriptive text, longer than the title, explaining what the activity is. Sometimes it was just a short sentence but may also be more detailed. Either was accepted.
20.	<b>Publishes which sectors the activity relates to</b> (Sectors)	Does this organisation publish the specific areas or "Sectors" of the recipient's economic or social development that the activity intends to foster? (e.g. education, health, infrastructure)	The sectors of the activity explain whether this is, for example, a health or education project. It did not count if it is just mentioned incidentally within the title / description / etc. It needed to be stated separately and explicitly.

21.	<b>Publishes planned start / end dates</b> (Planned dates)	Does this organisation publish the <i>planned</i> start and end dates?	The planned dates are the dates that the activity is scheduled to start and end on. If there are one set of dates but they are not explicitly <i>planned or actual</i> dates, given that these are for activities which are current (i.e. being implemented at the time of data collection) it was assumed that they were planned dates.
22.	<b>Publishes actual start / end dates</b> (Actual dates)	Does this organisation publish the <i>actual</i> start and end dates?  (If they are not explicitly stated as <i>actual</i> dates then assume they are <i>planned</i> dates.)	These are the dates that the activity <i>actually</i> started (and ended on, if the activity has finished). If there was only one set of dates but they are not explicitly stated as <i>planned or actual</i> dates, then it was assumed they were planned dates. Actual dates were accepted where specific events occurred, for example the date the project/programme agreement was signed, a board presentation or an appraisal date.
23.	<b>Publishes tied aid status</b> (Tied aid status)	Does this organisation publish whether the aid is tied or not?	The tied aid status shows whether the organisation states that this activity counts as "tied" (e.g. procurement is restricted to the donor organisation country) or "untied" (open procurement). This had to be explicitly stated per activity, or once in a country strategy paper or a clear place on the website if there was only one tied aid status (e.g. "all aid is untied").*
24.	<b>Publishes overall financial costs of activity</b> (Overall cost)	Does this organisation provide an overall financial cost / amount of this activity?	The overall financial cost or amount is a summary total financial sum for the activity.
25.	<b>Publishes commitments / planned expenditures and disbursements</b> (Transactions)	Does this organisation provide transaction-level details of individual financial disbursements / expenditures and commitments for this activity?	Individual financial disbursements must be related to individual activities, and must be on a per-transaction basis. Each activity is likely to have several transactions.  This information is unlikely to be made available if the organisation does not publish to IATI.
26.	<b>Publishes current status of aid activity</b> (Current status)	Does this organisation publish the current status of the aid activity? (e.g. in pipe line, identification, implementation, completion, post-completion or cancelled)	This shows whether the activity is currently under design, being implemented, has finished or is cancelled.*

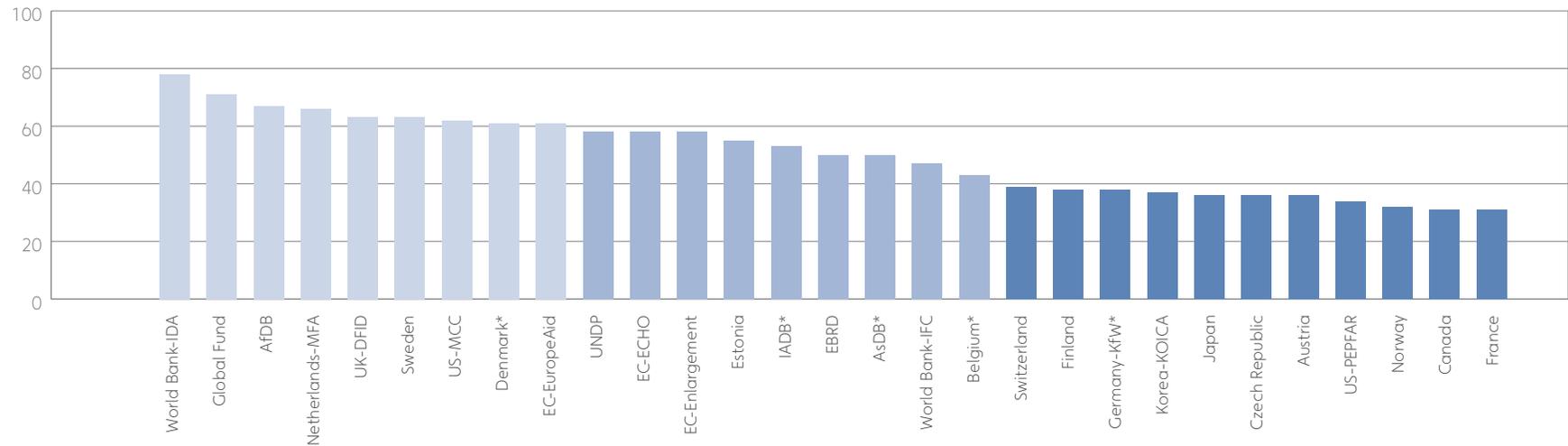
27.	<b>Provides contact details for the activity</b> (Contact details)	Are contact details provided for the activity?	This shows who can be contacted in relation to this activity. This does not have to be the contact information for an individual or project manager and could refer you to a central contact or information desk. Contacts for either the funding organisation or the implementing organisation were accepted.  This had to be stated alongside the activity or on an obvious "contact us" link alongside the activity.
28.	<b>Website that provides information on the activity</b> (Project website)	Is there a website provided for the activity that provides more information about the activity, where relevant? (e.g. a page or PDF describing the activity in more detail)	This is a specific link to more detailed and contextual information about this activity. This was either a website or a document on a larger website with more than just basic information about the activity.
29.	<b>Publishes pre-project impact appraisals</b> (Impact appraisal)	Are pre-project impact appraisals published?	Pre- and post-project impact appraisals explain the totality of positive and negative, primary and secondary effects produced by a development intervention.
30.	<b>Publishes objectives / purposes of the activity</b> (Objectives)	Are the objectives or purposes of the activity published?	The objectives or purposes of the activity are those that the activity intends to achieve.
31.	<b>Publishes the ultimate intended beneficiaries</b> (Beneficiaries)	Are the intended ultimate beneficiaries of the activity published?	The ultimate intended beneficiaries are the individuals or groups that the activity is intended to benefit (e.g. 80,000 children inoculated; 3 million people provided with clean drinking water; under 5s or indigenous peoples).
32.	<b>Publishes the terms and conditions attached to the activity</b> (Conditions)	Are the terms and conditions attached to the activity published?	The terms and conditions of the activity may also be referred to as benchmarks, priors, or involve words such as "subject to...". They are specific to an individual activity and explain what the recipient must do in order to be eligible for the funds to be released.
33.	<b>Publishes the budget for the activity</b> (Budget docs)	Is the budget of the activity published?	This is a specific budget detailing what the intended spending is for the different lines of the individual activity.
34.	<b>Publishes the tender for the activity</b> (Tender docs)	Is the tender for the activity published?	The individual contract to which bids or proposal are invited from companies, organisations or individuals to provide goods and services for the activity. Could be on a procurement section of the organisation's website, on a separate website, or possibly on a central government procurement website.

35.	<b>Publishes the contract for the activity</b> (Contract docs)	Is the contract for the activity published?	The individual contract which is signed with the company, organisation or individual that provide goods and services for the activity. Again this could be on a procurement section of the organisation's website, on a separate website or possibly on a central government procurement website.  Summary information about the contract was not accepted as sufficient. The contract itself had to be published.
36.	<b>Publishes Memorandum of Understanding for the activity</b> (MoU / agreement)	Is the Memorandum of Understanding published?	A Memorandum of Understanding (MoU) is a document which details the agreement usually between the organisation and recipient government for the provision of aid in the country.
37.	<b>Publishes the design documents and /or logframe for the activity</b> (Project design docs)	Are the design documents or logframes published for the activity?	Design documents are detailed documents which show how the activity should be undertaken. This needed to be a similar level of detail to the activity budget.

\* While many of the definitions included in this table are based also on the DAC CRS definitions, those marked with an asterisk are specifically CRS definitions. For more detail on the definitions of these indicators (e.g. what is a multilateral or budget support) see the User's Guide to the CRS Aid Activities database: [http://www.oecd.org/document/50/0,3746,en\\_2649\\_34447\\_14987506\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/50/0,3746,en_2649_34447_14987506_1_1_1_1,00.html)

## Section 3. Results

Chart 1: Overall ranking of 58 organisations



### Fair

(average score of 60–79%)

This is the best performing group of organisations. With the exception of U. S. MCC, all are signatories of IATI. A number also have specific aid transparency initiatives underway, including the World Bank, Netherlands, UK and Sweden.

They generally demonstrate a relatively high level of transparency at the **organisation level**, with the exception of audits (only 3 publish) and forward budgets (only 4 of the 9). In terms of **country level** transparency, this is the only group that consistently publishes strategy papers.<sup>20</sup> At **activity level** this group consistently provides information on project title, description, sectors, planned dates, overall cost and tender documents. With the exception of the Hewlett Foundation, this is the only group where some publish transaction level information. Contract documents were not published by anyone other than DFID; however this is the only group where organisations appear to be generally collecting activity level information.

### Moderate

(average score of 40–59%)

This group generally demonstrates a relatively high level of transparency at the **organisation level** and five are signatories of IATI. This group, like those above, performs poorly on audit, with only the UNDP publishing its annual audit and only three publishing forward budgets – ECHO, DG Enlargement and Estonia.

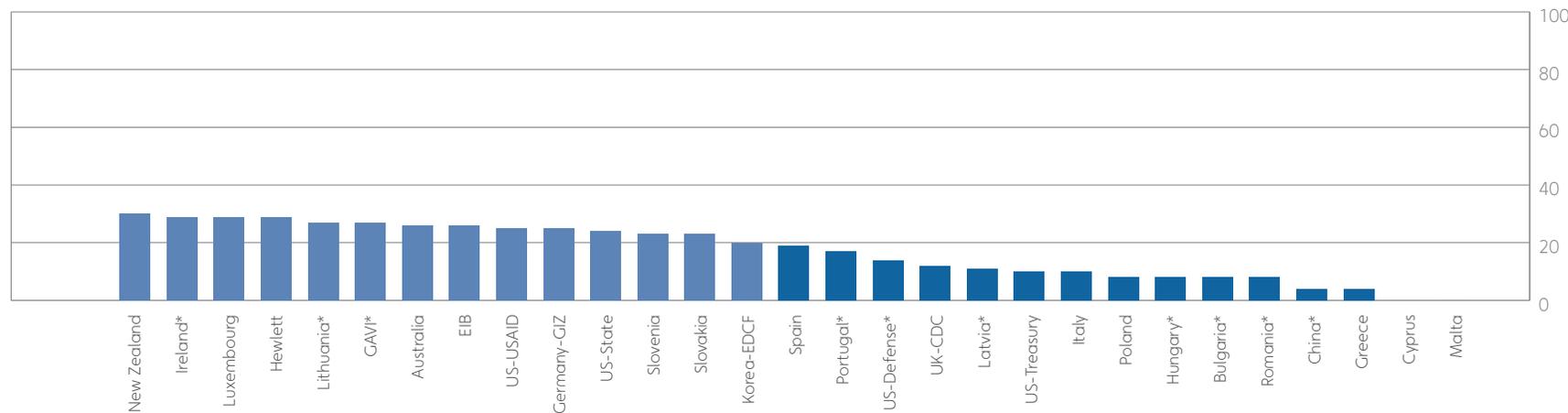
At the **country level**, all publish country strategy papers, but only DG Enlargement, the AsDB and Belgium provide country level forward budget information, which is concerning given that this group includes some of the largest and most influential donors – particularly in relation to their lending areas. Similarly, the lack of **activity level** transaction or impact appraisals is notable in this group; but like the group above, they consistently publish basic activity level documents such as project ID, title/description, sectors, planned dates and overall cost.

### Poor

(average score of 20–39%)

This group straddles the overall average score of 34% and includes some of the largest and most established donors such as Japan, Canada, France, Ireland, Germany and three of the largest U.S. agencies – PEPFAR, USAID and State. 10 of 25 are signatories of IATI (counting both German agencies), but only two (Australia and the Hewlett Foundation) have published to the IATI Registry as of October 2011.

Like the groups above, at the **organisation level** they perform poorly on audit and forward budgets. In addition, performance is poor on organisation budget, with only six organisations publishing this information. They also perform poorly at the **country level** overall, with only two publishing



### Poor

(average score of 20–39%)

evaluations and results (KfW and KOICA) and with the exception of Ireland, none provide country level forward budget information. Even country strategy documents are only available for half of these organisations. At the **activity level** only eight provide information on planned start and end dates, and none of them publish actual start and end dates, details of conditions, project design, impact appraisal or budget documents. Unlike the groups above that consistently publish overall costs, half did not in this group, and only the Hewlett Foundation publishes details of transactions.

### Very Poor

(average score of 0–19%)

This group generally includes smaller and less established donors, although Spain, Portugal, Italy and the two largest U.S. agencies are also included.

Overall this group consistently perform poorly across all three levels assessed. They regularly appear near the bottom of individual indicator rankings with 50% (eight of the 15) publishing no information at country or activity level. At the **organisation level**, three do not have a Freedom of Information Act or equivalent, and only Spain is a signatory to IATI. Only a handful publish information on procurement, and nothing on organisation or forward budget information at all.

At **country level**, none publish country strategy, forward budget or evaluation documents, and only Portugal publishes information on results. Performance at **activity level** is equally weak. For 17 indicators no data is published at all, and the eight bottom organisations publish no activity information at all.

20 At the time of data collection DFID had not published its country strategy for India, although it since has.

\* Surveys were not received back from the AsDB, Australia, Belgium, Bulgaria, Denmark, GAVI, Germany KfW, Hungary, IADB, Latvia, Lithuania, Portugal, Romania and U.S. Department of Defense. Ireland did not receive a survey for review during the official data collection period. See Annex 1 for more detail on data collection and verification.

As with the 2010 Aid Transparency Assessment, the aid transparency of organisations varies widely. Scores range from 78% to 0% on the 37 indicators used in this 2011 pilot index. While no organisations made it into the top group (80%+), the top four organisations – the World Bank, the Global Fund, the AfDB and the Netherlands – consistently perform above average in each of the organisation, country and activity levels of information provision, although they do not always appear in the top four for each of the three levels. In particular, the Netherlands performed well due to its recent publication to the IATI Registry where many information items that were not previously available are now published, lifting them from 30th to 4th in the ranking. The 15 worst performers (Spain, Portugal, U.S. DOD, UK – CDC, Latvia, U.S. Treasury, Italy, Poland, Hungary, Bulgaria, Romania, China, Greece, Cyprus and Malta) are well below average in all of the three levels and regularly appear near the bottom for individual indicators.

While some organisations show a significantly higher level of aid transparency than others and provide information for the majority of indicators, most donors have significant challenges across each of the three levels and all the indicators assessed.

The following analysis draws out some findings on levels of aid transparency in terms of the bilateral versus multilateral nature of the organisation, how new or established they are and the size of the organisation measured in terms of the volume given.<sup>21</sup> While some patterns emerge, it is clear that an organisation's size, how established they are, or whether they are a multi- or bi-lateral organisation does not predict or determine the level of their transparency.

**Multi vs. bilateral organisation:** With 11 multilaterals and nine bilaterals, the top 20 organisations are almost evenly split between multilaterals and bilaterals (the EC is considered to be a multilateral for these purposes); but the multilaterals do cluster somewhat higher in the ranking. Only GAVI and the EIB are not in the top 20; whereas the bottom 20 consists entirely of bilaterals.

**How established an organisation is:** All the organisations except one ranked in the top 18 are more established donors; however, some of the largest and most established organisations also consistently appear in the lower two groups. As a group their average score is 39% which is only just above the overall average of 34%. There are some very poor performers among the more established donors, including Spain, Portugal, two U.S. agencies (DOD and Treasury) and Italy.

Although many of the newest members of the DAC and emerging donors consistently score less well, achieving an average overall score of just 18%, there are some notable exceptions. Estonia performs particularly well compared with other much larger and more established organisations that have been providing development assistance for considerably longer periods. Other exceptions are the Czech Republic, which ranks higher than its neighbour Austria (23rd and 25th respectively); as does Korea KOICA compared to Japan (22nd and 23rd).

**Size:** Larger and mid-sized bilaterals and the agencies that constitute those largest donors, generally achieve higher levels of aid transparency than smaller ones. The average score of the larger organisations included in the ranking is only 37%. The performance of some of these organisations is particularly problematic given

the amount of aid they give and therefore the relative impact of their lack of transparency. This includes France (ranked 29th), Germany (KfW 21st and GIZ 39th), Japan (23rd), and agencies within the U.S. (DOD (46th) and Treasury (49th)).

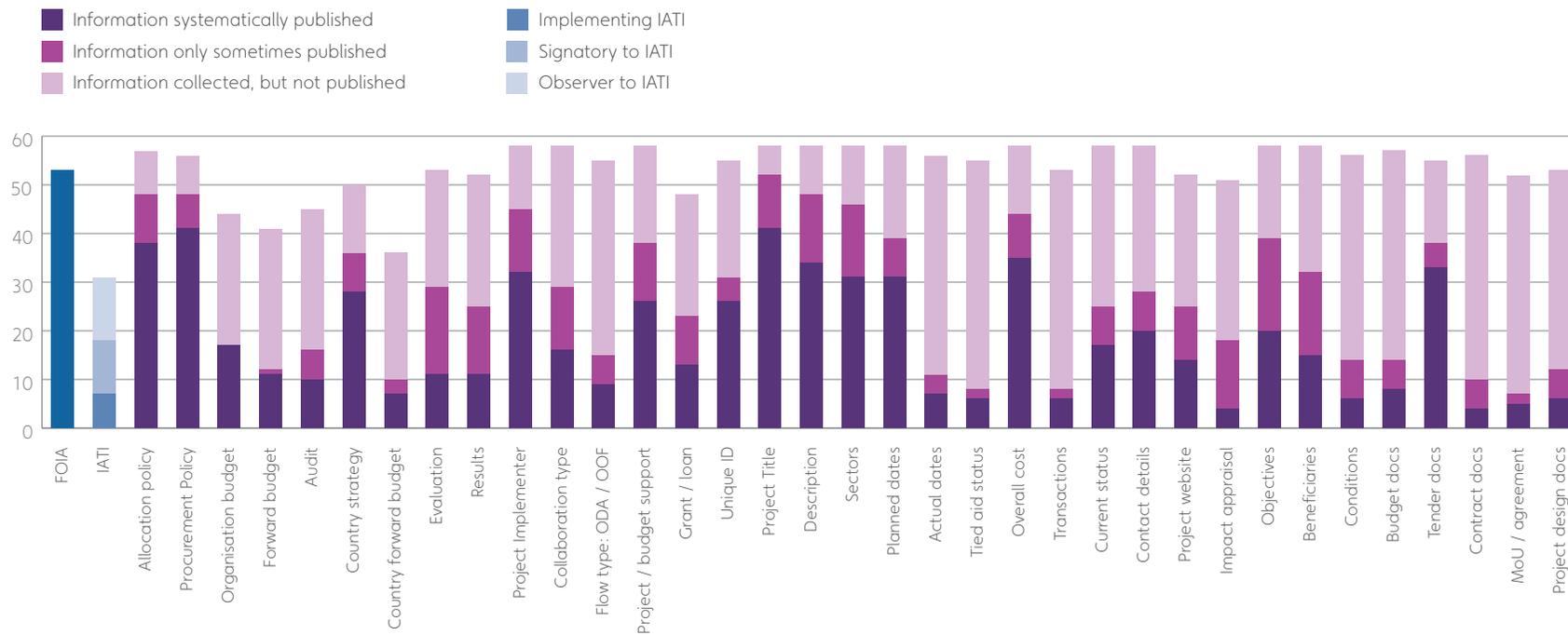
Mid-sized organisations (organisations providing between USD 1bn to 10bn in ODA per annum according to the OECD-DAC 2009 figures) also achieve an average score of 37%.<sup>22</sup> This group includes Netherlands, Sweden, Denmark, Belgium, Switzerland, Finland, Korea (both agencies), Austria, Norway, Canada, Australia, Spain and Italy. Again this low score is problematic given the amount of aid some of these organisations provide.

Small donors (providing less than USD 1bn in ODA per annum according) achieve an average score of just 18%. This includes Estonia, Czech Republic, New Zealand, Ireland, Luxembourg, Lithuania, Slovenia, Slovakia, Portugal, Latvia, Poland, Hungary, Bulgaria, Romania, Greece, Cyprus and Malta. 12 of the bottom 20 organisations are small donors and nearly all those that score below 10 are small, with the exception of Italy. For comparison, the average score for non-bilateral organisations is 51%.

A final interesting observation is the high level of variation in results within one bilateral or organisation, highlighting the need for internal coherence within donor organisations. The U.S. (with MCC ranked 7th vs. DOD and Treasury ranked 46th and 49th respectively), Germany (KfW 21st, GIZ 39th) and Korea (KOICA 22nd, EDCF 43rd) showed particularly varied results.

<sup>21</sup> Bilateral donors are state organisations that provide aid, while multilateral donors are international organisations such as the UN agencies. For the purposes of this analysis, the EC is treated as a multilateral. The data source used for calculating volumes of aid for DAC donors is the OECD Stats Extracts website: <http://stats.oecd.org/Index.aspx>. For non DAC donors it is not possible to accurately assess and compare volumes of aid given. Large organisations are defined as organisations providing more than USD 10 billion per annum in ODA, as reported to the DAC; mid-sized as organisations providing between USD 1–10bn per annum; and small as organisations providing less than USD 1bn. For the purpose of this analysis the EU 12 (the 2005 and 2007 EU Accession countries) as well as China and Korea are considered the newer or less established donors.

Chart 2. Donor performance across indicators



22 Defined as organisations providing more than USD 10bn per annum in ODA as reported to the DAC CRS for 2009. This average score includes Germany (KfW and GIZ), all six U.S. agencies (MCC, PEPFAR, USAID, States, DOD and Treasury), the UK (DFID and CDC), the EC, France and Japan.

For 11 of the information items, it was found that less than 10 organisations systematically publish them, including for forward budgets, flow type, actual activity dates, tied aid status, transactions, impact appraisals, conditions, contracts, MOUs and project design documents. Many of these information items relate to monitoring results and impact and we are confident the majority of donors collect this information internally, and many could be considered routine and uncontroversial types of information to publish. There are only a few cases where the information is not collected (forward budgets for example). The full dataset of all the items found to be collected, sometimes and always published for each organisation can be found in Annex 2.

Those information items where more than half the donor organisations systematically publish – allocation policy, procurement policies, project implementer, project title, description, planned dates, sectors, overall cost and tender documents – imply that there is some form of basic, bottom line expectation being met by more than half of donors.

There are a few indicators where more organisations publish sometimes than publish systematically. For example, DFID, Germany, Norway, Ireland, GAVI and Australia all publish evaluations sometimes, but not always. It is unclear what might be preventing systematic publication of these documents. Likewise, the ultimate intended beneficiaries of an activity and the results of an activity were available “sometimes” more often than “always”.

Annex 2 shows all the data collected for each of the 58 organisations included in the pilot index. It shows all survey responses received, including whether information was found to be “sometimes”<sup>23</sup> available or if it was thought that the organisation did actually collect that information although it was not publishing it.

For the **organisation level** of 7 indicators, most donors systematically publish some information. No organisations publish all the indicators however. Notable perhaps is that at the organisation level, the World Bank had the lowest level of publication in this group. There are some outliers, such as Switzerland which is about average overall but was found to publish a high level of organisational information and which benefits as a consequence from the weighting given to this level of information, while Korea and Luxembourg are also about average in their overall score but publish little organisation level information. For a number of the agencies, information was only available on the Ministry of Finance or Foreign Affairs websites – particularly for aid allocation policies and budgets. The organisational level indicators was the level at which there appears to be the lowest amount of information being collected – for example for forward budgets and annual audits in particular.

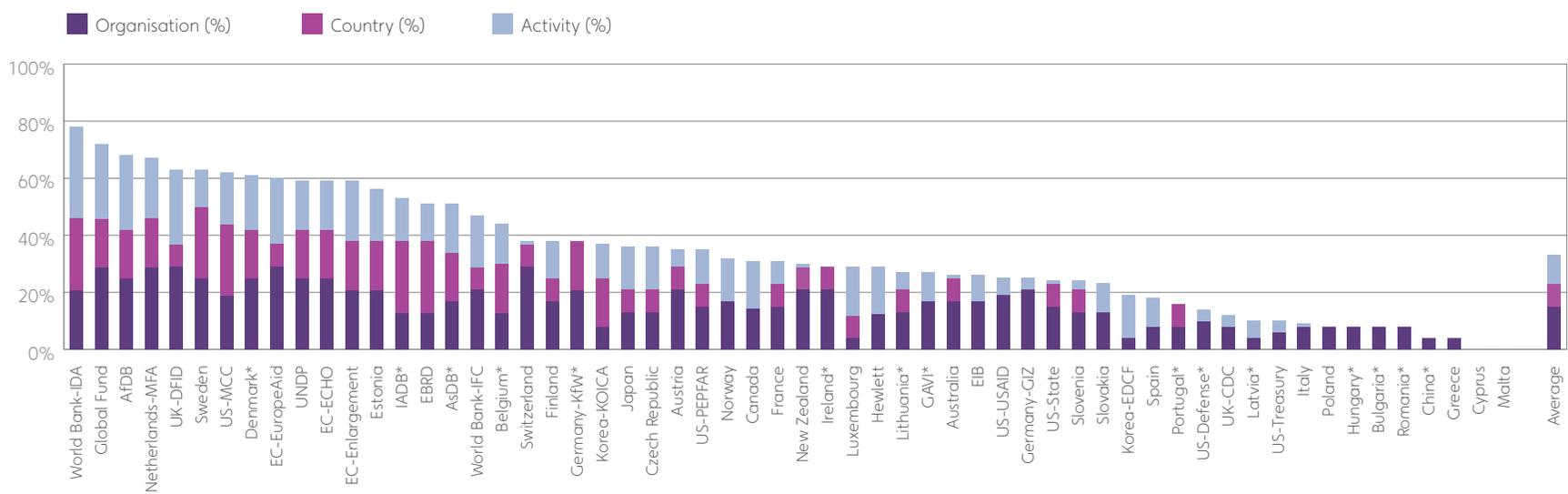
With only 4 indicators at **country level** these are the information items most heavily weighted in the index, and to which the ranking is most sensitive. Again, no one systematically publishes all the information items surveyed. An astonishing 23 organisations do not systematically publish country information, which is over a third of the 58 organisations covered. Those 23 donors include Norway, Canada, the Hewlett Foundation, GAVI, EIB, USAID, Germany GIZ, Korea EDCF, as well as all the organisations in the “Very Poor” group, with the exception of Portugal. Giving the heavy weighting of these information items, these organisations perform particularly poorly in the index. It is notable that not all organisations publish their country strategy papers for the relevant recipient country, although it is likely that the majority do have country strategy papers for the major recipient countries they are operating in. Such documents are easy to publish online

and it is hard to understand why this information is not more systematically being made available.

With **activity level** information, and with 26 indicators, there is more variety in the amount of information that is systematically published at this level. However, 11 organisations do not systematically publish current activity level information, including more ‘established’ donors such as Ireland and Germany KfW. The equal weighting of the three levels of information has particular implications effectively reducing the weighting of activity level information. For example Switzerland, Germany KfW, Austria, New Zealand, Ireland and Australia all benefit from the low weight of activity level information as they publish little or no project data. In an equal weighting across all indicators they would have appeared far lower in the index than they do here.

<sup>23</sup> For details of how “sometimes” was defined see footnote 52.

Chart 3. Donor performance across the country, organisation and activity level



# Section 4. Individual organisation profiles

This section provides detailed information on each of the 58 donor organisations included in the ranking. There is a table and a chart included for each donor. The columns in the table show the donor's overall score in the ranking and its performance on organisation, country and activity level questions. The blue line shows the average score. The chart shows the survey results for the donor, with a tick or a cross included depending on whether the information was published 'always' or not.

## Example Organisation

Signatory to IATI; DAC Member

**Fair**

rank out of 58 orgs	% overall score
---------------------	-----------------



Organisation	Country	Activity
FOIA		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- Notable initiative donor organisation is participating in.
- Analysis of results.
- **Specific recommendations for this organisation.**



## Australia – Australian Agency for International Development

Signatory to IATI; DAC Member

**Poor**

#36 out of 58      26% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✓	✓
Allocation Policy	✗	✗
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✗	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Australia is a signatory to IATI and published documents to the IATI Registry in September 2011; it is expected to publish project data in October 2011. Australia is planning to launch a new Transparency Charter by the end of the year. It is a member of the Commonwealth which recently agreed to collectively adopt IATI or an IATI-compatible standard.
- Australia ranks 36th overall, performing well on the organisation level indicators. This is partly a reflection of the information it has published through the release of organisation documents to IATI. However, it performs very poorly on the activity level indicators as only information on major activities is published. The information is available on web pages in English and sometimes Indonesian. Australia should be expected to improve substantially in the ranking when they publish project data to IATI. AusAID did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Australia should be congratulated on its publication of documents to the IATI Registry and should continue publication in line with its implementation schedule. It should ensure that its forthcoming Transparency Charter for its aid programme is ambitious and comprehensive in support of the IATI standard.**

For full survey results see: [www.publishwhatyoufund.org/index/australia](http://www.publishwhatyoufund.org/index/australia)

## Austria – Austrian Development Agency

DAC Member

**Poor**

#25 out of 58      36% overall score



Organisation	Country	Activity
FOIA	✓	✗
IATI	✗	✗
Allocation Policy	✓	✗
Procurement policy	✓	✗
Organisation budget	✓	✗
Forward Budget	✓	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✗
Description	✓	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✓	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Austria has not signed IATI.
- Austria ranks 25th overall, slightly above average. It performs well on the organisation level indicators but poorly on the activity level indicators. Information is provided on the ADA's website in a mixture of German and English, and although there is a project database on the website it is unclear whether it is complete. The project database is not accessible from the English version of the website. If the database is complete then it could be published relatively easily in a basic version of the IATI format.
- **Austria should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by improving its online project database and ensuring that it is IATI compatible. Austria should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/austria](http://www.publishwhatyoufund.org/index/austria)

## Belgium – Belgian Development Agency

DAC Member

**Moderate**

#18 out of 58      43% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✓	✓
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✓
Country Forward Budget	✓	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✗
Collaboration type	✗	✓
Flow type: ODA/OOF	✓	✓
Project/budget support	✓	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✗
Description	✗	✓
Sectors	✓	✓
Planned dates	✓	✗
Actual dates	✓	✗
Tied aid status	✗	✗
Overall cost	✓	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✓	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✓	✓
Beneficiaries	✓	✓
Conditions	✓	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Belgium has not signed IATI.
- Belgium ranks 18th overall, so above average. Information is provided on the websites of both the Ministry of Foreign Affairs and the Belgian Development Agency in English, French and Dutch. A new "ODA database" on the MFA website provides limited data on all projects, which can be downloaded in Excel. More detailed PDFs of each project are provided on the Belgian Development Agency website, but appear to be manually assembled. The data could be converted relatively easily to a basic version of the IATI format. The Belgian Development Agency did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Belgium should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. It should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/belgium](http://www.publishwhatyoufund.org/index/belgium)

## Bulgaria – Ministry of Foreign Affairs

**Very Poor**

#51 out of 58      8% overall score



Organisation	Country	Activity
FOIA	✓	✗
IATI	✗	✗
Allocation Policy	✗	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✗	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Bulgaria has not signed IATI.
- Bulgaria ranks joint 51st overall, alongside Poland, Hungary and Romania. It received no points for the country or activity level indicators. The very limited information available is in Bulgarian and English. There was no substantive information about Bulgaria's aid activities. It was not even possible to establish Bulgaria's largest recipient of aid. The MFA did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Bulgaria should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. Bulgaria should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/bulgaria](http://www.publishwhatyoufund.org/index/bulgaria)



## Cyprus – Planning Bureau

**Very Poor**  
 #57 out of 58      0% overall score



Organisation	Country	Activity
FOIA	X	X
IATI	X	X
Allocation Policy	X	X
Procurement policy	X	X
Organisation budget	X	X
Forward Budget	X	X
Audit	X	X
Country strategy	X	X
Country Forward Budget	X	X
Evaluation	X	X
Results	X	X
Project implementer	X	X
Collaboration type	X	X
Flow type: ODA/OOF	X	X
Project/budget support	X	X
Grant/loan	X	X
Unique ID	X	X
Project title	X	X
Description	X	X
Sectors	X	X
Planned dates	X	X
Actual dates	X	X
Tied aid status	X	X
Overall cost	X	X
Transactions	X	X
Current status	X	X
Contact details	X	X
Project website	X	X
Impact appraisal	X	X
Objectives	X	X
Beneficiaries	X	X
Conditions	X	X
Budget docs	X	X
Tender docs	X	X
Contract docs	X	X
MoU/agreement	X	X
Project design docs	X	X

- Cyprus has not signed IATI. It is a member of the Commonwealth which recently agreed to collectively adopt IATI or an IATI-compatible standard.
- Cyprus ranks joint last along with Malta. Information is provided on the Planning Bureau website in English and Greek on a single page but it is only for a selection of projects and is therefore not provided systematically. Cyprus gives aid through Delegated Cooperation. There is no Freedom of Information Act in force in Cyprus.
- **Cyprus should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It also should support and deliver on an ambitious and comprehensive EU Transparency Guarantee and bring into force a Freedom of Information Act.**

For full survey results see: [www.publishwhatyoufund.org/index/cyprus](http://www.publishwhatyoufund.org/index/cyprus)

## Czech Republic – Czech Development Agency

**Poor**  
 #23 out of 58      36% overall score



Organisation	Country	Activity
FOIA	✓	X
IATI	X	X
Allocation Policy	✓	✓
Procurement policy	✓	✓
Organisation budget	X	X
Forward Budget	X	X
Audit	X	X
Country strategy	✓	X
Country Forward Budget	X	X
Evaluation	X	X
Results	✓	✓
Project implementer	✓	✓
Collaboration type	X	X
Flow type: ODA/OOF	X	X
Project/budget support	X	X
Grant/loan	X	X
Unique ID	✓	✓
Project title	✓	✓
Description	✓	✓
Sectors	✓	✓
Planned dates	✓	✓
Actual dates	✓	✓
Tied aid status	X	X
Overall cost	✓	✓
Transactions	X	X
Current status	✓	✓
Contact details	X	X
Project website	X	X
Impact appraisal	X	X
Objectives	✓	✓
Beneficiaries	✓	✓
Conditions	X	X
Budget docs	X	X
Tender docs	✓	✓
Contract docs	X	X
MoU/agreement	X	X
Project design docs	X	X

- The Czech Republic has not signed IATI.
- The Czech Republic ranks joint 23rd overall and second among the EU 12 (the new Member States). The Ministry of Foreign Affairs website contains policy information and the Czech Development Agency website contains information about all current projects in both Czech and English on an online project database. The data could be published relatively easily to a basic version of the IATI format.
- **The Czech Republic should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by improving its online project database and ensuring that it is IATI compatible. The Czech Republic should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/czech-republic](http://www.publishwhatyoufund.org/index/czech-republic)

## Denmark – Danida

Signatory to IATI; DAC Member

**Fair**

#8 out of 58      61% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation policy		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

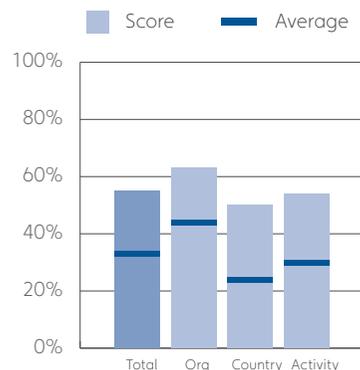
- Denmark has signed IATI and has committed to publishing before HLF-4.
- Denmark ranks 8th overall, performing particularly well on the organisation level indicators. Policy documents are provided on the Danida website. The Danish Embassy website provides project documents in English for all projects, but this is only in the restrictive PDF format.<sup>24</sup> Danida did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Denmark should begin publication of information through the IATI Registry in line with its implementation schedule. Denmark should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/denmark](http://www.publishwhatyoufund.org/index/denmark)

## Estonia – Ministry of Foreign Affairs

**Moderate**

#13 out of 58      55% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation policy		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- Estonia has not signed IATI.
- Estonia ranks 13th overall, 5th among EU Member States and first among the EU 12. It provides an impressive amount of data on all of its projects in a project database, which can be downloaded in Excel, in both English and Estonian. It appears to be comprehensive and up to date. The data could be converted relatively easily to the IATI format.
- **Estonia should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by ensuring that its online project database is IATI compatible. Estonia should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/estonia](http://www.publishwhatyoufund.org/index/estonia)

<sup>24</sup> PDFs are restrictive as they cannot be easily copied, edited or converted into a comparable format such as XML. For more information, see section on Challenges, limitations and lessons learned in Annex 1.

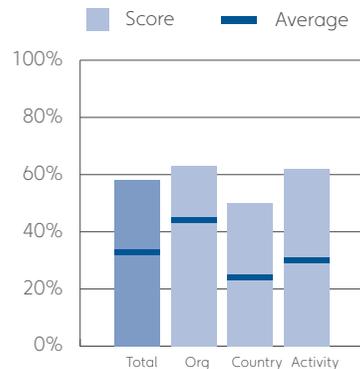


## European Commission – DG Enlargement

Signatory to IATI; DAC Member

**Moderate**

**#12 out of 58**      **58% overall score**



Organisation	Country	Activity
✓	✓	✓
✓	✓	✗
✓	✓	✓
✗	✓	✓
✓	✓	✗
✓	✗	✗
✓	✓	✗
✓	✓	✗
✓	✗	✗
✓	✓	✓
✗	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
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✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✓

- The European Commission is a signatory to IATI, but DG Enlargement data will not be included in its IATI data release initially.
- DG Enlargement ranks 12th overall, performing well on all levels. However, the information is dispersed across at least four websites (two Directorate-Generals, the EU Delegation to Turkey, and the partner country-based Central Finance and Contracts Unit website) with striking differences in quality. It is hard to see the overall picture and difficult to understand why information is provided on some sites but not others for different projects. Project documents on the DG Enlargement website appear to use different project numbers and titles for the partner country-based CFCU website. The information is available in English and sometimes Turkish, sometimes in project databases and sometimes in the restrictive PDF format.<sup>25</sup>
- **DG Enlargement should develop an IATI implementation schedule and begin publication of information through the IATI Registry.**

For full survey results see: [www.publishwhatyoufund.org/index/ec](http://www.publishwhatyoufund.org/index/ec)

## European Commission – EuropeAid

Signatory to IATI; DAC Member

**Fair**

**#9 out of 58**      **61% overall score**



Organisation	Country	Activity
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✗	✗
✓	✓	✗
✓	✗	✗
✓	✗	✗
✓	✓	✗
✓	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✗
✓	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✓
✓	✓	✓
✓	✓	✓
✓	✓	✗
✓	✓	✗
✓	✓	✓

- The European Commission has signed IATI and has begun to publish EuropeAid data to the IATI Registry.<sup>26</sup>
- EuropeAid ranks 9th overall, slightly higher than the other EC institutions. It provides limited data on all its projects on the EuropeAid beneficiaries project database in English, French and Spanish, and detailed information on all projects in Palestine in the restrictive PDF format. The website is difficult to navigate.
- **EuropeAid should be congratulated on its early publication to the IATI Registry and should continue to improve the quality of this data. It should work with DG Enlargement and ECHO to develop implementation schedules and begin publication of information through the IATI Registry. As an organisation that already has an online project database, EuropeAid should ensure that the database is IATI compatible.**

For full survey results see: [www.publishwhatyoufund.org/index/ec](http://www.publishwhatyoufund.org/index/ec)

<sup>25</sup> PDFs are restrictive as they cannot be easily copied, edited or converted into a comparable format such as XML. For more information, see section on Challenges, limitations and lessons learned in Annex 1.

<sup>26</sup> Publication to the IATI Registry occurred in October 2011, after the survey data collection and verification period had ended, and therefore is not included in the data.











## Inter-American Development Bank

**Moderate**

#14 out of 58      53% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- The IADB has not signed IATI.
- The IADB ranks 14th, scoring particularly well on the country level indicators. It provides information in English, Portuguese, Spanish, and to a lesser extent French, in a comprehensive project database on its website. Evaluation, tender and design documents are usually all linked to directly from the project page. The data could be published relatively easily to the IATI format. The IADB did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **IADB should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by ensuring that its online project database is IATI compatible.**

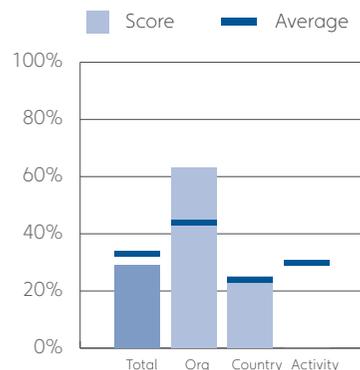
For full survey results see: [www.publishwhatyoufund.org/index/iadb](http://www.publishwhatyoufund.org/index/iadb)

## Ireland – Irish Aid

Signatory to IATI; DAC Member

**Poor**

#31 out of 58      29% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- Ireland has signed IATI but it has not yet published an implementation schedule.
- Ireland ranks joint 31st overall, scoring highly on the organisation level indicators but receiving no points for the activity level indicators. The information is available on the Irish Aid website in English and sometimes Irish, in a “case studies” section. It is not possible to link to a list of case studies for a particular country (case studies do not have country-specific URLs). The information is for a very limited selection of projects. Information is generally hard to find. Unfortunately Irish Aid did not receive a survey for review during the data collection period so they were not able to provide feedback and verify the answers provided in the Tracker survey.
- **Ireland should develop an IATI implementation schedule and begin publication of information through the IATI Registry. It should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/ireland](http://www.publishwhatyoufund.org/index/ireland)

## Italy – Ministry of Foreign Affairs

DAC Member

**Very Poor**

#50 out of 58      10% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✓	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✗	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Italy has not signed IATI.
- Italy ranks 50th overall, performing particularly poorly on the country and activity level indicators. Information on major projects is published on the Italian Development Agency website in Italian, with very limited information in English, French and Spanish. There is a single webpage for each sector in each country.
- **Italy should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/italy](http://www.publishwhatyoufund.org/index/italy)

## Japan – Japan International Cooperation Agency

DAC Member

**Poor**

#23 out of 58      36% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✓	✓
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✓	✗
Grant/loan	✗	✗
Unique ID	✓	✓
Project title	✓	✓
Description	✓	✓
Sectors	✓	✓
Planned dates	✓	✗
Actual dates	✓	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✓	✗
Project website	✓	✗
Impact appraisal	✓	✗
Objectives	✓	✓
Beneficiaries	✓	✓
Conditions	✓	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

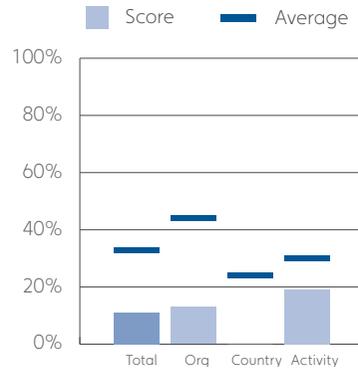
- Japan is not a signatory to IATI.
- Japan ranks joint 23rd overall, scoring well on the activity level indicators. Some information is provided on the MFA website, but most is published on the JICA website in a project level database. The project level database provides information in Japanese and some information in English. The English data is only accessible through the Japanese version of the website. There is no distinction made between grants and loans. The data could be published relatively easily to the IATI format.
- **Japan should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by improving its online project database and ensuring that it is IATI compatible.**

For full survey results see: [www.publishwhatyoufund.org/index/japan](http://www.publishwhatyoufund.org/index/japan)



## Latvia – Ministry of Foreign Affairs

**Very Poor**  
 #48 out of 58      11% overall score



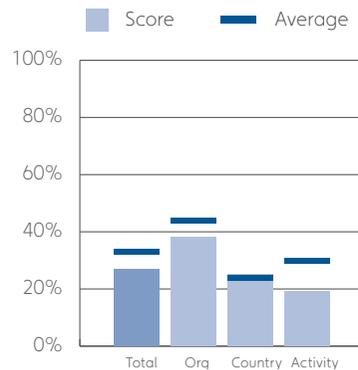
Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- Latvia has not signed IATI.
- Latvia ranks 48th overall, publishing information on all projects on a single webpage on the MFA website. The information is provided in Latvian with less in English. The MFA did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Latvia should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

For full survey results see: [www.publishwhatyoufund.org/index/latvia](http://www.publishwhatyoufund.org/index/latvia)

## Lithuania – Ministry of Foreign Affairs

**Poor**  
 #34 out of 58      27% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

- Lithuania has not signed IATI.
- Lithuania ranks 34th overall, publishing information on its Orange Projects website in a single table. Information is provided in Lithuanian with less in English and Russian. The MFA did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- **Lithuania should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.**

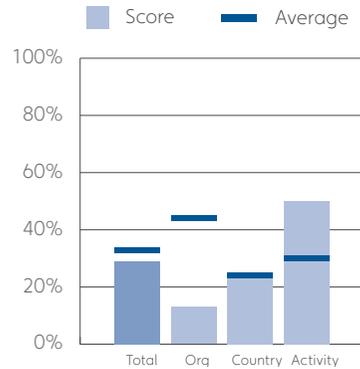
For full survey results see: [www.publishwhatyoufund.org/index/lithuania](http://www.publishwhatyoufund.org/index/lithuania)

## Luxembourg – Lux-Development

DAC Member

**Poor**

#31 out of 58    29% overall score



Organisation	Country	Activity
FOIA	Country strategy	Project implementation
IATI	Country Forward Budget	Collaboration type
Allocation Policy	Evaluation	Flow type: ODA/OOF
Procurement policy	Results	Project/budget support
Organisation budget	Forward Budget	Grant/loan
Forward Budget	Audit	Unique ID
		Project title
		Description
		Sectors
		Planned dates
		Actual dates
		Tied aid status
		Overall cost
		Transactions
		Current status
		Contact details
		Project website
		Impact appraisal
		Objectives
		Beneficiaries
		Conditions
		Budget docs
		Tender docs
		Contract docs
		MoU/agreement
		Project design docs

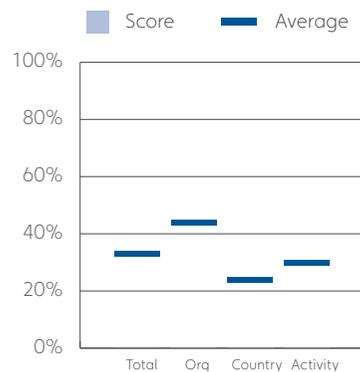
- Luxembourg has not signed IATI.
- Luxembourg ranks joint 31st overall, scoring well on the activity level information. Information is provided on the Lux-Development website. The website is user-friendly with a project database containing information about all activities in both English and French. Luxembourg has a draft Freedom of Information Act but it is not yet in force. The data could be published relatively easily to the IATI format.
- Luxembourg should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by ensuring that its online project database is IATI compatible. Luxembourg should support and deliver on an ambitious and comprehensive EU Transparency Guarantee and bring into force a Freedom of Information Act.

For full survey results see: [www.publishwhatyoufund.org/index/luxembourg](http://www.publishwhatyoufund.org/index/luxembourg)

## Malta – Ministry of Foreign Affairs

**Very Poor**

#57 out of 58    0% overall score



Organisation	Country	Activity
FOIA	Country strategy	Project implementation
IATI	Country Forward Budget	Collaboration type
Allocation Policy	Evaluation	Flow type: ODA/OOF
Procurement policy	Results	Project/budget support
Organisation budget	Forward Budget	Grant/loan
Forward Budget	Audit	Unique ID
		Project title
		Description
		Sectors
		Planned dates
		Actual dates
		Tied aid status
		Overall cost
		Transactions
		Current status
		Contact details
		Project website
		Impact appraisal
		Objectives
		Beneficiaries
		Conditions
		Budget docs
		Tender docs
		Contract docs
		MoU/agreement
		Project design docs

- Malta has not signed IATI.
- Malta ranks joint last with Cyprus. There is no information on any of Malta's aid activities at any of the levels in the survey on the Ministry of Foreign Affairs website. It was not possible to ascertain the biggest recipient country. There is no Freedom of Information Act in force in Malta.
- Malta should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should support and deliver on an ambitious and comprehensive EU Transparency Guarantee and bring into force its Freedom of Information Act.

For full survey results see: [www.publishwhatyoufund.org/index/malta](http://www.publishwhatyoufund.org/index/malta)



## Norway

Signatory to IATI; DAC Member

**Poor**

#27 out of 58      32% overall score



Organisation	Country	Activity
FOIA	✗	✓
IATI	✗	✓
Allocation Policy	✗	✓
Procurement policy	✗	✓
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✓
Project implementer	✗	✓
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✓
Project/budget support	✗	✓
Grant/loan	✗	✗
Unique ID	✗	✓
Project title	✗	✓
Description	✗	✓
Sectors	✗	✓
Planned dates	✗	✓
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✓
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✓
Contract docs	✗	✓
MoU/agreement	✗	✓
Project design docs	✗	✗

- Norway has signed IATI but it has not yet published an implementation schedule.
- Norway ranks 27th overall, scoring well on the organisation level indicators but receiving no points for the country level indicators. The information is available on the Norad website in English and Norwegian, although there is somewhat more available in Norwegian. There is a searchable project database with results downloadable in CSV and Excel. It is easy to find activity level information, but more difficult to find country and organisation level information. The website has recently changed so a lot of links have broken, including from one part of the website to another. The data could be published relatively easily to the IATI format.
- Norway should develop an IATI implementation schedule and begin publication of information through the IATI Registry. This can be achieved by ensuring that its online project database is IATI compatible. Norway should include aid transparency commitments in its next OGP action plan.

For full survey results see: [www.publishwhatyoufund.org/index/norway](http://www.publishwhatyoufund.org/index/norway)

## Poland – Ministry of Foreign Affairs

**Very Poor**

#51 out of 58      8% overall score



Organisation	Country	Activity
FOIA	✗	✓
IATI	✗	✗
Allocation Policy	✗	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✗	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Poland is not a signatory to IATI.
- Poland ranks joint 51st overall. Information is published on current projects in only some cases, on a single page on the website, in Polish, with limited information in English. Information about aid activities is very fragmented and it is difficult to get an overall picture of Polish aid activities. However, it is understood that Poland has an online project-level database, so there is potential for this data to be exported to the IATI format relatively easily.
- Poland should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by opening its currently password-protected online project database and ensuring that it is IATI compatible. Poland should be congratulated on its leadership in the EU presidency on aid transparency and should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.

For full survey results see: [www.publishwhatyoufund.org/index/poland](http://www.publishwhatyoufund.org/index/poland)



## Slovakia – Slovak Agency for International Development Cooperation

**Poor**  
**#42 out of 58** | **23% overall score**



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✓	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✓	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✗
Collaboration type	✓	✗
Flow type: ODA/OOF	✓	✗
Project/budget support	✓	✗
Grant/loan	✓	✗
Unique ID	✓	✗
Project title	✓	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✓	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Slovakia is not a signatory to IATI.
- Slovakia ranks 42nd overall, scoring particularly poorly on the country level indicators. All projects are published in a single PDF on the Slovak Development Agency website in Slovak, but there is limited detail about these projects.
- Slovakia should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should support and deliver on an ambitious and comprehensive EU Transparency Guarantee.

For full survey results see: [www.publishwhatyoufund.org/index/slovakia](http://www.publishwhatyoufund.org/index/slovakia)

## Slovenia – Ministry of Foreign Affairs

**Poor**  
**#41 out of 58** | **23% overall score**



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✓	✗
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✗
Collaboration type	✓	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✗	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Slovenia is not a signatory to IATI.
- Slovenia ranks 41st overall, scoring particularly poorly on the activity level indicators. The information is published on the MFA website in PDF in Slovenian, with somewhat less information in English. There is limited information on current projects which are only briefly outlined in country strategy papers. It is difficult to read some policy documents as they are printed and then scanned.
- Slovenia should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. This is best achieved by designing IATI-compatible information systems. It should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.

For full survey results see: [www.publishwhatyoufund.org/index/slovenia](http://www.publishwhatyoufund.org/index/slovenia)

## Spain – Spanish Agency for International Development Cooperation

Signatory to IATI; DAC Member

**Very Poor**

#44 out of 58      19% overall score



Organisation	Country	Activity
FOIA	✗	✗
IATI	✓	✗
Allocation policy	✓	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✓
Collaboration type	✓	✗
Flow type: ODA/OOF	✗	✓
Project/budget support	✓	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✓
Description	✓	✗
Sectors	✗	✗
Planned dates	✓	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✓	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Spain has signed IATI but it has not published an implementation schedule yet.
- Spain ranks 44th overall, scoring particularly poorly on the organisation and country level indicators. The information is provided in Spanish on the MFA and Spanish Agency for International Development Cooperation (AECID) websites and on a specific project database for projects in Peru only. This database provides a lot of information on Spain's current activities in Peru, but it is not clear how much detail there is for other countries. Nevertheless, this data could be published relatively easily to the IATI format. There is no Freedom of Information Act in force in Spain.
- Spain should develop an implementation schedule and begin publication of information through the IATI Registry. This can be achieved by improving its online project database by extending it to cover all countries where Spanish aid is spent, and ensuring that it is IATI compatible. Spain should continue to support aid transparency by including it in its OGP action plan and by supporting and delivering on an ambitious and comprehensive EU Transparency Guarantee. It should also bring into force a Freedom of Information Act.

For full survey results see: [www.publishwhatyoufund.org/index/spain](http://www.publishwhatyoufund.org/index/spain)

## Sweden – Swedish International Development Cooperation Agency

Signatory to IATI; DAC Member

**Fair**

#6 out of 58      63% overall score



Organisation	Country	Activity
FOIA	✓	✗
IATI	✓	✗
Allocation policy	✓	✗
Procurement policy	✓	✗
Organisation budget	✓	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✓	✗
Results	✓	✗
Project implementer	✗	✓
Collaboration type	✓	✗
Flow type: ODA/OOF	✗	✓
Project/budget support	✓	✗
Grant/loan	✗	✗
Unique ID	✓	✗
Project title	✓	✓
Description	✓	✓
Sectors	✓	✗
Planned dates	✓	✗
Actual dates	✓	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✓	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- Sweden has signed IATI and has committed to publishing before HLF-4. In January 2010 it also launched a transparency guarantee.
- Sweden ranks 6th overall, scoring particularly well on the organisation and country level indicators. The OpenAid.se website provides a user-friendly project level database and API<sup>30</sup> in English and Swedish, although at the time of writing the English version appears still to be under development.
- Sweden should begin publication of information through the IATI Registry in line with its implementation schedule. It should also build on its successful visualisation on OpenAid.se by improving the quality of the data and ensuring compatibility with IATI. Sweden should continue to support aid transparency by including it in its OGP action plan and by supporting and delivering on an ambitious and comprehensive EU Transparency Guarantee.

For full survey results see: [www.publishwhatyoufund.org/index/sweden](http://www.publishwhatyoufund.org/index/sweden)



## United Kingdom – CDC

DAC Member

**Very Poor**  
 #47 out of 58 | 12% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation Policy	✗	✗
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✗
Description	✗	✗
Sectors	✗	✗
Planned dates	✓	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✓	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- The United Kingdom has signed IATI and DFID began publishing in January 2011. However, CDC has not signed IATI and it is not clear if the commitments made in the UK Aid Transparency Guarantee include CDC.
- CDC ranks 47th overall. It is the only institution that invests exclusively through third-party fund managers and was included in the survey to test the methodology on this business model. It scores particularly poorly on the country and activity level indicators. This can be only partly explained by its business model; CDC invests in funds which invest in businesses. For the purposes of this survey, a fund was treated as an activity, but the information should be disclosed down to the level of the business invested in by the fund managers. The limited information is contained in several PDFs in English which are not linked together and therefore provide a very patchy picture of CDC's activities.
- CDC should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry. CDC should also include disclosure policies or agreements in future contracts with fund managers.

For full survey results see: [www.publishwhatyoufund.org/index/uk](http://www.publishwhatyoufund.org/index/uk)

## United Kingdom – Department for International Development

Signatory to IATI; DAC Member

**Fair**  
 #5 out of 58 | 63% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✓	✓
Allocation Policy	✓	✓
Procurement policy	✓	✓
Organisation budget	✓	✓
Forward Budget	✓	✗
Audit	✗	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✓	✓
Collaboration type	✓	✓
Flow type: ODA/OOF	✓	✓
Project/budget support	✓	✓
Grant/loan	✓	✓
Unique ID	✓	✓
Project title	✓	✓
Description	✓	✓
Sectors	✓	✓
Planned dates	✓	✓
Actual dates	✓	✓
Tied aid status	✓	✓
Overall cost	✓	✓
Transactions	✓	✓
Current status	✓	✓
Contact details	✓	✓
Project website	✓	✓
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✓	✓
Contract docs	✓	✓
MoU/agreement	✗	✗
Project design docs	✗	✗

- DFID has signed IATI and published in January 2011. It has made aid transparency commitments as part of its OGP action plan – committing to extending IATI publication to all UK ODA – and the UK Aid Transparency Guarantee was launched in June 2010.
- DFID ranks 5th overall, scoring particularly well on the organisation and activity level indicators. The information is provided in English, in IATI format, with some additional information on its project database. It is DFID policy to publish documents for all projects approved after January 2011, and these are beginning to be released.
- The United Kingdom should be congratulated on its early publication of DFID information to the IATI Registry and should continue to improve the quality of this data. DFID should work with CDC and other UK Government departments providing ODA to develop ambitious IATI implementation schedules. The UK should also support and deliver on an ambitious and comprehensive EU Transparency Guarantee.

For full survey results see: [www.publishwhatyoufund.org/index/uk](http://www.publishwhatyoufund.org/index/uk)

## United States

### Observer to IATI; DAC Member

Six U.S. agencies are included in this pilot index – the U.S. Agency for International Development (USAID), the Department of Defense (DOD), the Millennium Challenge Corporation (MCC), the President's Emergency Plan for AIDS Relief (PEPFAR), Department of State (INL Bureau) and Department of the Treasury (Office of Technical Assistance). These represent some of the most significant U.S. agencies providing ODA. Profiles for each organisation are provided on the following three pages.

- The United States has not signed IATI but it is an active observer. As part of its Aid Transparency Agenda for Action, it has launched a Foreign Assistance Dashboard that includes a reference to publish data in a common standard to enable global comparisons across data sets. However, at the time of writing it only includes two agencies (USAID and State) and only their information at the Congressional Budget Justification level (request and appropriation data), which is already public.<sup>31</sup>
- The U.S. should be congratulated for leading the OGP initiative and for including aid transparency in its action plan, specifically the implementation of the Dashboard.
- **All U.S. agencies that provide foreign assistance should begin publication of information through the Dashboard, which must be made compatible with the IATI standard. Implementation of the Dashboard should be codified through an Office of Management and Budget (OMB) Bulletin or Directive. The U.S. Government should also sign IATI.**

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

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31 "What's Coming" on the ForeignAssistance.gov website, <http://foreignassistance.gov/AboutWhatsComing.aspx>

## United States – Agency for International Development

**Poor**  
 #38 out of 58 | 25% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation policy	✓	✓
Procurement policy	✓	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✓	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✓
Description	✓	✓
Sectors	✓	✗
Planned dates	✓	✗
Actual dates	✓	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✗	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

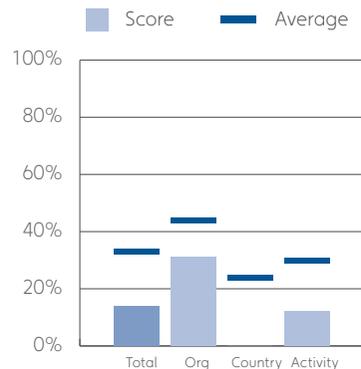
For U.S.-wide commitments and our recommendations, see above.

- USAID currently has only released request and appropriation data to the Dashboard.
- USAID ranks 38th overall and third out of the six U.S. agencies included in the ranking, scoring particularly poorly on the country level indicators. Some information is provided on the central USAID website but most is on a country portal. Very basic information is provided in a project level database, but more detailed information is only provided in the restrictive PDF format, and only for some projects.<sup>32</sup> The website is slow to load and often gets stuck, and although it appears to list all projects in Afghanistan, there are no project budgets or total amounts provided. Most information is available only in English, with occasional Dari and Pashto.
- USAID should release its obligation and expenditure data, project information and performance data to the Dashboard.

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

## United States – Department of Defense

**Very Poor**  
 #46 out of 58 | 14% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✗	✗
Allocation policy	✗	✗
Procurement policy	✗	✗
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✓	✗
Country strategy	✗	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✗	✗
Project implementer	✗	✗
Collaboration type	✗	✗
Flow type: ODA/OOF	✗	✗
Project/budget support	✗	✗
Grant/loan	✗	✗
Unique ID	✗	✗
Project title	✓	✓
Description	✗	✗
Sectors	✗	✗
Planned dates	✗	✗
Actual dates	✗	✗
Tied aid status	✗	✗
Overall cost	✗	✗
Transactions	✓	✗
Current status	✗	✗
Contact details	✗	✗
Project website	✗	✗
Impact appraisal	✗	✗
Objectives	✗	✗
Beneficiaries	✗	✗
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✓	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

For U.S.-wide commitments and our recommendations, see above.

- DOD has released no information to the Dashboard to date.
- DOD ranks 46th overall, and fifth out of the six U.S. agencies included in the ranking, performing particularly poorly on the country and activity level indicators. Some information is provided on the DOD website. However, most is only available through the website of the Special Inspector General for Afghanistan Reconstruction, in quarterly reports to Congress. These reports are only available in the restrictive PDF in English, although previous reports are also available in Dari and Pashto. The limited information is also high level only. DOD did not respond to an invitation to provide feedback and verify the answers provided in the Tracker survey.
- DOD should release its request, appropriation, obligation and expenditure data, and its project information and performance data to the Dashboard.

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

## United States – Millennium Challenge Corporation

**Fair**

#7 out of 58      62% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

For U.S.-wide commitments and our recommendations, see above.

- MCC has released no information to the Dashboard to date.
- MCC ranks 7th overall and comfortably comes first out of the six U.S. agencies included in the ranking. It performs particularly well on the country and activity level indicators, and notably is the only U.S. agency to publish a three year forward planning budget for its largest recipient country. However, the information is sometimes hard to locate on the website, is often in the restrictive PDF format in English, and is not very granular.<sup>33</sup>
- MCC should release its request, appropriation, obligation and expenditure data, and its project information and performance data to the Dashboard.

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

## United States – President's Emergency Plan for AIDS Relief

**Poor**

#26 out of 58      34% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

For U.S.-wide commitments and our recommendations, see above.

- PEPFAR has released no information to the Dashboard to date.
- PEPFAR ranks 26th overall and second out of the six U.S. agencies included in the ranking. All of the country projects are listed, but in a single document. However, it is heavily redacted and in the restrictive PDF format. In many cases even the total budget of the project is redacted.
- PEPFAR should release its request, appropriation, obligation and expenditure data, and its project information and performance data to the Dashboard.

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

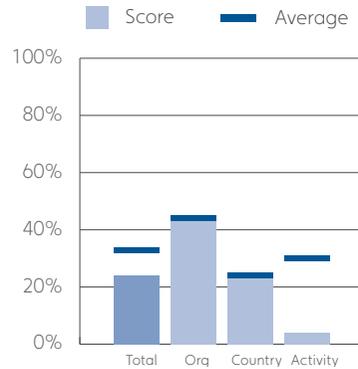
32 PDFs are restrictive as they cannot be easily copied, edited or converted into a comparable format such as XML. For more information, see section on Challenges, limitations and lessons learned in Annex 1.

33 PDFs are restrictive as they cannot be easily copied, edited or converted into a comparable format such as XML. For more information, see section on Challenges, limitations and lessons learned in Annex 1.

## United States – Department of State (INL Bureau)

**Poor**

#40 out of 58      24% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

The Bureau of International Narcotics and Law Enforcement Affairs (INL) was chosen as it is the largest Department of State programme in Afghanistan.

For U.S.-wide commitments and our recommendations, see above.

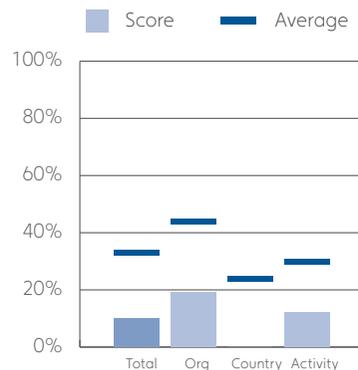
- Department of State currently has only released request and appropriation data to the Dashboard.
- State ranks 40th overall, and fourth out of the six U.S. agencies included in the ranking, performing particularly poorly on the activity level indicators. The information is provided on the Department of State website, but only on one section of a single webpage in English. It provides scant details, only presenting some key programme areas in five bullet-points, with very brief descriptions and no dates or budget amounts.
- **Department of State should release its obligation and expenditure data, project information and performance data to the Dashboard. In addition, State Department's F Bureau, which leads the inter-agency aid transparency process, should produce a detailed timeline for the release of information from each agency to the Dashboard and should "cross-walk" the information from the Dashboard to IATI.**

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

## United States – Department of the Treasury (Office of Technical Assistance)

**Very Poor**

#49 out of 58      10% overall score



Organisation	Country	Activity
FOIA		
IATI		
Allocation Policy		
Procurement policy		
Organisation budget		
Forward Budget		
Audit		
Country strategy		
Country Forward Budget		
Evaluation		
Results		
Project implementer		
Collaboration type		
Flow type: ODA/OOF		
Project/budget support		
Grant/loan		
Unique ID		
Project title		
Description		
Sectors		
Planned dates		
Actual dates		
Tied aid status		
Overall cost		
Transactions		
Current status		
Contact details		
Project website		
Impact appraisal		
Objectives		
Beneficiaries		
Conditions		
Budget docs		
Tender docs		
Contract docs		
MoU/agreement		
Project design docs		

The Office of Technical Assistance (OTA) was chosen as it is the U.S. Department of the Treasury's principal bilateral assistance arm.

For U.S.-wide commitments and our recommendations, see above.

- The Department of the Treasury has released no information to the Dashboard to date.
- Treasury ranks 49th and last out of the six U.S. agencies. It is the only U.S. agency for which no audit information could be found. Although there is an overall audit of the Department, there is no information on this specific programme. Minimal information is available in a PDF brochure on the OTA website.
- **The Department of the Treasury should release its request, appropriation, obligation and expenditure data, and its project information and performance data to the Dashboard.**

For full survey results see: [www.publishwhatyoufund.org/index/us](http://www.publishwhatyoufund.org/index/us)

## World Bank – International Development Association and International Bank for Reconstruction and Development

Signatory to IATI

**Fair**

#1 out of 58      78% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✓	✓
Allocation Policy	✓	✓
Procurement policy	✓	✓
Organisation budget	✗	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✓
Evaluation	✓	✓
Results	✓	✓
Project implementer	✓	✓
Collaboration type	✓	✓
Flow type: ODA/OOF	✓	✓
Project/budget support	✓	✓
Grant/loan	✓	✓
Unique ID	✓	✓
Project title	✓	✓
Description	✓	✓
Sectors	✓	✓
Planned dates	✓	✓
Actual dates	✓	✓
Tied aid status	✓	✓
Overall cost	✓	✓
Transactions	✓	✓
Current status	✓	✓
Contact details	✓	✓
Project website	✓	✓
Impact appraisal	✓	✓
Objectives	✓	✓
Beneficiaries	✓	✓
Conditions	✓	✓
Budget docs	✓	✓
Tender docs	✓	✓
Contract docs	✗	✓
MoU/agreement	✓	✓
Project design docs	✓	✓

- The World Bank is a signatory to IATI and published 2010 data in March 2011. It has a series of internal transparency initiatives, including providing financial and geo-coded data for projects.
- The World Bank is the best performer in the index, with a particularly high score on the activity level indicators, although at the organisation level it was the lowest performer in the 'Fair' group. A large amount of information is available for all of the World Bank's programmes, although it is currently quite dispersed: in its IATI data, in the Projects database, and on its Mapping for Results and new World Bank Finances websites. However, there is inconsistent navigation between them, making it somewhat difficult to find and compare information.
- **The World Bank (IDA/IBRD) should be congratulated on its early publication to the IATI Registry and should continue to improve the quality of this data, including publishing current 2011 data. It should continue to join up its internal transparency initiatives and ensure they are compatible with IATI. IDA/IBRD should work with IFC and other World Bank Group institutions to develop their IATI implementation schedules.**

For full survey results see: [www.publishwhatyoufund.org/index/world-bank](http://www.publishwhatyoufund.org/index/world-bank)

## World Bank – International Finance Corporation

**Moderate**

#17 out of 58      47% overall score



Organisation	Country	Activity
FOIA	✓	✓
IATI	✓	✓
Allocation Policy	✓	✓
Procurement policy	✓	✓
Organisation budget	✓	✗
Forward Budget	✗	✗
Audit	✗	✗
Country strategy	✓	✗
Country Forward Budget	✗	✗
Evaluation	✗	✗
Results	✓	✗
Project implementer	✗	✗
Collaboration type	✓	✓
Flow type: ODA/OOF	✓	✓
Project/budget support	✓	✓
Grant/loan	✓	✓
Unique ID	✓	✓
Project title	✓	✓
Description	✓	✓
Sectors	✓	✓
Planned dates	✓	✗
Actual dates	✓	✗
Tied aid status	✗	✗
Overall cost	✓	✗
Transactions	✗	✗
Current status	✓	✓
Contact details	✓	✓
Project website	✓	✓
Impact appraisal	✗	✓
Objectives	✓	✓
Beneficiaries	✓	✓
Conditions	✗	✗
Budget docs	✗	✗
Tender docs	✗	✗
Contract docs	✗	✗
MoU/agreement	✗	✗
Project design docs	✗	✗

- The IFC is not a signatory to IATI.
- IFC ranks 17th overall. The information is confusingly provided across two IFC websites, an old version and a new one, with separate navigation systems that often do not send you to where you expected. Additionally, the information appears to be comprehensive. While there is a wide range of languages to choose from, information in languages other than English appears to be limited. The data could be published relatively easily to the IATI format.
- **The World Bank (IFC) should sign IATI, develop an implementation schedule and begin publication of information through the IATI Registry.**

For full survey results see: [www.publishwhatyoufund.org/index/world-bank](http://www.publishwhatyoufund.org/index/world-bank)

## Section 5. Conclusions & Recommendations

This section sets out the overall conclusions and recommendations from the index, drawing on the Approach and Methodology detailed in Section 1, the Results detailed in Section 3 and the detailed underlying data presented in Annex 2. The report concludes that aid is not transparent enough; despite the fact that information is often produced, much of it is not published systematically or not easily accessible. There is potential for higher levels of aid transparency to be achieved across the board, with a number of organisations proving aid transparency is possible and can be done rapidly when there is sufficient political will. Those donors that are leading on aid transparency need to set an example and encourage others to follow their lead.

### Conclusion 1:

#### Most aid information is not published

The index indicates that the vast majority of aid information is not currently published, with only a handful of organisations publishing more than 50% of the information types surveyed. The average overall score across all organisations is only 34%.

It is striking that some donors who are traditionally perceived as leading on issues of aid effectiveness or transparency score particularly disappointingly. These include Australia (26%), Canada (31%), Finland (38%), Ireland (29%), New Zealand (30%), Norway (32%) and U.S. PEPFAR (34%). This is because they performed poorly at either the country or activity level, or both.

The average score of the larger organisations included in the ranking is only 37%.<sup>34</sup> The performance of some of these organisations is particularly problematic given the amount of aid they give and therefore the relative impact of their lack of transparency. This notably includes the U.S. (with U.S. Department of the Treasury (scoring 10%) and U.S. Department of Defense (14%)), Germany GIZ (25%), France (31%) and Japan (36%). An astonishing 23 organisations do not systematically publish any **country information** – country strategies, forward budgets, evaluations and results – which is over a third of the 58

organisations surveyed and includes major donors such as Canada, Germany, Norway, USAID and U.S. Treasury.

Perhaps unsurprisingly, agencies performed best on information about their own **organisations**, although none of the 58 organisations included in the ranking publish all the organisation level information items covered in the survey. The AfDB, DG Enlargement and ECHO came closest, although even they do not publish annual audits.

The lack of comprehensive, comparable and timely information makes demonstrating the representativeness of the data sampled difficult in a number of cases. Perhaps the most fundamental illustration of the lack of current levels of aid transparency was for a handful of organisations for whom it was a **struggle to determine which country was the current largest recipient country** for each agency. This was the case for the UNDP, Canada and Germany, for which two-year-old DAC CRS reporting had to be used to select the largest recipient country but which the organisation later informed us was no longer the largest recipient.<sup>35</sup> Similarly, for France's AFD, Côte d'Ivoire was originally included in the survey for the activity level indicators because last year it was the largest recipient country of aid. There was almost no information available on the AFD website about Côte d'Ivoire, except for a project commemorating 20 years of French research into chimpanzees. After consultation, the AFD informed Publish What You Fund that AFD's (rather

than France as a whole) largest recipient country last year was actually South Africa. Consequently the activity level indicators in the survey were re-answered based on a project in South Africa, which as it happens resulted in a significantly improved score.

There are a number of organisations where lack of disclosure made it **challenging to be sure whether the sampled information is representative**. Some organisations may have over-performed in this index because the transparency of information on their largest activities in their largest recipient countries may not be representative of their activities as a whole. This is particularly true of U.S. agencies where Afghanistan was selected as the largest recipient country, because there are dedicated websites on Afghanistan – USAID has an Afghanistan project website and the Department of Defense has information on the SIGAR (Special Inspector General for Afghanistan Reconstruction) website. Another example is Spain, which has a country level project database for Peru but it is not clear if similar databases exist for other countries that receive Spanish aid.

Generally, **the level of information availability is disappointingly low**. Six years after the Paris Declaration, there is a distinct lack of political and technical leadership, particularly given the series of "beginning now" commitments made on aid transparency in 2008 in the Accra Agenda for Action. With the exception of overall

<sup>34</sup> Defined as organisations providing more than USD 10bn per annum in ODA as reported to the DAC CRS for 2009. This average score includes Germany (KfW and GIZ), the six U.S. agencies (MCC, PEPFAR, USAID, States, DOD and Treasury), the UK (DFID and CDC), the EC, France and Japan.

<sup>35</sup> In these cases, DAC aggregate statistics from 2009 were used to determine largest recipient rather than CRS activity data from 2009 as the aggregate data provides more complete statistics on amounts disbursed.

activity or project costs, very few donors are systematically disclosing detailed activity level information.

A good gauge or proxy for whether donors are delivering on the AAA commitment on publishing “actual disbursements”<sup>36</sup> would be the transactions indicator. However, only six organisations are currently publishing transaction-level information: AfDB, Global Fund, Hewlett Foundation, Netherlands, UK DFID and World Bank IDA. Similarly, only seven organisations delivered<sup>37</sup> on the specific AAA commitment on country forward budgets,<sup>38</sup> and Conditions and Memoranda of Understanding (MoU) have only been disclosed by six and five organisations respectively,<sup>39</sup> with only World Bank IDA and U.S. MCC doing both.<sup>40</sup>

## Conclusion 2:

### Information is produced but not always published and is far too hard to access and use

The survey results point to the fact that a far **greater volume of information is being produced than is being published** by organisations (see chart 4 in Annex 2). For 11 information items, less than 10 organisations systematically publish them. These 11 information items include a mixture of basic information (actual dates, contracts) as well as areas where there are extensive commitments (forward budgets, conditions, transactions) and current donor priorities around results and value for money (organisation level audits, activity impact appraisals and design documents). Most of these information items relate to **monitoring results and impact** and it is likely that organisations collect this information internally. There is no defensible reason for why there is not a presumption towards the publication of this information – particularly given donor commitments relating to monitoring for results, mutual accountability and conditionality.

In terms of **accessibility**, what is produced is not made available systematically and is hard to find. Even if you speak the organisation’s language, are computer literate with a good Internet connection and are extremely familiar with the organisation’s policies and operations, it can still take considerable time and effort to locate basic information on, for example, organisation procurement procedures, budgets, contracts and evaluations. Websites are often difficult to navigate and information is sometimes provided on more than one website but in varying levels of detail depending on the language and format. The different systems and formats used for publishing the information means that **comparing information** even within the same donor organisation is a challenge.

For example, DG Enlargement has several websites with varying information across them. It was difficult to know whether the information provided was complete and it was not clear why the information was on one website rather than another; there were even different project IDs and titles across the several websites. To gain a complete picture of all of DG Enlargement’s activities in Turkey, it was necessary to consult four different websites. Another example worth highlighting is Switzerland, which has an online country level project database for Nepal, but (like Switzerland’s online central project database) it does not appear to be comprehensive. It is not clear why SDC has two partial databases instead of taking a more comprehensive and systematic approach.

The pervasive use of PDF formats and some unsearchable databases (e.g. France and Austria) is a major obstacle to accessibility, locking away information which then can only be made accessible by time consuming manual copying and pasting, or complicated and unreliable website ‘scraping’ techniques.

Other issues that undermined the accessibility of information included basic technical failures that should be picked up during standard testing phases. These included links breaking after websites are updated (e.g. GAVI and Norway) unstable URLs which means it is impossible to link to information (e.g. Ireland) or masked generic URLs (e.g. Korea KOICA) and USAID Afghanistan’s extremely slow website which would be impossible to use without a fast computer and a broadband connection.

The value of the investment of some of the best performers is reduced by the lack of information provision by large organisations that are performing below average, for example France, USAID and Germany’s GIZ. This lack of coherence is also evident within donor governments and between their agencies: within the U.S. MCC ranked 7th and DOD and Treasury ranked 46th and 49th respectively; for Germany, KfW ranked 21st but GIZ came 39th; and in Korea, KOICA came 22nd yet EDCF came 43rd. If one agency within a donor country can publish information the failure of other agencies to do so undermines the value of that transparency.

36 Donors will provide full and timely information on annual commitments and actual disbursements so that developing countries are in a position to accurately record all aid flows in their budget estimates and their accounting systems. (\$26b, Accra Agenda for Action.)

37 Organisations found in the survey to be publishing country level three year forward budget included: AsDB, Belgium, Denmark, DG Enlargement, Ireland, MCC and DFID.

38 Donors will provide developing countries with regular and timely information on their rolling three to five year forward expenditure and/or implementation plans. (\$26c, Accra Agenda for Action.)

39 Donors and developing countries will regularly make public all conditions linked to disbursements. (\$25b, Accra Agenda for Action.)

40 The following organisations were found to publish conditions – AfDB, EuropeAid, DG Enlargement, Global Fund, MCC and WB IDA, while for MOUs the list is Hewlett Foundation, Ireland, Norway, MCC and World Bank IDA

## Conclusion 3:

### Achieving aid transparency is possible

The level of transparency of a number of organisations demonstrates that aid transparency is possible across all three levels assessed; these leaders include the World Bank, the Global Fund, the AfDB, the Netherlands, DFID, Sweden and the MCC.

There is good and bad performance across the spectrum, and a range of different organisations and agencies perform well. While some patterns emerge, it is clear that an organisation's size, how established they are, or whether they are a multi- or bilateral organisation does not predict or determine the level of their transparency. The top 20 organisations are almost evenly split between multilaterals and bilaterals, and while most are more established donors, this does not mean that established donors are all doing well. As a group their average score is 39%; but there are some poor performers in this group, in particular Spain, Portugal, two U.S. agencies (DOD and Treasury) and Italy. This demonstrates that it is possible for a different range of organisations to achieve greater aid transparency.

The size or amount of aid an organisation provides does not necessarily mean it will be more or less transparent than another organisation that provides more or less aid. Although many of the newest members of the DAC and emerging donors generally perform poorly, achieving an average overall score of just 18%, there are some notable exceptions. Estonia performs particularly well compared with other much larger organisations that have been providing development assistance for considerably longer periods. Other notable exceptions are the Czech Republic, which ranks higher than its neighbour Austria

(23rd and 25th respectively); as does Korea's KOICA compared to Japan (22nd and 23rd).

Some organisations have shown that it is possible to improve their levels of aid transparency extremely quickly. For example, since the beginning of 2011, the Netherlands, Sweden, the UK and the World Bank have published considerably more information about their aid activities. In particular, the Netherlands demonstrated how rapidly progress is possible (perhaps providing an example for donors using the extended CRS format integrated within their systems) as it was lifted up the ranking from joint 30th to 4th place through a major release of new data to the IATI Registry and the publication of their biennial "results in development cooperation".<sup>41</sup> Most recently, United Nations Office for Project Services (UNOPS) has demonstrated that, with the required political will and good underlying data management systems, it is possible to publish information to the IATI Registry very quickly.<sup>42</sup>

### Recommendations for organisations on improving aid transparency

In addition to the cross-cutting recommendations below, in Section 4 specific suggestions are made for each of the 58 organisations included in this pilot index.

#### Recommendation 1:

##### Increase political will and action – using the Aid Effectiveness Agenda as a springboard

There is potential for higher levels of aid transparency to be achieved across the board. A handful of leading organisations have shown it can be done, and they include large, small, new, established, multilateral and

bilateral donors. However, the common characteristic they share is political will and technical leadership.

Those committed agencies, politicians and civil servants need to continue to set an example by driving forward, addressing existing information gaps, but also encouraging others to follow their lead. The November 2011 HLF-4 meeting in Busan is clearly a springboard for making concrete time-bound commitments. Post-Busan monitoring of aid effectiveness needs to include a specific aid transparency indicator. The future aid effectiveness monitoring framework should also use the major increase in up-to-date information becoming available through IATI to streamline monitoring and reduce the burden of recurrent surveying of information already in donors systems.

A scale-up of political and technical engagement by organisations that are dragging their feet has the potential to deliver significant improvements in a short space of time. Donor governments should seek out fora in which to drive forward commitment, learning and collective action on aid transparency and the common standard, whether in the Open Government Partnership, through the Commonwealth, within the EU, UN Development Co-operation Forum or through the growing focus on open data. Partner countries and CSOs need to continue working together to intensify the pressure on donors to ensure IATI implementation delivers for the recipients of aid.

41 The initial data for the Netherlands was collected in March–April 2011. During the final data verification process, the survey was updated to reflect the September IATI data release.

42 UNOPS is not included in this index; however, it became a signatory to IATI in October 2011 and published data within a few weeks, becoming the sixth multi- or bi-lateral organisation to publish their information to the IATI Registry.

## Recommendation 2:

### Organisations should publish what they have, build systems to collect what they don't and make sure it is all accessible

Since much more information is produced than is currently made available, and even more is published only sometimes, an obvious step is to publish those collected information items and to do so systematically. This particularly applies to basic information (actual dates, contracts) as well as areas where there are extensive commitments (forward budgets, conditions, transactions) and current donor priorities around results and value for money (organisation level audits, activity impact appraisals and design documents).

All organisations periodically make system upgrades and these opportunities should be used to fill in the current gaps, adding data fields into systems or establishing the processes required to produce these documents consistently. Those organisations that do not have a Freedom of Information or equivalent disclosure policy should address this urgently.

Many of the accessibility issues are basic, obvious and cost-free and should be picked up during standard web testing phases, including ensuring links continue to work following website updates or redesigns. Donors need to move rapidly away from publishing information in restrictive formats such as PDF – even just publishing the same document in the original Word version would be a step forward. Another clear accessibility gain would be improving basic website structure and navigation so that information can be found without extensive searching. That means common sense structuring and sign posting to types and levels of information, particularly for policy documents and project databases.

## Recommendation 3:

### Aid actors must rally round the common IATI standard and increase its coverage

All donors should sign up to and implement the International Aid Transparency Initiative and partner country governments should endorse it, ensuring IATI works for their needs. There is also an important role for other aid actors and agencies to support and engage with the standard and ensure flows such as climate finance, humanitarian aid and private aid are included. Large contractors and grantees who spend foreign assistance also need to be engaged.

Comparability of information is what turns more information into better information. IATI is the common standard that is making this possible. The standard was agreed in February 2011, building on existing formats and specifically designed for the comprehensive publication of current aid information in ways that are comparable, timely and accessible. Crucially, IATI enables users to map, search and re-use information, allowing aid agencies to publish once but use many times. This reduces the cost and inefficiency of serial re-issuing of information in slightly different formats for the needs of different audiences and users.

Since the publication of the 2010 Aid Transparency Assessment, donors have proven the feasibility of IATI – with over 50% of aid flows represented by the signatories and over 30% to be published by the end of 2011. IATI is the tool required to turn the rhetoric of the Accra and Paris commitments into practice. The U.S., Japan, France and Canada are countries notable for their failure so far to sign up to IATI and should do so without delay. Engaging with the standard at this stage in its development is essential to ensure it works for them, particularly for the complexity of systems like those of the U.S. The result of such major donors remaining outside the fold is that the common standard is undermined and is not able to deliver its full potential.

# Section 6: Annexes

## Annex 1. Methodology: data collection, scoring and index weighting

This annex sets out the approach taken to developing the 2011 pilot Aid Transparency Index, including the methodology, the approach to data collection and the weighting and scaling of the index. This is a pilot, and a lot has already been learned about future refinements to the approach which are also set out below; however suggestions and feedback would be much appreciated.

In 2010 and early 2011, a number of assessments of the transparency of aid agencies were published, including the Center for Global Development/ Brookings Institution Quality of ODA report,<sup>43</sup> Brookings' Ranking Donor Transparency in Foreign Aid,<sup>44</sup> AidWatch's 2010 Annual Report<sup>45</sup> and Publish What You Fund's 2010 Aid Transparency Assessment.<sup>46</sup> A common challenge faced by all of these research projects was a lack of comparable and primary data on levels of aid information which constrained an accurate and specific assessment of aid information levels. The approach to the 2011 pilot index was driven by this main finding of the 2010 Assessment – that there is a lack of comparable and primary data available on aid transparency – meaning that there is no systematic, disaggregated way of assessing the transparency of organisations.

The pilot index was an attempt to start addressing this problem by shifting away from proxy indicators based on secondary data, towards a primary data collection methodology thus providing more robust evidence as the

basis for analysing aid transparency. In addressing the major data gap found in the 2010 Assessment the aim is to allow a more systematic reflection on organisations' aid transparency practices as well providing clear and specific ways in which transparency levels can be monitored for individual donors.

This section sets out the details of the methodology and data used in this new primary data collection approach as well as the limitations and challenges faced and the refinements planned. The methodology developed to assess organisations' aid transparency looks at the transparency of agencies at the organisational, country and activity level.

**Who:** 58 separate organisations or entities which provide aid were included from 45 countries or multilateral agencies (including six U.S. agencies or departments, two World Bank Group agencies, five European institutions, two German agencies, two Korean agencies and two UK agencies).

**What:** 37 indicators of transparency were selected, with 35 specific information types checked. In addition at the organisational level the existence of a FOIA (or equivalent for IFIs, multilaterals and private foundations) and the organisation's engagement in IATI were scored. (The full list of indicators, survey questions and the definitions used is set out in Section 2.) These indicators were selected

using the information types agreed in the IATI standard, most of which are based on the DAC CRS. The 35 specific information types are a subsection of the information items where existing commitments to disclosure already exist, including in the DAC, IATI and the AAA.

**How:** For the majority of the 35 specific information types, these were collected by surveys initially undertaken by donor country-based CSOs or national CSO platforms, or a CSOs with a particular interest in that organisation or agency.<sup>47</sup> Where no organisation could be found to complete a survey, Publish What You Fund undertook the work. These initial surveys were then sent to the organisation or donor agency for an iterative process of verification and correction. (See Acknowledgments section for details of who undertook each of the surveys.) After that the results were standardised across indicators and re-checked.

**When:** The first version of the survey was developed for an initial round of data collection in March/April 2011 with European AidWatch CSO partners in 24 EU Member States and the EC for inclusion in the 2011 EU AidWatch report.<sup>48</sup> The survey was then extended to an additional 31 non-EU Member States and additional organisations in May–July 2011.<sup>49</sup> Further data verification, standardisation and cleaning then occurred in August and September 2011.

The approach was designed to sample and collate data about the publication of key types of current aid information for each donor and agency in ways that generate a comparable, robust data source that is specific, detailed and verifiable. The data collection process was based on a survey, and involved several steps to ensure that the results provided as comparable and robust an assessment of information availability as possible.

43 N. Birdsall and H. Kharas, Quality of Official Development Assistance Assessment, Brookings Institution and Center for Global Development, 2010.

44 H. Kharas and A. Ghosh, The Money Trail: Ranking donor transparency in foreign aid, Brookings Institution, 2011.

45 EU AidWatch, Penalty Against Poverty: More and better EU aid can score Millennium Development Goals, CONCORD, 2010.

46 Publish What You Fund, 2010 Aid Transparency Assessment, 2010.

47 The majority of surveys were conducted by CSO or NGO national platforms for the various development CSOs operating in a country. For multilaterals and IFIs, CSOs focusing on those organisations were approached, for example the Bank Information Center (for World Bank IDA & IBRD survey) and NGO Forum on ADB (for the AsDB survey).

48 EU AidWatch, Challenging Self-Interest: Getting EU aid fit for the fight against poverty, CONCORD, 2011.

49 We originally extended the survey to a further 32 donor agencies but have only presented results for 58 in total rather than 59 due to the removal of a survey for EU Fast Start Finance (see footnote 51).

### 1. Donor country and entities selection

The aim was to extend the number of organisations covered in the 2011 pilot index from the 30 included in the 2010 Aid Transparency Assessment. Surveys were completed for all OECD DAC donors, all EU Member States and all IATI signatories and observers. A survey was also completed for China's Ministry of Commerce as part of a research project on the transparency of Chinese aid.<sup>50</sup> It is anticipated that this approach will be extended to more organisations in future survey rounds, including all the UN agencies, a number of key 'newer' donors such as Brazil, Russia, India and South Africa, and some of the major private donor foundations such as the Gates Foundation.

A number of organisations were also included to make sure the pilot methodology was tested with certain types of donors to ensure it could be adapted and was appropriate to use, for example, for humanitarian aid focused donors (e.g. ECHO) or those focusing on direct private investment such as World Bank's IFC and indirect fund-based investment approaches such as CDC in the UK.

### 2. Organisation or agencies selection

Surveys were initially completed by CSOs – who were asked to select the relevant organisation's largest or primary aid agency because it was thought this was most likely to consistently provide the most information across donors. Answering the questions sometimes required looking at an aid agency as well as the Ministry of Foreign Affairs (or equivalent), if they were responsible for different areas, such as policy and execution. However, where there were multiple agencies delivering entirely different projects (such as PEPFAR, MCC and USAID in the U.S. or DFID and CDC in the UK), the questions were only to be asked about one executing agency. A survey was also undertaken for EU Fast Start Finance; however the results were not included in the final index.<sup>51</sup>

### 3. Aid recipient country and activity selection

CSOs then selected the current largest aid recipient country for that aid agency. If the current largest recipient country of aid from the agency was not known, the current largest recipient country of aid from the *donor government* as a whole was selected. If this was also unknown then the most recent OECD DAC figures (2009) were used to find the aid recipient to survey. Within the recipient country, the largest activity or project was then selected within that country programme. How certain it is that this is the largest project is clearly bounded by the level of information made available by that organisation. The aim was not to try and 'catch out' aid organisations, but by selecting the largest country programme and a large activity or project there was a greater likelihood that information would be available. Ideally this of course would be a representative average or 'median' project, but given the lack of availability of comparable information this is not currently possible (see Section 5, Conclusion 1 for further discussion on this issue). In order to ensure the comparability across donor organisations budget support was not used as an activity in the survey as this would have added in another variation in terms of modality.

### 4. Data collection

The approach to finalising the survey was an iterative process of searching, evidencing and checking the availability of information. Surveyors were asked to answer questions relating to 35 specific types of information included in the international best practice standard for aid transparency at the **organisational level** (5 indicators) and on the format and accessibility of information at **recipient country level** (4 indicators) and the **project or activity level** (26 indicators). The list of survey questions is by no means exhaustive but was designed to examine the availability of information at all stages from policy to implementation, including design, evaluation and audit.

Box 4:

#### Summary of aid transparency indicators used

**7 at organisation level** – 2 on the commitment to aid transparency, in terms of:

- Existence of a Freedom of Information Act (FOIA)
- Engagement in the emerging best practice on aid transparency (IATI)

Then 5 indicators for specific information types for the largest organisation of that donor, including on aid allocation procedures and the organisation's total budget.

**4 at country level** – for the organisation's biggest recipient country, including indicators on country strategy and annual audit.

**26 at activity or project level** – for a large project in the organisation's biggest recipient country on information covering the project cycle from contracting, conditions, pre-project appraisals, budgets, through financial transactions to impact, as well as basic information such as activity title, dates, identification codes and sectors the project supports.

50 For more on this research, see S. Grimm et al., *Transparency of Chinese Aid: An analysis of the published information on Chinese external financial flows*, Publish What You Fund and the Centre for Chinese Studies, Stellenbosch University, 2011.

51 A survey was undertaken for EU Fast Start Finance (FSF) using a database on the EC CLIMA website. It was not clear how the survey would be applied to FSF however, as there is no organisation or largest recipient country to speak of (FSF is a collation of funding by different EU donors) and it was also not clear who should be responsible for publishing the information. This survey was therefore excluded from the final index.

The questionnaires were filled in by searching organisations' websites and providing proof of the existence and availability of information by adding in the URL or link to that information. Data was collected on loan repayment terms but this was eventually excluded from the final results due to comparability problems, primarily because the question was not always relevant as only some organisations were focusing on grants as opposed to loans. It was also found that this information was mostly captured in response to a question on conditions.

It was also recorded in the data collection whether the information was "sometimes"<sup>52</sup> available or whether it appeared that the organisation actually collected that information item, although it was not published. This data was not used in the weighting or indexing. The full dataset of all the items found to be collected, sometimes and always published for each organisation can be found in chart 4 in Annex 2 and also on the Aid Transparency Tracker website: [www.aidtransparencytracker.org](http://www.aidtransparencytracker.org)

## 5. Data verification

Responses to the surveys were then reviewed and links checked by Publish What You Fund to ensure all findings were evidenced and standardised across the surveys. In order to establish that information was "always" published, Publish What You Fund selected a minimum of five activity level projects in the relevant recipient

country in order to ascertain that this information was consistently available. If information was not provided for an answer then an additional search of agency websites in English and the local language was conducted. If there was a difference in the amount of information provided in English compared to the local language then whichever provided the largest amount of information was selected.<sup>53</sup>

The surveys were then returned to the CSO that filled them in to check and return to the relevant organisation or agency. Donor and aid organisations were given a deadline of three weeks to reply, but replies were still accepted and actively sought for another two weeks. For 14 organisations no response was received however and one organisation did not receive a survey.<sup>54</sup> If no response was received, Publish What You Fund reviewed the survey for a second time and conducted more extensive searches for each question. Nevertheless, the results for these organisations need to be viewed in this light.

Publish What You Fund's verification and standardisation process included checking the evidence provided in all the organisation surveys (website URLs) to ensure that all scores of "published" were completely accurate. In several cases the URL provided as supporting evidence did not show the information suggested so the results were downgraded to either "sometimes" published if the

information was published only for a few projects, or just "collected" if the information was not publicly available for any projects but the organisation was suggesting they did hold that information through their response. During this process, additional qualitative data was collected to inform the individual organisation profiles in Section 4. This included:

- the format that the information was provided in (project database, PDF, website),
- where the information was provided (a central donor website, country-specific donor website, embassy website),
- the language of publication (donor's language, English, French, etc.),
- any other interesting features in the way the data was provided.

A round of standardisation of scoring and ensuring consistent interpretations of answers was then conducted across all indicators and organisations and finally a round of checks were conducted on total organisational budget for the next three years; annual forward planning budget for the next three years; and country level forward planning budget.

<sup>52</sup> Sometimes was defined at the organisation level as information that was sporadically or inconsistently published; at the country level as information that was sporadically or inconsistently published, or only for previous years; and at the activity level as information that was a) published for only some of the activities examined; b) information that was published incidentally rather than in a specific field, for example, if the sectors were only mentioned in the title, or if the objectives were mentioned in the description; or c) if the website stated any of the following or similar qualifiers when introducing the projects: major projects, lighthouse projects, key projects, case studies, example projects, a selection of projects.

<sup>53</sup> Language becomes particularly relevant when considering the needs of recipient country citizens, so this is something that we will seek to address in the future.

<sup>54</sup> The AsDB, Australia, Belgium, Bulgaria, Denmark, GAVI, Germany KfW, Hungary, the IADB, Latvia, Lithuania, Portugal, Romania and U.S. DOD did not respond. Ireland did not receive a survey for review during the official data collection period. Publish What You Fund apologises for this. A survey has since been shared with Irish Aid for reference.

## Scoring the indicators

For the 35 surveyed indicators, the information availability was judged by whether a specific piece of information was found to be:

<b>Always published</b> (scored 1)	<i>For organisation and country level questions: consistently or regularly;</i> <i>for the activity level questions: for <b>all</b> projects in the recipient country.<sup>55</sup></i>
<b>Sometimes published</b> (scored 0 but used for sequencing of equal rank)	<i>For organisation and country level questions: inconsistently or irregularly;</i> <i>for activity level questions: for <b>some</b> projects in the recipient country.</i>
<b>Not published, but collected</b> (scored 0)	Where the information is not publically available but the organisation collects it internally. We believe that organisations collect information for almost all the questions asked, although they do not make all of it public.

For the purpose of scoring for the index, the only results used were where information was considered to be always published. These were scored 1. All other responses were scored 0; however the other data is still presented in chart 4 in Annex 2 and used in the conclusions of the report. Despite the checking process undertaken by donors we have the least confidence

in the quality of the “not published but collected” categorisation which cannot be verified independently given that it is not public.

At the organisational level an **additional two indicators were used as proxies to assess the commitment and accessibility of aid information**. These were whether or not the organisation has a Freedom of Information Act or equivalent and the donor’s engagement with the International Aid Transparency Initiative.

### Existence of a Freedom of Information Act (FOIA) or equivalent policy (maximum 1 point)

Although FOIAs do not relate specifically to aid information, the existence of a FOIA (or equivalent policy) was taken to indicate the organisation’s overall commitment to making information available to citizens about its decision making processes, activities and expenditure. The data source for the existence of a FOIA is the October 2011 Fringe Intelligence *Overview of all FOI laws*.<sup>56</sup> Countries included in the index and classified as not having a FOIA are those where there is no law (Cyprus), it is only in draft (Luxembourg, Spain) or is adopted but not in force (Malta). For multilateral donors, IFIs and private foundations, a disclosure or transparency policy was accepted as equivalent to a Freedom of Information Act. Apart from the Hewlett Foundation, all organisations were accepted as having a policy irrespective of the appeals process and exceptions. This is a key area of quality that needs to be examined more closely in future rankings.

### Engagement in the International Aid Transparency Initiative (maximum 2 points and double weighted)

Engagement in IATI was selected as a proxy for both commitment to aid transparency and the format and also accessibility of the information – which is why the decision was taken to double weight the indicator. IATI was selected because is specifically designed for the comprehensive publication of current aid information in a format that is comparable and timely as well as accessible because it is produced in a machine readable format.<sup>57</sup> IATI is explicitly built on the classifications and information types of the OECD DAC’s CRS and CRS++ systems. For more on the relationship between IATI and other aid information tools see *The relationship between IATI and the CRS plus*, IATI Secretariat, February 2011.

Levels of donor engagement in IATI were collected from the IATI website (for signatory status and for plans for implementation), and is correct as of 7 October 2011. Donors can score a maximum of 2 points depending on their level of engagement with the Initiative. The scoring used is as follows:

- 2** = Implementing IATI – has begun publishing data to the IATI Registry or has informed the IATI Secretariat that it will do so before HLF-4 on 29 November 2011
- 1** = Signed but no implementation schedule or plans to do so before HLF-4
- 0.5** = Observer to IATI
- 0** = No engagement to date

<sup>55</sup> To establish that information was “always” published, when checking and verifying the surveys, Publish What You Fund selected a minimum of five activity level projects in the relevant recipient country in order to ascertain that this information was consistently available.

<sup>56</sup> R. Vleugels, *Overview of all FOI laws*, Fringe Intelligence Special Edition, October 2011.

<sup>57</sup> For example, the OECD’s Creditor Reporting System (CRS) is explicitly an ex-post statistical reporting mechanism and was not designed as a transparency or disclosure tool. CRS data is published two years after the fact, thus it does not contain current or real time management information. It is therefore not a source for establishing timeliness of information, an essential component of aid transparency. The EU’s TR-AID is an information gathering system and database that has been developed to support sharing of information amongst EU institutions and Member State donors. It is still being developed but it is being designed to be compatible with the IATI so that IATI data can be continuously fed into to TR-AID.

## Weighting, scaling, ranking and grouping

The Tracker survey and two additional FOIA and IATI results were collated for all the 58 donor agencies – see chart 4 in Annex 2. The ranking of organisations in terms of their aid transparency was developed from several options considered in close consultation with our peer reviewers.<sup>58</sup>

**Weighting:** While different groups and constituencies do require and value the various aid information types differently, the basic approach taken here was of keeping the weighting as simple and clear as possible. The decision was taken to weight each of the levels (organisation, country and activity level) equally. However, a tool is provided on the Publish What You Fund website which allows people to reweight the data in line with their own prioritisation and assessment of the importance of different types of information.

Two specific approaches were particularly considered with the assistance of the peer reviewers. The first option gave equal weighting to each of the information types; the second option weighted equally at the level of the information provision (organisation, country and activity). The decision was taken to follow the second approach because the majority of peer reviewers felt that the first option would emphasise the activity level at the expense of the other two levels (organisation and country). With all data sources weighted equally, organisation level would have a weight of 20.51%, with 10.26% for country level and 69.23% for activity level.

**Scaling:** As with the 2010 Aid Transparency Assessment, the decision was made not to rescale the indicators as this would disguise actual performance of organisations in favour of ensuring that each level shared the same average. For example, if country level transparency had an average score of 40%, while activity level transparency had an average score of 65%, to rescale these would mean that important details about actual performance would not be revealed. There are no 100% scores for the three levels and re-scaling would make it appear that high-scoring donors have a “perfect” result or that low-scoring donors have zero scores when they do not. The interest here is in the actual performance of donors across the three levels and each information type indicator. The decision not to rescale each of the indicators means that the average score for each level is different, so a donor that scores 50% for organisation level transparency may be above or below average for that level. In Section 4: Organisation Profiles donor performance is shown against the average for each level, allowing the reader to review an organisation’s performance for each information item.

**Ranking:** Based on the weighted three levels, the overall ranking of the 58 agencies was then developed. Donors that scored the same are ranked equally, but “sometimes” answers have been used to visually sequence organisations with equal scores. Specifically this means that the UNDP and ECHO rank joint 10th but the UNDP is listed first as it has more “sometimes” answers than ECHO. Japan and the Czech Republic are ranked joint 23rd, but

Japan has six “sometimes” answers compared to one for the Czech Republic. The three organisations coming joint 31st are presented in the following order: Ireland, Luxembourg and the Hewlett Foundation; as are the four organisations ranked joint 51st – Hungary, Poland, Bulgaria and Romania. China and Greece are ranked joint 55th, with Greece listed second as there were no “sometimes” answers. Likewise Cyprus and Malta are joint 57th, with Cyprus listed before Malta as it has a handful of “sometimes” answers, whereas Malta has none.

**Grouping:** Several grouping options were considered in consultation with peer reviewers. There were differing views among the reviewers as to the best approach and number of groups. Options explored included 1.0 and 0.5 Standard Deviations; looking for ‘natural breaks’, and grouping in quintiles below and above the average score of 34%. In particular, some reviewers were concerned about margins of error within the data and creating a false sense of precision by grouping donors so explicitly. In the end the option of five groupings was selected as it was felt these groups provide a mechanism to compare donor performance within specific score ranges, but without creating ‘false’ groupings based on minimal differences in scores. The scores of 0–19%, 20–39%, 40–59%, 60–79% and 80–100% were chosen as it was agreed the five groups most accurately reflect the performance of the 58 organisations, noting that no organisation was included in the highest-scoring group of 80+%.

<sup>58</sup> See under Acknowledgments for list of peer reviewers.

Diagram 1. Weighting Formula for 2011 Pilot Aid Transparency Index

The three levels are weighted equally in thirds. Questions grouped under the levels are weighted equally based on scores of 1 or 0, apart from engagement in IATI, which has a double weighting based on the maximum score being 2.

	Levels		Indicators	Data source
33.33%	Organisation level transparency	4.17%	Existence of FOIA or Disclosure Policy	Fringe Intelligence
		8.33%	<b>Engagement in IATI</b>	IATI Secretariat website
		4.17%	Publishes aid allocation policies and procedures	Aid Transparency Tracker Q1
		4.17%	Publishes procurement procedures	Aid Transparency Tracker Q2
		4.17%	Publishes total organisation budget for next 3 years	Aid Transparency Tracker Q3
		4.17%	Publishes annual forward planning budget for next 3 years	Aid Transparency Tracker Q4
		4.17%	Publishes annual audit of programmes	Aid Transparency Tracker Q7
33.33%	Country level transparency	8.33%	Publishes country strategy paper	Aid Transparency Tracker Q5
		8.33%	Publishes forward planning budget for country for next 3 years	Aid Transparency Tracker Q6
		8.33%	Publishes evaluation documents	Aid Transparency Tracker Q32
		8.33%	Publishes results, outcomes and outputs documentation	Aid Transparency Tracker Q33
33.33%	Activity level transparency	1.28%	Publishes details of organisation implementing activity	Aid Transparency Tracker Q8
		1.28%	Publishes collaboration type	Aid Transparency Tracker Q9
		1.28%	Publishes flow type	Aid Transparency Tracker Q10
		1.28%	Publishes type of aid given	Aid Transparency Tracker Q11
		1.28%	Publishes type of finance given	Aid Transparency Tracker Q12
		1.28%	Uses unique project identifier	Aid Transparency Tracker Q13
		1.28%	Publishes title of activity	Aid Transparency Tracker Q14
		1.28%	Publishes description of activity	Aid Transparency Tracker Q15
		1.28%	Publishes which sector the activity relates to	Aid Transparency Tracker Q16
		1.28%	Publishes planned start/end dates	Aid Transparency Tracker Q17
		1.28%	Publishes actual start/end dates	Aid Transparency Tracker Q18
		1.28%	Publishes tied aid status	Aid Transparency Tracker Q19
		1.28%	Publishes overall financial costs of activity	Aid Transparency Tracker Q20
		1.28%	Publishes commitments / planned expenditures and disbursements	Aid Transparency Tracker Q21
		1.28%	Publishes current status of aid activity	Aid Transparency Tracker Q22
		1.28%	Provides contact details for the activity	Aid Transparency Tracker Q23
		1.28%	Website that provides information on the activity	Aid Transparency Tracker Q24
		1.28%	Publishes pre-project impact appraisals	Aid Transparency Tracker Q25
		1.28%	Publishes objectives/purposes of the activity	Aid Transparency Tracker Q26
		1.28%	Publishes the ultimate intended beneficiaries of the activity	Aid Transparency Tracker Q27
		1.28%	Publishes the terms and conditions attached to the activity	Aid Transparency Tracker Q28
		1.28%	Publishes the budget for the activity	Aid Transparency Tracker Q29
		1.28%	Publishes the tender for the activity	Aid Transparency Tracker Q30
		1.28%	Publishes the contract for the activity	Aid Transparency Tracker Q31
		1.28%	Publishes MoU for the activity	Aid Transparency Tracker Q34
		1.28%	Publishes the design documents and/or logframe for the activity	Aid Transparency Tracker Q35

■ Different scoring approach than 1 = Yes; 0 = No. See below.

**Scoring methodology for IATI engagement.** How engaged is this donor with IATI?

a) Publishing data to the IATI registry = 2; b) Signed IATI but no plans to publish before HLF-4 = 1; c) Observer to IATI = 0.5; d) No engagement in IATI = 0

## Challenges, limitations and lessons learned

### Challenges

As mentioned above, this is an initial attempt to develop and apply this survey methodology to aid transparency, drawing on experience and approaches in the right to information field as well as in aid surveying. A number of specific challenges were faced and we are attempting to address them as much as possible in the approach being developed and as set out in the section below.

- **Donor organisations not covered.** The coverage of agencies is by no means comprehensive. The main constraint here was capacity inside Publish What You Fund or finding CSO partners able to undertake the surveys. An obvious gap is the UN system where only one agency is covered.
- **Representative nature of an organisation.** In a number of cases of highly fragmented donors an agency or department was surveyed but these one or two agencies only cover a relatively small proportion of aid spent by that country overall. These results are not a particularly good proxy for the whole of the country or organisation's aid transparency. Consequently the agency or organisation is always specified. The ranking is also made on the basis of agencies rather than countries. This issue particularly applies to Austria, China, the European agencies, France, Spain and the U.S. agencies. Only the UNDP is included as it is not representative of the UN more broadly. In future years coverage would ideally be extended for fragmented donors with several agencies.
- Similarly, **is it not clear how representative the activity selected is.** The information types assessed are **not a comprehensive list of all the information and data donors collect or make available.**

- **Donor organisations did not to respond to cross-checking the survey results** – some organisations did not respond to the survey results sent to them. These were the AsDB, Australia, Belgium, Bulgaria, Denmark, GAVI, Germany KfW, Hungary, the IADB, Latvia, Lithuania, Portugal, Romania and U.S. Department of Defense. Unfortunately Ireland did not receive a survey for review during the data collection period. Additional searches were conducted in these cases in an attempt to ensure accurate responses. Results for these donors should be considered in this light.

### Limitations

- The finding on the levels of **"information collected but not published"** is the most problematic of our data. For a number of cases, donors did not respond and instead the judgement that an item was collected was based on existing knowledge by the respondent. Consequently these responses were not used for scoring and ranking levels of individual organisation transparency; however some broad trends can be seen in the table in Annex 2 and these are explored in the findings and conclusions.
- A significant problem with the current survey is that it did not look at the **format** each information item was provided in and this was only explored during the verification process by Publish What You Fund. Information that is provided in a machine-readable format (e.g. CSV, XML or Excel) is more useful than if the format is for example text or a website, or particularly in PDF which is not machine-readable and is extremely difficult to extract information from. Some more quantitative approaches will be explored and considered for future survey rounds. Related to this, there may be information that was missed or even

donors themselves are not aware of due to **poorly designed and hard to navigate websites**. Given the importance of accessibility in making the investment in publication useful, in future we will consider ways to assess how easy it is to find information on websites.

### Specific indicator challenges

- **A binary yes/no assessment of FOIA or equivalent policies** is clearly not sufficient. Not all legislation or disclosure policies, nor their implementation, is to the same standard. The challenge of a lack of systematic collection of FOIA quality has recently been addressed by the Centre for Law and Democracy and Access Info Europe, who recently published a Global Right to Information Rating.<sup>59</sup> This rating will be considered as a data source in future survey rounds in order to provide a more nuanced analysis of FOIA quality. Ideally this methodology will be extended to multilateral and non-state based agencies to assess 'FOIA-equivalent' disclosure and transparency policies in the same manner.
- **Certain questions were queried by respondents, particularly those on collaboration type (Q9), flow type (Q10), type of aid (Q11), type of finance (Q12) and tied aid status (Q19).** Initially, some respondents answered "always collected" to these questions if this was implicitly stated, for example if all of the organisation's projects are grants and it does not provide loans. The answers to these questions were checked by Publish What You Fund during the verification process and were only accepted if the answer was explicitly stated by the organisation. "Always" answers were accepted only if it was explicitly stated per activity, or in a country strategy paper or in a clear place on the organisation's website if there was the same answer (i.e. 'all grants') for all projects. See table 1 in Section 2 for how questions were defined.

59 Centre for Law and Democracy and Access Info Europe, Global Right to Information Rating, September 2011.

- There were also **differing interpretations to Questions 3 and 4** (total organisation budget for next three years and annual forward planning budget for next three years). In several cases, organisations had long term budgets of three or more years but not rolling budgets. In this case, the decision was taken to accept all budgets that were "for the next three years". This means that donors at the end of a long term fixed budget cycle did not receive points for this question, but donors at the start of one did. This is undesirable, and so the next iteration of the survey will also aim to capture the important distinction between fixed and rolling budgets.
- Data was collected on **loan repayment terms** but this was eventually excluded from the final results due to comparability problems, primarily because the question was not always relevant as only some organisations were focusing on grants as opposed to loans. It was also found that this information was mostly captured in response to a question on conditions.
- This pilot version of the index also highlighted the **existence of other important pieces of data that were not covered by the survey questions**. The next iteration of the survey will also look for, at organisational level:
  - an overarching strategy document,
  - an annual report,
  - an online project-level database,
  - the format that this information is provided in,
  - the office responsible (accountable) for publishing information about aid activities.

At activity level:

- the sub-national geographic location,
- commitments as well as (and separately measured from) expenditures,
- the accessibility and the language the information is provided in.

Suggestions on other data that we should consider capturing would be welcome.

- **Lack of "current year" data.** Occasionally for activity level indicators, respondents could not find current data or did not realise what they found was out of date. Answers were accepted only if the activity was currently being implemented and the data was published within the last 12 months at the time of data collection.
- Generally, some questions were interpreted differently, were not clear to respondents or were insufficiently explained. This was addressed during the standardisation process, however for the question on procurement (Is the tender for the activity published?), there were particular challenges and that might mean **procurement data has been missed**. This is because procurement data is often published on separate central government websites and the information was sometimes hard to find.
- The survey focuses specifically on aid transparency of organisations rather than broader cultures of transparency. Whilst **country-specific initiatives** such as the U.S. Foreign Assistance dashboard have been mentioned in the organisation profiles in Section 4, these were not captured systematically or scored in the index, so there may be other country-specific aid transparency initiatives that have not been included.

- Data was collected within a specific time period, meaning that recent progress by some donors in relation to their aid transparency may not be reflected in the ranking. For example, EuropeAid published to IATI on 14 October 2011 and any additional information released as a result of this has not been captured in the 2011 survey. Several other organisations are expected to publish to IATI before this report is published. Given the experience of the Netherlands – which was surveyed both before and after it published to the IATI Registry<sup>60</sup> – it is anticipated that a significant increase in the amount of information available and thus their likely scores in future iterations of this index.

### Aid Transparency Tracker: Building an online platform for collecting and presenting aid transparency information

The most significant shift in the approach to data collection for next year is the development of an online data collection tool – the Aid Transparency Tracker. The purpose of the Tracker is to build a common framework and platform to track whether key types of aid information are available. Publish What You Fund has been working with Global Integrity to develop this survey tool. It is web-based and relies on crowd-sourcing, meaning that surveys can be added to and updated from anywhere in the world. Anyone can complete a Tracker survey and check, update, use and re-use the data for their own research purposes. Using the 2011 survey data presented in this index, the Aid Transparency Tracker was launched in November 2011 and can be accessed at: [www.aidtransparencytracker.org](http://www.aidtransparencytracker.org)

<sup>60</sup> The initial data for the Netherlands was collected in March–April 2011. During the final data verification process, the survey was updated to reflect the September IATI data release.

Going forward, the aim is to build a public resource for researchers, CSOs, aid agencies, governments and other organisations involved in monitoring the transparency and accountability of aid both in donor and recipient countries. We welcome interested organisations getting in touch either by signing up on the website or by contacting us directly. The data collection and verification will automatically be available and accessible to all. For example, CSOs or governments in recipient countries could examine a range of donor organisations operating in their country in order to monitor their current levels of aid transparency, hold them to account for their activities and encourage them to publish more information about their activities in this country. This information could also be used by CSOs or researchers in each of the donors' countries to monitor donor performance across a range of countries or sectors.

In terms of the Index, Publish What You Fund would like to use the Tracker data collected on a rolling basis, but also checked and updated systematically – perhaps annually or biannually – so it can be used to develop an annual Aid Transparency Index for comparisons of progress and tracking the level of aid transparency across a range of donors. However a key element of the design is that it will also allow the tracking of aid transparency levels across country contexts and/or transparency of aid to particular sectors over time.

By providing the data via a public online tool that all can contribute to, the aim is to accurately track levels of aid information available, show changes over time and facilitate clear, practical improvements in the levels of information. All survey responses will be presented in real-time, meaning that results can be regularly checked and allow donors' progress to be assessed between annual rankings. In order to ensure the quality and accuracy of the data collected, donors will be provided

with the opportunity to verify and correct the survey data provided. The tool allows all of these processes to occur in a smooth workflow, to ensure that the process is straightforward and that information is captured in a standardised, useful and rigorous format. We will work with CSOs in obtaining completed Tracker surveys for as many aid agencies and donors as possible.

It is anticipated that this data collection and analysis will become easier as more donors publish to the IATI Registry, automating a large amount of the data collection, particularly at the activity level. It is anticipated that the Quality of FOIA Index developed by Access Info and the Center for Law and Democracy will be used to pre-fill the FOIA question with a more accurate and meaningful measure of agencies' responsiveness to public requests for information.

In developing the Aid Transparency Tracker survey and this pilot index, the aim was to find out whether it is possible to collate sufficient primary data to compare the aid transparency of donors. Our conclusion is that even with this initial data set and pilot methodology, it has been possible to develop a robust approach that allows us to assess and compare donor organisation aid transparency in a systematic way. For future indices, the 37 indicators used in 2011 will be built on to create a more comprehensive checklist that will facilitate analysis for a larger number of information items, and across additional donor and aid organisations and to go into more detail on, for example, the format that the information is provided in, the language it is available in and how frequently the information is made available (for example monthly, quarterly or annually) and with what time lag.

## Annex 2. Aid Transparency Tracker data

The chart overleaf shows all the data collected for each of the 58 organisations included in the pilot index. For the purpose of scoring for the index, the only survey results used were where information was "always" published. These were scored 1. All other responses were scored 0. However data was also collected on whether information was found to be "sometimes"<sup>61</sup> available or if it was thought that the organisation did actually collect that information although it was not publishing it. The information can be found below and also on the Aid Transparency Tracker website:

**[www.aidtransparencytracker.org](http://www.aidtransparencytracker.org)**

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<sup>61</sup> For details of how "sometimes" was defined see footnote 52.





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