



**Evaluation Study
on
The EU Institutions & Member States'
Mechanisms for Promoting
Policy Coherence for Development**

**Appendix VIII
Case Study Report
The role of the Inter-Ministerial Commission for
International Cooperation in the promotion of
PCD in Spain**

Client: The Evaluation Services of
- French Ministry of Foreign Affairs, lead agency
- Germany, Belgium, the Netherlands,
and the European Commission

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1 Introduction

The Heads of Evaluation for External Cooperation of the EU Member States and the European Commission have initiated a series of six evaluation studies focussing on how the Maastricht Treaty precepts of, *coordination, complementarity and coherence* (the '3Cs') have been translated into practice, and with what impact. The current study, one of the six in the series, focuses on '**EU Mechanisms Promoting Policy Coherence for Development (PCD)**'. As part of this evaluation seven different mechanisms that promote coherence have been examined in different parts of the EU to see how they carry out this task and to what effect. This report thus covers the role of one such mechanism in promoting PCD.

This evaluation of PCD mechanisms is being carried out by the European Centre for Development Policy Management (ECDPM), the Instituto Complutense de Estudios Internacionales (ICEI), and PARTICIP GmbH. The evaluation analyses and assesses mechanisms for promoting intra-governmental coherence that have been introduced in the administrations of the Members States and the European institutions since the late 1990s, with the purpose of:

Objectives of this evaluation:

- a) Judging their relevance and effectiveness, as well as the mechanisms' efficiency, impact and sustainability, in terms of promoting PCD and within their specific contexts;
- b) Formulating proposals to improve the relevance and effectiveness in terms of promoting PCD of the mechanisms analysed, without neglecting their efficiency, impact and sustainability requirements in this role;
- c) Enabling politicians and officials in Member States and in European institutions to learn lessons from experience about effective PCD mechanisms and use these more widely.

The evaluation has been commissioned and is managed by the Evaluation Service of France, with the support of a Steering Group that also includes representatives from the evaluation services of Germany, Belgium, the Netherlands and the European Commission.

A 'PCD mechanism', as the term is used in this Study, is taken to mean a mechanism that is a clearly identifiable object of study with concrete features, such as a name and some terms of reference that include PCD as a purpose even as part of a wider scope. Clarity on who is involved, and defined operating ways, are the other elements that qualify the mechanisms. All the mechanisms have other roles as well, but this study only examines their PCD role and does not pretend to cover any other broader role they may have.

The case studies are intended to give the researchers a livelier grasp of the reality of these mechanisms especially by helping them to understand how they are perceived by stakeholders, and by seeing how they operate in their specific governance system.

The process for selecting the case studies is described in Section 4 of the Desk Study. In choosing the cases a systematic effort was made to choose a selection of different types of mechanisms so as to be able to see at close range how different approaches work and the advantages and disadvantages each one might have. The selection thus includes for example one parliamentary committee, a sector-wide development programme, an external advisory committee, a 'whole of government' approach using a government bill, two different systems of inter-ministerial and inter-departmental committees and an inter-department policy consultation system. Cases are also taken from regions of the EU, from EU institutions and from both larger and smaller member states. Finally there are cases from each of the three different functional types of PCD mechanism identified by the Study in the Inception Phase: (i) Policy Statements, (ii) Institutional or Administrative mechanisms, and (iii) Knowledge Input and Assessment mechanisms

The prime reason for selecting this particular mechanism for a case study is that the profile of the Inter-Ministerial Commission for International Cooperation (CICI) corresponds closely to one of the three functional types of PCD mechanism identified in the Inception Note, namely, the Institutional and Administrative mechanisms. Amongst all mechanisms that were identified under this type, it was interesting to look at the example of a commission at the ministerial level. Even though the CICI was created in 1986, the relatively recently established State Secretary of International Cooperation (SECI -1998) is now playing a key role in supporting the work of the CICI so the decision to look at the evolution of the Commission is timely from the Spanish perspective.

2 Data collection methods

Two team meetings were organised to prepare the field surveys. During the first meeting, the various tools that could be used were analysed and discussed. Two checklists were produced. A detailed list, covering all EQs and judgement criteria which also sought to identify key issues and tools was prepared as well as a shorter one, aimed at ensuring that all key issues would be discussed during the interviews. The list of types of actors to be interviewed was categorised in different families and integrated in a standard methodology for preparing and implementing the case studies. A template for the case study report was also drafted so as to ensure homogeneity of reporting.

After the field survey tools had been completed a first field mission was conducted to ensure the tools worked well and some improvements were made. Thereafter a second full team meeting was convened to brief all the field survey teams on how to use the tools and ensure homogeneity in their use. Instructions for interviews were also given, and a discussion was had on how to prioritise information within the short space of time budgeted for each case study.

To prepare the visits each case study team sent an information note to the principle contact Ministry which was then forwarded to the various other Ministries presenting the aims and the content of the case study work. Potential interviewees were discussed between the field study team and the contact Ministry and then a final programme was drawn up.

The evaluation used semi-structured interviews based on the evaluation questions as the main information collection tool, and review of background documents on in-country coherence as well as documents related to the specific PCD mechanism. The short period of time allotted to the mission did not allow much time for many consultations with a wide range of stakeholders outside the specific Ministry responsible for managing the PCD mechanism (e.g. parliament, various civil society actors, etc.) but every effort was made to ensure that a representative sample was covered in each case. The two days budgeted for interviews in each country, was in some cases increased a bit where possible to cater for individual circumstances.

Given the limited time available for field work this report represents a snapshot of the background, current practices and future challenges relating specifically to how the mechanism selected performs its role of promoting PCD. It focuses on providing an accurate overview and highlighting main prospective issues relating to this PCD role rather than on detailed information on all actions carried out. In particular readers should note that *no attempt is made to look at any broader role the mechanism might have in addition to that of promoting PCD, except if such a broader role might positively or negatively affect the PCD role.*

One potential bias of the case studies is the high proportion of interviewed staff working in the Ministry responsible for development, compared to the staff of other Ministries. The overall perception may therefore reflect the position of this ministry more than others.

The team of consultants would like to thank the SECI – the office of the State Secretary for

International Cooperation – for their assistance in organising the study, and the persons met for their flexibility and their willingness to help.

3 Country profiles

During the evaluation's desk study phase, individual 'country profiles' have been prepared for each of the EU Member States and Institutions. This profile describes in a systematic manner the main elements of that Member State or Institution's approach towards promoting policy coherence for development. The profiles include information on the most important policy statements, institutional architecture, the internal division of responsibilities and the identified mechanisms to promote PCD.

The analysis in these profiles, which was based on official public documents, was subsequently verified and where possible enriched through a targeted consultation with key officials in EU Member States. As is mentioned on page 11 of the evaluation's Terms of References, the profiles concern the main objective of the desk study for this evaluation and provide a '(...) deeper insight of the existing PCD mechanisms, by building on the scoping study. An elaboration of the analytical and comprehensive overview will allow for a better international comprehension and comparison. This phase will also lead to the final selection of the mechanisms for the case studies.'

The country profile for the case study covered in this report can be found in Annex 4.

4 Description of mechanism

The Inter-Ministerial Commission for International Cooperation (CICI) in the Spanish development policy context

Spanish development policy is relatively recent in its implementation. Before the new Law on International Cooperation for Development of 1998, the international policy of the Spanish Government was geared towards commercial rather than developmental interests, for example, with unclear boundaries between credit for export promotion and for development. Hence, before 1998, despite of the existence of various instruments for technical cooperation or economic cooperation projects, internal consistency of development policy is very weak and its implementation strategy not well-developed.

The Law on International Cooperation for Development¹ in article 4 mandates the Spanish government to work towards achieving maximum coherence in all its policies with regard to the development objectives established by the Law. It gives the Ministry of Foreign Affairs and Cooperation the lead on Spanish international development policy and the task of coordinating the organs and instruments of the central government administration that are dealing with development cooperation. It tasks the CICI with the technical coordination between the different ministries and departments involved in development cooperation. Given the decentralized character of Spanish cooperation so far, both the departments involved and the instruments are many, clearly impacting on the effectiveness and efficiency of aid.

The CICI was initially created by a royal decree in 1986², when Spain entered the EU as part of the administrative adjustments needed to absorb the 'acquis', including its dispositions to manage development cooperation. In general, the accession to the EU is considered a key factor that stimulated Spain to re-think its development policy, until then mostly geared towards reimbursable commercial credit (FAD), representing over 70% of the national ODA. In

¹ 23/1998, 7 July 1998.

² 451/1986, 21 February 1986.

2000³ the CICI's mandate was adjusted to the requirements of the Law on Cooperation of 1998 and the subsequent changes in the ministerial structures.

However, as recently as 2002 the OECD DAC Peer Review points at the fact that the debate in Spain on policy coherence for development appeared to be less advanced than in some other DAC members. It recommended the Ministry of Foreign Affairs be given “a stronger role and the necessary analytical capacity to engage in policy debate with other ministries and actors, including civil society and regional governments in areas such as trade, technology transfers, agriculture and fisheries, where development objectives may conflict with domestic interests”.

Backed by strong popular support and with a commitment to development at the highest level of Government since 2004, the Spanish Government effectively took up this challenge of forging internal consistency between its different development instruments and taking steps to reinforce the debate on policy coherence for development of its policies. The clearest expression of the Government's new efforts in this field is perhaps the “Plan Director de la Cooperación Española 2005-2008”, in which policy coherence for development is stated as one of its principal objectives. Besides, strong leadership was provided to the Inter-Ministerial Commission dealing with development and commercial credits (CIFAD - Comisión Interministerial para el Fondo de Ayuda al Desarrollo) to ensure ODA compatibility of international lending. And the mandate and composition of the Ministry of Foreign Affairs and Cooperation's consultative *Cooperation Council* was adjusted to reflect a stronger emphasis on PCD.

As a result of this strong high level commitment on the part of the Spanish Government since 2004, the CICI is now effectively embedded in a system of several other forums mandated to discuss and act upon Policy Coherence for Development:

- The above-mentioned *Cooperation Council*, consultative council of the Ministry of Foreign Affairs and Cooperation, which includes representatives of the Spanish business and non-governmental communities and is charged with elaborating and presenting to the Parliament an Annual Report on Policy Coherence. The first report was presented in 2006.
- The *Inter-territorial Commission* where representatives of decentralised communities meet with those responsible for development cooperation at the central state level.
- The *Inter-Ministerial Commission (CIFAD)* dealing with international credit

Besides, the Spanish Parliament has also taken an active, multi-party interest in issues of policy coherence for development.

Functions and composition

The functions established for the Inter-Ministerial Commission for International Cooperation (CICI) are:

- To establish the general direction and criteria to facilitate coordination in relation to development cooperation;
- To inform and submit for approval to the Government, (.....) through the Ministry of Foreign Affairs responsible for the general direction of development policy led by the State Secretariat for international cooperation;
- To Inform the Government and to submit proposals for the Annual Plan and the evaluation of cooperation;
- Or any other function that can help perform its role better, in particular, with regards to what the Ministry of Foreign Affairs and Cooperation sees as particularly relevant.

The CICI is chaired by State Secretary of International Cooperation (SECI), and co-chaired by the State Secretariat of Trade and Tourism. The following Ministries are represented at the Director General level in the Commission:

- DG Cooperation with Latin America of the Agency for International Cooperation (AECI);

³ 23/2000 14 January 2000.

- DG Cooperation with Africa, Asia and Eastern Europe (AECI);
- DG Cultural and scientific relations (AECI);
- DG External policies of the Ministry of Foreign Affairs & Cooperation (MAEC);
- DG Economy international relation (MAEC);
- DG Planning and evaluation of cooperation policies (MAEC);
- DG Budget in the Ministry of the Economy and Budget (MEH);
- DG Integration of migrants in of the Labour and Social Affairs Ministry (MTAS);
- DG Trade and investments of the Ministry of Industry, Trade and Tourism
- DG Judiciary international cooperation of the Ministry of Justice;

Besides, the Commission includes representatives (director general level) designated by the following Ministries: defence; home affairs; education and sciences; agriculture; fishery and food; public administration; culture; sanitation and environment. Generally, the DGs are represented by sub-directors, lessening the political weight of the Commission.

The Commission meets at least twice a year, and possibly more whenever necessary. It can set up working groups or committees, with an ad hoc or permanent status, but hasn't done so yet. All costs related to the Commission are covered by the MAEC, on the SECI budget.

5 Main findings on evaluative questions

5.1 Evaluation question 1: origins

To what extent and why did the process of establishing the selected intra-governmental PCD mechanisms respond to specific constraints and produce mechanisms that are particularly suited to these parameters?

5.1.1 Effect national debate on coherence had on establishment of PCD mechanisms

The accession to the EU, in the mid-80's, prompted a reflection on the cooperation policy, given the fact that Spanish development cooperation was dispersed over a wide range of ministries each supporting the logic of their own sector (finance, economy and budget for instance, but also agriculture and environment). It was at the root of establishing the CICI as a technical inter-ministerial coordinating Commission.

During the years following the establishment of the new Law on International Cooperation for Development (1998), an off-hand and restrictive government policy on development cooperation prompted a wide national debate on development cooperation, its effectiveness and in particular coherence with Spanish foreign and economic policy interests. As a result, commitment to development became an issue in the 2004 electoral campaign. With strong popular backing, the newly elected president and his government committed to improving the internal consistency and effectiveness of Spain's development policy and its implementation and to the coherence of its policies with development objectives.

Very recently and still on-going, the issue of immigration, and the management of the flows of people arriving illegally in the Canary Islands has strongly affected national debate. There is a growing sensitivity and understanding that the migrant flows cannot be solved by border controls and that development policy is a key factor to address the roots of migration. The need to give full consideration to co-development is more entrenched at the institutional level, accompanied by an emerging reflection on developing PCD, at national and at European level.

5.1.2 Evidence that international thinking on PCD have influenced mechanisms

The accession to the EU certainly influenced thinking in Spain on development cooperation. It prompted the establishment of the CICI in the mid eighties. The debate was not yet on 'coherence' but rather on improving inter-institutional coordination. Most of the funding for international cooperation was then managed by a range of Ministries each supporting the logic of their own sector (economy and budget for instance, but also agriculture or environment). However, until 1998, when the new Law on International Cooperation for Development was passed, not much happened in terms of making Spanish development cooperation more consistent or its policies more coherent with development objectives.

Since then, commitment to multilateral agreements like the Millennium Declaration and the MDGs has clearly been growing. At the Government level, the OECD DAC Peer Review in 2002 may have helped as well. However, the main driver behind the major shift in thinking in 2004 seems to have been a growing public awareness of the inconsistencies and incoherencies of Spanish development policy during the 2000-2004 governmental term when development cooperation was managed in a somewhat hands-off manner, ignoring popular opinion and initiative, and leading to a public outcry for improving Spanish development policy and its implementation.

5.1.3 Major 'agents of change' advocated for the mechanisms, contributed to its establishment and participate in the further promotion and activities

The establishment of the CICI as such didn't visibly enhance Spanish development policy. The general understanding is that it is the active political commitment of the majority Government of the day that determines whether the mechanism actually contributes to enhancing internal consistency and/or policy coherence for development. During the first legislature of the 'Partido Popular' the policy environment was conducive to establishing the Law on International Cooperation for Development in 1998. During the second legislative period of the same majority, the policy environment was less conducive if not a barrier to achieving internationally agreed development objectives. As of 2004, with the unconditional support of the actual president and the highest authorities of Government and with a committed Secretary of State, the promotion of internal consistency between development instruments and the promotion of policy coherence for development has been made a top priority.

Non state actors promote PCD as well, especially on dossiers like trade and migration but they are not generally deemed strong enough to compensate in case of disinterest on the part of the ruling majority. The public support for international solidarity is rooted partly in an extremely decentralised aid architecture in which private initiative, the autonomous regions and local municipalities play major roles. The Inter-territorial Commission has been set up in recent years to achieve greater coordination in this very diverse field of development actors.

5.1.4 Major national or international examples of policy (in)coherence for development which prompted the establishment of the mechanisms

FAD (Fondo al Desarrollo) is an international credit instrument with a two fold objective: promoting Spanish exports and promoting development. It is the oldest instrument for international cooperation (created in the mid 70's) that is managed by the Ministry for Industry, Commerce and Tourism. Only during the last two years the impossibility to combine both objectives has been made apparent and priority has been given to make the instrument ODA compatible. As a result the use of the instrument for supporting Spanish companies abroad has been reduced progressively. However, the management of the FAD credits is not fully integrated in the mainstream of development cooperation; it is managed by a separate inter-ministerial Commission (CIFAD). In CIFAD, the discussion on PCD concentrates on two subjects:

- Credit to HIPC countries (resulting in a compromise to gradually phase out);
- Initiatives in countries that are not a geographic priority (ex. China).

As a result, some of the activities funded by FAD still fall outside the general framework set by the Master Plan (Plan Director).

The external debt, managed by the Ministry of the Economy and Budget is another example of an instrument that is very much questioned and pointed at as an instrument that is used when convenient to achieve certain government targets. However, the CICI in its current form is seen as a useful instrument that helps the State Secretary for International Cooperation to gradually obtain an overall view of the wide range of instruments that compose Spanish development cooperation.

Agriculture and migration are two other sectors most illustrative of the debate on policy coherence for development. On agriculture, progress on PCD has so far been limited due to a strong defence on the part of national farmers. In the case of migration, the humanitarian situation of illegal Africans arriving in very poor conditions has led to a gradually improving cooperation between the Foreign and Social Affairs ministries around the concept of 'Co-Desarrollo' (Joint Development).

5.1.5 Dissatisfaction with impact and effectiveness that existing coherence mechanisms have on PCD (limited effects...)

The Spanish Government's strong push over the last two years to improve development cooperation is generally understood as a first necessary step to improve the consistency, or internal coherence, of Spanish Development Cooperation. Its first aim is to bring the very diverse aid instruments operated by sector Ministries as well as decentralised authorities under one national development policy (the 2005 Master Plan); and to align their use with internationally agreed practice. Policy Coherence for Development, in its more precise sense of coherence between non-developmental policies of the Government with its development policy objectives, has been incorporated as a principal objective in the Master Plan and steps have been taken to initiate its promotion, such as the establishment of the multi-stakeholder Cooperation Council and its mandate to report on PCD to the Parliament once a year. However, several sources confirm that a substantial impact on PCD can not be expected until a possible second term of the current government. In a way, Spanish authorities understand that one has to put one's house in order before being able to start organising the 'neighbourhood'.

Within this context CICI is not seen as a mechanism to promote PCD per se. Rather it is seen as space in which previously negotiated positions between administrative departments are validated and confirmed. It is not in the CICI that issues are debated and compromises are reached. Outside the formal setting of the CICI, Ministries and departments conduct informal bilateral or multilateral negotiations, the results of which are brought to be approved in the CICI. For example, on the use of FAD credit facilities, decisions are taken in the CIFAD, where Development cooperation officials (mostly diplomats) are generally considered to be in a weaker position vis-à-vis the technical-commercial staff of the Ministry of Industry, Commerce and Tourism. Therefore, the CICI plays a role in creating greater consistency and coherence for development, but due to its limited scope and formal character, it can only have impact when it can benefit from a range of other, formal and informal, mechanisms that facilitate political leadership and inter-ministerial adjustment at different levels.

5.1.6 Uniqueness of particular PCD mechanisms to a particular national context

CICI is part of a wider system that includes a range of other mechanisms that include PCD in their mandate. The most important ones are the Cooperation Council that has a specific working group on policy coherence for development, and is now responsible for elaborating a

yearly report on PCD to the National Parliament. This multi-stakeholder forum is a genuine public-private interface for dialogue and negotiating policy and implementation adjustments. The Inter-territorial Commission is another forum that ensures coordination between autonomous regions and decentralised international cooperation activities. Thirdly, there is the development Commission of the National Parliament that takes a growing interest in policy coherence for development issues. And fourthly, CIFAD the joint Commission between Foreign Affairs and Industry and Trade coordinates international lending. And besides, there are numerous bilateral and informal settings in which, as a result of permanent, strong political leadership from the highest levels of Government, positions are negotiated and compromises reached, before submitting these to the Inter-Ministerial Commission for International Cooperation (CICI) for approval and implementation.

5.1.7 Success in surmounting specific obstacles for setting up PCD mechanisms

The mechanism already existed for a long time but its role was strengthened by the new Law on International Cooperation (1998) and since 2004, complemented with the Cooperation Council, the Inter-Territorial Commission, formal and informal coordination mechanisms, the 2005 Master Plan for Development Cooperation, improved strategic and partner country planning and evaluation, with the full support of the highest level of government - President, Council of Ministers, State Secretary for International Cooperation, public support, and a growing all-party consensus in Parliament – creating an overall mindset and administrative setting that enabled considerable progress on internal consistency of development cooperation over the last two years.

Overall finding for EQ 1 - summary box

- Spain is a relatively 'young' donor. It has made substantial progress on achieving greater consistency between the various cooperation instruments hosted in different ministries, and with authorities at different levels of decentralisation. Policies for ensuring policy coherence for development have been put into place. However, the implementation of measures specifically aimed at forging policy coherence in practice has just begun.
- The on-going debate at EU and international levels on PCD seems a clear incentive for Spain to sustain its efforts towards achieving PCD, and to include it as a principal objective in its new strategic framework (from the Law on international cooperation to the Master Plan and the partner country strategies).
- The most visible example of incoherence that prompted the reflection for a more integrated approach between policies for international cooperation were the commercial credits and the debt issues, and currently, the very hot issue of migration, relayed by the media because of the recent situation in the Canary Island.
- The political leadership of the majority coalition is a key factor to support and promote PCD. NSA are advocating for coherence on certain issues but can not be considered strong enough to drive the process on their own. The population is supportive of the idea of international cooperation yet it is not a priority in the media or the national political debate.
- The CICI has not been established as a response to the lack of effectiveness of other mechanisms. It was established as an Inter-Ministerial coordination mechanism as part of the 'acquis' when Spain joined the EU. More recently, its limited focus and the limited possibility it offers for actual debate and mutual adjustment of positions, has resulted in the establishment of other formal and informal, inter-ministerial, inter-territorial and multi-stakeholder mechanisms to complement its work. As part of this wide range of mechanisms that responds to strong political leadership on the part of the current government, the CICI functions as the space where pre-defined inter-ministerial agreements are validated and formally adopted.

5.2 Evaluation question 2: how does mechanism fit with government systems?

How and why are the selected intra-governmental PCD mechanisms relevant in promoting intra-governmental PCD in their particular national context?

5.2.1 Mechanisms are in line with the national policy objectives (policy relevance)

Policy coherence for development is defined in the Law on International Cooperation for Development, of 1998. It is a fundamental objective of the 2005 Master Plan of Spanish Cooperation and is being integrated in Spanish mechanisms for strategic planning and evaluation in partner countries. The CICI, and other complementary mechanisms, function within this framework.

5.2.2 Mechanisms are integrated in the national policy, implementation and practices (institutional relevance)

The CICI has been part of the institutional architecture for development for twenty years. Now, together with complementary mechanisms, such as the Cooperation Council and the Inter-Territorial Commission it is aligned with the implementation of a strong Government policy. The way the entire set of complementary mechanisms operates in Spain, including informal bilateral, formal bilateral and inter-ministerial mechanisms and multi-stakeholder ones seems to correspond closely to the very de-centralised nature of Spanish development cooperation, and political culture in general.

The CICI plays a role as a 'tail-end' mechanism, where previously negotiated agreements between relevant Ministries are approved and moved to implementation. The level of representation during the CICI meeting and the large number of participants does not provide opportunities for real dialogue and exchange. In a way, the CICI validates decisions prepared in advance and keeps the other ministries informed. During the meetings no negotiation takes place. The CICI deals mainly with strategic documents (master plan, country and thematic strategies, etc.). Due to the fact that no direct negotiations are conducted in the CICI, representatives who deal with an instrument directly within their own ministry do not necessarily see the relevance of the Commission for articulating greater PCD.

5.2.3 Key issues from national political context have been integrated in the selection and design of mechanisms (contextual relevance)

The CICI statutes have been adapted several times to improve its contextual relevance. The last decree adapts its composition to better represent all ministries concerned. The CICI covers the main initiatives and instruments supporting international cooperation, and has therefore addressed various issues related to the rationalisation, internal consistency of Spanish development policy. But its role in addressing intra-governmental policy coherence for development has been very limited to date.

The matching of commercial credit, Spanish development objectives and international agreements, one of the issues on which most progress has been achieved over the last years, is addressed in a separate Inter-Ministerial Commission – CIFAD – between the Ministry of Foreign Affairs/Development Cooperation and the Ministry of Industry, Trade and Tourism. Generally, the analytical and technical capacity of the representatives of development cooperation in this commission is rated rather low. Probably as a result of this asymmetry the current FAD credit system, though much improved over the last two years in complying with international ODA standards, still has two rather incompatible parallel objectives: export

promotion and development cooperation. Currently, plans seem to be far advanced to fully separate commercial and developmental credit.

Since it has been mandated this year to produce an Annual Report on Policy coherence for Development, the Council for International Cooperation, has been discussing other strategic PCD issues, such as trade and development, security and development.

5.2.4 Mechanisms' design and actions correspond to their official purpose and take into consideration main pre-conditions (internal relevance)

The CICI is led by the SECI – the office of the State Secretary for International Cooperation – which during the past two years has translated into a strong push towards rationalisation of aid instruments, greater consistency between instruments and the incorporation of international good practice into Spanish development cooperation. However, its capacity to engage in intra-governmental dialogue on policy coherence for development issues is rather limited. For example, no sub-commissions are formed on specific coherence dossiers to prepare CICI decisions. Most preparatory work is done at the DG level between ministries. Therefore consensus building and institutional learning effects with respect to improving policy coherence for development seem to be limited.

Hence, while the CICI has effectively contributed to the considerable progress that has been achieved in Spain on the internal coherence between the instruments of Spanish development policy, most observers agree that the CICI has not yet addressed issues of intra-governmental policy coherence for development effectively.

5.2.5 Mechanisms are in line with the internationally recognised demand for PCD

The priorities of the Spanish Government over the last two years were to tackle the consistency between Spain's arsenal of diverse development instruments, managed by diverse Ministries, at different levels of government, and with different types of private players. Given the strong administrative culture and mindset to deal with one's own projects and competencies only and the dispersion of development instruments over such a wide range of policy actors, most observers agreed that internal coherence is a fundamental prerequisite for effective action on intra-governmental policy coherence for development. Most also seem to agree that while much progress has been made on improving internal consistency, the work on the implementation of the policy objectives regarding policy coherence for development has just begun. The first 2006 Report on PCD by the Cooperation Council to the Spanish Parliament marks a significant step forward in this sense.

The CICI and the system set in motion in Spain to ensure greater policy coherence corresponds to the commitment of the Spanish Government to take part fully in the international consensus for development. As a Member of the European Union, Spain plans to achieve agreed financial targets and to comply fully with internationally accepted donor practices. Besides, Spain takes a great interest in supporting the Multilateral System. It has taken up important roles in the diverse international forums. However, being a relatively 'young' donor, it feels it needed some time to put its house in order before being able to fully address the complex issues involved in intra-governmental policy coherence for development. Recently, particularly in the wake of the problems caused by illegal immigration, the practical implementation of its policy for policy coherence for development has gained much prominence.

5.2.6 Mechanisms' remit covers main policy sectors relevant for development

All ministries dealing with cooperation – or managing a funding mechanism for developing countries in Spain are represented in the CICI. With the Law and Master Plan on International Cooperation firmly in place, there seems to be no administrative limit to the extent to which the CICI could effectively deal with PCD issues inside the government. However, de-centralised management by sector ministries, autonomous regions, local authorities, is strongly embedded in the Spanish development administration; and while progress has been made in the past years to mainstream the administration of ODA funds through the Ministry of Foreign Affairs/ SECI, and efforts are on-going to improve their management (AECI reform), ODA disbursement continues to involve many different actors that are accustomed to operate quite autonomously: international export/development credit (FAD; has decreased but still about 7% of Spanish ODA) is coordinated through a separate bilateral commission – CIFAD – between the Ministry of Industry, Commerce & Tourism and the Ministry of FA/Development Cooperation. The conversion of external debt (about 14% of ODA) is managed by the Ministry of the Finance and Budget. Multilateral contributions, including to the European Union, are also managed directly by the Finance and Budget Ministry. The Ministry of Defence manages its own budget line on peace keeping operations, humanitarian aid, reconstruction and rehabilitation (approx. 4.5% of ODA). Autonomous regions and local authorities also take an active part (about 15% of ODA). Only with continued strong political leadership at the highest level, the State Secretariat for International Cooperation can gradually bring all these different actors together. Over the past two years, it has systematically focused on three interlinked objectives: (1) bringing a progressively larger proportion of Spanish ODA under the control of the ministry of Foreign Affairs/Development Cooperation; (2) improving the consistency between different development cooperation instruments and eventually, (3) addressing practical issues of policy coherence for development between different ministries.

Currently, much of the debate on PCD issues takes place in the Cooperation Council charged with producing an annual report on policy coherence for development; and, the Development Commission of the Spanish Parliament has become more active on this matter. It seems clear that no one mechanism alone can effectively address the PCD agenda in Spain and certainly not without ongoing political commitment from the very top of the government.

Finally, it seems clear that without a stronger knowledge management and analytical capacity to pursue specific coherence dossiers that are particularly relevant to development objectives, the CICI will be hard put to enhance its role; and to move beyond the de-fragmentation of development instruments, promoting the internal consistency of development efforts, towards the promotion of policy coherence for development inside the Spanish government.

Overall finding for EQ 2 - summary box

The CICI is not a newly established mechanism; it has been part of the Spanish administration for two decades and hence fits well within existing government systems and culture. Political leadership from the highest level of government (president, foreign affairs minister and state secretary for cooperation) has sharpened its mandate so that it has played a pivotal role in bringing together the various initiatives to reduce the fragmentation of instruments and the adopt internationally agreed practices in development cooperation. The CICI formed the 'tail-end' link in a whole set of mechanisms that were adapted and effectively used for this purpose.

Likewise, political commitment to Policy Coherence for Development has been anchored in the 1998 Law on International Cooperation for Development and in the 2005 Master Plan of Spanish Cooperation. On-going reforms at the institutional and technical level will strengthen the administration's capacity to mainstream issues of coherence. However, for the CICI to play its role in the promotion of PCD its mandate and capacity to acquire knowledge, to analyze and to act upon specific coherence dossiers within the Spanish Government would have to be strengthened considerably.

The Inter-Ministerial Commission on International Cooperation (CICI) is not the only mechanism in place that can be used to promote PCD: it is but one element in a system that apart from manifold informal coordination meetings, includes the Cooperation Council (a multi-stakeholder advisory body); the Commission for Commercial and Development Credit (CIFAD: a bilateral commission between the Ministries of Industry, Trade and Tourism and Foreign Affairs/Development Cooperation) and the Inter-Territorial Commission (in which autonomous regions, local authorities that effect development programs participate). Evidence suggests that all mechanisms will need to operate in a more synchronized fashion to effectively promote PCD within the Spanish government.

The role of the CICI has been to push for the exchange of information, for inter-service dialogue and to effect the technical and administrative validation of policy options before these are introduced for political decision-making at the cabinet level. So far it has been very effective in its contribution to improving the consistency between the diverse Spanish international cooperation instruments, but evidence suggests it has been less effective for promoting coherence between different sector policies and development objectives (PCD).

5.3 Evaluation question 3: effectiveness & efficiency

How effective and efficient are the selected intra-governmental PCD mechanisms in achieving their objectives within their context? In cases where governments have established several intra-governmental PCD mechanisms, to what extent and how do these mutually reinforce each other or do they perhaps work at cross purposes in some respects?

5.3.1 The design and modus operandi of mechanisms facilitates progress towards intra-governmental PCD

Progress towards intra-governmental policy coherence for development may be described briefly here by sketching first the legal and institutional framework for Spanish development cooperation and second, enumerating some of the key achievements in this policy area.

The establishment of coordinating mechanisms within the Spanish Government to deal with issues of international cooperation has been on-going since the eighties. However, only in 1998 was a clear legal framework created to align their use with development policy objectives, including policy coherence for development:

1. The establishment of the *International Cooperation Council*, multi-stakeholder advisory body of the Ministry of Foreign Affairs (1996). Lately, it has gained prominence as its members promote public debate on key issues of Spanish development policy. It published its first *Annual Report on Policy Coherence for Development in 2006*.
2. Lately, development cooperation and policy coherence are also tabled frequently at the *Inter-Territorial Commission* in which autonomous regions and local authorities participate.
3. The *Law on International Cooperation for Development*: provides the legal basis for policy coherence for development (1998); it creates the mandate for existing administrative and technical coordination mechanisms - such as CICI (1986); CIFAD (1987) - to assume PCD as a policy objective.

From 2004 onwards, the new Spanish Government, from the highest level downwards, has given development cooperation high priority and starts to exert strong political leadership to achieve greater coherence. Concrete achievements since then include:

1. Strong leadership on the part of the State Secretariat for International Cooperation, and its Directorate General. The elaboration of the *Master Plan for Spanish Cooperation (2005)* now provides a strong overall framework for improving the internal consistency of Spanish development cooperation; and PCD has been defined as a principal policy and operational objective. The elaboration of the Master Plan was relatively quick and achieved wide political support. It is generally acknowledged that given the decentralized nature of Spanish development cooperation, to implement it fully will take much more time and effort.
2. The adaptation of the *Law on Government Agencies*, approved in 2006, a prerequisite for the reform of the *Spanish Agency for Development Cooperation (AECI)* that aims at strengthening the Agency's professionalism and to staff and equip it in line with the requirements that full participation in the global consensus on development entail.
3. The reinforcement of national planning and evaluation for development cooperation; and the development of new instruments for development and policy planning, programming and evaluation (such as, master plan, annual plans, sector and in-country strategic planning). The new in-country instruments consider key aspects of Paris Agenda commitments. Country evaluation procedures for the first time include policy coherence for development as an item.
4. Proposed new *Law on External Debt*, to be approved in Parliament. This law promises a considerable shift towards development-oriented debt relief rather than the 'conversion' of the debt towards the Spanish private sector that was usual under the former government.
5. A more pro-active and coherent Spanish position in the EU, the UN and World Bank. Decision to prepare a report on the Spanish contribution to achieving MDG 8, the partnership and policy coherence development goal.
6. Reduction of the importance of the *Export/Development Credit facility (FAD)* in Spanish ODA – from around 30% in the past to less than 5% in 2007; and due attention to resolving its fundamentally ambiguous character, in order to align it with international development objectives. Proposals for a separate export credit facility are well advanced.
7. The *Cooperation Council* has acquired new prominence. Since its reform in 2004 the participation of non-state actors, such as NGO's, academics, and the private sector, has increased and the Council has paid attention to key coherence issues: agriculture/trade; commerce/Spanish export credits; and debt relief/conversion. It achieved a political consensus in some policy areas, such as education and the environment; besides intense debates on the role of Spanish private sector in development.
8. The *Cooperation Council* presented its first *Report on Policy Coherence for Development* to the Spanish Parliament in 2006. The report includes chapters on international trade, debt relief, humanitarian aid and the Millennium Declaration (MDGs). It confirmed that the issue of PCD is not yet widely understood at the central administration level. The CICI is not involved in the elaboration of the report, but is strongly represented in the Council.
9. Much debate and some progress between the Ministry of Foreign Affairs/Development Cooperation and the Ministry of Defence regarding the integration of humanitarian interventions, emergency aid, rehabilitation, in peace keeping missions. These coherence issues also received explicit attention in Spanish Parliament. The item was included in the *Annual Report on Coherence 2006*.
10. The incorporation of the *DG of the State Secretariat for Immigration, of the Labour and Social Affairs Ministry into the CICI* is seen by the Government as an important step towards creating greater coherence between immigration and development policies in Spain. The Labour Ministry advocates the concept of 'joint development' and the

prioritization of 'emission countries' for Spanish development aid. The Spanish NGO's warn of conflicting interests.

Observers indicate that over the past years, the *Inter-Ministerial Committee for International Cooperation* (CICI) has become more dynamic. The level of representation has improved, Director-Generals of key Ministries now take an active interest in proceedings. The CICI, led by the State Secretariat for International Cooperation, plays an active role in articulating the process of developing policy options and measures to promote internal consistency and policy coherence for development. It contributes to information exchange and stimulates bilateral, technical meetings between Ministries to reflect upon and resolve issues related to specific dossiers, which can then be presented to the CICI for validation and, when validated, guided towards political decision-making. This way the CICI is part of a web of formal and informal technical and administrative coordination mechanisms and stimulates collaboration between (groups of) officials that are not used to working together on issues of coherence, often perceiving 'coherence' still as 'interference', by Development Cooperation into their own decision-making on policies and programmes.

5.3.2 There is clarity among most relevant actors about the identity, role, specific focus and modus operandi of the mechanisms

Most actors agree that the CICI contributes to strengthening Spanish performance on development cooperation, in particular regarding the internal consistency of its development instruments but that in its present form, it is not the principal vehicle to achieve intra-governmental policy coherence for development. It is also clear that in order to play its role as part of the whole range of other mechanisms that have been set in motion to that effect in Spain, the CICI will have to be strengthened considerably, in particular regarding the identification, exploration and definition of concrete policy options on specific PCD dossiers.

5.3.3 The mechanisms' activities contribute towards progress on intra-governmental PCD (as per outcomes in logical intervention diagram)

As described above, the role of the CICI is not so much that of a forum for debate but that of an integrator of different bilateral and informal initiatives that aim to elaborate policy and technical adjustments in and between different ministries, with an eye on achieving development objectives. The role of CICI is one of validating bilateral agreements before they are submitted to political decision-making. Embedded in a situation where strong political leadership was provided, the CICI therefore contributed to achieving the outcomes mentioned in 5.3.1. However, most of the concrete outcomes are as yet more related to improving the internal coherence of the Spanish aid effort. On policy coherence for development between different sector ministries, policy debates have been started but actual progress is of a more recent nature.

5.3.4 Appropriate levels of resources (human and financial capacity) are provided to ensure full and efficient use of the mechanisms

Notwithstanding strong political leadership, the executive capacity of the CICI Secretariat has remained rather limited. It is deemed adequate to prepare and organise the plenary meetings of the commission, but it doesn't include independent research capacity or the capacity to establish and facilitate side or sub-committee meetings on specific coherence dossiers. As a result, its effectiveness depends on the capacity that can be freed from the, already overburdened, Directorate General of Planification and Evaluation of Development Policy (DG POLDE - DG de Planificación y Evaluación de Políticas de Desarrollo). This clear lack of an independent research and knowledge management capacity limits the capability of the CICI

Secretariat to nurture the mutual adjustment processes between sector ministries needed to make significant progress on PCD dossiers in particular.

5.3.5 PCD mechanisms are strong enough in relation to coherence mechanisms of other policy sectors, or other pressure within broader policy process

The reform of the Spanish International Development Agency, AECI, is seen as an important precondition for the International Cooperation for Development sector to 'hold their ground' in the negotiations with other ministries such as Industry, Commerce and Tourism; Finance and Budget; Defence; Labour and Social Affairs, etc. Each of these ministries is staffed by specialists with a strong academic and practical background on the policies they are defending. On the contrary, the international development sector has so far been represented by staff with a more general 'diplomatic' background and experience, with acquired knowledge on development but relatively little specialist education, studies or experience. Hence policy negotiations, for example in the CIFAD, are generally perceived as battles between 'unequal parties'.

5.3.6 Degree to which combination of three different types of mechanisms takes place and how they support each other (policy statements, administrative and institutional mechanisms and knowledge and assessment mechanisms).

The Spanish case presents ample evidence of the need to combine strong policy drive with administrative and institutional as well as knowledge-based assessment mechanisms. Many of the administrative mechanisms currently in use existed before 2004 when the new government took power and political leadership on development cooperation was assured, and even before 1998 when the *Law on International Cooperation for Development* established a legal framework for policy coherence for development. However, the big thrust towards greater internal consistency of Spanish development cooperation and dealing with policy incoherence only became effective when as of 2004 these mechanisms were given a strong impetus by political leadership from the highest level of Government. The lack of capacity to assess (possible) incoherencies, to formulate and probe different policy options and to coordinate joint positions between Ministries now becomes apparent, at the moment when the debate on policy coherence for development starts in full.

Overall finding for EQ 3 - summary box

The CICI, led by the State Secretariat for International Cooperation, plays an active role in *articulating the process* of developing policy options and measures to promote internal consistency and policy coherence for development. It contributes to information exchange and stimulates bilateral, technical meetings between Ministries to reflect upon and resolve issues related to specific dossiers, which can then be presented to the CICI for validation and, once validated will be guided towards high level political decision-making. This way the CICI acts like the 'spider' in the web of formal and informal technical and administrative coordination mechanisms and stimulates collaboration between (groups of) officials that are not used to working together on issues of coherence.

The main impacts the CICI has been involved in – as one of a range of policy mechanisms operated to that effect – concern significant improvements in the internal consistency of Spanish development cooperation. The actual debate on policy coherence for development (PCD) and how to handle intra-governmental (in) coherencies for development in practice has just started. As one informant put it '*we now have a much better cooperation policy, but it is far from being a development policy*'. The Cooperation Council's first Annual Report on Policy Coherence for Development however marks a turning point in this respect. The on-going reform of the Spanish Agency for International Development (AECI) is seen as an important

prerequisite for the development sector to be able to match the know-how of the sector ministries on specific coherence dossiers.

The capacity of the Inter-Ministerial Commission on International Cooperation (CICI) needs to be strengthened in terms of its capacity to assemble and manage knowledge and deal with specific coherence dossiers, for it to reinforce its significance in promoting policy coherence for development (PCD).

5.4 Evaluation question 4: strengths & weaknesses

What are the key factors contributing to the success of the selected intra-governmental PCD mechanisms and their impact on intra-governmental PCD and why? What are the mechanisms' strengths and weaknesses in this respect?

Since 1998 the Law on International Cooperation for Development provides a legislative basis for international cooperation and stipulates as one of its main objectives to ensure policy coherence for development. The CICI is a technical mechanism and its main output is exchange of information and validation of (joint) Ministerial positions on development cooperation previously negotiated at the administrative level. The success of the CICI can not be isolated from the success of the whole range of mechanisms that have been put in place and/or modified to facilitate the strong impetus of the Spanish Government to improve coherence since 2004. The CICI is not where the debate on coherence is taking place; its main role is so far mainly to reconcile the different sector and de-centralized approaches and instruments of development cooperation.

The normative framework of the Commission doesn't prevent it from addressing policy coherence for development (PCD) but its influence is currently reduced by a number of factors:

- The capacity of the CICI Secretariat (managed by SECI, at the Ministry of Foreign Affairs) to prepare and support the CICI work is limited to preparing and organizing the meetings of the Commission. It has no resources to organize side events or subcommittees to address specific coherence dossiers.
- The CICI mandate relates more naturally to the consistency of cooperation policy, and less to affecting other government policies. Members tend to perceive the relevance of the CICI as related to 'coordinating ODA'. Besides, a very strong culture of 'split competencies' exists between ministries; each ministry is accustomed to deal autonomously with its own affairs. A question on policy coherence that goes further than just the disbursement of ODA can then easily be perceived as interference.
- To overcome the above requires a strong independent capacity on the part of the CICI Secretariat to (1) identify policy incoherencies, (2) pull together the relevant information to assess its impact on development objectives and (3) put the most important dossiers towards that affect development in particular, and to push for joint solutions between Ministries. Where progress has been made, much seems to depend now on the understanding and good relations between DG's.
- This situation is aggravated by the fact that most of the technical understanding and information needed to assess the extent to which incoherencies occur and affect development interests is managed by the sector ministries and only partly known and managed by the DG International Cooperation.
- Not all Ministries send representatives of sufficiently high administrative rank (Deputy Director instead of DG). Particularly with regard to dossiers that involve those Ministries

this limits the possibilities of the CICI to prepare, negotiate and take decisions and to impact on policy coherence for development.

All documents that have to do with development planning are presented to the CICI (from the Master Plan to individual country plans and sector strategies). They are primarily elaborated by the office of the Secretary of State for International Cooperation, with limited input so far from other ministries. However this process is rather new so it is too early to see how effective this will be to promote debate and dialogue on coherence issues.

5.4.1 Mechanisms impact positively on encouraging increasing levels of PCD

The most important contribution of the CICI so far has been towards the improvement of the internal consistency of Spanish cooperation. However, the CICI may have an important impact on increasing the levels of policy coherence for development as well, precisely because the Commission meets regularly and puts pressure on the directors general to resolve the incoherencies bi-laterally beforehand. While recently, the Cooperation Council has taken the lead on tackling some of the more tricky PCD issues, for example on immigration issues, bilateral contacts between the Ministry of Labour and Social Affairs, responsible for immigration, and the Ministry of Foreign Affairs/State Secretariat for International Cooperation, are suggesting a new policy on co-development as a cornerstone to dealing with immigration from a development perspective.

5.4.2 The impact of the PCD mechanisms can be traced back to or linked to a limited number of factors

It is impossible to trace back the achievements regarding coherence in Spain to the CICI alone. It is clear that the CICI plays a complementary role among a range of formal and informal mechanisms that all intercede in specific ways in the process. It can therefore be plausibly assumed that it has been the synergy between the different policy coherence mechanisms inspired by strong political leadership on the part of the Government that has propelled the Spanish development cooperation system towards significant improvements on internal consistency and coherence for development over the past two years.

However, it is possible to affirm the importance of a mechanism like the CICI in an administration where development cooperation is managed very de-centrally, where different ministries manage their own chunks of ODA and autonomous regions and local authorities do the same. The CICI has been an important vehicle to strengthen and confirm the leadership of the Ministry of Foreign Affairs/State Secretariat in bringing International Cooperation together, aligning it with internationally agreed practice and strengthening its orientation towards international development objectives.

Given the historical increase in volume of development aid, Spain has committed itself to delivering, the choice to concentrate first on improving the internal consistency of Spanish development cooperation, i.e. the coordination and rationalisation of the various aid instruments managed as separate envelopes by different ministries, and subsequently tackle intra-governmental policy coherence for development, can be easily understood.

5.4.3 Incentives/disincentives perceived or experienced by officials that help or hinder the full application of the mechanisms

The limited resources the SECI has at its disposal to manage the CICI Secretariat is often cited as a cause for disincentives; it leads participants and external observers to point at lack of coordination between the different mechanisms (Cooperation Council, Inter-Territorial Commission, Parliamentary Commissions, CICI, CIFAD) and other private initiatives; lack of

transparency in the preparation of documents presented at meetings; lack of awareness of informal circuits that prepare decisions before meetings; insufficient information exchange and lack of possibilities to organise sub-commissions to deal with specific coherence dossiers. Besides, it weakens the possibilities for the Secretariat to provide substantial inputs when required.

The focus on ODA instruments has probably limited the interest of certain Ministries to make sure they are represented at an adequate level in the CICI. A stronger agenda on policy coherence for development would probably prompt a stronger interest from line ministries, including other parts of the Ministry of Foreign Affairs, involved in international commitments regarding PCD.

The lack of debate in the CICI itself is often cited as a disincentive as well. The 'hot' issues at the moment, like immigration, debt relief, commercial credits reform, etc. are not addressed in the Commission. They only reach the commission when solutions have been elaborated and have been negotiated bilaterally between the relevant Ministries. The CICI then acts like a 'caisse de résonance' where proposals are tabled that don't require much discussion anymore. This could not be solved by ample discussions in the plenary meetings, but could be addressed by organising working groups, side meetings or sub-commissions on particularly relevant dossiers.

5.4.4 Monitoring & evaluation system contributing to ensuring that mechanisms remain well adapted to their task

A new set of policy documents all include the promotion of coherence as a key objectives (the Law, the Master Plan, the Annual work Plan, the Country and Sector Strategies). The development of M&E systems is still in its infancy. At the DG Planning and Evaluation, over the last two years planning has been prioritised; now much of the planning has been successfully completed, the development of M&E systems is taken up. An interesting example is the systematic inclusion of coherence as a transversal element in the country strategies, and the development of a methodology and indicators to review progress. These documents are presented and validated in the CICI.

5.4.5 Importance of political back-up as a key factor, relative to others, in ensuring PCD mechanisms have impact

In the case of Spain it is very clear that the impetus by the present Government since it came to power in 2004 has been of vital importance to the effectiveness of the mechanisms studied. Not only has the Government reviewed, modified and/or reformed certain mechanisms so as to incorporate development objectives more systematically, observers also point to the political leadership of the President and the Secretary of State for International Cooperation, in forging a wide multi-party coalition in support of development. Besides, the strength of the political leadership translated into a strongly enhanced leadership on the part of the Ministry of Foreign Affairs/International Cooperation (Directorate becomes State Secretariat (SECI)) and a strong backing for policy innovation for development at the diverse administrative and technical levels within other Ministries as well.

The strength of the impetus from the political leadership has even raised questions on the sustainability of its results when a change of government would occur. Other observers however underline that the emphasis of the Government on a multi-party coalition for development and the importance it attaches to the effective input from autonomous communities, de-centralized authorities, non-governmental organisations, academic institutions and the private sector, is creating a new development policy that is firmly rooted into Spanish society.

5.4.6 Informal mechanisms – processes also impact (negatively/positively) on PCD

Within the Spanish administration informal processes seem to play a substantial part in the promotion of policy coherence. In addition to the formal mechanisms that provide a framework for policy consultation, joint assessment and decision-making, a range of complementary informal mechanisms exists – bilateral meetings between Ministries; DG's and their staff – that facilitates the probing of policy options, informal assessments and elaboration of concrete plans and solutions as inputs to the formal decision-making mechanisms. In these informal mechanisms, even more than in the formal ones, the relative lack of technical education and knowledge of specific coherence issues weakens the hand of the development sector; for example, in negotiations such as regarding debt relief and development versus commercial credits.

In the public sphere, in Spain international solidarity is embedded in citizens' minds; non-governmental organisations and academic institutions are actively pushing for policy coherence on the part of the Government. Various observers identified public, NGO and academic pressures as important in support of government's efforts and public awareness raising for policy coherence for development.

Overall finding for EQ 4 - summary box

The main strength of the CICI is its ability to translate the leadership of the State Secretary of International Cooperation into concrete steps to improve policy coherence within the government administration to validate policy proposals developed informally between relevant Ministries and to guide these towards political decision-making. Over the last two this has contributed to a qualitative jump in Spanish development cooperation.

The main weaknesses of the CICI that seem to limit its influence on matters of policy coherence for development are:

- (A) Its limited focus to date on the rationalization of Spanish aid instruments;
- (B) The limited resources of its Secretariat (1) to identify incoherence issues and to organize the work of the commission around such specific dossiers; (2) to study coherence dossiers and inform the work of the commission; and (3) to coordinate and organize the information exchange between the CICI and other bodies that directly affect policy coherence for development, such as the Cooperation Council, the Parliamentary Commissions, the Inter-Territorial Commission, the CIFAD.
- (C) The general education, diplomatic background and training on the part of Development Officials that makes it difficult for them to fathom the full details of the technical issues involved in coherence dossiers.

5.5 Evaluation question 5: sustainability

What (and why) are the main factors influencing the sustainability of the selected intra-governmental PCD mechanisms?

5.5.1 PCD has become entrenched in government thinking and is becoming second nature to policy makers

After practically two years of intense activity it is too early to say. Still much is seen to depend on the political leadership of the government of the day. However, on the positive side are the multi-party political support for development cooperation and policy coherence for

development in particular; the widely accepted understanding that Spain needs to align its development efforts with the wider international community, and the European Union; the strong public support and de-centralised roots of development cooperation in Spain; and an active non-governmental and academic participation in PCD debates.

Two observations seem to particularly point at sustainability of the effort beyond the present term of government. Over the last years in the Spanish Parliament a bi-partisan consensus on rationalisation of development cooperation instruments and policy coherence for development seems to be emerging. As a result a Law on External Debt in line with the international consensus on development is expected to be adopted soon. Also, public support for development cooperation and policy coherence seems to be on the rise (not least because of the unceasing efforts of national NGO's and local civic groups) and wide public support seems to exist for the development agenda of the government. The Cooperation Council, with an adjusted mandate to specifically address policy coherence for development, and the Inter-Territorial Commission on Development Cooperation, in which the autonomous regions and municipalities participate, both play a role in channelling the support for rationalising and improving Spanish development cooperation.

5.5.2 Government political commitment to PCD has been sustained over some time and is shared by the major political parties in the country

The CICI has been sustained since its establishment in the eighties as an administrative coordination mechanism. Yet it alone was not enough to achieve a more consistent development cooperation and policy coherence for development. The adoption of the Law on International Cooperation for Development in 1998 finally created the legal foundation for that. However, only since 2004 were effective steps taken. Since then the Law is being implemented by a government with an outspoken and strong political commitment to development cooperation and policy coherence for development, at the highest level. It made the CICI part of a full package of policies and complementary mechanisms that each help push for greater internal consistency of development cooperation and eventually, for stronger policy coherence for development. Hence the sustainability of the combined efforts seems very much linked to the government in power.

Besides, for the first time, a multi-party consensus exists in Spain on key principles of international cooperation for development, PCD included.

5.5.3 Resources are available to keep PCD mechanisms operating as long as needed

Capacity constraints in the development sector, more than financial ones, limit the impact of existing mechanisms on PCD. The reform of the Spanish Agency for International Cooperation (AECI) and the diverse programmes linking academic resources to development policy development and implementation are intended to take care of these.

5.5.4 Institutional status and capacity of the on-going mechanisms are clearly established

The institutional status, the mandate and the composition of the CICI are clearly defined in the legislative decree. The work modalities for the CICI are more blurry: there is the possibility to create permanent or ad hoc working groups, but due to lack of resources this is not done. The Secretariat falls under the SECI whereas the State Secretariat lacks human and financial resources to dedicate itself more systematically to promoting PCD.

5.5.5 Mechanisms have the capacity to adapt and renew themselves in order to meet new or changing demands

The decree has been modified a few times in order to adapt to political and/or institutional changes within the administration. Given the broad multi-party coalition in support of development cooperation, changes to make it more effective should be possible. However, the CICI can not impulse changes itself – that is the prerogative of the Government.

The momentum created by a unique combination of political consensus on international cooperation; unprecedented increase in Spanish ODA; political awareness and leadership on the importance of coherence for development, bode well for PCD. Most observers seem to expect this momentum to last long enough for PCD to become fully embedded in the objectives and institutional frameworks of the Spanish government administration. Most agree that it will be difficult for any new government to draw back from the commitments made.

The reform of the Aid Agency (AECI), now underway, including fundamental changes in its staff profiles and professionalisation of its operations may also contribute to the sustainability of the whole system, beyond government changes.

5.5.6 Decreasing opposition to the PCD mechanisms and their continued existence

There is a clear and growing support for international cooperation in Spain. Much preparatory work has been done to turn policy coherence for development into an accepted standard. Political leadership, public support, technical and administrative interest all seem to be at an all time high. A whole range of mechanisms is in place to ensure institutional and administrative adjustments. Opposition to PCD in general seem to be ebbing away. However, as one observer mentioned, this seems in part influenced by the enormous increase in Spanish ODA that is taking place, as a result of which nobody really has to spend less, some just don't receive much more. The coming years - starting with the debate on the Annual Report on PCD in the Parliament – will prove whether the present momentum will endure.

Overall finding for EQ 5 - summary box

The main impact of the CICI is related to the rationalization of the various Spanish ODA instruments, the management of which is divided between several ministries, autonomous regions and local authorities. Its impact on influencing policy coherence for development is still rather limited. The broad multi-party consensus on development, including policy coherence for development, seems to be a good predictor of the sustainability of this particular mechanism, as is its long history as an institution.

A stronger emphasis on policy coherence for development, even though embodied in the Law on International Cooperation for Development, will pose new challenges to the CICI as it will increase tensions with and possibly opposition from hitherto 'privileged' sectors that have so far kept relatively 'out of reach' – defence, agriculture, fisheries, for example. Yet it will also provide new opportunities for identifying new perspectives and common objectives between hitherto 'antagonistic' sectors, such as is apparent from the more recent collaboration between the Ministry of Foreign Affairs/State Secretariat for International Cooperation and the Ministry of Labour and Social Affairs, in charge of immigration. It seems to be evident however that for the Inter-Ministerial Commission on International Cooperation (CICI) to respond to these growing challenges its Secretariat at the State Secretariat for International Cooperation has to be reinforced, and the completion of the reform of the Spanish Agency for International Development is of key importance.

6 Main findings on evaluation criteria

6.1 Relevance

The CICI is a relevant instrument for exchanging information on international cooperation between the various ministries managing Spanish ODA and for presenting proposals to improve international cooperation. As a mechanism meant to validate and prepare policy proposals for political decision-making it also creates pressure for the ministries involved to reach a compromise at the technical level before an issue is being introduced to the Commission's agenda. It has so far mainly been used to promote internal coherence (consistency) between the different Spanish ODA instruments yet its mandate and political brief could include policy coherence for development.

6.2 Effectiveness

The CICI, in combination with other mechanisms, over the last two years has been very effective in improving the internal consistency of Spanish ODA instruments and their alignment with the international consensus on development. Not the CICI but the Cooperation Council has recently taken the lead on initiating the debate on intra-governmental policy coherence for development in Spain, by publishing its first Annual Report on Policy Coherence for Development in 2006. There seems to be nothing in the mandate or political brief of the CICI that refrain it from strengthening its role in promoting policy coherence for development. Its main drawback is the lack of capacity and resources on the part of its Secretariat to effectively draw attention and involve the various ministries in particular PCD dossiers.

6.3 Efficiency

The CICI *facilitates coordination on international cooperation*. Within the framework laid down by the 1998 Law on International Cooperation for Development and the subsequent 2005 Master Plan for Spanish Cooperation this includes coordination for achieving policy coherence for development. As a tail-end mechanism for sharing, assessing and guiding towards political decision-making of inter-ministerial technical agreements, the CICI has clearly been very efficient: a proposal is presented, a few comments or qualifying statements are recorded and the proposal is accepted and forwarded for political decision-making. This apparently worked very well for rationalising Spanish the instruments of cooperation and aligning them with internationally accepted agreements. All the debate, mutual adjustment, negotiation etc. is done in advance. It did lead to some observations about lack of transparency, insufficient sharing of information, etc.

The same procedure might be less efficient for addressing the more complex issues of promoting intra-governmental policy coherence for development. These entail the reconciliation of national and international interests, affecting the lives of people in developing countries and in Spain. And as such are more knowledge and information dependent. It would probably require a more substantial investment in the knowledge management capacity to identify and study key dossiers, and of extended periods of working in sub-commissions or working groups to reach politically viable inter-ministerial agreements.

6.4 Impact

The CICI certainly has contributed to the significant improvement of internal consistency and alignment of Spanish development aid achieved over the last two years. Particularly with

respect to intra-governmental policy coherence for development its role has so far been limited. This was mostly a matter of choice: as a relatively new donor, Spain could not address everything at the same time.

6.5 Sustainability

The CICI has a longstanding presence in the institutional landscape of Spanish development cooperation since the mid eighties of the last century. Its sustainability as a mechanism is not questioned. However, the sustainability of the current forceful drive towards greater internal consistency and eventually policy coherence for development is. The CICI, as it were, acquires its effectiveness within the framework of the whole range of administrative and consultative mechanisms that are operated by the government. And these in turn operate in accordance with the political commitment and leadership provided by the highest level of government. Given the wide political and public support for development in Spain, most observers seem to agree that the chance for these enabling conditions to fade away when a different government takes over appear to be small.

7 Conclusions

7.1 Main conclusions from EQs

The CICI is not perceived as a strong PCD mechanism in its own right. It plays a key role amongst a range of mechanisms operated to strengthen international cooperation. Since 2004, the Spanish Government first concentrated its efforts on reducing the fragmentation of existing development instruments, improving the consistency Spanish development aid and aligning it with internationally agreed standards of performance. In 2006 the first Annual Report on Policy Coherence for Development is elaborated by the Cooperation Council and presented to the Spanish Parliament, introducing a more systematic approach to dealing with PCD.

Within this framework the CICI facilitates information exchange and the elaboration of policy proposals, acts as forum to validate these proposals, and submits agreed upon proposals for decision-making to the Government. The idea is to first improve the coherence/consistency of development policy itself and then to address the issue of coherence of other policies with development objectives. The CICI is criticized by outside stakeholders, such as civil society, academics and the private sector, as lacking transparency. It also experiences limitations with respect to resources on the part of its Secretariat, run by the State Secretariat on International Cooperation (SECI) within the Ministry of Foreign Affairs.

For the CICI to move beyond internal consistency of development cooperation instruments towards effectively promoting policy coherence for development, the following limitations may have to be addressed:

- (1) The CICI needs a specific reference to the objective of PCD in its mandate.
- (2) The Secretariat needs to be able to identify relevant incoherence issues and to facilitate more actively the work of the commission on such specific dossiers; for example by establishing working groups or sub-commissions on specific issues for a longer periods in order to develop feasible policy alternatives to be submitted for political decision-making.
- (3) The CICI needs a stronger knowledge management and information facility that is able to assemble information, compile and study specific coherence dossiers and inform the work

of the commission and sub-commissions; this facility may be managed by the secretariat itself or outsourced to a specialized academic institution.

- (4) The knowledge and information exchange between the CICI and other consultative and administrative bodies that jointly promote policy coherence for development, such as the Cooperation Council, the Parliamentary Commissions, the Inter-Territorial Commission, the CIFAD, needs to be strengthened.

7.2 Main issues, trends and challenges for evaluation synthesis report

The case of the CICI illustrates a number of tentative lessons with respect to the organization and effectiveness of promoting policy coherence for development (PCD) in the national context of a European country:

1. The inclusion of policy coherence for development as a policy objective in all policy documents does not suffice; specific mandates and mechanisms have to be established and operated effectively to eventually achieve significant improvements in coherence.
2. Political commitment is not enough; consistent and ongoing political leadership is needed to achieve results on internal (consistency) and intra-governmental policy coherence for development.
3. The lack of a specific PCD mandate for the CICI and the current focus on management and procedural issues related to aid make it unlikely that the CICI will be able to go much further to promote PCD, even if the Secretariat's capacity were to be strengthened considerably.
4. Rather than one administrative mechanism a whole range or system of complementary and well coordinated interdepartmental mechanisms is needed to effectively promote PCD.
5. The promotion of policy coherence for development corresponds to both international and national agendas; there is wisdom in adjusting what is desirable to what is feasible within the national context.
6. Effective promotion of policy coherence for development requires synergy between different administrative and consultative mechanisms. Strong political leadership on the one hand, and effective research, knowledge and information strategies on the other can contribute to such synergies. Orchestrating such a process requires particular skills and adequate resources.

The case also illustrates the struggles that take place when it comes to defending development policy objectives versus other national policy objectives; and how the parts of the administration defending national interests might be better equipped to make their case than the ones defending development objectives. Therefore a strong, professional national development agency or ministry seems to be a prerequisite for making progress on complex international agendas such as policy coherence for development.

Annex 1: List of principal official source documents *

- International Development Cooperation Act (1998).
- Spain: Plan Anual de Cooperación Internacional (2002).
- The Master Plan for Spanish Cooperation 2005 – 2008.
- Country Strategy Papers (*Documentos de Estrategia País*) 2005-2008.
- “Report on the respect of the Policy Coherence principle” ,18 July 2006, elaborated by the Development Cooperation Council (2006) to submit to the Parliament.
- Project proposal of External Debt Management Act (in course); the proposal promotes coordination and coherence among the different sectorial initiatives of the Government in the framework of the objectives of Development Cooperation Policy.
- Documento de Consenso, Work Group on Co-development, 19 December 2005.
- “El futuro del sistema institucional de la cooperacion Espanola”, Enrique del olmo Garcia, in *Revista CIDOB d’Afers Internacionals*, n° 72, December 2005- January 2006.*
- Barometro 2005, *America Latina y la Cooperacion Internacional en la opinion publica espanol*, Documento de Trabajo n° 3, Fundacion Carolina, CeALCI, Avril 2006.*
- Coherence for development: recommendations for Spain on economy, Iliana Olivie, Alicia Sorroza, *Informes Elcano*, Real Instituto Elcano, July 2006.*
- *AOD Hoy, Discurso y Realidad*, Spanish Development NGO Coordination, 2006.*

* The documents with an asterisk are not *official* documents but were used as additional sources of information.

Annex 2: Abbreviations used in the report

3Cs	Coordination, Complementarity and Coherence
AECI	Agencia Española de Cooperación Internacional
AidCO	EuropeAid Cooperation Office
CICI	Comisión Interministerial de Cooperación Internacional
CIFAD	Comisión Interministerial para el Fondo de Ayuda al Desarrollo
DAC	Development Assistance Commission of the OECD
DG POLDE	DG de Planificación y Evaluación de Políticas de Desarrollo
DG Relex	Directorate General for External Relations
EC	European Commission
EQ	Evaluation Question
EU	European Union
EU-HES	European Union Heads of Evaluation Services
FAD	Fondo al Desarrollo
HoD	Head of Department
JC	Judgement Criteria
MAEC	Ministerio de Asuntos Exteriores y de Cooperación
MDG	Millennium Development Goal
MEH	Ministerio de Economía y Hacienda
MFA	Ministry of Foreign Affairs
MICT	Ministerio de Industria, Comercio y Turismo
MS	Member State
MTAS	Ministerio de Trabajo y Asuntos Sociales
NGO	Non-Governmental Organisation
NSA	Non-State Actor
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PCD	Policy Coherence for Development

SECI	Secretaria de Estado de Cooperación Internacional
SWOT	Strengths, Weaknesses, Opportunities, Threats
ToR	Terms of References

Annex 3: Persons met

Atienza Azcona, Jaime	Responsable de Programa, Relaciones Económicas Internacionales, Fundación Carolina
de la Iglesia – Caruncho Manuel	Comisionado para la Reforma de la AECI, Agencia Española de Cooperación Internacional, Ministerio de Asuntos Exteriores y de Cooperación
del Olmo García, Enrique	Asesor, Secretaría de Estado de Cooperación Internacional, Ministerio de Asuntos Exteriores y de Cooperación
del Pueyo Pérez, Eduardo	Deputy Director, International Relations Department, Confederation of Employers and Industries of Spain
Fanjul Suárez, Gonzalo	Head of Research, Campaigns and Policy Department, Intermón Oxfam
González Mancebo, José Antonio	Subdirector General de Planificación y Políticas de Desarrollo, DGPolde – SECI, Ministerio de Asuntos Exteriores y de Cooperación
González Pacheco, Francisco	Support Unit, Directorate-General of Development Policy, Planning and Evaluation, Ministry of Foreign Affairs and Cooperation
Guzmán, Ramón	General Director for International Finance, Ministry of Economy and Finance
Hernando, Milagros	D.G Planificación y Evaluación de Políticas para el Desarrollo (D.G. POLDE) SECI - MAEC
Lacasa Aso, José María	Director Departamento de Relaciones Internacionales, Confederación Española de Organizaciones Empresariales
López Calvo, María José	Technical Advisor, General Directorate for Trade and Investment, Ministry of Industry, Tourism and Trade
López-Palop María Jesús Figa	Directora General de Relaciones Económicas Internacionales, Ministerio de Asuntos Exteriores y de Cooperación
Medina Rey, José María	Presidente, Coordinadora de ONG para el Desarrollo España
Riaño, Isabel	International Finance, Ministry of Economy and Finance
Rodríguez Pardo, Estrella	Directora General de Integración de los Inmigrantes, Ministerio de Trabajo y Asuntos Sociales
Rosa Alcalde, Ana	Responsable del Programa de Calidad de la Ayuda al Desarrollo, Fundación Carolina
San Miguel, Nava	Sectorial Planning Unit and Directorate-General of Development Policy, Planning and Evaluation, Ministry of Foreign Affairs and Cooperation
Santamaría Burgos, Ricardo	Deputy Director General, General Directorate for Trade and Investment, Ministry of Industry, Tourism and Trade
Sanz Luque, Belén	Evaluation Unit, Directorate-General of Development Policy, Planning and Evaluation, Ministry of Foreign Affairs and Cooperation
Schweinfurth Enciso, Álvaro	Departamento de Relaciones Internacionales, Confederación Española de Organizaciones Empresariales
Soletto Martín, Ignacio	Director, Fundación Carolina

Annex 4: Country profile

1. List of Policy Statements and Principal Sources (Government documents):

1. International Development Cooperation Act 1998
2. Spain: Plan Anual de Cooperación Internacional (2002)
<http://www.mae.es/documento/0/000/000/500/plan2002.pdf>
3. The Master Plan for Spanish Cooperation 2005 - 2008
http://www.mae.es/NR/rdonlyres/00C3BE46-A90C-4582-83EE-5699398FE8C6/0/Plan_Director_Ing.pdf
4. Country Strategy Papers (Documentos de Estrategia País) 2005-2008 – The development strategies with each country take policy coherence as one of the main principles for their elaboration
<http://www.maec.es/es/MenuPpal/Cooperacion+Internacional/Publicaciones+y+documentación/#sec6>
5. “Report on the respect of the Policy Coherence principle” (18.july.2006) elaborated by the Development Cooperation Council (2006) to submit to the Parliament
6. Project proposal of External Debt Management Act (in course); the proposal promotes coordination and coherence among the different sectorial initiatives of the Government in the framework of the objectives of Development Cooperation Policy.

2. To what extent is coherence an explicit objective of MS?

According to the Act:

- The fight against poverty “no matter what form it takes” is the central and key objective around which Spanish cooperation must revolve (Articles 1 and 3).
- According to Article 4 of the Act, entitled “**the Principle of Coherence**”, “*the principles and aims that have been mentioned in the preceding the articles (those that are inherent to cooperation) will inform all the policies that the Public Administration applies within the frameworks of their respective powers and that might affect developing countries*”.

According to the Master Plan:

- The MDGs are Spanish cooperation commitments “central but not the only ones”
- The fight against poverty is the major objective around which Spanish cooperation revolves, and it is an essential priority in the aid policy
- There is a need to improve the levels of coherence, not only at the centre of the policy concerning aid for development (especially among the financial resources and non-reimbursable aid) but also with respect to the rest of the public policies (trade, agricultural policy, immigration / emigration and social security).
- Policy coherence is a central element for aid effectiveness (and quality of aid)

The Master Plan contains a series of specific measures that are aimed at improving consistency where the aid policy is concerned. However, the Master Plan is not as precise with regard to coherence between the development targets and the rest of the public policies, which, nevertheless, constitute a mandate of the International Development Cooperation Act. Nevertheless, in most sectors of the Master Plan, policy coherence is mentioned as an important issue.

3. Indication of when PCD became an issue:

1998 (signing of the International Development Cooperation Act)

4. Who is responsible for ensuring the completion of these objectives?

In its 17th Article, the International Development Cooperation Act empowers the **Ministry of Foreign Affairs and International Cooperation** with “*management of the international cooperation policy for developing and coordinating the different bodies that constitute the General State Administration which, within the scope of its jurisdiction, takes actions in these matters adhering to the principle of unity of action when acting abroad*”. Although it is not expressly stated, it is to be understood that it is duty of the Ministry of Foreign Affairs and International Cooperation to guarantee the coherence that is established as a requirement in the International Development

Cooperation Act

Within the Ministry of Foreign Affairs and International Cooperation, it is the **Secretariat of State for International Cooperation** (SECI), delegated by the Ministry, who is responsible for coordinating the aid for the development policy, through the Directorate General for Planning and Evaluation of Development Policy, with a view to ensuring that Spain takes part of the international aid for development organisations and for establishing Spain's policy where drawing up the community development policy is concerned.

The **Interministerial Committee for International Cooperation** (CICI) is a technical body whose function it is to liaise the different government departments that constitute the General State Administration in matters concerning cooperation with a view to development. The CICI has the mandate to coordinate the different bodies of the Administration in the implementation of this policy. Although it has no express mandate to do so, the role it plays is that of monitoring the extent to which the different resources, programs and activities of Spanish cooperation are consistent with each other. There is also an **Interterritorial Committee** whose function it is to "coordinate, arrange and collaborate" between the different levels (State, Regional and Local) of the Public Administration in matters concerning the cooperation for development policy. Given the particularity of Spain's Development Cooperation system, in which there is a multiplicity of public institutions, the Inter Committee, through its coordination function, plays an important role in the promotion of the coherence of Development Policy.

The **Development Cooperation Council** acts in the capacity of an advisory, consultative and participatory body to the Administración General del Estado; it is made up of representatives of the different departments of the Administration and of the various participants from civil society that are involved in the cooperation for development (NGOs, Universities, human rights associations, trade unions, company organisations and independent experts). The new regulations that govern the Development Cooperation Council (December 2004) require this body to carry out the tasks involved in monitoring the extent to which the development policy is coherent.

5. Characterization of institutional architecture for PCD

The Ministry of Foreign Affairs and International Cooperation is the department that is responsible for drawing up and implementing the contents of Spanish foreign policy. The cooperation for development policy also forms part of the foreign policy, and it falls within the jurisdiction of the Secretariat of State for International Cooperation (SECI) to draw up, programme, monitor and evaluate this policy. Furthermore, it is the Spanish International Cooperation Agency (AECI) that is responsible for managing the programs for non-reimbursable aid and the microfinance support programme.

However, one major aspect of the cooperation for development policy is managed from other Governmental Departments. To be specific, the aid that can be paid back through commercial credit (FAD credit) is managed from the Department of Industry, Trade and Tourism (Secretary of State of Trade and Tourism); and the actions that are taken to relieve foreign debt are carried out by the Treasury and Department of Economic Affairs.

Other Governmental Departments are also involved in making a contribution to the cooperation for development policy, albeit to a lesser contribution. The Department of Employment and Social Affairs, de Department of Education and Science de Defence Department and de Department of Health are among the more outstanding ones.

All the Central Government Departments that have powers in matters concerning cooperation form part of the Comisión Interministerial de Cooperación Internacional (CICI). As a general rule, this Committee may carry out the task of promoting and monitoring coherence within the development cooperation policy, but so far the scope of its functions has been much more limited, merely involving a certain amount of coordination with respect to the activities that are promoted by the different departments that constitute the General State Administration.

The powers in other areas that are of relevance to the development policy (trade, emigration / immigration, agriculture, fishing or social security) are split between different departments that form

part of the General State Administration. These policies are drawn up, implemented and monitored with considerable freedom of action where the Ministry of Foreign Affairs is concerned (and from the State Secretary for International Cooperation), and they are not subject to any control regarding the effects or impact that the decisions taken could have upon the developing countries. There is no specific mandate to enhance the coherence of the public policies in this broader sense, other than the coordination activities carried out by the Government.

The Development Cooperation Council is responsible for the task of monitoring the extent to which the development policy is coherent. The Governmental Departments responsible for those aspects that are most relevant to the development policy are involved in this activity, together with the main participants in the aid system. However, the actual effective powers of this body are extremely limited, because it is merely an advisory body. Regarding PCD, from 2004 this Council has the mandate to elaborate a report on the respect and accomplishment of the policy coherence principle, which is submitted to the parliament.

Finally, the renaming of the former Ministry of Foreign Affairs as the Ministry of Foreign Affairs and International Cooperation means that the matters concerning International Cooperation for development have more direct access to the Cabinet and Cabinet Meetings.

6. List of Identified PCD Mechanisms / Characterisation

	Particular Characteristics ⁴	Actors involved: ⁵
6.1 Explicit Policy Statements A - Master plan for Cooperation 2005–08 B - Article 4 of the International Development Cooperation Act (1998)	A: Group 2 B: Group 2	Par, Cab, PM
6.2 Administrative/Institutional A - Inter-Ministerial Committee for International Cooperation B - Inter-Territorial Committee for International Cooperation C – The Cooperation Council	A: Group 4 B: Group 4	PM PM, NGOs, PS, CS, Acad
6.3 Knowledge Input and Assessment - Development Cooperation Council	Group 4	PM, NGO, Acad

7. External Opinions:

OECD/DAC Peer Review (2002). From the conclusions on the OECD/DAC website:
‘Spain has integrated policy coherence for development into its legal framework. The Law states that the principles and objectives of Spanish development co-operation should be reflected in all other policies affecting developing countries. It emphasises consistency with the objectives of sustainable development and poverty reduction in the promotion of political, economic and cultural relations with developing countries. However, the debate in Spain on policy coherence appears less advanced than in some other DAC Members. The Ministry of Foreign Affairs (MFA) should be given a stronger role and the necessary analytical capacity to engage in policy debate with other ministries and actors, including civil society and regional governments in areas such as trade, technology transfers, agriculture and fisheries (e.g. EC international fisheries agreements), where development objectives may conflict with domestic interests.’

“**Report on Policy Coherence.** Recommendations for Spain in Economic matters”, Olivé, I y A. Sorroza (Coord.) (2006), Real Instituto Elcano.

8. Narrative from the 2005 Scoping Study (if not integrated above):

Spain’s **International Development Cooperation Act (1998)** includes an article called “The Principle of Coherence”; and coherence is taken up again in the new **Master Plan** of Spanish Cooperation for the period 2005–2008, adopted in February 2005. This plan was elaborated

⁴ For an explanation of the concepts used in 6 (‘Type of Mechanism’ and ‘Particular Characteristics’), please refer to the enclosed Explanatory Note.

⁵ Used abbreviations: CS = civil society; Par = Parliament; Cab = Cabinet; NGOs; PS = Private Sector; PM = Government Policy Makers; Acad = Academics; others

through a collaborative process with a large number of actors participating in the drafting process through workshops dealing with policy coherence for development. Chapter 8 of the new master plan is devoted to the quality of aid and policy coherence. To prepare this chapter and propose initiatives on policy coherence, an informal group was created with representatives from three key state secretaries: the Secretary of State for International Cooperation (Ministry of Foreign Affairs and International Cooperation), the Secretary of State of Economy (Treasury Department) and the Secretary of State for Tourism and Trade (Industry, Trade and Tourism Department).

Spain has two additional coordination mechanisms: the Inter-Ministerial Committee for International Cooperation (the "CICI") and the Inter-Territorial Committee. The CICI is a technical body that coordinates the efforts of different governmental departments with regard to development cooperation. The Inter-Territorial Committee coordinates, makes arrangements and collaborates among the different levels of government administration in matters concerning cooperation for development policy. Both the CICI and the Inter-Territorial Committee take part in drafting and approval of annual plans for international cooperation. Furthermore, the Spanish development cooperation planning cycle envisages that the different governmental departments with powers in matters concerning development aid participate in drawing up the country plans and sectoral strategies that are inherent to Spanish cooperation.

The Development Cooperation Council is an advisory body in which different governmental departments take part, alongside various other participants in the aid system (including non-governmental members). One of Council's new purposes is to monitor the coherence of the country's development policy. In December 2004, the DPC was mandated to elaborate an annual report on policy coherence for development to be submitted to the Spanish Parliament.

Spain is thus moving ahead, taking steps towards increased policy coherence for development.

9. Contacts

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