



2014
REPORT

Publish What You Fund is the global campaign for aid transparency. We work to make available and accessible comprehensive, timely and comparable information about development flows. The campaign seeks to empower civil society advocates, parliamentarians and officials with information, both in aid recipient countries and from the development cooperation providers working with them.



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Acronyms & Abbreviations

AA	German Foreign Office (Auswärtiges Amt)
AFD	French Agency for Development (Agence Française de Développement)
AfDB	African Development Bank
API	Application Programming Interface
AsDB	Asian Development Bank
ATI	Aid Transparency Index
BMZ	German Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung)
CRS	Creditor Reporting System (of the OECD DAC)
CSO	Civil society organisation
CSV	Comma separated values
DAC	Development Assistance Committee (of the OECD)
DFID	Department for International Development (UK government)
DG DEVCO	Directorate General Development and Cooperation – EuropeAid (European Commission)
DOD	Department of Defense (U.S. government)
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECHO	Humanitarian Aid and Civil Protection Department (European Commission)
EIB	European Investment Bank
EU	European Union
EU-13	The 13 new EU member states (Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia and Slovenia)
FAO	Food and Agriculture Organization of the United Nations
FCO	Foreign and Commonwealth Office (UK government)
FOI	Freedom of Information
FPI	Foreign Policy Instruments Service (European Commission)
FSS	Forward Spending Survey (of the DAC)
FTS	Financial Tracking Service (of UN OCHA)
G7	Group of Seven (Canada, France, Germany, Italy, Japan, UK and U.S.)
GAVI	Global Alliance for Vaccines and Immunization
GIZ	German Agency for International Cooperation (Gesellschaft für Internationale Zusammenarbeit)
Global Fund	The Global Fund to Fight AIDS, Tuberculosis and Malaria
GPEDC	Global Partnership for Effective Development Cooperation
HTML	HyperText Markup Language

IADB	Inter-American Development Bank
IATI	International Aid Transparency Initiative
IDA	International Development Association (World Bank)
IFC	International Finance Corporation (World Bank)
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
MAEDI	Ministry of Foreign Affairs and International Development (le Ministère des Affaires Étrangères et du Développement International - French government)
MCC	Millennium Challenge Corporation
MFA/MOFA	Ministry of Foreign Affairs
MINEFI	Ministry of Economy, Finance and Industry (le Ministère de l'Économie et des Finances - French government)
MOD	Ministry of Defence (UK government)
MoU	Memorandum of Understanding
NGO	Non-governmental organisation
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
ODA	Official Development Assistance (definition of OECD DAC)
OECD	Organisation for Economic Co-operation and Development
OGP	Open Government Partnership
PDF	Portable Document Format
PEPFAR	President's Emergency Plan for AIDS Relief
UK	United Kingdom
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
URL	Uniform Resource Locator
U.S.	United States (of America)
USAID	United States Agency for International Development
USD	United States Dollar
WHO	World Health Organization (United Nations)
XML	Extensible Markup Language

Executive Summary

RAISING AMBITION

The basic principles of transparency, accountability and citizen engagement are now accepted as central to more effective development and are reflected in the current discussions on the post-2015 Development Agenda and calls for a data revolution. As the development community looks to the future to define its goals over the coming years, it is important to reflect on progress to date, particularly on the commitments made and the lessons learnt from delivering them.

At the first High Level Meeting of the Global Partnership for Effective Development Cooperation in Mexico in 2014, donors reaffirmed their past commitments to publish information to a common, open standard, incorporating the International Aid Transparency Initiative (IATI), by the end of 2015. As this deadline rapidly approaches, we are at a crucial point in the push for aid transparency. There is an urgent need for the donor community to redouble its efforts and to collectively raise the level of ambition to deliver on these commitments over the next 14 months.

While significant progress was made in the early days of aid transparency in terms of donors committing to share information on their aid activities in a more comprehensive, comparable, accessible and timely manner by publishing to the IATI Standard, the 2014 Aid Transparency Index (ATI) findings show that progress on implementation continues to be slow and uneven.

THE 2014 RESULTS

The 2014 ATI results follow the trends observed in previous years. A lead group of organisations are making significant and continuous improvements to the information they publish on their current aid activities – and many others have taken steps towards improving their publication in 2014 – but the majority have not made significant progress and continue to lag behind. The top ranking agency is the United Nations Development Programme (91%), followed by 2012's top performer the UK Department for International Development (88%), and the Millennium Challenge Corporation (87%), which held the number one position in 2013. As in 2013, China takes the last place. The average score for all organisations still sits disappointingly low at 39%, and there is an increasing gap emerging between the organisations at the top and those at the bottom of the ranking.

In this race to the top, some high performing organisations from the 2013 ATI are performing even better in 2014. This includes the African Development Bank; the Asian Development Bank; Canada; three EC agencies – the Directorates General for Enlargement and for Development Cooperation, and the Service for Foreign Policy Instruments; the Global Fund; the Inter-American Development Bank; Sweden; UNICEF; and the World Bank's International Development Association. Big improvements have also been made by Finland; the French Ministry of Foreign Affairs and International Development; the Gates Foundation; the President's Emergency Plan for AIDS Relief (U.S.); Spain; and Switzerland – all have published information on their current activities to IATI, leapfrogging others that have not made significant changes to the amount of information they publish or its accessibility. All these organisations should be commended for their efforts.

There has also been some important progress by Ireland, the Japan International Cooperation Agency, Korea and the U.S. Department of State, reflecting their first steps towards making information available in machine-readable formats such as IATI XML or CSV. These organisations now need to focus on improving the comprehensiveness of their aid information before the December 2015 deadline.

More than half the organisations assessed perform poorly, scoring less than 40%. Nearly a third of the organisations included in the 2014 ATI (22 of 68) are placed in the very poor category. Many are yet to take a systematic approach to publishing information on their development activities. Much of the information available is scattered across websites and it is difficult to join the dots between the descriptive, financial and performance information related to individual activities, making the data difficult to use. This means that there is still a long way to go in obtaining a full picture of all development flows, without which development effectiveness and improved donor coordination will be difficult to achieve.

Detailed findings and profiles for each of the 68 organisations assessed in 2014 can be found on the ATI website: <http://ati.publishwhatyoufund.org/>

As a group, multilaterals fare better than any other type of donor organisation, with 11 of the 17 ranking in the very good or good categories. Of the 50 bilaterals included in the Index, 22 are now publishing to IATI, compared to 15 in 2013. Although there has been improvement among some bilaterals and a handful perform very well, the majority are placed in the poor or very poor categories.

SHARING BEST PRACTICE ON DATA USE

A number of organisations are now using open data platforms driven by IATI data, marking an important shift from publishing raw data to visualising it in a meaningful way. The Netherlands is using its own information for internal management and reporting purposes and is working with two of its partner organisations publishing to IATI in order to stimulate exchange and learning, with the longer-term aim of including open data throughout its supply chains. Pilot studies on data use in-country and the work linking development flows to recipient country budgets via the IATI budget identifier hold great promise for unlocking the potential of IATI. However, these efforts risk being undermined by those donors that are failing to deliver on their commitments. In order to realise the transformative potential of open data in improving development effectiveness, the donor community needs to work together to drive forward collective action on aid transparency and learn from emerging best practice on data use.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion A

There is a race to the top, but the majority of organisations are lagging behind in meeting their international commitments.

- A leading group of organisations are publishing large amounts of accessible, comparable and timely information about their activities. These organisations are making continuous efforts to improve the comprehensiveness and quality of their aid information, demonstrating real commitment to aid transparency.
- Many donors are still dragging their feet and have made limited progress since Busan. These organisations are at a real risk of not meeting their aid transparency commitments by the 2015 deadline.
- There is still a long way to go in getting a full picture of all development flows, without which development effectiveness and improved donor coordination will be difficult to achieve.

Conclusion B

The lack of comparable, comprehensive and timely publication of information means that information on development cooperation is still difficult to access and use.

- It is still extremely hard to find detailed, disaggregated information on development activities funded by the majority of organisations assessed. Where information is available, it is scattered across hard-to-navigate websites or buried in PDFs.
- Although some organisations have started publishing their information in more comparable formats, it is not always comprehensive or up-to-date. Unless published in a timely and consistent manner, the information remains difficult to use.
- Information needed for planning and learning purposes is still too rarely published, particularly information on results, sub-national location, forward-looking budgets and impact appraisals.

Conclusion C

Progress is achievable, if the political will exists.

- Based on current trends, the international donor community is set to miss meeting the commitments made in Busan, but this outcome could be avoided. The Index findings demonstrate the ability of donors to rapidly turnaround their performance where the political and technical leadership exists.
- Some of the best performers and biggest improvers in 2014, including the AfDB, MCC, PEPFAR and UNICEF, have released comprehensive datasets over a relatively short period of time.
- Organisations of different sizes and types, including bilaterals, IFIs, multilaterals, humanitarian organisations, private foundations and vertical funds are able to do well and improve on a year-on-year basis – no particular type of organisation is unable to deliver on their commitments.

Recommendation A

The international donor community needs to work together to provide a full picture of development flows.

- Those donors that are lagging behind on delivering their commitments should be held to account to ensure that progress on collective action and investments made by the leading organisations are not undermined.
- Organisations should coordinate to adopt a sustainable approach for lesson-sharing on best case practices, approaches to publication and addressing commonly-faced challenges.
- All donors should ensure the inclusion of transparency and open data as an integral part of the post-2015 agenda and share lessons learnt from the development effectiveness agenda.

Recommendation B

Organisations should improve the quality of their publication and promote use of the information.

- All organisations should ensure that their development information is published in a timely, comparable, comprehensive and accessible manner. Financial data should be supplemented by descriptive and evaluative information including results, locations and project documents to enhance its usefulness.
- All organisations publishing to IATI should start using the data for their own internal management purposes and for identifying and addressing data gaps.

- Those organisations with comprehensive and good quality data should promote the use of their information by others, including recipient governments and civil society, and share lessons learnt with the wider development community.

Recommendation C

The clock is ticking – all organisations need to deliver on their aid transparency commitments by the end of 2015.

- Those organisations that are lagging behind on delivering their commitments should take urgent action and begin implementation in 2014.
- Organisations' information management systems should be improved to capture more and better information in structured formats. Building IATI into information management systems and automating publication will make it easy to “publish once, use often.”
- All organisations should make their plans public and publish implementation schedules with specific timelines and delivery targets. They should discuss their priorities and approaches with potential users of the information.

1. THE PUBLISH WHAT YOU FUND AID TRANSPARENCY PRINCIPLES

The Aid Transparency Principles are at the core of Publish What You Fund's work. They are relevant to all public and private bodies engaged in the funding and delivery of aid and related development activities. They should be applied to ensure that everyone has access to information about aid. The ultimate aim is to improve the effectiveness of aid so that its benefits are felt by those that need it and citizens in both donor and recipient countries are able to hold their governments to account.

1. Information on aid should be published proactively – a donor agency or organisation should tell people what they are doing, for whom, when and how.

2. Information on aid should be comprehensive, timely, accessible and comparable – the information should be provided in a format that is useful and meaningful.

3. Everyone should be able to request and receive information on aid processes – publishers need to ensure everyone is able to access the information as and when they wish.

4. The right of access to information about aid should be promoted – donor organisations should actively promote this right.

To read the Principles in full see: <http://www.publishwhatyoufund.org/resources/papers/publish-what-you-fund-principles/>

CHART 1. OVERALL RANKING OF 68 DONOR ORGANISATIONS

VERY GOOD

1	UNDP	90.6%
2	UK - DFID	88.3%
3	U.S. - MCC	86.9%
4	GAVI	86.7%
5	ASDB	83.8%
6	Sweden	83.3%
7	World Bank - IDA	82.3%

GOOD

8	AfDB	74.5%
9	IADB	73.9%
10	Global Fund	73.3%
11	Canada	71.7%
12	EC - FPI	69.1%
13	EC - DEVCO	68.2%
14	UNICEF	64.6%
15	EC - ELARG	61.8%

FAIR

16	EC - ECHO	59.9%
17	Germany - BMZ-GIZ	53.9%
18	Switzerland	53.8%
19	Netherlands	53.8%
20	Germany - BMZ-KfW	50.8%
21	Spain	50.6%
22	Denmark	49.6%
23	Gates Foundation	46.6%
24	Finland	46.3%
25	Australia	45.9%
26	New Zealand	45.1%
27	Ireland	42.5%
28	France - MAEDI	42.4%
29	UN OCHA	41.3%
30	U.S. - PEPFAR	40.7%
31	U.S. - USAID	40.3%

POOR

32	U.S. - State	38.8%
33	Japan - JICA	37.2%
34	Korea	36.9%
35	UK - FCO	35.8%
36	U.S. - Treasury	34.8%
37	IMF	31.6%
38	U.S. - Defense	30.8%
39	World Bank - IFC	30.6%
40	Czech Republic	29.5%
41	Estonia	28.2%
42	Norway	27.6%
43	Portugal	26.5%
44	France - AFD	24.7%
45	EIB	24.6%
46	EBRD	24.5%

VERY POOR

47	Austria	19.1%
48	Latvia	19.0%
49	Belgium	18.8%
50	Luxembourg	18.8%
51	Slovakia	18.3%
52	Slovenia	17.8%
53	Japan - MOFA	17.0%
54	Italy	15.6%
55	Poland	14.4%
56	Croatia	11.8%
57	Romania	10.6%
58	France - MINEFI	10.3%
59	Brazil	9.6%
60	UK - MOD	9.6%
61	Germany - AA	9.1%
62	Hungary	8.3%
63	Bulgaria	8.2%
64	Malta	6.6%
65	Lithuania	6.5%
66	Cyprus	5.9%
67	Greece	4.7%
68	China	2.2%

Introduction

THE CLOCK IS TICKING ON DONOR PROMISES

Over the past decade, donors have repeatedly committed to improving aid effectiveness and transparency in development cooperation. At the second High Level Forum (HLF) in Paris in 2005, donors committed to “take far-reaching and monitorable actions and to reform the way we manage and deliver aid”, including by improving predictability, ownership and integration and reducing duplication and fragmentation.¹ This was followed by pledges at the third HLF in Accra in 2008 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”.² The International Aid Transparency Initiative (IATI) was also launched in Accra, providing a practical approach for publishing aid information in a comparable, open format. Furthermore, one of the most significant and concrete commitments to come out of the fourth HLF in Busan in 2011 was for donors to “implement a common, open standard for electronic publication of timely, comprehensive and forward-looking information on resources provided through development cooperation” with endorsers undertaking to fully implement this common standard, including IATI, by December 2015.³ With just over a year until that deadline, we are at a crucial point in the push for donors to deliver on their existing commitments, particularly as new goals and commitments are agreed as part of the post-2015 Development Agenda.

WHERE ARE WE NOW?

Since the release of the 2013 Aid Transparency Index (ATI), there has been steady progress by development actors publishing information to the IATI Standard. At the time of writing, over 280 organisations are publishing information to the IATI Registry and all IATI information fields are being used. This multi-stakeholder initiative has demonstrated its value by bringing together a diversity of providers including governments, development funds, climate funds, private foundations, multilaterals and NGOs to publish their information in an open, accessible format that anyone can freely access, use and re-use.⁴ There is also a move towards turning raw data into easy-to-understand visualisations via open data portals, making the information more meaningful for users. New portals, driven by IATI data, have been launched by several organisations including Denmark, the Netherlands, Sweden, the UK and UN (see box 4 on p.19 for more on open data portals). Yet more remains to be done, particularly by some of the large and influential providers that are currently off track with delivering their commitments and improving the quality of the information being published. Of the 68 organisations included in the 2014 Index, 36 are publishing some current information to IATI – but as the findings demonstrate, the quality and usefulness of the information is mixed.

We are at a crucial point in the push for donors to deliver on their existing commitments, particularly as new goals and commitments are agreed as part of the post-2015 Development Agenda.

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

2 The Accra Agenda for Action, OECD, 2008, §24a: <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

3 The Busan Partnership Agreement, 2011, §23c: http://www.effectivecooperation.org/files/OUT-COME_DOCUMENT_FINAL_EN2.pdf. The common standard recognises the complementary efforts of existing publishing and reporting systems and provides a framework for integrating them. The information items specified in the common standard are drawn from IATI and from the OECD DAC's Creditor Reporting System (CRS) and the Forward Spending Survey (FSS). They have been carefully mapped to eradicate inconsistencies in how items are interpreted and to prevent future divergence.

4 For more on IATI and the importance of machine-readable data, see box 1 on p.6.

2. THE INTERNATIONAL AID TRANSPARENCY INITIATIVE (IATI) AND THE IMPORTANCE OF MACHINE-READABLE DATA

IATI is a multi-stakeholder initiative comprised of donors, partner countries, foundations, open data experts and civil society. Agreed in 2011, the IATI Standard is a technical publishing framework allowing open data from different development organisations to be compared. It focuses on forward-looking and activity-level information, ranging from basic descriptions and classifications to related documentation, financial data and results.

The Standard was developed after extensive consultations on the information needs of partner countries, CSOs and donors themselves. It uses an XML format, a machine-readable “mark-up” language that allows programmes to extract data and present it in a comparable and accessible way. IATI data is essentially current management information – to enable better planning, coordination and accountability. It is not designed to replace historical statistical reporting.

Information published in machine-readable formats is presented in a structured way (not free text) that can be read automatically by a computer, reducing the processing time for large amounts of information.

Formats such as XML or spreadsheets (Excel, CSV) are machine-readable formats. Traditional word processed documents, HTML and PDF files are easily read by humans but are difficult for machines to interpret.

There is a substantial difference between structured, machine-readable data that can be used to access and compare any number of projects across different fields as opposed to searching individual websites or looking for information published in individual PDF files. This difference is quantified in the Index by allowing organisations to score more highly on 22 indicators depending on the format of publication. For example, data published in PDFs scores lower than data published in CSV, Excel or XML files.

In the case of documents, the scoring approach recognises the importance of accessibility – an annual report published in PDF is much the same as an annual report published on a webpage. However, the inclusion of links to that PDF in an organisation’s IATI data is more valuable, especially at the activity level, as it makes them easier to locate and identify.

For more on IATI, visit: www.aidtransparency.net

Several important international development events have also taken place since the publication of the 2013 ATI. In April 2014, the Global Partnership for Effective Development Cooperation (GPEDC) held its first High Level Meeting in Mexico, with the main objective of reviewing progress since Busan. Donors reaffirmed their past commitments on aid transparency at this meeting. The first Global Monitoring Report was also released in Mexico, providing a review of progress on the commitments and actions agreed in Busan. The report notes that the development provider community “...needs to raise its collective level of ambition and redouble efforts if it is to publish by 2015 timely, comprehensive and forward-looking information on development co-operation resources.”⁵ It calls for urgent action to enhance the publication of information, report more frequently using data that is less than six months old, and to overcome systems and process-related hurdles to providing information on all agreed common standard data fields.

The UN post-2015 Development Agenda has framed the majority of international development conversations over the past 12 months. In July, the UN Economic and Social Council convened a new session of the biennial Development Cooperation Forum. The main objectives of the meeting were to discuss ideas for how a renewed

global partnership for development beyond 2015 would work in practice; identify ways for enhancing national and global accountability; and advance policy dialogue with south-south providers. The need for mutual accountability and useable information were highlighted at the meeting, emphasising their importance as building blocks for a robust monitoring and accountability framework in a post-2015 context.

Also in July, the Open Working Group on Sustainable Development Goals (SDGs) concluded its negotiations, proposing a total of 17 goals, each with a separate set of targets.⁶ These proposed goals will be a key input for defining a new set of global development priorities after 2015. In addition, the Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF) published its report in August 2014.⁷ The report specifically lists transparency and accountability of financing as a principle of its strategic approach. It also references the “data revolution”, recognising the importance of standards and comprehensive, comparable data as the basis for improved global governance and sustainable development. This report will also feed into negotiations around the new goals, due to be agreed at the UN post-2015 Summit in September 2015.

⁵ The Global Monitoring Report, OECD and UNDP, 2014, p.28: <http://effectivecooperation.org/wordpress/wp-content/uploads/2014/04/MakingDevCoopMoreEffective-2014PROGRESSREPORT.pdf>

⁶ For more on the proposed Sustainable Development Goals, see: <http://sustainabledevelopment.un.org/owg.html>

⁷ To access the full report visit: <http://sustainabledevelopment.un.org/index.php?menu=1558>

A common theme runs through these processes: that there is a need to improve existing monitoring frameworks and the data underpinning them. As the development community prepares itself for the post-2015 world and new commitments and goals are agreed, it is important to assess progress to date, particularly on the extent to which existing commitments have or have not been delivered. The ATI results clearly demonstrate that there is still unfinished business as far as aid transparency is concerned.

LOOKING AHEAD

Since the release of the High Level Panel report on the post-2015 Development Agenda, repeated calls have been made for a “data revolution”.⁸ How this is defined is not entirely clear, but there is growing consensus that as a basic principle it must be underpinned by open data, given its potential to strengthen accountability and encourage greater participation in political processes. An increasing number of governments are embracing open data as a means of sharing information, releasing local, regional and national datasets from across areas of government activity. Many governments including Canada, France, Japan, the UK and the U.S. have adopted open data charters or strategies. Merely releasing more datasets is not enough however. Without comparable, comprehensive and timely information, international and national development priorities cannot be accurately defined and monitored. Consequently, joining up different datasets, ensuring that they are standardised and data quality need to remain at the centre of future discussions on the data revolution. Crucially, lessons learnt from opening up information on development flows via a common, open standard need to be incorporated into any new open data initiatives, building on the work done to date.

Another arena where the opening up of government information is being discussed is the Open Government Partnership (OGP). Since the last OGP Summit in October 2013, its membership has expanded to include development providers such as Australia, France, Ireland and New Zealand. In the run up to the next summit scheduled for 2015, and as more countries join the partnership, it will be important to ensure that they incorporate aid transparency commitments in their national action plans and to make the link between these commitments and the priorities being defined for the post-2015 agenda.

As the focus shifts from publishing information to ensuring it can be used within the context of a renewed international development agenda, understanding different user needs is increasingly important. One of the longstanding demands made by partner countries has been for providers to align information on development flows with country budget classifications. Linking aid with budgets would allow government programmes to be planned and implemented in the context of a more comprehensive and accurate understanding of the total resources available. The ongoing piloting of the IATI budget identifier aims to help meet this demand. The next 12 months will be important for completing in-country consultations and pilots for testing the recently agreed framework for mapping donor sector codes with country budget codes. The pilot studies on data use by partner countries - being conducted by organisations such as USAID - will also highlight existing data gaps and ways in which information can be made more useful. Together, these initiatives hold great promise for unlocking the potential of IATI.

MONITORING DONOR PROGRESS

The 2014 ATI provides an overview of how some of the biggest and most influential providers of development cooperation fare in terms of the transparency of their activities. The data collection process for the ATI has highlighted that many organisations are yet to take a systematic approach to publishing information on their development activities. Much of the data is still scattered across websites and it is difficult to join the dots between the descriptive, financial and performance information related to individual activities. Several organisations rely on labour-intensive, manual processes for publishing their information rather than automating them, meaning that data quality remains a significant challenge. This emphasises the need for process and systems improvements across the board, which in turn require political will and a real commitment to make aid transparent – and for many donors, there is an urgent need to act if they are to meet the 2015 deadline.

⁸ Submitted to the UN Secretary General in May 2013, the report called for “a data revolution for sustainable development, with a new international initiative to improve the quality of statistics and information available to citizens”. The communiqué from the March 2013 HLP meeting referred to the need for substantial investments in advance of 2015 in order for there to be a data revolution. See http://www.un.org/sg/management/pdf/HLP_P2015_Report.pdf (report) and <http://www.un.org/sg/management/pdf/Final%20Communique%20Bali.pdf> (communiqué).

Methodology

The Aid Transparency Index assesses organisations' overall commitment to transparency as well as the information they publish at the organisation level and for individual activities. The 2013 ATI represented an evolution in the index methodology, recognising changes in the global environment since the fourth High Level Forum and the progress donors had made in increasing aid transparency, both in terms of commitment and publication. The same methodology has been used in 2014. This section provides an overview of the methodology, including organisation selection, the indicators used and the scoring approach.

DONOR SELECTION

The 2014 ATI assesses 68 organisations, including the 67 assessed in 2013 and one new organisation – the Croatian Ministry of Foreign and European Affairs.⁹ Organisations are selected using three criteria, of which they have to meet a minimum of two:

- 1) They are a large donor (annual spend is more than USD 1bn);
- 2) They have a significant role and influence as a major aid agency and engagement with the Busan agenda;
- 3) They are an institution to which government or organisation-wide transparency commitments apply, for example members of the G7 or the Member States of the European Union.

INDICATORS USED AND SCORING APPROACH

The ATI uses 39 indicators, divided into those that measure commitment to aid transparency (three indicators) and those that measure publication of aid information (36 indicators). The commitment indicators collectively account for 10% of the overall weight while publication accounts for 90%. The publication indicators are further assembled into organisation level and activity level, which are then divided in sub-groups, based largely upon the groups used in the implementation schedule template for the Busan common standard.¹⁰

The organisation-level indicators account for 25% of the overall weight, while the activity-level indicators account for 65%. Within these categories, the indicator sub-groups are equally weighted. As the number of indicators in each sub-group varies, individual indicators carry different weights. See table 1 for the full list of indicators and how they are grouped and weighted. A re-weighting tool is provided on the ATI website which allows users to test different weighting options and see the effect on the scores: <http://ati.publishwhatyoufund.org/>

The score for each indicator ranges from 0–100. For 22 indicators, the scoring takes into account the format that the data is provided in, depending on the accessibility and comparability of the information and how consistently it is published (see chart 2 overleaf). For example, information published in PDFs scores lower than information published in machine-readable formats.¹¹ Information published to the IATI Standard, the most comparable format, can score up to 100 for each indicator, depending on the coverage of information and frequency of publication.

⁹ Croatia joined the EU in 2013 and is therefore covered by the EU-wide commitment on aid transparency.

¹⁰ Available from the OECD website: <http://www.oecd.org/dac/aid-architecture/acommonstandard.htm>.

¹¹ See box 2 on p.9 for more on data formats and why they are scored differently.

DATA COLLECTION PROCESS

Data collection ran from 1 April–30 June 2014. Most information included in the ATI is gathered from what each organisation publishes – either on its website, the IATI Registry, national platforms such as the U.S. Foreign Assistance Dashboard or the OECD common standard website (for implementation schedules). A secondary data source is used to assess one indicator – the quality of Freedom of Information (FOI) legislation.¹²

Information available via the IATI Registry was automatically collected and tested by a data quality tool. In 2014, IATI data needed to be available via the IATI Registry in order to be taken into consideration. Based on feedback from peer reviewers and donors, and following a public consultation, some of the data quality tests were improved in 2014 to ensure that they accurately measure the quality of IATI data in line with the agreed IATI Standard.¹³

Information published to all other sources was collected via a survey. The survey is designed to assess the availability of information corresponding with the 36 publication indicators and the format in which it is published. All surveys were completed using information pertaining to the recipient country (or thematic sector, if the donor organises itself along those lines rather than by countries) receiving the largest amount of development flows by value from that donor agency.¹⁴ To establish that information is consistently published at the activity level, five activities were randomly selected within the country or sector. The 68 organisations assessed were invited to review the surveys and provide feedback. Their responses were then independently reviewed by expert civil society organisations (CSOs) and by Publish What You Fund before the surveys were finalised. All the information collected for the ATI is stored on a publicly accessible platform called the Aid Transparency Tracker, including responses from donors and independent reviewers.¹⁵

12 The Right to Information Rating is used as the data source for assessing the quality of FOI legislation: <http://www.rti-rating.org/index.html>. Box 2 in the technical paper details how disclosure policies for multilateral organisations are scored: <http://ati.publishwhatyoufund.org/resources/downloads/>

13 For more on the automated tests used on IATI data, see annex 2 of the technical paper. Details of the public consultation, including all responses, are available at: <https://github.com/pwvf/index-data-quality-tests/>

14 All development flows including ODA, OOF and non-traditional flows such as climate finance and south-south cooperation are taken into consideration for the purposes of the ATI.

15 Visit <http://tracker.publishwhatyoufund.org/>.

CHART 2. SCORING FORMAT OF DATA FOR 22 INDICATORS

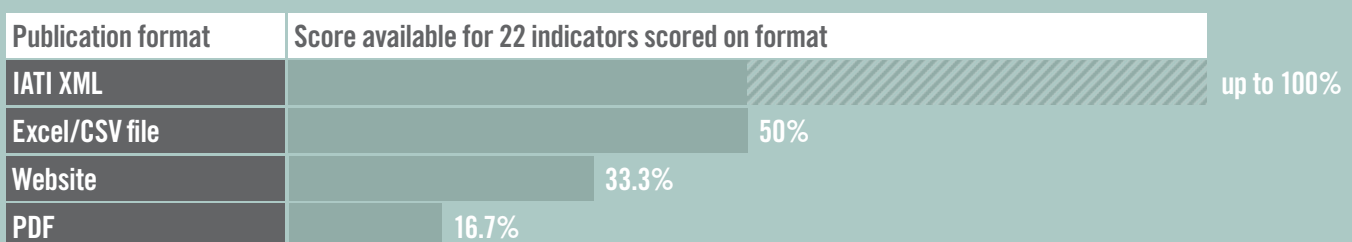


TABLE 1. SUMMARY TABLE OF INDICATORS USED

Group	Sub-group and weights	Indicator	Indicator weight		
Commitment to aid transparency	Commitment (10%)	1	Quality of FOI legislation	3.33%	
		2	Implementation schedules	3.33%	
		3	Accessibility (database/portal)	3.33%	
Publication - Organisation level	Planning (12.5%)	4	Strategy	2.50%	
		5	Annual report	2.50%	
		6	Allocation policy	2.50%	
		7	Procurement policy	2.50%	
		8	Strategy (country / sector)	2.50%	
	Financial (12.5%)	9	Total organisation budget	4.17%	
		10	Disaggregated budget	4.17%	
		11	Audit	4.17%	
	Publication - Activity level	Basic information (13%)	12	Implementer	1.63%
			13	Unique ID	1.63%
			14	Title	1.63%
15			Description	1.63%	
16			Planned dates	1.63%	
17			Actual dates	1.63%	
18			Current status	1.63%	
19			Contact details	1.63%	
Classifications (13%)			20	Collaboration type	1.86%
		21	Flow type	1.86%	
		22	Aid type	1.86%	
		23	Finance type	1.86%	
		24	Sectors	1.86%	
		25	Sub-national location	1.86%	
		26	Tied aid status	1.86%	
Related documents (13%)		27	Memorandum of Understanding	2.17%	
		28	Evaluations	2.17%	
		29	Objectives	2.17%	
		30	Budget docs	2.17%	
		31	Contracts	2.17%	
		32	Tenders	2.17%	
Financial (13%)		33	Budget	3.25%	
		34	Commitments	3.25%	
		35	Disbursements & expenditures	3.25%	
		36	Budget ID	3.25%	
Performance (13%)		37	Results	4.33%	
		38	Impact appraisals	4.33%	
		39	Conditions	4.33%	

For the detailed methodology, including indicator definitions, automated tests used on IATI data, challenges and limitations and areas for improvement for future iterations of the Index, please see the separate technical paper: <http://ati.publishwhatyoufund.org/resources/downloads/>

Results

OVERALL FINDINGS

- The 2014 ATI results demonstrate that donors' progress with implementing their aid transparency commitments remains uneven. It is notable that there is an increasing gap emerging between the organisations at the top and those at the bottom of the ranking.
- A leading group of organisations are making significant and continuous improvements to the information they publish on their current development activities, and many others have started taking steps towards improving their publication in 2014.
- The majority of organisations still perform poorly in absolute terms (37 out of 68 in 2014 are in the poor or very poor categories, compared to 42 out of 67 in 2013). The average score for all organisations is 39%, up by six percentage points from 2013.¹⁶ Much of this increase is attributable to the top performing organisations, as the average score discounting the organisations in the good and very good categories is still low at 28%, only a two percent increase from 2013.
- As in previous years, larger organisations generally perform better overall and multilaterals as a group tend to score better than bilaterals, although the performance of individual organisations within each group varies significantly.

BEST PERFORMERS AND BIG IMPROVERS

- The top ranking agency is the UNDP with a score of 91%. The UK Department for International Development, the Millennium Challenge Corporation and GAVI come close on the heels of UNDP, all scoring above 85% and performing well on most indicators.
- Some high performing organisations from the 2013 ATI, including the AfDB, AsDB, Canada, three EC agencies – DG Enlargement, DG DEVCO and the Service for Foreign Policy Instruments – the Global Fund, IADB, Sweden, UNICEF and World Bank IDA have performed even better in 2014, with an increase in absolute scores since 2013, placing them in the good or very good categories.
- These organisations are joined by others such as Finland, the French Ministry of Foreign Affairs and International Development (MAEDI), the Gates Foundation, PEPFAR, Spain and Switzerland, which have all started publishing more current information on their activities to the IATI Registry in 2014, effectively leapfrogging others that have not made any significant changes to the amount or accessibility of the information they publish.
- At the lower end of the ranking, there have been some improvements by Ireland, JICA, Korea and the U.S. Department of State, reflecting the steps taken by them towards making information available in machine-readable formats. However, these organisations still have some way to go in improving the comprehensiveness and quality of their publication.

A leading group of organisations are making significant and continuous improvements to the information they publish on their current development activities.

¹⁶ All averages used in the ATI report refer to simple averages or mean scores rather than weighted averages.

WORST PERFORMERS AND SLOW MOVERS

- As in 2013, China takes the last place, scoring just 2%, and nine others, including the German Foreign Office (known as Auswärtiges Amt or AA) and the UK Ministry of Defence score less than 10%. Some other influential providers including the French Ministry of Economy and Finance, Italy and the Japanese Ministry of Foreign Affairs also perform very poorly, placing them alongside several of the newer EU member states towards the bottom of the ranking.
- Several others including Belgium, the European Bank for Reconstruction and Development, the European Investment Bank, World Bank IFC, the IMF, Norway, USAID and the U.S. Department of Defense have declined in the ranking relative to 2013. This is a result of being overtaken by other organisations that have started publishing more comprehensive and comparable information about their activities.
- The U.S. Department of the Treasury has the biggest drop in score and ranking. This is because most of the information it publishes to the IATI Standard does not include activity dates and therefore does not pass the current data test for the Index.

PERFORMANCE CATEGORIES

The final results are expressed as a percentage score for each organisation and a rank in relation to others. As in previous years, because the ATI covers a large number of organisations, five categories are used for comparing performance: Very Good (80–100%), Good (60–79%), Fair (40–59%), Poor (20–39%) and Very Poor (0–19%).¹⁷ As with any range, it is worth noting that there may not be much difference in the overall performance between organisations at the top end of a performance category and those at the lower end of the previous category.

Table 2 below shows the average score for each indicator group (commitment, publication at organisation level and publication at activity level) for organisations placed in the five performance categories. The biggest change since 2013 is seen at the organisation level, with the average percentage score increasing by eight points. As in 2013, the biggest difference between performance categories is at the activity level, where there is a significant variation in the average score.

¹⁷ One new organisation, the Croatian Ministry of Foreign and European Affairs, has been added in 2014 so caution must be exercised when drawing comparisons in ranking between 2013 and 2014. A new methodology was used in 2013 so direct comparisons are not possible with the 2011 and 2012 rankings. However, a large change in an organisation's score reflects a genuine change in practice since 2011.

TABLE 2. AVERAGE SCORES BY INDICATOR AND PERFORMANCE CATEGORIES

Performance category	Indicator group			Average total score for each performance category	Number of organisations in each performance category	
	Commitment	Publication Organisation	Publication Activity		2014	2013
VERY GOOD	81%	96%	83%	86%	7	4
GOOD	77%	82%	64%	70%	8	5
FAIR	47%	53%	46%	48%	16	16
POOR	43%	39%	26%	31%	15	16
VERY POOR	25%	22%	6%	12%	22	26

VERY GOOD

There are seven organisations in the very good category in 2014. The AsDB, Sweden and World Bank IDA have made significant efforts in improving the range of information that they publish on their activities, catapulting them to the very good category for the first time. They join DFID, GAVI, MCC and UNDP, which were in this top category in 2013. DFID and UNDP have both improved their rank and scores since 2013, demonstrating their strong institutional commitments to transparency and continual efforts to improve the comprehensiveness of information on their aid activities.

Six of the seven organisations in this category have open data portals that promote access to and use of their data. DFID, MCC and UNDP perform particularly well on providing activity-level information, scoring over 85% of the total possible points. World Bank IDA leads on the provision of project documents, GAVI on activity financial information and MCC on performance information.

GOOD

Three EC departments (DG DEVCO, DG Enlargement and FPI), IADB and UNICEF join the AfDB, Canada and the Global Fund in the good category in 2014, bringing the total to eight. It is worth noting that Canada is the only bilateral organisation in this category.

Most agencies in this category have significantly improved their overall scores since 2013 by increasing the comprehensive of the information published to the IATI Registry, with UNICEF being the biggest improver within this group. The EC departments lead on the commitment to aid transparency, although they are the only organisations in this category that do not publish performance information, such as results, conditions and impact appraisals, consistently enough to score on this indicator sub-group. The AfDB leads on organisation-level information, the Global Fund on the provision of project related documents, and the IADB on performance information.

Notably, none of the organisations in this category score over 65% for activity-level financial information. This is often due to the limited availability of forward-looking budgets. All organisations in this category have published ambitious schedules for implementing the Busan common standard, including IATI, meaning further improvements can be expected of them in future years.

FAIR

There are 16 organisations in the fair category, including some of the biggest improvers in 2014, five of which were in the very poor category in 2013 (France MAEDI, the Gates Foundation, PEPFAR, Spain and Switzerland). Finland and Ireland have moved up from the poor category, with significant increases in their scores, demonstrating that progress is possible within a relatively short timeframe. The improvement in their scores is attributable to them publishing information on their current activities to the IATI Standard in 2014. The two humanitarian agencies are placed in this category – the EC's Humanitarian Aid and Civil Protection Department (ECHO) and the UN Office for the Coordination of Humanitarian Affairs (OCHA) – along with the Gates Foundation, the only private foundation included in the ATI.

Overall, organisations in this category perform well on activity classifications and basic information, but their scores for the provision of project documents and performance information is on a par with that of organisations in the poor category, with average scores of just 26% and 8% respectively on these indicator sub-groups. Several organisations in this category, including Australia, Denmark, ECHO, the Netherlands, New Zealand and UN OCHA have slipped in the ranking relative to 2013 as they have been overtaken by others that are publishing more comprehensive information on their current activities. However, both Denmark and the Netherlands have shown continued commitment to aid transparency by focusing on streamlining and improving the process by which they publish their information and promoting its use via open data platforms. See box 3 overleaf for more on how the Netherlands is implementing the “publish once, use often” approach of IATI.¹⁸

¹⁸ For more on the “publish once, use often” approach, see Implementing IATI: Practical Proposals, Development Initiatives, 2010: <http://www.aidtransparency.net/wp-content/uploads/2009/06/Implementing-IATI-Jan-2010-v2.pdf>

POOR

There are 15 organisations in the poor category in 2014, with France AFD and Portugal moving up from the very poor category. Korea is the highest performer among non-IATI publishers, scoring above several other big bilateral donor agencies including France AFD, Germany AA and Japan MOFA. Although the UK Foreign and Commonwealth Office and the U.S. Department of Defense have been publishing information on their aid activities to the IATI Standard since 2013, there have been no significant improvements in the quality of their publication. The U.S. Treasury's IATI data does not include activity dates and therefore does not pass the current data test for the Index, resulting in the decline in its overall score and the drop from the fair category since 2013. JICA and the U.S. Department of State have both made some progress in 2014, including publishing information to the IATI Standard, moving further up in the ranking within this performance category.

Four international financial institutions (IFIs) are placed in this category – the EIB, EBRD, IFC and IMF, none of which are currently publishing to the IATI Standard. They all have project databases containing information on many of the indicators assessed in the Index, but they perform poorly on the performance sub-group of indicators, particularly on results and conditions. Of the 15 organisations, only France AFD, IMF, IFC, Korea and the U.S. Treasury score for performance information. The organisations in this category score

best on organisation planning and basic activity information and seven of these – the Czech Republic, Estonia, IFC, Korea, Norway and Portugal – publish machine-readable information for at least a third of the indicators that take format into account.

VERY POOR

Nearly a third of the organisations included in the 2014 ATI (22 of 68) are placed in the very poor category. The list of organisations is similar to 2013 and includes major providers such as France MINEFI, Germany AA, Italy and Japan MOFA, the two south-south cooperation providers included in the Index – Brazil and China, and 11 of the newer EU Member States. Italy, Slovakia and Slovenia have improved in their overall score as a result of publishing more activity-level information on their websites. None of the organisations in this category score for performance information, including results, conditions and impact appraisals. Only half publish activity-level financial information. China scores on just one indicator (FOI legislation).

Overall, very limited information is available on the development cooperation activities of these organisations. Latvia is the only organisation in this performance category to publish information on its activities in a machine-readable format.

3. THE “PUBLISH ONCE, USE OFTEN” APPROACH OF THE NETHERLANDS

The Dutch Ministry of Foreign Affairs (MinBuza) renews the data held in its data warehouse every month and publishes it directly to the IATI Registry. The information is used to monitor where MinBuza is doing what, with whom and in what way and to monitor progress on various topics, including policy priorities or cross-cutting efforts on issues such as climate and gender. Since MinBuza's data covers all three elements of the common standard, the data is also used externally for reporting to the FSS and the CRS++, reducing duplicate reporting efforts and ensuring consistency.

Since it first started publishing to IATI in 2011, MinBuza has enriched its dataset with future budget estimates, the geo-location of activities and some policy markers. It is also planning to attach a public version of its assessment criteria in future IATI publications,

describing why it decided to support the activity and some further policy markers.

Other external uses of the Ministry's data include the website openaid.nl and the application Where Does My Aid Go? (see <http://www.aidinfolabs.org/804>). MinBuza has also launched a website visualising its budget, including estimated and actual expenditures on activities.

Another target for MinBuza between now and 2015 is to require that all organisations it is supporting (CSOs, multilaterals and private sector partners) publish their data according to the full IATI Standard, including results data. It is working closely with two Dutch organisations, Partos and Cordaid, with the longer-term aim of including open data throughout the Ministry's development chains and to stimulate exchange and learning.

PERFORMANCE ACROSS INDICATORS

TABLE 3. TOP FIVE PERFORMERS BY INDICATOR SUB-GROUPS

Commitment	Publication - Organisation		Publication - Activity				
	Planning	Financial	Basic information	Classifications	Related documents	Financial	Performance
Sweden	DFID	AfDB	GAVI	GAVI	World Bank IDA	DFID	MCC
FPI	GAVI	AsDB	MCC	UNDP	Global Fund	MCC	IADB
DFID	IADB	Canada	UNDP	UNICEF	GAVI	GAVI	Global Fund
DG DEVCO	World Bank IDA	GAVI	DFID	FPI	IADB	UNDP	DFID
DG Enlargement	UNDP	UNDP	Global Fund	Netherlands	MCC	Sweden	AsDB

Commitment

The three indicators in this group measure the overall commitment of organisations to make their aid more transparent. They assess the quality of the organisation's FOI legislation or disclosure policy; the level of ambition shown in their plans to implement IATI; and the accessibility and usefulness of information presented in their data portals or project databases. As in 2013, Cyprus is the only organisation to not score at all for commitment to transparency. Luxembourg and UN OCHA do not score on FOI/disclosure policies. Among the multilaterals, the EIB and UNDP provide clarifications on exceptions to their disclosure policies, specifically listing the interests that would be harmed by disclosure of such information and subjecting these exceptions to public interest overrides. The AsDB, AfDB and IFC have appeals processes that are more independent compared to others.

Of the 68 organisations assessed, 26 are yet to publish an implementation schedule detailing specific timelines and delivery targets for publishing to the IATI Standard. The levels of ambition in the schedules published vary greatly. Project databases also vary widely in their accessibility and usability. For example, only 13 of the 68 organisations have publicly accessible databases that include activity-level data that is available for bulk export in machine-readable formats and published under an open licence; meaning that information can

be accessed easily and used freely by anyone for all purposes, including commercial purposes. See box 4 overleaf for more on data portals and features that enhance the usability of the information.

Publication – Organisation Level

The eight indicators in this group measure the extent to which organisations publish planning and financial information relating to their organisation as a whole.

On average, organisation-level information is more consistently published than activity-level information. Organisation strategy, procurement policy, allocation policy and annual report are the indicators that are most consistently published (more than 60 out of 68 donors publish this information). Just four organisations – DFID, GAVI, IADB and World Bank IDA – score 100% for organisation planning information and nine others score more than 90%. China is the only organisation that does not score at all for publishing organisation planning information.

As in 2013, financial information is less likely to be published than planning documents, with only five organisations – the AsDB, AfDB, Canada, GAVI and UNDP – scoring 100% for this sub-group of indicators. There are 28 donors, including agencies in major providers such as France, Germany, Italy, Japan, Norway and the U.S., that do not consistently publish forward-looking total organisation budgets and budgets for recipient countries.

4. OPEN DATA PLATFORMS: THE BEGINNINGS OF THE AID DATA REVOLUTION?

A number of organisations are now using open data platforms driven by IATI data, marking an important shift from publishing raw data to visualising it in a meaningful way for users.

More detail: The most striking characteristics of these open data portals are the visualisations. Geo-coded data makes it possible to identify where activities are being implemented in a particular country or region. One of the best examples of this is Akvo's portal (<http://www.openaidsearch.org/>), where visitors can customise interactive maps to see how projects are distributed geographically by region, country and sector. The portal uses all datasets from the IATI Registry, visualises them and also makes the data available through an API which allows for further platform development. AidData brings this approach to scale, producing a series of maps incorporating data from IATI and 90 bilateral agencies (<http://aiddata.org/gis>). The use of interactive graphs and menus, for example on Sweden's [Openaid.se](http://www.openaid.se) and the UK's Development Tracker (<https://www.gov.uk/devtracker>), allows the exploration of aid

volumes, projects and results across different sectors, locations and time periods at the click of a button.

Greater availability: Open data platforms also increase the volume of accessible information, allowing free comparison of historical, current and future data. The UK's Development Tracker includes data from as far back as 1987, [Openaid.se](http://www.openaid.se) data stretches back to the 1970s and aiddata.org back to the 1940s. These platforms also provide the option to export customised datasets and search results in machine readable format, offering the ability to link data together from different providers.

Improved timeliness: As they generate data through automated processes, the platforms are updated regularly without the need for separate manual updates. UN-Habitat publishes projects on its platform as they are approved (<http://open.unhabitat.org/>); Danida's disbursement and expenditure information is updated daily (<http://openaid.um.dk/>); the Netherlands (<http://www.openaid.nl/>) and UK portals are updated monthly; and Sweden publishes information as it becomes available. This increases the

relevance of the information to users with different needs and timeframes, with the added benefit of ensuring that the same information is consistently being made available rather than having to cross-check it against internal systems. The use of open licences by these portals also means that the data can be freely accessed, used and reused.

Broader coverage: Open data platforms allow aid information to be compared across different actors in order to generate a fuller picture of aid activities. One of the most exciting examples of this is Development Initiatives' Development Portal (<http://d-portal.org/>), a country-based information platform that tracks resource flows. In its first iteration, it contains current data published through IATI as well as the most recent (2012) data available from the OECD's Creditor Reporting System.

These platforms demonstrate the intrinsic value of the IATI Standard in providing a more complete picture of current aid activities and that it's possible to turn raw XML data into tangible, accessible information which can be used by different stakeholders.

Publication – Activity Level

The 28 indicators in this group measure the extent to which organisations publish information on their development projects. **As in previous years, the results show that organisations are still not publishing activity-level information consistently.** Only six organisations – DFID, GAVI, the Global Fund, MCC, UNDP and World Bank IDA – score over 80% for activity-level information. On average, organisations score 35% for these indicators in 2014, six points higher than in 2013. Although this could be viewed as an impressive increase, most of the new information published is basic, such as project titles, descriptions, overall cost, sector, contact details and tenders; and there has been an overall increase in the average scores for activity basic and classifications information, including for organisations placed in the poor category. There are still several organisations that do not publish this information consistently enough to score however.

The publication of added-value fields such as results, conditions, sub-national location and project documents remains poor. Information on the performance of individual activities (results, conditions, impact

appraisals) is the least consistently published, with 44 organisations not scoring for any of these indicators. There are 10 organisations, including Brazil, the German Foreign Office and the UK Ministry of Defence, which do not publish any project documents consistently for their current activities. Only 26 organisations publish information on the sub-national location of projects and seven publish the budget identifier, which aims to link aid information to recipient country budgets.

Format of publication

For the 22 indicators where scoring is graduated on the basis of format, there have been some improvements since 2013.¹⁹ The results show that 46% of the information for these indicators is published in machine-readable formats, of which 38% is published to IATI. In 2013, 37% of the information was available in machine-readable formats, of which 28% was published to IATI. There has also been a marginal increase in the amount of information published by organisations in web format. Some notable organisations still publish no machine-readable data at all, including France MINEFI, Germany AA and Japan MOFA.

¹⁹ See box 2 on p.9 for more on data formats and why they are scored differently.

ORGANISATION PERFORMANCE BY TYPE AND SIZE

As a group, **bilaterals continue to perform poorly** with an average score of 31%, compared to 61% for multilateral donors. Over two-thirds of bilaterals are placed in the poor or very poor categories, with just four – Canada, DFID, MCC and Sweden – in the very good and good categories. EU Member States continue to perform poorly as a group, with an average score of 28%, up by four percentage points from 2013.²⁰ However, some bilaterals have made progress in 2014. This includes four of the biggest improvers in terms of performance – France MAEDI, PEPFAR, Spain and Switzerland – which have all moved from the very poor to the fair performance category; as well as Finland and Ireland, which have moved from poor to fair. In 2013, 15 bilaterals were publishing information to the IATI Standard; this has increased to 22 in 2014.

It is also noticeable that 10 of the 22 organisations in the very poor category have small development cooperation budgets (under USD 100mn). Their poor performance could be attributable to a variety of reasons, including insufficient investments in data collection and publication systems and less external scrutiny compared to organisations with larger budgets and bigger public profiles. Nevertheless, the lack of information on activities funded by these donors has significant implications as it undermines efforts towards improved coordination and accountability.

Multilaterals as a group continue to perform well, with 11 of the 17 placed in the very good or good categories. The average score for multilaterals of 61%

is considerably higher than the Index average of 39%. However, scores for multilaterals range from 25% (EBRD) to 91% (UNDP) with five of the 17 – UN OCHA and four international financial institutions – the EBRD, EIB, IFC and IMF – scoring less than 50%. Of the 17 multilaterals, 13 publish to the IATI Standard, compared to fewer than half of the 50 bilaterals.

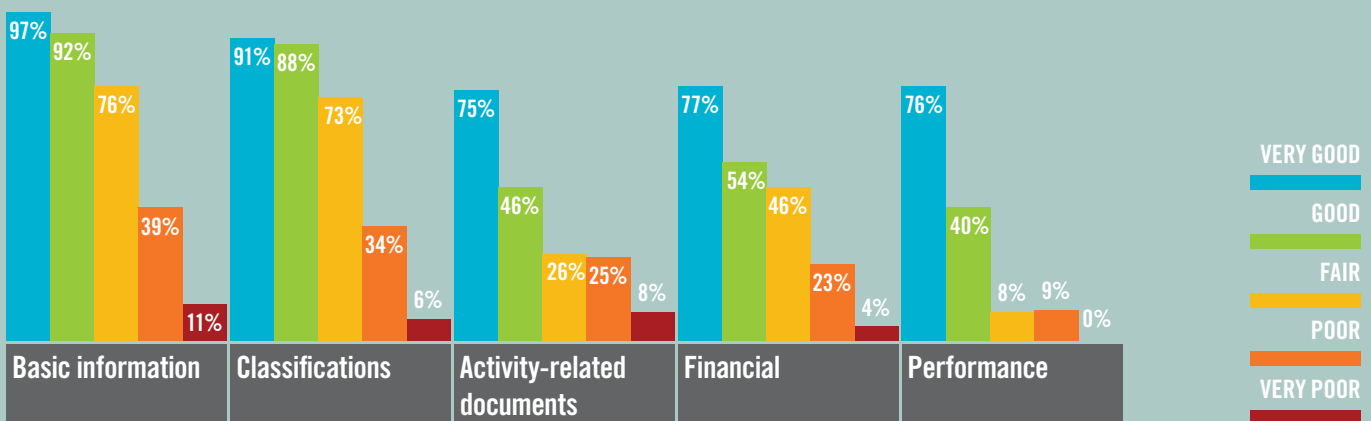
As in 2013, **IFIs as a sub-set of multilaterals perform better than bilaterals but not as well as multilaterals overall**. There is an increasing gap between the performance of multilateral development banks – the AsDB, AfDB, IADB and World Bank IDA – all of which are placed in the good or very good categories, and the remaining IFIs that are yet to begin publishing to IATI.

As in previous years, **larger organisations score better than those with smaller development cooperation budgets**.²¹ The average score of large and very large organisations is 56%, while the average of small and very small organisations is just under half that at 27%. Some small organisations, such as Finland, Ireland and New Zealand, do appear higher up in the ranking and are placed in the fair and good categories. Of the total volume of aid provided by all donors included in the ATI, 38% scores as ‘very good’ or ‘good’ in transparency terms, a significant increase of 18 percentage points since 2013. This reflects the increase in the amount of information being published in more accessible, machine-readable formats by the top-ranking organisations.

20 For more on the performance of the EU Member States, see the individual organisation profiles and the EU briefing paper on the ATI website: <http://iati.publishwhatyoufund.org/>

21 Organisation sizes are grouped as follows: Very large = 10bn or more; Large = 5–9.9 bn, Medium 1–4.9 bn; Small = 100 mn–999.9 m; Very small = less than 100 mn. All figures are in USD.

CHART 3. AVERAGE SCORES FOR ACTIVITY-LEVEL INDICATORS BY PERFORMANCE CATEGORIES



The Road to 2015

THE COMMITMENTS MADE

At the fourth High Level Forum on Aid Effectiveness donors made a concrete commitment to increase the transparency of development cooperation by publishing information on their activities to a common, open standard. They committed to do this by December 2015.²² Donors also committed to publish schedules detailing specific plans and timelines for implementing the standard by December 2012. **With just over a year to go before the final deadline, the Index results demonstrate that many donors remain off track in meeting their commitments**, particularly on the implementation of the IATI elements of the Standard.

At the time of writing, of the 68 organisations included in the Index, 52 have published implementation schedules. Publish What You Fund has assessed and scored each schedule on their levels of ambition, based on the organisation's intention to publish to the IATI component of the common standard (focusing on the fundamental requirement of timely and comparable data), the publication approach (the stated frequency and licence of publication) and the proportion of information fields to be published by the end of 2015.²³

The levels of ambition shown by different organisations varies significantly (see table 4 below). **Of the 52 schedules available, 20 are assessed as ambitious and 13 as moderately ambitious, meaning the majority of organisations included in the ATI are yet to outline any concrete plan to start publishing their information in a more timely and comparable format.** These organisations need to take urgent action in order to meet their

commitments by the end of 2015. Even donors with more ambitious plans still have work to do, including Belgium and Norway, whose schedules mention initial publication to the IATI Standard in 2014, but are yet to make a start. Very few schedules refer to publishing added-value information fields: less than a third include plans to publish data on results and conditions.

DELIVERY ON COMMITMENTS: ARE MAJOR DONORS ON TARGET?

The performance of the majority of donors in 2014 highlights the gap between commitment and delivery, and the need for accelerated efforts in order to keep the promises made. Despite the good efforts made by some, the overall progress of the largest and most influential donors is uneven. The status of aid transparency of major donor groups is summarised below. Additional analysis, detailed briefs on the EU, France, Germany and the U.S and profiles for all 68 organisations are available on the ATI website: <http://ati.publishwhatyoufund.org/>

²² For more on the Busan Common Standard, see footnote 3 on p.8.

²³ The methodology used for assessing schedules is available at: <http://tracker.publishwhatyoufund.org/plan/about/>

²⁴ Japan's implementation schedule does not provide a timeline for publishing to IATI, although JICA started publishing data to the IATI Registry in June 2014.

TABLE 4. ASSESSMENT OF IMPLEMENTATION SCHEDULES FOR ATI DONORS

Group	Organisations	Total Number
AMBITIOUS	AfDB, AsDB, Belgium, Canada, Denmark, DFID, DG DEVCO, DG Enlargement, FPI, GAVI, Global Fund, IADB, MCC, Netherlands, Spain, Sweden, UK FCO, UNDP, UNICEF, World Bank IDA	20
MODERATELY AMBITIOUS	Czech Republic, ECHO, Gates Foundation, Finland, France AFD, Germany (BMZ-GIZ, BMZ-KfW and AA), Ireland, Korea, New Zealand, Norway, Switzerland	13
UNAMBITIOUS	Australia, France MAEDI, France MINEFI, Slovakia, U.S. (all except MCC), UN OCHA (FTS)	10
INCOMPLETE	Luxembourg, Poland	2
NO PUBLICATION TO IATI	Austria, Greece, Italy, Japan (JICA and MOFA) ²⁴ , Portugal, Slovenia	7



European Commission

The European Commission plays an important role within the EU on aid transparency, providing advice to Member States on fulfilling their commitments to the Busan common standard, and internationally within the framework of the GPEDC as part of its steering committee. The EC has rolled out IATI implementation across the main aid-spending departments for its external assistance, including DG DEVCO, DG Enlargement, FPI and ECHO. The EC's ODA-13 reporting project has the potential to enable EU-13 Member States to publish to IATI and advance this agenda further within Europe. The Commission launched its new data portal, the EU Aid Explorer, at the first GPEDC High Level Meeting in April 2014.²⁵ The portal presents information on global development and humanitarian aid flows as reported to various organisations.

Of the four EC departments assessed in 2014, three have made significant improvements and are placed in the good category – DG DEVCO ranks 13th, DG Enlargement ranks 15th and FPI ranks 12th, while ECHO ranks 16th, missing out on being placed in the good category by 0.1%. These scores reflect the continuing progress within the EC towards implementing its broader aid transparency commitments. The four departments score similarly on many indicators, reflecting a degree of shared information systems and therefore similar technical and institutional challenges in making further improvements. Overall, there are six indicators which none of the departments score on, including MoUs, budget documents, budget ID, results, impact appraisals and conditions. Notably, DG DEVCO, DG Enlargement and FPI are the only organisations in the good category to not score on performance information. At the time of data collection, the delays in the approval of the external action financing instruments for the period 2014–2020 impacted the EC's programming process and ability to publish detailed forward-looking budgets and strategies.



France

In June 2014, France adopted a new orientation and programming law (Loi d'Orientation et de Programmation, or LOP) defining a roadmap for French development policy and priorities for the next five years. The law sets out key thematic areas, highlights priority countries where France will focus its aid spending and introduces a series of measures to improve the effectiveness and transparency of its development cooperation. France began publishing to IATI with an initial release of information on its aid to Mali in January 2014, complemented by a data visualisation available on an open aid portal.²⁶ This was followed by information on development cooperation activities in Burkina Faso, Niger and Mauritania, as well as humanitarian and other projects implemented by the Ministry of Foreign Affairs and International Development (MAEDI). During the course of 2014, France is expected to publish information on remaining priority countries and to launch a second country portal on development cooperation activities in another one of its priority countries, which could be developed in coordination with other donors in the region.

MAEDI is one of the biggest improvers in the 2014 ATI, ranked 28th with an overall score of 42%, placing it in the fair category. However, there is clearly room for improving the comprehensiveness of France's IATI publication to include all French ODA, the quality of the information and the frequency at which it is published. In spite of the rapid progress made by MAEDI, overall France continues to perform poorly due to the limited availability of information for the AFD, ranked 44th, and MINEFI, ranked 58th.

²⁵ The EU Aid Explorer site can be accessed at: <https://euaidexplorer.jrc.ec.europa.eu/>

²⁶ The Mali portal is available at: <http://transparence.ambafrance-ml.org>



Germany

In the past few years, Germany has introduced several measures to improve inter-ministerial development policy coordination. In March 2013, BMZ began publishing project information to the IATI Standard for BMZ-funded projects being implemented by the German Agency for International Cooperation (GIZ), KfW and two smaller implementing partners. Germany's IATI commitment is also mentioned in BMZ's anti-corruption strategy²⁷ as a means of improving access to information on development funds, although it is yet to publish a transparency policy.

Despite these coordination efforts, Germany's performance in the ATI remains mixed. There is a significant difference between the amount of information published by BMZ-GIZ, ranked 17th, and BMZ-KfW, ranked 20th (both are in the fair category), and the Foreign Office, ranked 61st and in the very poor category. In 2014, BMZ's publication to IATI was expanded to include all bilateral ODA projects as well as new information fields including project descriptions, implementing partners, commitment dates, sector and information on terms and conditions. Since March 2014, BMZ has also started including information in its IATI publication about the ODA channelled through German NGOs. Furthermore, a new transparency portal showing GIZ projects was launched in April 2014, and BMZ's own portal was launched in September 2014. In comparison, no comprehensive information on AA-funded current projects could be found. There are seven indicators for which none of the German organisations score, including sub-national location, MoUs, budget documents, forward-looking activity budgets, budget ID, results and impact appraisals.

Publication of information to the IATI Standard by other ministries, including the Foreign Office is expected in 2014 or 2015, but no details are available on specific timelines for publication of the different information fields. The Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Security, or BMUB – responsible for a significant and growing amount of aid spending – is not mentioned in Germany's implementation schedule.



Japan

In recent years Japan has made several important national commitments on transparency and open data. In 2012, it adopted an Open Government Data Strategy which set in motion its efforts to improve the government's transparency and accountability and promote open public data use.²⁸ Its Open Data Charter Action plan, released in October 2013, notes that publication of openly licensed, machine-readable datasets on global development will be expanded gradually after 2014.²⁹ In June 2014, Japan began publishing to the IATI Standard for the first time, with the initial publication including historical information on grants, loans and technical assistance provided in 2012, as well as ODA loans provided by JICA in 2013.

Japan's commitment to transparency and open data, and its renewed engagement with IATI are welcomed as positive steps. While the overall score for JICA, ranked 33rd, has improved significantly, increasing by over 13 percentage points compared to 2013, the level of information on current activities implemented by MOFA, ranked 53rd, has remained more or less the same as previous years. Overall, both agencies need to significantly increase their efforts on improving the comprehensiveness, quality and timeliness of their IATI data.

²⁷ Available at: http://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier323_04_2012.pdf

²⁸ The strategy is available at: <http://japan.kantei.go.jp/policy/it/20120704/text.pdf>

²⁹ See: http://www.kantei.go.jp/jp/singi/it2/cio/dai53/plan_en.pdf

 **United Kingdom**

DFID was the first donor to begin publishing to the IATI Standard, in January 2011. It also hosted the IATI Secretariat until September 2013. That same year, the UK launched a pilot to improve the traceability of funding through the delivery chain from source to outcome using its Development Tracker portal. The portal integrates IATI data from UK government departments, CSOs that receive funding from DFID and a sample of private sector contractors.

As in 2013, the 2014 results show the three UK departments at very different stages of transparency. DFID ranks second and remains a leader in aid transparency and in its overall approach to open data for development. The FCO is ranked 35th and is in the fair category. It has made the political and technical commitment to greater aid transparency, but is still in the process of implementing fundamental changes to its publishing approach meaning that progress since 2013 has been limited. MOD, ranked 60th and in the very poor category, remains unresponsive to calls for greater aid transparency.

 **United Nations**

A total of 10 UN agencies have started publishing to IATI, although several prominent members of the 32-strong UN Development Group have not yet publicly committed to implementing the Standard. These include the FAO, UNAIDS and WHO. UNESCO has recently started a project to improve its aid transparency but has not yet published a schedule. A UN Working Group on Transparency has been set up in an effort to leverage the collective work of the UN in IATI and reduce the barrier of entry for UN agencies not yet engaged in IATI.

The performance of all three UN agencies assessed in the 2014 ATI is above average, with UNDP ranked first and with a 25 point lead over UNICEF, ranked 14th, which in turn scores 23 percentage points higher than OCHA. Both UNDP and UNICEF have made significant progress since the release of the 2013 ATI. OCHA's performance remains in the fair category, at a similar level to 2013, although it is engaging with IATI through the working group of humanitarian flows.

TABLE 5. ASSESSMENT OF MAJOR DONORS PROGRESS WITH MEETING THE 2015 BUSAN DEADLINE

Major Donors	On Track	Off Track
European Commission	DG DEVCO, DG Enlargement, FPI	ECHO
France	None	AFD, MAE, MINEFI
Germany	None	AA, BMZ-GIZ, BMZ-KfW
Japan	None	JICA, MOFA
United Kingdom	DFID	FCO, MOD
United Nations	UNDP, UNICEF	OCHA
United States	MCC	Defense, PEPFAR, State, Treasury, USAID
World Bank	IDA	IFC

On track = in the very good or good performance categories; off track = in the fair, poor or very poor categories.



United States

In December 2012, the U.S. Government (USG) published its 'whole of government' implementation schedule and started publishing to the IATI Standard in January 2013. The Department of State continues to host the Foreign Assistance Dashboard, and along with USAID, is the official USG lead on aid transparency. The Foreign Assistance Dashboard remains the sole mechanism for U.S. agencies to publish foreign assistance information to the IATI Registry.³⁰ The Dashboard should be congratulated for recently adopting the IATI schema with a tailored U.S. extension. This important step, outlined in a 2013 ATI recommendation, allows for information sharing from the agencies to the Dashboard and for the Registry to be more systematic and orderly.

The U.S. has expanded the number of agencies publishing to the Foreign Assistance Dashboard to 10, including the Departments of Agriculture, Defense, Health and Human Services, State, Treasury, Inter-American Foundation, MCC, Peace Corps, U.S. African Development Foundation and USAID. The publication from these agencies varies both in quality and coverage. While some like MCC are publishing all compacts and covering most fields of the IATI Standard, others such as DOD are only publishing a few foreign assistance – related programmes in a limited capacity.

As with other major donors, the 2014 ATI shows the five U.S. agencies and one programme (PEPFAR) at very different stages of transparency. MCC remains a leader in aid transparency, ranking third overall and placed in the very good category. PEPFAR – one of the biggest improvers from the 2013 ATI – ranks 30th and is in the fair category, having recently made the political and technical commitment to greater transparency. USAID, ranked 31st, is in the fair category. The agency remains committed to aid transparency but faces internal systems challenges to the publication of its data. USAID is also contributing to improving data use by conducting a pilot study in three partner countries – Bangladesh, Gambia and Zambia. The findings are due to be released in late 2014. Just behind USAID is the Department of State, ranked 32nd, which has published to IATI for the first time in 2014, but with substantial data quality issues. Treasury ranks 36th and is in the poor category, having dropped substantially in the ranking in 2014 primarily because most of its IATI data lacks activity dates. DOD, ranked 38th, has only marginally engaged with the transparency agenda and remains in the poor category.



World Bank

The World Bank Group has been a leading advocate for open development, open finances and knowledge sharing. Its open data portal, World Bank Group Finances, brings together financial data from the International Bank for Reconstruction and Development, IDA and the IFC, providing raw, open data for analysis and visualisation.³¹ The World Bank's Mapping for Results initiative has been formally integrated with the Projects and Operations Portal.³² In addition, the World Bank's open data country pages integrate with both World Bank Finances and the Projects and Operations Portal, improving the coherence between the various open data portals for users.

Several open development workstreams operate under the Leadership Learning and Innovation Vice Presidency (formerly the World Bank Institute), which supports the World Bank's operational work. The Bank also acts as the secretariat for the Open Aid Partnership, a multi-stakeholder partnership that aims to build the capacities of partner countries to collect and publish open data and of citizens to understand it.

Of the two World Bank institutions assessed, IDA performs well, as in previous years, coming seventh out of 68 organisations, and moving into the very good category. The IFC ranks 39th, placing it in the poor category. Although the IFC has been publishing information on its investment and advisory services to the World Bank Finances platform since April 2013, IDA achieves a significant lead over IFC in the Index due to its comprehensive publication to IATI, meaning that information from IDA is more comparable with other providers.

³⁰ Visit: <http://www.foreignassistance.gov/>

³¹ The World Bank Group Finances portal can be accessed at: <https://finances.worldbank.org/>

³² The Projects and Operation Portal can be accessed at: <http://www.worldbank.org/projects/>

Conclusions & Recommendations

This section sets out the overall conclusions and recommendations from the 2014 ATI, based on the main findings and lessons learnt. Individual conclusions and recommendations for each of the 68 organisations that have been assessed in 2014 are available on the ATI website: <http://ati.publishwhatyoufund.org/>

CONCLUSIONS

Conclusion A

There is a race to the top, but the majority of organisations are lagging behind in meeting their international commitments.

- A leading group of organisations are publishing large amounts of accessible, comparable and timely information about their activities. These organisations are making continuous efforts to improve the comprehensiveness and quality of their aid information, demonstrating real commitment to aid transparency.
- Many donors are still dragging their feet and have made limited progress since Busan. These organisations are at a real risk of not meeting their aid transparency commitments by the 2015 deadline.
- There is still a long way to go in getting a full picture of all development flows, without which development effectiveness and improved donor coordination will be difficult to achieve.

Conclusion B

The lack of comparable, comprehensive and timely publication of information means that information on development cooperation is still difficult to access and use.

- The average Index score remains low at 39%. It is still extremely hard to find detailed, disaggregated information on development activities funded by the majority of organisations assessed. Where information is available, it is scattered across hard-to-navigate websites or buried in PDFs.
- Although some organisations have started publishing their information in more comparable formats, it is not always comprehensive or up-to-date. Unless published in a timely and consistent manner, the information remains difficult to use.
- Information needed for planning and learning purposes is still too rarely published, particularly information on conditions, results, sub-national location, forward-looking budgets and impact appraisals.

Conclusion C

Progress is achievable, if the political will exists.

- Based on current trends, the international donor community is set to miss meeting the commitments made in Busan. There is no reason why this outcome cannot be avoided as the Index findings demonstrate the ability of donors to rapidly turnaround their performance where the political and technical leadership exists.
- Some of the best performers and biggest improvers in 2014, including the AfDB, MCC, PEPFAR and UNICEF have released comprehensive datasets over a relatively short period of time.
- Organisations of different sizes and types, including bilateral agencies, IFIs, multilateral organisations, humanitarian organisations, private foundations and vertical funds are able to do well and improve on a year-on-year basis – no particular type of organisation is unable to deliver on their commitments.

RECOMMENDATIONS

Recommendation A

The international donor community needs to work together to provide a full picture of development flows.

- Those donors that are lagging behind on delivering on their commitments should be held to account to ensure that progress on collective action and investments made by the leading organisations are not undermined.
- Organisations should coordinate to adopt a sustainable approach for lesson-sharing on best case practices, approaches to publication and addressing commonly-faced challenges.
- All donors should ensure the inclusion of transparency and open data as an integral part of the post-2015 agenda and share lessons learnt from the development effectiveness agenda.

Recommendation B

Organisations should improve the quality of their publication and promote use of the information.

- All organisations should ensure that their development information is published in a timely, comparable, comprehensive and accessible manner. Financial data should be supplemented by descriptive and evaluative information including results, locations and project documents to enhance its usefulness.
- All organisations publishing to IATI should start using the data for their own internal management purposes and for identifying and addressing data gaps.
- Those organisations with comprehensive and good quality data should promote the use of their information by others, including recipient governments and civil society, and share lessons learnt with the wider development community.

Recommendation C

The clock is ticking – all organisations need to deliver on their aid transparency commitments by the end of 2015.

- Those organisations that are lagging behind on delivering their commitments should take urgent action and begin implementation in 2014.
- Overall information management systems should be improved to capture more and better information in structured formats. Building IATI into information management systems and automating publication will make it easy to “publish once, use often.”
- All organisations should make their plans public and publish implementation schedules with specific timelines and delivery targets. They should discuss their priorities and approaches with potential users of the information.

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