

KEY QUESTIONS

the big six

3

Who are the main actors in Spanish development cooperation?

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 June 2018 no-confidence motion ousted former PM Mariano Rajoy and his conservative People's Party (PP). His office (La Moncloa) covers development at high-level forums like the UN General Assembly or the G20. Under his leadership, the Ministry of Foreign Affairs, European Union and Cooperation (MAEC) sets the strategic orientation of Spanish development policy.

Since June 2018, the MAEC is headed by Josep Borrell, a former president of the European Parliament and member of the PSOE. Within the MAEC, the Secretary of State for International Cooperation and for Ibero-America, Juan Pablo de Laiglesia, a diplomat appointed in June 2018, covers development-related issues. Laiglesia supervises the work of the General Directorate for Sustainable Development Policies (DGPOLDES, led by Gabriel Ferrero), an administrative body based at MAEC that steers development policy and defines ODA funding priorities, as well as the work of the Spanish Agency for International Development Cooperation (AECID; see below).

At the ministerial level, other key players include the Ministry of Foreign Affairs and Cooperation (MAEC), which drafts the development budget; the Ministry of Finance and Public Function (Ministry of Finance), which finalizes the development budget and channels ODA to the EU institutions; and the Ministry of Economy, Industry and Competitiveness (MINECO), which is engaged in debt-relief operations, in the management of Spain's Development Promotion Fund (FONPRODE) jointly with MAEC, and in disbursements to regional development banks and finance institutions.

In July 2018, the new socialist government created the High Commissioner for the 2030 Agenda. Based at the PM's office, this new development-related body coordinates all ministries' actions on the 2030 Agenda and oversees its implementation. It is directed by the Special Ambassador for the 2030 Agenda, Cristina Gallach, a former United Nations undersecretary appointed in July 2018.

The MAEC oversees Spain's development agency (AECID), which is directed by Aina Calvo since July 2018. AECID is responsible for implementing bilateral programs,

humanitarian assistance, and funding to CSOs. It also advises the MAEC on allocation questions. However, AECID's financial volume of activities has drastically decreased due to the overall budget cuts, from €870 million in 2011 to €238 million in 2018.

FONPRODE is the main financial instrument for voluntary multilateral funding, loans, and equity investments. While the AECID manages day-to-day FONPRODE operations, the MAEC (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. FONPRODE's mission originally included the disbursements of voluntary multilateral funding, but grants have been excluded from this instrument due to budgetary constraints since 2012. In addition, administrative burdens have prevented FONPRODE from disbursing the entire budget that had been approved by the parliament. In 2015, for example, the FONPRODE only disbursed €18 million (8%) out of the €235 million budgeted for that year. The Spanish government is working to overcome this obstacle by improving capacity at AECID's Directorate for Multilateral and Financial Cooperation, which oversees FONPRODE. 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 a parliamentary hearing of development actors (including the Minister of Foreign Affairs and heads of Secretary of State for International Cooperation, Secretariat for International Development Co-operation, and AECID). Spain has had minority governments since its June 2016 elections, which have resulted in a greater influence of the parliament over development policy and the ODA budget, as well as a growing consensus among all political parties on the need to increase development financing.

Spanish civil society, including 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 due to political shifts, the level of NGOs' inclusion in policy dialogue remains high, both through bilateral platforms and the MAEC's consultation Council for Development Cooperation. Spain's main civil society umbrella organi-

zation 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. NGOs have traditionally implemented large shares of bilateral ODA (an average of 34% between 2013 and 2015). Debt relief for Cuba, which was channeled through the public sector, diluted the share of ODA for NGOs in 2016 to 11%, well below recent norms. Funding channeled through CSOs is usually well above the OECD Development Assistance Committee (DAC) member average of 17%. CSOs have been strongly affected by ODA reductions in recent years:

many of them rely on public funding, both from AECID and sub-national governments.

Spain is a highly decentralized country: sub-national state actors (autonomous regions, local administrations and universities) also provide ODA and conduct decentralized cooperation activities. According to government estimates, they contributed €178 million in ODA in 2015. However, their share of ODA in Spanish development cooperation has decreased, from 14% in 2011 to 11% in 2015.

SPAIN'S DEVELOPMENT COOPERATION SYSTEM

