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Spain, May 2015
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<th>Description</th>
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<tr>
<td>AECID*</td>
<td>Spanish Agency of Internacional Cooperation for Development</td>
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<td>AGCI*</td>
<td>Chilean International Cooperation Agency</td>
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<tr>
<td>CERF</td>
<td>Central Emergency Response Fund</td>
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<td>COHAFA</td>
<td>Council working party on Humanitarian Aid and Food Aid</td>
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<td>CPA</td>
<td>Country Programmable Aid</td>
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<td>CPF/MAP</td>
<td>Country Partnership Framework</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DREF</td>
<td>Disaster Relief Emergency Fund</td>
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<td>EC</td>
<td>European Commission</td>
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<td>ED</td>
<td>Education for Development</td>
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<td>EUR</td>
<td>Euro</td>
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<td>FCAS*</td>
<td>Cooperation Fund for Water and Sanitation</td>
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<td>FEMP*</td>
<td>National Association of Local and Provincial Authorities</td>
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<td>FONPRODE*</td>
<td>Development Promotion Fund</td>
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<td>GEC*</td>
<td>Permanent Coordination Group</td>
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<td>GENE</td>
<td>Global Education Network Europe</td>
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<td>GHD</td>
<td>Good Humanitarian Donorship</td>
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<td>GTEC*</td>
<td>AECID’s and SGCID’s working group on aid effectiveness and quality</td>
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<td>HA</td>
<td>Humanitarian Action</td>
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<td>HAO</td>
<td>Humanitarian Action Office</td>
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<td>HRD</td>
<td>Humanitarian Response Depot</td>
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<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<td>IATI</td>
<td>International Aid Transparency Initiative</td>
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<td>ICRC</td>
<td>International Committee of the Red Cross</td>
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<td>IFRC</td>
<td>International Federation of Red Cross and Red Crescent Societies</td>
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<td>IV MP</td>
<td>IV Master Plan</td>
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<tr>
<td>MAEC*</td>
<td>Ministry of Foreign Affairs and Cooperation</td>
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<td>MFI</td>
<td>Multilateral Financial Institutions</td>
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<td>MINECO*</td>
<td>Ministry of Economy and Competitiveness</td>
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<td>NGO</td>
<td>Non governmental for development organization</td>
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<td>OCHA</td>
<td>UN Office for the Coordination of Humanitarian Affairs</td>
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<td>ODA</td>
<td>Official Development Assistance</td>
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<td>ODSC</td>
<td>OCHA Donor Support Group</td>
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<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<td>OTC*</td>
<td>AECID’s Technical Cooperation Offices</td>
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<td>PAI*</td>
<td>Annual Intervention Plan</td>
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<td>PCD</td>
<td>Policy Coherence for Development</td>
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<td>PWYF</td>
<td>Publish What You Fund</td>
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<td>SC</td>
<td>Spanish Cooperation</td>
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<tr>
<td>SECIPI*</td>
<td>Secretary of State for International Cooperation and for Ibero-America</td>
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<td>SGCID*</td>
<td>General Secretariat for Development Cooperation</td>
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<tr>
<td>UCE*</td>
<td>Cooperation Unit Abroad</td>
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<td>UPEC*</td>
<td>Planning, Aid Effectiveness and Quality Unit</td>
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*Acronym in Spanish
INTRODUCTION

International development cooperation is a key element of Spanish external action and of Spain’s commitment with international solidarity. In the last Peer Review, the DAC recommended that Spanish Cooperation restructure its aid, while at the same time maintaining the impetus to improve effectiveness and quality. This has meant a more decisive focus on results, on evidence-informed decisions, and on learning and improvement. The reorientation of Spain’s development cooperation may be observed through the efforts since 2011 to concentrate its aid in geographic, sectoral and thematic terms, and to place results at the centre of its development policy and operations. This has been accompanied by important changes to improve programming, planning, monitoring and evaluation.

All these changes have taken place in a very challenging context because, due to the economical crisis, Spain’s public expenditure suffered significant reductions, and Official Development Assistance (ODA) was not an exception. In that regard, we are aware that we need to increase ODA levels in the coming years in order to meet our international commitments. The current trends in the Spanish economy should make this possible; as a first step, the aid budget in 2015 increased slightly.

The current Master Plan (IV Plan Director 2013-2016) reflects Spanish Cooperation’s attempt to combine its strong commitment with development with a greater sense of realism in an effort to be more transparent, effective and efficient.

In the two years since Spanish Cooperation began to apply the Master Plan, it has focused on establishing the foundations for renewing its policy, adapting its structures, opening up different ways of working, improving existing programs and launching new initiatives, as well as continuing to be active in the most relevant international development fora. A central element in this period has been to strengthen coordination within the Government, which, due to the diversity of stakeholders involved, has implied important changes and efforts to consolidate a clearer corporate image of Spanish Cooperation.

While the results of all these initiatives may not be so evident yet because the transformation process is long and complex, throughout this Memorandum there is ample evidence of policy decisions, actions taken, and programs initiated that indicate the direction in which Spain seeks to go. In this brief introduction we highlight some of those aspects, as well as remaining challenges.

Certainly the most visible change in Spanish Cooperation since 2012 has been the geographic concentration process. Phasing out has not been easy because it has meant closing offices and ending programmes in partner countries where, in some cases, Spain had provided development cooperation for two decades or more. These processes are administratively complex and politically challenging, but we are facing them with determination and responsibility. In those countries where the nature of our cooperation is changing, we are engaged in a permanent and intense dialogue with national governments. We are aware, though, that this concentration process needs to be sustained and that the profiles of our country programmes need to be increasingly differentiated to reflect local contexts, and also our structures and capacities.

Since 2013, Spanish Cooperation has advanced in country programming, preparing and negotiating Marcos de Asociación País (Country Partnership Framework/CPF agreements) with
almost all of our priority partners, using a new streamlined methodology. The relevance of this change has also been supported by the evidence of evaluation. Recent evaluations of four CPFs signed in 2010 and 2011 showed that these planning instruments have been useful tools for improving aid effectiveness overall. Nevertheless, these reports also point out the need to move forward on monitoring and accountability mechanisms, among other areas, establishing clearer links between our actions and the results we want to achieve.

The Master Plan places significant emphasis on the need to achieve and report on development results. As a step forward in that direction, AECID has started to implement a common monitoring system, covering corporate, country and management levels, which should improve results oriented management, communication on results and accountability. SGCID is participating in this exercise and is also in the process of developing a broader monitoring system of Spanish Cooperation results.

Advances in data reporting are key for this goal, particularly through the Info@od platform and the information management system introduced in the Spanish Agency/AECID, acknowledged by the International Aid Transparency Initiative. There are already some significant achievements, and we are establishing the foundations -institutionally, financially and in terms of human resources- so that we can make firmer steps forward in future.

Spanish Cooperation has made great strides since the last Peer Review to strengthen the evaluation function. Now Spain has a broad evaluation strategy and biannual evaluation plans which are monitored and reported on regularly. The number of evaluations being carried out and published has increased notably. They cover a large variety of strategies, projects, programmes and processes, providing us with an increasing body of evidence about what we are doing well and what we need to improve. The Master Plan itself has recently undergone a mid-term review which sheds light on the extent to which Spanish Cooperation is fulfilling its commitments.

One idea which comes out in several evaluations is the need to better link this evidence with decision-making processes. Accordingly, a management response system has been put into practice.

Some steps have also been taken to move forward in knowledge management and learning. The Agency includes this as one of its priorities in its Strategic Plan 2014-2017, and the SGCID has also introduced tools to improve the use of its evaluation reports.

We have spent the last few years reviewing how we engage with actors in the Spanish Cooperation system, particularly with non-governmental development organizations (NGDOs) and the private sector. In the first case, the Government has maintained its support while initiating a dialogue to establish a more strategic relationship with civil society organizations. With regards to the private sector, AECID has strengthened its capacities, established a specific protocol for Public-Private Partnerships for Development, launched an innovation programme and maintained an active dialogue with many companies.

Spain has also invested a large amount of institutional resources, energy and time in contributing to the global efforts to conform the international development agenda. This can be seen especially in relation to the Post 2015 agenda, with Spanish Cooperation’s participation in the Open Working Group, and hosting and supporting the consultation process fora and active dialogue with Spanish actors to prepare a national position document.
Spanish government also renewed its support to the UN through a specific Fund for Development Goals (previously MDG fund, now SDG fund). This reflects the strong commitment of Spanish Cooperation to multilateral cooperation which has continued since the 2011 peer review. Multilateral aid is the largest portion of the ODA budget, and we are making efforts to concentrate our support on fewer international organizations based on clearer criteria.

Since 2012, one of the largest budget items in Spanish Cooperation has been financial cooperation, channelled mostly through the Development Promotion Fund (FONPRODE, for its initials in Spanish). This instrument has in fact become a key component of Spanish aid. Nevertheless, the strict normative framework and the lack of a strategy during the first period have made it difficult to take greater advantage of these resources.

Another important novelty of these last years has been the closer working relationship Spain has achieved with the European Commission, particularly through delegated cooperation and blending operations. Since the last peer review AECID has been delegated over EUR 135 million by the Commission to manage projects in Latin America and the Caribbean and Sub Saharan Africa, including resources the Agency has leveraged from the European Commission through its financial facilities. This reflects recognition of Spanish Cooperation’s trajectory in Latin America but also its capacities in key sectors in Africa. The Agency has invested considerably in training and improving procedures to manage these additional resources adequately.

One aspect which merits citing is Spain’s continued support to middle-income countries which face important development and equity challenges, despite their relative prosperity. They make up the majority of its priority countries, although Spanish Cooperation also maintains a focused presence in Sub Saharan Africa.

Spain has increased its engagement with the humanitarian community in a more coordinated, efficient and quality response, and focusing its emergency support in a limited number of sectors. An area which requires more attention is the link between humanitarian action and development; the work on resilience, currently being fostered through a thematic working group integrating AECID and SGCID technical staff, is promising.

Another significant challenge is to increase citizen commitment to development, a basic foundation for a more solid and legitimate public policy in this area. There is a need to renew our narrative engaging more actively with different political, social and economic actors; dialogue and debates need to reach beyond the traditional development sector.

Spanish Cooperation needs to address the emerging international development context with the right institutional setup, ensuring the adequate capacities, finding an adequate mix of modalities and instruments, defining what kind of partnerships are needed, to maintain a permanent engagement in the international agenda. In any case, reflections on these and other challenges have begun and we envision this Peer Review as an important input to move this process forward.
CHAPTER 1 - TOWARDS A COMPREHENSIVE DEVELOPMENT EFFORT

1.1. Global development issues

Relation to the global development landscape
The year 2015 is crucial for the international development agenda. Spain has been especially active in all the debates related to this agenda, contributing with its views and participating directly in a variety of fora. Spain hosted the global consultation on Food security and nutrition in 2013, a session on private sector in development in 2014, and was member of the Open Working Group for the Sustainable Development Goals (SDG).

The current IV Master Plan (2013-2016), drafted in 2012, took into account the preparatory debates on the implementation of the Millennium Development Goals (MDGs) and the Millennium agenda, as well as the preliminary design of a new Post-2015 sustainable development agenda. Broad consultation processes with the Central Administration, regional governments, civil society, academia, etc. were established to build our Master Plan and our national positions for the major international conferences of 2015, Post2015 Agenda, and Financing for Development. Spain has conveyed these positions in all the relevant fora, whether in the UN process directly and/or through the debates with our partners in the EU and the OECD.

In the particular venue of OECD DAC, Spanish Cooperation has been active and vocal in the debate on loan concessionality, agreed last December. The solution reached will greatly enhance the credibility and reliability of official data on these particular operations and more accurately reflects real recipient benefit. We also support the basic concept for Total Official Support for Development (TOSD), to be worked out in detail once the new international agenda is agreed upon. In this process we are also ready to consider the modernization of certain ODA definitions.

1.2. Policy coherence for development

1.2.1. Political commitment and policy statements

Public commitments
The IV Master Plan establishes a firm commitment to move towards a comprehensive development policy based on a whole-of-government approach. In this regard, the central Administration is the main actor in charge of guaranteeing policy coherence for development (PCD) at its different levels (state, regional and local). However, the work of private actors is also relevant and it is fundamental to engage them in this policy debate in order to develop viable solutions.

Following DAC recommendations, the methodology guidelines for the establishment of Country Partnership Framework (CPF, known as MAP in Spanish), were revised and published in May 2013. They include a chapter on Policy Coherence for Development, which requires the elaboration of a mapping process of Spanish non-ODA policies related to partner countries. This process is completed with a debate within the country based coordination team -where all Spanish actors working in the partner country are represented- about potential synergies

1 A description of the Spanish position in Post 2015 is included in Annex 3.
2 Information about the structure and actors of Spanish Cooperation is included in Annex 1.
3 It includes a methodology, a roadmap and toolkit to guide the process, complemented by the operational programming system and sector plans. Available at: http://www.cooperacionespanola.es/sites/default/files/map-metodologia_2013_sgcid.pdf
between ODA and non-ODA policies. Additionally, there is a consultation in headquarters to enhance policy coherence that entails gathering with the Ministries, regional Administrations and NGOs, specifically concerned in each case.

1.2.2. Policy coordination mechanisms

One of the main characteristics of Spanish Cooperation is the rich variety of actors. Nevertheless, this richness poses a serious challenge to the coherence of our cooperation and, most directly, to the coordination of these multiple actors. Aware of this challenge, the Spanish Cooperation system has put in place several instruments to facilitate coordination and ensure coherence.

There are three main bodies where the different actors meet and exchange information and views on development policies: The Inter-territorial Commission of Cooperation, brings together the Secretary General for International Development Cooperation (SGCID, by its initial in Spanish), AECID, all of Spanish Autonomous Communities, and a representation of local and provincial powers; the Inter-ministerial Commission of Cooperation, includes all national government ministries; and, overall, the Development Cooperation Council, which includes representatives of all government departments, civil society actors (NGOs, universities, trade unions, employers’ associations, etc.), as well as independent experts.

Inter-ministerial Commission of Cooperation
This coordination mechanism gathers under the chairmanship of the SGCID. He is joined by the responsible officials for development cooperation activities in all the Ministries. Its role is particularly important in the drafting and approval of the main policy planning documents, like the Master Plan.

In addition to regular and very frequent ad hoc consultations with relevant departments, another forum for more operative exchanges with Ministries has been revived recently: the Policy Coherence Focal points Network. In this network the units responsible for development cooperation in the different ministries can come together and share plans and experiences among them and with the SGCID, coordinated by the PCD unit.

Inter-territorial Commission of Cooperation
This coordination mechanism meets under the chairmanship of the SGCID. He is joined by the heads of cooperation offices of the 17 autonomous communities and 2 autonomous cities, plus a representation of 4 persons from the national association of local and provincial authorities (FEMP). In these meetings a general review of policies and current affairs in the field of development cooperation is carried out and respective experiences are shared.

As regular activities in between these meetings, autonomous communities have their own network of regular consultations (the so called Proceso de Portugalete). SGCID has also developed a network of bilateral agreements with many of these 17 entities to assure mutual information on several activities, notably humanitarian assistance and the exchange of relevant data for the purpose of gathering ODA statistics.

Development Cooperation Council
This consultative mechanism gathers at least three times a year under the chairmanship of the SGCID. The Plenary is complemented and supported by a Steering Committee which meets roughly once a month and ensures the continuity of Council’s work. The Council has the competence to create special commissions and working groups for special topics. Currently there is a special commission for policy coherence for development; and six working groups:
gender, monitoring and evaluation, education for development, research and innovation in international development, private sector engagement, and post2015 agenda.

The Council is the main consulting forum on development policies bringing together a wide variety of actors. It plays an important role in the consultation and debate on important policy documents like the Master Plan and the yearly communications. SGCID also disseminates the most significant reports and evaluations through the Council to the general cooperation community.

**Capacity and awareness of government departments**

In addition to its direct coordination purposes, SGCID has revived the mentioned PCD focal points network as the leading means to increase the awareness of development cooperation policies in other ministries. This awareness runs normally in parallel with the responsibilities and available capacities of each ministry in cooperation policies. These capacities and awareness are particularly high in departments with regular implication in development activities: Ministry of the Economy and Competitiveness (with direct responsibility over MFIs), Ministry for the Treasury and Public Administration Services, Ministry of Agriculture Foods and Environment, Ministry of Health and Social Affairs, Ministry of Education, Culture and Sports, Ministry of Justice, etc. These Ministries are also the most regular and frequent counterparts in almost daily activities of SGCID and AECID.

Nevertheless, SGCID makes a constant effort to raise awareness of development cooperation in general and PCD in particular throughout the Administration. For this purpose the Inter-ministerial Commission and the Cooperation Council are very useful tools; but occasionally development cooperation is also raised in higher governmental fora like the Delegate Commission for Economic Affairs or the Council of Ministers itself.

**1.2.3. Systems for analysis, monitoring and reporting**

**Analysis of policy coherence for development issues**

In addition to the Inter-ministerial Commission and the Focal points Network, mentioned above, during this period SGCID has reinforced its aid effectiveness and policy coherence unit within the Sub-Directorate General for Development Policies. It coordinates all PCD activities and monitors these matters in the international agenda, participating, for example, in the OECD’s national PCD focal points network. The Unit also provides its support to the PCD focal points network and disseminates PCD information and analysis. Several instruments have been put in place to promote the consideration and implementation of PCD in Spanish Cooperation strategic planning, both at headquarters and in the field. In this area, both CPFs (planning document for partner countries’ activities) and MAEs (planning document for relations with a multilateral organization) highlight the synergies between development cooperation and other policies. At headquarters, SGCID and AECID consult with the relevant ministries when formulating and deciding priorities.

**Monitoring and reporting on policy coherence**

As part of its regular activities, the Aid effectiveness and Policy coherence Unit of SGCID coordinates a biennial PCD report. This report analyses the activities and improvements in the field of PCD for each relevant period. It is communicated to all the relevant fora that oversee Spanish development cooperation policy: the relevant commissions of both chambers of
Parliament and the Development Cooperation Council. The report is also uploaded on the SC webpage.

The commission for PCD within the Development Cooperation Council is the first recipient of this report. It is thoroughly analysed and the Commission issues a separate opinion which is also communicated to the Plenary of the Council, to the Parliament, and then published.

The PCD commission of the Council also organises regular PCD knowledge-sharing activities and exchanges of information and expertise on the matter throughout the wide development cooperation community: NGOs, academia, private and public practitioners, etc. These activities help raise awareness and improve tools for the implementation of PCD principles in the Spanish development system. This process by which the biennial report is issued has been recently reviewed by SGCID and the Policy Coherence Unit of the OECD.

Additionally, specific PCD training has been delivered to all the ministerial units in collaboration with the National Institute of Public Administration (INAP). A 3-day course with a comprehensive syllabus was organised and most ministries participated.

1.2.4. Illustrations of policy coherence for development in specific areas

**Analysis on specific issues**

Beyond the strengthening of interdepartmental coordination, progress has been made in the past few years to improve dialogue and working ties between different ministries on specific issues linked to development objectives, seen as key steps towards policy coherence for development. Examples of this collaboration are:

- The Ministry of Economy and Competitiveness (MINECO) and the Ministry of Foreign Affairs and Cooperation (MAEC, by its initials in Spanish) have established an International Trade Negotiation Consultative Commission to prepare common positions regarding International Trade.
- We are currently in the negotiation process of the Post-2015 agenda. Spain has elaborated the position paper, subsequent to an extensive consultation process. This synergies and initiatives have been highly appreciated by stakeholders (Annex 6).
- The same methodology is currently being implemented for the third International Conference on Financing for Development which will be held in Addis Ababa in July 2015. A position paper will be completed shortly (Annex 6). The process describing the elaboration of the document is described in Box 1.
- There is also collaboration on Debt-Swap agreements linked to work on CPF Agreements.

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Box 1. Process to build whole-of-government position in Post2015 agenda and Financing for Development

**Building Spanish position to Post2015 Agenda**

- First Draft of the Spanish Position Document (April 2014)
- Consultation with the Administration, Regional Governments
- Consultation with Cooperation Council: civil society, NGO, academia, private sector, trade unions, experts...
- 2nd National Consultation at the Spanish Parliament

**Building national position on Financing for Development Agenda**

- 25 Feb: Meeting with the focal points from other Ministries
- 9-10 March: Seminar: Taxation and Equity, Antigua, Guatemala
- 25 March: National Consultation with Administration, civil society, experts and IFIs

1.3. Financing for development

**ODA as a catalyst**

This memo was written before the Addis Ababa Conference on Finance for Development, so final outcomes are not yet defined. However, it already seems clear that the full variety of sources of finance will have to be taken into account: public international, public domestic and private, both local and foreign. There are already several lines of action. We are working with the Ministry for the Treasury and Public Administration on domestic resource mobilization, external debt, trade, etc; with the Ministry of Agriculture, Food and Environment on climate finance, etc.

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As stated in the Master Plan, Spanish Cooperation is aware of the role of the private sector in achieving inclusive and sustainable growth. A specific unit for this purpose has been created in AECID and a protocol for managing public-private partnerships for development was launched in 2013.

In the last two years, Spanish Cooperation is increasing the amount of money and number of operations of reimbursable aid. This is due to the budget situation, but it also reflects the particular needs and circumstances of a part of our priority partner countries. Some of them, mainly, but not only, in Latin America, have a relatively higher level of development and are classified among the middle income countries. Spain firmly believes that these countries deserve attention from the development community and that they suffer specific problems and fragilities which they cannot face alone. But it is also true that their level of development merits a special consideration, and loans may be more adequate than grants in many cases. Moreover, in the coming years, complementarity will be reinforced between reimbursable aid and other relevant programs in Latin America; an example of this would be the Spanish Cooperation Fund for Water and Sanitation.

**Tracking and reporting non-ODA flows**

The globalization of financial flows has widened enormously the panorama of development activities, flows and instruments. In this new scenario non-ODA flows of all sorts, public non-concessional and above all private, have an increasingly big role to play in favour of development.

Spain is making efforts to track in as much detail as possible the flows from other official sources, in particular non-concessional financing and export credits. We also cooperate with the DAC's other official flows accounting (OOF) to the best of our abilities. Direct Foreign Investment (DFI) also represents an increasing international flow which may contribute to the development of recipient countries. Spanish international finance authorities keep a record of this DFI, at least in the first phase of outgoing flow. It may not be easy to adjudicate these flows to particular destinations and even less their perceived or real development impact, but we are ready to cooperate in these preliminary analyses.

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7 Available at: [http://www.aecid.es/Centro-Documentacion/Documentos/Informes%20y%20gu%C3%ADas/Protocolo%20AECID_Todos%20los%20actores.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Informes%20y%20gu%C3%ADas/Protocolo%20AECID_Todos%20los%20actores.pdf)
CHAPTER 2. POLICY VISION AND STRATEGIC ORIENTATIONS

2.1. Policies, strategies and commitments

*Overall framework: towards more focused and strategically-oriented development*

As noted in the current Master Plan, Spain’s development cooperation aims to support our partner countries’ efforts to advance in their development and, more broadly, it seeks to contribute to a more integrated world based on principles of fairness and solidarity. This strategic planning document indicates that Spanish Cooperation’s ultimate goal is to contribute to human development, to poverty reduction and to the full enjoyment of human rights. To achieve this goal, SC has opted for a results-oriented approach and focused its development efforts around 8 strategic guidelines:

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<thead>
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<th>Box 2. Spanish Cooperation Guidelines – IV Master Plan (2013-2016)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Consolidate democratic processes and the rule of law.</td>
</tr>
<tr>
<td>2. Reduce inequalities and vulnerability to extreme poverty and crises.</td>
</tr>
<tr>
<td>3. Promote economic opportunities for the poorest populations.</td>
</tr>
<tr>
<td>4. Foster systems of social cohesion, focusing on basic social services.</td>
</tr>
<tr>
<td>5. Promote women’s rights and gender equality.</td>
</tr>
<tr>
<td>6. Improve the provision of global and regional public goods.</td>
</tr>
<tr>
<td>7. Provide a quality response to humanitarian crises.</td>
</tr>
<tr>
<td>8. Build a global citizenship committed to development.</td>
</tr>
</tbody>
</table>

*Source: IV Master Plan (p. 33)*

The Master Plan also defines a more focused aid program in terms of priority countries, multilateral partners and development issues. This concentration of Spanish Cooperation reflects the desire to be more effective, taking into account recommendations from the 2011 Peer Review, analyses by many actors in the national development system, and, of course, the context of considerably lower ODA resources. This context has also been an important factor behind Spain’s efforts to activate other sources of development finance -particularly from the private sector, but also by working more closely with the European Commission through delegated cooperation and blending schemes-, and to increase institutional and operational efficiency.

Regarding geographic concentration, the Master Plan mandates a re-orientation of Spain’s aid efforts in two directions:

- First, maintaining its presence in traditional priority zones where Spanish Cooperation has a clear added value, related to historical, cultural and language ties, as also noted in previous Peer Reviews; namely, Latin America, the Middle East and North of Africa, and the Philippines. Spain hopes to contribute to some of these countries’ increasing role as cooperation providers and as key actors in promoting regional public goods. In any case, Spain’s programmes in these zones are being adapted to changing contexts; thus, in the MENA Region, the Masar Programme was launched in 2012 to support democratic government, based on local institutions’ leadership and with a demand-driven approach (Annex 8).

- Second, in relation to cooperation in Sub-Saharan Africa, Spain has strengthened its focus on Western Africa—in particular the Sahel- and its regional integration process.

*Available at: http://www.xn--cooperacionespanola-10b.es/sites/default/files/iv_master_plan_spanish_cooperation.pdf*
through the ECOWAS, while continuing to support the continental integration led by the African Union. Since late 2014, the APIA Programme for Inclusive Public Policies in Sub-Saharan Africa assists local efforts to ensure that economic growth contributes to cohesive and fairer societies (Annex 9).

Another area in which the concentration principle can be seen is multilateral cooperation. The Master Plan commits to be more selective and strategic in this area. This first goal is to be achieved through several actions. One of the clearest ways is by reducing the number of institutions receiving support (see Chapter 3).

Spain’s humanitarian aid has also undergone a process of focusing on fewer contexts and sectors. In this area, Spain has chosen to concentrate efforts on the fight against hunger. Greater focus also means improving coordination with multinational and NGO partners.

For its part, Spanish Cooperation’s main operational arm, the AECID, approved its Strategic Plan 2014-2017\(^9\) in order to structure its efforts to roll out the mandate of the IV Master Plan more effectively. It reiterates the Agency’s mission which is the promotion, management and administration of public international development cooperation policies that aim to reduce poverty and achieve sustainable human development in partner countries. This planning document, including a results framework, is organized around 8 strategic goals, with its respective operational results.

### 2.2. Decision-making

**Approach to allocating bilateral ODA**

In relation to the goal of achieving greater impact, the Master Plan states that Spain will concentrate its efforts on 23 partner countries. This geographic concentration process is a comprehensive one in which goals of effectiveness and efficiency are intertwined. It combines the need to focus on fewer geographic areas with the desire to ensure Spain provides clear added-value.

In this respect, this plan indicates three types of criteria used to select these partner countries. The first criterion relates to the relative development needs each partner has, based on an analysis of the inequality-adjusted human development index/HDI (prioritizing countries with average or low HDI); income per capita (prioritizing LMICs, LICs and fragile states); as well as the percentage of population living in absolute poverty.

The second criterion takes into account the added-value and comparative advantage of Spanish Cooperation in each partner country, based on analysis of past experience, the relative size of the country program, the position of other donors and the quality of the dialogue with the partner government. Finally, a third group of criteria looks at the relevance for region-wide programs, the conflict situation and the withdrawal of other donors. These criteria, considered together, lead to the decision to focus on 23 partner countries (Annex 3).

A second category of countries with which Spain will maintain cooperation are key MIC partners through a series of “new generation” agreements. Spanish Cooperation will continue to engage with these countries through a more horizontal approach focusing on contributing to regional and global public goods and using instruments such as triangular cooperation, and other ones linked to technical cooperation, knowledge exchange, innovation, research and

development. These decisions mean that in the 4 years covered by the Plan, Spain will have finalized its programs in 10 countries, transformed programs in a dozen countries - including 2 regional hubs (former country offices) in North Africa and South America and 4 thematic offices.

The manner in which Spanish aid defines its development priorities in each partner country is specified in the CPF agreement. The main effectiveness principles that Spanish Cooperation is trying to promote through the CPF are: strategic association, predictability alignment, ownership, harmonization, results-based approach, and mutual accountability (via follow-up and evaluation). These agreements are based on partner’s needs, requirements, and development results as defined in national and/or sector plans and linked with one or more of Spain’s strategic guidelines (see Box 2) to ensure relevance to overall goals such as poverty reduction. These documents include a complete results framework that is revised mid-term and evaluated jointly upon completion.\(^\text{10}\)

**Approach to multilateral ODA**

Multilateral cooperation has always been an important component of Spanish Cooperation. This is clear in the relative volume of ODA channelled through international organizations, and also in the stress that Spain places on this policy objective in its strategic documents. The Master Plan cites 4 priorities: focus on multilateral bodies that are seen to be contributing more clearly to Spanish development goals; improved effectiveness; mutual accountability; and greater participation of Spain in decision-making processes. In relation to the first priority on increasing focus, there is good progress.

In 2013, Spanish multilateral ODA went to 59 organizations, a significant reduction from the 85 organizations funded in 2011. Besides the total number, a larger proportion of resources should be channelled through a small number of key partners with which Spanish Cooperation has signed special agreements (*Marco de Asociación Estratégica/Strategic Partnership Framework, MAE in Spanish)*.

The prioritization of multilateral partners is based on its strategy document (2009)\(^\text{11}\), past experience, an evaluation carried out recently (2013)\(^\text{12}\), and MOPAN assessments, where Spain is active member. These factors have been articulated in a single policy document recently finalized, to prioritize multilateral partners according to 4 criteria:

- Degree to which the multilateral organization is aligned with the 8 strategic guidelines
- Previous positive collaboration with Spanish Cooperation
- Demonstrated quality, effectiveness and efficiency
- Complementarity with Spanish Cooperation bilateral programs

In the last years, Spain has also become more engaged in various multilateral organization governance bodies as a way of influencing their overall policies. Still, one of Spanish Cooperation’s main challenges in this area is to monitor the activities carried out by the international organizations where funds are allocated.

Regarding Multilateral Financial Institutions (MFI), Spain is allocating funds that respond to bilateral links with regions and the relationship with each MFI; for this matter, historical and current relationships are important factors. Taking into account budgetary restrictions, value

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\(^{11}\) Strategy available at: [http://www.cooperacionespanola.es/sites/default/files/estrategia_multilateral_0.pdf](http://www.cooperacionespanola.es/sites/default/files/estrategia_multilateral_0.pdf)

\(^{12}\) Report available at: [http://www.cooperacionespanola.es/sites/default/files/sgcid_todomontado_alta_0.pdf](http://www.cooperacionespanola.es/sites/default/files/sgcid_todomontado_alta_0.pdf)
for money is critical. In that sense, Spain takes into account internal functioning of these institutions and allocates funds based on cost-effective criteria. Concerning specifically trust funds, sectors or geographic areas of intervention are a key element to determine the allocation. Moreover, there are different criteria depending on the nature of the fund (bilateral or multi-donor).

2.3. Policy focus

Focus on poverty reduction

The focus on poverty reduction may be observed in three main ways in Spanish Cooperation. The first is through the selection of priority countries. The Master Plan includes as the first criteria for selecting priority partners the degree of Human Development. As a result, the MP sets the Sahel as one of Spain’s focus regions, which includes countries with high poverty rates. Within Latin America, there is a stress in terms of the distribution of resources on lower middle-income countries and Haiti, an LDC and fragile state. Data from 2013 showed that almost 20% of Spain’s gross bilateral ODA went to low-income countries and 28% to lower middle-income countries.

Spain maintains a high proportion of aid in MICs, with a clear poverty focus (ODA concentrated on LMICs and poverty-related development results in other MICs). Spanish Cooperation believes it has an important role in contributing to the reduction in inequalities which often underlie the persistence of poverty in many countries in this grouping, even in higher MICs. The present downturn in Latin America and the social demand for democracy and jobs in the MENA region evidence that middle-income regions face continuous vulnerabilities to the ebbs and flows of the global economy. Therefore, a more selective support is needed in specific areas, such as knowledge transference (INTERCOO-nect@, Coo-tec), or increasing capacities towards climate change (Arauclima).

The second manner in which Spanish aid gives preference to reducing poverty is through the strategic guidelines; of the 8 priorities, 4 are directly or indirectly oriented towards this goal:

- Nº 2: Reducing inequalities and vulnerability to extreme poverty and to economic crises;
- Nº 3: Promoting economic opportunities for the poorest;
- Nº 4: Supporting social cohesion systems, emphasizing social services; and
- Nº 5: Promoting women’s rights and gender equality

The fact that Spain has signed new CPFs with many partners prioritized in the Master Plan should contribute to these priorities, playing an increasingly important role in country programs. It should be noted that almost two thirds of the development results included in the 19 CPFs approved by December 2014 were in these 4 priority areas. Related to this is Spain’s strong commitment to the MDGs and aid effectiveness frameworks as well as the emerging SDGs. The MDG Fund which Spanish Cooperation supported generously and the SDG Fund which substituted it, demonstrate this country’s desire to contribute to the UN reform, to increasing awareness on development issues, and to developing practical solutions.

Cross-cutting issues such as human rights, gender equality and diversity also help concentrate much of Spanish aid on the fight against poverty. This is because mainstreaming these goals often implies improved results for people who are excluded from economic, social and political development processes. The AECID has two specific population programs with a human rights-

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based approach and respect to diversity: “The Indigenous Program” created in 1992, with its own strategy approved in 2007 and funding; and the “Program for Afro-descendants” that is being revisited in the UN Decade for Afro-descendants.

Another important element to promote opportunities for the poorest is the Culture and Development Strategy. Its main objective is to promote cultural opportunities and capacities of people and communities as elements for sustainable human development through management of two thematic programmes: Programme for cultural heritage for development (Patrimonio) and programme on Capacity-Building for Development in the Cultural Sector (ACERCA). The final way is by focusing aid efforts on the poorest people within partner countries. A high proportion of resources channelled through NGDOs pursues this goal. Spain also integrates poverty criteria in other instruments such as the Fund for Water and Sanitation for Latin America which concentrates its activities on rural and peri-urban communities where poverty is most prevalent.

**Relationship between development and humanitarian programmes**

Spanish Cooperation has attempted to establish systems that ensure a stronger link between humanitarian action and development programmes, particularly in priority countries. This can be observed in past Master Plans and has been reiterated in the present plan in several ways, principally through the 7th guideline, “Provide a quality response to humanitarian crises”. Moreover, this document specifically notes that “when necessary, the SC will use and specify the approach denominated: Linking of Relief, Rehabilitation and Development (LRRD) for a more coherent intervention where synergies are created between the different aid instruments and modalities.” (p. 55). Spain also has a specific strategy on Humanitarian Action dating from 2007, which will be evaluated soon, as well as other reference documents.

Most recently, Spanish Cooperation has worked on defining an approach towards building resilience in different countries and contexts where it is involved. A working group was established with personnel from SGCID and AECID in 2012 to analyze the issue and define basic guidelines; its initial focus was on Linking Relief, Rehabilitation and Development (LRRD) in the Sahel, but it is now also looking at Latin America and the Caribbean. Since the Master Plan included a commitment to prepare a strategic document on resilience, this group broadened its focus to take on this task. It has met regularly, exchanging information on experiences and best practices, organizing a seminar together with the NGDO Intermon-Oxfam in November 2013, contributing to the EU action plan on resilience and participating in an evaluation on resilience in Niger (to be finalized shortly). It is currently preparing guidelines on building resilience for development (based on 2014 DAC guidelines) with a strong emphasis on sustainable development and conservation of biodiversity, although other social and economic aspects are also addressed.

**Fragile states and situations**

As yet Spanish Cooperation has not defined a specific policy for engagement in fragile states, although it follows the DAC Fragile States principles. This can be observed in the Master Plan, particularly in the guideline referring to “Reduce Inequality and Vulnerability to Extreme Poverty and Economic Crises”. Furthermore, this document notes that the differentiation principle also applies to this type of country, as noted in the criteria focusing on “country needs, which are assessed using indicators such as socioeconomic trends, size of the economy, as well as factors of vulnerability of population groups and signs of fragility”. This issue is also quite present in Spain’s approach to humanitarian action in fragile contexts.

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14 Available at: [http://www.cooperacionespanola.es/sites/default/files/accion_humanitaria.pdf](http://www.cooperacionespanola.es/sites/default/files/accion_humanitaria.pdf)

Spain does not maintain a list of fragile states and contexts as such, although it uses the OECD as a key reference. Of its 23 priority partners, six are included in the list of fragile states and economies used for preparing the 2015 OECD report on States of Fragility (Ethiopia, Haiti, Mali, Mauritania, Niger and Palestine), while 3 are also included in the WB/ADB/AFDB harmonized list of fragile situations FY2014 (Haiti, Mali and Palestine). On the other hand, through its geographic concentration process, Spanish Cooperation has closed programs in East Timor and Afghanistan which are commonly identified as fragile. The attention in this area is most visible in Spain’s humanitarian action which focuses on several fragile contexts, in particular the Syria crisis, the Sahel, and the ongoing Ebola crisis in Western Africa (see more on this in Chapter 7).

**Cross-cutting issues**

Cross-cutting issues have long had a fairly high profile in Spanish Cooperation from the strategic discourse to its operations on the ground. It is dealt with in depth in the latest Master Plans and in the current strategy it remains a clear priority, particularly in relation to gender equality, the environment, diversity and, more broadly, a human rights-based approach.

This focus is picked up in the sector, thematic and instrumental strategies and guidelines. For instance AECID’s guidelines on aid modalities and instruments include considerations on how to keep in mind cross-cutting issues when deciding how to implement a project or program. More specifically, the Agency is currently in the process of finalizing operational guidelines for mainstreaming on gender equality and the environment and it has initiated work on human rights. These documents are the result of a compilation and analysis of Spanish Cooperation experience in these areas, lead by the respective sector networks. They will be accompanied by training courses for HQ and field staff.

Regarding the implementation of these orientations, the *Seguimiento AOD 2013* report provides data on markers. For instance, in gender equality, in 2013 almost 25% of Spanish aid’s marked interventions cited gender as a consideration, up 5% from 2012, despite a decline in ODA resources for this goal. Overall some 60% of the interventions in 2013 make reference to gender equality. A similar trend can be seen with respect to the environment: 28% of bilateral marked ODA cite this sector goal, up from 18% in 2012 and 7% in 2011.

The Evaluation Policy (2013) includes a particular section on cross-cutting approaches and some specific actions have been promoted. Mainstreaming is still a challenge; however, some evaluations provide good examples of interventions that have incorporated this cross-cutting approach, and also of the importance of mainstreaming cross-cutting issues also in the evaluation. Some examples are gender mainstreaming in the evaluation of the strategy to support decentralization in Senegal, the evaluation of the Spanish Fund in the ECLAC, or the human rights approach in the evaluation of the SAVIA Program from the Organization of American States (OAS). The efforts and advances of Spain to mainstreaming cross-cutting issues have been cited as a good example in the recently finished report of the Evaluation of the EU Support to Gender Equality and Women’s Empowerment in Partner Countries.

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17 Available at: [http://www.aecid.es/Centro-Documentacion/Documentos/Modalidades%20e%20instrumentos%20de%20cooperaci%C3%B3n/Guia%20de%20modalidades%20e%20instrumentos.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Modalidades%20e%20instrumentos%20de%20cooperaci%C3%B3n/Guia%20de%20modalidades%20e%20instrumentos.pdf)

18 [http://www.cooperacionespanola.es/sites/default/files/relatoria_seminario_ged_y_ddhh_0.pdf](http://www.cooperacionespanola.es/sites/default/files/relatoria_seminario_ged_y_ddhh_0.pdf)

19 This UE report has been presented in April, 24, 2015 in Brussels.
CHAPTER 3. AID ALLOCATIONS

3.1. Overall ODA volume

**ODA targets**
In the period from 2003 to 2009 Spanish ODA increased from 0.22% to 0.46% of GNI, and there was a commitment by the Government to increase ODA to 0.7% of GNI by 2015. Subsequent to the economic crisis, Spain suffered severe reductions in public expenditure, was not able to maintain the planned increase, and had to reduce ODA from the figures previously achieved.

Nevertheless, even in these tough economic circumstances, Spain remains committed to international development cooperation; and the relationships with priority partner countries have been maintained and even renewed with a more strategic and streamlined approach, as described in chapter 2.

**ODA trends and plans to meet targets**
In 2013, total expenditure in net ODA increased from EUR 1585 million in 2012 (0.16% GNI), to EUR 1789 million (0.18% GNI), increasing the expenditure from previous year in 12.84% and breaking the decreasing trend from 2009.

<table>
<thead>
<tr>
<th>Table 1. Evolution of total ODA expenditure (million Euros)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
</tr>
<tr>
<td>---</td>
</tr>
<tr>
<td>Gross ODA</td>
</tr>
<tr>
<td>Net ODA</td>
</tr>
<tr>
<td>GNI</td>
</tr>
<tr>
<td>Net ODA/GNI (%)</td>
</tr>
</tbody>
</table>

Source: Seguimiento AOD and Info@od

Total bilateral ODA plus the bilateral ODA channelled through Multilateral Organizations was EUR 712 million in 2013 (39.79% of total ODA), and multilateral ODA was EUR 1077 million (60.21% of total ODA).

<table>
<thead>
<tr>
<th>Table 2. Distribution of ODA by type (million Euros)</th>
</tr>
</thead>
<tbody>
<tr>
<td>---</td>
</tr>
<tr>
<td>Gross ODA</td>
</tr>
<tr>
<td>Bilateral</td>
</tr>
<tr>
<td>Multibilateral</td>
</tr>
<tr>
<td>Total Bilateral</td>
</tr>
<tr>
<td>Multilateral</td>
</tr>
<tr>
<td>Total ODA</td>
</tr>
</tbody>
</table>

Source: Seguimiento AOD and Info@od

Data from all the actors involved in Spanish Cooperation is not consolidated yet for 2014, but in the preliminary data reported, total ODA amounts for EUR 1424 million, which represents 0.14% of GNI. The prevision for 2014 was to reach 0.17% (EUR 1739 million). This was not achieved for three main reasons: a) loan repayments were higher than expected; b) Debt operations (Paris Club), foreseen for 2014 have not been signed during the year; and c) FONPRODE’s execution was lower than planned, (from the initially budgeted EUR 341 million, only EUR 36 million had been disbursed in 2014, due to a change in the regulatory framework, the application of some criteria derived directly from the Law and a change in disbursement practice.
For 2015, the Parliament approved EUR 1753 million in ODA; 0.17% of GNI. This budget is expected to be raised during the year with additional and contingency funds. Government President has publicly stated his intention to increase the ODA budget amount as soon as the economic situation allows\(^{20}\).

**ODA reporting and forward looking information**

Spanish ODA information is publicly available in the MAEC website and in the common website (www.cooperacionespañola.es). Until 2012, the monitoring report was the *Seguimiento Plan Anual de Cooperación Internacional* (International Cooperation Action Plan, PACI, by its initials in Spanish). In 2013, as a change derived from the IV MP, the monitoring report system was modified. The aim was to adapt the reporting system to the IV MP, providing more detailed information, and including indicators from the Management Results Framework designed for the IV MP.

In 2012, the platform Info@od\(^{21}\) was publicly launched. Since then, all the expenditure information is available and open for consultation. The platform has three components:

- **Aid in figures** (*Cooperación en cifras*): an open access tool for general information about Spanish ODA with an easy and dynamic interface. This is oriented to the public and no specific knowledge about International Cooperation is needed.

- **Data Analyst Module** (*Info@od analista*): An open access tool for generating queries and data processing of the Spanish ODA in a transparent and easy access mode. It creates tables and reports according to the criteria established in each query. It is oriented to knowledgeable users who want to get specific information for data analysis or to persons with no specific knowledge but interested in getting specific information reports about ODA expenditures.

- **Informing Module** (*Info@od informante*). This is a restricted access module designed to collect information from all the public stakeholders (Ministries, Autonomous Communities, FEMP, and public universities) and some private universities. Through this module, stakeholders provide all the information about their ODA, which is used and processed by the other two previously mentioned modules.

### 3.2. Bilateral ODA allocations

**Geographic allocations**

Following the recommendation of the 2011 Peer Review, the IV Master Plan reduced the number of priority countries from the previous 50 countries to 23. Over the last few years, Spain has made important efforts to concentrate aid and the process is still ongoing since the Master Plan covers the period 2013-2016. There are already some advances, as described in chapter 2; in 2012 geographically distributable gross bilateral ODA in the priority countries was 66.71%, and it increased to 69.21% in 2013\(^{22}\).

Geographical distribution of Spanish ODA is shown in detail in table 3. The most important geographical areas for Spanish Cooperation are: Africa where a 52.38% of the 2013 bilateral gross ODA was concentrated, with Sub-Saharan Africa being the main area of cooperation; and Latin America and the Caribbean where 36.55% of the 2013 bilateral gross ODA was concentrated.

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\(^{20}\) President’s speech at the closing ceremony of the High Level Meeting on Food Security, April, 4, 2013.

\(^{21}\) Available at: [https://infoaod.maec.es](https://infoaod.maec.es/)

\(^{22}\) Debt operations have not been included. In 2012 and 2013, Spain has only contributed to debt operations result of Paris Club decisions, so no bilateral decision has been involved.
Table 3. Geographical allocation of Gross Bilateral ODA (2013)

<table>
<thead>
<tr>
<th>Geographical Focus</th>
<th>Direct bilateral ODA</th>
<th>Bilateral ODA channelled through Multilateral Organizations</th>
<th>Total Bilateral ODA</th>
<th>% Bilateral ODA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>358.73</td>
<td>5.43</td>
<td>364.16</td>
<td>52.38%</td>
</tr>
<tr>
<td>North of Africa</td>
<td>63.28</td>
<td>0.84</td>
<td>64.12</td>
<td>9.22%</td>
</tr>
<tr>
<td>Sub-Saharan Africa</td>
<td>294.29</td>
<td>4.59</td>
<td>298.88</td>
<td>42.99%</td>
</tr>
<tr>
<td>Africa, non-specified</td>
<td>1.17</td>
<td>0</td>
<td>1.17</td>
<td>0.17%</td>
</tr>
<tr>
<td>America</td>
<td>241.89</td>
<td>12.23</td>
<td>254.12</td>
<td>36.55%</td>
</tr>
<tr>
<td>North America, Central America &amp; Caribbean</td>
<td>111.09</td>
<td>4.08</td>
<td>115.17</td>
<td>16.57%</td>
</tr>
<tr>
<td>South America</td>
<td>125.0</td>
<td>2.52</td>
<td>127.51</td>
<td>18.34%</td>
</tr>
<tr>
<td>Latin America, non-specified</td>
<td>5.80</td>
<td>5.64</td>
<td>11.43</td>
<td>1.64%</td>
</tr>
<tr>
<td>Asia</td>
<td>66.06</td>
<td>7.73</td>
<td>73.79</td>
<td>10.61%</td>
</tr>
<tr>
<td>Middle East</td>
<td>27.96</td>
<td>6.79</td>
<td>34.75</td>
<td>5%</td>
</tr>
<tr>
<td>Central Asia</td>
<td>14.74</td>
<td>0.58</td>
<td>14.80</td>
<td>2.13%</td>
</tr>
<tr>
<td>Oriental Asia</td>
<td>17.90</td>
<td>0.83</td>
<td>18.74</td>
<td>2.70%</td>
</tr>
<tr>
<td>South Asia</td>
<td>5.45</td>
<td>0.05</td>
<td>5.50</td>
<td>0.79%</td>
</tr>
<tr>
<td>Asia, non-specified</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Europe</td>
<td>3.11</td>
<td>0.06</td>
<td>3.12</td>
<td>0.45%</td>
</tr>
<tr>
<td>Pacific</td>
<td>35.06</td>
<td>0</td>
<td>0.04</td>
<td>0.01%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>669.83</td>
<td>25.41</td>
<td>695.24</td>
<td>100%</td>
</tr>
</tbody>
</table>

In cells: Gross ODA geographically allocated, bilateral and bilateral channelled through Multilateral Organizations.
Source: Seguimiento AOD and Info@od

In terms of income level country groups, Spain concentrates its aid in middle-income countries. In 2013, the proportion of ODA in these countries was 28.48% and 51.91% for lower-middle income and upper-middle income, respectively. Spain concentrates some 20% of its gross ODA geographically allocated in the least developed countries.

Table 4. Evolution of gross bilateral ODA allocation by income level group (2007-2013). Gross geographically specified ODA (million Euros)

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Least developed countries</td>
<td>19.36%</td>
<td>23.54%</td>
<td>28.95%</td>
<td>33.35%</td>
<td>32.48%</td>
<td>39.17%</td>
<td>19.38%</td>
</tr>
<tr>
<td>Other Low Income countries</td>
<td>10.50%</td>
<td>10.02%</td>
<td>6.81%</td>
<td>2.90%</td>
<td>2.67%</td>
<td>0.49%</td>
<td>0.23%</td>
</tr>
<tr>
<td>Lower-Middle income countries</td>
<td>61.56%</td>
<td>57.79%</td>
<td>53.06%</td>
<td>53.12%</td>
<td>32.96%</td>
<td>24.44%</td>
<td>28.48%</td>
</tr>
<tr>
<td>Upper-Middle income countries</td>
<td>8.58%</td>
<td>8.66%</td>
<td>11.18%</td>
<td>10.63%</td>
<td>31.88%</td>
<td>35.90%</td>
<td>51.91%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Seguimiento AOD and Info@od

Spain has also advanced in the division of labour, particularly at the international level, through its increased participation in delegated cooperation initiatives since 2012. In Latin America, Spanish Cooperation is recognized as a leading donor so the European Commission has delegated numerous operations to be managed by AECID and FIIAPP (see Box 3 in Chapter 5). The amounts delegated to Spain are not, however, included in these ODA figures.

Sector allocations
With regards to sector allocation, a high proportion of Spanish Cooperation has traditionally been sector-specific ODA. In 2013, contributions to these sectors amounted more than EUR 486 million, 55% of total gross bilateral sector-allocable ODA. This concentration on distributable sectors is four points lower than the previous year.

The main sector is social infrastructure and services, 65.3% of the distributable gross bilateral ODA; through this Spain maintains its support to capacity building and institutions of the partner country. This aid is mainly distributed in government and civil society (19.9%), education (12.1%) and health (8.9%). In 2013, there was also a proportional increase in water and sanitation, which reached 13.7%, breaking the downward trend in the last three years.

Spain maintained in 2013 the volume of aid directed to productive sectors, 12.4% of gross bilateral ODA distributable; agriculture (9.4%) being the priority area within this sector, where Spain maintains its support and interest, as in previous years.

Table 5. Sector-allocable gross ODA allocation

<table>
<thead>
<tr>
<th>Sector Specific Expenditure</th>
<th>2013 ODA (million Euros)</th>
<th>2013 ODA (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social infrastructure and Services</td>
<td>317.9</td>
<td>65.34%</td>
</tr>
<tr>
<td>Production</td>
<td>60.2</td>
<td>12.37%</td>
</tr>
<tr>
<td>Multi-sector</td>
<td>57.2</td>
<td>11.75%</td>
</tr>
<tr>
<td>Economic infrastructure</td>
<td>51.2</td>
<td>10.54%</td>
</tr>
<tr>
<td><strong>Sector specific total</strong></td>
<td><strong>486.5</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Seguimiento AOD and Info@od


<table>
<thead>
<tr>
<th>Master Plan Guidelines</th>
<th>Gross bilateral ODA</th>
<th>Reimburses</th>
<th>Net bilateral ODA</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Reducing inequalities and vulnerability to extreme poverty and to crises</td>
<td>78.14</td>
<td>-3.61</td>
<td>74.54</td>
</tr>
<tr>
<td>3. Promoting economic opportunities to the poorest</td>
<td>301.54</td>
<td>-97.35</td>
<td>204.19</td>
</tr>
<tr>
<td>4. Supporting social cohesion systems, emphasizing basic social services</td>
<td>130.68</td>
<td>-33.47</td>
<td>97.21</td>
</tr>
<tr>
<td>5. Promoting women’s rights and gender equality23</td>
<td>8.39</td>
<td>0</td>
<td>8.39</td>
</tr>
<tr>
<td>6. Improving the provision of Global and Regional Public Goods</td>
<td>24.72</td>
<td>-2.75</td>
<td>21.97</td>
</tr>
<tr>
<td>7. Providing a quality response to humanitarian crises</td>
<td>32.32</td>
<td>-4.17</td>
<td>28.15</td>
</tr>
<tr>
<td>8. Building a global citizenship committed to development</td>
<td>23.44</td>
<td>0</td>
<td>23.44</td>
</tr>
<tr>
<td>9. Other sectors not included in the IV MP</td>
<td>22.27</td>
<td>-1.66</td>
<td>20.62</td>
</tr>
<tr>
<td>10. Non distributable sectors</td>
<td>124.21</td>
<td>-0.30</td>
<td>123.92</td>
</tr>
<tr>
<td>11. Non specified</td>
<td>14.07</td>
<td>-21.64</td>
<td>-7.57</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>884.51</strong></td>
<td><strong>-172.78</strong></td>
<td><strong>711.73</strong></td>
</tr>
</tbody>
</table>

Source: Seguimiento AOD and Info@od

23 This indicator does not include all the gender cross-cutting interventions. In 2013, some 25% of marked interventions cited gender as a consideration; overall some 60% of the interventions make reference to gender equality. For a more accurate interpretation we suggest to see this table together with the Cross-cutting issues paragraph in section 2.3.
Concerning the Master Plan’s Strategic Guidelines (table 6), the area that received the highest amount of bilateral net ODA has been the “Promoting economic opportunities for the poorest populations”, amounting for 28.7%. The second most important area was “Consolidating democratic processes and the rule of law”, being 14.1% of total gross bilateral ODA. The other two strategic guidelines that received largest amounts of ODA are “Fostering systems of social cohesion, focusing on basic social services” and “Reducing inequalities and vulnerability to extreme poverty and crises”.

Regarding the implementation of these orientations, the Seguimiento AOD 2013 report provides more data on cross-cutting issues markers. For instance, the 56.7% of the bilateral marked ODA in 2013 include references to gender equality (marked as principal or significant), an increase of a 5% from 2012. A similar trend can be seen with respect to the environment: 28% of bilateral marked ODA cite this sector goal, up from 18% in 2012 and 7% in 2011.

### 3.3. Multilateral ODA channel

**Multilateral channel**

In 2013, Spain channelled 63% of its ODA through Multilateral Organizations, a clear reflection of the high priority of this instrument. Spanish Multilateral ODA is provided by different actors. In 2013, nine different Ministries made ODA contributions amounting for 99.7% of total multilateral net ODA. The rest, EUR 2.5 million, was provided by regional and local governments and public universities. Only 17.3% of total multilateral net ODA was channelled through the Ministry of Foreign Affairs and Cooperation (details provided in Annexes 2 and 5).

The largest amount channelled in 2013 was a contribution to the European Union, which accounted for 69.24% of the multilateral ODA. The organizations of the United Nations received in 2013 funds for EUR 133 million, 11.87% of multilateral ODA. Regarding Multilateral Financial Institutions, Spain is currently reviewing the way funds are allocated in order to improve the strategic planning, the internal procedures and the coordination with the bilateral channel.

We are aware that due to the descent in ODA, funding in 2013 does not totally reflect the main priorities of Spanish cooperation with Multilateral Organizations, particularly with UN Organizations. Therefore, it is interesting to note that considering the aid allocated in the last five years, the prioritized agencies have been UNDP, UNICEF, IFAD, WFP, FAO, UNW and UNCHR, which reflects more accurately Spanish priorities and strategic partners.

Since 2009, SC has established Strategic Partnership Frameworks with four UN organizations: UNDP, UNICEF, UNW and UNFPA. These organizations had been previously prioritized on the grounds of their strategic role in the delivery of Spanish Cooperation priority areas. Total voluntary contributions from 2011 to 2013 for these agencies were: UNW, EUR 223 million; UNDP, EUR 75 million; UNICEF, EUR 54 million; UNFPA, EUR 14 million. In addition, Spain is currently in 2015 or will be in 2016- an elected member in their Executive Boards.

The IV Master Plan set the goal of renewing the agreements signed with these 4 organizations. Frameworks with UNFPA and UNDP have already been signed, whereas UNICEF and UNW are expected to be signed at the second half of 2015. These frameworks include aspects related to management mechanisms, evaluations and accountability, and include a matrix where common priorities for both parties are identified.

Continuing the support of the international development agenda (MDGs and future SDGs), and based on the experience and knowledge gained with the MDG-F inter-agency cooperation, the
Government of Spain and the UNDP established on March 2014 a new SDG-Fund, which is open for other partners and donors. It works through integrated and multidimensional joint programs for an effective response at country level. It currently co-finances 18 joint programs based on the lessons learned from the MDG Achievement Fund. There are 3 thematic areas: Inclusive economic growth for poverty eradication, food security and nutrition, and water and sanitation. In addition, all joint programs embed 3 cross-cutting issues; sustainability, gender equity and public-private partnerships.

Additionally, in the water and sanitation sector, the alliance between AECID and the IDB has been consolidated in the last years and is being reinforced with the implementation of a common strategy for knowledge management.

Spanish Cooperation also promotes the participation in the different areas and programs of UNESCO, with special attention to the Cultural Conventions, Man and Biosphere Programme (MAB) and Education Programme.
CHAPTER 4. ORGANISATION FIT FOR PURPOSE

4.1. Institutional system

Leadership and management

The Spanish Cooperation system is somewhat complex because it includes several ministries, the Spanish aid agency (AECID), other public bodies in the Central Administration, and various entities in regional and local governments with responsibilities and resources in this policy area.24

Within the MAEC, the Secretary of State for International Cooperation and for Ibero-America (SECIPI) is responsible for the drafting, management, implementation, monitoring and evaluation of foreign policy for Ibero-America, international development cooperation and the coordination of cultural action abroad. According to Royal Decree 342/2012, dated 10 February, which sets forth the basic structure of the Ministry, the Office of the Secretary General of Cooperation International for Development (SGCID) assists the SECIPI in carrying out these functions.

SGCID is responsible for drafting the 4-year Master Plan for Spanish Cooperation and for the yearly planning and monitoring of its application. It also drafts and monitors sector-specific and cross-sector policies for development and bilateral and multilateral strategies, in line with international aid effectiveness principles and it houses the Division of Evaluation and Knowledge Management. This Secretary also collaborates with other central Administration entities that are involved in the drafting, coordination and monitoring of Spanish policy in multilateral development organisations and initiatives, especially in the European Union, the United Nations system, the Organisation for Economic Co-operation and Development (OECD) and the G-20. Finally, SGCID serves as secretariat of the main coordination and consultative bodies in the SC system.

The AECID is the central organisation that manages Spanish Cooperation. AECID is attached to the MAEC, determined in the International Development Cooperation Law. As set forth in its By-Laws,25 the Agency was created to foster full access to development, considered as a fundamental human right. To achieve this goal, it follows the guidelines of the Master Plan, in conjunction with the international agenda established for the MDGs, and with a special focus on four cross-cutting issues: a gender-based approach, environmental sustainability, respect for diversity and human rights.

Internal coordination at headquarters

The main internal coordination body is the Management Committee of director-level staff from AECID and SGCID which generally meets twice a month. This committee promotes the implementation of the strategic orientations for Spanish Cooperation and coordinates activities, programmes and agendas. Within AECID, the cabinet organizes weekly meetings of the coordinators of the Support Units from all Directorates to prepare items for the Management Committee and address urgent issues. Each Directorate and Department has its own coordination scheme for management and administrative matters.

There are also some working groups within AECID such as in the areas of NGOs co-financing and multilateral cooperation that meet periodically to coordinate on calls for funding and

25 Approved by Royal Decree 1403/2007, of 26 October
procedural issues. Other working groups that include representatives from AECID and SGCID, serve to coordinate on thematic aspects such as the working group on aid effectiveness and quality (GTEC), the group on Resilience, and the working group on FONPRODE. Ad hoc coordination groups are also created from time to time to deal with more specific needs. There are also some broader sector networks, gathering technical staff at HQ and in the offices on the field.

**Internal coordination in partner countries**
The Ambassador of Spain in each country leads coordination efforts in partner countries. At the official level this is done through regular meetings with the Coordinator of AECID’s office (Oficina Técnica de Cooperación/OTC) and local representatives of other ministries. This way, development cooperation issues are dealt with in a broader policy context. The Ambassador also presides over the Permanent Coordination Group (Grupo Estable de Coordinación/GEC) of Spanish Cooperation actors, while the OTC serves as secretariat of this body.

AECID’s department heads at HQ hold at least monthly coordination videoconferences with their overseas staff. In addition, there is a yearly coordination meeting for heads of overseas offices per geographical domain (Latin America, Africa and Asia) plus one for heads of cultural centers.

Beyond this working routine, some units have developed special tools to improve internal coordination in their particular domains. For instance, the Sectorial Cooperation Department coordinates 8 Sector Networks and a thematic one on the private sector and development which facilitates exchanges between headquarters and overseas staff. In 2014, in the area of aid effectiveness, a specialized network of focal points was created (Red de Puntos Focales de Eficacia y Calidad de la Ayuda/RED E+C), under the coordination of the Planning, Aid Effectiveness and Quality Unit (UPEC) in HQ. In 2015 the Agency will establish a virtual platform for these networks which should permit more intensive coordination. Another two networks for financial cooperation and humanitarian action have recently been set up.

**Structure and systems**
From an organizational/administrative point of view, SGCID has three units: a cabinet working for the Secretary General, a Deputy-Directorate for Development Policies and an Evaluation and Knowledge Management Division.

AECID has the following units: a cabinet, a Directorate for Cooperation with Latin America and the Caribbean, a Directorate for Cooperation with Africa and Asia, a Directorate for Multilateral, Horizontal and Financial Cooperation, a Directorate for Cultural and Scientific Relations, a Humanitarian Aid Office and a General Secretariat (detailed information about staff in SGCID and AECID is included in Annex 4).

In AECID, its’ highest body is its Governing Board, presided by SECIPI. The SGCID is Vice President of AECID’s board. The rest of the board is comprised of three General Directors and two Deputy-Directors from MAEC, two General Directors from the Ministry of Economy and Competitiveness, two from the Ministry for the Treasury and Public Administration and two elected representatives from trade unions.

The SGCID, by decision of the Governing Board, assumed all the competences of AECID’s Director in July 2013. The purpose was to join and reinforce the institutional leadership of the Spanish Cooperation in the Ministry, trying to avoid any different criteria between the SGCID and the AECID.
Cooperation Units Abroad (UCEs) include Technical Cooperation Offices (detailed in Annex 3), 4 regional Training Centres in Latin America and 19 Cultural Centres that, in coordination with the Technical Cooperation Offices, carry out AECID’s priorities in the cultural sector. Each Centre has a programme that aims to offer spaces for citizen participation and training, contributing to social cohesion.

4.2. Adaptation to change

Managing organisational change

One of the main lessons learned over the years is that the Spanish Cooperation system’s capacities need to be adapted to its intended goals. In the organizational domain, changes will only be successful if they are supported by an adequate strategy. The IV Master Plan suggests that the current context of budget cuts provides an opportunity to address structural weaknesses. That is why it addresses the need to strengthen and improve the consolidation of Spain’s institutional, human and technical capacities. Some of the measures that aim to contribute to one or several of these goals are:

- Clearly defining roles and sharing responsibilities among the most relevant entities and organizations of the SC system, especially in the areas where there can be overlapping.

- Strengthening AECID’s institutional and management capacities with the application of its Strategic Plan, in line with the priorities set in the IV MP. For this purpose the Agency is carrying out an analysis of its current model to see how it might be adapted to current challenges.

- Adapting capacities of staff to the new needs. On the one hand, this implies increasing training activities. On the other, it requires greater mobility of personnel, for example increasing secondment to international institutions. (In 2014 AECID had eight seconded officers in different services of EU Commission/DEVCO).

Two of the strategic objectives of AECID’s Strategic Plan 2014-2017 are relevant to this area. The first is Strategic Objective 5 – Match own capacities to new challenges. One of the clearest signs of this can be seen in the changes Spain has taken in its overseas structure. This has meant closing 21 of AECID’s external offices, transforming two offices into regional hubs and three others into thematic hubs and opening a new office to improve coordination with the Economic Community of West African States/ECOWAS, a key partner for Spain in this region. This has involved approving a Royal Decree and preparing and executing an ad hoc protocol to ensure an orderly and efficient process. These protocols deal with formal, financial, patrimonial and human resource issues. The dialogue with partners is also key to ensure the understanding that bilateral cooperation relations may continue even if there is no specific office.

The other is Strategic Objective 6 – To achieve a more cohesive and coordinated organization. In this regard, efforts are in progress to promote a single corporate culture. One of the ways to do this has been through the introduction of annual road maps since 2012. The common monitoring system which began to be established in late 2014 will play a key role in improving internal cohesion because it requires units to use a single formulation tool. In 2013 the Agency launched a publication series with working documents and manuals and guidelines that aim to provide common references to orient its work in HQ and in the field. Finally, the efforts to create a unified knowledge management system will, over time, contribute significantly to this goal.
Horizontal working structures, such as the technical group for aid efficacy and quality (GTEC), and the sector and thematic networks, are also important tools for improving coordination within the organization.

Special mention should be made of the information management system (SAP based) which started functioning in 2012. It has greatly improved data available on AECID’s activities, useful for improved decision-making, harmonized reporting, accountability, etc. It has also facilitated the management of numerous grant programs. In 2014 a business intelligence system has been integrated with an interface which provides insight into the Agency’s activities in real time. In 2015 the process to extend this system to the overseas offices has begun.

**Incentives for innovation**

Spanish Cooperation is quite open to innovation as can be seen in several recent initiatives, although there are no specific institutional incentives to promote this goal. In the area of transparency, the most significant innovation was the creation and launching of the Info@od platform in 2013 (see more on this in Chapter 3)\(^{26}\). Another example is the Intercoo-nect@ initiative for knowledge sharing in Latin America and the Caribbean\(^{27}\). And, there is also an annual call for proposals in the area of Innovation which was launched in 2014; 23 projects involving a variety of organizations were co-financed through grants totalling EUR 3 million\(^{28}\).

Spanish Cooperation is also engaged in scientific and university cooperation that seeks to contribute to the development of scientific systems in partner countries.

**4.3. Human resources**

**Staff composition and location**

In the last years staffing in SGCID and AECID has undergone fluctuations for different reasons. From 2011 SGCID staff has increased from 25 to 32 in order to permit greater activity in policy and strategy planning and evaluation. On the other hand, the number of consultants has risen more significantly, from 9 full time positions in 2011 to 18 in 2015.

AECID has faced significant changes in its human resources (HR) over the last three years, due to a number of challenges, namely budgetary cuts, strong restrictions in HR management, the implementation of its geographic concentration plan and new tasks assumed by AECID, particularly management of EU funds (delegated co-operation), the financial cooperation instrument, as well as reinforcement of planning and monitoring. Between 2011 and March 31, 2015, the number of staff in AECID fell by 7%. The relative decline was higher in HQ –9%, versus 6% in the field- because of the large number of retired staff whose posts were eliminated (due to overall Central Administration restrictions on staff growth). The closing of offices did not lead to a major decrease in staff numbers overseas, since the Agency has been determined to maintain capacities there. In fact, the staff ratio in field offices has been incremented in the last years, from an average of 9.7 people in each office in 2011, to 12.1 people in 2014 (see annex 4 for detailed information about SECIPI human resources).

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\(^{26}\) Available at: [https://infoaod.maec.es/](https://infoaod.maec.es/)

\(^{27}\) Available at: [http://www.aecid.es/ES/intercoo-necta](http://www.aecid.es/ES/intercoo-necta)

Table 7. Staff positions since 2011

<table>
<thead>
<tr>
<th>Staff by Location</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headquarters</td>
<td>505</td>
<td>485</td>
<td>472</td>
<td>460</td>
</tr>
<tr>
<td>Overseas</td>
<td>639</td>
<td>630</td>
<td>609</td>
<td>603</td>
</tr>
<tr>
<td>TOTAL AECID</td>
<td>1144</td>
<td>1115</td>
<td>1081</td>
<td>1063</td>
</tr>
<tr>
<td>Headquarters</td>
<td>25</td>
<td>25</td>
<td>27</td>
<td>32</td>
</tr>
<tr>
<td>TOTAL MAEC</td>
<td>1169</td>
<td>1140</td>
<td>1108</td>
<td>1095</td>
</tr>
</tbody>
</table>

**Staff development**

The most important measure towards staff development in AECID has been the training program which has been reinforced since the last DAC Peer Review, from 36 formative actions in 2012 (seminars, working groups, courses) to 61 in 2015. Not only the quantity of the courses has improved, but there has been a strong effort to increase training activities related to new demands such as results management, financial cooperation, mainstreaming, etc. The annual training programme, containing objectives and actions oriented to develop staff skills and capabilities, is elaborated by AECID management which negotiates it with trade union representatives. Training needs are detected in working groups, meetings and through field experience. Online modalities—which have also increased in number—, allow overseas staff to participate in this programme.

There are also other training activities open to all public employees; example of this is the Course on International Development Cooperation, promoted by SGCID, and held at the Diplomatic Academy. This programme finished in March 2015 its 7th edition, its duration is 150 hours, and staff from SGCID and AECID participates both in teaching and receiving training.

Another activity which may contribute in the future to staff development is a study carried out in 2014 about overseas offices capacities and resources. It takes into account the capacities needed for the implementation of the Country Partnership Frameworks. The information obtained allows AECID management to adopt decisions on staff and financial allocations, and it also provides a useful set of criteria (or standards) to decide about relative staff size and financial capabilities.

With the objective of capitalising on staff knowledge and fomenting mobility between overseas offices, in 2013-14 AECID carried out a rotation plan for Programme Advisors, to promote rotation of those who had been working in the same overseas office for more than 5 years to other offices in other countries. AECID began to negotiate with the trade unions a permanent regulation on rotation and mobility. A new regulation on mobility and rotation would provide staff and external professionals a solid base to develop a career in this area. It would also enhance the performance of the whole organization by ensuring it maintains professionals over the long term.
CHAPTER 5. DELIVERY MODALITIES AND PARTNERSHIPS FOR QUALITY AID

5.1. Budgeting and programming processes

Budgeting process / predictability and flexibility
The budgeting process within Spain’s Administration begins its annual cycle in spring. In early autumn a budget proposal is presented to the Parliament and each Ministry explains and debates its respective request. In December, budget is approved. For information purposes, the budget items related to development cooperation from different ministries and public entities are consolidated into a single document by MAEC. Overall, Spain’s budgeting process is constrained by its yearly nature. However, it has been able to adapt somewhat to the need to be more predictable through agreements with bilateral and multilateral partners and in the case of NGOs, through multi-year grants (convenios).

The main instruments to provide partner countries with multi-year predictability are the Country Partnership Frameworks (CPF). These documents include a medium-term estimation of Spain’s bilateral grant ODA. In some cases, approximate resources are indicated for each of the main development results defined in these CPFs. These strategies provide limited information on the availability of multilateral or reimbursable aid.

Regarding multilateral partners, the agreements Spain signs with these organizations aim to provide a certain degree of predictability, although they do not include specific funding amounts.

Spain is aware that its country programmable aid (CPA) has been declining as a proportion of its gross bilateral disbursements since 2011, mainly as a result of the sharp fall in the proportion of total ODA which is channelled bilaterally, as well as in loans disbursed.29

Programming process / context-based and supporting alignment to national strategies
The starting point of the programming process in each partner country is an analysis of how Spain has contributed to its national development priorities, particularly those related to poverty reduction. The CPF is organized around several development results to which Spanish Cooperation intends to contribute.

Spanish aid is advancing in country plans which are increasingly aligned with partner-defined development goals. As mentioned before in this memorandum, in 2013 SGCID reviewed the CPF methodology to make it simpler and more flexible to respond to different contexts, while at the same time ensuring that the documents use a common structure. This new methodology has been applied to the CPFs drafted and finalized since mid-2013.30 The original methodology already stressed the importance of applying aid effectiveness principles, but the new guidelines provide improved analytical tools for advancing in this goal. The manual requires an assessment of Spanish Cooperation added-value, incorporating an analysis of lessons from past programming into current exercises.

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29 In 2009 the ratio of CPA/gross bilateral disbursements was 37% and in 2013 it had fallen to 16%. If, however, this ratio is CPA/bilateral ODA, the decline is less steep: 62% in 2009 and 45% in 2013. With regards to net loans, this has gone from US$ 745 million in 2010 to –US$125 million in 2013 because loan repayments are greater than new credits being approved.

30 The CPF under the new methodology were: Peru, Nicaragua, Senegal, Dominican Republic, Philippines, Cuba, Niger, Mauritania, Ecuador, Morocco, Palestine, Honduras, Nicaragua, and Mozambique.
Throughout the document, suggestions are made on how to mainstream cross-cutting issues (human rights, gender equality, sustainable development and diversity). The different actors involved in the programming process contribute, for instance through sector experts in field offices. Also the Country Team meetings held in the HQ, in which sector specialists participate, serve to strengthen the cross-cutting perspective. These elements are also visible in many of the matrices which form part of the CPF document and in the guidelines which recommend the use of disaggregated data (i.e., by gender, age, etc.), favouring this approach. Nevertheless, the recent evaluations of the first set of CPFs –previous to the methodology change– revealed two important challenges: one is the need to increase capacity to implement mainstreaming guidelines, and the other is that while gender mainstreaming has advanced, other cross-cutting issues are less developed.

It should also be noted that the EU Joint Programming (JP) processes generally favour alignment with national strategies as the European Commission and participating member states come to an agreement with the partner government based on its development priorities.

The process which AECID began several years ago to improve the quality of its planning efforts intensified in 2014 with the incorporation of new planning instruments that will allow it to improve the link between country programming and the budgeting cycle in the medium term (see Annex 7). A pilot exercise on planning and monitoring will provide additional lessons that will also be useful and the common intervention design format recently introduced will also contribute.

**Use of country systems**

As noted above, the programming guidelines emphasize the application of aid effectiveness principles. Over the past few years efforts have been made to reduce the use of parallel management units. The current CPF guidelines indicate that country systems should be used whenever possible; one of the matrices includes an analysis of these systems, as well as a description of the problems previously faced by Spain. If there are doubts about the plausibility of their use, the document recommends consulting other donors (in this regard, the JP provides a convenient framework for harmonizing donor practice).

Spanish Cooperation loans, in principle may use country systems (for instance in a recent operation in El Salvador), although in some cases (i.e., an operation currently being negotiated with Ecuador) procedural rules require it to incorporate MFI-based tendering norms (although these tenders are managed by local partner institutions).

In 2014, the GTEC published guidelines for aid modalities and instruments\(^3\) aimed at promoting their use in coherence with effectiveness principles, particularly country ownership and alignment. It is too early to know to what extent the guidelines are affecting practice; however, the fact that they have been used in the preparatory analysis for CPF processes is a good sign.

**Analysis of risks and opportunities informs planning and programming**

The CPF guidelines recognize the importance of a good risk analysis, but they do not provide specific tools to analyse risks in depth. These guidelines also recommend referring to risk analyses carried out by other donors as an important reference point.

\(^3\) Available at: [http://www.aecid.es/Centro-Documentacion/Documentos/Modalidades%20e%20instrumentos%20de%20cooperación/Guia%20de%20modalidades%20e%20instrumentos.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Modalidades%20e%20instrumentos%20de%20cooperación/Guia%20de%20modalidades%20e%20instrumentos.pdf)
The Spanish Cooperation working group on building resilience includes reflections on the management of risks in disaster situations in the directives that are being prepared on resilience. It is relatively broad in its treatment of risks although it refers to the DAC *Guidelines for Resilience Systems Analysis* (2014) as a basic resource.

With respect to development loans, Spanish Cooperation carries out risk analyses because this is key to the viability of any operation. The main basis for this is the Code of Financial Responsibility based on international social, economic and environmental standards\(^32\). The main procedure which FONPRODE uses is that operations go through a risk analysis by an independent expert using international criteria (based on World Bank standards)\(^33\); this is then validated by the Ministry of Economy and Competitiveness. After that, the operations are presented to a Committee formed by several Ministries (Foreign Affairs and Cooperation, Economy and competitiveness, Treasury and Public Administration, Agriculture, Food and Environment, Health, Social services and Equity, etc.), and they are later approved by the Council of Ministers before formalization.

### Untying

Spanish aid progressed regularly in its untying status until 2011 (93% of bilateral commitments), even in the absence of a specific timetable for this goal. There was a slight fall back in 2012 but, since then, Spanish Cooperation is making efforts to advance in reducing the share of its tied aid. In 2013, almost 90% of bilateral aid commitments was untied. And in relation to the operations operated by FONPRODE, its regulating Law establishes in its article 2, that all the operations financed with this fund, reimbursable or not, should be untied\(^34\).

There are still Spanish tied trust funds in some Multilateral Financial Institutions. They are a reminiscence of the time where these funds were allowed. However, in order to respect international agreements and trust fund policies, they shall not be replenished. Once budgetary situation will improve, future contributions to trust funds will be directed to untied ones.

The CPF methodology also notes that Spanish Cooperation should make progress in untying its technical assistance. It indicates that gradually all Spanish technical assistance should be driven by local demands. Local expertise should be the default option for providing this resource, and when the technical assistance is offered by Spanish actors, it should be carried out together with local institutions, when possible\(^35\). Based on a pilot program in 2014, AECID recently launched the Latin American Technical Cooperation Program, COO-TEC, which is based on this principle. It seeks to respond to the increasing demand from partner countries in this region for a more specialized and focused technical and advisory support. It aims to be demand-based, and will channel knowledge and expertise particularly from the Spanish Administration, though other actors are also welcome to engage in this initiative.

### Conditionality

In general, Spanish Cooperation is not prone to imposing conditionalities in its aid in relation to partner country policies, nor does it have a specific strategy on this issue. When Spain does


\(^{33}\) A document with the Fonprode Action Framework (Marco de Acción) has been already elaborated.

\(^{34}\) Law 36/2010, 22 October, of the Fonprode (Fondo para la Promoción del Desarrollo)

\(^{35}\) In any case, resources for technical assistance have fallen notably since 2009 when they reached close to one billion dollars in net disbursements; in 2013 only US$146 million were registered for this aid instrument.
incorporate conditions, it is normally in order to provide incentives for improving policies in partner countries; for instance, with regard to international labour norms. Administrative conditions that do not aim to modify local policies may be used in loans and other operations.

Contributions to Multilateral Financial Institutions are not conditioned either. They follow rules agreed by donors and the recipient institution. In some occasions, especially when co-financing loans to States with MFI, in order to promote open access to the public to those loans, Spain applies the MFI procedures for tenders.

In the CPF methodological guidelines, the only form of conditionality mentioned is positive. That is, when it is deemed difficult to align with a country’s systems, it may be appropriate to use incentives to strengthen local institutional capacities and their policies related to Spain’s cross-cutting priorities.

5.2. Partnerships

Division of labour and joint approaches
Spanish Cooperation has been a strong supporter and active player in country-led coordination efforts for many years. This can be seen in country programming—especially EU Joint Programming—, participation in multi-donor operations and evaluations, and in the increase in delegated cooperation.

In relation to programming, the CPF methodology stresses that all Spanish Cooperation actors as well as other donors should work closely with the Government in a process lead by partner countries. With regard to other actors in the Spanish aid system, in each partner country a Permanent Coordinating Group—including the Ambassador who presides it, representatives of the SC field office, representatives of other ministries, NGOs, the business community, subnational governments, etc. present locally— is created for the programming process, monitoring the CPF throughout its execution and participating in its final evaluation. Other donors are not participants in the CPF process but they are kept informed, particularly once the final document has been signed.

Spain enters into more formal coordination of its country planning through the EU’s Joint Programming (JP) process in which it has been active from the beginning. It participates in all the JP exercises in its priority countries and in the regional workshops; in fact, it jointly organized the first one in Guatemala in January 2014.

Spanish Cooperation has also reflected on how best to link and synchronize its own bilateral country programming with the EU JP processes. This has been synthesized in an internal document prepared by SGCID and AECID. Two ideas from that document merit highlighting. The first is that Spain’s CPF is a more complete planning process (with a results focus) and is more firmly based on alignment with partners. Second, while Spanish aid plays a leading role in JP exercises in Latin America, its participation in other regions is generally more low-profile (due to the relatively weight of its ODA, its longer trajectory, the presence of fewer donors, etc. in the first zone).

The participation in multi-donor operations and joint and collaborative evaluations (see Chapter 6) has continued in this period, although Spain has been less active in budget support than before. This has been mainly due to its decline in ODA, and to a major focus on middle-income countries where few donors are present and where this modality has generally been less common than in lower-income countries.
A third way in which Spain has advanced in joint approaches can be observed in the notable increase in delegated cooperation and blending operations with the European Commission (EC). In July 2011 AECID was accredited by the EC to carry out delegated cooperation projects, so it prepared technical guidelines in 2012 to orient its analysis and decision-making processes.

**Box 3. Spanish Cooperation pushes forward in delegated cooperation thanks to EU**

Spanish Cooperation’s IV Master Plan includes an extensive reflection on working more closely with other donors in which it highlights the opportunities of delegated cooperation. Before 2011, AECID had some limited experience (and in fact it produced its first guidelines in 2010, updated in 2012), but since the European Commission (EC) accredited the Agency to have delegated operations that year, this instrument has taken on greater strategic importance as can be seen in the following table.

<table>
<thead>
<tr>
<th>Number of operations</th>
<th>Countries*</th>
<th>Amount Delegated (million Euro)**</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>El Salvador (b) and Peru (d)</td>
<td>6.20</td>
</tr>
<tr>
<td>2012</td>
<td>Bolivia (d), Honduras (d), Nicaragua (b)/Nicaragua (d) and Regional (b)</td>
<td>75.46</td>
</tr>
<tr>
<td>2013</td>
<td>Cuba (d), Dominican Republic (d), Nicaragua (d), and SICA (d)</td>
<td>25.90</td>
</tr>
<tr>
<td>2014</td>
<td>Mauritania (d), Nicaragua (d), Philippines (d) and ECOWAS (d)</td>
<td>28.1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>15</strong></td>
<td><strong>135.66</strong></td>
</tr>
</tbody>
</table>

*Types of operations: (b) blending; (d) delegated cooperation  
**Amounts in many cases are for several years.

The main factor behind the large number of operations in Latin America which the EC delegated to AECID is that Spain is recognized as a leading donor in that region. From 2014 the Agency has been delegated to lead in several projects in Africa and the Philippines, reflecting this institution’s demonstrated capacities in other areas of the world.

In order to manage this large inflow of resources, AECID has made considerable efforts to streamline its procedures, train staff and provide increased administrative support. It also participates actively in discussions with the Commission and Member EU States on delegated cooperation and blending mechanisms.

That same year the Agency began to receive requests from the EC in several Latin American countries, quickly converting this into a key instrument for buttressing its work in the region at a time when its bilateral ODA was falling and many other donors have been leaving. As a result, since 2011, AECID has signed agreements in which it is mandated to manage almost EUR 140 million in resources from the EC (see Box 3) as well as smaller operations delegated by Belgium and Luxembourg.

**Accountability**

Mutual accountability is another effectiveness principle which Spain has implemented in its country partnerships. The CPF methodology includes specific recommendations to make this a reality. One of the most effective mechanisms should be the bilateral commissions created to draft, monitor and evaluate these documents. Specific efforts have been made so far to strengthen them, in response to findings from some evaluations and mid-term reviews carried out in 2014 which pointed to the relative weakness of the CPF as a tool to guarantee accountability.

**Partnerships**

One of the main characteristics of Spanish Cooperation is that it is highly oriented towards working in multi-actor partnerships. This can be seen within Spain’s aid system where NGDOs, universities, ministries, regional and local governments and private sector actors are engaged in consultation mechanisms, joint interventions, co-financing, etc. The country has also been
traditionally active in working with external partners such as multilateral organizations—in particular from the UN group, and increasingly, the European Commission and other EU institutions—international foundations and multi-stakeholder funds. In recent years, Spanish Cooperation has intensified its collaboration with Southern providers of development cooperation, particularly in Latin America, through assistance for institutional capacity building and via triangular cooperation interventions.

With regard to triangular cooperation, Spain continues to be a leading donor in this modality. Since the last Peer Review, AECID has defined some criteria and guidelines to frame all the triangular operations. Spain has started or completed over a dozen triangular operations with Latin American partners—not including the Costa Rican fund which co-finances a large number of micro-projects-. Many other projects are in early stages of pre-identification. In 2014, Spanish Cooperation together with the Chilean International Cooperation Agency (AGCI) carried out a collaborative evaluation on a triangular cooperation project. Two lessons from that evaluation are that this type of cooperation requires capacity-building in all parties and that its complexity implies the need for rigorous management systems and a clear division of responsibilities. In addition, the Spanish Cooperation participates actively in the Ibero-American program for support to South-South Cooperation since its inception. This involves providing financial aid, but also technical assistance on evaluation techniques, statistics, etc., and participating in the preparation of its renowned reports on SSC in the region.

With regard to Spanish Cooperation actors, special mention should be made of the private sector which has received increasing attention in the past few years. In order to manage this area a specific unit was created in AECID. One of its first activities was to prepare a protocol for Private-Public Partnerships for Development, published in 2014. That same year the Agency launched a call for projects focused on innovation in which different types of actors—including private companies—were encouraged to work together. In order to improve understanding among staff members, training modules have been organized, and a network of focal points has been created in field offices.

Civil Society Organisations (CSOs)

Based on a clear mandate from the IV Master Plan, and as a result from 2011 Peer Review recommendations, Spanish Cooperation has been engaged in a process of analysis and reflection with the aim of elaborating a policy on the role of Civil Society Organizations. In this regard, AECID carried out a study of other donor policies and procedures and a survey of its staff as inputs for a workshop with NGOs in 2013. A working group with representatives from SGCID, AECID and the NGDO national platform (Coordinadora ONGD) was created to prepare a strategy document, a process which is to be finalized shortly. In any case, contacts with NGOs are frequent both in relation to broader policy concerns and to delivery issues. There is a specific working group in Education for Development (ED) within the Development Council that brings various actors together, and AECID works closely with those organizations that are carrying out DevEd agreements.

There are several channels for NGO funding by AECID: (i) long-term programme support for larger, specialized organizations; (ii) short-term project support; (iii) agreements with NGOs specialized in humanitarian aid that allow for quick responses to emergencies; and (iv) the innovation actions which encourage NGOs to form consortia with other entities, including the

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38 Available at: http://www.aecid.es/Centro-Documentacion/Documentos/Informes%20y%20guias/Protocolo%20AECID_Todos%20los%20actores.pdf
private sector. It should be noted that NGOs may also obtain funding from regional and local administrations, universities and private sources. There is no specific channel for CSOs from the South, although they do receive direct support in some bilateral and regional programmes, particularly the MASAR initiative for Arab and North African countries which includes as a priority, assistance to local civic organizations promoting democratic culture, gender equality; as well as the Indigenous Program that promotes capacity building and institutional strengthening of native peoples’ organizations and their participation in international fora and media as part of the main guidelines of intervention.

Criteria for funding NGO projects and programmes are clearly stipulated in annual calls. Moreover, since 2014 the results of the applications of these criteria are published to increase transparency. Additionally, each NGO must provide regular monitoring reports on the results of their interventions co-financed, and on the costs incurred, subject to external auditing. Until 2011, evaluations were required for all interventions but AECID found these to be irregular in quality and it lacked capacity to review them and extract lessons. This year, a process of carrying out more strategic evaluations has begun.

5.3. Fragile states

Country strategies address conflict and fragility and focus on essential peacebuilding and statebuilding priorities
Conflict prevention and the return and consolidation of the conditions for peace, security, justice and equity within the framework of international law are some of the objectives of the Spanish Cooperation. The lines of action are set in the Peacebuilding Strategy, and the Women and Peacebuilding Action Plan. Among other measures, we have made advances adopting warning systems; providing social assistance to the victims of violence and terrorism, and training human resources to operate in fragile contexts.

As noted in Chapter 2, Spanish Cooperation does not have specific strategies for fragile states. Though, the methodology for CPFs does mention the need to adapt responses in countries which are extremely vulnerable to climate change although it does not provide detailed recommendations. Several agreements where conflict and fragility are present (i.e., Colombia, Mali, Palestine, etc.) place priority on peacebuilding and governance-related results. This is especially evident in Colombia, where peacebuilding is one of the main axes in the CPF currently being prepared. In any case, Spain’s efforts related to resilience (see Section 2.3) are quite relevant to fragile states. The working group created to deal with this in 2012 is currently preparing guidelines from a rights-based approach, integrating social and environmental considerations.

Coordination with government and other donors
As occurs with all Country Framework Partnership agreements, these are founded on dialogue with partner countries and effectiveness principles. CPFs involve intense discussions with all Spanish Cooperation actors engaged locally –through the permanent coordination groups- and consultations with other donors. In principle programme-based approaches are preferred, but given the limited ODA levels in the past years, Spain has reduced its participation in multi-donor funds.

Programme delivery modalities in fragile contexts
There are no specific procedures for fragile states which are distinct from those applied in other contexts. The only exceptions to this are the contingency funds available to AECID’s Humanitarian Office, but these are limited to emergency situations.
CHAPTER 6. RESULTS MANAGEMENT, LEARNING AND ACCOUNTABILITY

6.1. Policies, strategies, plans, monitoring and reporting

**Development co-operation policies, strategies, plans, budget and programmes**

The *IV Master Plan (2013-2016)* defines the main priorities in the Spanish Cooperation for the coming four years. It is built around: solid foundations; eight new strategic orientations focused on development results; a renewed profile with a higher focus on effectiveness and quality, strengthened capacities and improved monitoring and evaluation systems. As stated in the IV Master Plan, “Development Results will guide our actions”. This is one of the main elements of the Spanish Cooperation renewed profile.

The *IV Master Plan* monitoring system and evaluation framework was planned to be based mainly on four sources of information; although its complete implementation is still an ongoing challenge:

- Ongoing monitoring of the achievement of strategic results through continuous review and updating of the **management results framework**. The global results framework will gradually broaden its scope, addressing at least four levels of analysis:
  - Changes in system **capacities and resources** necessary to achieve management results.
  - **Internal management results** that improve the functioning of the Spanish Cooperation’s system and enhance our cooperation’s effectiveness and quality.
  - **Products** derived from the Spanish Cooperation’s different interventions that help to reach development results.
  - **Development results** to which the Spanish Cooperation contributes to, together with partner countries and the rest of the international community, who also play a key role in reaching these results (these are defined in CPFs results frameworks; the system to monitor this is being designed and in the coming years Spain should be able to report on development results.)

- Regular **monitoring reports**. These reports include information about ODA, information gathered by the management results framework and any other initiative, achievement or change relevant to the IV MP.

- **Mid-Term Review** of the IV MP in 2015. This Review has already been finished, and it will be soon publically available. The purpose of this review was to provide a detailed assessment of the progress made in achieving commitments and consider adjustments for the second half of the implementation period of the IV Master Plan.

- **Global final evaluation**. In 2016, a Global final evaluation of the IV Master Plan will take place.

Thus, besides the monitoring information and annual reports, there will be three main pieces of relevant information to guide the next master Plan: the Mid Term Review of the IV MP, the 2015 DAC Peer Review and the final evaluation of the IV MP. The effective dissemination of these documents will foster learning and make the use of findings more accessible to the varied group of SC decision-makers and managers. At the same time, it will also facilitate accountability to Parliament, to the Spanish citizenship and to our partners.
**Approach to results measurement**

As stated before in this document, the main document to plan, monitor and evaluate development results is the CPF where all the actors from the partner country and from the Spanish side are involved.

The new methodology for CPF improves the logic of the results chains and their monitoring and evaluation systems. It includes all the information and templates to orient it to development results and to align them with the strategic orientations of the IV Master Plan as well as partner country development goals. The methodology is designed to guide the whole process, from the initial concept note to the evaluation of the CPF at the end of the period of association.

Following this methodology, and as a result of the dialogue with each partner country, each CPF establishes the objectives to pursue, and the developments results that will guide the action in each country. Twelve CPFs have been elaborated with the new methodology: Perú, Nicaragua, Senegal, Dominican Republic, Philippines, Niger, Mauritania, Cuba, Morocco, Honduras, Mozambique, Ecuador and Palestine. Three more are in their final stages and will be signed in 2015: Haiti (to be signed in June), Colombia (to be signed in July), and Mali (to be signed in September).

AECID –responsible for the implementation of most of the actions included in the MAP– has designed an integrated system to monitor the results of its interventions as a tool for improving programme management and accountability regarding its actions. This system is currently being refined through piloting in 6 countries. Once this process is completed, the definitive system will be launched in several phases over the next few years. In parallel, information systems are being strengthened and training of staff on results-based management is increasing. The goal of these efforts is to be able to measure and report on development results in the medium term. A main instrument to communicate those results will be the Agency’s annual report (Memoria), although presently it is limited to reporting on activities and management results. AECID has continued with its program for training on management for development results, through on-line and classroom courses.

**6.2. Evaluation system**

**Evaluation policy and evaluation unit**

The Division of Evaluation and Knowledge Management of the SGCID has lead efforts to strengthen evaluation within the Spanish Cooperation system[^39], as recommended in the 2011 Peer Review.

In 2013 a new Evaluation Policy was approved, after a participative process of consultation with all the stakeholders. The policy assumes the DAC definition and standards for evaluation. It establishes the structures, relations, functions and specific actions to improve, not only in terms of quality and utilization, but also in relation to planning, coordination between actors, fragmentation of information, and knowledge management. It aims to build a solid evaluation system based on four main pillars:

[^39]: The evaluation function for international cooperation is regulated in generic terms by the Law of International Cooperation for Development (23/1998). A Decree (342/2012, 10th February), determines the basic structure of the Ministry of Foreign Affairs and Cooperation, and establishes the functions for the Division of Evaluation and Knowledge Management.
- Improved articulation of the evaluation function throughout the SC system.
- Increased quality, credibility and utility of evaluations, to drive learning and provide feedback.
- Better response to new challenges in the development agenda.
- Increased transparency and accountability.

In 2012 the staff of the Division of Evaluation and Knowledge Management was reinforced. Currently, it is integrated by four civil servants and three external consultants: five of these seven people are experts in evaluation, one is dedicated to dissemination and communication and one person is dedicated to administrative functions and communication support.

**Independence of evaluations**

The independence of evaluations is the first principle stated in the Evaluation Policy, and there are several elements to ensure this. The Division of Evaluation is independent from all the units and directions responsible for planning, delivering, managing or budgeting interventions. The Director of the Division reports to the Secretary General of International Cooperation for Development. The evaluations are carried out by external evaluation companies or experts contracted by a transparent public procurement process with clear terms of reference. Additionally, every member of the contracted evaluation team must sign a conflict of interest disclosure form.

The evaluation management structure is highly participative which helps to safeguard quality and independence. A reference group is composed for each evaluation with all the involved units and stakeholders. These participate in a transparent way from the elaboration of the terms of reference to the presentation of the results and management response.

**Planning and budgeting for the evaluation of development assistance activities**

In 2013, the first Biennial Evaluation Plan was published, including evaluations scheduled by the different actors of Spanish Cooperation. The Biennial Evaluation Plans for 2013-14 and for 2015-16 have been published in paper and on the website and presented to the Parliament (Commission of Cooperation for Development).

The evaluations included in the Plan respond to different criteria established in the Evaluation Policy which aim to respond to two main factors: coverage, and utilization and feedback. The Plan is revised annually to include any changes due to operational or strategic needs. There are different types of evaluations under the responsibility of the MAEC, attending to the interest and need of the report, scope, managing unit, budgeting, and dissemination.

- Centralized evaluations are managed by the Division of Evaluation; they have a strategic character, and are potentially of interest to the system or to an important section of the system (strategies, CPFs...).
- Operational evaluations are proposed and managed by field offices or headquarter directions and the interest on the results is clearly located in the proposing unit (mainly projects). There are also evaluations subject to specific regulation, as projects of the FCAS, and the projects carried out by NGO with AECID funding.

There is not a specific and differentiated budget for evaluation. The costs of planned centralized evaluations are assumed by the SGCID, as other expenses from the Division of Evaluation linked to travelling, conferences or meetings.
**Evaluation partnerships and strengthening capacity**

Most of the evaluations performed by the SGCID are joint or collaborative evaluations. The Division has participated or promoted evaluations with: a) the partner countries, such as the evaluations of the CPFs of El Salvador, Bolivia, Colombia and Ecuador; and the evaluation of the program of Triangular Cooperation Chile-Paraguay-Spain. b) Joint evaluations with other donors and multilateral organizations, as the evaluation of budget support operations in Morocco, the joint evaluation of joint programmes on gender equality in the United Nations system, or the Spanish funds in the Economical commission for Latin America and Caribbean (ECLAC) and in the Organization of American States (OAS). Additionally there is an active participation in the assessments carried out by MOPAN.

Lastly, the SGCID also promotes collaborative evaluations with other Spanish cooperation actors. There is a specific agreement between the SGCID and the FIIAPP\(^{40}\) for conducting joint evaluations; some of them are financed by the foundation, such as the evaluation of the support program for the Regional Development Agencies of Senegal, or the evaluation of the Heritage Programme for Development. In the case of the evaluation of the Strategy of Education for Development, there is a wide participation of different departments of the AECID and SGCID, the Ministry of Education, Culture and Sports, the Autonomous Communities and local entities, Universities, NGDOs and CSO.

To strengthen evaluation capacities in the partner countries, the Spanish Cooperation has supported Evalpartners since its creation. As part of the EvalYear, Spanish Cooperation will host a meeting in Cartagena de Indias in September 2015. The objective is to share the experience of the countries in Latin America and Caribbean where units responsible for the evaluation of public policies have been set up, with other countries in the region which are in the process to create such a unit or function in their institutions.

**6.3. Institutional learning**

**Learning from and using evaluation findings**

A repository of evaluations is hosted in the website (www.cooperacionespañola.es), which by May 2015 includes 137 evaluation reports from Spanish actors, and is progressively incorporating more reports.

The 2013 Annual Evaluation Report was the first of its kind ever elaborated in Spanish Cooperation. The next one, corresponding to the evaluation activity in 2014 was presented to the Spanish Congress in April 2015. These reports are published in the website and presented to the Executive Council of the AECID, the Development Cooperation Council, and to the Parliament.

As a commitment with transparency and accountability, and to foster the use of evaluation reports, in 2014, the SGCID promoted a modification of the Law of International Cooperation to include as a legal mandate the presentation of the Annual Report of Evaluation to the Parliament\(^{41}\). To improve evaluation quality, a quality grid has been recently designed. The first two evaluations that will be analyzed with this grid have currently been launched.

A management response system is also being implemented. Although it is still an ongoing challenge, there are already 10 management responses from 17 centralized evaluations that

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\(^{40}\) International and Ibero-American Foundation for Administration and Public Policies.

\(^{41}\) The modification of the Law in that direction was approved by March 26\(^{th}\) 2014 (arts. 15.2 & 15.3).
were due such a document. The response has to be elaborated by all the units responsible for the intervention evaluated. This is mandatory for all the evaluations under the responsibility of the SGCID and AECID; it has to be endorsed by the manager responsible for the intervention evaluated and is published on the website.

Regarding evaluation capacities, these are being reinforced mainly in AECID, through technical advice and training, both in the headquarters and in the field. The Evaluation Division produces various tools and guidance materials aimed at evaluation managers and evaluation consultants; some of them are available on the website and others are of internal use.

**Knowledge management**

Spanish Cooperation does not count yet with a knowledge management system or strategy as such, although this goal is stressed in the Master Plan and there is a diversity of actions which contribute to it. Three main types of action of the MAEC and AECID can be identified:

- Support the creation of new knowledge among the Spanish actors and partner countries, through grants, support to applied research, and to specialized training.
- Promotion of knowledge sharing, mainly through the Training Centers in Latin America and specific programs in Latin America and Africa. Some of the most ambitious initiatives are: the Plan for knowledge transference, sharing and management in the SC (INTERCOO-nect@) in Latin America and Caribbean; and the design and implementation of a collaborative platform (sharepoint) to support and promote sector and theme-related networks in AECID.
- Generation of new knowledge, with several initiatives to improve the management of all kind of internal knowledge, from financial information to evaluation findings, including as well training in headquarters and the field.

AECID initiated a specific training area on knowledge management in 2014 including post-course support to carry out initiatives to strengthen this area in the organization. In 2015 the Agency launched a process to improve coordination and establish a medium term roadmap.

In relation to learning from results, some initiatives have been put into practice to process the information from evaluations, provide feedback and promote learning and decision making. A “lessons learned” chapter has been included in the Annual Evaluation Reports; a systematization of the main results of the evaluations of the four Country Program Frameworks was published in 2014; and a new collection called eGes (Evaluation and Knowledge Management) has been launched.

### 6.4. Communication, accountability, and development awareness

**Transparency and accountability**

The IV Master Plan determined that two core elements of the renewed profile of the Spanish Cooperation should be the transparency and accountability. In December 2013, the Spanish Government approved a Law for transparency, access to public information and good governance (Law 19/2013, December 9th). As a continuation of the work done in the previous years to provide information, new systems have been created in the Spanish Cooperation to allow free public access to all data of International Cooperation for Development and facilitate a stronger awareness and engagement of the Spanish people. Thus, as described in section 3.1 -in December 2013- the analyst module of Info@od was opened to the public allowing open access and queries.

Parliamentarian scrutiny has been promoted and improved. The number of documents issued to the Parliament has been multiplied by 3.3 from 57 documents sent in 2012 to 190 in 2014.
The General Secretary speaks periodically to Parliament, presenting monitoring reports, communications, evaluation plans and reports, international positions, or any other relevant information. All the information from presentations in the parliament, as the questions, responses, debates, etc. is available in the congress webpage (www.congreso.es).

Mutual accountability with partner countries is being promoted through the CPFs. In this regard, in the new agreements efforts are being made to strengthen the bi-national monitoring mechanisms.

The Spanish Government participates in other transparency initiatives: Open Government Partnership (OGP), where Spain presented its first Action Plan in 2012, having as a specific commitment “transparency and accountability in ODA”; International Aid Transparency Initiative (IATI); and the public campaign Publish What You Fund (PWYF)42.

The results of this strong commitment with transparency and accountability have been recognized by independent international initiatives such as the Aid Transparency Index, where Spain moved up from the 47th position in 2013 to the 21st position in 2014. This is a significant achievement but still there is room for improvement on areas like publication on activities, results or impacts.

**Communicating results and risks**

SGCID and AECID annual reports are the main mechanisms to communicate results to the development community stakeholders, to the Parliament and to the public. Until 2012, the SGCID published yearly the PACI monitoring report. As explained in section 3.1., since 2013 a new Monitoring Report is in place in SGCID, and AECID publishes its annual report, with considerable more data thanks to a new information system that makes this possible. As explained in section 6.1, results are also made available to the public through evaluation reports, annual reports and synthesis documents.

A main communication tool in the Spanish Cooperation is the common website www.cooperacionespañola.es, differentiated from the AECID and MAEC websites. It was running in 2014, and its objectives were: a) to provide a tool to the citizenship and the cooperation actors to assure a common access to official information; b) to facilitate communication and coordination among SC actors; and c) to reinforce the visibility of the Spanish cooperation as a united community of multiple actors with added value. The structure of the website provides information about: the actors in the Spanish Cooperation, the interventions and areas, publications, news, community and Info@od.

**Raising development awareness**

As the IV Master Plan states a solid cooperation system does not only depend on individual efforts of the actors directly involved in its design, management and analysis. It has also to be founded on a broad endorsement by the citizens. In this regard, Development Education strategically contributes to this objective from the basis, passing on to future generations a set of values and attitudes related to solidarity, social justice and human rights.

AECID’s ED action is based on the 2007 Education for Development Strategy, whose implementation has been carried out by a special unit established within AECID Director’s cabinet. Terms of reference for a comprehensive evaluation of SC’s ED were approved in 2014 and the final report will be available in the second half of 2015.

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42 Data available at http://ati.publishwhatyoufund.org/donor/spain/
Over the past four years, the ED Unit has progressively opened new spaces for collaboration and coordination with other agents of ED, namely NGOs, Universities, Unions and Autonomous Communities, pursuing the objective marked by the IV Master Plan, as well as reinforcing networking as a tool to improve coherence and harmonization and searching for synergies. Some information which merits highlighting is:

- **AECID’s ED Unit has developed a number of financial agreements with NGOs, pluri-annual long term interventions -4 years-, from EUR 1 million to EUR 3.5 million; but it also funds single cooperation actions, projects from short to medium term, maximum 18 months and with a budget allocation of less than EUR 900.000, within AECID’s annual call for grants to NGO’s projects. In figures, in the period 2011-2014 agreements have been funded with EUR 3.5 million and projects have received a total of EUR 8.5 million.**

- **ED Unit has developed a strategic alliance with a major national partner in this domain, the Ministry of Education, Culture and Sports (MECD), whose main achievements have been the ED National Award Vicente Ferrer, which recognizes the efforts and best practices amongst junior, senior and superior educative centers all over the country, and the “Teachers for Development” Network, an informal net of educational staff concerned in cooperation to development issues, already joined by more than 200 professionals. AECID and the Ministry of Education, Culture and Sports organized also an annual national meeting for those schools awarded with the Vicente Ferrer Prize.**

- **AECID joined, in 2011, the Global Education Network Europe (GENE), the European network of Ministries and Agencies responsible for support, funding and policy-making in the field of Global Education. Started in 2001 with 6 national structures from 6 countries, GENE now has grown to facilitate the sharing of policy learning between over 40 Ministries, Agencies and other national bodies, from over 25 countries leading the provision of Global Education in Europe.**
CHAPTER 7. HUMANITARIAN ASSISTANCE

7.1. Strategic Framework

*Humanitarian policy and strategic framework*

Spanish Cooperation maintains its commitment to provide a faster, more flexible and more effective response to humanitarian crisis and with a higher quality. This is aligned with the Principles and Good Practice of Humanitarian Donorship (GHD) signed by Spain in 2004 and reaffirmed in the first Spanish Strategy for Humanitarian Action (HA), approved in 2007. The IV Master Plan establishes that HA will be based on the basic elements listed below; while reaffirming independence, humanity, neutrality and impartiality as principles, and also taking into account transformations experienced in the international context and changes in the causes, typology and dynamics of Humanitarian crisis:

- A response founded in humanitarian needs, prioritizing interventions on vulnerability criteria.
- Supporting victim’s protection and the application of International Humanitarian Law using a rights-based approach.
- Promoting the protection of Humanitarian space.
- Assuming the coordination and leadership of HA carried out by any State-level administration.
- Assuming the facilitator role for processes that strengthen Humanitarian Aid.
- Use and specify the Linking of Relief, Rehabilitation and Development approach for a more coherent intervention where synergies are created between the different aid instruments and modalities.

Spanish HA concentrates and focuses on objective needs and intervenes where and when it has real capabilities to do so. Bi-annual global HA plans (2013-2014 and 2014-2015) and annual operative plans for specific contexts (there are 6) have been prepared since 2013\(^4\). These documents try to match available resources with targeted crisis, through three different criteria: a) attention to specific contexts, ranging from Saharawi population to Colombian conflict; b) direct assignments to sudden natural disasters; and c) contributions to global Humanitarian Funds. Specific policy or strategic documents are elaborated, –if and where needed- for particular crisis (i.e. the Ebola crisis or the humanitarian aspects of the conflict in Syria).

*A comprehensive approach*

Spain assumes an integral concept of HA, a comprehensive approach which goes beyond the idea of assistance and emergency help and includes the dimensions of prevention, relief, recovery and reconstruction as well as protection of victims of natural or human disasters. Prevention includes preparedness, disaster risk reduction and activities linked to conflict prevention. Spanish HA focuses on vulnerable countries, providing assistance, promoting its inclusion in developing or established national/local mechanisms -as the case of the Philippines- or cooperating with regional organizations -as the case in Central America and the Caribbean-.

Resilience is integrated in crisis response programmes through prioritization of groups, strategies oriented to reinforce capacities, promotion of joint programming with other development partners and support of local and national initiatives. An example of this

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\(^4\) Available at: [http://www.aecid.es/ES/Paginas/Acción%20Humanitaria/Publicaciones-y-documentos-de-Acción-Humanitaria.aspx](http://www.aecid.es/ES/Paginas/Acción%20Humanitaria/Publicaciones-y-documentos-de-Acción-Humanitaria.aspx)
approach is the interventions in Sahel. With regards to evaluation, the report analyzing the experience in Niger with resilience is soon to be completed.

Protection of victims has also become a priority, focusing mostly, but not exclusively, in child and gender issues related to conflicts. Most actions in this direction are in cooperation with international partners such as UN Agencies (UNICEF, UNHCR) and the International Committee of the Red Cross (ICRC).

**Overall humanitarian budget and trends**

Humanitarian Aid budget has not been immune to cuts applied to SC funds during the past years. Overall budget went from EUR 70 million Euro in 2012 (8.4% bilateral gross ODA) to EUR 42 million in 2013 (4.7% bilateral gross ODA). The AECID was responsible for most of those funds: EUR 56 million in 2012 (79.5%) and EUR 30 million in 2013 (71.4%). HA funds reduction has obviously affected Spanish contributions to flash appeals and emergency pooled funds, as well as reserve funds and pre-positioned mechanisms, where Spain ranked high in previous years.

However, initial approved budgets generally increase during the year. In 2014, AECID’s initial budget of EUR 26 million was reinforced with EUR 14 million allocated by a special decision of the Government as extraordinary contributions to contingency plans for Syria, Iraq and Ebola related interventions, reaching EUR 40 million by the end of the year.

**7.2. Effective programme design**

**Criteria for who, what and where to fund**

Spanish humanitarian assistance is oriented to cover basic needs in humanitarian crisis contexts, with special attention to food security, water and sanitation, health and protection of vulnerable groups. These priorities come along with other strategic decisions such as the preference for funding programmes rather than projects, or trying to link interventions to general cooperation to development programming.

Bilateral funding has decreased in favor of funding initiatives from multilateral humanitarian organizations, particularly through joint funds between Spanish and International organizations. In 2013 around 50% of AECID’s budget was allocated through UN Agencies, 33% through ICRC and 17% through NGOs.

Basic geographical criteria are aimed to match available resources, sectorial priorities and SC capabilities to worldwide context of crisis. HA follows the Master Plan’s concentration directive, reducing intervention areas from more than 30 contexts in 2012 to 10 areas in 2013 (which receive 70% of the total HA budget, while 30% is allocated to global flash appeals). Latin America, Sahel, Saharawi Population, Palestine, Sudan and South Sudan, Syria, the Ebola crisis and the Philippines have been priority contexts in the last two years. Flash appeals include a wide range of scenarios (natural disasters, conflicts) such as Mozambique, Democratic Republic of Congo, Central African Republic, Panama, Uganda, Pakistan or Honduras.

**Role of early warning**

Early assessment and analysis of needs is crucial. Spanish humanitarian aid, through the AECID, has worked to develop a network and diversify its sources of information, from international flash appeals –CICR, UN Agencies, NGOs- to direct analysis carried out by the teams on the field. For this purpose HA has increased its presence in AECID offices overseas in Dakar, Jerusalem, Panama, Tindouf-Algeria and Amman (8 new HA officers).
7.3. Effective delivery, partnerships and instruments

**Tools available for protracted crises and recovery**
The catalogue of tools includes classical State grants, whose implementation period has been extended up to 2 years; and joint funds with AECID’s partners (UN Agencies, NGOs), tool that has revealed very useful. To incorporate more tools, a dialogue is now in progress with Humanitarian partners in order to contribute to pluri-annual programmes in certain contexts (Sahel), but it is still work in progress.

**Rapid response tools and mechanisms**
Spanish humanitarian assistance uses a pool of instruments and mechanisms to respond:
- AECID operates two Humanitarian Response Depots (HRDs), one in Torrejón Air Force Base in Madrid, and another in Panama, in collaboration with the WFP, opened for emergency shipments in 2012.
- SC has also financed and supports the WPF HRD in Las Palmas de Gran Canaria (Spain), officially handed over to the World food Program in July 2014, but operative since 2012, which has had particular relevance in the international response to the Ebola crisis.
- SC funds with significant contributions the Central Emergency Response Fund (CERF) and the IFCR’s Disaster Relief Emergency Fund (DREF).
- There are also emergency agreements with NGOs, starting 2007, through open grants which have resulted to be a flexible and effective tool for rapid response.

**Partnerships with the humanitarian community**
In the last three years, SC has reinforced its cooperation with partners of the humanitarian community at all levels, promoting the humanitarian agenda in foreign policy, along with other international humanitarian organizations, public and private. AECID has also worked on mechanisms to facilitate Humanitarian NGOs intervention in singular cases, such as the activities of MSF in Turkey regarding the Syrian conflict.

**Co-ordination with other donors**
SC has increasingly coordinated its activities with the Humanitarian donor community. Following 2011 DAC Review recommendations, Spain makes efforts to outreach other like-minded donors in order to formulate common responses. It is particularly active in the OCHA Donor Support Group, and actively promotes IASC Transformative Agenda. At the European level, AECID is actively participating in COHAFAs group’s agenda, both global and specific. It has also a role in the incoming World Humanitarian Summit (2016). Spain also fosters multilateral coordination in those contexts where it operates, such as the case of the UN High Level Group on Syria, where Spain co-chairs with Jordan and New Zealand.

7.4. Organisation fit for purpose

**Co-ordination across government**
Spanish HA has clearly improved co-ordination across government at all levels (political, strategic, technical and operational) since last DAC Peer Review in 2011, with special emphasis in articulating every State intervention in coherence with the GHD.

The most important co-ordination mechanism developed is the national Contingency Plan for Emergencies Overseas, elaborated in order to offer a direct response in crisis when required by Government. AECID has a prominent role in the working group established in the plan, along with other units of MAEC and Ministers of Defense and Interior.
Coordination with Autonomous Communities has also experienced important advances. Negotiations on a global agreement on humanitarian assistance joint programming began in 2014. AECID is now joint programming with offices in charge of humanitarian assistance from seven Autonomous Communities. AECID coordinates the operative level together with another four Communities, through a permanent working group. For this purpose a joint fund has been created in 2015, where AECID has already provided with EUR 1 million.

AECID has also participated in all the intergovernmental working groups created whose topic would have implications to Spanish HA. That is the case of the groups on the Foreign Action Law and the Civil Protection Law. It also participates actively in ad hoc groups established under the National Security Council, called by the office of the President, and other crisis such as the Haiyan Typhoon in 2013 and the 2014 Ebola crisis committee.

**Humanitarian staff and systems**

In 2013 and 2014 AECID has reinforced its staff overseas with new 8 HA officers, posted in Central America, West Africa and the Middle East. Staff in headquarters and in the field has followed specific humanitarian training through 2014, as well as officers from NGOs involved on humanitarian action on security management. Different courses and seminars were held to improve the skills of HAO staff (Panama 2014, Cartagena de Indias 2015). Additionally from 2013 to 2014 a diagnosis on security in hostile contexts was carried out by international experts (OXFAM, ICRC) in close co-operation with the NGDO national platform (Coordinadora ONGD). A training programme for those institutions, designed to secure harmonization of emergency response standards is programmed for 2015-2016. A global security framework for HA staff working on the field is currently been developed by AECID.

**7.5. Results, learning and accountability**

**Monitoring own performance**

Following SC new evaluation policy, SC has increased its attention on carrying out evaluations of processes and performances. In 2012 four evaluations were carried out by outsourced consulting on HA performance in Palestine, Saharawi Population, Ethiopia and Sudan. Responses are evaluated with own AECID means, either by checking global reports from other actors or analyzing information obtained in the field by AECID teams.

**Communicating results**

Aligned with AECID global communication strategy, in the last three years, a pro-active approach has been developed, based on public exposure of what Spanish HA does and why.

At the political level, AECID has received and answered more than 250 parliamentary questions during 2013 and 2014, and participated in public parliamentary hearings in the Commissions of Defense, Interior, Foreign Affairs, and Cooperation to Development.

Since 2013, AECID publishes in the website the HA Operative Plans and Reports (global and for each different context) and feeds its social networks: Twitter, Facebook. Within AECID communicating effort, it regularly collaborates with TV stations and newspapers hosting and guiding reports in the field.

To engage the humanitarian community, the HAO maintains its public fora “Humanitarian Dialogues”, and in the last 2 years has hosted public meetings with significant actors such as: the President and Director General of ICRC, Yves Daccord, UN UnderSG Baroness Amos, and EU Commissioner Georgieva, DG ECHO, Claus Soerensen or the Executive Director of the WFP, Etharin Cousin.
ANNEX 1. SPANISH DEVELOPMENT COOPERATION SYSTEM

Spanish Development Cooperation System

State General Administration
Spanish Government

- Ministry of Foreign Affairs and Cooperation
- Ministry for the Treasury and Public Administration
- Ministry of Employment and Social Security
- Ministry of Home Affairs
- Ministry of Agriculture, Food and Environment
- Ministry of Public Works
- Ministry of Economy and Competitiveness
- Ministry of Justice
- Ministry of Education, Culture and Sport
- Ministry of Industry, Energy and Tourism
- Ministry of Health, Social Services and Equity

Regional Administration Autonomous Communities

Andalucía
Asturias
Canarias
Cataluña
Castilla y León
Galicia
Madrid
Navarra
Valencia
Aragón
Baleares
Cantabria
Castilla-La Mancha
Extremadura
La Rioja
Murcia
País Vasco

Local Administration

Universities

Civil Society (NGDOs, partners, etc.)

Private Sector
ANNEX 2. STATE GENERAL ADMINISTRATION- SPANISH GOVERNMENT – ODA 2013

- Ministry for the Treasury and Public Administration: ODA: 779 M€ (43.5% Total)
- Ministry of Foreign Affairs and Cooperation: ODA: 504 M€ (28.2% Total)
- Ministry of Economy and Competitiveness: ODA: 263 M€ (14.7% Total)
- Ministry of Employment and Social Security: ODA: 20.8 M€ (1.2% Total)
- Ministry of Defence: ODA: 18.6 M€ (1.0% Total)
- Ministry for Home Affairs: ODA: 3.6 M€ (0.2% Total)
- Ministry of Education, Culture and Sport: ODA: 1.8 M€ (0.1% Total)
- Ministry of Agriculture, Food and Environment: ODA: 1.5 M€ (0.1% Total)
- Ministry of Industry, Energy and Tourism: ODA: 0.7 M€ (0.04% Total)
- Ministry of Public Works: ODA: 0.5 M€ (0.03% Total)
- Ministry of Health, Social Services and Equality: ODA: 0.2 M€ (0.01% Total)
## ANNEX 3. SPANISH COOPERATION TECHNICAL COOPERATION OFFICES (AS OF MARCH 2015)

<table>
<thead>
<tr>
<th>Region</th>
<th>Partner countries</th>
<th>Number of country offices</th>
<th>“New generation” partners</th>
<th>Regional hubs</th>
<th>Thematic offices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Latin America and the Caribbean</td>
<td>Bolivia, Colombia, Cuba, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Paraguay, Peru and Dominican Republic</td>
<td>12</td>
<td>4</td>
<td>5</td>
<td>Montevideo</td>
</tr>
<tr>
<td></td>
<td>Argentina, Brazil, Chile, Mexico, Venezuela and Uruguay</td>
<td></td>
<td></td>
<td></td>
<td>Panama¹ (UN hub and regional humanitarian logistics centre); Costa Rica¹ (Climate Change); and Abuja³ (support to ECOWAS)</td>
</tr>
<tr>
<td>North Africa and the Middle East</td>
<td>Mauritania, Morocco, Palestine and Saharawi Population</td>
<td>4</td>
<td>4</td>
<td>2</td>
<td>Cairo</td>
</tr>
<tr>
<td></td>
<td>Algeria, Iraq, Afghanistan, Tunisia⁴</td>
<td></td>
<td></td>
<td></td>
<td>Jordan⁷ (Syria/Iraq crises)</td>
</tr>
<tr>
<td>Sub-Saharan Africa</td>
<td>Mali, Niger and Senegal, Ethiopia, Equatorial Guinea and Mozambique</td>
<td>6</td>
<td>3</td>
<td>1</td>
<td>Cape Verde</td>
</tr>
<tr>
<td></td>
<td>Democratic Republic of the Congo, Angola and Namibia</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asia</td>
<td>Philippines</td>
<td>1</td>
<td>3</td>
<td></td>
<td>Cambodia, East Timor, Vietnam⁵</td>
</tr>
</tbody>
</table>

**TOTAL** 23 14 6 2 4

1. These field offices will be maintained; in the case of Saharawi Population, this office is in Algeria. The two regional hubs have a mandate to cover several countries.
2. This refers only to closures of AECID’s Technical Cooperation Offices/OTCs; this does not include closures of Cultural Centres, Training Centres and antennas that existed before.
3. This is a new office in the process of being created.
4. An antenna remains in Tunis to manage existing projects and assist with regional program.
5. The Viet Nam office is finishing all the projects and the TCO is expected to be closed in 2016.
## ANNEX 4. SECIPI HUMAN RESOURCE PROFILE

### SC Staff positions by work location 2014

<table>
<thead>
<tr>
<th>Organization</th>
<th>Positions</th>
<th>Sub-division</th>
<th>Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>SGCID</td>
<td>32</td>
<td>Cabinet</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sub-directorate General for Development Policies</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Evaluation and Knowledge Management Division</td>
<td>4</td>
</tr>
<tr>
<td>AECID</td>
<td>1063</td>
<td>Headquarters (Directorates and Departments)</td>
<td>460</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cabinet</td>
<td>26</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Planning, Aid Effectiveness and Quality Unit</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Communication</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Education for Development</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Directorate for Latin America and Caribbean</td>
<td>52</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Central America and the Caribbean</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Andean Countries and Southern Countries</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Water and Sanitation Cooperation Fund</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Directorate for Africa and Asia</td>
<td>46</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sub Saharan Africa</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Maghreb-Mashrek-Asia</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Directorate for Horizontal and Financial Multilateral Cooperation</td>
<td>76</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sectorial Cooperation</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Multilateral Cooperation</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>NGOs</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial Cooperation-Fund for the Promotion of Development (FONPRODE) Office</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Directorate for Cultural and Scientific Relations</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cooperation and Cultural Promotion</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>University and Scientific Cooperation</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cultural and Scientific Relations Coordination</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Humanitarian Aid Office</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Emergency and Post-Conflict</td>
<td></td>
</tr>
<tr>
<td>General Secretariat</td>
<td>151</td>
<td>Human Resources and General Services</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Economic, Financial and Budgetary Management</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Information Technology</td>
<td></td>
</tr>
<tr>
<td>Overseas</td>
<td>603</td>
<td>America</td>
<td>382</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Africa</td>
<td>195</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Asia</td>
<td>26</td>
</tr>
<tr>
<td><strong>TOTAL MAEC</strong></td>
<td><strong>1095</strong></td>
<td>**</td>
<td>**</td>
</tr>
</tbody>
</table>
### ANNEX 5. ODA INFORMATION

#### BREAKDOWN OF 2013 NET ODA BY AGENTS

<table>
<thead>
<tr>
<th>AGENTS</th>
<th>Bilateral</th>
<th>Multilateral</th>
<th>Multilateral</th>
<th>Total general</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>General State Administration</td>
<td>469 131 229</td>
<td>47 209 043</td>
<td>1 076 793 746</td>
<td>1 593 134 017</td>
<td>89.08%</td>
</tr>
<tr>
<td>Ministry for Foreign Affairs and Cooperation</td>
<td>308 956 030</td>
<td>45 576 633</td>
<td>149 017 653</td>
<td>503 550 316</td>
<td>28.15%</td>
</tr>
<tr>
<td>Ministry for the Treasury and Public Administration Services</td>
<td>296 853</td>
<td>778 248 685</td>
<td>778 545 538</td>
<td>2 226 183 508</td>
<td>43.53%</td>
</tr>
<tr>
<td>Ministry of Economic Affairs and Competitiveness</td>
<td>115 392 524</td>
<td>15 000</td>
<td>147 840 971</td>
<td>263 248 496</td>
<td>14.72%</td>
</tr>
<tr>
<td>Ministry of Employment and Social Security</td>
<td>20 182 840</td>
<td>699 954</td>
<td>0</td>
<td>20 882 794</td>
<td>1.17%</td>
</tr>
<tr>
<td>Ministry for Defence</td>
<td>18 570 227</td>
<td>18 570 227</td>
<td></td>
<td></td>
<td>1.04%</td>
</tr>
<tr>
<td>Ministry for Home Affairs</td>
<td>3 603 067</td>
<td>3 603 067</td>
<td></td>
<td></td>
<td>0.20%</td>
</tr>
<tr>
<td>Ministry of Education, Culture and Sport</td>
<td>1 046 538</td>
<td>736 200</td>
<td>1 782 738</td>
<td></td>
<td>0.10%</td>
</tr>
<tr>
<td>Ministry of Agriculture, Food and Environmental Affairs</td>
<td>575 394</td>
<td>491 251</td>
<td>468 258</td>
<td>1 534 903</td>
<td>0.09%</td>
</tr>
<tr>
<td>Ministry of Industry, Energy and Tourism</td>
<td>151 719</td>
<td>371 387</td>
<td>700 606</td>
<td></td>
<td>0.04%</td>
</tr>
<tr>
<td>Ministry for Public Works</td>
<td>174 735</td>
<td>248 704</td>
<td>110 592</td>
<td>534 031</td>
<td>0.03%</td>
</tr>
<tr>
<td>Ministry of Health, Social Services and Equality</td>
<td>181 301</td>
<td>181 301</td>
<td></td>
<td></td>
<td>0.01%</td>
</tr>
<tr>
<td>Regional Administration-Autonomous Communities</td>
<td>136 544 593</td>
<td>2 367 408</td>
<td>138 912 001</td>
<td></td>
<td>7.77%</td>
</tr>
<tr>
<td>Andalucía</td>
<td>44 044 161</td>
<td>1 900 000</td>
<td>45 944 161</td>
<td></td>
<td>2.57%</td>
</tr>
<tr>
<td>País Vasco</td>
<td>31 296 262</td>
<td>0</td>
<td>31 296 262</td>
<td></td>
<td>1.75%</td>
</tr>
<tr>
<td>Cataluña</td>
<td>15 152 103</td>
<td>15 152 103</td>
<td></td>
<td></td>
<td>0.85%</td>
</tr>
<tr>
<td>Extremadura</td>
<td>10 550 951</td>
<td>427 408</td>
<td>10 978 359</td>
<td></td>
<td>0.61%</td>
</tr>
<tr>
<td>Castilla - La Mancha</td>
<td>5 739 705</td>
<td>5 739 705</td>
<td></td>
<td></td>
<td>0.32%</td>
</tr>
<tr>
<td>Navarra</td>
<td>5 260 584</td>
<td>5 260 584</td>
<td></td>
<td></td>
<td>0.29%</td>
</tr>
<tr>
<td>Asturias</td>
<td>5 086 475</td>
<td>5 086 475</td>
<td></td>
<td></td>
<td>0.28%</td>
</tr>
<tr>
<td>Galicia</td>
<td>4 649 062</td>
<td>4 649 062</td>
<td></td>
<td></td>
<td>0.26%</td>
</tr>
<tr>
<td>Castilla y León</td>
<td>4 245 880</td>
<td>4 245 880</td>
<td></td>
<td></td>
<td>0.24%</td>
</tr>
<tr>
<td>Aragón</td>
<td>3 723 395</td>
<td>3 763 395</td>
<td></td>
<td></td>
<td>0.21%</td>
</tr>
<tr>
<td>C. Valenciana</td>
<td>2 133 375</td>
<td>2 133 375</td>
<td></td>
<td></td>
<td>0.12%</td>
</tr>
<tr>
<td>Baleares</td>
<td>1 417 204</td>
<td>1 417 204</td>
<td></td>
<td></td>
<td>0.08%</td>
</tr>
<tr>
<td>Madrid</td>
<td>1 326 296</td>
<td>1 326 296</td>
<td></td>
<td></td>
<td>0.07%</td>
</tr>
<tr>
<td>Canarias</td>
<td>870 058</td>
<td>870 058</td>
<td></td>
<td></td>
<td>0.05%</td>
</tr>
<tr>
<td>La Rioja</td>
<td>808 122</td>
<td>808 122</td>
<td></td>
<td></td>
<td>0.05%</td>
</tr>
<tr>
<td>Cantabria</td>
<td>240 960</td>
<td>240 960</td>
<td></td>
<td></td>
<td>0.01%</td>
</tr>
<tr>
<td>Local Administration</td>
<td>46 683 812</td>
<td>152 947</td>
<td>46 836 759</td>
<td></td>
<td>2.62%</td>
</tr>
<tr>
<td>Cataluña</td>
<td>11 301 218</td>
<td>150 000</td>
<td>11 451 218</td>
<td></td>
<td>0.64%</td>
</tr>
<tr>
<td>País Vasco</td>
<td>9 679 354</td>
<td>9 679 354</td>
<td></td>
<td></td>
<td>0.54%</td>
</tr>
<tr>
<td>Andalucía</td>
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### TOP 20 RECIPIENT COUNTRYS OF SPANISH BILATERAL ODA

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<th>2012 COUNTRY</th>
<th>2012 GROSS BILATERAL (Million Euro)</th>
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ANNEX 6. SPANISH POSITIONS IN POST 2015 AGENDA AND FINANCING FOR DEVELOPMENT

For the last 2 years Spain has been developing a comprehensive and coherent position for both the Post 2015 and the Financing for Development Agenda. The process has been led by the Secretariat General for International Development Cooperation following a thorough method of proposition, analysis, consultation and synthesis in order to build a consistent position in which the different stakeholders could contribute to the documents in such a way that their vision could be clearly recognized.

These parallel and however convergent processes through which Spain’s post-2015 positions have been put together have been highly appreciated by the different stakeholders (government, administration, civil society, academia, private sector, trade unions, the parliament, among others) represented in the Cooperation Council as a procedure that brings coherence to a universal agenda that will bring forward a new worldwide paradigm.

The Post-2015 Agenda process

An extensive consultation process has been followed, beginning in 2013 with the commissioning of a preliminary academic report. The First National Consultation took place in September 2013. The Spanish position was consolidated in 2014 through a process involving Spain’s Central State Administration, Autonomous Communities (Regional Governments), and the Advisory Council on Development Cooperation. It was presented for a Second National Consultation in September 2014, at the Spanish Parliament.

The Financing for Development Agenda

The process for establishing the position on Financing for Development is following a similar road. After a first report was entrusted to a group of academics to analyse the topics of special interest for Spain, a special meeting gathering this academic group and the main Ministries
with competences in this agenda (Economy and Commerce, Finance, Treasury and Tax Agency, Agriculture and Environment, Bank of Spain, Institute for Fiscal Studies, etc...) was held on 25\textsuperscript{th} February. Subsequently, a workshop on “Taxation and Equity” was held in Antigua (Guatemala) with experts from Central-America, Inter-American Development Bank, National Governments, and Spanish Ministry of Finance, etc.). Following this event a major national consultation was held with civil society, Administration, regional governments, Spanish experts at the MFIs, and other stakeholders in March 2015.

We are now in the process of building a Spanish position negotiating with the Ministries with competencies in FFD agenda and taking into account the view of other stakeholders. At the same time, we are contributing to the Addis Conference Draft and to the European Council Conclusions.

**Policy Coherence in the Spanish post 2015 and FFD positions**

The Spanish Cooperation is actively participating in the post 2015 international processes, while at the same time the national position is being built in an inclusive manner in order to ensure and promote policy coherence of the position to be built and defended. Following such a process, stakeholders have a greater sense of ownership for decisions made. Determining the position of the Spanish Government included expert reports, consultation open to all development cooperation organisations and institutions, and working groups, achieving a proposal that identified various principles for the new post-2015 development agenda, along with a list of 12 goals.

The Spanish Cooperation drafted the Official Spanish position that was consolidated in 2014 through a process involving Spain’s Central State Administration, its Regional and Local Governments, and the Post2015 Working Group of the Advisory Council on Development Cooperation. Four different drafts were discussed in the process.

We believe that in order to bring forward the post 2015 Agenda, effective coordination and ensuring policy coherence for sustainable development are crucial, provided that this is a comprehensive and universal agenda that affects all countries and all policies. Thus, all the stakeholders need to participate in order to build this holistic approach for a new agenda. We believe the action must come from a reshaping of our priorities and of our political structures in which policy coherence has a fundamental role to play.

Agreed positions between the different parties are essential to ensure that this delicate balance is taken forward. Our position is that our main goal is to build synergies between the different policies and take into account development objectives. Not only the drafting of such policies but also procedures, instruments and mechanisms implied at all levels, and secure adequate resources and share best practice to further these aims.

Both processes need to be addressed and tackled in such a way that policy coherence for development is not only strengthened but guaranteed. Both the procedures described have been a success in terms of building a position that addresses the different visions, needs and interests of the stakeholders involved with the ultimate and most important objective of building “The World We Want”.

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ANNEX 7: AECID’S INTEGRATED MONITORING SYSTEM

Over the past few years the Spanish Agency for International Development Cooperation (AECID), in coordination with SGCID, has been promoting different processes which aim to establish the foundations for an organization culture which is better oriented towards the achievement, monitoring and evaluation of development results.

This concern was included in the current Spanish Cooperation Master Plan as well as in the Agency’s Strategic Plan 2014-2017. Both documents place special emphasis on management for development results and on the need to strengthen monitoring and evaluation systems to improve delivery, learning and accountability. In order to apply this approach, in 2014 AECID has worked together on designing an integrated system for the whole organization to be applied progressively over the next few years.

This system, coordinated by the planning unit in AECID (Unidad de Planificación, Eficacia y Calidad de la Ayuda / UPEC) in consultation with the Planning Unit at SGCID, will incorporate a management model oriented towards results based on monitoring of performance on all levels. This implies the formalization of strategic planning as a central axis for defining results, a rigorous process of budget allocation linked to institutional goals and a common logical chain of results for the whole organization.

This model covers the two main areas of activity of the Spanish Cooperation and for each area it provides a series of planning and monitoring tools:

1. **With respect to development and humanitarian action (HA) goals.** This refers to development and humanitarian strategies and interventions which AECID carries out in partner countries and humanitarian contexts.

   - **AECID’s Country Programmes:** This is the main instrument for strategic planning for external activities. The country programme is linked with Spanish Cooperation’s Country Partnership Framework (CPF) in terms of its content and time frame, although it is circumscribed to the Agency. With regards to the content, the country programme details AECID’s activities for each of the results defined in the respective CPF. These programming documents could include HA activities which are not in CPFs (because this is signed with partner countries). Each programme must include a results framework for monitoring AECID’s performance. This document is also a key reference for identifying interventions in that country since Agency resources should be mainly focused on achieving the specified results.

   The main tool to monitor the programme is the annual monitoring report. This aims to verify the degree in which there is progress in the expected results. It also allows for an assessment of the levels of budget and management execution. This may include comments addressing risks and problems in the main interventions.

   Other planning documents for regional and thematic programmes will be prepared to link these multi-country instruments with results defined in the appropriate contexts.

   - **Annual intervention plan (PAI).** This is the key instrument for operative planning of the Agency’s interventions. The PAI is closely linked with the
annual budget allocation process, so it should serve as the basis for taking decisions on which interventions to carry out each year. It is composed of a list of interventions linked with the expected results included in the country programmes. These interventions include those financed through the present annual budget as well as those projects or programmes which began in earlier years. In this regard, the PAI provides a tool to control and promote an allocation of resources which is more in accord with strategic goals defined in each country or context.

2. **With regards to corporate-level goals.** This refers to the management related to the Agency’s institutional strategy, focused on internal improvement and change processes:
   
   - **AECID’s Strategic Plan.** This is the main strategic planning tool related to internal management aspects. It defines goals and results which serve to roll-out the mandate contained in the respective Master Plan. It has a four-year period of operation and is the main basis for accountability on the Agency’s performance vis-à-vis the Spanish government as a whole. It is organized around Strategic Goals and includes a results framework for each goal. This framework also cites key monitoring indicators. It is monitored annually.
   
   - **Annual road maps.** Each of the Agency’s departments and external units prepares a road map in which it plans the activities it expects to carry out that year in order to contribute to the results defined in the Strategic Plan. These road maps are monitored internally by the units themselves, although once a year a centralized report in prepared to assess overall progress.

In 2015 this system is being tested through a series of pilot exercises in 6 countries as well in AECID HQ. Intensive training of the Planning Unit staff is in progress. As a result, a more definitive design of the monitoring system should be in place in 2016, including a specific technological programme.
ANNEX 8. MASAR PROGRAMME

In December 2012 the Spanish Agency for International Development Cooperation launched a regional programme for the accompaniment of democratic governance processes in Northern Africa and the Middle East countries. With the “Masar”, which means “path” in Arabic, the Spanish Cooperation intends to contribute to the success of the democratic reform processes which started in this region after late 2010.

Each country has its own process; therefore, according to the principle of ownership and to a demand-driven approach, we only consider the concrete demands from local stakeholders. We believe that the success of these reform processes will depend on whether governments meet the demands of their societies. That is why the Masar Programme is structured along two axes: public institutions and civil society agents which promote changes.

Therefore, Masar assists public institutions in their modernization and training of civil servants to lead the design and the development of policies that ensure democratic governance, social and economic development and finally the respect for human rights and gender equality.

In parallel, Masar supports the empowerment and strengthening of civil society organisations financing projects that increase their capacity to elaborate proposals, to lobby and to demand institutional accountability.

The interaction of both axes is crucial: Masar also supports the dialogue channels and the creation and improvement of social and political mechanisms for discussion and coordination between institutions and CSO in order to strengthen democratic governance.

There are Masar activities currently in: Morocco, Algeria, Libya, Tunisia, Egypt, Palestine, Jordan, Lebanon, Syria and Mauritania.

Some of the main sectors and activities within the framework of the Masar Programme are:

*Human rights and democracy*

The respect for citizen rights and freedoms is considered as a very important issue to address as well as the constitutional and legal recognition of basic rights. Therefore Masar supports the review of the current legislation or of the new regulatory projects, so that they are consistent with the international commitments formally made.

In addition to regulations, we have been working to strengthen institutions and train public servants in human rights, in particular those in the security forces.

As an example the Spanish Agency has organized a course on “gender and security” to representatives of the Ministry of Women Affairs and Security Forces members.

Another sector is *the judiciary*, as an independent power that ensures Rule of Law. It is of extreme importance to pinpoint the improvement of access to justice for the most vulnerable persons as a priority, especially when it comes to women as victims of gender based violence. As an example, we have organized a study tour for Egyptian judges and prosecutors in order to exchange views with Spanish experts concerning the Spanish experience during its transitional period. We have also organized a seminar about money laundering and fight against corruption for the Egyptian Center of Judiciary Studies in Cairo with the participation of Spanish experts.
Another example is the seminar which was held in Amman to provide specialized technical training to staff of the Ministry of Justice, Central Bank and Security Forces in the fight against corruption and financial crimes.

Support to democratic reforms and inclusive political dialogue. The Masar Program supports the democratic reforms that are taking place in the MENA region. It fosters the inclusive debate during the drafting of the new constitutions and the creation of new laws.

Gender equality and the full participation of women in public life are among the most important priorities of the Programme. Masar has specific actions to support these objectives through the empowerment of women and the strengthening of public institutions –directly responsible or not for promoting gender equality- and social organizations which its main goal is the defense of women rights. In addition, gender mainstreaming is considered in all the projects and activities of the Programme as a key entry point in all matters.

Within the Masar Programme some grants have been awarded to support gender equality: to the Egyptian Ombudsman Office for Gender Equality to strengthen the capacity of its staff and partners (volunteer lawyers, Equal Opportunity Units and Non-governmental Organizations) in analyzing and solving women’s complain, in influencing legislators and policy makers to address gender inequalities in regulations and policies; to the Ministry of Women’s Affairs of Palestine to strengthen the capacity of local council elected candidates to foster gender equality in their municipalities; to the Ministry of Justice of Morocco in order to support improved access to justice for women victims of domestic violence; and to the Secrétariat d’Etat des Affaires de la Femme et de la Famille of Tunisia to support the National Strategy to promote and improve the situation of rural women and their contribution to local development.

Several study visits to Spain have been organized for social worker, civil servants and members of civil society associations interested in exchanging ideas and observe the Spanish regulation on gender equality and its implementation at national, regional and local level; other visits have focused on the Spanish legal and institutional framework to combat violence against women and the social services to assist the victims of gender based violence. Female parliamentarians and members of associations and networks from Morocco were also welcomed to exchange ideas on gender equality regulation and the functions of the Equality Commissions in the Parliament; and a course on “Gender and Security” was organized to representatives of the Ministry of Women Affairs and Security Forces members of Palestine.

In order to directly attend civil society demands and support their initiatives, some projects have been financed with the following purposes: creating a mass of qualified women who can actively participate in the Egyptian local council and parliament elections, and to increase the trust of the society towards female candidates; increasing the political rights of women and their access to the political life in Egypt; promoting women’s rights and social dialogue to fight against gender-based violence and all kind of legal discrimination towards women; strengthening the capacity to protect working girls in Mauritania; eradicating female genital mutilation and all kind of violence against women in Egypt; and strengthening the capacity of “Amazing women” to participate as candidates in local elections in Morocco. The types of interventions we have been working on a bilateral basis and also on a regional level could be grouped in 4 types:

1. Training of human resources: Training of Trainers courses which are carried out in Spain mainly in judiciary, penitentiary and community policing.
2. Technical assistance and public policy consulting which includes displacement of experts during short period missions.
3. Exchange of good practices, for example “study tours” of members of the committees responsible for drafting new laws. During the visits and courses, we try to enhance the exchange of views between the visitors and the Spanish trainers and experts.

4. Research in social and political affairs

The Masar Programme budget allocated for the period 2012-2015 reaches the amount of EUR 10.4 million.
ANNEX 9. APIA: SUPPORT PROGRAMME FOR INCLUSIVE POLICIES IN AFRICA

Over recent years, the countries of Sub-Saharan Africa have been experiencing remarkable macroeconomic growth, with many of them recording spectacular figures. The challenge now is to ensure that this growth is inclusive, reduces poverty and does not create new inequalities. Both the governments and citizens of these African countries are aware of this challenge and have begun to propose measures (from a national or regional level) to ensure that this sustained economic growth helps to create more cohesive and fairer societies.

The Support Programme for Inclusive Policies in Africa (APIA), a Spanish development cooperation initiative, has been created in 2015 to accompany this process and to provide African countries (both governments and societies) with assistance in drawing up, implementing and monitoring inclusive public policies. Hence, the Programme supports:

- The design or review of inclusive public policies;
- The process of seeking, identifying and mobilising the (internal and external) financial resources required to implement said policies;
- The establishment of efficient and effective management mechanisms, with particular emphasis on the participation of civil society and accountability.

Two items deserve special attention from the Programme: firstly, incorporating decentralisation as an aspect that can improve the management of inclusive public policies; and secondly, encouraging civil society to participate at all stages of the process (identifying needs and priorities, monitoring and accountability), ensuring that women are given a prominent role.

The Programme is built upon an essential principle: it supports local, endogenous processes that are already underway (or have at least already been outlined by our local partners); it does not intend to start processes that have not already been locally prioritised or create new—and perhaps artificial—needs from outside. In short: local ownership, accompaniment and alignment.

The Programme’s geographical scope comprises the Sub-Saharan countries classed as priority partners in the Fourth Master Plan for Spanish Cooperation, as well as the African regional organisations that have been consolidated as Spanish development cooperation partners (ECOWAS, African Union, UNECA or NEPAD). Exceptionally, to guarantee coherence between regional and bilateral approaches, other African countries may participate in the Programme as part of a regional activity framework or of harmonisation of national policies led by one of the aforementioned regional partners.

APIA is jointly managed by the Spanish Agency for International Development Cooperation (AECID) and the International and Ibero-American Foundation for Administration and Public Policies (FIIAPP). Depending on the nature and content of interventions, other entities within Spain’s public administration or organisations from civil society may be asked to participate. African public institutions (regional, national or local) and African civil society organisations are engaged in the design and implementation of all the Programme’s activities.

The Programme’s budget for 2015 amounts to EUR 1 million; additional funds will be allocated to the Programme for the coming years.
ANNEX 10. GLOSARY

**AECID’s Management Contract**

In February 2009, AECID presented a proposal for the first Management Contract which serves as one year operational plan. The management contract is regulated by the Spanish state agencies law in its Chapter III on transparent management by objectives. This instrument includes goals assumed and also the human, material and financial resources required by the agency, and strategic plans to achieve them.

**Country Partnership Framework**

This is the main instrument for geographical and strategic priority countries. It is a new shared strategy with partner country towards common goals and visions of human development and poverty eradication. It integrates the maximum number of actors with impact on development, with a close dialogue and joint work with the partner country (government and civil society) and with other donors. It enhances coordination between Spanish actors.

**Development Cooperation Council**

The advisory body to the General State Administration participates in defining the international development cooperation policy. Representatives from the civilian population and social agents participate in the Council with representatives from the General State Administration. The Council is attached to the Ministry for Foreign Affairs and Cooperation through the Office of the Secretary of State for International Cooperation and regulated by Law 23/1998, regarding responsibilities, duties, composition and organization of the Council for Cooperative Development.

**Inter-ministerial Committee for Development Cooperation**

The Inter-Ministerial Committee for development cooperation (originally created in 1986) is the inter-departmental technical coordinating body of the General State Administration on issues of cooperative development. It is attached to the MAEC through the SECIPI. Duties are: establishing directives to facilitate coordination, reporting on and submitting proposals for the MP and reporting documents, and knowing the results of follow-up.

**Inter-territorial Commission for Development Cooperation**

The Inter-territorial Commission for Development Cooperation gathers public administrations (national state, regional governments and local authorities) that carry out cooperation for development activities. Its objectives and duties are: coherence and complementarity of activities performed by administrations; increasing effectiveness and efficiency by joint identification, formulation and execution; and reporting on and submitting proposals for the MP and reports.

**International and Ibero-American Foundation for Administration and Public Policies (FIIAPP)**

The goal of the FIIAPP is the development of activities related to the creation, promotion and consolidation of public institutions in the areas of Democratic Government, State Reform and the Modernisation of Public Administration and any other task with which it is entrusted within the field of international cooperation.
Water and sanitation fund It is a special grant fund created by the government of Spain to help countries in Latin America and the Caribbean expand water and sanitation services and support their efforts to reach the Millennium Development Goals for the sector. The government of Spain has partnered with the IDB to facilitate project identification and preparation, supervise project execution and evaluate each project’s results. This partnership capitalizes on the IDB’s presence in every country in the region and on the knowledge of the IDB’s sector specialists in its country offices, as well as on its extensive portfolio of water and sanitation projects, and its rigorous system for project evaluation and quality control.
ANNEX 11. REFERENCES

  

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- Evaluation of the Management of Programme-based Aid 2005-2010 (in Spanish)
  


- Good Humanitarian Donor Principles
  


- INTERCOO-nect@ (in Spanish) [http://www.aecid.es/ES/intercoo-necta](http://www.aecid.es/ES/intercoo-necta)

  

- **Country Framework Partnership agreements for various countries** (in several languages)
  [http://www.exteriores.gob.es/Portal/es/SalaDePrensa/Multimedia/Publicaciones/Paginas/Cooperacion/Planificacion.aspx](http://www.exteriores.gob.es/Portal/es/SalaDePrensa/Multimedia/Publicaciones/Paginas/Cooperacion/Planificacion.aspx)

- **AECID Annual Reports, 2012-2013** (in Spanish)

- **Guidelines for Country Framework Partnership agreements, 2013** (in Spanish)
  [http://www.exteriores.gob.es/Portal/es/SalaDePrensa/Multimedia/Publicaciones/Documents/Cooperacion/Planificacion/Planificaci%C3%B3n%20pais/MAP-Metodologia%202013%20SGCID.pdf](http://www.exteriores.gob.es/Portal/es/SalaDePrensa/Multimedia/Publicaciones/Documents/Cooperacion/Planificacion/Planificaci%C3%B3n%20pais/MAP-Metodologia%202013%20SGCID.pdf)

- **MOPAN** [http://www.mopanonline.org/](http://www.mopanonline.org/)

- **AECID Regulation for qualifying Development NGOs, 2013** (in Spanish)

- **AECID Regulation on grants to NGOs, 2011** (in Spanish)

- **Open Government Partnership Spain** [http://www.opengovpartnership.org/country/spain](http://www.opengovpartnership.org/country/spain)

- **Ministerial orders for closure of Cultural Centre in San Paolo and modification of Uruguay TCO** (in Spanish)

- **Spanish Cooperation Biaual Evaluation Plan 2012-2014** (in Spanish)

- **IV Master Plan, 2013-2016**
  [http://www.aecid.es/Centro-Documentacion/Documentos/Planificaci%C3%B3n/iv_master_plan_spanish_cooperation.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Planificaci%C3%B3n/iv_master_plan_spanish_cooperation.pdf)

- **Spanish Cooperation Evaluation Policy** (in Spanish)

- **Spanish position for Agenda post2015: “Compromiso universal por un desarrollo humano y sostenible”** (in Spanish)
- *Spanish position for Agenda post2015. Key messages (in Spanish):*
  
  [link to Spanish document](http://www.cooperacionespanola.es/sites/default/files/posicion_espanola_agenda_post2015_mensajes_clave_cooperacion_espanola.pdf)

- *Spanish position for Agenda post2015. Key messages (in English):*
  
  [link to English document](http://www.cooperacionespanola.es/sites/default/files/spain_position_post2015_key_messages_en_cooperacion_espanola.pdf)

- *MASAR Programme (in Spanish):*
  
  [link to MASAR Programme](http://www.aecid.es/ES/donde-cooperamos/norte-de-frica-y-oriente-proximo/programa-masar)

- *Royal Decree on the organic structure of the Ministry of Foreign Affairs and Cooperation, 2012 (In Spanish):*
  
  [link to Royal Decree](http://www.boe.es/boe/dias/2012/02/11/pdfs/BOE-A-2012-2078.pdf)

- *Royal Decree regulating international cooperation grants, 2010 (in Spanish):*
  
  [link to Royal Decree](http://www.boe.es/buscar/doc.php?id=BOE-A-2010-10102)

- *Network of Teachers for Development (in Spanish):*
  
  [link to Network of Teachers for Development](http://docentesparaeldesarrollo.blogspot.com.es/)

- *Monitoring and Transparency (PACI-ODA-FONPRODE, in Spanish):*
  
  [link to Monitoring and Transparency](http://www.exteriores.gob.es/Portal/es/SalaDePrensa/Multimedia/Publicaciones/Paginas/Cooperacion/Seguimiento.aspx)
## ANNEX 12. FOLLOW-UP TO THE RECOMMENDATIONS FROM THE 2011 PEER REVIEW

<table>
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<tr>
<th>DAC recommendations</th>
<th>Action planned/implemented</th>
<th>Impact (expected/actual)</th>
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<tbody>
<tr>
<td><strong>1. OVERALL FRAMEWORK FOR DEVELOPMENT CO-OPERATION</strong></td>
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</table>
| 1. **Narrowing the scope of Spanish co-operation**  
To increase its development impact, Spain should ensure its IV Master Plan (2013-2016):  
- Focuses on fewer countries, themes, and cross-cutting issues, and clearly prioritizes among them.  
- Develops clear criteria for selecting partner countries, with particular regard to the aim of reducing poverty. | The IV Master Plan/MP indicates 23 partner countries in which the major part of its aid will concentrate:  
The overall criteria for selection are included in the MP (Chap III.2), stressing the situation of human development and the potential impact of Spanish aid, as well as other factors (i.e., synergies with regional programs, other donor’s concentration plans, conflict situations, etc.  
AECID initiated a process of closing technical offices and other overseas units in 2012. The process of closing field offices is ongoing and will continue till the end of 2016.  
Spain began process of signing “new generation agreements” with several middle-income countries that are not in the partner country list but will continue to be partners, particularly with regards to regional public goods and support to South-South Cooperation. Agreements have already been signed with Mexico and Chile; negotiations are under way with Argentina, Brasil, Costa Rica, Panama and Uruguay.  
The IVMP also established 8 thematic priorities around which Spanish aid should focus. This represents shift from sector-based to results-based planning  
The CPF methodology was revised in 2013. This includes recommendations to focus country programmes on a maximum of three development results. | Good progress on geographic concentration process.  
It is too early to determine effects of MAP orientations aimed to strengthen thematic focus since only in late 2014 were most of the first MAPs completed for the partner countries. Preliminary analysis (Comunicación 2015) suggests that the country programs are more focused in terms of development results (as seen from the perspective of the Master Plan’s thematic priorities), but it is not clear how much advance there has been (since beforehand sectors were the references for this type of analysis).  
With regards to the effective use of cross-cutting issues a preliminary review of the MAPs signed (Comunicación 2015) shows that there is room for improvement; this will be the focus of efforts in 2015. |
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<td>the MP cross-cutting issues in the country planning process: gender equality and the environment, within a broad Rights-Based approach</td>
<td>The 2013 ODA Monitoring report includes markers on these issues showing a slight improvement in gender (24.7% of interventions take gender equality into account, vs. 22.7% in 2012). There are also increases in the cross-cutting effects in the environment.</td>
<td>NGOs will continue to be a key actor in the Spanish Cooperation system as can be seen in the large proportion of ODA that is channelled through them.</td>
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### 2. Developing a policy for working with civil society

To use the full potential of the government’s relationship with Spanish NGOs, Spain should:

- Lay out a clear policy outlining what it wants to achieve with, and through, development NGOs.
- Further refine its funding instruments to ensure that ODA to and through NGOs is allocated strategically and ensures results.

The MP established a commitment to develop a specific strategy for working with civil society organizations.

A meta-synthesis of a sample of evaluation reports of interventions financed by AECID through NGOs was carried out in 2013 in order to provide information that can feed the discussion.

To contribute to the debate with NGDO, AECID held a workshop in June 2013 on “the role of NGOs on public policies for development and NGO financing”, with large participation of NGDO (a summary is available).

A working group with representatives from SGCID, AECID and the association of Spanish NGOs (CONGDE), has been established to produce a first draft of the Strategy for discussion.

**Related to funding instruments**

- There was a modification of the AECID NGDO funding frame regulation (Orden AEC 2909/2011), approved in October 2011. It:
  
  a) Established separated credit for AECID pre-qualified NGOs. This implies earmarking more funds for multiannual partnership agreements (“convenios”), awarded only to pre-qualified NGOs after a rigorous assessment, negotiation and selection process.
  
  b) Included aid effectiveness criteria to assess proposals, especially results based management and transparency and accountability mechanisms.

AECID, the main public funding source for NGDO initiatives strives to improve the quality and transparency of its activities in this area. With regards to quality, the evaluation plan which was begun in 2014 aims to provide broader lessons that can feed into future funding and contribute to an ever more strategic approach. The Agency has advanced in transparency by publishing, for the first time in 2014, the evaluation fiches used to determine which projects/programmes are supported.
c) Laid down the need to design Biennial Evaluation Plans, to produce more strategic country-focused evaluations of NGOs initiatives. The first Plan was approved in 2014.

• With the exception of humanitarian interventions, ODA is only given to NGOs proposals in Spanish Association Partner Countries. Moreover, AECID attempts to achieve a strong fit between the interventions financed through NGOs and the geographical and sectorial priorities defined in the Country Partnership Frameworks. In this sense, 2013 call for proposals responded to the development results identified in the CPF.

• In order to provide more elements for further refining the regulatory frame, a benchmark study was finalised in June 2013 to review other donor’s instruments for financing NGOs.

In September 2013 the regulations concerning the pre-qualification of NGOs have been improved to further assess independence and social support of NGOs, as well as results delivery.

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<tr>
<td>3</td>
<td>1.3. Improving accountability: preparing for tougher economic times</td>
<td>Related to Education for Development</td>
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<td>AECID’s ED action is based on the 2007 Education for Development Strategy. Its implementation has been carried out mainly by a special unit established within AECID Director’s cabinet. Terms of reference for a comprehensive evaluation of SC’s ED were approved in 2014 and the final report will be available in the second half of 2015. Over the past years, the ED Unit has progressively opened new spaces for collaboration and coordination with other agents of ED, namely NGDO, Universities, Unions and Autonomous Communities, as well as reinforcing networking as a tool to improve coherence and harmonization and searching for synergies. Particularly AECID has developed financial agreements with NGOs for ED (pluri-annual long term interventions -4 years-, from EUR 1 million to EUR 3.5 million). It also funds</td>
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2. PROMOTING DEVELOPMENT BEYOND AID

2.1. Policy coherence

To monitor policy coherence development efforts in a way that informs and influences policy, Spain should:

- Strengthen its capacity to analyse policies for coherence, and ensure that information about policy coherence analysis and decisions flows freely and effectively between existing bodies.

A specialized unit for Policy Coherence has been established in SGCID to coordinate the PCD network and to provide analytical expertise to manage and analyze PCD within the Government.

This unit elaborates a biennial PCD report with information from all the Ministries. In 2013, the -already existing- PCD focal points network was re-launched. Each Ministry, including for the first time the Ministry of Foreign Affairs and Cooperation, appointed a focal point with the rank of General Director to this network in order to assist the PCD unit (at the Ministry of Foreign Affairs). The Network has been very active in collecting and providing the relevant information for the 2013 report.

With the PCD Focal points network we have shared information more efficiently with all the Ministries in order to monitor policy coherence and to set the Spanish Positions in International agenda (Post 2015 and Financing for Development)

Both documents have been an

67
The Network has been a key element in setting the Spanish positions both for the Post 2015 agenda as for the Financing for Development conference. There was also coordination work between the MAEC and the Ministry of Economy and Competitiveness, to establish a common position towards the International Agenda.

Following DAC recommendations, the revised Guidelines for the Establishment of Country Partnership Framework, include a chapter on Policy Coherence for Development, which implies the elaboration of a mapping process of Spanish non-ODA policies related to partner countries. This process is completed with a debate within the country based coordination team –where all Spanish actors working in the partner country are represented- about potential synergies between ODA and non-ODA policies. Additionally, there is a consultation in the headquarters addressed to enhance policy coherence that entails gathering with the Ministries, regional Administrations and NGOs specifically concerned in each case.

The ToR of the evaluations of CPFs carried out in 2013 and 2014 include a question about achievements in policy coherence.

In order to improve knowledge and to raise awareness on PCD, SGCID is currently setting up training courses on PCD aimed at civil servants (course at Diplomatic School and National Administration Institute INAP).

### 3. Aid Volume and Allocation

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<th>5</th>
<th><strong>3.1. Concentrating official development assistance</strong></th>
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<td>Using the pause in ODA growth and becoming more selective in how it allocates its aid could help Spain to improve the quality and effectiveness</td>
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<td>The IV Master Plan sets a reduction of Spain’s development partner countries from 50 in 2012 to 23 in 2016, closing or redesigning the field offices.</td>
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<td>Spain seeks to concentrate its aid in fewer countries, but at the same time it wants to maintain cooperation with MICs, with which it has established strong working relationships. With these countries Spain has modified its development</td>
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<td>Spain has narrowed the geographical focus, allocating a higher percentage of ODA in a smaller number of countries to be more effective.</td>
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<td>In 2012 the 23 priority countries</td>
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of its co-operation. To this end, Spain should:
- Narrow the geographic focus of its development aid to allow greater concentration of resources on fewer partner countries.

cooperation to a more strategic relationship, centered on capacity building and knowledge transfer. For that purpose New Generation Agreements have been established with some countries, and the field offices have been closed or redesigned.

New Generation Agreements signed:
- Argentina, TCO closed.
- Brazil, Cultural Center closed in 2012, TCO closed in 2013.
- Chile, TCO closed in 2013.
- Costa Rica, the TCO has been redesigned in a specialized office for environment and climate change, for Latin America and Caribe.
- México.
- Uruguay. The TCO in Montevideo, Uruguay, began to work in 2013 as a Regional Office, in charge of regional co-operation plus the follow-up of the phasing-out of other bilateral co-operation countries.

Some offices have adopted a different character to serve as regional hubs:
- Jordan. The TCO works as a regional office, also responsible for Lebanon and Syria, performing a crucial role with the Syrian refugees and Iraq crises.
- Panama, The TCO in Panama, has been transformed into a specialized office in Humanitarian Aid and Multilateral Cooperation.

So far, 14 offices have been closed. The TCO in Vietnam is working as a regional office to finish the cooperation projects still open in Bangladesh, Cambodia and Timor-Leste. The closing of all projects is foreseen for September 2016. After that moment the TCO in Vietnam will be closed. The Ministerial Orders to close the TCOs in Angola and Namibia have been published. The actual closing is foreseen for 2015 (detailed information can be found in Annex 3).

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<td>of its co-operation. To this end, Spain should: • Narrow the geographic focus of its development aid to allow greater concentration of resources on fewer partner countries.</td>
<td>cooperation to a more strategic relationship, centered on capacity building and knowledge transfer. For that purpose New Generation Agreements have been established with some countries, and the field offices have been closed or redesigned. New Generation Agreements signed:  - Argentina, TCO closed.  - Brazil, Cultural Center closed in 2012, TCO closed in 2013.  - Chile, TCO closed in 2013.  - Costa Rica, the TCO has been redesigned in a specialized office for environment and climate change, for Latin America and Caribe.  - México.  - Uruguay. The TCO in Montevideo, Uruguay, began to work in 2013 as a Regional Office, in charge of regional co-operation plus the follow-up of the phasing-out of other bilateral co-operation countries.</td>
<td>concentrated a 66.71% of the ODA geographically distributed (debt relief operations not included). In 2013, that amount increased to 69.21%.</td>
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<td>3.2. Conducting a strategic dialogue with decentralised actors</td>
<td>With regard to information sharing, given the multiplicity and heterogeneity of the Spanish co-operation actors, the launching of Info@OD, a unified system for co-operation transparency as the</td>
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<td>To increase transparency and cohesion, especially at country level, Spain should:</td>
<td>the collection, publishing and analysis of ODA information has been a step forward towards coordination, transparency and accountability. Info@OD Data Collection module was launched. Since 2012, all the Spanish co-operation actors reported their ODA flows through the web access tool to Info@OD Data Collection module (ODA 2011). On this module, all the co-operation activities of the Spanish Co-operation actors are collected with maximum detail. All the activities reported include all the data contained in the CRS ++ (including the markers) and some additional data that are interesting for Spanish co-operation (alignment with the Spanish Master Plan priorities, focus on priority partner countries, etc.). For the moment, collecting ODA funds is our focus, but some OOF and private flows (principally private Universities) are being collected as well. Info@OD Data Publishing and Analysis was launched. Available since December 2012. An open access tool for generating queries and data processing of the Spanish ODA. To improve coordination and complementarity, a Cooperation Framework Agreement has been already signed between SGCID and 12 Autonomous Communities. During 2015, the SGCID continues engaging with the rest of the Communities. An Agreement for Humanitarian Aid Joint Programming has been elaborated. It has approved by the Secretary of State for Budget and Expenditure, and is due to receive an updated positive report from the Secretary of State for Public Administration. So far, seven Autonomous Communities have expressed their interest in signing it (Galicia, La Rioja, Castilla-La Mancha, Islas Baleares, Madrid, Valencia y Extremadura).</td>
<td>Information is being provided to the interested stakeholders in HQ and in partner countries in a quicker, more accessible and user-friendly way. Moreover, Info@AOD increases coordination and coherence by allowing a more homogeneous and complete analysis of the whole activity carried by every single actor. As a result, decision making should be more qualified and strategic. Better communication inside Spanish Cooperation will increase shared experiences, and will boost the mutual benefits from learning from the different actors good practices. Coordination in the field, in headquarters and between HQ and the field is also foreseen to improve through the Coordination and Consultation Bodies, the PCD network and the participation in the elaboration of CPFs.</td>
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<td>• Ensure that all Spanish development actors, including sub-national ones, share information on their activities in the framework of co-operation at country level, and that partner country government at central and local levels are fully informed.</td>
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<td>3.3. Ensuring that Spain’s multilateral contributions are strategic</td>
<td>The Master Plan indicates Spain will refine its multilateral cooperation based on 4 principles: concentration; effectiveness; participation and mutual responsibility. With regards to this framework to achieve greater impact, the MP notes the importance of learning from experience as well as from the collective information.</td>
<td>Spain has made advances in the strategic quality of its multilateral contributions. It is active in MOPAN and has recently carried out an</td>
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<td>To strengthen its strategic</td>
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4. ORGANIZATION AND MANAGEMENT

4.1. Creating clear links between Spanish co-ordinating bodies

To use the full potential of all Spanish development actors and ensure co-ordination, Spain should:

- Review how its co-ordinating bodies add value to development co-operation, and ensure that they work in a complementary way so that the

The IV Master Plan encourages a more strategic dialogue among actors of the Spanish cooperation system, on the management and funding aspects of programs, as well as on each stakeholder’s contribution to the system.

The Secretary General of SGCID chairs the three main coordination/consultation bodies and his services act as Secretariat and coordination unit for all of them.

Since 2012, the Development Cooperation Council and the Inter-territorial and Inter-ministerial Commissions for Development have been involved in many key

These organisms offer spaces to improve mutual understanding between Spanish Cooperation actors; this may lead to greater complementarity and a division of labour.

The Development Council and the Inter-ministerial Committees, in
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<td>outcomes of discussions inform technical, policy and strategic decision-making across government.</td>
<td>To take more into account the points of view of different actors, several working groups have been created in the Development Cooperation Council.</td>
<td>particular, have a potential to contribute to improved policy coherence for development because they bring together different ministries and other actors to analyze and debate key issues.</td>
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<td>To avoid overlap, in 2013 the Sectorial Conference on Development was dissolved and its competencies have been attributed to the Inter-territorial Commission.</td>
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<td>The Spanish Cooperation website offers a shared space for a further and more transparent dissemination of the documents (minutes, reports, etc.) produced by the coordination bodies. All actors are also invited to join in and supply their own information and materials for system-wide dissemination.</td>
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<td>To further increase coordination and mutual knowledge of the activities being carried and planned by different actors, the Development Cooperation Council is regularly informed of the activities of the Inter-territorial Commission and a member of the former’s secretariat is invited to the latter’s meetings.</td>
<td>They are also important as vehicles for increased participation of relevant stakeholders in reflections related to decision making processes.</td>
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<td>The structure of working groups within the Development Cooperation Council is regularly revised and updated to keep track of current affairs in the cooperation arena and of actors’ concerns.</td>
<td>In sum, these bodies should provide an increased sense of ownership by all actors of the SC system.</td>
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<td>The webpage will be maintained and upgraded and all actors are actively encouraged to upload their materials so that the page becomes a real virtual meeting-place for Spanish Cooperation.</td>
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9. **4.2. Taking the step from evaluation to learning**

To demonstrate results and promote processes. They participated in the consultations for the elaboration of the IV Master Plan and are informed about the relevant issues and in the case of the Council, it expresses its formal opinions on all major policy documents. The IV Master Plan highlights the importance of both managing for development results and improving knowledge management (information management, monitoring, evaluation and communication). There is greater knowledge, awareness and culture of evaluation in the Spanish...
a learning culture:
• DGPOLDE (now SGCID) and AECID should roll out their tools for managing for development results in all country offices, and train staff to define targets and indicators that make it possible to monitor the impact of development assistance interventions.
• Spanish co-operation should use the information on results that it gains from its evaluations to influence policy, programming and institutional learning, and to inform the public.

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<td><strong>Related to management for development results</strong></td>
<td>A management results framework of the IVth Master Plan has been published as a step towards a development results framework.</td>
<td>Cooperation.</td>
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<td>The CPF Methodology has been reviewed to improve the logic of the results chains and their monitoring and evaluation systems. All the new CPFs include Development Results and a Management Results Framework to assess the achievements.</td>
<td>The strategic orientations and standardized practice on evaluation will increase the quality, credibility and use of evaluations, and will optimise available resources, though the selection and design of the right evaluations at the right moment.</td>
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<td>An in-depth review of CPFs was being carried out as a result of evaluations carried out in 2014. CPFs will be better tailored to differentiated partner countries’ needs and efforts will concentrate in fewer results.</td>
<td>Participation of the different stakeholders in the evaluation processes, and monitoring uptake of evaluations through a management response system, will improve the use of evaluation for learning and for making more evidence-based decisions.</td>
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<td>Since 2012, AECID has prepared annual road maps to promote results-orientation; these are monitored on a semester basis.</td>
<td>Managing for development results capacities will increase in HQ and in field offices.</td>
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<td>AECID has continued with its program for training on management for development results, through on-line and classroom courses.</td>
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<td>Within the framework of its Strategic Plan, AECID has launched the design process of a results-oriented monitoring system; a pilot phase is in progress (to be completed in summer 2015).</td>
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<td>The roll-out of the monitoring system in AECID will continue over the next few years, incorporating additional elements and new tools as the organization matures in its results culture. In 2015 a results-oriented common intervention formulation format will be used for new activities.</td>
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<td><strong>Related to evaluation</strong></td>
<td>After a consultation process coordinated by SGCID, an updated Evaluation Policy was approved in 2012.</td>
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<td>DAC recommendations</td>
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<td>In 2013, the first Biennial Evaluation Plan was published, including evaluations scheduled by the different actors of Spanish Cooperation. The Biennial Evaluation Plans for 2013-14 and for 2015-16 have been published in paper, in the website and presented to the Parliament.</td>
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<td>Since 2014, SGCID publishes Annual Reports of Evaluation. The 2013 and 2014 Annual Reports have been published in paper, in the website and presented to the AECID Council, the Counsel of Cooperation, and to the Parliament.</td>
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<td>SGCID promoted a modification of the Law of International Cooperation to include the mandate to present the Annual Report of Evaluation to the Parliament. The law was modified in that direction.</td>
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<td>A repository of evaluations is hosted in the website (<a href="http://www.cooperacionespa%C3%B1ola.es">www.cooperacionespañola.es</a>) and already evaluation reports from all the actors.</td>
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<td>The management response system will be fully implemented, and it will be accompanied by a monitoring system of the changes proposed.</td>
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<td>A network of evaluation focal points has been proposed in order to improve evaluation capacities and their use.</td>
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<td><strong>4.3 Defining a human resource policy that emphasises staff mobility and performance</strong></td>
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<td>In an economic context where “doing more with less” will become the norm; Spain needs clear criteria and policies to support decisions on how</td>
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<td>AECID carried out a study of staff functions as an input for human resource planning efforts.</td>
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<td>In 2013 AECID carried out a process of transferring programme advisors working in field offices for more than 5 years to offices in other countries.</td>
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<td>AECID began a negotiation with trade unions a permanent regulation on rotation and mobility between HQ and field offices. This process has not concluded.</td>
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<td>If approved, a new regulation in mobility and rotation will provide staff a more solid base to join and develop a career in this domain. It will also enhance the performance of the whole organization by ensuring it utilizes the experience of long-term professionals.</td>
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<td><strong>DAC recommendations</strong></td>
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| to deploy resources most effectively and efficiently. The Ministry of Foreign Affairs and Co-operation and AECID should:  
  • Develop a human resource policy and a medium-term plan for staff mobility and rotation.  
  • Introduce an individual performance management system linked to organizational objectives and results. | The Agency has increased the number of courses it offers to staff, has augmented course options for field staff and introduced many new training activities linked with organizational priorities (i.e., management for development results, mainstreaming, etc.)  
  The Administration Reform Committee launched in 2012 aims to design and implement a nation-wide civil officer performance management system. Once functioning, this will have to be assumed and enforced by all administrative bodies, including MAEC and AECID. |  |

### 5. IMPROVING THE IMPACT OF DEVELOPMENT CO-OPERATION

#### 5.1. Using aid effectiveness tools at country level

To make Spain’s co-operation more effective, Spain should:

• Ensure that field offices and all Ministries that spend ODA understand and use the new planning methodology and tools.

In 2013, the new CPF methodology was disseminated among all field offices and other ministries. The main improvements introduced had to do with simplifying the process and the tools and greater flexibility to adapt the process to different contexts. This was complemented with an increase in advisory support from SGCID for the field offices and an active role in the Country teams at HQ level.

In the context of the Permanent Coordination Group (GEC) which brings together SC actors, local field offices work with representatives of ministries, informing them about the planning methodology and tools.

With regards to other ministries, SGCID has kept them informed, particularly in country planning processes where they have an important role (i.e., the MINECO in relation to debt conversion programs).

Within the CPF framework, AECID is also rolling out a new methodology for country programming, incorporating monitoring mechanisms. In 2014 a working group was created to steer this process and in early 2015 a Manual and instructions for project/program formulation was circulated to all staff.

The new CPF methodology enabled Spain to advance significantly in the country planning process: 3 new CPFs were signed in 2013 and another 9 in 2014, leaving only 2 for 2015 to complete the priority partners.

It is too early to determine the impact of new planning and monitoring approach which will be fully functioning as of 2016.
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<td>AECID’s planning and monitoring tools are in the process of being piloted in 6 partner countries with the aim of designing a definitive model as well as a supporting technological application. This process involves advising by HQ and intensive workshops as well as regular feedback tools. It should be completed by the summer of 2015, with the aim of beginning full implementation in 2016.</td>
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| **5.2. Untying aid**  
To get better value for money from its official development assistance:  
• Spain should follow its schedule for untying the remainder of its tied aid at all levels of its administration. | SPAIN has really made progress untying its development aid, reducing the percentage of tied aid from 23.99% in 2010 to around 10% in 2013. It does not have a specific timetable for reducing this but it is a permanent commitment in all SC Master Plans.  
CPF guidelines indicate that SC should make progress in untying its technical cooperation; the new program for technical assistance in Latin America and the Caribbean, COO-TEC, is based on this principle. | There is a good progress untying aid. Additionally, since 2010, Spain guarantees by law that all FONPRODE operations with financial cooperation are untied. |
| **5.3. Sharing knowledge on capacity development in middle-income countries**  
To build on Spain’s engagement in middle-income countries, Spain should:  
• Make capacity building a goal in its country partnership frameworks, and collect and share Spanish lessons and experience with capacity development, especially in middle-income countries. | Differentiated strategies are being designed for High Middle-Income Countries (MIC) based on a horizontal model of co-operation, with a special focus on contributing to global and regional public goods and using instruments such as triangular co-operation or others that are linked to knowledge exchange, innovation, research and development.  
AECID published a study in 2013 to provide a strategic framework for co-operation with MIC in which technical co-operation and capacity building are key tools.  
One of the main channels for contributing to capacity development is the Ibero-American Program for Specialised Technical Training (PIFTE), carried out through activities in AECID’s four training centres in Latin America and in Spain. The Agency is in the process of revamping this program (see Intercoo-nect@ below for more on this). | Drawing lessons from experience, Spanish Co-operation with MIC will focus on institutional capacity-building and knowledge-sharing.  
These initiatives have not reached a stage where it is possible to measure results. In the case of Intercoo-nect@ and COO-TEC, the response by LAC regional partners has been positive overall, since these reflect the new profile they think Spain (and other donors) should assume in the zone. |
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<td>called COO-TEC –launched in 2015- which aims to contribute to strengthening of public policies. An example of how attention to MICs has evolved can be seen in the Masar Program. This program –launched in late 2012- has been created to support the democratic governance processes in the Arab world and it considers capacity development as one of the key elements to achieve the proposed goals. A major initiative in Latin America and the Caribbean is Intercoo-nect@, a program for transferring, exchanging and sharing knowledge. It integrates a variety of programs for training and knowledge management with the aim of furthering development goals of the region. It consists of training organized in AECID’s four regional centres as well as on-line courses run by its still to be created “virtual centre”, thematic networks, seminars on key development issues, etc.</td>
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### 6. TOWARDS BETTER HUMANITARIAN DONORSHIP

#### 6.1. Consolidating good progress in humanitarian programming

To consolidate its considerable progress in humanitarian programming, Spain should:
- Reduce the administrative burden on NGO partners, and introduce common funding and performance monitoring criteria for all NGO and multilateral partners
- Seek appropriate international training and/or accreditation for all actors within the Spanish response system.

Since 2014 Spain publishes an Operational Plan for all humanitarian responses the country is engaged in as well as global appeals financially committed as soon as AECID’s budget is approved. Contribution to global funds such as CERF and ERFs has increased since 2013.

New guidelines to manage non ear-marked grants of prepositioned aid for pre-qualified NGOs in humanitarian action were approved in August 2012.

AECID’s Humanitarian Action Office are working, with the help of consultants, to establish a system of indicators leading to a better harmonization and alignment with other donors in this field.

Water and sanitation plus medical emergency response guidelines were produced and published in 2014. A classification process for institutions from the Ministries of Defence and Interior (Civil Protection) is being implemented.

Spanish humanitarian action is now more open, reliable and transparent. International partners (organizations, NGOs) have easier access to information, get better inputs for their planning/ funding requests and face lower bureaucratic burdens. All of the information will be available at the beginning of the year; funds will be disbursed in first quarter (except unexpected emergencies).

AECID’s Humanitarian Action Office will have a new programming tool in order to harmonize and align its performance with the donor.
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<td>The Agency’s humanitarian team has grown, with the creation of a network of humanitarian focal points in selected overseas offices. All staff went through specific humanitarian training in 2014, including personnel from NGOs involved in humanitarian action on security management. From 2013 to 2014 a diagnosis on security in hostile contexts was carried out by international experts (OXFAM, CICR) in close co-operation with the national NGO platform (CONGDE). A working group is studying new simplified procedures for accounting (both for development and humanitarian action) in order to produce new regulations in 2015. Since 2014 a working group has been studying how to further use the certification of milestones or of implementation to reduce the economic reporting burden. A training programme for those institutions designed to improve harmonization of emergency response standards is programmed for 2015-2016.</td>
<td>Spanish NGOs will be better equipped to respond and contribute and AECID will have result oriented partners management framework. Emergency respond partners will have a guideline to harmonize capacities and will be selected (classified) on objective and technical/operational basis. AECID will have an increased, strengthened and empowered humanitarian team. NGOs will be strengthened on security management to improve their access and capacities in the field.</td>
<td>community.</td>
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<td>6.2. Developing a systematic approach to risk</td>
<td>Since 2013, programming is based on field assessments, shared and debate with stakeholders at home (AECID, MFAC, International Organizations, NGOs). Final decisions need to be backed up by AECID top management. A system of criteria for programme, partner and project selection for funding is in place, both in the global bi-annual operation plan, the annual operation plan and global management rule. Ad hoc regulations on interventions have been adopted in 2014 so that only in natural disaster cases direct awards to actors on humanitarian action applies, and always co-ordinating with the donor community (clusters, etc...).</td>
<td>Decisions will be better informed and shared/endorsed by a wide range of stakeholders and the Agency’s top management. Decisions will be known in advance by all stakeholders. Direct awarding not a tool in case of violent conflicts. Decisions on interventions will always be taken in co-ordination with other donors.</td>
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<td>2. Other future considerations found in Part II report (optional)</td>
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<td><strong>Humanitarian assistance</strong></td>
<td>Spain should use the planned humanitarian evaluation to:  - Document good practices, and share these with other donors  - Consolidate Spain’s considerable progress in humanitarian programming  - Review the administrative burden on NGO partners  - Determine whether providing funding through multiple tranches – with inevitable tradeoffs between predictability for partners and flexibility for the agency – is still appropriate  - Shift towards monitoring programme impact and a more formal learning system.</td>
<td>Spanish Co-operation will consider already existing good practices: for example, the <em>Borsa Família</em> in Brazil, Oportunidades Program in Mexico or the Productive Safety Net Program in Ethiopia. AECID hopes to boost the mutual benefits from its own good practices. The application of the effectiveness agenda is a long-term task that requires further systematization of lessons learned and good practices, as well as enhancing communication between headquarters and field offices in this aspect. Annual programming is consolidated through orientation by humanitarian principles, the publication of criteria, commitments and a participatory, field based programming process. A study was initiated in order to simplify the acceptance and justification mechanisms for international organizations. Tranches have been reduced to one; a reserve budget is allocated progressively in mid-year and the last trimester in order to have capacity of response in case of unexpected emergencies or significant shift on humanitarian needs on key contexts. Outcome indicators and monitoring are pending. We encourage the Agency to continue outreach to other like-minded donors to formulate common response triggers, and to establish common tools among the main donors.</td>
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<td>performance criteria for multilateral and NGO partners – thereby ensuring greater transparency and accountability, while minimising the administrative burden for all parties.</td>
<td>A process involving MAEC and the Autonomous Communities began to create a Joint Humanitarian Fund. Some regional governments have made specific commitments. In parallel, interested Autonomous Communities and AECID have carried out coordinated programming on some specific contexts (Saharawi Ref. Camps, Middle East and Sahel).</td>
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<td>Continue with efforts to ensure participation by the wider group of Spanish actors - including autonomous communities – in joint responses. Regular emergency simulations, and international training and accreditation, could support enhanced cooperation.</td>
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<td>Spain should ensure all Spanish actors exposed to humanitarian situations - including agency staff in both humanitarian and development posts, civil defence actors, key military personnel, and staff from the autonomous communities – are equipped with the appropriate skills to work within Spain’s hands-on humanitarian delivery model.</td>
<td>An Emergency Contingency Plan has been proposed and is being discussed with the key stakeholders (Min. Defence and Min. Interior) in order to harmonise and define/agree an implementation of direct responses model as well as a coordination mechanism headed by AECID.</td>
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<td>OTHER ISSUES</td>
<td>Approach to Resilience</td>
<td>Since the last DAC Review, Spanish Cooperation has increased its attention to the challenge of resilience. A working group (AECID/SGCID) was created in 2012. It contributed to the organization in November 2013 of an international seminar on resilience &quot;From vulnerability to overcoming crises: resilient communities&quot;, with African Governments and NGO participation. This group is presently preparing operational guidelines. Resilience has been included as an element to review the project proposals presented by NGOs.</td>
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<td>Programme-Based Approaches</td>
<td>The Master Plan places considerable emphasis on program-based aid (PBA) as a preferred modality. Along the same lines, AECID prepared operational guidelines for decision-making on aid modalities and instruments (published in 2014). In 2013 the final evaluation of the management of Spain’s program-based aid (2005-2010) was presented. One of the results of this process is the preparation of new operational guidelines, currently in progress in AECID. The Agency is also preparing a baseline of PBA in order to have a more complete picture of the evolution of this modality. With regards to improving alignment, the situation has become more complicated for Spanish Co-operation as a result of the budget rules imposed as part of austerity measures in the whole government. This particularly affects predictability which is a key aspect of the PBA. Spain is analysing the possibility of financing its program-based aid through loans in several Latin American countries.</td>
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<td>Division of Labour and co-operation with other donors</td>
<td>Although AECID has engaged in delegated co-operation since 2009, it increased the use of this modality after it was accredited by the European Commission in July 2011. From 2011 till March 2015, the agency had negotiated 15 new operations in several Latin American countries and in Africa and Asia, for a total of EUR 135</td>
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### Issue

**DAC recommendations**

Reviewed country comments:

- million. AECID has also been delegated to manage projects for LuxDev and BTC (Belgium) in Latin America.

- In addition, in 2012 the Agency received substantial funds –EUR 54 million- from the Commission for blending operations.

Impact (expected/actual)

- improving the capacities in the Agency to negotiate with, improve its programme design and learn from the management processes of other donors.

### Private sector

The Agency has made efforts to increase collaboration with private sector actors, particularly through Private-Public Partnerships (PPPs); in this regard it published a protocol in 2014 to guide staff and partners in establishing PPPs. Spanish co-operation system has defined four areas to increase and enhance the participation of the Private Sector:

1. **Communication, training and capacity-building**: Activities aimed to transmit to the business sector’s representatives the potential of their contribution to human development, while considering actions for other actors to acquire capacities for dialogue and establishing partnerships with the business sector.

2. **Creation of incentives and development of a proactive environment**: Design and implementation of a set of measures, including economic incentives, that push companies to launch initiatives that contribute to development objectives. One of the most important is the Innovation support programme created in 2014 (providing co-financing to 23 projects involving a variety of actors).

3. **Design and launch of pilot programs**: Specific initiatives that help build practical experience in certain business sectors with a strong international projection in SC partner countries. The renewable energy and agro-industrial sectors could be particularly interesting, due to their importance for development and to existing experience in those fields.

4. **Creation of a unit as a focal point for the co-operation system**: AECID created this unit in May 2013.

Impact (expected/actual)

- Since the approval of the protocol several agreements have been signed with private sector entities.