Spain places a strong focus on cooperation with middle-income countries; in Bolivia, it supports access to water and sanitation.
ODA funding trends

- In 2018, Spain’s official development assistance (ODA) stood at US$2.9 billion, making it the 13th-largest donor country. In relative terms, Spain’s ODA stood at 0.21% of its gross national income (GNI) in 2018.

- Net ODA peaked in 2016, due to exceptional debt relief for Cuba amounting to US$2.2 billion. After a 41% drop between 2016 and 2017, net ODA decreased again in 2018 (-5%), due to lower volumes of debt relief.

- When excluding debt relief, ODA increased in 2016 and 2017 by 51% and 18% respectively. This increase reflects the country’s economic recovery. The proposed 2019 budget set ODA at US$3.3 billion but was rejected by the Parliament in February 2019. Acting Prime Minister Pedro Sánchez supports a target of providing 0.5% of ODA to GNI, as underlined by the electoral manifestos of the social-democrat socialist party - PSOE and the left-wing party – Podemos.

Strategic priorities

- The ‘Master Plan for Spanish Cooperation 2018-2021’ outlines seven priorities, all linked to the Sustainable Development Goals (SDGs): 1) zero hunger; 2) good health and well-being; 3) quality education; 4) gender equality; 5) clean water and sanitation; 6) decent work and economic growth; and 7) peace, justice, and strong institutions.
• Gender equality and democratic governance are cross-cutting priorities of Spain’s development assistance. This is reflected in its bilateral programming in which, 'support to governance and civil society', including for women’s rights, is the largest recipient sector for bilateral ODA.

• Spain seeks to establish new models of development cooperation with partner countries in Latin America and sub-Saharan Africa through ‘triangular’ cooperation programs, blended finance, and the delegated cooperation of the European Union (EU).

Outlook

• Despite winning the snap general elections on April 28, 2019, the Spanish Socialist Worker’s Party (PSOE) of acting Prime Minister Pedro Sánchez, did not manage to form a coalition government. As a result of which, Sánchez could not be re-elected as prime minister and Spain will have to conduct new general elections on November 10, 2019. Pedro Sánchez will continue in place as acting Prime Minister until a new government is formed after the elections.

• On September, 2019, at the UN General Assembly, acting PM Sánchez announced that Spain will resume disbursements to multilateral institutions and pledged contributions to the Global Fund to fight AIDS, tuberculosis, and malaria (€100 million), the Green Climate Fund (€150 million), and the United Nations’ Sustainable Development Goals Fund (€100 million).

• Spain plans to develop a new strategy for multilateral cooperation in 2019. The strategy will outline Spain’s multilateral priorities and may consider harmonizing development-related financial tools, in order to encourage larger voluntary contributions to multilateral instruments.

OECD CRS. Gross disbursements. *Includes agriculture, forestry, fishing, and rural development. In 2017 prices.
How much ODA does Spain provide?

Excluding a one-off debt-relief package, Spanish ODA has been rising since 2015

Spain’s ODA stood at US$2.9 billion in 2018, making it the 13th-largest donor country in the Organisation for Economic Co-operation and Development’s (OECD) Development Assistance Committee (DAC). This amounted to 0.20% of Spain’s GNI, making it 20th-largest donor in relative terms. These numbers are based on the new methodology for measuring ODA loans which the OECD DAC will apply to ODA reporting for 2018 onward. Preliminary ODA figures for 2018 using this new methodology were first released in April 2019. This methodology, called ‘grant-equivalent’ methodology, provides a more accurate way to count donor efforts in concessional ODA loans because only the ‘grant’ portion of loans, expressed as a monetary value, is counted as ODA. In turn, the repayments of previous ODA loans are no longer subtracted. Until 2011, Spain delivered large amounts of ODA loans, the repayment of which was subtracted from its ODA. This is no longer the case with the new methodology, and the reform thus had a positive impact on Spain’s ODA levels: according to the previous ‘cash basis’ methodology, Spain’s net ODA stood at US$2.6 billion in 2018 (current prices), 11% below ODA figures using the new grant-equivalent methodology.

To allow for comparison over time, the OECD still publishes net ODA disbursements according to the cash basis methodology. After dropping by 41% between 2016 and 2017 due to an exceptional US$2.2 billion debt relief agreement with Cuba in 2016, net ODA decreased by 5% between 2017 and 2018. According to the OECD, this is due to a further decrease in debt relief volume.

Excluding debt relief, Spanish ODA increased by 79% between 2015 and 2017, following nearly seven straight years of cuts. Between 2008 and 2015 Spanish ODA declined by nearly three-quarters (from US$5.5 billion to US$1.4 billion) due to economic downturn and EU and International Monetary Fund (IMF) directives to cut public spending.

Excluding 2016’s Cuban debt actions, bilateral ODA in 2017 reached its highest point since 2013 at US$1.1 billion. The largest driver of this increase has been costs of hosting refugees on Spanish soil, which grew more than five-fold since 2015 to reach US$217 million in 2017. Pressure from Spanish media and civil society to take in more refugees mounted in 2015 and culminated in approval of an additional €200 million (US$225 million) in funding. In parallel, multilateral spending reached a new peak in 2017 of US$1.9 billion, an increase of 75% since 2015.

In November 2016, the Congress of Deputies’ Development Committee unanimously approved a non-binding resolution to increase ODA to 0.4% of Spain’s GNI by 2020. While PM Sánchez’s government supported this proposed target, his Spanish Socialist Workers’ Party (PSOE), as well as the left-wing Podemos party, proposed increasing ODA to 0.5% of Spain’s GNI by 2023. The 2019 budget, proposed by PSOE, further increased ODA to €2.9 billion (US$3.3 billion), but it failed to pass in a February 2019 parliamentary vote. The spending levels established in the 2018 budget (US$2.9 billion) will remain in effect until Spain passes a 2019 budget.

The failure of the budget to pass was caused by Catalan secessionist parties’ withdrawing support from the socialist government they had previously helped bring to power in June 2018. Following this, Prime Minister Pedro Sánchez called a snap general election for April 28, 2019, which saw his party win 28% of the votes. Pedro Sánchez is likely to remain in power during the coming four-year term. In order to form a government, the Socialist Party needs to seek parliamentary support from other political parties.

Further information: 2017 prices
To compare ODA levels in any given year with ODA levels provided in other years, figures need to be adjusted to account for inflation and exchange rate fluctuations. The OECD provides data that accounts for these fluctuations. In this profile, and unless indicated otherwise, figures are stated using 2017 prices.
Spain Donor Profile
August 2019

donortrackers.org
An initiative by SEEK Development

**SPAIN’S GROSS/NET ODA DISBURSEMENTS**
US$ millions; in 2017 prices

- **2014:** 1,839
- **2015:** 1,847
- **2016:** 4,659
- **2017:** 2,963
- **2018:** 2,442
- **2019 (estimate):** 2,933

**TOP 15 DAC DONOR COUNTRIES, 2018**
Total ODA Disbursements; US$ billions; in current prices

- **United States:** 34.3
- **Germany:** 25
- **United Kingdom:** 19.4
- **Japan:** 14.2
- **France:** 12.2
- **Sweden:** 5.6
- **Netherlands:** 5.6
- **Italy:** 5
- **Canada:** 4.7
- **Norway:** 4.3
- **Australia:** 3.1
- **Switzerland:** 3.1
- **Spain:** 2.9
- **Denmark:** 2.6
- **Korea:** 2.4

OECD DAC preliminary data (April 2019).
TOP 20 DAC DONOR COUNTRIES, 2018
Total ODA as % of GNI

Sweden: 1.04
Luxembourg: 0.98
Norway: 0.94
Denmark: 0.72
United Kingdom: 0.7
Germany: 0.61
Netherlands: 0.61
Switzerland: 0.44
Belgium: 0.43
France: 0.36
Ireland: 0.31
Iceland: 0.31
New Zealand: 0.28
Canada: 0.28
Japan: 0.28
Austria: 0.26
Italy: 0.24
Australia: 0.23
Spain: 0.2

OECD DAC preliminary data (April 2019).
Spain focuses on the SDGs, development effectiveness, and new cooperation models

The Spanish government outlines its strategic orientations for development in the ‘Master Plan for Spanish Cooperation 2018-2021’ (Master Plan), which underlines Spain’s commitment to advance the implementation of the 2030 Agenda for Sustainable Development and increase ODA to 0.7% of GNI. It outlines four cross-cutting development principles: human rights, gender equality, cultural diversity, and environment. Seven strategic goals are highlighted, in line with the SDGs: 1) zero hunger; 2) good health and well-being; 3) quality education; 4) gender equality; 5) clean water and sanitation; 6) decent work and economic growth; and 7) peace, justice and strong institutions. According to the Master Plan, these sectors are to account for 87% of Spain’s bilateral funding.

Further underscoring the centrality of the 2030 Agenda in Spain’s priorities was the creation in 2018 of the new High Commissioner for the 2030 Agenda, based in the Prime Minister’s office (La Moncloa). The Spanish government has also launched an ‘Action Plan for 2030 Agenda Implementation’, which places development cooperation, including ODA, as a cornerstone to accelerating and achieving the SDGs.

Within its development policy, Spain adopts a differentiated strategy depending on the status of its partner countries. When cooperating with middle-income countries (MICs) – Spain’s traditional top recipients are countries in Latin America, such as Peru and Colombia, that are transitioning to upper-middle income status – the Ministry of Foreign Affairs and Cooperation (MAEUEC) seeks to progressively substitute traditional ODA with new models of development cooperation. This includes triangular programs (carried out jointly by an industrialized country, an emerging economy, and a recipient country), blended finance (financial instruments involving a mix of public funding and private investments for development), knowledge-transfer programs, and an increasing use of equity investments. Democratic governance, infrastructure, and climate change are among Spain’s preferred interventions in MICs. For example, Spain contributed to the creation of a water sanitation program in Bolivia, a project that was jointly carried out with Brazil. The current MAEUEC leadership is aiming for Spain to lead global efforts – specifically for MICs – to influence the global debate around managing the middle-income transition and to attract emerging markets in Latin America to the global development community.

In addition, the new Master Plan expects a growing ODA focus on sub-Saharan Africa. In these countries Spain prioritizes traditional ODA disbursements (mostly grants) to support the provision of basic social services and strengthening institutions.

Spain’s key development priorities:

- **Strong focus on MICs**: Spain seeks to develop new models of cooperation with its middle-income partner countries. It focuses on triangular cooperation and knowledge transfers.

- **Gender, governance, and climate change**: These sectors are prioritized as cross-cutting areas of intervention.

- **2030 Agenda implementation**: The seven SDGs prioritized by Spain are to account for 87% of bilateral funding.

- **Zero Hunger**: Zero hunger is the first sector mentioned in the Master Plan, with a focus on food security.

What are Spain’s priorities for global development
How does Spain spend its ODA?

**Since the 2008 crisis, Spain’s ODA has increasingly come from core contributions to multilaterals**

Several years of economic turmoil between 2008 and 2013 resulted in Spain’s channeling an increasing share of its ODA through core, obligatory contributions to multilateral organizations. They have remained high even as economic growth has returned and in 2017 accounted for 63% of Spanish ODA, well above the OECD Development Assistance Committee (DAC) average of 40%. Despite recent gains in overall ODA, bilateral ODA in 2017 was only a quarter of where it stood in 2008 (US$1.1 billion compared to US$4.3 billion), accounting for 37% of Spain’s development assistance.

Spain channels a large part of its ODA through CSOs: 46% in 2017, much higher than the DAC average of 17%. This share was inflated in 2017 by high spending on refugees that went through national NGOs (US$214 million), but Spain is typically well above the DAC average of channeling ODA through NGOs.

**Main sectors of bilateral ODA are in-country spending on refugees and debt relief**

In 2017 the largest share of Spain’s bilateral ODA was used for in-country costs of hosting refugees: it accounted for 20% of total bilateral development assistance, or US$217 billion, above the DAC average of 16%. This was more than double 2016’s refugee costs and more than six times 2015’s. The spike could be attributable to two factors. First, pressure from Spanish media and civil society to host more refugees resulted in the approval of €200 million (US$225 million) in additional public spending in 2016. Secondly, DAC members can report the costs of hosting refugees up to one year after application, which can result in a reporting lag.

A year after Spain took a series of extraordinary measures to ease Cuba’s debt burden, debt action still accounted for a sizable portion of Spain’s bilateral ODA at 11% or US$123 million, making it the second-largest sector of bilateral assistance. ‘Government and Civil Society’ was the third-largest sector of bilateral ODA, increasing to US$105 million (10%), from US$88 million in 2016. Within this sector, Spain focuses on gender equality and democratic participation, a reflection of the cross-cutting themes set out in the ‘Master Plan for Spanish Cooperation 2018-2021’ (Master Plan).

At nearly 10% or US$104 million, administrative costs account for a large proportion of Spain’s bilateral ODA. Agriculture fell from the sixth-largest to the ninth-largest sector of Spain’s bilateral ODA in 2017, amounting to US$62 million or 6% of spending. Food security remains one of the top priorities of Spanish development policy, which is also reflected in its international leadership in the sector: Spain hosts the humanitarian logistics hubs of the World Food Program (WFP), the International Committee of the Red Cross (ICRC), and of the United States Agency for International Development (USAID) on the Canary Islands.

Almost all of Spain’s bilateral ODA in 2017 consisted of grants (97%), consistent with previous years.

**Spain focuses bilateral ODA on Latin America, sub-Saharan Africa, and the MENA region**

Spain contributed the largest shares of bilateral ODA in 2017 to Latin America (28%), sub-Saharan Africa (23%), and the Middle East and North Africa (MENA) region (14%). Further, six out of the 10 largest ODA recipients from 2015 to 2017 are in Latin America, and three are part of the MENA region. Due to Spain’s focus on those two regions, the largest proportion of bilateral ODA is allocated to middle-income countries (MICs): MICs received 74% of bilateral funding on average between 2015 and

Spain’s 21 priority countries:
- Bolivia
- Colombia
- Cuba
- Dominican Republic
- Ecuador
- El Salvador
- Ethiopia
- Guatemala
- Haiti
- Honduras
- Mali
- Mauritania
- Morocco
- Mozambique
- Nicaragua
- Niger
- Paraguay
- Peru
- the Philippines
- Senegal
- West Bank and the Gaza Strip
2017. In 2017, only 11% was allocated to low-income countries (LICs), well below the OECD DAC average of 24%.

The government plans to concentrate its ODA on fewer countries going forward, reducing the number of priority countries from 50 in 2013 to 21, as outlined in the Master Plan. From these priority countries, seven are LICs and 14 are MICs.

**Core contributions to multilaterals reached new high in 2017**

Core contributions to multilaterals reached a new peak in 2017 of US$1.9 billion. Since 2015, core funding to multilaterals has increased by 75%, driving much of the recent growth in Spanish ODA. The increase was driven by a US$300-million increase to the World Bank’s International Development Association (IDA), from US$11 million in 2015 to US$314 million in 2017. On top of this, Spain also provides earmarked funding to multilateral organizations tied to particular regions, countries, or themes. This stood at US$157 million in 2017, its highest point since 2011. Earmarked funding has steadily increased each year since 2013.

While the proportion of EU contributions within ODA is diminishing as overall spending increases, they still accounted for 39% of total ODA in 2017. These contributions have grown by 25% in absolute terms since 2015. These EU-level increases have been to fund the response to unprecedented arrivals of asylum seekers that occurred in 2015 and 2016, while the IDA increases reflect the beginning of a return to previous funding levels as budget austerity is lifted.

At US$253 million, contributions to regional development banks doubled compared to 2016. 2017 marked Spain’s first contributions to smaller regional development banks and multilateral funds in years, including US$172 million to the Asian Infrastructure Investment Bank and US$50 million to the Andean Development Corporation.

Development of a new multilateral strategy is ongoing and expected to be released in 2019. The former multilateral review from 2015 said funding would focus on United Nations (UN) agencies, including the UN Refugee Agency (UNHCR), the UN Children’s Fund (UNICEF), the International Fund for Agricultural Development (IFAD), and the World Food Program (WFP). While those agencies specifically named in the multilateral review have not seen funding increases from Spain, UN contributions overall amount to US$85 million in 2017, an increase of 23% over 2015, when they stood at US$69 million, according to data from the OECD.

Spain’s voluntary contributions have been hampered in recent years by budgetary limitations but contributions are expected to resume to previous levels due to the current government’s strong focus on multilateralism. During the 74th session of the United Nations General Assembly held on September 24, 2019, acting Prime Minister Pedro Sánchez announced that Spain would provide €150 million to the Green Climate Fund, €100 million to the Global Fund to fight AIDS, tuberculosis and malaria, and €100 million to the UN-Spain SDG Fund.
SPAIN'S BILATERAL ODA BY SECTOR, 2017
Total: US$ 1086 million

- Refugees in Donor Countries: 20.0% (US$217m.)
- Debt Relief, Rescheduling, etc.: 11.3% (US$123m.)
- Government & Civil Society: 9.7% (US$105m.)
- Donor Admin Costs: 9.6% (US$104m.)
- Multisector: 9.3% (US$101m.)
- Unspecified: 8.4% (US$91m.)
- Agriculture*: 5.7% (US$60m.)
- Humanitarian aid: 5.6% (US$51m.)
- Health & Population: 4.9% (US$50m.)
- Education: 4.6% (US$50m.)
- Other: 11.0% (US$123m.)

OECD CRS. Gross disbursements. *Includes agriculture, forestry, fishing, and rural development. In 2017 prices.

THE TOP 10 RECIPIENTS OF SPAIN'S ODA
Average 2015-2017, excluding debt relief; US$ millions.

- Turkey: 44
- Syrian Arab Republic: 37
- Morocco: 27
- Colombia: 21
- Peru: 21
- West Bank and Gaza Strip: 21
- El Salvador: 20
- Venezuela: 18
- Guatemala: 17
- Bolivia: 16

OECD CRS. Gross disbursements, in 2017 prices.
SPAIN'S BILATERAL ODA BY INCOME-GROUP, 2015-2017

Average 2015-2017: US$ 1.6 billion

- Upper middle-income countries: 59.8% (US$941m.)
- Lower middle-income countries: 15.5% (US$249m.)
- Low-income countries: 6.3% (US$101m.)
- Unallocated by income: 19.3% (US$309m.)

OECD CRS. Gross disbursements, in 2017 prices.
**MAEC steers strategy, AECID leads implementation**

Prime Minister (PM) Pedro Sánchez of the Spanish Socialist Workers’ Party (PSOE) has led a minority government since a no-confidence motion ousted former PM Mariano Rajoy and his conservative People’s Party (PP) in June 2018. His office (La Moncloa) provides leadership at high-level forums like the UN General Assembly or the group of 20 (G20), in addition to steering and coordinating Spain’s efforts to achieve the SDGs through the High Commissioner for the 2030 Agenda. Under the PM’s leadership, the Ministry of Foreign Affairs, European Union, and Cooperation (MAEUEC) sets the strategic orientation of Spanish development policy.

Following a parliamentary rejection of the government’s 2019 budget proposal in February 2019, Sánchez called for a snap election to take place on April 28, 2019. The upcoming election will mark the third time the country elects a new parliament since December 2015.

MAEUEC is headed by Josep Borrell, a former president of the European Parliament and member of the PSOE. Within MAEUEC, the secretary of state for international cooperation and for Ibero-America, Juan Pablo de Laiglesia, oversees global development. In this role, Laiglesia also supervises the work of the General Directorate for Sustainable Development Policies (DGPOLDES), an administrative body that steers development policy and defines ODA priorities of MAEUEC and the Spanish Agency for International Development Cooperation (AECID; see below). MAEUEC also drafts the development budget.

The Ministry of Finance and Public Function (Ministry of Finance) finalizes the budget and channels ODA to EU institutions. The Ministry of Economy and Business (MINECO) is engaged in debt-relief operations, in the management of Spain’s Development Promotion Fund (FONPRODE) jointly with MAEUEC, and in disbursements to regional development banks and finance institutions.

AECID is currently directed by Aina Calvo and is responsible for implementing bilateral programs, humanitarian assistance, and funding to CSOs. It also advises the MAEUEC on allocation questions. AECID’s financial volume of activities was drastically decreased due to overall budget cuts and remains low relative to historical levels. Its budget decreased from €870 million (US$981 million) in 2011 to €238 million (US$268 million) in 2018.

Spain programs its bilateral funding based on the strategic, regional, and thematic priorities established in the four-year Master Plan. Low-income countries receive funding according to their development needs, cooperation with middle-income countries focuses on fostering triangular partnerships, global health research and development, and global public goods. The governing council of AECID, which includes representatives from MAEUEC, decides on allocations by region and country.

To increase ODA predictability, Spain uses multi-annual country partnership frameworks (MAPs) for its priority countries. MAPs specify sector priorities and provide estimated annual budget allocations. They are developed jointly by the AECID, the partner countries, and local civil society organizations. In addition to MAPs, Spain plans to develop New Generation Partnerships (ANG) with some of its traditional ODA recipients that have progressed to developed or upper-middle-income status, including Argentina, Brazil, Cape Verde, Chile, Costa Rica, Egypt, Equatorial Guinea, Jordan, Mexico, Panama, Uruguay, and Tunisia.

The Development Promotion Fund (FONPRODE) is the main financial instrument for voluntary multilateral funding, loans, and equity investments. While the AECID manages day-to-day FONPRODE operations, the MAEUEC (together with the MINECO and other ministries) defines its funding priorities. FONPRODE was created in 2010, initially to separate ODA from Spanish commercial interests and ensure that no loans were allocated to heavily-indebted countries. A lack of administrative capacity has prevented FONPRODE from disbursing its entire budget approved by the Parliament.

**Parliament:** The Spanish Parliament is composed of two chambers (Congress of Deputies and Senate); each of them has a development committee. Members of Parliament (MPs) debate and vote on commitments related to development and can request information on all development matters, as well as require officials working in global development to give testimony in hearings called hearings. Spain has had minority governments since June 2016 elections, which have resulted in a greater influence of the Parliament over development policy and the ODA budget.

**Civil Society:** Spanish civil society, which includes secular and Catholic non-governmental organizations (NGOs)
and think tanks, serves a key role in development cooperation. Although NGOs have lost influence in recent years, the level of NGOs’ inclusion in policy dialogue remains high, both through bilateral platforms and the MAEUEC’s Council for Development Cooperation. Spain’s main civil society umbrella organization for development cooperation, Coordinadora de ONGD España (CONGDE), coordinates NGO activities and regularly interacts with government actors. It has 76 member organizations and 17 regional NGO platforms, counting 400 organizations in total.

Spain is a highly decentralized country: sub-national state actors (autonomous regions, local administrations, and universities) also provide ODA. According to government estimates, decentralized cooperation amounted to €287 million (US$324 million) in 2018 or an 11% of the overall Spain ODA projected for that year.
How is Spain’s ODA budget structured?

The Finance Ministry provides the largest share of ODA

The 2019 budget of the minority socialist government failed to win parliamentary approval in February 2019, triggering a snap election for April 28, 2019. That budget would have set ODA at €2.9 billion (US$3.3 billion), a 13% increase compared to 2018. Until the government that emerges from the upcoming election gets a 2019 budget through Parliament, the 2018 budget remains in effect. The 2018 budget was itself delayed by the Catalan secession crisis until June 2018.

Spain’s 2018 budget sets ODA at €2.6 billion (US$2.9 billion) or 0.22% of GNI. Several ministries provide ODA. The Ministry of Foreign Affairs and Cooperation (MAEUEC) used to be Spain’s primary ODA provider. Its share has decreased to 23% in 2018, as past cuts mainly affected MAEUEC’s ODA budget and it has yet to fully recover. Additionally, other budget envelopes – including the Ministry of Finance and Public Function (MINHAFP) and Ministry of Economy and Competitiveness (MINECO), both of which consist almost entirely of international obligations – have grown at faster rates in recent years.

MINHAFP now manages the largest share of Spain’s ODA (42% in 2018): it channels the country’s mandatory contributions to the EU. MINECO (16% of ODA in 2018) manages contributions to international financial institutions, including the World Bank, and channels debt relief. Its budget increased from €59 million (US$67 million) in 2015 to €486 million (US$548 million) in 2016 but has fallen since then to €424 million (US$478 million) in 2018.

MAEUEC’s budget for 2018 stands at €588 million (US$663 million), a slight nominal increase, from €559 million (US$630 million) in 2017. This budget envelope provides little information on funding channels, recipients, and spending for specific sectors. MAEUEC’s budget includes funding for the Spanish Agency for International Development Cooperation (AECID). AECID’s budget focuses on funding for bilateral programs, civil society organizations (CSOs), and humanitarian assistance. About 34% of MAEUEC’s budget (€199 million or US$224 million) is channeled through FONPRODE. Since 2012, all FONPRODE funds must be disbursed as loans or equity investments through bilateral programs, or as earmarked loans managed by multilateral organizations. While FONPRODE’s mandate is to also channel voluntary contributions or grants to multilateral institutions in addition to loans and equities, this ‘loans-only’ policy is aimed at reducing the impact of Spain’s ODA to the public deficit.

Spain’s regional governments and local administrations provide ODA mainly through CSOs and their own bilateral programs, although they can provide funding to multilateral institutions as well.
What are important milestones in Spain's annual budget process?

ODA levels and main funding lines are typically decided upon between March and July

This is how the budgetary cycle typically works, along with the usual timeframe, but recent political instability has led to frequent delays in budget approval.

- **Government suggests overall ODA volume**: In March, the government sets guidelines for overall spending per ministry, including overall ODA volume, as well as funding lines for Spain’s Development Promotion Fund (FONPRODE) and the Spanish Agency for International Development Cooperation (AECID). Key stakeholders in this period include the Prime Minister’s Office, as well as the Ministry of Foreign Affairs and Cooperation (MAEUEC) and the Ministry of Finance and Public Function (MINHAFP).

- **Ministries develop their budget requests**: Between May and June, each ministry, including MAEUEC and MINHAFP, develop their budget requests in accordance with overall spending levels set in the government’s guidelines to each ministry. Around June or July, ministries present their requests to MINHAFP.

- **Government decides on ministerial spending caps**: Once budget requests are sent to the MINHAFP, negotiations start between the ministries. In July, the government decides on caps for ministerial budgets and the government’s overall spending ceiling is presented, including the ODA volume. Key decision-makers regarding ODA levels are the Prime Minister, the Finance Minister, and the Foreign Minister.

- **Negotiations take place among ministries**: From August to September, the MAEUEC continues to negotiate with the Ministry of Finance for specific funding items, e.g., the share of loans or grants in the FONPRODE budget. Both ministries are key stakeholders during this period.

- **Parliament discusses, amends, and votes on budget bill**: From October to November, Parliament discusses and amends the ministries’ draft budgets. The Development Committee provides recommendations on budget amendments, and the Budget Committee makes the final decision. Members of Parliament may present amendments to the overall budget and to specific ODA budget lines in this period. The lack of a clear majority in Parliament since 2016 reinforces the influence of individual members regarding budget allocations, including for ODA.

Further allocations are decided upon during the implementation phase of the annual budget. The MAEUEC decides on spending to partner countries and other multilateral organizations during the course of the entire year. Allocations from the FONPRODE are made by the ‘FONPRODE Executive Board’. The Board (which includes representatives from MAEUEC, the Ministry of Economy, Industry and Competitiveness, MINHAFP, and other ministries) usually meets three to four times per year. Its funding proposals need to be approved by the Prime Minister’s cabinet weekly meeting (Consejo de Ministros).
Spain’s global health ODA

**Health ODA has dropped significantly since 2008**

Spain’s funding to global health stood at US$153 million in 2016 (latest year for which complete data from the Organisation for Economic Co-operation and Development (OECD) is available), ranking it 16th among major donors, according to data from OECD. This corresponds to 3% of its total official development assistance (ODA), which is below the OECD Development Assistance Committee (DAC) member average of 8%.

Although health was underlined as a key strategic priority in the ‘Master Plan for Spanish Cooperation 2013-2016’, this did not prevent cuts to the health sector during and after Spain’s economic crisis. According to the ‘Master Plan for Spanish Cooperation 2018-2021’ (Master Plan), global health is underlined among the key strategic priorities of Spain’s development policy. Spain takes a rights-based and equity approach, focusing its health policy on strengthening universal health coverage (UHC) and promoting access to essential drugs and vaccines. Under such an approach, the Master Plan outlines four strategic priorities within the health sector: 1) strengthening public health systems; 2) supporting sexual and reproductive health; 3) reinforcing Spain’s system to respond to health emergencies; and 4) supporting access to medicines, vaccines, and other health goods, including research and development.

ODA to health has fallen significantly since 2008 when it stood at US$569 million. However, 2016 marked an increase in spending over recent years, making it the year that Spain spent most on the sector since 2012. In 2016, Spain provided 66% of its health ODA (US$100 million) through core contributions to multilateral organizations. A large share of this funding is made up of assessed, binding contributions to the European Union (EU) institutions. In 2016, the EU was the largest recipient of Spain’s multilateral health ODA, receiving US$47 million, followed by the World Bank’s International Development Association (IDA) as the second-largest recipient receiving US$27 million and the World Health Organization receiving US$11 million.

Spain’s bilateral spending on global health did not change much between 2016 and 2017 (US$52 million in 2016 to US$53 million in 2017). Based on OECD data, and in line with Spain’s strategic priorities, the largest share of the funding went to health policy and administrative management (20% of total bilateral health ODA in 2017, followed by reproductive health care (14%). Other focus areas include basic nutrition at 12%, infectious disease control at 12%, basic health care at 11% and medical research at 9% .

As for commitments to global health, the Spanish government pledged US$33 million to the International Finance Facility for Immunisation (IFFIm) for 2016 to 2020. IFFIm is a long-term financing entity that makes immediate funding available to Gavi, the Vaccine Alliance (Gavi) for immunization programs, by issuing ‘vaccine bonds’ in the capital market. Additionally, the Spanish Ministry of Economy and Competitiveness (MINECO) provided US$17 million in contribution to the Global Fund’s Debt2Health initiative in 2017. Spain has not made a direct commitment to Gavi itself and had not been able to provide direct funding to the Global Fund to Fight AIDS, Tuberculosis, and Malaria (Global Fund) since 2010 as a result of budget constraints. However, at the 74th session of the United Nations General assembly held in September 2019, PM Sánchez announced that Spain would resume funding to the Global Fund with a €100 million pledge contribution for the next replenishment period 2020-2022.

**MAEUEC defines strategic orientations, AECID implements policy**

Within the Ministry of Foreign Affairs and Cooperation (MAEUEC), the most relevant departments covering health issues are the General Directorate for Sustainable Development Policies and its health division. With regards to implementation, the Spanish development agency AECID covers health-related programs through its Directorate for Multilateral and Sectoral Cooperation and its regional departments (i.e., the Directorates for Africa and for Latin America), which manage bilateral programs on the ground. In addition, the Ministry of Health provides advice to MAEUEC and AECID on key issues and attends some global health forums such as the World Health Assembly.
SPAIN'S ODA TO HEALTH
US$ millions

<table>
<thead>
<tr>
<th>Year</th>
<th>Multilateral health ODA</th>
<th>Bilateral health ODA</th>
<th>Health ODA as % of total ODA</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>125</td>
<td>56%</td>
<td>44%</td>
</tr>
<tr>
<td>2015</td>
<td>109</td>
<td>60%</td>
<td>40%</td>
</tr>
<tr>
<td>2016</td>
<td>152</td>
<td>66%</td>
<td>34%</td>
</tr>
</tbody>
</table>

OECD CRS, and imputed multilateral contributions to the health sector: DAC secretariat estimations. In 2017 prices.

RECIPIENTS OF SPAIN'S HEALTH ODA, 2016
Total: US$153 million

- WHO (assessed & CVCA) 7.3% (US$11.1m.)
- Bilateral 34.3% (US$52.4m.)
- EU Institutions 30.5% (US$46.5m.)
- IDA 17.6% (US$28.9m.)
- Other 10.3% (US$15.8m.)

OECD CRS and imputed multilateral contributions to the health sector: DAC secretariat estimates. In 2017 prices.
Spain Donor Profile

SPAIN’S KEY GLOBAL HEALTH COMMITMENTS
US$ millions

Data from government and linked organizations

TOP 20 DAC DONORS TO HEALTH, 2016
Total health ODA; US$ millions; in 2017 prices; incl. bilateral and multilateral funding

United States 10 048
United Kingdom 2 359
Germany 1 194
France 1 194
Japan 971
Canada 706
Netherlands 589
Norway 568
Sweden 530
Australia 372
Italy 271
Korea 255
Belgium 224
Switzerland 197
Denmark 161
Spain 153
Ireland 109
Luxembourg 11
Finland 61
Austria 47

OECD CRS and imputed multilateral contributions to the health sector (DAC Secretariate estimates)
DAC DONORS TO HEALTH, 2016

Health ODA as % of total ODA

- United States: 28.1%
- Canada: 19.2%
- Luxembourg: 19.2%
- United Kingdom: 15.8%
- Ireland: 13.3%
- Norway: 13.2%
- Netherlands: 12.3%
- Australia: 11.1%
- Korea: 10.6%
- Sweden: 10.4%
- Belgium: 10.3%
- France: 8.3%
- Denmark: 6.2%
- Portugal: 5.6%
- Finland: 5.6%
- New Zealand: 5.4%
- Switzerland: 5.4%
- Japan: 5.4%
- Italy: 5.1%
- Germany: 4.3%
- Iceland: 4.2%
- Czech Republic: 4%
- Slovak Republic: 3.7%
- Spain: 3.2%
- Slovenia: 3%
- Poland: 3%
- Greece: 2.8%
- Austria: 2.7%
- Hungary: 2.2%

OECD CRS and imputed multilateral contributions to the health sector (DAC Secretariat estimates)
Spain is not a large donor to global health R&D overall and increasingly channels its funding through research group ISGlobal

In 2017, Spain provided US$4 million for research and development (R&D) on poverty-related and neglected diseases (PRNDs), referred to as ‘global health R&D’ in this profile. This is less than a fifth of where funding stood in 2008, and funding has declined each year since 2014. However, the ‘Master Plan for Spanish Cooperation for 2018 to 2021’ (Master Plan) underlines R&D as a key priority of its contributions to global public goods, and the Spanish secretary of state for development and the Spanish secretary of state for research signed an agreement to strengthen coordination and foster joint activities on R&D and international development in March 2018.

In past years, Spain has concentrated its R&D funding on the fight against HIV/AIDS, malaria, and tuberculosis. In 2017, 83% of its financing could not be allocated to a single disease, largely owing to US$4 million that was given to the Barcelona Institute for Global Health (ISGlobal), an influential global health think tank and R&D institution. In 2016 too, Spain’s funding was similarly concentrated on ISGlobal. The ISGlobal is mainly funded by the banking foundation, ‘La Caixa’, and accounts for a varied research agenda with a special focus on malaria due to its institutional links with the World Health Organization’s head of the malaria program, Pedro Alonso. The next-largest areas of funding in 2017 were efforts against malaria (US$454,000) and bacterial pneumonia and meningitis (US$69,000).

According to G-FINDER data, ISGlobal was the largest implementer of Spain’s public global health R&D (97% in 2017). It received core contributions from the Catalan Department of health (US$1.8 million), the Catalan Ministry of Economy and Knowledge (US$1.4 million), and the Barcelona City Council (US$254,000), as well as earmarked funding for projects focusing on combatting malaria, bacterial pneumonia and meningitis, and tuberculosis.

The Carlos III Health Institute, the main public research funder in Spain responsible for managing and carrying out biomedical research, played a diminished role in 2017, investing only US$124,000 focused on bacterial pneumonia and meningitis and tuberculosis. The institute reports to the Ministry of Science and the Ministry of Health. Its key mission is to support the development of scientific knowledge.

MAEUEC and the Ministry of Science are the main ministries responsible for global health R&D

The Ministry of Foreign Affairs and Cooperation (MAEUEC) is the main ministry working on global health R&D. The MAEUEC’s Health Division is mainly responsible for global health R&D funding. The AECID works on funding and implementation of global health R&D programs through its Directorate for Multilateral and Sectoral Cooperation. In turn, the Ministry of Science steers Spain’s national strategy on R&D, including for global health. The Ministry of Science’s Carlos III Health Institute implements health-related R&D interventions through direct investments and channels funding to national research initiatives. It also represents Spain’s position on health R&D to the European Union. Previously, the MAEUEC and the Spanish Development Promotion Fund (FONPRODE) financed product-development partnerships, but this funding channel has been discontinued now that FONPRODE’s budget only includes loans and equities.
SPAIN’S R&D FUNDING FOR NEGLECTED DISEASES

US$ millions; in 2017 prices

Policy Cures Research, G-FINDER Public Search tool
Spain’s education ODA

Despite education being a high priority sector, funding to this sector sharply decreased since 2008 due to overall ODA budget cuts

Spain spent US$156 million on global education in 2016 (latest year for which complete data is available), making it the 15th-largest donor country to the sector according to Organization for Economic Co-operation and Development (OECD) data. This represented 3% of its total ODA to education, ranking 24th among OECD Development Assistance Committee (DAC) donor countries. This is below the average of 8% spent by DAC donor countries on education.

Spain’s education ODA has declined dramatically since 2008 when it ranked among the OECD’s top donors at US$483 million. Overall, Spain’s education ODA decreased by 68% between 2008 and 2016. This decline is explained by the general retrenchment of Spanish ODA as part of the government’s austerity measures over the past years.

In spite of these funding decreases, education is one of seven priorities of Spain’s development policy, as outlined in Spain’s ‘Master Plan for Spanish Cooperation 2018-2021’ (Master Plan). Education ODA might increase again as Spanish ODA as a whole recovers (for more details, see question one: ‘How much ODA does Spain provide?’), but as of yet there have been no concrete measures undertaken to achieve this.

Spain’s development agency (AECID) oversees implementation of its bilateral programs and defines four priorities for its education support in its Master Plan, which includes: 1) fostering free, inclusive, and high-quality education for all children; 2) supporting professional training and technical competences for the most vulnerable populations; and 3) raising awareness and education on sustainable development and solidarity aspects.

Spain provided a relatively small portion of its education ODA as bilateral funding in 2016 (32% or US$51 million). By contrast, on average, DAC donors spent 70% of their education ODA bilaterally in 2016. This is reflective of Spain’s broader development portfolio, wherein mandatory contributions to multilateral organizations – particularly to the European Union – have assumed a large role as bilateral ODA has been cut. At US$50 million in 2017, bilateral education ODA remains as it was in 2016 and well below where it was before Spain’s economic and fiscal challenges occurred. Almost half of the education ODA went to ‘general education’ (46%), which includes investments in system strengthening. The next-largest areas receiving funding were post-secondary education (23%), basic education (15%) and vocational training (12%).

Spain contributed US$105 million in 2016 in multilateral education ODA (or 67% of its overall education ODA), with the largest share of this contribution going to EU institutions (US$66 million). This was well above the DAC average of 30% of education funding going to multilaterals. Spain has been a strong supporter of the Global Partnership for Education (GPE) in the past, having contributed US$353 million since its founding in 2002. Despite a five-year gap in contributions to the GPE, it still remains the eight-largest donor. In February 2018, it pledged €1.5 million (US$2 million according to GPE’s conversion rate) to the GPE during its 2018-2020 replenishment conference in Dakar, Senegal. AECID declared in a 2016 document of recommendations for the education sector that GPE is one of the preferred instruments for the sector.

MAEUEC defines strategic orientations; AECID implements policy

Within the Ministry of Foreign Affairs and Cooperation (MAEUEC), the most relevant departments covering education issues are the General Directorate for Sustainable Development Policies (DGPSD) and its education division. The DGPSD takes the leading role in policy formulation, planning, and evaluation. With regard to implementation, AECID covers education-related programs through its Directorate for Multilateral and Sectoral Cooperation and its regional departments (i.e., the Directorates for Africa and for Latin America), which manage bilateral programs on the ground. Other relevant stakeholders include universities and some development NGOs in the education sector, including Entreculturas, Fundación Carolina, and UNICEF Spain. DGPSD, AECID, and NGOs together aim to coordinate support for education programs in the Spanish Cooperation Sectorial Board on Education (Mesa Sectorial de Cooperación en Educación).
**Spain Donor Profile**

**SPAIN’S ODA TO EDUCATION**

US$ millions

![Graph showing ODA to education from 2014 to 2016.](image)

- **Multilateral education ODA**
- **Bilateral education ODA**
- **Education ODA as % of total ODA**

OECD CRS, and imputed multilateral contributions to the education sector: DAC secretariat estimations. In 2017 prices.

**SPAIN’S BILATERAL ODA TO EDUCATION ACROSS SUB-SECTORS, 2017**

Total: US$50 million

![Pie chart showing distribution of bilateral ODA to education sectors.](image)

- **General education** 46.2% (US$22.9m.)
- **Basic education** 14.5% (US$7.2m.)
- **Post-secondary education** 23.2% (US$11.5m.)
- **Vocational training** 11.5% (US$5.7m.)
- **Secondary education** 4.6% (US$2.3m.)

OECD CRS. In 2017 prices.
Spain's agriculture ODA

Agriculture is a priority of Spanish development policy but remains underfunded, compared to pre-crisis funding levels

Agriculture and rural development, and food security more generally, are priorities of Spain’s official development assistance (ODA). In 2016 (latest year for which complete data is available), Spain spent US$212 million in ODA to agriculture. This funding was 42% higher than the amount provided in 2015 and the highest agricultural spending in five years. This amounted to 4% of Spain’s total ODA, which is still below the 7% average among member countries of the Development Assistance Committee (DAC) of the OECD.

According to the ‘Master Plan for Spanish Cooperation 2018-2021’, Spain's development actions on rural development and agriculture are earmarked under its ‘zero hunger’ strategic goal. Increasing agricultural productivity in developing countries is one of the targets defined under this strategic goal, along with the target of fostering food security and nutrition in developing countries. Spain focuses on smallholder farmers (specifically prioritizing women) and aims to develop the economic potential of agriculture through greater involvement of the private sector. Support to smallholder farmers is meant to enable them to move from subsistence farming to producing a marketable surplus.

Most of Spain’s agriculture funding is disbursed as core contributions to multilateral organizations. In 2016, Spain provided more than two thirds (71%) of its ODA to agriculture and rural development through multilaterals (US$151 million). This is mostly due to Spain’s need to fulfill its core obligations towards the European Union (EU) institutions, which account for the majority (44%) of Spain’s ODA to agriculture (US$94 million), and due to its resumed contributions to the World Bank’s International Development Association (IDA) which accounts for 18% of its agricultural ODA (US$38 million, up from US$1 million in 2015).

Bilateral agriculture ODA made up 29% of total agriculture ODA. Consistent with previous years, bilateral investments in 2017 were focused at 24% on agricultural development (US$15 million), 18% (US$11 million) on food crop production and on rural development each. Spain concentrates its efforts on Latin America and sub-Saharan Africa.

MAEUEC’s Rural Development and Food Security Division defines agricultural strategic priorities

The Rural Development and Food Security Division within the Ministry of Foreign Affairs and Cooperation (MAEUEC) defines strategic priorities. Within Spain’s development agency (AECID), its Directorate for Multilateral and Sectorial Cooperation and its regional departments (i.e., Directorates for Africa and for Latin America) are in charge of the programming and implementation of Spain’s bilateral ODA to agriculture. In addition, the Ministry of Agriculture, Food Security and Environment (MAGRAMA), as well as its Climate Change Office, support MAEUEC and AECID on key issues.

Spain’s focus countries for bilateral agriculture investments:
- Burkina Faso
- Ethiopia
- Mozambique
- Niger
- Senegal
SPAIN'S ODA TO AGRICULTURE
US$ millions

OECD CRS, and imputed multilateral contributions to the agriculture and rural development sector. DAC secretariat estimates. In 2017 prices.

RECIPIENTS OF SPAIN'S AGRICULTURE ODA, 2016
Total: US$212 million

OECD CRS and imputed multilateral contributions to the agriculture sector: DAC secretariat estimates. In 2017 prices.
TOP 15 DAC DONORS TO AGRICULTURE, 2016
Total agriculture ODA; US$ millions; in 2017 prices; incl. bilateral and multilateral funding

- United States: 1,904
- Germany: 1,236
- Japan: 1,071
- United Kingdom: 562
- France: 713
- Netherlands: 457
- Italy: 299
- Canada: 292
- Switzerland: 246
- Sweden: 230
- Spain: 212
- Belgium: 188
- Korea: 176
- Australia: 174
- Denmark: 152

OECD CRS and imputed multilateral contributions to the agriculture sector (DAC Secretariat estimates)
DAC DONORS TO AGRICULTURE, 2016
Agriculture ODA as % of total ODA

- Poland: 15.5%
- New Zealand: 9.9%
- Finland: 9.1%
- Ireland: 8.7%
- Netherlands: 8.5%
- Luxembourg: 7.7%
- Belgium: 7.7%
- Iceland: 7.4%
- Korea: 7.2%
- Canada: 7.0%
- Czech Republic: 6.8%
- Switzerland: 6.7%
- Japan: 6.6%
- Slovak Republic: 6.3%
- Denmark: 6.1%
- France: 5.9%
- Slovenia: 5.7%
- Italy: 5.7%
- Austria: 5.4%
- United Kingdom: 5.4%
- Australia: 5.0%
- Portugal: 4.9%
- Greece: 4.9%
- United States: 4.7%
- Sweden: 4.5%
- Germany: 4.5%
- Spain: 4.4%
- Norway: 2.8%

OECD CRS and imputed multilateral contributions to the agriculture sector (DAC Secretariat estimates).
Spain uses political action to drive nutrition-related issues forward internationally

Spain outlines its position regarding nutrition in its ‘Master Plan for Spanish Cooperation for 2018 to 2021’ (Master Plan), listing nutrition together with food security among its seven priority sectors. Further orientations and priorities are spelled out in the Spanish Agency for International Development Cooperation’s (AECID) ‘Sectoral Intervention Plan on Rural Development and Fight against Hunger’.

The new Master Plan continues to place nutrition (the goal of ‘zero hunger’ and ending all forms of malnutrition) among its top priorities. It outlines two strategic actions related to nutrition: 1) provide all people suffering from malnutrition with food supplies and 2) support developing countries to build an effective, sustainable agro-food system.

Spain strongly links nutrition-related issues to food security and the fight against hunger. It focuses on women, children, and vulnerable populations. Its interventions in nutrition aim to work on prevention and risk-management efforts by focusing on developing resilience mechanisms and crisis-management tools. The AECID places emphasis on women’s empowerment and their participation in decision-making processes within the sector.

The cross-sectoral nature of nutrition interventions makes it difficult to accurately quantify Spain’s overall engagement in this sector. Spain does not participate in the reporting framework set by the ‘Scaling Up Nutrition’ (SUN) initiative, an international initiative to track nutrition-sensitive interventions (see box). According to OECD data, funding for ‘basic nutrition’ amounted to US$7 million in 2017. Funding levels topped at US$46 million in 2008 but have declined significantly since, largely attributable to budget cuts across all sectors.

To compensate for its low funding levels to nutrition, Spain engages increasingly on a political level and pushes the issue of nutrition forward on the international scene. It did so, for instance, in the development of the 2030 Sustainable Development Agenda, where it promoted the importance of food and nutrition security. In October 2018, Spain hosted the first World Parliamentarian Forum Against Hunger and Malnutrition to build support among the world’s members of parliament around the Sustainable Development Goal of ‘zero hunger’. Spain also hosts the World Food Program’s (WFP) logistics center on the Canary Islands, which is an important hub for humanitarian aid to sub-Saharan Africa, particularly for the Sahel region.

MAEUEC and AECID are the key actors in policymaking

Within Spain’s Ministry for Foreign Affairs and Cooperation (MAEUEC), the most relevant department for nutrition when it comes to strategic orientation is the rural development and food security division. Within Spain’s development agency, AECID, the Directorate for Multilateral and Sectoral Cooperation, as well as regional departments (i.e. Directorate for Africa and Directorate for Latin America), are in charge of programming and implementing nutrition-related programs. The AECID’s Humanitarian Office manages emergency interventions related to food security and nutrition, such as in the Sahel region.

| SECTORS |
| topics |

Spain’s nutrition ODA

- **Nutrition-specific**: Interventions that address immediate causes of undernutrition and have the improvement of nutrition (i.e., support for exclusive breastfeeding, supplementary feeding, etc.) as their primary objective.

- **Nutrition-sensitive**: Interventions that address underlying causes of malnutrition and that take into account cross-sector actions and impacts (i.e., improving access to diverse foods).
About the Donor Tracker

The Donor Tracker seeks to advance and support progress in global development by providing advocates with easy access to high-quality quantitative and qualitative strategic information to support their work. The Donor Tracker is a free, independent website for development professionals that provides relevant information and analysis on 14 major OECD donors.

For more in-depth information on the six donor countries covered in this analysis and to find out more about strategic priorities, funding trends, decision-making, and key opportunities, please visit: donortracker.org and follow us on twitter @DonorTracker

The Donor Tracker is an initiative by:

SEEK Development
Strategic and Organizational Consultants GmbH
Cotheniusstraße 3
10407 Berlin

Tel: +49 (0)30-4202-5211
E-mail: donortracker@seekdevelopment.org
www.seekdevelopment.org

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