



DIRECTORATE-GENERAL FOR EXTERNAL POLICIES
POLICY DEPARTMENT



**A COMPARATIVE STUDY
OF EXECUTIVE
STRUCTURES OF
DEVELOPMENT
COOPERATION
AND THEIR ADEQUACY
FOR THE REALISATION
OF THE MDGs**

DEVELOPMENT



EUROPEAN PARLIAMENT

DIRECTORATE-GENERAL FOR EXTERNAL POLICIES OF THE UNION

DIRECTORATE B

POLICY DEPARTMENT

STUDY

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DEVELOPMENT COOPERATION AND THEIR ADEQUACY FOR THE
REALISATION OF THE MDGs**

This study was requested by the European Parliament's Committee on Development.

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1. INTRODUCTION

On average the European Union (EU) delivers some € 8 billion annually in aid to developing countries, in order to contribute to the achievement of the Millennium Development Goals (MDGs).

The purpose of the study is to identify the potential advantages and disadvantages of executive structures for development cooperation and humanitarian assistance for the achievement of the MDGs.

The relevance of the study is the administrative reform expected in 2009, aiming to have greater integration of the EU's policies in external relations and to create greater coherence between its Common Foreign Security and Defence policies with other parts of its external relations. Development cooperation and humanitarian assistance are among those.

This study started before the referendum in Ireland when the Irish voters rejected the Lisbon Treaty. The Lisbon Treaty mandates the establishment of an executive structure that will aim for a more effective European role in the international arena. This is commonly referred to as the European External Action Service (EEAS) or European Diplomatic Service.

Within the range of strategies contemplated to move forward in the current circumstance it is likely that a future EEAS or Diplomatic Service will continue to be envisaged. Hence the administrative relations between Development Cooperation and Humanitarian Assistance and the EEAS will remain a relevant question.

In addition, in 2009, a new Commission will revise its administrative set-up and this would be an ideal opportunity to ensure that this revision will bring improvements that are expected to guarantee a more efficient and effective aid delivery focussed on the contribution of the achievement of the MDGs.

1.1 Lisbon Treaty

In December 2007 the 27 Heads of State and government of the EU Member States ceremoniously signed the Lisbon Treaty, amending the Treaty on the EU and the Treaty establishing the European Community. Where national governments do not need treaties to establish their existence as a legal entity, as history has granted them that right, the EU is an artificial construction based on intergovernmental agreements, i.e. the Treaty, between the Member States on the rights and prerogatives of the EU and its institutions. The signing of the new treaty was therefore a historical moment because, once ratified it will, for the first time, give the EU its own legal identity to represent the Union on the international stage, thereby strengthening the European voice at global level¹.

The introduction of the new EU High Representative for Foreign Affairs and Security Policy, who will have a seat both in the European Council and in the European Commission - as one of its Vice-Presidents, is meant to help personify this one voice. The two-hatted role of the High Representative could improve the relationship and cooperation between the two EU institutions or, on the other hand, could strengthen the role of the Council, thereby reaffirming the intergovernmental influence on EU external relations policy and programming. This will need to be clarified in the future negotiations. As the High Representative will be supported by a new administrative structure, the EEAS², a similar question poses itself: what will the EEAS be tasked with?

The new Treaty will not only streamline and modernise the EU institutions, it will also introduce some major changes particularly in relation to its external policy tools. Development co-operation and humanitarian assistance have always been part of the EU's relations with third countries. The Lisbon Treaty identifies development as an independent and distinct policy area covering all developing countries as defined by the OECD/DAC. Development Cooperation will not be subordinated to any other external relation policy and is part of the first pillar, therefore falls within the competence of the European Community and the European Parliament's (EP) scrutinising powers. By placing poverty eradication at the heart of the EU's development cooperation policy, the Treaty offers the Union a strong instrument to make progress towards achieving the MDGs. The Treaty also offers humanitarian assistance a legal base to provide ad hoc assistance, relief and protection for people in third countries that are victims of natural and/or man-made disasters³.

While the Irish voters rejected the Treaty in the referendum, the criticism does not concern the Treaty's ambition to have development cooperation and humanitarian assistance as a central piece of the EU's external relations. The question of how any future administrative arrangement of the EU's executive can ensure the effective implementation of development cooperation and humanitarian assistance with a view to help achieve the international efforts to eradicate poverty, remains therefore extremely relevant.

1.2 European Parliament

The Lisbon Treaty strengthens the role of the EP by giving it new powers over EU legislation, the EU budget and international agreements, thereby placing it on an equal footing with the Council.

One of the new EU structures that are likely to be developed is the EEAS. It is proposed that the organisation and functioning of the EEAS shall be established by a decision of the Council, after a proposal from the High Representative⁴, and that the EP will need to be consulted.

It is in this context that the EP Development Committee has commissioned a study comparing the executive structures of development cooperation in the Member States and at EU level to analyse their adequacy for the realisation of the MDGs. The Committee is concerned that the role the EU will be playing in the future in development cooperation and humanitarian assistance, once the Lisbon Treaty has been ratified and implemented, remains effective and will continue to be a central part of the EU's external relations with poor countries.

It is only by understanding how existing structures of development cooperation and humanitarian assistance function and what improvements are needed, that the appropriate structures for the EU can be put in place. After all the EU has to deliver development aid better and more effectively if it is to achieve the MDGs and particularly the Union's primary objective for development, the eradication of poverty, by 2015.

1.3 Paris Declaration and Accra action agenda

The Paris Declaration, adopted in 2005, defined five criteria to monitor progress towards aid effectiveness: ownership, alignment, harmonisation, management for results and mutual accountability. These criteria require certain skills and capacities within donor countries to effectively

deliver development aid. Transaction costs need to be decreased and donor countries can do this by putting appropriate management and absorption capacity in place and ensuring that they can integrate the new requirements agreed upon in Paris into their systems for policy coherence, programming and aid delivery. This calls for adequate administrative set-ups and dedicated and experienced staff in the donor countries.

The High Level Forum, meeting in Accra in early September 2008, will be assessing the implementation of the Paris Declaration and review the aid effectiveness agenda with a view to further improving the effectiveness of aid – in terms of reducing transaction costs, streamlining implementation, avoiding duplication and fragmentation, which are important contributors that limit aid effectiveness.

This study will be looking at how the government services for development cooperation and humanitarian assistance in EU Member States and at the EU level are structured both in Headquarters and in the partner countries, how coherence is guaranteed and how staff members are motivated and trained to deliver aid more efficiently in order to achieve the MDGs by 2015.

2. RATIONALE AND MAIN OBJECTIVES

The EU Treaty proposes an administrative restructuring of the EU's external relations in order to ensure a greater coherence and consistency in the different components of the EU's external policy in the context of its commitment to contribute to the achievement of the MDGs by 2015.

The overarching question of the research is defined as:

What can be learnt from experiences in Member States in terms of structuring the administrative structures of development cooperation within the Member States' external relations and their effectiveness for the MDGs, and what recommendations can be derived for a future structure of the EC's administrative structure in these areas that will effectively contribute to the Millennium Goals?

The specific research questions of the study are:

- How do the executive structures in the EU Member States (Germany, France and the UK and any possible interesting examples) compare and what are the advantages/disadvantages of various administrative set-ups for policy coherence in external relations with development objectives and the achievement of the MDGs?
 - Do development structures loose out against other interests?
 - How can a better MDG focus, more policy development coherence and comprehensive global governance for development, including the provision of global public goods, be achieved?
 - How important is it to have a development Commissioner/cabinet-ranked minister?
- What is the role of parliaments and their respective committees?
- What administrative structures ensure adequate anchoring of development policies within the new structures on the European level?
- How can more coherence within the field of foreign action be achieved?
 - How can more coherence between various policies be achieved, when policies are more and more interconnected (development/trade, agriculture, security, migration, etc.)?
 - Are there some structures foreseen to ensure coherence between these different fields?
- What is the current EC executive structure of development cooperation (Commissioners for RELEX and DEVE, DG DEV, RELEX, AIDCO, TRADE, etc.)?

- What are the possible improvements/risks for development after the setting of the future EU external action structure: High Representative for Foreign Affairs and Security Policy, EU external action service, etc.?

This analysis will be based on a verification of the assumption that good performance, measured by a high positive score on the Commitment to Development Index (CDI) would correlate with strong administrative structures for development cooperation and humanitarian assistance, effective implementing mechanisms and adequate political representation in government.

The study will need to identify whether the administrative set up, the implementation mechanisms and the level of political representation are factors that impact on the results for the MDGs.

3. SCOPE AND COVERAGE

The role and importance of development cooperation within a government's external relation policies depends on many issues, such as:

- What is the political representation for development cooperation and humanitarian aid in the government?
- What is the consistency in the Member State's HQ administrative structure for development cooperation?
- What is the organisation of the implementation in the field for development cooperation and humanitarian aid?

These questions will find different answers in each Member State we will be looking at. There is no one size fits all as many of the Member States' systems have evolved over time and sit within a national governmental culture.

Most countries have adopted strategies, programmes or guidelines as a basis for their development cooperation activities. In how far do these government statements focus on poverty eradication and the achievement of the MDGs and what is their status in directing ministries in their work on development cooperation? Are there specific documents or structural measures to ensure policy coherence between all the line ministries involved in providing development assistance?

Parliaments are expected to ensure democratic scrutiny. What is the role of parliaments in monitoring a Member State's development policies and activities? Is their role limited to scrutiny of the budget or are they also involved in policy development and implementation procedures?

Set up of the study

The study will be looking at the different administrative structures that can be developed at ministerial level as identified by the OECD/DAC and compare the administrative structures of the Member States based on this analysis. The comments on administrative structures in the relevant OECD/DAC Peer Reviews will also be included where appropriate.

In the analysis per country the study will incorporate the ranking allocated by the Commitment to Development Index (CDI) developed by the Center for Global Development, and the comments and evaluations included in the annual reports by different NGO platforms and networks such as Alliance 2015, the Reality of Aid and Concord.

Policy coherence and consistency play an important role in ensuring effective development aid. The study will look at whether and in which way Member States have ensured policy coherence through:

- government-wide statements
- administrative structures such as a unit for policy coherence

Parliaments have an important role to play in scrutinising government policies and activities. The study will be looking at how they implement this role:

- At what level are government policies discussed and approved?
- Which part of government activities fall under the parliaments' remit: only the budget or also policy development and implementation?

The scope of this study will not include the level of budget allocation to development cooperation by Member States or the possible use of (new) aid modalities, as these mechanisms are not part of the administrative set-up, even though they play an important role in the effectiveness of aid and the appreciation of Member States as important donors.

4. IMPLEMENTING STRUCTURES

This section will examine the administrative set-ups in the different EU Member States. We will be focussing on 7 Member States. Three are recognised as good performers in the CDI: The Netherlands (CDI ranking 1), Sweden (CDI ranking 3) and the UK (CDI ranking 9). Others have seen much progress in effectively delivering development aid such as Spain, or because they will play an important role in the EU in the near future, France and the Czech Republic. The Czech Republic has also been identified as an example of how the new Member States approach the relatively new role of EU donor of development aid, including their adherence to the EU framework for development cooperation as laid down in the *European Consensus*.

It needs to be noted that while the twelve 'new' Member States are developing their administrative structures for development cooperation, the 'fifteen' Member States all have an administrative system in place. However, many are in the process of evaluating these systems and considering reforms to adapt to the changing environment of development cooperation and be more in line with the requirements of the Paris Declaration. In many Member States there is also a tendency to try to do more with less, meaning that cooperation services will have to be much more streamlined and effective, ensuring that there are no duplications or overlaps in the delivery systems for aid by the different departments involved in development cooperation.

Another aspect that needs to be considered especially in the context of the EU's Code of Conduct for the Division of Labour, is the cooperation and coordination of development activities with those of other EU donors in the field. This will require a more coherent and holistic approach to policy

development and programming within the Member States, which will be discussed in the next chapter. It is noteworthy that many of the twelve 'new' Member States are already integrating the Code of Conduct, particularly by cooperating with other donor countries in the implementation of their development policies (e.g. Poland, Slovenia and Cyprus).

4.1 OECD/DAC on effective aid management

Over the years the OECD/DAC has published many peer reviews of the different OECD members and of the European Commission highlighting certain aspects of the country's development policies, commenting on others and offering recommendations on aspects that could be improved. On the basis of these reviews the OECD identified twelve lessons learned concerning effective aid management to achieve development results⁵:

- At the level of strategy:
 - Find the appropriate legal and political foundation
 - Manage competing national interests
 - Achieve greater policy coherence for development
 - Invest in delivering, measuring and transmitting results of aid-financed activity
- At the level of organisational management:
 - Identify a leadership structure that works
 - Deal with institutional dispersion
 - Manage contributions to multilateral institutions
 - Decentralise management to the field
- At the level of management of delivery:
 - Manage the scaling-up of development aid
 - Maintaining a focussed approach towards countries and sectors
 - Emphasise performance-based management, evaluation and quality control
 - Make human resource management a priority

In addition the OECD/DAC has summarised the management practices of the DAC members in two different Secretariat reports⁶. This analysis will be based on the 5 different generic models for the administrative structure for development cooperation identified by the OECD in its publication *Guidelines to Poverty Reduction* (2001), with a particular focus on the following Member States: France, Germany, The Netherlands, Sweden, the UK and the Czech Republic.

The five generic organisational models identified are:

A. Integrated Ministry of Foreign Affairs

The Ministry of Foreign Affairs can be dealing with all the different sectors at all levels, whether it relates to foreign affairs or to development cooperation. The distinction is purely a geographical one. The Minister of Foreign Affairs is the political head of the Ministry.

Ministry of Foreign Affairs	
<i>North Department:</i> Foreign Policy Trade Development Cooperation	<i>South Department:</i> Foreign Policy Trade Development Cooperation

B. Development Cooperation Directorate or Division within the Ministry of Foreign Affairs

In this set-up the different Directorate Generals are relatively independent, but could share some (often geographical) directorates. They are responsible for their respective sectors, both in developing the policies and implementing them. The Minister of Foreign Affairs is the political head of the ministry, but in some of the Member States he is either supported by a State Secretary for Development Cooperation, who factually heads the Directorate General for Development Cooperation, or has a separate Minister for Development Cooperation next to him who is responsible for development cooperation and heads the respective Directorate General.

Ministry of Foreign Affairs		
Trade Directorate	Foreign Policy Directorate	Development Cooperation Directorate

C. Lead Policy Ministry with Separate Implementing Agency/ies

In some Member States the Ministry of Foreign Affairs, possibly through a separate Directorate General for Development Cooperation, will be responsible for evolving development cooperation policies as part of its external relation policies, while in others this is done by an independent Ministry for Development Cooperation. The implementation has been delegated to an autonomous or semi-autonomous implementing agency or agencies (one of which could be a development bank). Cooperation between the agency and the ministry can be managed, for instance, through signed agreements or through annual appropriation letters.



Implementing Agency/ies

D. Multiple Ministries with Separate Implementing Agencies

This is a model where development cooperation is not only the responsibility of the Ministry of Foreign Affairs but also of other line Ministries whose remits also cover development issues such as agriculture, multilateral cooperation, including International Financial Institutions (IFIs) or trade. These ministries might rely on (semi)-autonomous agencies for the implementation. One of these could be a development bank.

Ministry of Finance		Ministry of Foreign Affairs		Other Ministries
↓		↓	↓	↓
Implementing Agency		Implementing Agency		

E. Autonomous Aid Agency or Ministry

In this case the Ministry for Development Cooperation is fully autonomous and responsible for both the development and implementation of policies at Headquarters and in the field. It will have to cooperate closely with other ministries including the Ministry of Foreign Affairs.

Ministry/ Agency for Development Cooperation

Although these tables capture the general set-up of the administrative structures, it does not indicate the degree of leadership within the government, nor the role of government-wide co-ordination systems or the degree in which the different agencies contribute to policy development. As the development cooperation environment changes, with donor countries focussing less and less on project-based cooperation and moving towards general and sector-wide budget support, requirements for staff capacity and structural set-ups need to change as well. Staff members are required to have better insights into the political situation in partner countries, have strong negotiating skills and be capable of facilitating processes. Structural set-ups need to be flexible and streamlined to develop the appropriate policies and programmes and encourage a sound monitoring and evaluating system to ensure that development aid is implemented effectively and results oriented. These aspects will be included in this study.

4.2 France

French aid stems from the change in relations with former colonies and this is the basis for the centrality of development cooperation in France. This historical reality – and the strategic, economic and military interests related to this - is still reflected in its organisational set-up. CDI identifies the importance France attaches in this regard to peace-keeping and other security-related instruments.⁷

A. Political representation

In France, the Minister for Foreign Affairs is amongst others responsible for development cooperation. But both the French President and the Prime Minister are also involved in policy development related to international cooperation as they take part in the Interministerial Committee for International Cooperation (*CICID*). *CICID* is chaired by the Prime Minister and consists of all the ministers with international responsibilities and a representative of the President. It is responsible for coordinating the entire development system and the secretariat is ensured by the Ministry for Foreign Affairs, through the Directorate General for International Cooperation and Development (*DGCID*), the Ministry of Economic Affairs, Finance and Employment (*MINEFE*) and the Ministry of Immigration, Integration, National Identity and Mutual Development (*MIIIDS*). The OECD/DAC comments in its peer review that although the *CICID* contributes to improved coordination at ministerial level, this coordination does not trickle down sufficiently to the level of implementation, where the activities have to be implemented by a range of different institutions.⁸

Foreign Affairs and International Cooperation are in the hands of the Minister of Foreign and European Affairs. (S)He is supported by a Minister of State for Cooperation and Francophony, who is one of the three Ministers of State within the Ministry for Foreign and European Affairs, but is responsible for development. The Minister of Foreign and European Affairs takes the lead on development in the Cabinet, however, the Minister of State for Cooperation and Francophony will take part in Cabinet meetings when development cooperation is on the agenda. Two other ministers are also closely involved in development cooperation: the Minister for Economic Affairs, Finance and Employment and the new Minister of Immigration, Integration, National Identity and Mutual Development ('*Développement Solidaire*') appointed in 2007, who each have a budget for development activities either at bi-lateral or multi-lateral level. Some argue that the fact that there are three ministers responsible for development cooperation should strengthen its voice at government level, albeit that they represent different angles on cooperation.

Dialogue with Civil Society Organisations is institutionalised through a joint consultative body (CSO representatives and the ministries with international cooperation responsibilities): the Development Cooperation Commission chaired by the Minister of State for Cooperation and the Francophony, while de-centralised cooperation, i.e. cooperation with national local authorities, is managed through the National Commission for Decentralised Cooperation.

In 2006 the organic law governing budget preparation (*LOLF*) took effect. It organises the State budget by interministerial policy 'missions'. Development cooperation falls under the mission 'Official Development Assistance' and covers allocations to the programme: 'Economic and Financial Aid for Development' (run by the Ministry of Economy, Finance and Employment), and the programme: 'Solidarity with Developing Countries' (run by the Ministry of Foreign and European Affairs)⁹. The setting of priorities for development is done through annual cross-cutting policy documents. The document for 2008, for instance, identifies growth, poverty reduction and easier access to global public goods as key elements to achieve the MDGs by 2015¹⁰.

The *LOLF* also gave the French Parliament genuine influence over development cooperation policy and budgeting. Two of the six Standing Committees have development cooperation within their remit: the Finance Committee, dealing with the budget, and the Foreign Affairs Committee. However, in practice their role has mainly been confined to the annual discussions on the budget. The National Assembly appoints the members of the committees at the beginning of the parliamentary term, but they are reconfirmed each year at the beginning of the parliamentary year. Within the government the Minister for Relations with the Parliament ensures the permanent presence of the government in parliamentary

debates, contributes to the setting of the parliamentary agenda and facilitates the relations between the executive and legislative powers.

B. Administration

As three ministers are closely involved in development cooperation, it means that their ministries are dealing with development aid. The division of labour is roughly that the Ministry for Foreign and European Affairs is responsible for the political part of development cooperation, the Ministry for Economic Affairs, Finance and Employment for the financial part and the Ministry for Immigration, Integration, National Identity and Mutual Development for migration issues. The OECD/DAC Peer review of 2004 commented on the complexity of the French system, as the fact that several independent ministries are responsible for development cooperation sets for a plurality of goals instead of aiming for one unified goal.

The Directorate General for International Cooperation and Development (DGCID) sits within the Ministry of Foreign and European Affairs (MFEA) and is responsible for all the international cooperative activities of the government, both in policy setting and management and control of ODA implementation.

Multilateral and European (including the EDF) Development Cooperation and Humanitarian Aid, however, are ensured by other Directorate Generals within the MFEA. It also needs to be noted that the geographical departments are not an integral part of the DGCID, but report directly to the secretary general.

Within the Ministry of Economic Affairs, Finance and Employment (MINEFI), the Service for Multilateral Affairs and Development includes the Department for International Financial Affairs and Development. This department is responsible for the financial part of development and consists of different units, dealing with issues such as those relating to international debt, international monetary cooperation with African Caribbean and Pacific (ACP) countries and those of the 'franc zone' and relations with IFIs.

The recently set up Ministry of Immigration, Integration, National Identity and Mutual Development has also been allocated a small budget for development cooperation. Within the ministry the Service for International Relations and Mutual Development houses a separate department for mutual development.

In addition, certain line ministries such as the Ministry of National Education receive ODA funding for their activities, for instance on training.

Although reforms have taken place in recent years such as the new Ministry for Immigration and the extension of powers of the French Agency for Development (AFD), major changes are still foreseen. During the presidential elections President Sarkozy made a point of the need to reform the public services. At present discussions and consultations are taking place on how the French administrative set-up can be improved. The aim is to modernise the system to enable it to cope with the changes in the political environment. Rationalisation and cost reductions are the buzz words for the reform, which have to result in a more streamlined and efficient system. In development cooperation this might result in a strengthened role for the AFD, giving it a more important part in policy development and programming.

C. Implementation

The AFD is mainly responsible for the implementation of development cooperation not only with a focus on the MDGs, but also working on promoting economic developments in partner countries. Although the AFD is the pivotal operator of French public development assistance it only implements 10% of French ODA (MFEA implements 29% and MINEFI 40%), it is first and foremost a development bank. Besides working in developing countries it also implements policies and programmes for the French Overseas Departments (DOM) and Overseas Territories (TOM). The AFD is overseen by a Board of Directors with not only representatives from the MFEA, MINEFE and the State Secretariat for Overseas Territories, but also parliamentarians.

As in the French context 'decentralisation' mainly refers to the important role local authorities play in development cooperation - both the MFEA and the AFD have coordinating bodies to cooperate with local authorities-, 'devolution' might be a better word to describe the shifting of implementing powers from headquarters to embassies and country offices. In the field AFD has separate country offices in the priority countries, but they still fall under the control of the respective ambassadors, who coordinate the activities of all the players in the field. This is of particular importance as the embassies also house economic, defence and cultural specialists, who have an impact on development cooperation as well (c.f. the Cooperation and Cultural Action Service (SCAC), which plays a role in technical cooperation and education grants).

The AFD sets great store by recruiting capable and experienced staff. It prioritises knowledge management and offers continued training to staff members (through CEFEB). It recruits staff locally to ensure in-depth knowledge of the political, social and economic situation in the partner countries.

D. Assessment

In France development cooperation has been put high on the government's agenda, with both the French president and the prime minister closely involved in policy development. The CICID, of which the Minister of Foreign and European Affairs, responsible for development, is a member, plays an important role coordinating development activities at ministerial level. However, the results of this collaboration are not always implemented at the level of the French ministries¹¹. This remark is also made in the 2008 OECD/DAC Peer Review¹².

The French administrative set-up can be categorised as an example of model 4 in the OECD subdivision, where different ministries play an independent role and work with, in this case one, implementing body, the AFD.

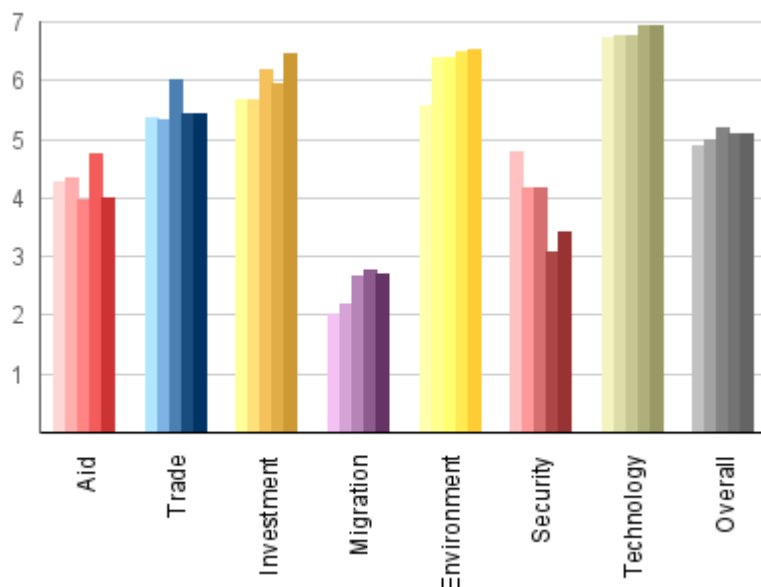
The fragmented and wide-spread set-up of the French system impacts negatively on the coherence, visibility and efficiency of the system.¹³ It also leads to a duplication of know-how at the headquarters of the institutions and in the field particularly between the MFEA and the AFD¹⁴. OECD/DAC recommends therefore that the strategic role of the DGCID should be upgraded, while know-how and experience are to be shared at an inter-institutional level, particularly between MFEA and AFD. In addition, the OECD/DAC recommends that DGCID should delegate ODA delivery to a greater extent¹⁵.

Where the AFD still has to find the proper balance between its role as a development bank and as an implementing agency¹⁶, the 2004 Peer review recognises the fact that in 2002 AFD carried out a re-organisation which not only introduced a strategic plan (POS), but also resulted in a more strategic and streamlined approach to development cooperation by reviewing its structure. In 2008 the OECD/DAC Peer Review recommended the strengthening of the role of the AFD as the key operator for development assistance broadening its responsibility from the 7 sectors linked to the MDGs to including such fields as governance, higher education and cultural diversity. This should also have repercussions for its legal status and a greater accountability to the political level¹⁷.

In its 2008 Peer Review the OECD/DAC points out that both DGCID and DGTPE also include non-ODA activities in their work such as audio-visual development abroad (DGCID) and non-concessional loans (DGTPE)¹⁸. This means that in spite of all the players involved none is exclusively devoted to development assistance¹⁹.

As the fragmentation and duplication trends of the French administrative structure have been highlighted by both OECD/DAC Peer Reviews, it is interesting to note that this is reiterated in the CDI where France is ranked number 13 in 2007. In its comments the Centre for Global Development points out that the aid quality is hampered by the proliferation of projects, but it commends France on its involvement in the development of technology (rank 1).

France scores 2003-2007



From: Commitment to Development Index 2007

Although the AFD is investing in training of its staff the 2008 OECD/DAC Peer Review points out that there is no specific human resources policy for specialised development personnel. Due to the institutional compartmentalisation there is no integrated pool of expertise and each expert works in relative isolation²⁰.

Evaluation plays an important role in France's development cooperation system. Three units sitting in three different DGs, i.e. DGCID, DGTPE and the AFD, each conduct their own evaluations. Although DGCID has published an evaluation methodology paper and the units try to co-ordinate their activities by holding informal joint meetings, the OECD/DAC 2008 Peer Review comments on the fragmentation of the evaluation system and recommends to integrate them institutionally²¹.

In the evaluation reports by NGOs comments were made on the objectives of French development aid. The 2007 report by Concord *No Time to Waste* suggests that the creation of the Ministry of Immigration, Integration, National Identity and Mutual Development suggests that development would be oriented more towards the fight against migration²², while in 2006 the Reality of Aid report pointed out that the links between security and development would be becoming more important. However, the latter conceded that so far the turf war on who is to deal with conflict and security between the Ministry of Foreign and European Affairs and the Ministry of Defence had meant that there was little impact of

security-related actions on French ODA, while there was a general tendency to favour interventions mainly through a multilateral framework²³.

E. Conclusion

Although France is highly committed to development cooperation as witnessed by the involvement of the French President and the Prime Minister in CICID, French development cooperation is still very fragmented. The Ministry for Foreign and European Affairs takes the lead, but other ministries such the Ministry of Economic Affairs, Finance and Employment (MINEFE), the Ministry of Immigration, Integration, National Identity and Mutual Development (MIIIDS) and the Ministry of National Education also use ODA funding for certain of their activities. This raises the issues of the coherence of French development cooperation.

The AFD, the main operator for development cooperation, does not have a sufficiently strong legal base and lacks a certain degree of political responsibility.

The LOLF set out the budgetary arrangements for development cooperation, but the French government lacks a long-term strategy for development assistance. Annual cross-cutting policy documents set out priorities for development cooperation and although they acknowledge the achievement of the MDGs by 2015 as their main objective there is no procedure to streamline development aid over a longer period of time.

French local and regional authorities play an important role in international cooperation and while the National Commission for Development Cooperation is meant to coordinate their activities, they increase the fragmented approach to development aid in France.

4.3 Germany

Germany's engagement in development cooperation is traditionally based on a strong sense of the importance of economic development, as for instance developed through the Economic Partnership Agreements (EPAs) as a basis for poverty eradication and its strong emphasis on achieving MDG 8 on developing a global partnership for development. The implementing structure of German development cooperation is reflective of this emphasis.

In 2000 the German Government adopted the interdepartmental programme *Poverty Reduction-A Global Responsibility. Programme of Action 2015*, setting out the form the German contribution will take in order to contribute to the achievement of the MDGs by 2015. German Development Cooperation is to be guided by four principles: a) reducing poverty worldwide, b) protecting the natural environment, c) building peace and realising democracy and d) promoting equitable forms of globalisation.

It should be noted that the German Länder and the local authorities play an important role in German development cooperation. They focus particularly on Education and Training, Environment and Natural Resource Management, Health and Gender. In 2004 the governments of the Länder and the federal government agreed to implement the MDG commitments together²⁴. In order to increase the cooperation, complementarity and coherence of their development cooperation activities the Federal Ministry for Economic Cooperation and Development (BMZ) and representatives from the Länder meet once a year to exchange information and coordinate their activities. Decisions are not taken at this meeting. Additionally Länder take turns in hosting a meeting on future perspectives for development cooperation, inviting representatives from both BMZ and the other Länder. This meeting concentrates

on two to three specific themes. Special sectorial team meetings within BMZ might also be attended by representatives from certain Länder.

A. Political representation

In Germany development cooperation is seen as a policy area in its own right albeit linked to Economic Cooperation in, for instance, the form of support for the EPAs. Achieving the MDGs, particularly MDG 1, to eradicate poverty and hunger, and MDG 7, to ensure environmental sustainability, plays an important role in Germany's concept of development cooperation. In addition it feels that MDG 8, on developing a global partnership, can only be achieved if industrialised countries help shape the international trade and financial systems to support the economic development in partner countries. This concept is reinforced by the fact that the ministry is headed by a Minister for Economic Cooperation and Development, who is a full member of the Cabinet. (S)he is supported by a Parliamentary State Secretary and a State Secretary. The Chancellery can play a role in government policy coordination including development and when issues on coherence between different policies emerge, it will be called upon to moderate. There are different inter-ministerial coordinating groups of which the Minister for Economic Cooperation and Development and the Ministry are members such as:

- The Inter-ministerial Steering Group for Civilian Crisis Prevention, lead by the Foreign Office, but including among others representatives of the Ministry of Defence
- The Federal Security Council (responsible also for arms export policy)
- The Inter-ministerial Committee for Export Guarantees.

Within the Bundestag, the Budget Committee and the Committee for Economic Cooperation and Development are the two permanent committees responsible for the legislative, budgetary and scrutinising work on development cooperation. The Committee for Economic Cooperation and Development prepares the parliamentary position on the different aspects of development cooperation, while the Budget Committee focuses mainly on the budget, including the budget for development cooperation, taking account of the comments by the Committee for Economic Cooperation and Development. The final decisions are taken in the plenary sessions of the Bundestag. A separate Committee on Human Rights and Humanitarian Assistance deals with emergency and human rights issues.

B. Administration

In 2003 the BMZ went through a radical reorganisation to streamline its performance and offer partner countries a more holistic approach to development cooperation. As a result BMZ now has three Directorate-Generals that combine political tasks and sector specific responsibilities, however, there is a division of labour in that Directorate-General 1 is responsible for general administrative tasks, while Directorate 2 and 3 are responsible respectively for bi-lateral and multilateral cooperation, including donor coordination.

It needs to be noted that in this set-up both DG 2 and DG 3 have geographical units, which could complicate cooperation, particularly as DG 2 is mainly responsible for shaping bi-lateral cooperation.

Another aspect worth noting is that the office in headquarters is spread over two cities: Berlin and Bonn. 80% of staff is working in Bonn, while others work in Berlin, focussing on relations with other ministries, foreign embassies, international institutions and the parliament. Effective communication between Bonn and Berlin and the offices abroad is guaranteed through an Intranet service, in principle accessible to all staff members.

In order to ensure an optimal functioning of its operations BMZ is increasingly working with 'country teams' to coordinate the inputs from the various governmental donors and instruments. These country teams bring together staff members from BMZ, the Federal Foreign Office, embassies and the implementing organisations. However, the OECD/DAC Peer review (2006) observed that the fact that the German system relies on a wide range of organisations, instruments and systems does not enhance aid effectiveness.

C. Implementation

For the implementation of its development aid BMZ relies on different implementing organisations. It makes the distinction between technical assistance, delegated to the Agency for Technical Assistance (GTZ) and financial assistance, delegated to KfW, the German development bank. In addition to these two organisations BMZ also works with other implementers of development aid, such as the German Development Service (DED), the Internationale Weiterbildung und Entwicklung gemeinnützige GmbH (InWEnt), NGOs, church organisations and political foundations.

The GTZ is a government owned corporation. It is supervised by a Board, which includes parliamentarians, representatives from other ministries and representatives of the GTZ workforce.

The administrative set up of GTZ is made up of a large number of Departments including regional departments, a Planning and Development Department, the GTZ International Services and the International Centre for Migration and Development (CIM).

The Agency has 69 country offices and is active in 126 countries. It works mainly on the basis of contracts, of which 80% come from BMZ and other ministries and 20% from international clients working with the GTZ International Services Department.

KfW, the German development bank, is a subsidiary of the KfW Banking Group which is active in Germany, Europe and Worldwide. KfW Development Bank is committed to support the German development objectives of reducing poverty and achieving the MDGs and does this through its Financial Cooperation (FC) programmes. It has organised its operations around two regional departments, but also works with regional teams, sectorial units covering specific themes (e.g. energy, water, natural resources), and teams that deal with cross-cutting issues.

The Development Bank does not implement its projects itself, but uses implementing organisations in the recipient countries. It works mainly through grants and loans and coordinates closely with German technical cooperation projects and other donors in the partner country.

At field level, German embassies are the responsibility of the Foreign Office, but are expected to have at least one development cooperation officer (seconded by BMZ). To ensure coherence and fight duplication and overlap there is an increased tendency to work with country teams, consisting of staff members from GTZ and KfW country offices, where present, under the leadership of the embassy's development cooperation officer or a Priority Area Co-ordinator (coming either from GTZ or KfW). After consultation with the embassy the co-ordinator can speak on behalf of Germany in sectoral policy dialogues.

D. Assessment

Although Germany has over the years been streamlining its administrative set-up in Headquarters, its delivery system still leads to fragmentation, additional administrative costs due to the exaggerated number of coordinating activities needed for a coherent approach, and to a major risk of overlap and duplication, as was also noted in the OECD/DAC Peer Review of 2006²⁵. In addition, the administration in partner countries are asked to deal with many more German parties, which taxes their administrative capacity, leading to a more donor driven form of aid.

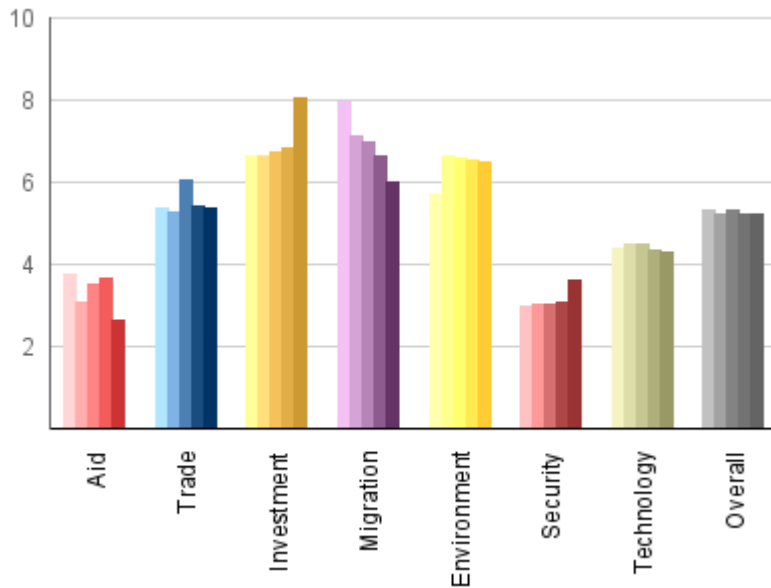
In its analysis of the progress of the German aid delivery system in the context of the implementation of the Paris Declaration the reporting team of the OECD/DAC *Synthesis Report on the Implementation of the Paris Declaration* concludes that the Paris Declaration forms a challenge for the management of human resources and the capacity of action. Delegations, for instance, are insufficiently staffed and authorised to conduct effective dialogues and negotiations with partner countries or other donors, in spite of the support they receive from country offices of the implementing agencies in the partner country.²⁶

It also comments on the co-responsibility for development cooperation of BMZ and the Foreign Office, for the multi-organisational aid delivery systems both at the level of Headquarters and in the field and on the institutional separation of financial and technological cooperation as not conducive to achieving aid effectiveness.²⁷

While discussions are on-going on how to streamline the delivery of German development aid more and better, with the integration of KfW and GTZ as a possible option, decisions are not expected in the very near future as national elections are expected to take place in the middle of 2009. However, one concrete proposal for better cooperation and coordination in the field is the concept of setting up 'German Houses' offering both KfW and GTZ joined offices. Whatever changes Germany will introduce in the future they intend to stay with the model identified by OECD as model 3: a separate Ministry and a separate implementing body/ies.

In 2007 Germany's rank in the CDI was 12. The Centre for Global Development remarked in its comments on the different components contributing to the overall score on the 2007 Index, that German aid was weak in allocating its aid to poor countries, targeting Middle Income instead of Least Developed Countries. Noticeable is also the significant increase in German support for investments, through tax sparing arrangements and the provision of insurance against political risks for both domestic and foreign companies.

Germany's scores 2003-2007



From: Commitment to Development Index 2007

In the interdepartmental *Program for Action 2015*, the Government set out the means by which it intended to contribute to the fight against poverty and the achievement of the MDGs. However, when Alliance 2015 analysed the ten guiding principles, ranging from boosting the economy and enhancing active participation of the poor, through guaranteeing basic social services and fostering gender equality to fostering human security and disarmament, they had to conclude that not all these principles fitted into the framework based on achieving the MDGs²⁸. This also comes out in the allocation of ODA funding, even though the Alliance acknowledges that in general Germany's development policy does focus on MDG sectors. However, it points out that it does so without clear targets and consistent reporting.²⁹ It therefore concludes that in its system of rankings of five EU Member States and the EC, Germany occupies a position in the top of the lower half with a rating of 44% in achieving its commitments towards achieving the MDGs. (see graph on p. 49)

This lack of focus on the MDGs was already highlighted in the Reality of Aid report 2004: *"..BMZ uses a very broad concept of poverty, including under 'combating poverty' the areas of education, health, water supply and waste water disposal, protection of human rights, peace keeping and security, the protection of natural resources, good governance and global structural policy"*³⁰. This comment was reiterated in the Reality of Aid 2006 report, when it stated that funding for education, health care and water supply, all crucial for achieving the MDGs had decreased, while the largest allocation of ODA funding had gone to 'Economic reform and promotion of the market economy'³¹. This report also mentions differences of opinion between NGOs and government officials on whether services provided by the military in conflict prevention and resolution should be seen as development assistance or not³².

E. Conclusion

Development cooperation is high on the German political agenda as is reflected by the fact that there is a separate Minister for Economic Cooperation and Development and that the Chancellery is involved in policy coordination with other line ministers.

However, within the administrative structure there is a danger of duplication and overlap not only within BMZ where different directorate-generals have similar geographic departments, but also between BMZ and GTZ which both include departments for the planning of programmes.

The implementation of development cooperation is in the hands of a large range of actors, including the development bank KfW. This can result in a fragmented aid delivery system and poses the challenge of efficient human resources management and leads to additional administrative costs. The German government is reflecting on this situation and is deliberating the institution of so-called 'German Houses' in the partner countries combining the in-country offices of both GTZ and KfW to improve the collaboration between the two institutions.

The fact that the Minister for Economic Cooperation and Development includes economic development within his/her remit stresses the fact that the German government believes that economic objectives need to be achieved alongside poverty reduction and the MDGs. This can have, and has had, a negative impact on the support for specific MDG related targets such as education and health care.

4.4 The Netherlands

The Netherlands have a long history of development cooperation. This is reflective of its colonial past. In the Netherlands the Ministry for Foreign Affairs goes back to the end of the 18th century when it was first mentioned in official documents. Since then it has gone through many changes, adapting to developments in the international political environment and reflecting its strong export-oriented economic focus.

In 2003 the Dutch government published a policy statement *Mutual Interests, Mutual Responsibilities - Dutch Development Policy en route to 2015*. The document set out the Netherlands' development cooperation policy which had poverty eradication as its main goal linking it with the MDGs. This commitment to poverty eradication and the MDGs was reiterated in October 2007 in the Policy note on Dutch Development Cooperation 2007-2011: *Our common concern: Investing in development in a changing world*. Both these documents form the basis for development cooperation government-wide.

A. Political representation

The Ministry of Foreign Affairs is headed by two ministers, each with a seat in the Cabinet: the Minister of Foreign Affairs, responsible for Foreign Affairs and the general management of the ministry, and the Minister of Development Cooperation, responsible for development and humanitarian aid. In addition there is a Secretary of State responsible for European Affairs. The Minister of Development attends European Council meetings when Development Cooperation issues are on the agenda. Although the 'two-headed' approach might potentially result in discord, so far the ministers have managed to speak in one voice on development cooperation, according to the OECD/DAC peer review.³³

The Parliament in the Netherlands consists of two chambers, de Eerste Kamer (a senate) and the Tweede Kamer (the 'lower' chamber). The Parliament has legislative and budgetary powers. The Tweede Kamer can propose and amend legislation, while the Eerste Kamer evaluates legislation and can either adopt or reject proposed laws. It cannot amend the proposed legislation. The Foreign Affairs Committee in the Tweede Kamer is also responsible for Development Cooperation, while the Committee for Foreign Affairs, Defence and Development Cooperation is responsible for development cooperation in the Eerste Kamer. The relevant ministers regularly report and discuss development cooperation with the parliamentarians, who also hold hearings and go on missions to monitor Dutch development cooperation. However, the parliamentarians' influence development assistance mainly through the budget.

B. Administration

Until the second half of the eighties there were two separate Departments for Foreign Affairs: one - dealing with policies and programming at headquarters and one department dealing with services abroad. In the mid eighties these two services were integrated to improve its workings. In 1996 another reform took place with important implications for the organisational, political and financial approach of the ministry towards foreign affairs, including development cooperation, and leading to increased coherence within the ministry. Various departments were merged such as for instance the two separate groups of regional/country departments, which were originally working separately on foreign affairs and development cooperation. The joint-up departments are now reporting to both the Minister of Foreign Affairs and the Minister of Development Cooperation. As a result the Ministry has become more streamlined and coherent. The basic structure is formed by four directorate generals:

- DG European Cooperation (DGES), responsible for relations with the EU and other regional organisations
- DG Political Affairs (DGPZ), responsible for peace and security and the Dutch position within, for instance, the UN and NATO.
- DG International Cooperation (DGIS), responsible for development cooperation at all levels.
- DG Regional and Country Policy (DGRB), responsible for consulates and migration.

The Ministry of Finance is responsible for the relations with international financing institutions working on development cooperation such as the World Bank, IMF and the various development banks. It is also responsible for debt relief.

In order to increase policy coherence the ministry created a Unit for Policy Coherence within the DG International Cooperation.

C. Implementation

The Regional Directorates within the Ministry of Foreign Affairs are responsible for the development of a coherent and effective policy for the respective regions/countries and implement them (see also above). In the field, the embassies play an important role in the implementation of development cooperation as the Netherlands introduced a high level of decentralisation. In focal partner countries development might be covered by more than one specialised staff member, including local staff, in non-focal countries there will not be any dedicated staff, so that development cooperation has to be implemented by non-specialised staff members. Although the embassies are involved in the local programming dialogues with the selected partner countries, the final decisions for 4-year programmes are taken by the Secretary General in the Ministry of Foreign Affairs.

In order to strengthen cooperation and coordination staff members from both the delegations (often the sectoral specialists) and headquarters (mainly from the regional directorates), meet regularly in country teams to discuss policies, programmes and annual reports for the respective countries.

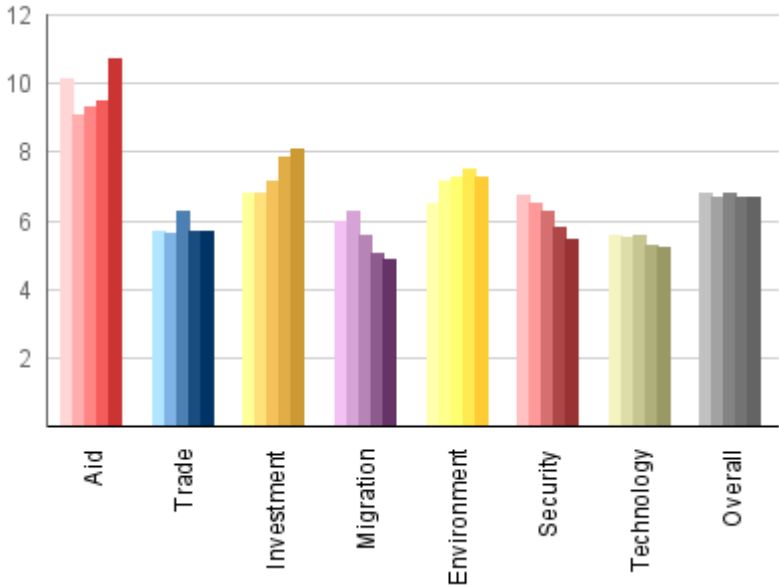
As the management of human resources is part of the Ministry of Foreign Affairs, it is sometimes difficult to get real development oriented staff. However the ministry does invest in training and knowledge management. Sectoral directorates regularly organise one week 'touch base' meetings for personnel abroad to catch up with new policy developments. It also organises regular training sessions on different issues such as basic development cooperation skills, public finance, developing track records, sustainable economic development, health, education, etc.

E. Assessment

The administrative set up of the Dutch development cooperation system mainly adheres to the OECD generic model E, albeit that the development cooperation Director General reports to both the Minister of Foreign Affairs and the Minister for Development Cooperation.

Within the development aid community the Netherlands is seen as an efficient donor with a strong focus on poverty eradication and on achieving the MDGs. On the Commitment to Development Index 2007 the Netherlands rank as no. 1, with Aid and Investment as their strongest points. It is interesting to note that after a high score for the quantity and quality of aid in 2003 (10.1), 2004 noted a serious dip, with a decrease of 1.0 to 9.1. However, after 2004 the scores went up again to reach 10.7 in 2007.

Netherlands Scores 2003-2007



From: Commitment to Development Index 2007

In this context it is noteworthy that the reporting team responsible for the evaluation of the implementation of the Paris Declaration by the Netherlands state: *“The most important incentive for staff both at headquarters and at the embassies has been the commitment of political and managerial leaders to the Paris Declaration and their support of and active engagement in the implementation of the agenda.”*³⁴ The importance of the involvement of the higher echelons for the motivation of staff is also apparent in the UK, as will be demonstrated in the analysis of the structure of DFID later in this report.

The Reality of Aid Report 2006 confirms that the Netherlands are playing an important role in international development, attributing this to its strong focus on basic social services amongst others. However, the Report also raises some concerns that Dutch ODA funding could be used for objectives and activities at the interface of peace, security and development³⁵. The Policy Note on Dutch

Development Cooperation published by the Ministry of Foreign Affairs in October 2007 seems to validate these concerns.

In its 2006 report *Alliance 2015* gave the Netherlands full marks for the fact that its 2003 policy memorandum *Mutual Interests, Mutual Responsibilities – Dutch Development Cooperation en route to 2015* had a strong focus on poverty eradication and the MDGs³⁶. The Dutch government is continuing this approach as can be seen in the Explanatory Memorandum to the 2008 Budget³⁷ and the Policy Note on Dutch Development Cooperation 2007-2011: *Our Common Concern: Investing in Development in a changing world*³⁸. However, not all MDGs will be supported at the same level as before as support for education, for instance, will decrease while the focus on fragile states will increase through a stronger emphasis on security, good governance and on the transition from humanitarian assistance to restoration and development.³⁹ Although this document was not intended as a comprehensive policy document, it still forms the basis for separate follow-up memoranda elaborating cooperation with other line ministries for development cooperation⁴⁰, thereby contributing to a coherent approach towards the MDGs.

In spite of this strong focus on the MDGs in the policy documents *Alliance 2015* has its reservations regarding the evaluation methods and the impact generated by these policies. It claims that the Dutch evaluation and impact assessment do not use MDG related criteria and sees this as a flaw in the Dutch system. In its overall score the Netherlands therefore only get a rating of 56% in 2005. However, as the OECD/DAC Peer Review already flagged up in 2006, the Dutch evaluation system has improved. The Ministry's report *Results in Development 2005-2006* published in 2007 enumerates the results per heading: Education, Sexual and Reproductive Health and Rights, HIV/AIDS and Development of the Private Sector⁴¹.

E. Conclusion

Development Cooperation is an important element of government policy in the Netherlands. The presence of a Minister for Development Cooperation in the Cabinet ensures that development cooperation is taken account of government-wide. The focus on poverty eradication and the MDGs is guaranteed by the policy statement *Mutual Interests, Mutual Responsibilities – Dutch Development Cooperation en route to 2015*. Development Cooperation is streamlined within the Ministry of Foreign Affairs through the DG International Cooperation (DGIS) responsible for both policy development and implementation. Decentralisation is an important characteristic of development aid in the Netherlands. Regular country team meetings with participants from headquarters and the field enhances the efficiency of aid delivery.

Commitment to development is promoted not only by the involvement of staff members at all levels, but also by regular updates and training on the latest developments in development cooperation. However, evaluations, ensured by a separate unit within the Ministry, could be more independent and the use of more MDG oriented indicators needs to be promoted. Support for the individual MDGs has not been consistent over the years.

4.5 Spain

When the new government came into power in 2004 it made a point of strengthening Spain's commitment to development cooperation. Not only did it increase its contribution to ODA, it acknowledged that development cooperation was key to Spanish foreign policy and therefore added 'Cooperation' to the name of the Ministry and upgraded its sub-directorate for development policy to a Directorate-General for Development Policy and Evaluation (POLDE)⁴².

In February 2005, the Spanish government adopted the *Master Plan for Spanish cooperation 2005-2008*. It was seen as a framework document establishing the objectives, criteria, and sectoral and geographic priorities for Spanish development cooperation at all levels. It states clearly that it will make "...the Millennium Declaration the main although not the only reference for our international development policy"⁴³. As its priorities it identifies: the Fight against Poverty; the Defence of Human Rights; Gender Equality; Environmental Sustainability; and Respect for Cultural Diversity⁴⁴. It recognises the important role in development cooperation of the Spanish Autonomous Communities and the Local Administrations and stresses the importance of coordination and cooperation with these bodies⁴⁵.

A. Political representation

Within the government, the Minister of Foreign Affairs is responsible for development cooperation, however, the Secretary of State for International Cooperation supports him/her in this and is responsible for the Secretariat of State for International Cooperation (SECI).

Spain has set up some coordinating bodies such as:

- The Inter-Ministerial Commission on International Cooperation, which functions as the inter-departmental technical coordinating body of the General State Administration on issues of cooperative development
- The Development Cooperation Council which co-ordinates activities between ministries and civil society and regularly reports on developmental issues to the parliament
- The Inter-territorial Development Cooperation Commission for cooperation with Autonomous Communities and Local administrations. As autonomous communities and local administrations also have their own systems for development cooperation, thereby boosting the Spanish overall commitment to development, Spain has put this coordinating body in place. However, coordination is not taken so far as to organise regular meetings between this body and the Development Cooperation Council⁴⁶.

The Cortes Generales, the Spanish parliament, consists of two chambers: the Senate and the Congress. Both chambers have a Committee on International Development Cooperation. The parliamentarians discuss development cooperation policy and hold the government to account. They can amend proposed legislation, although the Congress takes the final decision on the parliament's position. The Development Cooperation Council reports annually on policy coherence to the parliament.

B. Administration

The Ministry of Foreign Affairs and Cooperation (MAEC) exercises the main management responsibilities for Spain's development cooperation. Within the MAEC there are 4 Secretariats of State:

- The Secretariat of State for Foreign Affairs, with among others separate departments for the different geographical regions and for the United Nations, Human Rights and Multilateral Organisations
- The Secretariat of State for the European Union

- The Secretariat of State for International Cooperation (SECI), responsible for all cooperation policies and for managing the main development programmes in partner countries
- The Secretariat of State for Ibero-America
- And a sub-secretariat for Foreign Affairs and Cooperation, which is responsible for the administrative bodies, including embassies and consulates.

Within the SECI the Directorate-General for Development Policy and Evaluation (DG POLDE), is responsible for formulating and setting policy and the co-ordination with other ministries and national co-ordinating bodies, strategic planning, budget allocations and evaluation.

The Spanish Agency for International Development Cooperation (AECID), whose president reports to the Secretary of State for International Cooperation, is responsible for programme implementation, budget management and human resources within AECID.

In addition SECI also houses the Cervantes Institute and the Sub-Directorate for Cultural and Scientific Programmes.

It should be noted that DG POLDE does not have any geographical departments, as they sit primarily in the Secretariat of State for Foreign Affairs and the Secretariat of State for Ibero-America, while the AECID has geographical desks for the implementation of development cooperation. This raises the question of how cooperation, coordination and coherence are being guaranteed within this fragmented structure.

The Ministry of Economy and Finance (MEH) is responsible for debt relief and negotiation within the Paris Club. It also manages the funds to the European Commission and to the International Financial Institutions (IFIs)

The Ministry of Industry, Tourism and Trade (MITC) is responsible for the granting of soft loans through the Development Assistance Fund.

C. Implementation

Since 1988 the Agency for International Cooperation (AECI) has been responsible for the implementation of Spanish development cooperation. Although sitting within the Secretariat of State for International Cooperation it is a semi-autonomous body. In 2007 a new decree was adopted changing its name to Agencia Española de Cooperación Internacional para el Desarrollo (AECID) with as its main objective the fight against poverty and the promotion of sustainable human development⁴⁷. It is responsible for its own budget and human resources. AECID has an Advisory Board in the form of a permanent committee and an Audit Committee which both are in direct contact with the president of AECID. Where the former AECI only had 2 geographical Directorates and one Directorate for Cultural and Scientific Relations, AECID now consists of the following directorates:

- Directorate for the Cooperation with Latin-America and the Caribbean
- Directorate for the Cooperation with Africa, Asia and Eastern Europe
- Directorate for Sectoral and Multilateral Cooperation
- Directorate for Cultural and Scientific Relations
- General Secretariat responsible for human resources, financial management and knowledge management.

It also includes an Office for Humanitarian Actions, with a Department for Emergencies and Post-conflict situations.

The integration of an additional DG within AECID is an indication that the development of programmes and projects is now also part of the remit of AECID.

In the field the AECID works through Technical Offices (TCOs) (41), while it also manages cultural centres (17) and training centres (4). The identification of country programmes is done through Joint Commissions with representatives from the TCO, embassies, partner country government representatives, civil society, decentralised actors and others. It is then taken over by AECID headquarters in Spain.

TCOs are responsible for the monitoring of programmes and expenditure, not only those coming from AECID, but also the ODA coming from Autonomous Communities and Local Administrations.

D. Assessment

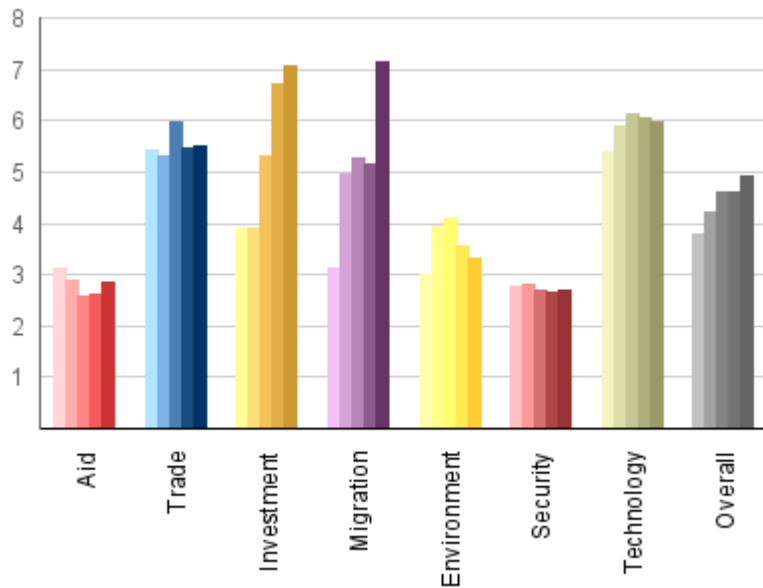
As development cooperation sits firmly within the Ministry of Foreign Affairs and the implementation of development cooperation has been delegated to the AECID, the administrative structure for Spanish development cooperation is a clear example of the OECD DAC's generic model C. However, the fact that the AECID has been granted additional capacity for policy development raises the question of how duplication and overlap with the work done through the Ministry of Foreign Affairs can be prevented.

The danger of duplication and overlap is also present in the different levels of players in the Spanish development cooperation arena, ranging from Local Authorities, through Autonomous Communities to the government. Although the Master Plan stresses the importance of coordination and cooperation with these different actors, the OECD/DAC Peer review pointed out that that has as yet not been happening efficiently. This can have serious repercussions on the Spanish performance towards achieving the MDGs, as education and health are not present on the list of government priorities defined in the Master Plan, but are more or less left to the Autonomous Communities and the Local Authorities⁴⁸, without any guarantee that they will indeed include these in their priorities for development cooperation.

Besides investing in the upgrading of its development assistance structure, Spain has substantially increased its ODA in 2007, in a drive to achieve its commitment to contribute 0.52% of GNI to ODA by 2008. This strengthened commitment to development resulted in a strong improvement of Spain's ranking in the CDI, moving from an overall ranking of 19 in 2003 to 15 in 2007. Whether this is due to an increased focus on the MDGs can be doubted as Spain's best results for 2007 were in the field of migration and investment, as is shown in the graph below.

Spain scores 2003-2007

From: Commitment to Development Index 2007



From: Commitment to Development Index 2007

In the Reality of Aid 2004 report NGOs queried the positive roles of the Ministries of Finance and of Defence in supporting poverty reduction. This was a relevant concern particularly since they were managing increasing financial resources at the time, while the Ministry of Foreign Affairs saw no increase at all in their financial resources for development. The report also pointed out that the armed forces were increasingly participating in humanitarian aid activities⁴⁹.

This comment was reiterated in the Reality of Aid 2006 report, where the rapporteurs mentioned the growing participation of the Spanish Armed Forces in the response to humanitarian crises. They also commented on the poor and fragmented delivery of humanitarian aid due to a lack of coordination and planning at administrative level

In general though the 2006 report was much more positive about the latest developments in the Spanish aid architecture, welcoming a new government that focussed in a structured and MDG oriented way on development cooperation. It invited the Ministry to ensure that the specificities of development would be acknowledged by all the members in the government and that sufficient and capable staff would be dedicated to work on development cooperation⁵⁰.

E. Conclusion

Spain is making progress in putting development cooperation higher on the government agenda. The Minister of Foreign Affairs is the sole representative for development in the Cabinet, although there is an Inter-Ministerial Commission on International Cooperation. A Secretary of State for International Cooperation reports directly to the Minister of Foreign Affairs and does not have a seat in the Cabinet. The *Master Plan for Spanish cooperation 2005-2008* drives Spanish development cooperation at government level, but it has the MDGs only as one of its objectives.

DG POLDE is responsible for the overall development cooperation within the Ministry of Foreign Affairs, but the regional departments are part of another DG, while the implementation of development assistance is delegated to AECID. The Autonomous Communities and Local Authorities also play an important role in Spanish development cooperation, thereby forming a challenge for the government to deliver Spanish aid to the developing world in a coordinated way. This challenge is also present in the collaboration with other line ministries involved in development cooperation.

4.6 Sweden

In the period 1994-1998 the Swedish Ministry for Foreign Affairs and the Swedish International Development Cooperation Agency (Sida) went through a rigorous modernisation process, with the aim to improve Sweden's efforts to ensure that globalisation would not result in the marginalisation of certain groups and countries⁵¹. Its main objective remained the fight against poverty, but it meant to do this more effectively.

After the elections in September 2006, the new Minister for International Development Cooperation announced that Swedish development assistance was to focus more on combating poverty in Africa and on reforming countries in Eastern Europe⁵². In addition there would be a stronger focus on peace and security, democracy and human rights. The government would be reorganising development cooperation to include a stronger country focus, a new strategy for multilateral cooperation and a greater focus on results-based management, with the aim to increase its effectiveness and the quality of its aid, in order to maintain its position as a leading donor. It hoped to do this without increasing administrative resources⁵³.

In 2003 the Swedish parliament adopted a government bill called *Shared Responsibility: Sweden's Policy for Global Development*, which is used as a guideline for Swedish development cooperation. The overarching goal of the *Policy for Global Development* is the achievement of equitable and sustainable global development. It considers the MDGs of central significance for development and for the global monitoring and evaluation of the country's commitments to development. When adopting the bill the parliament clearly stated that development assistance needed to be pro-poor and rights-based⁵⁴.

A. Political representation

The Minister for International Development Cooperation is politically responsible for development cooperation and has a seat in the Cabinet. (S)he is supported by a State Secretary for International Development Cooperation. Both are supported by Directorates-General within the Ministry of Foreign Affairs, as are the Minister for Foreign Affairs and the Minister for Trade. The Minister of Finance also plays an important role as (s)he is mainly responsible for the relations with the multilateral financial institutions.

The Swedish parliament, called the Riksdag, consists of one chamber with 349 members, and has full legislative powers. Legislation is initiated either by the government or by parliamentarians. In addition to enacting legislation, the parliament also deals with taxation and with the national budget. Standing committees prepare the work and draft reports for the plenary meetings, where the final decisions are taken after a debate. The Committee on Foreign Affairs includes development cooperation within its remit, as part of Sweden's relations and agreements with third countries and with international organisations. It also deals with international trade and economic cooperation in so far as other committees are not already dealing with them. The Committee is responsible for following up on the implementation of adopted legislation on development cooperation.

The Advisory Council of Foreign Affairs is a body in parliament for the consultation on foreign affairs between government and the Riksdag. It consists of the Speaker in the parliament and nine members and nine substitute members (all MPs) and is chaired by the King of Sweden.

B. Administration

The Ministry of Foreign Affairs houses not only the Directorate-General for Political Affairs, Legal Affairs and Administration (all focussing on Foreign Affairs in general), but also the Directorate for

Trade Policy and the Directorate General for International Development Cooperation. The latter comprises the following departments:

- The Department for Multilateral Development Cooperation
- The Department for Management and Methods in Development Cooperation
- The Department for Development Policy.

In addition the DG for International Development Cooperation shares the geographical departments and the Directorate for the EU and EU cooperation with the Directorate –General for Political Affairs and the Directorate-General for Trade Policy.

The Department for Management and Methods in Development Cooperation is responsible for the management of Sida, the Swedish implementing agency, and of the Swedish Agency for Development Evaluation (SADEV). In addition, it coordinates the development assistance budget.

The Directorate-General for Administration includes a Division on Skills Development, indicating that the Ministry of Foreign Affairs believes in the importance of knowledge management.

The Ministry of Finance is responsible for Swedish participation in international economic and financial cooperation, dealing with the various multilateral financial institutions (MFIs), such as the IMF, the World Bank, the Paris Club and the European Development Bank. It works closely with the Ministry of Foreign Affairs to develop Sweden's position on issues to be discussed within the respective MFIs.

The Security Policy Department, part of the Directorate-General for Political Affairs (i.e. focussing on foreign affairs in general) also deals with Humanitarian issues. However, it is Sida that implements humanitarian assistance, mainly through international organisations such as the Red Cross, United Nations High Commissioner for Refugees (UNHCR), United Nations **Office for the Coordination of Humanitarian Affairs** (OCHA), United Nations Relief and Works Agency (UNRWA).

The Ministry of Defence plays a role in humanitarian assistance in that it is responsible for civil protection and domestic disaster preparedness policies and the management of the Swedish Rescue Services Agency (SRSA), the regulatory authority for national disaster preparedness. It does this in cooperation with the Ministry for Foreign Affairs.

C. Implementation

While the Swedish Parliament and the Government decide on the budgets, focal countries and focus of cooperation, it is the semi-autonomous Swedish International Development Cooperation Agency (Sida) that is responsible for the implementation of development cooperation. It does this in close cooperation with the Ministry for Foreign Affairs, which means that it reports to DG International Development Cooperation but also to the DGs for Political Affairs and Trade Policy, as they all share the geographical directorates.

Sida's work is governed not only by the Swedish *Policy for Global Development*, but also by the government's annual directives, which include a letter of appropriations specifying the allocations Sida will receive for the next year.

The agency's main role is that of financier, providing both financial and human resources for development cooperation. In addition it analyses country situations, takes part in dialogues with partner countries and helps build a country's capacity for good governance, democracy and the

respect for human rights. A country's ownership is always the point of departure for Sweden's development aid.

To help it deliver development cooperation Sida has developed the following administrative set-up:

- Four Regional Departments
- Five Sector Departments:
 - Democracy and Social Development
 - Infrastructure and Economic Cooperation
 - Natural Resources and the Environment
 - Research Cooperation (SAREC) ,
 - Cooperation with NGOs, Humanitarian Assistance and Conflict Management

Three other departments merit special attention as they contribute to ensuring policy coherence and consistency:

- the Department for Evaluation, carrying out strategically important evaluations of Swedish development aid (SADEV)
- The Department for Policy and Method: coordinating Sida's policies and methodological activities to ensure that they are kept in line with the overarching goal of enabling poor people to improve their living conditions
- The Environment Policy Division that ensures the mainstreaming of environmental aspects in development cooperation.

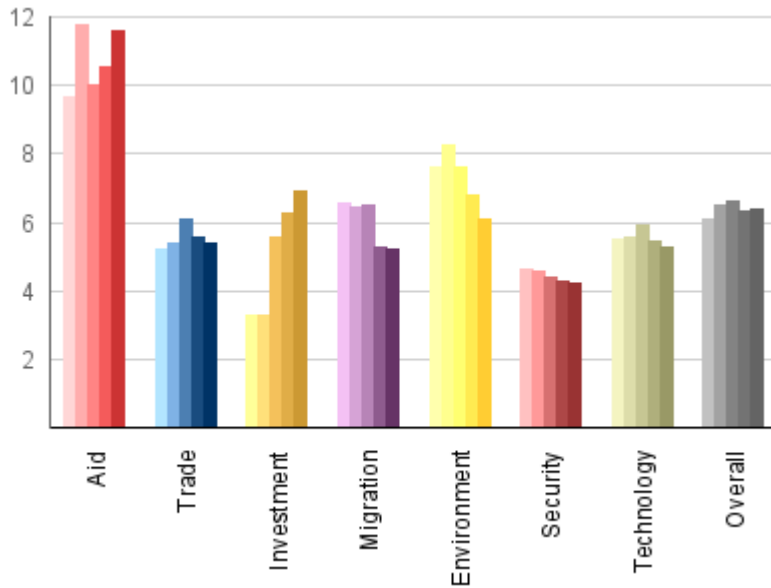
In recent years Sida has been decentralising its operations into the embassies and missions, enhancing the programme decision making in the field. In strong partner countries, where certain conditions are in place to ensure the quality and effectiveness of Swedish aid, Sida has established 'fully delegated' missions, whose head is responsible for all programmes and projects included in the Country Plan up to the sum of \$ 6million (20 million SEK). In other countries it works through partially delegated missions or embassies with little or no delegation. In all these cases it also works closely with staff from the Ministry of Foreign Affairs present in the respective countries to ensure coherence and effectiveness.

D. Assessment

The administrative set-up in Sweden is an example of model C of the generic organisational models identified by OECD/DAC, with the exception that a separate Minister for International Development Cooperation is politically responsible for international cooperation.

In the Commitment to Development Index (CDI) 2007 Sweden's overall rank is 3rd with an overall score of 6.4, showing an increase of 0.3 in the period 2003-2007. Its main strength as shown in the graph below lies in the quality of aid. The Centre for Global Development indicates that this is the result of the selectivity of aid ensuring that the largest share of aid goes to poor but relatively democratic recipients as well as of its focus on large projects (preventing project proliferation) and of a high net aid volume⁵⁵. However, the graph also indicates that the quality of aid has been showing ups and downs moving between 9.7(2003) and 11.6 (2007), with a peak of 11.8 in 2004, the year that the Government Bill: *Shared Responsibility-Sweden's policy for global development* (2003), offering a coherent policy for development cooperation, started to be implemented.

Sweden's scores 2003-2007



From: Commitment to Development Index 2007

In its 2005 Peer Review of Sweden OECD/DAC advised the Ministry for Foreign Affairs (MFA) to continue to work with Sida to develop a clearer multilateral strategy⁵⁶. The Ministry took this advice and published its *Strategy for Multilateral Development Cooperation*, in March 2007. It stated that around half of Sweden's aid goes through multilateral development cooperation⁵⁷ and that Sweden should ensure that the multilateral organizations funded by Sweden support Sweden's approach of having a rights perspective and focus on the position, needs, interests and requirements of poor people⁵⁸. The MFA will have to make an assessment of the different multilateral bodies to enable it to take an informed decision on continued funding. It will also increase the training of staff on multilateral assistance, so that they can monitor multilateral aid more easily and even be seconded to multilateral bodies to exert direct influence on its policies. The strategy also identifies the need for a clearer division of responsibilities between the MFA and Sida as at present they are unclear and the management of resources are not rationally divided. The MFA should concentrate on the general and strategic questions, while Sida should focus on the operational issues⁵⁹.

It needs to be pointed out that although Swedish development cooperation is focussing on the right priorities, i.e. a rights-based approach and poverty eradication, there are no clear indications that this is being supported through a government-wide approach. In their 2002 Reality of Aid report NGOs pointed out that the OECD/DAC 2001 Peer Review report had called for stronger mechanisms for coordination between the Ministry of Foreign Affairs and other aspects of external relations such as trade, infra-structure, research, etc.⁶⁰. However, its 2006 report indicated that coordination and cooperation mechanisms between, for instance, the Ministries of Trade, Agriculture and Industry still did not seem in place⁶¹. The Swedish government recognised this defect when it recently stated that "*Development cooperation alone cannot fight poverty and the problems related to it. Other policy areas such as trade, security, environmental, agricultural and migration policies, along with development assistance, must contribute to Swedish development policy, where the overall goal is equitable and sustainable global development*"⁶².

Even though the Swedish Development Cooperation system has already gone through some major changes in the recent past, the Ministry is still honing its performance towards achieving the MDGs. This is shown amongst others by the publication of the *Strategy for Multilateral Development Cooperation* (2007) which not only intends to clarify relations between MFA and Sida, but also those

between the MFA and other ministries working with multilateral agencies, in order to guarantee a more focussed and coherent approach to these bodies, including the EU.

Another example of a more targeted approach is the increased country focus introduced in 2007 aimed at reducing the number of countries receiving development aid in order to intensify and strengthen relations with those remaining to be found in the 2007 memorandum *Focussed bilateral development cooperation*⁶³. Both documents stress the need for staff, both at headquarters and in the field, to be well-trained and knowledgeable and offer them training opportunities⁶⁴ and guidelines⁶⁵.

E. Conclusion

In order to keep Sweden's leading role in development cooperation the Minister of Development Cooperation, in 2006, announced a rigorous review of the Swedish development cooperation system. Sweden would need to play a more important role in multilateral cooperation and planned to do this not only through increased contributions, but also by seconding staff to those international institutions that it felt were most effective. Simultaneously it would increase the effectiveness of bilateral aid by improving policy coherence and increasing the effectiveness of the Ministry of Foreign Affairs' coordinating role in managing the development contributions by other ministries and departments.

As the overarching goal of Swedish development cooperation is the achievement of equitable and sustainable global development, it needs to make sure that this will remain pro-poor and rights-based, particularly where other policy areas are concerned as well.

As a semi-autonomous implementing body Sida plays an important role in the delivery of both humanitarian and development aid, however, it needs to ensure that there is no overlap or duplication between the work it does through its sectoral departments and the work done through the Ministry of Foreign Affairs.

While Sida is increasingly decentralising its development activities it needs to ensure that experienced and knowledgeable staff is in place to develop in-country policies and implement and monitor them. The Division of Skills Development should play an important role in this by offering training and knowledge-management to all the development staff members both at headquarters and in the field.

4.7 United Kingdom

In 1929 the UK's government adopted the Colonial Development Act in recognition of the need for the development of its colonies. In 1961 it established the Department of Technical Cooperation, which was followed by the Ministry of Overseas Development in 1964, headed by a Minister of Overseas Development. In 1970 the ministry was dissolved and its functions were integrated into those of the Foreign and Commonwealth Office, development cooperation being implemented by the Overseas Development Administration (ODA). In the seventies ODA changed its outlook from being part of the Foreign and Commonwealth Office, to becoming independent, to being part of the Foreign and Commonwealth Office again. It was only in 1997 that ODA became the Department for International Development (DFID) headed by a Secretary of State with Cabinet rank. In 2007 three Parliamentary Under Secretaries of State joined him/her to form the present structure within DFID, indicating the rise to prominence of UK's development cooperation policies.

A. Political representation

The Secretary of State for International Development is the minister responsible for development cooperation. (S)he is a senior member of the Cabinet and is therefore a member of various ministerial committees and subcommittees on issues ranging from the Environment, Africa and Trade, to Overseas and Defence and the sub-committee on Tackling Extremism⁶⁶.

The Secretary of State is supported by 3 junior ministers who support him/her across all geographical and policy issues albeit with their own remits (see box) and can represent the Secretary of State in the Parliament.

Parliamentary Under Secretary of State (Gareth Thomas)	Parliamentary Under Secretary of State (Gillian Merron)	Parliamentary Under Secretary of State (Shahid Malik)
<ul style="list-style-type: none"> - Trade, Enterprise and Regulatory Reform - Multilateral Institutions and Instruments, including RDBs - MDG Call to action - Aid Effectiveness and Donor Relations - Conflict, Humanitarian Aid and Security Policy and Operations - Research 	<ul style="list-style-type: none"> - Africa (except North Africa) - Human Development - Growth and Investment - Communications - Human resources 	<ul style="list-style-type: none"> - South Asia - Europe, Middle East (including North Africa), Americas (including Caribbean and Overseas Territories), Central and East Asia - Capital for Development Co-operation Group (CDC group) - UK civil society expenditure - Finance and Corporate Performance

It needs to be noted that the Secretary of State for International Development and the Parliamentary Under- Secretaries of State are members of parliament.

The *International Development Act* adopted by parliament in 2002 not only covers most of the expenditure for development cooperation (except the contributions to the EC other than those to the EDF and overseas pensions), but also states that the assistance needs to contribute to poverty reduction either by furthering sustainable development or by promoting the welfare of people⁶⁷. It also includes a paragraph on humanitarian assistance which should aim to alleviate the effects of a natural or manmade disaster or other emergency on the population⁶⁸. However, it does not mention any of the MDGs specifically.

The UK parliament examines and challenges the work of the government. It consists of two chambers, the House of Lords, appointed by the Queen, and the House of Commons, elected by the people. The decisions taken in one House have to be approved in the other. Both have legislative powers, but the House of Commons also has budgetary powers as it decides on financial Bills. The House of Lords, however, is mainly the revising chamber for legislation and its work complements the work of the House of Commons. Within the latter the departmental Select Committee on International Development deals with development cooperation, by monitoring expenditure, policy and administration of the Department of International Development (DFID).

B. Administration

The Department for International Development (DFID) is a free-standing department headed by the Secretary of State for International Development, with headquarters in London and East Kilbride

(Scotland). Links between the offices in the two headquarters and those overseas are managed through a sophisticated video-conferencing system.

The Senior Civil Servant is the Permanent Secretary supported by 4 Director-Generals heading the following DGs:

- Directorate General for Country Programmes
- Directorate General International (e.g. IFIs, UN, Europe), which also includes the Humanitarian Division
- Directorate General for Policy and Research
- Directorate General for Corporate Performance (i.e. finance and corporate performance, human resources and communications). This DG also includes the Evaluation Department (EvD) focussing on how results are achieved (or not) so that lessons can be learnt for the future.

In order to facilitate efficient and on-the-ball policies and activities DFID staff work through a fairly complex web of teams. Meetings are set up according to need (intra-department, cross-department, cross-headquarters, headquarters - field) and include links to outside specialists as well⁶⁹.

A Management Board provides strategic direction to DFID within the policies set by the Secretary of State, with the aim to maintain and enhance DFID's effectiveness.⁷⁰ The Management Board is collectively responsible to the Secretary for the delivery of the Public Service Agreement (PSA), the government-wide system guaranteeing operational follow-through. The Board is supported by five Standing Committees with remits ranging from the oversight of the development and implementation of policy, through audit, to investment and human resources management policies⁷¹.

DFID is not only responsible for policy and government leadership, but also for aid delivery and technical expertise. It uses a corporate management philosophy based on the Corporate Performance Framework:

	Objectives and Targets		Monitoring and Reporting
High Level Goals	Millennium Development Goals		UN monitors the MDGs and donors report
	↓		↓
	Public Service Agreement (PSA)	↔	DFID monitors progress against PSA and key corporate management indicators (cf. Autumn performance report, departmental report, Quarterly management reports, Corporate Risk Register)
	↓		↑
Business Planning	Directors' Delivery Plans (DDPs) which translate PSA into more explicit business planning (for 3 years)	↔	DFID Divisions monitor progress against DDPs (DDP reviews, risk matrices)
	↓		↑ ↓
	Country Assistance Plans (CAP) (3 years) , Regional assistance Plans (RAP), Institutional Strategies (IS)	↔	Country, regional and Institutional levels are monitored through CAP, RAP and IS reviews and risk matrices
	↓		↑ ↓

Delivery Planning	Department and Team objectives	↔	Review of Workplans, Risk matrices
	↓		↑ ↓
	Project and Programme Objectives and Plans		Annual reviews, evaluations, Performance Reporting Information System for Management (PRISM); Risk Matrices
	↓		↑ ↓
	Personal development Plans		DFID uses individual mid-year reviews and annual assessments

Source: DFID

As is shown in the overview above DFID has a strong focus on performance management requiring all members of its staff to regularly report on their contribution to corporate objectives, including the MDGs. Although this puts some strain on its staff it is also seen as an incentive to be motivated, effective and knowledgeable in performing the tasks assigned to them.

In order to strengthen its evaluation system, previously mainly guaranteed by the Evaluation Department (EvD), DFID set up the Independent Advisory Committee on Development Impact (IACDI) in 2007, to assure the independence of the evaluation function, although it still works from within DFID. One of its main responsibilities is to agree the EvD's workplan and DFID's central evaluation priorities. It consists of a chair and five committee members, with a sixth to bring in the Southern voice, all coming from outside DFID, but with a strong development experience⁷².

DFID works closely with a variety of other government departments, but particularly with the Foreign and Commonwealth Office (FCO), the Treasury (HMT), the Ministry of Defence (MOD), the Department of Trade and Industry (DTI), the Department of Environment, Food and Rural Affairs (DEFRA) and the Department of Health (DH). In order to maximise cooperation DFID, together with DTI, HMT, FCO and the Prime Minister's Cabinet, drafted a cross government agreement on development cooperation in the first half of 2008. The final proposal is to be signed soon by the Prime Minister.

Humanitarian aid, conflict prevention and conflict resolution fall under the remit of DFID's Conflict, Humanitarian and Security Department (CHASE). Its role is to develop and maintain an overview of policy and provide advice and support for a variety of issues falling within humanitarian aid, conflict prevention and resolution, but also for emergency response, disaster and vulnerability initiatives and the use of military assets for humanitarian work.

In addition DFID, the FCO and the MOD jointly set up the Africa Conflict Prevention Pool⁷³ and the Stabilisation Unit⁷⁴. The former is meant as a tool for joint analysis, financing and coordination in areas where collaboration between the three ministries can add value to UK conflict prevention activities in Africa. The latter, previously named the Post Conflict Reconstruction Unit, is to provide specialist, targeted assistance in countries emerging from violent conflict. The Unit has three key tasks: a) helping UK Government Departments and the military in assessing and planning a strategic framework for a united UK approach; b) providing experienced civilian personnel to implement agreed activities; c) identify and share best practices on how best to support countries emerging from conflict. Its staff have a high level of stabilisation expertise. It has access to a separate Stabilisation Aid Fund.

C. Implementation

As stated above, DFID is also responsible for the delivery of development aid. It does this on the basis of the Public Service Agreements (PSAs), which also applies to other ministries involved in development cooperation. The PSAs define the most important goals and outcomes DFID wants to achieve through its development aid over a period of three years, focussing strongly on poverty eradication through the achievement of the MDGs by 2015⁷⁵. The PSAs also include a Technical Note on how progress against each of the targets will be assessed and measured and a separate Conflict Technical Note on how to measure progress towards DFID's target on conflict prevention.

DFID sets great store by employing high calibre and motivated staff. The human resources department not only organises regular learning programmes to improve the staff's knowledge and capacities, but also offers them incentives to increase mobility within the service to extend their development experience. In addition, DFID has created the *Blue Book*⁷⁶, the essential guide to the rules, procedures and systems for DFID operations that most staff members are expected to apply.

Within the field DFID adopted the principle of decentralisation. The country offices have been given the responsibility to produce (although to be reviewed by Headquarters), implement, monitor and report on Country Assistance Plans (CAPs), while the Head of Office is given the financial authority for programmes up to £ 7.5 million. The country offices co-operate with local British embassies or High Commissions (in Commonwealth countries), run by the FCO, although sometimes institutional differences can complicate this cooperation especially in fragile states⁷⁷.

DFID also seconded staff to other parts of the international development system, including international institutions, not only to expose them to different development experiences, but also as a means to influence those institutions⁷⁸.

The Africa Conflict Prevention Pool employs four regional advisers, working for DFID, FCO and MOD, the three ministries involved in the Pool, and based in Abuja, Addis Ababa, Nairobi and Pretoria. The advisers work through the in-country DFID office, the Defence Attachés and the FCO's Diplomatic Missions.

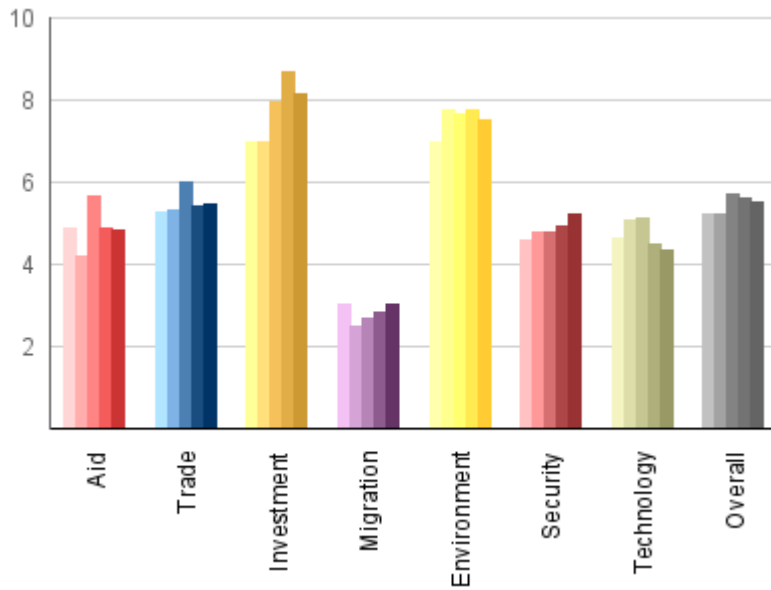
D. Assessment

DFID's administrative set-up is a clear example of model E of the generic organisational models identified by OECD/DAC. The PSAs ensure that all the members of staff whether in the two headquarters or in the field are aware of the aims and targets for the UK's development cooperation, i.e. poverty reduction by achieving the MDGs by 2015.

In its evaluation report on DFID's implementation of the Paris Declaration⁷⁹ the reporting team commented that DFID's status as an independent ministry with a clear legal mandate and a high degree of operational autonomy for individual spending units capable of accounting for their performance, contributed to a high degree of aid effectiveness. The high level of decentralisation and the flexibility of its rules and procedures allow the country offices in particular to respond in an innovative and efficient way to the need for aid-effective initiatives⁸⁰.

Although the UK has a good reputation for delivering development aid and its administrative set-up is seen as one of the bilateral models well adapted to the latest developments in international cooperation⁸¹, it only ranks 9 on the CDI. This could be due to the fact that it scores badly on issues such as migration, technology sharing and security, issues, however, that are not purely ODA. (see graph below)

United Kingdom's scores 2003-2007



From: Commitment to Development Index 2007

As a consequence of its leading role in development cooperation DFID is sometimes seen as too dominant on the international development scene, promoting its own model instead of encouraging complementary donor actions, and berating those that do not fully support DFID's themes as uncollaborative⁸².

While NGOs in the UK welcomed the creation of the Independent Advisory Committee on Development Impact, they question whether it will be truly independent as its members are appointed by the Secretary of State and its work is mainly limited to overseeing the work done by DFID's Evaluation Department⁸³.

E. Conclusion

Development cooperation has been on the UK's political agenda for a long time. Over the years there have been many changes in the administrative structure for development assistance, but the present seniority of the Secretary of State for International Development within the government and the presence of three Parliamentary Under-Secretaries of State for Development Cooperation indicates the prominence of development cooperation within the UK's government policy.

The *International Development Act (2002)* offers the legal framework for British development cooperation and although it identifies poverty reduction as the overarching goal it does not refer to any of the MDGs.

The fact that DFID is a freestanding department and has a streamlined and integrated approach based on Public Service Agreements (PSAs), guarantees a sound operational follow-through aimed at achieving the development objectives of poverty eradication and achieving the MDGs. The strong focus on performance management through the Corporate Performance Framework and the PSAs motivates staff at all levels both at HQs and in the field to contribute to the success of British development assistance. DFID is also investing in training staff on development and has developed the *Blue Book* as a guide for staff on rules, procedures and systems for DFID's operations.

A cross-government agreement is aimed at ensuring consistency and coherence with other departments and ministries working on development cooperation.

Humanitarian aid and conflict prevention are part of DFID's remit, but it is working closely with the Ministry of Defence on humanitarian and conflict prevention issues.

A high level of decentralisation allows for a flexible aid delivery system, while the installation of an Evaluation Unit within DFID and of the Independent Advisory Committee on Development Impact aims at ensuring an effective and results-oriented delivery of development aid. However, the independence of the two evaluating bodies is being questioned.

Although UK's development cooperation is appreciated as effective, it is also sometimes seen as too dominant in imposing its own delivery system on others.

4.8 Czech Republic

Since its independence in 1993 the Czech Republic has included development cooperation in some of its policies. However, this was mainly done through different line ministries such as the Ministry of Health, the Ministry of Agriculture or the Ministry of Transport, with the Ministry of Foreign Affairs acting as a coordinator. The aid was delivered on a project base with the Development Centre, set up in 2001 after an agreement between the Ministry of Foreign Affairs and the independent Institute for International Relations, to act as an overseer of the implementation of the projects.

In 1996 the Czech Republic (re)introduced the *Principles for Providing Foreign Aid*,⁸⁴ setting out the principles for the implementation of the foreign aid programme, followed in 1999 by *The Concept of the Czech Republic Foreign Policy*, outlining the government's vision on foreign policy. One of its commitments was to formulate and implement the international development policy, focussing on, what was then still to become, the MDGs as an integral part of Czech foreign policy. As the Republic itself was only just starting to move from receiving aid to becoming an EU donor⁸⁵, it would take some time before it could fully implement this commitment⁸⁶.

In the following years the Czech Republic worked hard to set up structures for the development and implementation of international cooperation policies, cumulating in the announcement in December 2007 of the establishment of the Czech Development Agency (CDA), replacing the Development Centre.

A. Political representation

The Minister of Foreign Affairs is responsible for development cooperation and humanitarian aid. (S)He is supported by a First Deputy Minister and three Deputy Ministers, one of which is mainly responsible for Development Cooperation. The Minister has a seat in the Cabinet.

Once a year, the Minister of Foreign Affairs reports on development cooperation to the Cabinet. The line ministries are expected to annually report on their activities on development cooperation to the Ministry of Foreign Affairs to be included in the final report. Based on this report the Cabinet then discusses the strategy for development cooperation in the following year⁸⁷.

Parliament in the Czech Republic consists of two chambers of elected members, the Senate and the Chamber of Deputies. A senator is elected for a period of six years, while a deputy has a mandate for four years. The relationship between the two chambers still has to be regulated by the adoption of the *'Intercameral Relations Bill'*. So far the Senate is mainly responsible for issues of major importance such as the Constitution and security (e.g. the declaration of the state of emergency if needed). It can also deal with normal legislation, amending proposed bills, but it does not take the final decision. The Chamber of Deputies is where a bill is first introduced and where the final decision is taken, usually by a vote in plenary. This means that a bill has three readings: twice in the Chamber of Deputies and once in the Senate. The budget and the state's final accounts are only discussed in the Chamber of Deputies. Committees both in the Senate and in the Chamber of Deputies prepare the work for the plenary.

B. Administration

The 1995 *Principles for Providing Foreign Aid* (updated in 2004) clearly stated that foreign aid needed to be coordinated and monitored by the Ministry of Foreign Affairs⁸⁸. In the period 1996-2000 the Ministry of Foreign Affairs limited itself to coordinating activities developed in the line ministries by organising regular interdepartmental coordinating meetings, while the budgets were allocated directly to the different ministries by the Ministry of Finance. This system continued, albeit that after 2002 the MFA was supported by the Development Centre, set up in 2001 to offer its expertise on development cooperation and advise the MFA on how best to implement the development programmes and projects planned by the different line ministries⁸⁹. Within the Ministry itself the Department of Development Cooperation and Humanitarian Aid, consisting of a bilateral and a multilateral Division, was responsible for development cooperation.

In 2001 the Government adopted *The Concept of the Czech Republic Foreign Aid Program for the 2002 – 2007 Period*, a framework document setting out the next steps for Czech development cooperation taking into account the Republic's accession to the EU in 2004 (stage 1) and the ensuing adaptations needed to align with the EU's development policies (stage 2). As a result of this process the Ministry of Foreign Affairs has upgraded its development cooperation and humanitarian aid by mainstreaming them into the work of the Directorate General for Non-European Countries and Development Cooperation, which now consists of four regional Departments and the Development Cooperation and Humanitarian Aid Department. However, certain aspects of development cooperation such as governance, support for democracy and the negotiations on the European Partnership Agreements (EPAs) fall under different Directorate Generals (i.e. DG Security and Multilateral Issues and European Union Section respectively), while the regional departments also deal with non-developmental issues⁹⁰.

In 2007 the Ministry set up a separate CDA, replacing the Development Centre and reporting directly to the Director General for Non-European Countries and Development Cooperation. Although the Agency at present is still relatively small, the Ministry is planning to increase its capacity and responsibilities in the future.

In the past the Development Centre, as an independent advisory body, was responsible for the evaluation of development cooperation; this function has recently been taken over by the MFA itself. As the evaluation will be mainly focussing on the implementation of aid, which will be in the hands of the CDA, the Ministry feels that this set up will guarantee the independence of the evaluation system.

C. Implementation

The Development Agency focuses mainly on the implementation of development policies offering technical support, data collection and capacity building to implementing bodies (e.g. line ministries, NGOs and other stakeholders). One of the innovations to be introduced through the Development Agency is the accreditation of selected institutions (NGOs, university bodies, international organisations) for the implementation of foreign aid projects. The activities and the allocation of funds managed by the Agency are directed by the MFA.

The MFA set up a Council on Development Cooperation, made up of representatives of government and non-government organisations, political parties, the academic community, the mass media, the unions and members of the general public. The Council gives advice to the Ministry on how to coordinate and implement the Czech foreign and humanitarian aid programmes⁹¹. It is chaired by the Deputy Minister in charge of development cooperation and meets every three months.

As the embassies in the field seldom have any development expertise, much of the Czech development aid is being delivered by NGOs, international institutions and the private sector. These implementing agencies will often also serve as a source for information on local situations as a basis for programme and project development.

D. Assessment

As the Czech Republic is an emerging donor the Centre for Global Development has not included it in the Commitment for Development Index. The original structure of development cooperation within the MFA could be classified as an example of the OECD/DAC generic model A, albeit that the line ministries played and still play a very important role. However, the latest developments, with amongst others the creation of the CDA, would sooner categorise it as an example of model C.

Although Czech development cooperation has gained in visibility by the upgrading of the Department of Development Cooperation and Humanitarian Aid, the line ministries still play an important role, while certain departments such as the Department for Human Rights and Transformation Policy (working on issues such as democracy and good governance) have not been integrated into the DG for Non-European Countries and Development Cooperation. This omission is seen by the OECD/DAC as a missed opportunity to increase coherence⁹².

In their evaluation of the comparative performance of Member States towards achieving the MDGs, Alliance 2015 remarked that the Czech Republic failed to make an impact due to the fact that it uses one year financing cycles⁹³. Although the Ministry of Finance, in charge of the overall Czech budget including the monies for development cooperation, is aware of the problem, it points out that legal budgetary constraints prohibit the multi-annual allocation of funding. However, the government is in the process of drawing up a new *Law on Development Cooperation and Humanitarian Aid*, to be submitted to parliament in 2009, which will redress this situation. In the mean time the MFA tries to alleviate the negative impact of annual budget allocations, by drawing up (informal) multi-annual plans anyway, which should guarantee a certain continuity in Czech development aid.

In 2004 the government adopted the *Guidelines on the Czech Republic's Development Cooperation* setting out the principles for Czech development cooperation policies. The document describes amongst others the coordinating role of the MFA by enumerating a series of coordinating bodies such as the Departmental Coordination Group, the Interdepartmental Working Group, the Council for Development Cooperation and the Experts Group⁹⁴. However, after the significant reorganisations which have recently taken place the role of all these coordinating bodies had become unclear as others have been set up such as the Foreign Aid Council and the Steering Committee for the Development

Agency. As a consequence the MFA has recently merged the various bodies leaving only the Council on Development Cooperation as the sole advisory body for both the MFA and the CDA.

As the capacity for development assistance in the embassies is very low, the OECD/DAC Special Review has recommended that the MFA should add development experts to the staff in the embassies and also include training on development assistance in the curriculum of the Diplomatic Academy⁹⁵. In answer to this recommendation the MFA has now included development cooperation as one of the subjects taken up by the Diplomatic Academy.

In addition, the MFA has recently decided to allocate more funding for development cooperation to the embassies to increase their role in monitoring and implementing small projects, differentiating between priority and non-priority countries. The embassies are also starting to play a bigger role in coordinating activities with other donors in the partner countries (c.f. also the EU Code of Conduct for the Division of Labour).

Although the MFA developed *The Concept of the Czech Republic Foreign Aid Program for the 2002 – 2007 Period*, no follow-up framework document has been developed yet for the period 2007 – 2010, as it is seen by the Ministry as a transitional period. It envisages submitting a new Concept Paper for the period 2010-2015 by the end of 2009.

E. Conclusion

Although the Czech Republic has had experience as a donor through the Soviet system, it had to adapt to the EU system, changing from being a recipient of EU aid to becoming a donor.

Development cooperation falls under the remit of the MFA, while the Directorate General for Non-European Countries and Development Cooperation incorporates the geographical units and the Department for Development Cooperation and Humanitarian Assistance. However, fragmentation of aid is still present as certain aspects of international cooperation fall under other Directorates-General or ministries. The newly installed Czech Development Agency will contribute to alleviating this fragmentation, while planned revisions of the Czech budgetary procedures could lead to a more coherent and long-term provision of development aid.

The 1999 *Concept of the Czech Republic Foreign Policy* identifies the MDGs as part of the Czech foreign policy objectives, but a revision is foreseen in the near future that will adapt the Czech vision on development aligning it with the latest developments in international cooperation.

Czech development aid still has little impact and is mainly delivered through NGOs, international institutions and the private sector, but it is expected to increase as the Development Agency grows.

4.9 Other Member States

Introduction

This section will be looking at the administrative set up for development cooperation of those EU Member States that have not been discussed above. There is a clear distinction between the so called fifteen 'old' and the 'ten and two' 'new' Member States as the latter have only recently made the change from being a recipient of aid to becoming a donor⁹⁶.

4.9.1 EU 'Fifteen'⁹⁷

As long standing donors the nine EU Member States, to be discussed below, all have had administrative structures for development cooperation in place over a longer period of time. However, as was shown above these structures differ per country. Moreover, some countries are in the process of restructuring their administrative set-up to respond more effectively to the changes in development cooperation (e.g. Finland). This section will be looking at the administrative set ups of the nine EU Member States not yet discussed: Portugal, Ireland, Greece, Finland, Italy, Austria, Denmark, Belgium and Luxembourg.

A. Political representation

In most of the nine EU Member States discussed in this section the Minister of Foreign Affairs takes the lead on development cooperation within the government. (S)He is generally supported by either a Secretary of State or an Under-Secretary with development cooperation in his/her portfolio (e.g. Portugal, Ireland, Greece). In some cases, however, these Secretaries have a wider remit that includes for instance European Affairs (e.g. Austria).

Exceptions are found in Finland, Denmark and Belgium where a Minister for Development Cooperation is a member of the Cabinet, but there is no separate Ministry for Development as the administrative structure for development is still part of the Ministry of Foreign Affairs.

Where line ministries play an important role coherence is ensured at ministerial level through an Interministerial Committee for Cooperation (e.g. Portugal, Greece)

Whole-of-government strategy papers have an important role to play in ensuring government-wide objectives for development cooperation. Where these are in place there is a strong focus on poverty eradication and (some of) the MDGs (e.g. in Portugal, Ireland, Finland and Denmark). Where such a strategy paper was not developed, (multi-) annual Programmes often include poverty eradication and the MDGs as their objectives (e.g. in Greece and Austria). Belgium has included the fight against poverty in its Legal Act on Development Cooperation adopted in 1999, while Italy mentions poverty alleviation and the MDGs as the priorities for its international cooperation activities but has no government-wide strategy paper.

B. Administration

The general tendency in the Member States discussed in this section is to have a separate Directorate General (DG) for Development Cooperation within the Ministry of Foreign Affairs. However there are individual differences. In some countries this DG is known under a separate name, such as IPAD in Portugal, Hellenic Aid in Greece, DANIDA in Denmark. IPAD even has a different structure in that it is headed by a president, supported by three vice-presidents⁹⁸. The Directorate Generals report to the Under-secretaries or Secretaries of State responsible for development cooperation in those countries where the Minister of Foreign Affairs has delegated the political responsibility, or directly to the Minister of Development Cooperation where these exist (i.e. Finland, Denmark and Belgium), even though the DG for Development Cooperation sits within the Ministry of Foreign Affairs. In Greece, there is an intermediary step in that the Secretary General for International Economic Relations and Development is responsible for the DG for International Development Cooperation (Y.D.A.S.), but also for the coordination of development activities through other line ministries that contribute to international cooperation. (S)He reports to the Deputy Minister for Development Cooperation.

In all cases the DG for Development Cooperation also houses geographical departments and/or units, except in Austria, where the geographical sub-directorate falls under the Department for Policies. In Portugal, the Directorate General for External Policies, which mainly focuses on security and defence policies, also includes additional regional directorates, which raises the question of coordination and possible overlap. A similar situation exists in Italy where in addition to the three regional departments - one for Europe, the Mediterranean and the Middle East; one for (Sub-Saharan) Africa; and one for Asia, Oceania and America - sitting within the Directorate General for Development Cooperation, there are four separate fully fledged regional Directorates General covering more or less the same geographical areas.

The geographical departments often house the desk officers responsible for programming and project managing in the respective countries.

Multilateral Cooperation is often also covered by the Ministry of Finance (e.g. Greece).

The monitoring and evaluation of a country's development activities is becoming increasingly important as a consequence of the Paris Declaration. Most countries therefore include evaluation units within one of the departments of the Directorate General for Development Cooperation (e.g. Ireland, Luxembourg). In Portugal, Belgium and Finland the Evaluation Unit reports directly to the head of the Directorate General. Ireland also installed an Inspection Unit within the Ministry of Foreign Affairs to advise on the effectiveness of aid and on how to best achieve the goals and objectives set out in Ireland's Strategy Statement. Similarly, both Austria and Belgium include separate departments on Quality Control. Finland has created the Quality Assurance Board, made up of representatives from the different departments involved in development cooperation. It advises on the quality of proposed projects and programmes. However, this implies that development cooperation in Finland is very centralised⁹⁹.

Ireland created the Advisory Board to Irish Aid, consisting of representatives from civil society, the private sector and the public service sector to increase the quality, effectiveness and accountability of its aid.

A unit on Humanitarian Aid is often included in the Directorate General for Development Cooperation (e.g. Portugal, Greece, Austria, Denmark, Italy (together with food aid)), sometimes in conjunction with Rehabilitation (e.g. Ireland, Belgium (including food aid)). In Finland the Humanitarian Aid Unit sits outside the Development Policy Department, but works closely together with that department as the Finnish government stresses the need to link humanitarian aid to rehabilitation and development¹⁰⁰.

In Portugal and Greece other line ministries, such as Ministries for Agriculture, for Environment or for Culture, play an important role in development cooperation. Portugal guarantees coherence through its Interministerial Committee for Cooperation, while Greece ensures coherence through the Interministerial Committee for the Coordination of International Economic Relations (EOSDOS). In Finland staff members from different line ministries regularly meet with development cooperation staff in so-called thematic working groups on, for instance, migration and development, security and development or trade and development to align the policies within the different ministries with the development cooperation objectives. Finland also tries to enhance this through regular meetings of the Development Policy Steering Group (KEPO), a forum of directors (-general) discussing strategies and operational programmes.

Likewise regional and local authorities contribute to development cooperation in countries like Italy, Portugal and Belgium. Italy set up a Unit for Coordination of Decentralised Cooperation to streamline the different contributions to development.

In Italy the Committee of Directors with representatives from the Ministry of Foreign Affairs, the Directorate General for Development and the Ministry for Economic Affairs and Finance functions as an Advisory Board on development.

Although some training is foreseen in most of the Member States discussed in this section, not many offer it on a regular basis. Only Denmark set up the Centre for Competence Development (DCCD), within the Evaluation Unit, offering targeted, updated and individually tailored competence development for DANIDA staff and others.

C. Implementation

The administrative structures involved in the implementation of development assistance differ per country. In Portugal, aid is delivered through various line ministries and municipal governments in addition to NGOs and, for instance, universities. IPAD's main role is the coordination of all these development activities. In Greece a similar situation can be found as some 10 ministries are involved in delivering development aid¹⁰¹. However, Greece has been upgrading its aid delivery system by placing more and more development officers in their embassies, albeit that these officers tend to focus more on economic and commercial affairs than on achieving the MDGs¹⁰².

The Programme Country section, one of the sections within the Development Cooperation Directorate in Ireland, facilitates the communication between the different sections in the Development Cooperation Directorate and the Embassies responsible for the implementation and management of the individual development programmes in the respective countries. Although the embassies offer input at the programming stage of Irish development activities, the decisions are taken at headquarters, meaning that Irish aid does not have a high level of decentralisation. A similar situation can be found in Finland and Denmark, where the desk officers in the regional departments at headquarters take the lead in the development activities in-country, implemented through the embassies. Finland however recognises the need for increased decentralisation and will probably include this in their future reorganisation.

Although in Italy the implementation of development cooperation is mainly in the hands of the regional units of the Development Cooperation Directorate, with the Ministry of Economic Affairs and Finance contributing through the management of soft loans, the actual implementation of development assistance is done through the Local Technical Offices (UTL) in-country. These offices work closely with the respective Italian embassies, which are often involved at the early stages of programme and project development.

In some countries the links between headquarters and the implementing bodies in the field, be they embassies or local offices, are being enhanced through regular meetings of regional teams of staff members in the field and at headquarters (e.g. Italy).

Belgium and Austria have independent implementing agencies. In 2003 the Austrian Federal Government set up the Austrian Development Agency as a semi-autonomous organisation for the delivery of Austrian development aid. Its internal structures and functioning are laid down in the *Unternehmenskonzept 2005-2007*, to be updated towards the end of 2008. It is mainly funded by the Ministry of European and International Affairs, but it is encouraged to increase its funding by working for third parties and the private sector. Its mission is to plan and coordinate activities for development cooperation. Programmes and projects are based on the three-yearly programmes set up by the Department for Development Cooperation¹⁰³. ADA's structure consists of four departments one of

which is responsible for programmes and projects, NGOs, economy and development, quality control and knowledge management and another for Communication and Training in Development Policies. The other two departments are in charge of the running and financing of the organisation. Fifteen Coordination Offices ensure programme development, implementation and monitoring in the field. The Agency is supervised by a Supervisory Board consisting of representatives from the different Ministries involved in development assistance. However, half of this Board is appointed by the Ministry of Foreign Affairs.

In 1998 the Belgian Federal Government adopted an Act for the Establishment of the 'Belgian Technical Cooperation' (BTC). BTC is an independent non-profit organisation created to implement Belgium's bi-lateral aid. The terms for its cooperation with the Belgian government are laid down in a management contract that is regularly updated. It has a corporate structure and includes the Departments for Geographic Coordination, for Sectoral and Thematic Expertise, for Human Resources and for Finance and Information and Communication Management. Projects and programmes are only implemented once they have been approved by the Directorate for Development Cooperation and an implementation agreement has been signed. This procedure makes for a lengthy and somewhat inflexible process accompanied by a lot of red tape¹⁰⁴. BTC has representations in 23 countries, however, the Ministry has started to play a bigger role in in-country development cooperation (as a result of the new aid modalities), as it is assigning more development cooperation attachés to its embassies.

Humanitarian Aid is mainly delivered through multilateral (UN) bodies, although some countries also work through NGOs (e.g. Denmark) or embassies (e.g. Greece) when necessary.

D. Assessment

An analysis of the administrative set ups of the Member States discussed in this section and matching it against the generic models developed by OECD shows that most countries fall under model B, while Austria and Belgium are mainly structured according to model C¹⁰⁵.

The Commitment to Development Index (CDI) per country over the period 2003-2007 shows fluctuations for aid in some countries (Denmark, Greece, Ireland, Italy) and relative stability in others (e.g. Belgium, Finland). However, other sectors such as Migration (Austria, Ireland), Investment (Belgium, Finland, Greece, Portugal, Italy) and Environment (e.g. Finland) show an upward trend particularly towards 2007 and could raise the question how this contributes to the achievement of the MDGs. The overall ranking of these countries within the CDI tend to support the claim that in the past few years there is a downward trend in EU Member States' commitment to development. When comparing the ranking for the Member States in 2003 to those in 2007 only three countries have improved (Ireland, Finland and the Netherlands), two have retained their ranking (Spain and Sweden) and all the others have lower rankings¹⁰⁶.

In the *Reality of Aid Report 2004* and the *Reality of Aid Report 2006* the authors comment on the relative importance of, for instance, commercial interests (Portugal in 2004, Belgium 2006), investments (Italy in 2004), the fight against terrorism (Denmark in 2004, Italy 2006), security (Ireland 2006, Denmark 2006, Portugal 2006, Belgium 2006) and migration (Belgium 2004, Italy 2006). This is seen to be to the detriment of objectives such as the eradication of poverty and the MDGs even though these might figure in the respective policy documents.

The *Reality of Aid Report 2004* pointed out that in Portugal IPAD lacked the capacity to properly implement its coordination remit in relation to the contributions of the other line ministries. This comment was reiterated in the *Reality of Aid Report 2006*¹⁰⁷. Similarly comments were made for Finland where the authors of the *Reality of Aid Report 2004*¹⁰⁸ highlighted the fact that the new policy document only offered general principles and did not give guidelines on how to solve conflicts of interests between development aid and national interests, especially those encountered by other ministries. This is still problematic in Finland particularly in relation to the coherence between security and development¹⁰⁹.

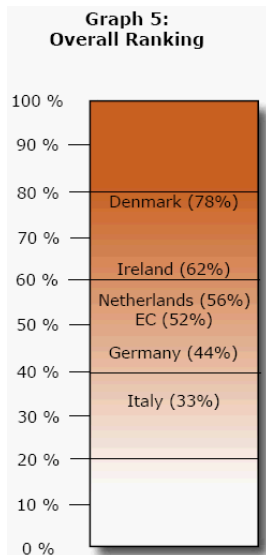
Both Denmark and Ireland have in the near past included a Minister of Development Cooperation in their governments. The *Reality of Aid Report 2004* welcomed this in its section on Ireland: *'The appointment of a Minister of State with special responsibility for Development Assistance and Human Rights reflects the government's commitment to human rights as a central focus of Irish foreign policy.'* Around the same time Denmark dropped its Minister of Development Cooperation, which according to the authors of the section on Denmark *'..confirms the perception that development policy is not seen as an area in its own right by the present government'*¹¹⁰. However, the Minister for Development in Denmark was reinstated after the elections in February 2005 as a result of which the government's attention for development issues increased¹¹¹.

As mentioned earlier CONCORD published its report *No Time to Waste: European governments behind schedule on aid quantity and quality* in 2008. Two general observations in this report are noteworthy in the context of this study. The first one laments: *'Unfortunately, all too often aid is used to promote the geopolitical or commercial interests of donor countries' efforts towards poverty reduction'*¹¹². Confirmation of this can be found in some of the policy documents such as the Portuguese *A Strategic Vision for Portuguese Development Cooperation*, but also in the constellation of certain Working Groups in the administrative set-ups such as in Finland. Comments by the authors of the Reality of Aid reports are in line with this observation when they are commenting on the fact that development aid is often linked with climate change, security, migration or with commercial interests. It should be clear that these issues do not easily link up with poverty eradication and the MDGs.

The second observation is on the need for independent evaluation: *'Governments should put in place the necessary mechanisms to ensure their aid is independently assessed'*¹¹³. Many countries have evaluation units in place, but they all sit within the Ministry of Foreign Affairs and usually in the Directorate General for Development Cooperation which raises the question of how independent they can be.

CONCORD also comments on the lack of experts, for instance on gender, in the development assistance units and in the embassies (e.g. Austria, Belgium, Finland).

Two of the countries ranked in the 2015 Watch report: *The Millennium Development Goals: A comparative performance of six EU Member States and the EC Aid Programme* have already been discussed earlier (Germany and the Netherlands). In this ranking (see graph below) Denmark and Ireland are ranked one and two, while Italy is ranked as last with a score of only 33%. Denmark's high scoring in 2005 is based on its strong commitment to the MDGs. However the authors of the report comment on the fact that the Danish evaluation procedure does not include indicators on some of the MDG sectors¹¹⁴. Although the report commends Ireland on the inclusion of most of the MDGs in its development cooperation, even though they are not included in its strategy paper *White Paper on Foreign Policy* (1996), it criticises the government for not linking budget support to the MDGs and including them in the evaluation guidelines.



Source: The Millennium Development Goals, 2015 Watch Report, 2005

In 2006 the Irish government adopted the *White Paper on Development Policy* which has a strong focus on poverty reduction and the MDGs, thereby mitigating the comment in the 2015 Watch 2005 report on the lack of a government-wide commitment to poverty eradication and the MDGs. The comments in the report on Italy are mainly focussed on the outdated legal acts (1987), which have no reference to the MDGs, as they were not yet adopted at the time. This means that the MDGs do not figure in the institutional setting of priorities in Italy in the period investigated for the report. However, recent documents show a stronger focus on the MDGs as indicated above.

In its Peer Review Reports the OECD/DAC regularly commented on the degree of decentralisation introduced in a country's administrative structure for development cooperation and implementation. Although it advised some countries to increase the decentralisation of development assistance (e.g. Finland¹¹⁵, Greece¹¹⁶), it also has its reservations as expressed in the following quote: *'Decentralisation decisions will have to balance these benefits against potential downside factors, such as increased costs and overstretched or excessively dispersed institutional technical expertise. Moreover, increased decentralisation is not necessarily a feasible and/or appropriate solution for smaller development assistance agencies, given associated additional costs and the extra efforts required to assure the quality of local programming and accountability'*¹¹⁷. As benefits it identifies, for instance, improved understanding of local poverty conditions and heightened responsiveness to changing local circumstances).

Although decentralisation requires additional efforts in increased coordination and monitoring/evaluation activities, it can increase aid effectiveness. The chart below shows the number of staff working in headquarters and those working in the field. Those countries that have a greater ration of staff members working in the field, i.e. the UK, Denmark, the Netherlands and Ireland, traditionally have a good reputation in the field of development cooperation. Although Germany, France and Spain, which do not score as high in development cooperation, also report high numbers in the field, this could be a consequence of the fact that separate development agencies implement the country's development policies while the Ministry of Foreign Affairs have often also seconded development officers to the embassies, thereby running the risk of overlap.

Number of full time staff managing ODA in the EU Member States in 2006

EU Member	HQ	Field	Field	Total
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State		Expatriates	Local	
Germany	1,900	1,300	3,350	6,550
EC	959	559	2,021	3,539
United Kingdom	1,565	453	920	2,938
Denmark	847	503	974	2,324
France	1,460	610	-	2,070
Netherlands	645	395	325	1,365
Spain	493	200	466	1,159
Sweden	664	185	88	937
Italy	427	21	-	448
Ireland	125	34	250	409
Belgium	193	68	9	270
Finland	164	69	22	255
Portugal	160	11	-	171
Greece	130	1	-	131
Austria	93	21	11	125
Luxembourg	84	16	3	103
Czech Republic	30	-	-	30
Hungary	17	-	-	17
Poland	14	-	-	14
Slovak Republic	7	-	-	7
Estonia	6	-	-	6
Latvia	5	-	-	5
Slovenia	5	-	-	5
Cyprus	4	-	-	4
Malta	4	-	-	4
Lithuania	3	-	-	3

Source: EU Donor Atlas 2006

Another consequence of decentralisation is the increased need for qualified personnel with strong development cooperation capacities. OECD/DAC, therefore, calls on many of the countries reported on in the peer reviews to invest in training of their staff particularly in the field¹¹⁸. This is becoming even more relevant in view of the Paris Declaration commitments and the increased use of new aid modalities.

E. Conclusion

The main administrative structure for development cooperation in the Member States discussed in this section consists of a Ministry of Foreign Affairs harbouring a Directorate-General (DG) for Development Cooperation. This can be led by a separate Minister for Development Cooperation, putting development at the highest level of the political agenda, or by a Secretary of State/Undersecretary for Development Cooperation. Where line ministries play an important role an Interministerial Committee at either Ministers' or Ministerial level ensures cooperation and coordination (and in many cases policy coherence) between the different ministries.

Geographical Departments within the DG for Development Cooperation, often consisting of desk officers amongst others, take the lead in the programming and monitoring of programmes and projects often in close cooperation with staff members in the field, either in embassies or in country offices. Two Member States, discussed in this section, implement their development assistance through

independent development agencies. In both cases the cooperation with the respective Ministries of Foreign Affairs is based on formal agreements.

Evaluation of development cooperation is still at a relatively embryonic stage. Few ministries rely on an independent evaluation structure, while the evaluation criteria remain vague and are seldom MDG related.

In spite of their longer term involvement in development cooperation some countries still lack sufficient staff capacity and development expertise. Very few of them invest in training to improve this.

Although poverty eradication is the overall objective for development cooperation in all the states discussed, the MDGs are not always all included in the development policies, giving way to other non-ODA objectives such as security, trade or migration.

4.9.2 EU 'Ten' and EU 'TWO'

In his analysis of the consequences of enlargement for development policies in the new Member States published in 2003 the author, Mr S. Migliorisi, points out that *"Government commitment to development cooperation in the countries we visited is in general rather low, reflecting in part the lack of a significant constituency for development cooperation"*¹¹⁹. Since 2003 aid coordination has been integrated in most countries discussed in this section, into the Ministry of Foreign Affairs through a dedicated directorate, but other line ministries also play a very important role. Staff members in the dedicated directorate often lack development field experience, while the focus of development cooperation is more on regional stability and global security than on poverty reduction¹²⁰.

Since their accession to the EU in 2004, the ten 'new' Member States were forced to adapt as soon as possible to their new status as donor countries within the EU¹²¹. In 2006 they were party to the development and adoption of the *European Consensus* and the *Development Cooperation Instrument*, two documents that set out the European Development Policies and funding mechanisms for the years to come. As the *European Consensus* also included a part to be implemented by the Member States, including the ten 'new' ones, it offered those countries another incentive to adapt their administrative systems. As Bulgaria and Romania only joined the EU in 2007 they were awarded more time to adapt to the commitments included in the *European Consensus* and have so far not really integrated development cooperation into their main policies. The study will therefore not go into the administrative set ups for development cooperation in Bulgaria and Romania.

As they build up their development cooperation system, the ten 'new' Member States identify the countries in Eastern Europe and Central Asia as their preferred partner countries, which means, that they mainly participate through the *European Neighbourhood and Partnership Instrument* (ENPI). They consider their experiences in the transformation process towards the integration within the EU as an important contribution they can make in supporting their partner countries in similar processes¹²². This means that many of these Member States will not have poverty reduction or achieving the MDGs as one of their main goals for development cooperation.

As the Czech Republic has already been discussed above this section will only be looking at the other nine 'new' Member States¹²³: Cyprus, Slovenia, Estonia, Poland, Lithuania, Latvia, Hungary, the Slovak Republic and Malta.

A. Political representation

In these Member States development cooperation falls within the remit of the Minister of Foreign Affairs, who sits in the government. However, in some Member States line ministers play an important role and coordinating mechanisms have been set up to streamline the country's contribution to international development aid (e.g. Cyprus, Slovak Republic). In some countries these bodies are extended with representatives from chambers of commerce, universities and NGOs to function as an advisory board to the Minister (e.g. Slovenia, Slovak Republic).

In many cases the Minister of Foreign Affairs is supported by Under-Secretaries or Secretaries of State responsible for development cooperation and reporting to the Minister (e.g. Poland) or to a State Secretary, who reports to the Minister (e.g. Lithuania). In some countries there are even more Under-Secretaries who have development cooperation as one of their responsibilities (e.g. Latvia, Slovak Republic, Hungary).

Since 2003 most of the 'new' Member States have developed or are in the process of developing Strategy Plans for development cooperation (e.g. Cyprus, Estonia, Poland), Guidelines (Latvia) or Legal Acts (Slovenia, Poland, Hungary), although for the latter only Slovenia has so far finalised and adopted its *International Development Cooperation of the Republic of Slovenia Act* (2006). These documents set out the different objectives of development cooperation and although most of them refer to poverty eradication as one of their objectives (Slovenia, Estonia, Poland, Latvia, Malta), the other MDGs are only mentioned sparingly, while other objectives such as economic development and liberalisation of trade (Estonia), security and stability (Poland, Lithuania) and infrastructure (Cyprus) are specifically mentioned as development objectives.

B. Administration

Within the Ministry of Foreign Affairs development cooperation is administratively included in different ways in the various Member States. Development Policy often resides under a separate Director (-General) together with Humanitarian Aid (e.g. Cyprus, Slovenia, Poland, Lithuania, Slovak Republic). In some cases the regional departments also reside within the Development Cooperation Division (e.g. Cyprus, Slovenia, Estonia, Hungary), while in other cases they sit in a different directorate (e.g. Lithuania, Latvia, Slovak Republic). Slovenia and Estonia also include departments for Security Policy and Economic Policy within their administrative set up for development cooperation.

In Latvia development cooperation is spread over different directorates each headed by a different Under-Secretary of State who is also responsible for other issues. The Second Political Directorate (covering Security Policy Issues), for instance, houses the Department for International Organisations and Human Rights, while the Directorate for Economic Relations and Development Cooperation Policy includes the Development Cooperation Department and the Third Political Directorate incorporates the geographical (bi-lateral) departments. There is no clear indication as to how policy coherence and coordination is guaranteed between all these different Directorates.

Malta is still at an early stage of developing a strong administrative framework for development cooperation, but is committed to ensure that its contribution to development cooperation will be delivered coherently and effectively with a strong focus on the MDGs¹²⁴.

Although these Member States are relatively new donors, only Hungary makes a clear point of organising regular training sessions, conferences and seminars (with the support of the Dutch Ministry of Foreign Affairs and UNDP) to increase the capacity for development cooperation of its staff members.

C. Implementation

Most of the nine Member States discussed in this section do not have any implementing structures in place. Development cooperation is mainly implemented through projects and programmes implemented by NGOs and international organisations (e.g. Cyprus, Slovenia, Estonia, Poland, Lithuania, Latvia and the Slovak Republic). However, Hungary and the Slovak Republic have created their own implementing agencies HUN-IDA and Slovak Aid to implement their development policies, albeit that Slovak Aid still has very limited capacity.

Besides channelling development cooperation through international organisations and the EU, some of the countries also deliver development aid through trilateral cooperation with other donors (e.g. Estonia, Poland, Latvia, the Slovak Republic). This reduces the pressure on national staff both in terms of capacity and knowledge management.

D. Assessment

As the 'new' Member States have not been active as EU donors over a longer period of time, the Centre for Global Development has not included them in the Commitment to Development Index.

When analysing the structures for development cooperation within these Member States as developed so far, one has to conclude that their administrative structures mostly fall within the OECD/DAC generic model B, i.e. a Directorate (General) for Development Cooperation, often with geographic Departments for developing countries in the South falling under a different Directorate (General) (e.g. Lithuania, Latvia, the Slovak Republic). This can pose a challenge for the coordination of policy development and implementation.

Although in all the new Member States discussed the Minister of Foreign Affairs takes the lead at government level, (s)he is supported by Secretaries of State or Under-secretaries responsible for Development Cooperation. However, it is not always clear how prominent development cooperation is at ministerial and government level as in some cases these Secretaries take a lower position in the ministerial hierarchy (Slovak Republic) or do not report directly to the Minister (e.g. Latvia). In some countries they are also responsible for other issues such as economic affairs or security (e.g. Estonia). This raises the question on the prominence of development cooperation vis-à-vis these competing issues.

In many cases the Minister of Foreign Affairs is advised by a Council or Committee consisting of representatives of other ministries, NGOs or experts (e.g. Slovenia, Cyprus, Slovak Republic). It is a practical way to enhance the capacity and increase the expertise on development within a ministry, not yet familiar with the full scope of development cooperation.

In most countries the government or the Ministry of Foreign Affairs has adopted policy statements or strategies for development cooperation. Although few of them have an outspoken focus on the eradication of poverty and the MDGs (only Malta so far), many do refer in some detail to certain aspects of the MDGs they intend to include in their development activities.

For the implementation of development cooperation many Member States rely on NGOs and multilateral organisations, however, there is also an increase in tri-lateral cooperation particularly with other EU Member States. This fits in well with the EU Code of Conduct on the Complementarity and Division of Labour. It also allows the 'new' Member States to increase the effectiveness of their contributions to development assistance.

Some of the 'new' Member States are considering setting up separate implementing bodies (e.g. Malta), while others have already set up a form of Agency which could be built up (e.g. Hungary, the Slovak Republic). However, this would require clear Terms of Reference or Cooperation Agreements to ensure that there will be no overlap or duplication between the work done by the Ministry of Foreign Affairs and the Development Agency.

In its report *No time to Waste: European governments behind schedule on aid quantity and quality* (2008), CONCORD includes reports on the new Member States. Although the reports acknowledge that development cooperation is a relative new area for these countries they do comment on the lack of strategies for e.g. gender equality (Cyprus, Slovenia), transparency of ODA (Estonia, Hungary, Malta, Poland, the Slovak Republic, Slovenia) and the strong focus on technical assistance (Estonia, Malta). The reports also mention the lack of independent evaluation systems (Hungary, Malta) and the use of tied aid (Hungary, Latvia) and in general the unsatisfactory quality of aid delivered so far.

E. Conclusion

Since their accession to the EU the ten 'new' Member States have taken important steps to include development cooperation in their government policies. However, as they have little experience they are still deliberating on the sectors they would like to focus on. This has an impact on the administrative set-ups for development cooperation as various development related departments fall under different directorate generals which can confuse coordinated development assistance.

As development cooperation is only one of the issues to be dealt with by the Minister of Foreign Affairs, it is important to ensure that at least immediately below the Minister in the Ministry's hierarchy there is a State Secretary with the power to ensure that development cooperation is put high on the government's agenda. This is not the case in many of these Member States, where development cooperation departments are sometimes relatively low in the administrative hierarchy.

The main focus of development cooperation is on the near neighbourhood countries and hardly on developing countries in the South. Where developing countries in the other geographical areas are targeted, this is mainly done through multilateral channels or tri-lateral cooperation initiatives.

Where development strategies have been developed these include poverty eradication as their main objective, but seldom refer to all the MDGs. Often non-ODA objectives are included such as infrastructure, trade or security.

5. THE EUROPEAN COMMISSION: POLITICAL REPRESENTATION, ADMINISTRATION AND IMPLEMENTATION

A. Political representation

After the end of the Cold War the portfolio for Development Cooperation was for the first time divided between the Commissioner for External Relations and for Development and Humanitarian Aid. This was especially the result of a review of arrangements of Europe's assistance, and the inclusion of aid to the countries of the former East Block, which previously had not been on the recipient's list of the EU. A

large part of this assistance was a contribution to the process of accession, and since that time, 12 countries have acceded the EU¹²⁵.

The differences in purpose and the need for more specificity in terms of the objectives of assistance led to the revision of the Nice Treaty. In 2000 the Portuguese Presidency identified that the pre-accession assistance did not have a proper legal base, and set out to rectify this. New articles on external aid resulted from this review¹²⁶.

At the same time, and probably coinciding with the need for greater clarity, the political representation of one Commissioner for all Development Aid and Humanitarian Assistance was restored. Commissioner Nielsen proudly announced that he was in charge of EU aid to all developing countries.

The set up of the political portfolio remained the same in the Commission 2004-2009, with a separate Commissioner for Development Cooperation and Humanitarian Aid.

Whilst political portfolios have been clear, a mismatch between political portfolios, budget control and administrative powers has contributed to ineffectiveness and inefficiency in the execution of budgets for development cooperation and humanitarian assistance. This is explained below¹²⁷.

Development Cooperation and Humanitarian Assistance have not always been in one portfolio, but in recent administrations these portfolios have been brought under one Commissioner.

B. Administration

After 1989, effective aid execution was challenged by the unexpected and sudden expansion of aid, and the increase in the number of Commissioners and Directorates Generals charged with the implementation of different forms of assistance to different groups of countries.

One of the responses to the growing needs of humanitarian aid was the establishment of the European Commission Humanitarian Office (ECHO), as an aid modality that could less rigidly be applied in case of emergency. In its first year a large proportion of humanitarian aid was destined to the conflict and war in the former Yugoslavian Republics. For reasons valid at the time, this service was set up as a separate entity, although today questions could be raised of the effectiveness and need of this separation. To date, ECHO has a worldwide coverage and its contribution to the MDGs is seen as being very relevant¹²⁸.

In the early nineties the aid budget grew disproportionately. However, this growth was not matched with proportional staff increases, and the EU administration carried out an increasing proportion of international aid, with the lowest staff/budget ratio¹²⁹.

In order to rationalise technical implementation, and to transfer staff from traditionally poor countries' assistance to the Eastwards directed enlargement aid, the 'Service Commun pour les Relations Externes' (SCR) was created in 1998¹³⁰.

In 2000, when a single portfolio for one Commissioner for Development Cooperation and Humanitarian Aid was identified in the College of Commissioners, his administrative oversight excluded the SCR. This greatly limited the possibility for meaningful political oversight by this Commissioner, who no longer controlled the budget execution powers.

Halfway the term the SCR was transformed into a new structure, called EuropeAid, charged with the implementation of all aid. Initially it was overseen by a group of Commissioners, violating the principle of a collective responsibility by the College and undermining once again the portfolio of the Commissioner for Development Cooperation¹³¹. Instead of being in charge of overseeing EuropeAid, the Commissioner for Development Cooperation and Humanitarian Aid was 'appointed' as secretary of

EuropeAid, which was chaired by the Commissioner for External Relations and headed by a Director General. It is hardly surprising that this arrangement led to ridicule, reduced political accountability and diminished administrative effectiveness.

After the eastward enlargement a more rational arrangement would appear possible, but was not achieved. While, once again, formally a Commissioner for Development Cooperation and Humanitarian Aid was appointed in 2004, his administrative responsibilities were further diminished. EuropeAid was moved under the responsibility of one Commissioner, not under the Commissioner for Development Cooperation however, but instead under the Commissioner for External Relations. Moreover, the Commissioner of External Relations was given the administrative executive power over aid programming to all development countries, except the ACP countries.

Halfway the term the Commissioner for Development Cooperation and Humanitarian Aid, reconciling himself with the reality of a reduced and diminished political portfolio, renamed his small Directorate General, DG for development and relations with ACP countries.

Sadly this inconsistency between political portfolio and administrative responsibility created a lack of political clarity and accountability. Moreover, it is at odds with the new Treaty, which clearly identified development cooperation as a policy to all developing countries, clearly distinguished from cooperation with wealthy countries, such as the US or Australia. The Regulations, under the Financial Perspectives 2007 – 2013 have also clearly followed this principle set out in the Treaty.

It is therefore urgent that a next College of Commissioners will bring its house in order in this respect, and the European Parliament should demand from the executive a clear line of political accountability and reporting, in line with the portfolios as agreed, and consistent with the European legal provisions.

C. Implementation

EU aid is implemented in the field by the European 'embassies', called 'delegations'. Before 1989 the delegations were appointed by the DG for Development Cooperation, and reported directly to the DG and the Commissioner overseeing the DG.

With the changes that followed, as described above, the responsibility over the delegations changed. Currently the delegations are appointed by the DG for External Relations, and EuropeAid is represented through the Director General and the Director Resources, as a member of the *Comité de Gestion*.

Currently EuropeAid has only a limited co-decision power over staff appointments as their accord is required only for appointments in the field of operations, finance and contracts. This raises the question of how the Director General of EuropeAid is to provide the Declaration d'Assurance for activities implemented on development cooperation within the delegations. These reports provide an analysis of control and financial management systems applied by the DG to ensure that EU funds are properly managed, and can only be issued if the Directorate General is fully responsible for staff members managing and implementing the policies.

A policy of decentralisation of implementation began in the 1999 – 2004 Commission, with a progressively increasing role given to delegations for programming and implementation. Therefore the expertise in development cooperation and humanitarian assistance is of increasing relevance for the effectiveness and efficiency of EU aid implementation. As the EU is increasingly using the new aid modalities such as General and Sectoral Budget Support, staff, particularly in the field, are required to develop new capacities such as social and negotiation skills, expertise in country analysis and proficiency in budget, programme and project management.

While a future EEAS/EU Diplomatic Service will principally be focussing on diplomatic skills – and a first priority will be to ensure staff's adequate diplomatic skills in the new area of 'European diplomacy' - there is concern that the quality of EU assistance could be undermined if staff in delegations or embassies are insufficiently equipped with knowledge and skills relevant for the implementation of development and humanitarian assistance.

Furthermore, it will be important that the staff implementing EU aid in embassies are reporting to the DG in the Commission charged with the implementation of EU aid, so that the implementation at headquarters and in the field remain coherent.

D. Assessment

In its 2007 DAC Peer Review of the European Community the OECD/DAC remarked that European decision making on development cooperation not only involves all twenty-seven Commissioners, but also the Council of Ministers and the European Parliament. Although the *European Consensus* can be used as a guideline, it is a challenge in this context for the European Commission (EC) to maintain the integrity of its development aid and focus on the results¹³². As complementarity is an important concept the Review recommends that the EC should enhance complementarity by applying the Code of Conduct for the Division of Labour¹³³.

The division of labour is not only an issue at the level of cooperation with Member States, but also within the administrative set up of the Commission itself. DG DEV, responsible for general development policy making and geographically for the ACP countries, and DG RELEX, responsible for external relations policies, including the Common Foreign and Security Policy (CFSP), and enlargement and geographically for development cooperation in Asia, Latin America and the Near Neighbourhood Countries, interpret the development priorities of their institutional mandates differently, with serious consequences for the integrity of EU development aid. The OECD/DAC therefore recommends to review this division of labour between the two DGs to ensure a more unified organisation of development assistance, minimising institutional redundancy, and guaranteeing that development cooperation leadership is unambiguously dedicated to the priority issues of development as agreed upon in the *European Consensus*¹³⁴.

Although the OECD/DAC values the reform of EuropeAid very positively, recognising it as the only European development institution together with ECHO, with a strong management culture, it still has some reservations based on reports from the field. EuropeAid has been instrumental in bringing about a successful devolution of responsibility to field missions (i.e. EC delegations) and should therefore be given a stronger role in shaping development cooperation in addition to its role in the implementation of policies¹³⁵. However, the reporting team also pointed out that development partners felt that there was a need to simplify and streamline Community procedures as the current administrative arrangements were seen as cumbersome and even counter-productive¹³⁶.

The OECD/DAC team reported that at present RELEX is in charge of the recruitment of officials and individual experts, while it oversees the appointment of local staff in the field. As the professional profiles for staff working on development cooperation (needing management and development skills) and those working on foreign affairs (needing strong political and diplomatic skills) differ significantly, the team advises the EC to establish a specialised development personnel office within DG DEV if possible, or in the existing RELEX office if that is deemed more appropriate, in order to guarantee the recruitment of development oriented personnel¹³⁷.

The significant strengthening of ECHO, over the past few years suggests the need for a policy level review of humanitarian assistance with a stronger involvement of ECHO itself, according to the OECD/DAC reporting team. It also recognises that there are challenges for ECHO in the way it interacts with other Commission policies for, for instance, civil protection, crisis response and links to relief and development. There need to be closer links between humanitarian and longer-term development programming, which could be discussed in future Council Working Group meetings (e.g. of CODEV).

In its report *2015 Watch: The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid programme* the reporting team ranked the EC halfway, i.e. as fourth of the seven donors ranked. This is mainly due to the lack of focus on the MDGs, particularly those on education and health, in the guidelines for the Country Strategy Papers (CSPs), in the CSPs analysed and on the omission of MDG related indicators in the evaluations of the CSPs. Since 2005, the year the report was published, some improvements have been made particularly at the level of policy development, albeit that little progress has been made at the implementation level¹³⁸.

The report also identified the lack of consistency in the targeting of the MDG sectors especially in the individual budget lines¹³⁹. This lack of consistency is reiterated in the two Reality of Aid Reports for 2004 and 2006. They both refer to the danger of foreign policy objectives in the field of security and the war on terror could undermine development policy objectives. They also point out that there is a lack of coherence particular in relation to security, trade and agriculture¹⁴⁰.

E. Conclusion

Although the EC boasts a Commissioner for Development Cooperation and Humanitarian Aid, the fact that both DG RELEX and DG DEV are competent for development cooperation albeit in different geographical areas results in an ambivalent approach to aid as the two DGs set different priorities. As a consequence, development cooperation objectives might be seen as subordinate to external relation priorities such as the CFSP, trade and others particularly in the countries covered by DG RELEX, thereby endangering the coherence and integrity of EU development aid.

The fact that EuropAid and ECHO fall under the responsibility of the Commissioner for External Relations and the Commissioner for Development and Humanitarian Aid respectively, raises the question of how a smooth changeover from emergency relief, through restoration to development cooperation can be guaranteed on the ground. The fact that EuropeAid is not part of DG DEV further depletes the portfolio and eminence of the Commissioner for Development Cooperation and Humanitarian Aid.

This discrepancy is even further complicated by the fact that DG RELEX is responsible for the appointment of staff members working on development in the partner countries, which poses the question of which competencies will be prevalent in the final choice of a candidate: diplomatic or developmental skills. If the objectives for development cooperation are to be achieved it should be clear that the latter should prevail. In addition the Commission needs to ensure that present staff are capable of delivering development cooperation not only by drafting guidelines and the occasional training sessions, but by structurally offering all staff members training on development cooperation skills in line with the requirements of current development cooperation to achieve the objectives of poverty eradication and the MDGs.

Although the MDGs are strongly present in EU policy documents, the reports on programming and implementation often register weak commitments to the MDGs. In a way this could also apply to the work done by ECHO. Although ECHO is growing in importance there are still challenges in its interaction with other policies, particularly on issues such as restoration and development. So far the EC has not developed a clear line leading from humanitarian aid through restoration to development.

6. PARLIAMENTARY SCRUTINY

At the EU and national level parliaments are the expression of true democracy as they are chosen by the people to represent them at governmental level. Their main tasks are debating and passing all laws, discussing and adopting the annual budget and exerting democratic scrutiny.

A. PARLIAMENTARY SCRUTINY AT EU LEVEL

At the EU level the European Parliament (EP), presently made up of 785 Members coming from 27 Member States, has legislative, budgetary and supervisory powers over EU policies and implementation. The relations with the two other European institutions, the Council and the Commission, particularly related to the budgetary procedures are laid down in the Inter Institutional Agreement¹⁴¹.

The parliamentary work is prepared in standing committees, specialised bodies that examine in detail matters under their remit, submitting their positions to the plenary to be adopted as the official position of the whole parliament.

The Committee on Development is responsible for the promotion, implementation and monitoring of the EU's development cooperation policy. However, as the European Development Fund (EDF) is not part of the Community Budget the EP, and therefore the Development Committee, has no direct influence on the spending of that budget or on the development of individual Country or Regional Strategy Papers for the ACP countries. It can only scrutinise activities and funding in the context of the Development Cooperation Instrument (DCI) even though the regional coverage is mainly in Asia and Latin America.

Scrutiny is realised by analysing and amending legislation, questioning Commissioners through written questions or face to face during Committee meetings or plenary sessions, organising hearings and going on field missions.

When DCI entered into force at the beginning for 2007, the Committee on Development examined all the Country, Regional and Thematic Strategy Papers, and subsequently all the Annual Action Programmes drawn up under the Strategy Papers. In the cases of CSP/RSP or Annual Action Programmes for Pakistan, Malaysia, Brazil, Mercosur, Regional Asia, Special Measures for Iraq, the Committee found that some of the proposed actions did not comply with the regulation requirement of 100% ODA eligibility for the geographical programmes. The Plenary passed five resolutions under Rule 81 to signal its view that the draft measures exceeded the implementing powers provided for in DCI.

The EP has also developed close ties with parliamentarians in ACP countries through the ACP-EU Joint Parliamentary Assembly (JPA), which meets twice a year, to monitor the implementation of the *Cotonou Agreement*. Although the ACP-EU JPA does not have any legislative or budgetary powers it promotes greater understanding between the parliamentarians in both regions and promotes democratic processes. Through the adoption of resolutions and recommendations it holds the EU Council, the

Commission and the Member States to account on their performance towards the achievement of objectives of the Cotonou Agreement. A similar Joint Assembly, called EuroLat, has recently been set up for the relations with parliamentarians in Latin America.

The EP, through its standing committees, is also organising joint meetings (once a year) with national parliamentarians to coordinate parliamentary activities on the respective issues at EU and national level.

B. PARLIAMENTARY SCRUTINY AT NATIONAL LEVEL

As stated above national parliaments in the Member States play the same role as at the EU level in that they debate and pass all laws, discuss and adopt the annual budget and exert democratic scrutiny. It is only once the plenary has voted on a piece of legislation or the budget that it becomes the official position of the parliament. However, where the EP consists of only one chamber, many of the Member States have a bi-chamber structure with different roles for the two chambers (e.g. the UK, the Netherlands, Belgium, Italy). Although the Czech Republic also has two chambers the relations between the Senate and the Chamber of Deputies have not yet been specified¹⁴². France has appointed a special Minister for Relations with the Parliament whose task is to ensure that proposed legislation is put on the parliament's agenda and that the ministries are aware of possible sensitivities within the parliament when drafting new legislation.

Where there are two chambers the normal procedure is that the main decisions are taken in the 'lower' house (e.g. the House of Commons in the UK, the Tweede Kamer in the Netherlands) while the other house gives the final approval (e.g. the House of Lords in the UK, the Eerste Kamer in the Netherlands and the Senate in the other countries with two houses).

The preparatory work for the plenary meetings is done in 'standing' or 'select' (UK) committees. In the UK and the Netherlands the standing committees are more concerned with monitoring policies, spending and administration. In the UK the Public Bill Committees are more involved in legislation.

In most of the Member States development cooperation is monitored by the Committee on Foreign Affairs, but for instance the UK and Germany have committees working specifically on development cooperation, albeit that Germany also includes economic cooperation within its remit in line with the administrative set up in the Ministry of Foreign Affairs. Although in Ireland development cooperation falls within the remit of the Committee on Foreign Affairs, it houses separate sub-committees on Overseas Development and on Human Rights.

The work procedures within the standing committees echoes the system followed in the EP Development Committee. As they have an important role in the preparation of the work for plenary it is essential that they incorporate the objectives of development cooperation, the reduction of poverty and the MDGs in all their activities as for instance the Swedish parliament showed when it adopted the Swedish *Policy for Global Development* and in the UK when the parliament adopted the *International Development Act*.

Parliamentarians are sometimes also strongly involved in development cooperation by being part of governing or advisory bodies of implementing agencies such as the Board of Directors of the French ADF and Germany's GTZ.

C. CONCLUSION

Although all the parliaments within the EU have strong legislative, budgetary and supervisory powers, this does not always mean that development cooperation shares in the parliamentary push for a more and better delivery of government commitments. In most of the countries development cooperation falls within the remit of the Committee on Foreign Affairs which means that it will have to compete with, for instance, security, trade and economic cooperation issues. Where there is a separate Development Committee this often coincides with the presence of a separate Minister for Development Cooperation, suggesting a country's focussed commitment to development objectives.

The Committee on Development Cooperation within the European Parliament underscores the importance of development assistance within the EU, but its scrutinising powers should be extended to the EDF. The fact that the Committee on Development's remit also covers development cooperation in Asia and Latin America countries thereby ensuring a coherent and comprehensive EU approach to international development, should also be reflected in the portfolio of future Commissioners for Development.

7. COHERENCE AND CONSISTENCY

The Maastricht Treaty (1992) introduced the two principles through Articles C and 130v.

Article C of the Common Provisions (Title I) stated: *'The Union shall in particular ensure the consistency of its external activities as a whole in the context of its external relations, security, economic and development policies.'* This implies that all of the EU's external policies should not contradict one another. This was strengthened as far as development cooperation is concerned by Article 130v: *'The Community shall take account of the objectives referred to in Article 130u in the policies that it implements which are likely to affect developing countries.'*

In subsequent treaties the distinction between the two principles of 'coherence' and 'consistency' remained clear, and this is also the case for all legal texts provided under the Reform Treaty (Constitution, Lisbon Treaty). Consistency refers to the need to avoid contradictions between the different external policy areas, such as Common Foreign Security and Defence (CFSDP), trade, aid. The Reform Treaty treats the various areas of external policy as distinct but equal, with no subordination among them.

The principle of coherence refers to the obligation that all policies of the European Union which impact on developing countries should take development objectives into account. With regards to developing countries, this principle introduces a hierarchy in which development objectives take a certain priority, or receive a certain emphasis, over other policy areas, in terms of the impact of policies.

In several documents the distinction between the two principles is confused, with development policy or humanitarian assistance being regarded as subordinate to CFSDP¹⁴³. Such interpretation violates the spirit of the Treaty and the *acquis communautaire*. At times it would appear that the indiscriminate use of the two concepts is an almost deliberate attempt to include the resources for development cooperation and humanitarian assistance within a broader focussed external policy of the EU, including military, defence and security objectives. Evidence for this was found in the negotiations in the Convention on the Constitutional Treaty.

In the European Parliament's scrutiny of Country Strategy Programmes (CSPs) under the DCI no case was found of EU aid spending being allocated to such purposes. Nevertheless, under the previous EC legislation, the EP went to Court to attack a decision to finance a project in the Philippines which integrated intelligence capacity building, border control and counter terrorism activities, and won the case¹⁴⁴.

However, this illustrates the relevance of clarity in scope of EU aid, as there is otherwise a danger for financial resources to be deviated from being targeted to the MDGs. Also in terms of administrative capacity and human resources, there is a danger for emphasis to be moved away from the MDGs if development cooperation and humanitarian assistance are made subordinate to CFSDP objectives, in contradiction with the Treaty.

The Treaty is applicable to Member States and so is the distinction between 'coherence' and 'consistency', as interpreted above.

In the joint EU statement *The European Consensus* (2006) the Member States and the European Commission committed themselves to promote '*... policy coherence for development, based upon ensuring that the EU shall take account of the objectives of development cooperation in all policies that it implements which are likely to affect developing countries, and that these policies support development objectives (article 9)*'. The statement also confirmed: '*It is important that non-development policies assist developing countries' efforts in achieving the MDGs*' (art. 35) and that it will '*..strengthen policy coherence for development procedures, instruments and mechanisms at all levels, and secure adequate resources and share best practice to further these aims* (art. 35).

This means that the Member States committed themselves not only to ensure that their policies would not contradict each other (i.e. be consistent), but that development objectives, i.e. the MDGs, would be included in all their (non-)development policies that affect developing countries

and at all levels (coherent). However, this implies that Member States' governments should have integrated poverty reduction and the achievement of the MDGs as the main objectives of their development policy. As seen above this is not always the case, meaning that the respective country will not contribute to the achievement of the international development goals, irrespective of the effectiveness and efficiency of the administrative structure.

In the *EU report on Policy Coherence for Development* (2007) the EC reports on its activities within the concept of Policy Coherence for Development (PCD). It identifies twelve areas for policy coherence within the EU: Trade, Environment, Climate Change, Security, Agriculture, Fisheries, the Social Dimension of Globalisation, Employment and Decent Work, Migration, Research, Information Society, Transport and Energy. The Commission has put a series of relevant mechanisms in place such as the Inter-Service Consultation system, the Impact Assessment System and the Inter-Service Group mandated to promote PCD. However, it has to admit that its capacity is lacking and the awareness amongst non-development departments remains low¹⁴⁵. Adequate policy frameworks, procedures and instruments such as the General System of Preferences (for Trade), the Renewed EU Sustainable Development Strategy (SDS) (for environment), the European Social Policy Agenda (on employment and social cohesion) and the 7th Research Framework Programme (FP7 2007-2013) have been put in place and should be used in a more systematic way, and, where necessary, be improved and adapted to make them more user-friendly and ensure the cooperation of non-development departments. There is therefore, still a long way to go before coherence will be achieved at Community level.

The same report also summarises the efforts of the 27 EU Member States on ensuring policy coherence. Although many of the 'new' Member States do not yet have a strong structure for development cooperation, efforts are being made to ensure policy coherence where possible¹⁴⁶. Within the EU Member States have the option to use different mechanisms to promote policy coherence. Interministerial Committees, made up of ministers with different portfolios can be found for instance in Portugal, Greece, Finland and Cyprus. Some Member States have set up Interministerial Groups, Committees or Working Groups at the level of the Ministries. These can either focus on policy coherence in general (e.g. France, Austria, Portugal) or on specific sectors such as trade and development or security and development (e.g. Austria, Denmark, Germany, Luxembourg). These working groups would mainly target those departments that are already linked up with development cooperation, making coherence not really government-wide. The Netherlands has set up a special Unit for Policy Coherence within the DG International Cooperation.

Whole-of-government approaches to policy coherence are only found in the Netherlands and Sweden¹⁴⁷. The UK has a slightly different approach to ensuring policy coherence. On the one hand there are sector groups, regular briefings and Joint Public Service Agreements between different departments defining shared corporate goals¹⁴⁸ on the other hand staff are required to adhere to the department and team objectives.

In some cases coherence and consistency are guaranteed through Advisory Committees that include representatives from outside the government structures such as NGOs, universities and the private sector (e.g. Austria, Spain and Finland).

However, the most important aspect in ensuring policy coherence is the political will to make it successful. A recent study by ECPDM on PCD found that the most common obstacles to PCD were the lack of adequate political support, unclear mandates and insufficient resources¹⁴⁹.

8. CONCLUSIONS

The EC and the EU Member States deliver the biggest contribution to international development aid. The above analysis shows that this is done through different administrative structures with a variety of results.

The study presents the diverse executive structures of the Member States and the European Commission and discusses their advantages and disadvantages.

The first conclusion is that Member States with a structure that includes an implementing agency outside the government administration or as a decentralised administrative office (for instance France, Germany, Sweden and Austria), run the risk of duplication and overlap in the implementation of their development policies. A second conclusion is that the existence of two parallel bodies for development cooperation increases the working costs in terms of administration expenditure and human resources. The need to develop sound cooperation systems between a Ministry and the implementing or parallel agency through contracts or cooperation agreements tends to generate more red tape and it slows down aid delivery. In the field it can cause similar problems as these agencies often also run their own country offices in parallel to the administration as represented by the embassies. This creates duplication and requires strong coordination strategies involving additional staff time.

Most Member States have opted for the inclusion of a Directorate General for Development Cooperation within the Ministry of Foreign Affairs, with a high degree of independence. In these types of constructions, the independent Directorate General for Development Cooperation takes clear leadership in developing cooperation policies and programmes. These structures often include a Minister for Development who takes the political responsibility for development cooperation policy. In countries with a separate Minister for Development Cooperation, there is a greater clarity and unity of purpose compared to countries where development cooperation is delegated to a State Secretary or Under-Secretary. In some countries this advantage is enhanced by the fact that the Directorate General for Development Cooperation is not only responsible for the development of the programmes and projects, but also for their implementation and monitoring.

Decentralisation greatly increases the effectiveness of aid in that the offices in the field are better equipped to adapt development cooperation to the needs of the partner countries. Regular country team meetings between staff members in headquarters and in the field, enhances the integrity and efficiency of aid delivery. Decentralisation requires a set of skills in the staff members working as development officers in the embassies or country offices. These skills include expertise on development cooperation, policy analysis, budget analysis, negotiation, and management. Many Member States are still lagging behind in offering skills training and knowledge management to their staff members either at headquarters or in the field.

In some Member States, line ministries play an important role in development cooperation. These line ministries tend to focus on their own priorities, and undermine a focus on poverty eradication and the achievement of the MDGs. The installation of Interministerial Committees or Working Groups can help mitigate the consequences, such as the fragmentation of aid and loss of policy coherence. The adoption of government-wide development strategy papers and the creation of special units to ensure policy coherence are other ways of increasing policy coherence and a unity of focus.

Strategy papers concentrating on poverty eradication and the MDGs as the key objectives for development cooperation offer the Minister or Under-Secretary for Development Cooperation a strong tool to ensure policy coherence and to insist that all government policies that impact on developing countries take account of these objectives. Where development policy is not supported by such clear focus, the MDGs are undermined in favour of trade, security or economic issues.

Independent and transparent evaluation systems need to be in place to ensure that aid is delivered coherently and effectively. However, although Member States have put evaluation and/or quality control units in place, they are usually part of the Directorate for Development Cooperation. In the case of the European Union and several Member States, the role of the Court of Auditors as an independent institution, demonstrates that interesting and helpful observations can result from a more independent-based assessment. Programme evaluations are rarely based on MDG-related indicators, resulting in a discrepancy between development objectives and the indicators for assessment.

With their legislative, budgetary, and scrutinising powers, the parliaments in most of the Member States play a crucial role to ensure development cooperation is focused on poverty eradication and the achievement of the MDGs. This is enhanced there where separate Committees on Development Cooperation are operational, as these take a keen interest in keeping effective aid implementation high on the political agenda.

Ultimately it is the unity of purpose and a strong political will in the institutions that deal with development cooperation that ensures aid effectiveness for poverty eradication. The administration needs a clear and focussed vision on the key objectives for development cooperation. Streamlined administrative structures are important. Knowledgeable staff is required which has the capacity to

implement development policies effectively and coherently. Decentralisation allows greater ownership through close contact with the recipients through representations in the field. Strong coordination mechanisms between the different departments in headquarters and between headquarters and the field can guarantee an effective and flexible aid delivery system.

These findings need to be borne in mind during future discussions on the reform of the EU's administrative set-up. The Lisbon Treaty reconfirms development cooperation as a policy in its own right. Once the Lisbon Treaty has been ratified there will be a strong legal base for development cooperation as an EU policy in its own right and not subordinate to other external policies. Humanitarian aid will also have a strong legal base enabling the EU to provide *ad hoc* assistance, relief and protection to people in third countries suffering from man-made and/or natural disasters. There is a clear link between humanitarian aid, which is by nature short term, and long-term development cooperation, through medium-term restoration activities. The EU administrative set-up should bear this out.

The European Commission will remain responsible for the implementation of development cooperation. It will be of the essence that structural re-organisations create a minimum of duplication or of parallel structures. The administrative structure needs to be a streamlined one and should be staffed with personnel trained on development cooperation and with expert knowledge of the different areas related to development. In the field staff members will also need negotiating and management skills to develop, implement and monitor development activities. In order to ensure an efficient and coherent system for policy development and aid delivery, good cooperation and coordinating mechanisms between headquarters and the EU delegations need to be in place. Staff members responsible for development cooperation at delegation level should be appointed by and be reporting to the directorate General for Development and humanitarian Aid.

The study found that in the case of Member States ministers, political representation matters. Therefore it is important that the future College of Commissioners include a separate Commissioner for Development Cooperation and Humanitarian Aid. This will guarantee that development cooperation will remain high on the EU's agenda. He/she needs to be supported by a Directorate General responsible for development cooperation and humanitarian assistance operating at the level of headquarters and in the field.

In practical terms this would mean that the future Commissioner for Development Cooperation and Humanitarian Aid heads a Directorate for Development Cooperation and Humanitarian Aid which not only covers all development issues and the developing countries in all the different geographical regions, but also includes the implementing bodies EuropAid and ECHO.

At present, DG External Relations is responsible for appointing staff in the EU delegations. However, as the role of delegations becomes increasingly important in development cooperation, the need for the necessary knowledge and expertise will grow exponentially, particularly in view of the increasing use of the new aid modalities. While discussions on a future European External Action Service (EEAS) have started at various EU levels, these concentrate on the enhancing the diplomatic strength of the EU's external relations. The implementation of the CFSP will be among the main tasks of the EEAS.

The findings point out the importance of well-defined and properly organised parliamentary scrutiny in development cooperation to ensure effective use of resources for aid.

9. RECOMMENDATIONS

The analysis above leads to the following recommendations for reflection during the discussions on the future administrative structure for the EC's development cooperation:

- As long as the Lisbon Treaty has not come into force, the EU's executive structures for external relations need to reflect the division of EU policy between the community (1st pillar) and the intergovernmental (3rd pillar) policies, not only at the level of headquarters, but also in the field, i.e. in the delegations.
- As community policy areas, not sub-ordinate to other foreign policies, development cooperation and humanitarian assistance fall within the competence of the Commission. This should be reflected in the EC's administrative structure by a separate Directorate General for Development Cooperation and Humanitarian Assistance, headed by a Commissioner for Development Cooperation and Humanitarian Aid.
- To ensure coherence, consistency and a unity of purpose the Directorate General for Development Cooperation should be responsible for the development of policies, the implementation and the monitoring/evaluation of all development cooperation and humanitarian aid activities in all geographic areas. This also means that ECHO and EuropeAid need to be integrated into DG Development and Humanitarian Aid.
- EC Staff members responsible for development cooperation both at headquarters and in the field will need to be experienced and knowledgeable on all issues related to development cooperation and humanitarian assistance. This requires a different set of skills from those needed in diplomacy. DG Development Cooperation and Humanitarian Assistance should be responsible for recruiting human resources for development and humanitarian assistance, both at headquarters and in the field to ensure that these skills are secured. Staff working on development and/or humanitarian aid in the Embassy (as part of the future EEAS) or delegation, should be reporting to the Commissioner for Development Cooperation and Humanitarian Aid.
- The Head of the Embassy (as part of the future EEAS) or delegation being *politically* responsible for development cooperation and humanitarian assistance, should be reporting on development cooperation and humanitarian aid to the Commissioner for Development Cooperation and Humanitarian Aid.
- A single budget for development cooperation and for humanitarian aid provides clarity of purpose.
- The European Parliament should maintain a separate Committee for Development, with a clear mention of humanitarian aid in its remit to better reflect an effective administrative architecture. The remit of this Committee should continue to encompass development cooperation at all levels and in all geographic areas. As the budgetary authority the European Parliament should also be mandated to scrutinise a unified development budget, including the (budgetised) EDF.

10. LIST OF ACRONYMS

ACP	African, Caribbean and Pacific
ADA	Austrian Development Agency
AECID	Spanish Agency for International Development Cooperation
AFD	Agence Française pour le Développement
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CDI	Commitment to Development Index
CEFEF	Centre d'Etudes Financières, Economiques et Bancaires
CFDSP	Common Foreign, Defence and Security Policy
CFSP	Common Foreign and Security Policy
CICID	Interministerial Committee for International Cooperation in France
CODEV	Council Working Group on Development
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DAC	Development Assistance Committee
Danida	Danish Development Agency
DFID	Department for International Development (UK)
DG	Directorate General
DGCID	Directorate General for International Cooperation and Development in France
DG DEV	Directorate General for Development and Relations with African, Caribbean and Pacific States in the European Commission
DG POLDE	Directorate General for Development Policy and Evaluation (Spain)
DG RELEX	Directorate General for External Relations in the European Commission
DGCID	Directorate for International Cooperation and Development (France)
DGTPE	Direction Générale du Trésor et de la Politique Économique (France)
(E)EAS	(European) External Action Service
EC	European Commission
ECHO	European Commission's Humanitarian Aid Department
ECPDM	European Centre for Development Policy Management
EDF	European Development Fund
EP	European Parliament
EU	European Union
EvD	Evaluation Department (UK)
FCO	Foreign and Commonwealth Office (UK)
GNI	Gross National Income
GTZ	German Agency for Technical Assistance
HQ	Headquarters
IFI	International Finance Institutions
IPAD	Instituto Português de Apoio ao Desenvolvimento (Portuguese Development Agency)
JPA	Joint Parliamentary Assembly
KfW	German Development Bank
LOLF	Loi Organique relative aux Lois de Finances
MAEC	Ministry of Foreign Affairs and Cooperation (Spain)
MDGs	Millennium Development Goals

MFA	Ministry of Foreign Affairs
MFEA	Ministry for Foreign and European Affairs (France)
MFI	Multilateral Financial Institutions
MIIIDS	Ministry of Immigration, Integration, National Identity and Mutual Development in France
MINEFE	Ministry of Economic Affairs, Finance and Employment in France
MOD	Ministry of Defence
NGO	Non-governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PCD	Policy Coherence for Development
PSA	Public Service Agreement (UK)
RDB	Regional Development Bank
RoA	Reality of Aid
SECI	Secretariat of State for International Cooperation (Spain)
Sida	Swedish International Development Cooperation Agency
TCO	Technical Cooperation Office
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme

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12. ANNEXES

12.1 Methodology

The empirical data for this study have been collected through a combination of desk studies and interviews. Interviews have been conducted by phone, email and in face-to-face meetings. A list of interviewees is provided in annex 13.

The desk studies have examined the different OECD DAC peer reviews from 2004 onwards, national websites and documents related to the administrative set ups in Member States, including government-wide statements on development cooperation that have an impact on the functioning of the government structures including a focus on the MDGs. It also looks at existing comparative studies on management systems. The information gathered has been verified through interviews with officials at national and European level where appropriate. Four criteria have been identified on the basis of these studies and have been taken forward in the analyses of the administrative structures of the Member States and the EU:

- The level of representation at governmental level
- The type of structure developed for the implementation of development cooperation
- The level of decentralisation, including knowledge management and level of direction offered to the decentralised bodies.
- The role of government-wide statements in focussing the respective administrative structures on achieving the MDGs and poverty eradication in particular.

Seven Member States - France, Germany, The Netherlands, Spain, Sweden, the UK and the Czech Republic have been selected for a more in-depth study, due to their special status as good performers, possessing a specific administrative set up or playing an important role within the European context¹⁵⁰. In addition the administrative set up in the other Member States have been analysed and compared to those of the countries selected for in-depth studies to complete the overview of all Member States.

In order to rate the performance by Member States the study has not only looked at the ranking as established in the Commitment to Development Index, but also at the comparative ranking on MDG performance produced by 2015 Watch in 2005. This has been complemented with analyses of other documents evaluating the performance of Member States towards achieving the MDGs. These ratings have been put alongside the Member States' administrative structures in an attempt to identify a correlation between the two.

The study also looked into the measures taken by the Member States to ensure coherence. 'Whole-of-Government' policy and strategy papers have been analysed, as well as guidelines developed for the implementation of development cooperation.

The role of parliaments in the different Member States has been examined to identify the level of involvement they have in development cooperation. Desk studies have been complemented with interviews with relevant players within the parliaments.

12.2 Measuring the quality of aid

Several methodologies have been developed to measure the quality of development assistance. For the purpose of this study, which is a comparative analysis of EU Member States and EU Commission aid systems, methodologies have been used which allow for comparison in time and between donors of the effectiveness of aid delivery.

The Commitment to Development Index was developed in 2003 by the Centre for Global Development which has annually been ranking 21 of the world's richest countries, including some EU Member States, on their dedication to development policies. It does not include the European Commission.

The 2015-Watch has been published since 2004 by Alliance 2015, a group of development organisations with their base in the European Union, working towards the achievement of the Millennium Development Goals (MDGs). 2015-Watch has had a specific focus on the quality of aid provided by the European Commission. One report focused on a comparison of the aid effectiveness of the European Commission with a selection of EU Member States.

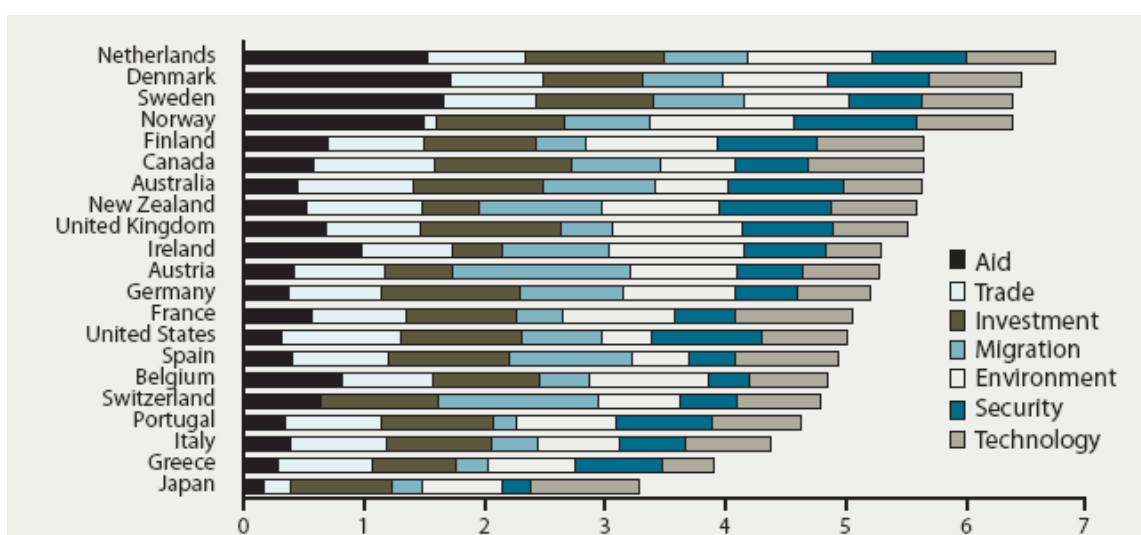
Other NGO platforms such as The Reality of Aid Network and CONCORD have reported annually on Member States' and the European Commission's performance in development cooperation, focussing on different elements of international cooperation.

12.2.1 Ranking of commitment to development

The 'Commitment to Development Index (CDI)' identifies seven areas on which it rates the respective countries¹⁵¹:

- Quantity and quality of aid
- Openness to developing country exports
- Policies that influence investment
- Migration policies
- Security policies
- Support for the creation and dissemination of new technologies

A country's final score is the average of the scores on each of these components. The ratings in the individual areas are based on quantitative and qualitative criteria. Criteria such as the percentage of tied aid, debt relief, fragmentation of aid, tax provisions for development contributions or for investments in developing countries all contribute, positively or negatively, to arrive at an objective rating system which is then adjusted for the size of the country to allow comparisons between the countries. This generates not only a ranking of donor countries, but also makes it possible to establish progress made since 2003. The components introduced in the Index, are an indication of how consistent donor countries are in their dedication to development cooperation, even if these criteria do not all fall within the OECD DAC ODA criteria. The two boxes below show the rankings for 2007 of the 21 richest countries including some of the EU Member States to be discussed in this study and the progress they have made since 2003.



Commitment to Development Index 2007 (from 'CGD Brief')¹⁵²

Country	2003	2004	2005	2006	2007	Change, 2003-07	Rank by improvement
Spain	3.8	4.2	4.6	4.6	4.9	1.1	1
Japan	2.6	2.6	2.6	3.2	3.3	0.7	2
Ireland	4.7	4.7	4.8	5.0	5.3	0.6	3
Finland	5.1	5.4	5.6	5.5	5.6	0.5	4
Norway	6.0	6.3	6.4	6.4	6.4	0.4	5
Canada	5.2	5.3	5.5	5.5	5.6	0.4	5
Sweden	6.1	6.5	6.6	6.3	6.4	0.3	7
Italy	4.1	4.3	4.5	4.3	4.4	0.3	7
United Kingdom	5.2	5.2	5.7	5.6	5.5	0.3	7
United States	4.7	5.0	5.2	5.2	5.0	0.3	7
Greece	3.7	3.9	4.0	3.8	3.9	0.2	11
Belgium	4.7	4.5	4.8	4.9	4.9	0.2	11
Portugal	4.4	4.9	4.8	4.7	4.6	0.2	11
France	4.9	5.0	5.2	5.1	5.1	0.2	11
Austria	5.3	5.2	5.3	5.3	5.3	0.0	15
Netherlands	6.8	6.7	6.8	6.7	6.7	-0.1	16
Germany	5.3	5.2	5.3	5.2	5.2	-0.1	16
Australia	5.9	5.8	5.8	5.7	5.6	-0.3	18
New Zealand	5.9	5.8	5.7	5.5	5.6	-0.3	18
Denmark	6.9	6.8	6.6	6.3	6.5	-0.4	20
Switzerland	5.4	5.0	5.2	5.1	4.8	-0.6	21
Average	5.0	5.1	5.3	5.2	5.3	+0.2	

Table with CDI Performance over time, using 2007 methodology. (from 'CGD Brief')¹⁵³

However, although a donor country's commitment might be high, practical considerations such as government structures for the development of policies and programming and the implementation of development aid also play an important role.

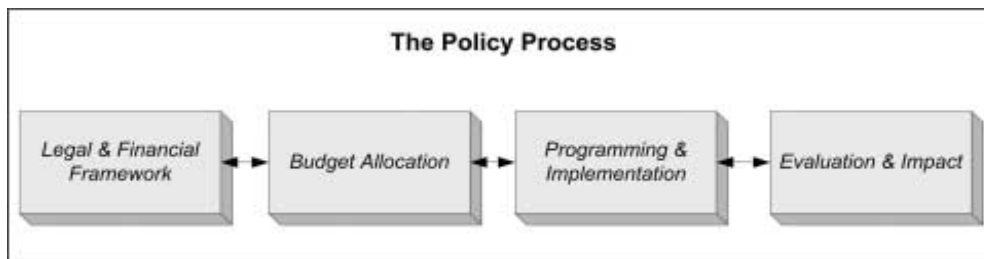
This study will examine whether specific elements of the political representation, administrative and decentralised structures correlate with the results of the CDI.

12.2.2 2015-Watch AND OTHERS

The aim of the 2015-Watch tool is to measure the contributions of donor countries and multilateral agencies to the achievement of the MDGs. The methodology analyses the extent to which donors' development policies are oriented towards this internationally-agreed set of goals. In 2005 2015 Watch published a report on the performance of six EU Member States and the EC towards achieving the MDGs.

The report is based on the notion that the quality of a donor's development aid is directly related to the quality of their policy processes.¹⁵⁴ It identified four distinct phases in the policy process: a) setting objectives (including the overall legal and financial framework); b) allocating resources (i.e. the budget); c) defining procedures for programming and implementation; d) mentoring and evaluation of impact. Performance in each of these sectors was given a rating.

The four distinct phases in the Policy Process visualised in a graph:



The 2015-Watch report focussed on the Member States Denmark, Germany, Ireland, Italy, The Netherlands and the Czech Republic. It also analysed the performance of the European Community and drew up a ranking based on the criteria and ratings mentioned above. Based on this rating Denmark came out as the strongest performer with a total score of 31.2 (78%), Ireland 24.7 (62%), The Netherlands 22.3 (56%), the European Community 20.8 (52%), Germany 17.7 (44%), Italy 13.0 (33%), while the Czech Republic was not ranked due to the fact that it had only recently become an EU donor. It is interesting to note that according to the CDI of 2005 of the overall ranking¹⁵⁵ the ranking differs slightly in that the Netherlands is seen as performing better than Ireland.

The Reality of Aid Network is a collaborative, not-for-profit initiative of non-governmental organisations (NGOs) from the North and the South with the aim to promote national and international policies that will contribute to new and effective strategies for poverty eradication. It regularly publishes reports providing a critical analysis of how governments address the issues of poverty and the achievement of the MDGs and how they implement aid and development policies.

Under the umbrella of Concord, the European confederation of international NGO networks and national associations, Aidwatch regularly publishes a report on aspects of European development cooperation, including separate brief reports on the individual Member States.

12.3 Other Member States

12.3.1 EU FIFTEEN

AUSTRIA

Political Representation

The Federal Minister of European and International Affairs includes development cooperation within his/her remit. (S)He has a seat in the Cabinet and is supported by a State Secretary in the Ministry for European and International Affairs.

Development Cooperation is clearly included in the Government's *Programme of the Austrian Federal Government 2007-2010*, where it identifies development cooperation as an integral component of foreign policy¹⁵⁶. In its three-yearly programmes for development cooperation it identifies the fight against poverty, conflict prevention and the promotion of peace and the environment as its key objectives for development cooperation¹⁵⁷.

In Austria there are two parliamentary bodies, the National Council and the Federal Council, which are collectively referred to as the 'Federal Assembly'. They are organisationally separate, although the Federal Council serves the function of a 'second chamber'. It represents the interests of the provinces in the federal legislative process and its members are not directly elected, but delegated by the provincial diets, i.e. provincial councils. It has the right to veto laws adopted by the National Council, albeit that the National Council can, in most cases, retake the voting procedure. It can submit bills to the National Council which will then follow the normal legislative trajectory within the National Council. The National Council's members are elected and its role is not only to scrutinise the work of the government but also enact legislation together with the Federal Council. Both Councils have standing committees, including a Foreign Affairs Committee, which are responsible for preparing the legislative work for the respective plenary meetings. The Court of Audit assists the National Council in examining the government's public expenditure, including the expenditure of the Austrian Development Agency (ADA), which is owned by the Austrian Republic. It is a body of the National Council and works closely with the Court of Audit Committee. The federal Council does not have the right to veto laws related to the federal budget.

Administration

Within the Ministry of European and International Affairs the Department for Development Cooperation deals with development cooperation policies and strategies, planning and programming and evaluation through different sub-directories. It also includes a sub-directorate for humanitarian aid, but aid is mainly delivered through international organisations.

The geographical sub-directorates fall under a different Department, namely the Department for Policies. It needs to be noted that East and South European countries are important recipients of Austrian Development Assistance.

Implementation

In 2003 the Austrian Federal Government set up the Austrian Development Agency (ADA) as a semi-autonomous organisation with as its main mission to plan and coordinate activities for development cooperation. Its funding comes mainly from the Ministry of European and International Affairs, but it is also encouraged to increase its funding by working for third parties or the private sector¹⁵⁸. Its internal structures and functioning are laid down in the *Unternehmenskonzept 2005-2007*. This document puts the Millennium Development Goals as the main objective for ADA's development assistance¹⁵⁹. The programming for development cooperation is based on the three-yearly programmes for Austrian development policy (the latest is for 2007-2009).

ADA has four Departments one of which is responsible for programmes and projects, NGOs, economy and development, quality control (evaluation) and knowledge management and another for

Communication and Training in Development Policies. The other two departments are in charge of the running and financing of the organisation.

At field level the Agency works with a decentralised system with 15 Coordination Offices in the main partner countries responsible for the development, implementation and monitoring of the programmes.

BELGIUM

Development cooperation is currently still 95% the responsibility of the federal government. However, there is talk of “defederalising” or devolving it, *i.e.* transferring certain parts of development cooperation to the federate entities.

Political Representation

Within the government the Minister for Development Cooperation is politically responsible for international development.

The *Act on Belgian International Cooperation* adopted in May 1999 defines Belgian development cooperation. It takes as its overarching goal sustainable human development through the fight against poverty. As the MDGs had not been adopted at the time the Minister of Development Cooperation in his Policy Note announced his intention to update the Act in the near future¹⁶⁰. However, in the mean time he identifies various aspects of the MDGs as his priorities for development cooperation.

In Belgium the parliamentary and governmental situation is complicated as the two regions Flanders and Wallonia each have their own governments and parliaments, while the German speaking region has its own cultural council. However, in this study we will limit ourselves to the federal level. The federal parliament consists of two chambers, the Senate and the Chamber of Deputies. While in certain aspects they are equal, the Senate is more specialised in dealing with the broad social challenges and with the improvement of basic legislation. Although members of the Senate are elected, there are 10 senators from each of the regional parliaments, delegated to the federal senate to represent their regions. Both the members of the Senate and of the Chamber of Deputies can initiate or change legislation. The preparatory work is done in committees. Within the Senate the Committee on External Relations and Defence, will include development cooperation, while the Committee for External Relations sits in the Chamber of Deputies. There are different types of legislation: Monocameral legislation, dealt with only by the Chamber of Deputies (e.g. naturalisation laws or budgetary laws), bi-cameral laws, to be agreed on by both chambers (e.g. fundamental laws as for instance related to the Constitution or the ratification of international treaties), and optional bi-cameral laws, which are usually initiated in the Chamber of Deputies, and then sent on to the Senate for further discussion, after which they are sent back to the Chamber. Although, this can be repeated a few times it is the Chamber of Deputies that takes the ultimate decision.

Administration

The Directorate General for Development Cooperation (DGDC) is part of Federal Public Service for Foreign Affairs, Foreign Trade and Development Cooperation (FPSFA).

DGDC consists of the following directorates:

- Governmental Programmes, with 3 regional Units

- Special Programmes, with 2 units one on Emergency Aid, Rehabilitation and Food Aid and a unit working with the Survival Fund
- Non-governmental Programmes
- Multilateral and European Programmes,
- Sensitisation Programmes

A Quality Control and Evaluation Unit reports directly to the Director General.

The Ministries for Finance and for Internal Affairs also manage ODA funding for respectively debt relief and refugee related costs.

Implementation

The Belgian Technical Cooperation (BTC) is an independent agency implementing Belgium's direct bilateral cooperation. Its cooperation with the Belgian government is laid down in the management contract, which is regularly updated.

BTC has a corporate structure and houses Departments for Geographic Coordination, Sectoral and Thematic Expertise, Human Resources and for Finance and Information and Communication Management.

Projects and programmes are only implemented once they have been approved by the Directorate for Development Cooperation and an implementation agreement has been signed. As this is a time consuming procedure concerns have been raised as to the efficiency of the procedure.

BTC has representations in 23 countries, but Belgian embassies are starting to play a bigger role, especially since the Ministry has been assigning development cooperation attachés to the embassies. However, the decentralisation of authority is still limited¹⁶¹.

DENMARK

Political Representation.

A separate Minister for Development Cooperation is politically responsible for development policies and has a seat in the Cabinet.

In 2000 the Danish government adopted a strategy for development cooperation that puts poverty eradication at the heart of its development policy¹⁶². In addition the Danish government yearly publishes its priorities for Danish Development Assistance for the next four years (the last one was for the period 2008 – 2012)¹⁶³.

The Folketing, the Danish parliament, consists of one chamber where all the discussions and formal decisions on government policies and the budget are taken. 25 standing committees prepare the work for the plenary session. The Finance Committee is responsible for following the national budget, while the Foreign Affairs Committee deals with foreign and security policy, and with development cooperation. They can invite ministers for debates, ask written questions and monitor the government's implementation of policies.

Administration

Within the Ministry for Foreign Affairs a separate Directorate General called the South Group (= DANIDA) is responsible for development cooperation. The Directorate General is headed by a State Secretary (with the rank of Ambassador), who reports to the Minister for Development Cooperation.

The State Secretary is supported by 2 Under-secretaries with different responsibilities:

- The State Secretary for Bi-lateral Development Cooperation is responsible for the overall coherence and consistency of bilateral aid, the strategic planning, financial management, implementation and monitoring of bi-lateral development aid. (S)He also chairs the weekly meetings of Heads of departments and units involved in the management of bilateral development cooperation. (S)He chairs the Programme Committee meetings that deal with programmes and projects of more than 30 million DKK.
- The State Secretary for Multilateral Cooperation.

DANIDA consists of the following departments:

- Department for Development Policy (UDV) (secretariat of Programme Committee)
- Department for Quality Assurance –Development Cooperation (KVA)
- Department for the United Nations and Global Development Cooperation (FNG)
- Department for Humanitarian Assistance and NGO Cooperation (HUM)
- Three Regional departments
- Neighbourhood Programme Department (NAB)
- Department for Business Cooperation and Technical Assistance (ERH)
- Technical Advisory Services- Development Cooperation (BFT),
- Department for Environment and Sustainable Development (MIL)
- Evaluation Department – Development Cooperation (EVAL),

The Centre for Competence Development (DCCD), within the Evaluation Department, is responsible for targeted, updated and individually tailored competence development for DANIDA staff and others.

Implementation

The desk officers within the regional departments are responsible for following and analysing policy developments at all levels, preparing and drafting CSPs together with the embassies. They are the link between embassies and Headquarters and help inform the Minister and parliament when needed.

Danish embassies in programme countries identify and implement programmes and projects and following the financial management. In non-programme countries they have more or less the same responsibilities as in programme countries, but only for programmes up to 10 million DKK.

Humanitarian Aid is mainly channelled through International (UN) organisations and NGOs.

FINLAND

In its *Development Policy Programme 2007* the Finnish Government announced that in view of the new challenges in development policies the Ministry of Foreign Affairs will be restructuring, so the structure of the Finnish administrative set up for development as discussed below could be subject to changes in the next few years.

Political Representation

Within the Ministry of Foreign Affairs three ministers share the remit on external relations: the Minister of Foreign Affairs (foreign and security policy), the Minister for Foreign Trade and

Development and the Minister for Nordic Cooperation. This means that development cooperation is represented at Cabinet level by the Minister for Foreign Trade and Development. The Minister is supported by an Under Secretary of State.

The *Development Policy Programme 2007. Towards a Sustainable and Just World Community* sets out the main objectives of Finnish Development Aid with the eradication of poverty as the overriding goal and the promotion of sustainable development by achieving the MDGs.

Policy Coherence is promoted through regular meetings of the Cabinet Committee on Foreign and Security Policy. This is also strengthened through the Development Policy Committee (DPC), an advisory body composed of a cross section of civil society including parliamentarians, trade unionists, NGOs, academics, and expert members from the civil service. Its mandate is to monitor the levels of funding and the quality and effectiveness of development cooperation, including policy coherence.

The Finnish parliament is the supreme decision-making authority, enacting legislation, approving the state budget, ratifying international treaties and supervising the government. Both government and individual parliamentarians can initiate legislation. Standing committees prepare the work in plenary, where legislation is dealt with in two readings. Besides preparing legislation the Committees can also draft reports, publish white papers and issue statements. The Foreign Affairs Committee includes development cooperation, foreign trade and the relations with international organisations within its remit. The Committee on Finance deals with the budget, while the Defence Committee includes emergencies in its portfolio.

Administration

The Finnish Ministry for Foreign Affairs has 12 departments, 9 of which are considered to handle development cooperation issues. Some of these departments are:

- Department for Development Policy, with some of the following units:
 - Evaluation and Audit Unit, (has a direct link to the Director General), works on wide thematic and programmatic evaluations
 - Sectoral unit, working with the embassies
 - Policy and Planning
 - NGOs
- Regional operational departments with development cooperation as a significant part of their work. Although they mainly deal with the operation of development assistance, they also influence policy development. The desk officers in these regional units are working in country teams with staff from the embassies and sector units.
- The Department of Global Affairs includes the Unit for Humanitarian Assistance as much of the aid is channelled through international relief organisations.

The Humanitarian Assistance Unit works closely with the Development Policy Department as the Finnish *Humanitarian Aid Guidelines* stress the need to link emergency response activities to rehabilitation and development.

In addition staff members also meet regularly with representatives from other ministries in so-called thematic working groups such as trade and development, security and development or migration and development¹⁶⁴. The cooperation with other ministries is also ensured at the directors (-general)

level through regular meetings of the Development Policy Steering Group (KEPO), a forum for discussions (but no decisions) on strategies and operational programming.

Finland also boasts a Quality Assurance Board, made up of representatives from departments working on development cooperation, that scrutinises and advises on proposed projects and proposals¹⁶⁵.

Due to the intricate administrative set up it is not clear how many staff members are exclusively dedicated to development cooperation either at Headquarters or in the embassies¹⁶⁶.

The OECD DAC 2007 Peer Review of Finland commented on the lack of development knowledge and skills of Finnish career Foreign Service officials working on development cooperation. It also pointed out that the ministry only devoted one week out of a three months training schedule to international development¹⁶⁷.

Implementation

At the initial stage before projects and programmes are adopted and implemented, a group, consisting of representatives from development-related departments in the Ministry of Foreign Affairs and other line ministries and chaired by the deputy-director of the Department of Development Policy, meets regularly in the Quality Assurance Board to discuss and advise on proposed projects and programmes.

The desk officers in the regional departments have a lead role in the implementation of Finnish development policy. Embassies are playing a more and more important role in the delivery of development assistance and the Finnish government has recognised the need for increased decentralisation in the near future¹⁶⁸.

Implementation of projects is guided by the *Institutional Cooperation Instrument (ICI)* which offers a manual and guidelines for the different government agencies working on project implementation in both Finland and the partner countries.

GREECE

Political Representation

Greece has a Minister for Foreign Affairs with a seat in the Cabinet. (S)He is supported by 3 Deputy Ministers for Foreign Affairs, one of these deputy ministers is politically responsible for development cooperation. Many other ministers are also involved in development cooperation, but cooperation and coherence is to be ensured by the Inter-ministerial Committee for the Coordination of International Economic Relations (EOSDOS), chaired by the Minister of Foreign Affairs.

In 2004 the government adopted the *Hellenic Aid Action Plan for Coordination and Harmonisation of Development Cooperation Policy* to support the achievement of the objectives of the Paris Declaration endorsed by Greece¹⁶⁹. In its Peer Review the OECD DAC welcomed the fact that the *Five-year Development Cooperation and Assistance Programme 2002-2006* moved towards a strategic policy framework aligned with the MDGs¹⁷⁰.

In Greece the parliament has legislative, budgetary and scrutinising powers. It can question members of the governments but also apply for written documents or hold extensive debates. The legislative work is prepared in Committees. There are six Standing Committees, one of which is the Standing Committee on Defence and Foreign Affairs, which includes relations with developing countries and international organisations.

Administration

Within the Ministry of Foreign Affairs the Secretary General for International Economic Relations and Development Cooperation is responsible for co-ordinating Greece's development cooperation programme. He reports to the Deputy Minister for Development Cooperation.

The Directorate General of International Development Cooperation (Y.D.A.S.) also called Hellenic Aid (reporting to the Secretary General for International Economic Relations and Development Cooperation) is responsible for:

- monitoring,
- co-ordinating,
- supervising and
- promoting humanitarian and development assistance,

It is composed of 6 directorates among which the following deal with development cooperation:

- Directorate Emergency and Humanitarian Aid (including food aid): Y.D.A.S. 1
- Directorate Rehabilitation and Development: Y.D.A.S. 2
- Directorate Regional(Geographic) Policy and Strategic Planning: Y.D.A.S. 3
- Directorate NGOs and Development Education: Y.D.A.S. 4

The Ministry of Economy and Finance is the main actor on multilateral aid. Since it manages both EU and IBRD funds, it controls up to 92% of multilateral disbursements. But the Ministry of Foreign Affairs, Ministry of the Environment, Land Planning and Public Works, Ministry of Health and Social Solidarity, Ministry of Culture, Ministry of Agricultural Development and the Ministry of National Defence also manage multi-lateral aid.

While Y.D.A.S. has a separate Directorate for Humanitarian Aid, the Ministry of Agriculture and the Ministry of Interior also have their humanitarian assistance programmes.

Implementation

The implementing capacity of Hellenic Aid and the Ministry of Foreign Affairs is still relatively small, while the Ministry of Economy and Finance manages the major part of the multilateral programmes. Regarding bilateral aid, some 17 entities in 12 ministries are involved in delivering the programme, most of them with modest activities. Greek bi-lateral aid is mainly grant aid.

Hellenic Aid is not a decentralised organisation, but embassies are playing an increasingly important role as more and more Development Officers are joining the embassies. However, these "development officers" usually belong to the economic and commercial affairs category, which is not always effective for development cooperation¹⁷¹.

Embassies are also involved in delivering humanitarian assistance when needed.

IRELAND

Ireland has had an official development assistance programme since 1974. It sees development cooperation as an integral part of its wider foreign policy and as a valid instrument to achieve peace and justice.

Political Representation

The Minister of Foreign Affairs has the overall political responsibility for development cooperation and has a seat in the cabinet. However, (s)he is supported by a Minister of State for Overseas Development. The Minister also receives advice on the strategic direction and the maximisation of aid quality, effectiveness and accountability from the Advisory Board to Irish Aid, set up in 2002 and consisting of fifteen members and a chairperson, coming from the NGO community, social partners, the private sector and the public service.

In 2006 the Government of Ireland published the *White paper on Development Policy*¹⁷², a government statement on Ireland's development cooperation for the next few years. The White Paper identifies poverty reduction as the overarching goal of Irish development cooperation and focuses strongly on the achievement of the MDGs¹⁷³.

The two Houses of the Oireachtas, the Irish Parliament are the Dáil Éireann (i.e. the House of Deputies) and the Seanad Éireann (i.e. the Senate). The members of the Seanad are partly elected (43 members) and partly appointed by the Taoiseach (11) and by the two universities (6). In principle they are not divided along party lines, although there is a distinction between members supporting and those opposing the government. The members of the Dáil are all elected and usually belong to one of the Irish political parties. The Dáil has legislative, budgetary and scrutinising powers, while the Seanad can initiate legislation and scrutinise government activities, however without serious consequences for the government, but it cannot initiate or amend financial legislation, which is the prerogative of the Dáil. The Dáil consists of Select Committees which process legislations and examines Government expenditure, but also attend to other social, financial and economic business in relation to the Chamber's work. The Select Committee on Foreign Affairs deals with all the issues that fall under the Department for Foreign Affairs and houses a sub-committee on Overseas Development. Foreign Affairs issues can also be dealt with by the Joint Committee on Foreign Affairs, which is made up of members from the Dáil's Foreign Affairs Committee and from the Seanad and is chaired by a member of the Dáil. Members of the European Parliament can take part in the meetings of the Joint Committee, however without having the right to vote.

Administration

Within the Ministry of Foreign Affairs the Development Cooperation Directorate is responsible for Ireland's development cooperation programme. The Directorate consists of nine sections including two on Multilateral Assistance (UN and EU), one on Programme countries (Bi-lateral aid), one on Emergency and Recovery and one on Evaluation and Audit¹⁷⁴.

The Ministry also includes an Inspection Unit that advises on maximising the effectiveness of aid and on how to achieve the High Level Goals and Objectives set out in the Strategy Statement.

In 2007 the Irish government established a new Inter-Departmental Committee on Development (IDCD) to enhance Policy Coherence for Development¹⁷⁵.

Implementation

The Programme Country section at headquarters facilitates the communication between the different sections in the Development Cooperation Directorate and the Embassies which are responsible for the implementation and management of the individual development programmes in the respective countries, in line with the Country Strategy Papers.

ITALY

Since the fifties Italy has been working on development cooperation albeit at first mainly concentrating on technical and economic assistance. In 1987 it adopted its first organic law on development cooperation, which is still in place albeit with certain changes¹⁷⁶.

Political Representation.

Development cooperation is in the hands of the Minister of Foreign Affairs who has a seat in the Cabinet. Although (s)he was supported by an Under-secretary for Development Cooperation in the past the present government decided not to dedicate any of the three Under Secretaries of State specifically to development.

In addition to the above mentioned legal acts the Italian government adopted its priorities for development cooperation which include poverty reduction, education, the fight against HIV/AIDS, food security and the rights of young people as some of its objectives¹⁷⁷.

In Italy the Parliament has legislative and budgetary powers. It is made up of two chambers, the Senate and the Chamber of Deputies. Both chambers have equal powers and can initiate laws, provide guidelines for government action and hold the government to account. In both houses standing committees prepare the work for the plenary meetings. Development cooperation falls within the remit of the Committee on Foreign Affairs as it is part of the relations with third countries. The Committee also deals with emigration. Once legislation is introduced both chambers analyse the proposals, introduce amendments and vote on the final proposal, mainly in the responsible committees whereby other committees are invited to offer their opinions. Only when both chambers agree to the same final text is the law considered to have been approved.

Administration

Within the Ministry of Foreign Affairs the Directorate-General for Development Cooperation takes the lead in international development. It is subdivided into three main departments:

- The Territorial Department with three regional Units (Ufficio III, IV, V)
- The Thematic Department with six Units responsible for respectively Bi-lateral Policy and Programming, Multilateral Cooperation, Humanitarian Assistance and Food Aid, NGOs Financial Cooperation and Education and Study Grants.
- Department for Functional Support

In addition the Directorate General houses the Units for the Coordination of Decentralised Cooperation, for Multilateral Cooperation, for Technical support (both at central level and in the partner countries) and for monitoring and evaluation¹⁷⁸.

It needs to be pointed out that within the Ministry of Foreign Affairs there are three Directorate Generals for Regional Cooperation covering more or less the same geographic regions as the regional units in DG Development Cooperation. This raises the question as to what the individual remits of each section are and how duplication and overlap are prevented. This could be role assigned to the Coordination Unit within the General Secretariat within the Ministry.

The Committee of Directors functions as an Advisory Board. Its members are representatives from the Ministry of Foreign Affairs, the Directorate General for Development Cooperation and the Ministry for Economic Affairs and Finance. They advise on development policies, programming and approve new development cooperation initiatives.

Where needed working groups are set up to improve cooperation and coordination between different departments within the DG for development or from other line ministries.

Although the Ministry offers training on development cooperation to its staff members, this is not done on a regular basis.

Implementation

The implementation of development cooperation is mainly in the hands of the Development Cooperation Directorate through the regional units, although other line ministries such as the Ministry for Economic Affairs and Finance will also contribute (e.g. through soft loans).

Local Technical Offices (UTL) are responsible for the implementation and monitoring of programmes and projects in the field. These offices work closely with the respective Italian embassies, which are often involved at the early stages of programme and project development.

A recent development in Italian development cooperation is an increased cooperation between staff members in the field and at headquarters through regular meetings within regional teams.

The regional and local authorities play an important role in development cooperation policy and implementation. The coordination is guaranteed by the Unit for the Coordination of Decentralised Cooperation.

LUXEMBOURG

The legal and regulatory framework for development cooperation in Luxembourg is laid down in the *Development Cooperation Act* adopted in 1996. It sets out the following development cooperation objectives: a) sustainable economic and social development in developing countries, particular in the poorest, b) harmonious and gradual integration of developing countries into the world economy and c) poverty reduction in developing countries¹⁷⁹. It also institutes the Development Cooperation Fund to be financed through the State Budget. The *Strategies and Principles* statement guides Luxembourg's development activities and has a strong MDG focus with the social sector, i.e. health, education and local development, as its prime target area.

Political Representation

The Minister for Cooperation and Humanitarian Action is responsible for development cooperation and has a seat in the Cabinet. He works closely with the Minister of Foreign Affairs and the Prime-Minister on international issues.

The Luxembourg parliament is very involved in development cooperation, which also enhances the coherence of Luxembourg's development policies. The Committee on Foreign and European Affairs, Defence, Cooperation and Immigration in the Luxembourg parliament discusses the Minister's annual statement publicly once a year. Other issues are discussed behind closed doors in the Committee on Foreign Affairs. In Luxembourg the Parliament has legislative, budgetary and scrutinising powers. The

plenary work is prepared in Committees. The Committee on Finance and Budget and the Budgetary Control Committee are responsible for budgetary issues and auditing, while the Committee on External and European Relations, Defence, Development Cooperation and Immigration includes developmental issues within its remit.

The fact that the Luxembourg government is small increases policy coherence as the ministers can keep close tabs on what is happening in the field of development cooperation and it helps to form a consensus on the policy lines to be followed.

Administration

The Development Cooperation Directorate sits within the Ministry of Foreign Affairs and Immigration and has the lead in the design and implementation of Luxembourg's development cooperation. It reports to the Minister for Cooperation and Humanitarian Action.

Within the Development Cooperation Directorate there are three Sections that deal with development: the Administration and Finance Section, the Operations Section and the Control and Quality Section. The Operations Section houses the Units dealing with Bi-lateral Cooperation, Multi-lateral Cooperation, Programme Support, Cooperation with NGOs, Public Awareness Raising and Humanitarian Action.

Although there is a Unit for Humanitarian Aid the Ministry is still working on developing a clear humanitarian action strategy¹⁸⁰.

The Control and Quality Section houses the units for Supervision, Audit and Evaluation and the units for Procurement, Procedural Control and for Knowledge Management. Although the Ministry stresses the importance of evaluation, so far it lacks sufficient human resources to implement it effectively. However, it has designed a methodological manual, introduced certification in line with the Paris Declaration requirements and set up an on-line accounts management system allowing regional offices access to the financial status of their bi-lateral projects¹⁸¹. The next step will be the drafting of operational guidelines, priorities and procedures for an evaluation programme¹⁸².

Policy coherence is ensured by the Inter-ministerial Committee for Development Cooperation chaired by the Director of the Development Cooperation Directorate. In addition sectoral interministerial committees have been set up such as, for instance, the Inter-ministerial Committee on Gender Equality, the Interdepartmental Commission on Sustainable Development and the Inter-ministerial Committee on Financing the Kyoto Mechanisms.

The Ministry of Finance deals with the relations with the International Financial Institutions.

Implementation

Lux-Development is the implementing body for Luxembourg's bilateral development activities, while NGOs also play a role, coordinated through the Cercle de Cooperation des ONG de Développement. Lux-Development is a limited liability company and works with the government on the basis of a contractual agreement for the procedures for collaboration.

It works in the field through its regional offices, which have the status of diplomatic missions and can work relatively independently. It also has representatives in the Ministry's offices. In those countries where there are embassies and regional offices they share the premises to enhance the visibility and efficiency of Luxembourg's development aid.

Lux-Development only plays a minor role in delivering humanitarian aid, as most relief aid is channelled through international organisations.

PORTUGAL

In 2003 Portugal created the Portuguese Institute for Development Support (IPAD) by merging the existing Portuguese Cooperation Institute and the Portuguese Agency for Development Assistance (APAD) in order to improve the effectiveness of its development cooperation activities.

Political Representation

Within the government the Minister of Foreign Affairs is responsible for development cooperation and sits in the Cabinet. He is supported by a Secretary of State for Foreign Affairs and Cooperation, who is responsible for the Portuguese Institute for Development Support (IPAD) and also heads the Interministerial Committee for Cooperation (CIC)¹⁸³.

A Strategic Vision for Portuguese Development Cooperation (2005) sets out the guiding principles for the Portuguese development policies with a strong focus on the MDGs, human security, sustainable economic development and promoting the Portuguese language in addition to being seen as an important tool to assert Portuguese interests¹⁸⁴.

The Assembly of the Republic is the uni-chamber parliament of Portugal. It has legislative, budgetary and scrutinising powers and is the watchdog for the Constitution. The government and the parliamentarians can initiate laws, but citizens can propose a law if it is supported by 35,000 voters. The work for the plenary is prepared in committees. Development Cooperation is part of the remit of the Committee on External Relations and the Portuguese Community Abroad, which also includes international agreements and treaties.

Administration

Within the Ministry of Foreign Affairs IPAD is responsible for the development, coordination and implementation of development cooperation. The Institute is led by a President, reporting to the Secretary of State, and has four directorates dealing with development cooperation and one Directorate that deals with finance and human resources but also includes the division for training. The Evaluation and Audit Unit reports directly to the President. The four development directorates are: the Directorate for Planning and Programming, the Directorate for European and Multilateral Aid, the Directorate for Geographical Cooperation I (mainly Africa) and the Directorate for Geographical Cooperation II (other regions).

IPAD also plans and implements Humanitarian Aid through its Division for Humanitarian Aid.

In addition to IPAD the Directorate General for External Policies lays out the general policy for External Relations including for developing countries. However, it focuses mainly on security and defence policies¹⁸⁵. The DG includes Regional Directorates and a Directorate for International Organisations, which means that it needs to cooperate closely with IPAD on development cooperation.

Many of the other line ministries and local authorities also take part in development cooperation activities.

Implementation

IPAD's role as coordinator is of particular importance in the implementation of development cooperation as its aid programme is extremely decentralised in that at least 15 line ministries are involved in addition to other public institutions, universities and some 308 municipal governments¹⁸⁶.

12.3.2 EU Ten and EU TWO

CYPRUS

Political Representation

In Cyprus the Minister of Foreign Affairs is not only responsible for development cooperation, but also heads the Co-ordinating Body, a policy defining and decision making mechanism that includes for instance the Minister of Finance and the Permanent Secretary of the Planning Bureau.

In 2005 the Co-ordinating Body adopted the *Medium-Term Strategy Paper for Official Development Assistance for 2006-2010*. Although it saw as its priorities some of the MDGs, e.g. education, health and HIV/AIDS, environment, it also identified others such as infrastructure.¹⁸⁷

In Cyprus the parliament consists of one chamber and exerts legislative power and ensures democratic scrutiny. It also plays an important role in the formulation and reform to the government's economic and financial policy as reflected in the national budget. Much of the parliamentary work is done in the parliamentary Committees, including the Committee on Foreign Affairs and the Committee on Financial and Budgetary Affairs. Development Cooperation is still relatively new in Cypriot policy and is therefore not a priority in the parliamentary work.

Administration

In 2006 Cyprus had the main structures for development cooperation in place. Within the Ministry of Foreign Affairs the Division of Political Affairs consists of three Regional Departments, a Department of Multilateral Affairs and International Organisations and a Department of Development and Humanitarian Aid. The Ministry of Foreign Affairs heads a consultative body comprised of representatives of other line ministries such as for Finance, Commerce, Industry and Tourism and Agriculture.

Implementation

As development cooperation is relatively new in Cyprus it has so far not developed its own implementing structures and therefore cooperates with other Member States as silent donor or with international organisations.

ESTONIA

Political Representation

Although the Estonian parliament had already adopted the *Principles of Estonian Development Cooperation* in 2003, it was the government approved *Strategy of Estonian Development Cooperation and Humanitarian Aid 2006-2010* that really focussed on poverty reduction, human rights and the environment. However, besides these, economic development and the liberalisation of trade were also seen as development objectives.¹⁸⁸

The Minister of Foreign Affairs is responsible for development cooperation and sits in the Cabinet.

The Estonian parliament, the Riigikogu, is responsible for legislation, the reviewing of the activities of the executive body and it is the budgetary authority. The standing committees prepare the work for the general assembly and each parliamentarian is a member of one committee only. The Foreign Affairs Committee deals with foreign affairs, bi-lateral and multilateral international treaties and the accession to international conventions. Its remit also includes security and defence policy as part of foreign policy and the Committee sometimes meets jointly with the National Defence Committee to discuss security and defence issues in an international context. Development cooperation hardly

plays a role within foreign policy as discussed in the parliament. The Finance Committee deliberates on the budget.

Administration

Within the Ministry of Foreign Affairs the Undersecretary for Political Affairs and the Undersecretary for Economic and Development Affairs are responsible for development cooperation. The departments of Policy Planning and the Regional departments for development fall under the remit of the Undersecretary for Political Affairs, in addition to Security Policy and International organisations. The Undersecretary for Economic and Development Affairs heads the External Economic and Development Cooperation Department. The fact that both Undersecretaries are also responsible for areas that are often seen as infiltrating development cooperation, i.e. security and primarily economic issues, raises the question how much Estonian development assistance is really focussed on poverty eradication and the MDGs in practice.

Implementation

Estonian Development Aid is implemented through international organisations and NGOs. However, for bi-lateral cooperation Estonia is increasingly relying on trilateral cooperation projects¹⁸⁹.

HUNGARY

Political Representation

International Development Cooperation is an integral part of Hungary's foreign relations¹⁹⁰ which means that the Minister for Foreign Affairs is the responsible minister within the Cabinet. (S)He is supported by five State Secretaries, one of which heads the Department for Development Cooperation. Although the government adopted a concept paper on Development Cooperation in 2001, the preparations for a Hungarian law on International Development Cooperation has only started in 2007 and has so far not been finalised yet¹⁹¹. Hungarian Development Cooperation has been and will be based on the MDGs¹⁹².

The two major functions of the Hungarian parliament, the National Assembly, are legislation and the scrutiny of the government policies and activities. Bills can be introduced by the President of the Republic, the Government, a parliamentary committee or by individual parliamentarians. Standing committees prepare the work for the plenary sessions. The Government has to report regularly to the parliament, while individual members can raise issues through interpellations and oral and written questions. Each parliamentarian can only sit on one committee. The Foreign Affairs and Hungarian Minorities Abroad Committee includes development cooperation within its remit, while the Committee on Budget, Finance and Audit Office is responsible for following the budget.

Administration

The Ministry of Foreign Affairs is responsible for planning and coordinating Hungarian development cooperation. The State Secretary responsible for Development Cooperation heads the Regional Departments and the Department for International Development Cooperation. The Senior State Secretary is the intermediate between the State Secretaries and the Minister for Foreign Affairs. Hungarian Development policy is steered by the Interdepartmental Development Policy Committee, chaired by the Minister of Foreign Affairs. This Committee is assisted by a Civil Advisory Board, which links civil society with the MFA activities.

In order to ensure the capacity of the state administration and project implementation services within the Ministry of Foreign Affairs regular training sessions, conferences and seminars were set up with the collaboration of the Dutch Ministry of Foreign Affairs and UNDP¹⁹³.

Implementation

The implementation of Hungarian development assistance has been delegated to HUN-IDA, a non-profit company founded in 2001 to work on development cooperation in the broadest sense. The cooperation is based on 3-year contracts, the latest signed in September 2006¹⁹⁴. Embassies also play a role particularly in the initiating and implementation of micro-projects, as a first step towards decentralising development cooperation¹⁹⁵.

LATVIA

Political Representation

In 2003 the Latvian Department of Foreign Economic Policy within the Ministry of Foreign Affairs drew up the *Guidelines for Latvian Development Cooperation*¹⁹⁶ as a first step towards defining development cooperation. In 2005 the Ministry developed *Latvia's Foreign Policy Guidelines 2006-2010*, which include some paragraphs on international development¹⁹⁷ identifying the elimination of global poverty and the spread of disease as two of its objectives¹⁹⁸. Since 2003 the Ministry has increased its capacity for development cooperation. The Minister for Foreign Affairs is responsible for international development, but he is supported by seven Under-secretaries of State, who report to the State Secretary as the representative of the Minister for Foreign Affairs. Three of the Under-secretaries of State, each heading a different Directorate, are involved in Development Cooperation.

The Saeima is the uni-camera parliament of Latvia. It has legislative, budgetary and scrutinising powers. It can also ratify international agreements. Its work is prepared in committees. The Foreign Affairs Committee deals with external relations, including with developing countries. The Budget and Finance Committee deals with the national budget. After a first opinion drafted by the competent committee the plenary discusses the draft law in a first reading and sends it back to the Committee, which amends the draft law and sends it back to the plenary for a second reading. The plenary votes on proposed amendments and the responsible Committee prepares the law for a third reading where only the final changes are voted on. The Committee finalises the proposed law after the third reading and sends it to the President to be promulgated.

Administration

Development cooperation is spread over different directorates each headed by an Under-secretary of State. The Department for International Organisations and Human Rights is part of the Second Political Directorate (Security Policy Issues). The First Bilateral Department (Russia and Eastern Europe and Central Asia) and the Second Bi-lateral Department (the Americas, Africa and Asia) are both part of the Third Political Directorate (Bi-lateral Issues), while the Development Cooperation Policy Department together with the Economic Relations department fall under the Economic Relations and Development Cooperation Policy Directorate. This raises the question of how coherent and coordinated Latvian development cooperation is.

Implementation

The implementation of Latvian development cooperation is delegated to multilateral organisations, NGOs and through tri-lateral cooperation¹⁹⁹. However, embassies have also been granted the authorisation to decide on certain projects in the field.

LITHUANIA

Political Representation

In Lithuania Development Cooperation falls under the remit of two Undersecretaries²⁰⁰, who report to the State Secretary as an intermittent step to the Minister of Foreign Affairs responsible amongst others for development cooperation. The Minister of Foreign Affairs therefore deals with development cooperation at government level.

The Lithuanian government adopted the Decision no. 561 on the confirmation of policy provisions of Development Cooperation of the Republic of Lithuania in 2006-2010. It states that the main objective is to contribute to security and stability in the region with mainly Eastern European countries as priority partner countries²⁰¹.

The Seimas, the Latvian unicameral parliament, meets twice a year for a longer period of time (Mid-March – end of June and mid-September – end of December.) The Assembly of Elders, composed of members of the Seimas Board and representatives of the Parliamentary Groups decide on the agenda and procedures of the meetings. The parliament has legislative and budgetary powers and scrutinises the work of the government. The legislative, budgetary and scrutinising work of the parliament is prepared within the respective committees, which can also work jointly on issues that are part of two or more committees' remits. The Committee on Foreign Affairs deals with all issues related to external relations, including development cooperation, which is not seen as a policy in its own right. Together with other committees it also discusses migration issues.

Administration

Within the Ministry for Foreign Affairs the Lithuanian Development Cooperation and Democracy Department is responsible for Development Cooperation Policy and Planning and for programmes and projects within development cooperation. However, development cooperation within this department is mainly aimed at the Eastern European Near Neighbourhood countries as is shown by the fact that the Eastern Neighbourhood Policy Department reports to the same Undersecretary. The Global Policy Department, with the African, Asian and Latin American Divisions and the Human Rights and UN Division, fall under another Undersecretary. This raises the issue of the different competencies of the Undersecretaries and the Departments they head.

Implementation

Lithuanian bi-lateral aid is mainly implemented through projects and programmes delegated to NGOs and other state institutions under the supervision of the MFA²⁰².

MALTA

Political Representation

In its overview of the Strategic Objectives of Malta's Foreign Policy the Ministry of Foreign Affairs of Malta announced that it would "*elaborate and Action a Policy and Work Programme of Humanitarian and Development Assistance, based on the value of solidarity*"²⁰³. In 2007 it therefore published the *Overseas Development Policy and a Framework for Humanitarian Assistance for Malta*, with a strong focus on poverty eradication and the MDGs²⁰⁴. The Policy and Framework are meant to guide Malta's development and humanitarian assistance policies both in bilateral and multilateral cooperation.

Malta's parliament, the Kamra Tad-Deputati, consists of one chamber and has both legislative and budgetary powers. The work for the plenary meetings is prepared by a standing committee which has the competency to deal with the relevant issue. The Maltese parliamentary Committee on Foreign and European Affairs deals mainly with EU legislation and so far does not discuss development cooperation which is still in nascent state in Malta. The national budget falls under the Public Accounts Committee.

Administration

Within the Ministry of Foreign Affairs the Director General for Political Issues directs the Director of Global Issues. However, in the *Overseas Development Policy and a Framework for Humanitarian Assistance for Malta*, the Ministry commits itself to strengthen the Development Unit in the near future and develop a Workplan together with NGOs and civil society working on development cooperation²⁰⁵. It will also be looking into the possibility of creating a separate Agency to implement development cooperation²⁰⁶.

Implementation

Malta's contribution to development assistance is mainly channelled through the EU and multilateral organisations, while NGOs implement smaller projects.

POLAND

Political Representation

In Poland the Minister of Foreign Affairs is responsible for development cooperation but has to liaise with other ministers such as the Minister of Finance for relations with international financial institutions and the Minister of Science and Higher Education for support of foreign students in Poland²⁰⁷. For development cooperation with non-European developing countries(s)he is supported by an Undersecretary of State.

In 2003 the Polish Council of Ministers adopted the *Strategy for Poland's Development Cooperation*²⁰⁸, which so far has been the basis of Poland's annual aid Programmes. The government states that it wishes to contribute to sustainable development, including poverty reduction in line with achieving the MDGs, but at the same time it claims that development cooperation, will need to help ensure the security and stability of the Polish State and its citizens²⁰⁹. The Ministry of Foreign Affairs is presently working on a new strategy for the period 2007-2013: *The Act on Polish Development Assistance*.

The Polish parliament, the National Assembly, consists of two chambers, the Senate and the Sejm, the second chamber. Although both chambers share the legislative and budgetary (albeit the Senate has slightly limited powers on the budget) power, the Sejm plays the dominant role. The latter has the power to scrutinise the work of the government. Laws can be proposed by the president, the Government, the senate, deputies or citizens, if it is supported by at least 100 000 registered voters. It is first submitted to the Sejm and then has to undergo three readings: two in the Sejm and one in the Senate, after which the Sejm takes the final decision on the proposed law. The work in both the Sejm and the Senate is prepared in parliamentary committees. In the Sejm the Foreign Affairs Committee will also include relations with developing countries, while in the Senate the Foreign Affairs Committee will include development as an issue if debated.

Administration

The Ministry of Foreign Affairs houses the Development Cooperation Department which consists of the Development Cooperation and Programming Unit and the Development Cooperation Programme Implementation Unit. The department also includes a staff member working on humanitarian aid and one on Monitoring and Evaluation²¹⁰.

Implementation

Although the Ministry of Foreign Affairs is officially responsible for the implementation of development assistance, it mainly delegates this to NGOs and other institutions through calls for proposals. It also works together with other departments or with state agencies from other countries responsible for the implementation of aid (so-called tri-lateral assistance). These implementing

agencies work together with Polish embassies which can themselves also undertake assistance initiatives funded through the Small Grants Facility.

SLOVAK REPUBLIC

Political Representation

It was only in 2002 that the Slovak Ministry of Foreign Affairs started to coordinate development cooperation²¹¹. Within the government the Minister of Foreign Affairs is also responsible for development cooperation, but (s)he is supported by two State Secretaries, who share the responsibility for the different development cooperation Directorate Generals between them. There is a hierarchy between the State Secretaries in that only one of them is the Statutory Deputy Minister. A Coordination Committee for Development Cooperation comprising of representatives from different line ministries, NGOs, universities and the private sector advises the Minister on development²¹².

The National Council, the Slovak parliament, is the sole constitutional and legislative body in the country. It has legislative and budgetary powers and it can scrutinise the governments policies and activities. It has clear domestic and foreign policy powers as it can approve treaties and agreements and decides on the deployment of military troops. Draft laws may be introduced by the government, members of parliaments or parliamentary committees. The draft law has to go through three readings, a general one without the introduction of amendments, a second based on the report of the relevant committee introducing amendments, and a third one based on the technical corrections to be included after the second vote. The work of the government is examined by posing questions and inviting government members to parliamentary meetings.

Administration

Within the Ministry of Foreign Affairs, who coordinates international development, there are two Directorate Generals that include departments for development cooperation: a) the Directorate General for Political Affairs (housing the geographical Departments) and b) the Directorate for International Organisations and ODA which includes the UN Agencies Department, c) the International Economic Department and d) the Official Development Assistance Department, which includes humanitarian aid. It is worthy to note that the latter two report to the Statutory Deputy Minister, while the other departments report directly to the State Secretary, thereby indicating the level of importance of development cooperation in the governmental set-up.

Implementation

The overall coordination of the implementation of development cooperation is in the hands of Slovak Aid, the Slovak Agency for Development Cooperation set up by the Ministry of Foreign Affairs in January 2007²¹³. However, due to limited funding and staff capacity much of development aid and humanitarian assistance is still delivered through international organisations, NGOs or in cooperation with other donors (trilateral projects)²¹⁴.

SLOVENIA

Political Representation

The Minister of Foreign Affairs includes development cooperation within his portfolio and has a seat in the Cabinet.

In 2006 the National Assembly of the Republic of Slovenia adopted the *International Development Cooperation of the Republic of Slovenia Act*, describing the fight against poverty, hunger and HIV/AIDS and the support to sustainable aid and gender equality as the main objectives of Slovak development assistance. This act also established the Expert Council for International Development Assistance, consisting of representatives of ministries, NGOs, field experts and the chambers of commerce as the advisory body for the Minister of Foreign Affairs to support him in his work on development cooperation.

The National Assembly, the parliament of the Republic of Slovenia, is the supreme legislative body, exerting control over the Executive and the Judiciary. It has budgetary powers and can ratify treaties and international agreements. It also plays an important role in the formulation of positions of the Republic of Slovenia in relation to EU laws. Parliamentary work is prepared in separate committees, with the Committee on Foreign Affairs dealing with external relations, including those with developing countries.

Administration

In 2002 the Ministry of Foreign Affairs was made responsible for coordinating development cooperation and humanitarian assistance. It appointed a national coordinator, who headed the Office for International Development Cooperation and Humanitarian Aid (2 staff members). The ODA budget was divided among twelve line ministries, who not only identified the relevant development projects but also took care of the implementation and evaluation of those projects²¹⁵. Coordination and cooperation was, and still is, promoted through the Inter-ministerial Development Cooperation Committee, comprising of representatives of the respective ministries involved in development cooperation.

After joining the EU Slovenia increased its capacity for development cooperation by introducing the Directorate for European Affairs and Bilateral Political Relations, which included regional divisions, and the Directorate for Policy Planning and Multilateral Relations, which not only included a Division on International Development and Humanitarian Assistance, but also departments for Security Policy and Economic Diplomacy. A separate Internal Audit Service was installed reporting directly to the Minister of Foreign Affairs²¹⁶.

Implementation

Implementation of Slovenian development aid is delegated to non-governmental organisations and organisations founded by the Slovenian government. Development aid to the ACP countries is mainly channelled through the EU and UN mechanisms.²¹⁷

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FOOTNOTES

¹ Art. 209, Lisbon Treaty, consolidated version.

² Art. 27(3)

³ Art. 214 of the Lisbon Treaty

⁴ Art. 4 (4) and 27 (3) of the Lisbon Treaty

⁵ See also: *Effective Aid Management: Twelve Lessons from DAC Peer Reviews*, OECD 2008

⁶ *A Comparison of Management Systems for Development Cooperation in OECD/DAC Members*, OECD 1999 + *Managing Aid, Practices of DAC Member Countries*, OECD 2005

⁷ Cf. also comments on France's strengths and weaknesses on Security in France's 2007 CDI Performance.

⁸ See p. 60 of *OECD DAC Peer review of France, 2004*

⁹ See also p. 53 of the *OECD DAC Peer Review of France 2008*

¹⁰ *Ibid.* p. 26

¹¹ See also comment on CICID above

¹² See p. 52 of the *OECD DAC Peer Review of France 2008*

¹³ See also p. 60, *OECD DAC Peer review of France, 2004*

¹⁴ Cf. p. 14 *Ibid.*

¹⁵ *Ibid.*, p. 63 and reiterated in the 2008 review p. 55

¹⁶ P. 58 *Ibid.*

¹⁷ See p. 52 of the *OECD DAC Peer Review of France 2008*

¹⁸ See p. 50 of the *OECD DAC Peer Review of France 2008*

¹⁹ *Ibid.* p. 49

²⁰ *Ibid.* p. 56

²¹ *Ibid.* pp 56 and 57

²² See p. 24 in *No Time to Waste*

²³ See *French Development Cooperation: Assistance Increase and Reform in Reality of Aid 2006 report*

²⁴ See also *Entwicklungspolitik 2006-2007, Medienhandbuch*, published by the Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, June 2006

²⁵ p.12 *OECD DAC Peer review*

²⁶ See also *Evaluation of the Implementation of the Paris Declaration: Case Study of Germany. Executive Summary, Annex 7.8, p. 28 of the Evaluation of the Implementation of the Paris Declaration, Synthesis Report, July 2008*

²⁷ *Ibid.*, p. 28

²⁸ See also p. 38 in *2015 – Watch. The Millennium development Goals: A comparative performance of six EU Member States and the EC aid programme*. A report published by Alliance 2015, May 2005

²⁹ *Ibid.*, p. 43

³⁰ www.realityofaid.org/roareport.php?table=roa2004&id=81

³¹ See also p. 289 of *The Reality of Aid 2006 report*

³² *Ibid.*, p. 290

³³ See also p. 52 *The Netherlands, Development Assistance Committee Peer Review*, OECD 2006

³⁴ See also *Evaluation of the Implementation of the Paris Declaration: Case study of the Netherlands*, p. 32 of Annex 7.10 in *the Evaluation of the Implementation of the Paris Declaration, Synthesis Report, July 2008*

³⁵ See p. 310

³⁶ See also p. 54 in *2015 Watch: The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid programme*, a report by Alliance2015m published May 2005

³⁷ www.minbuza.nl/en/ministry/policy_and_budget/main_features_of_the_2008_budget

³⁸ Published by the Ministry of Foreign Affairs (Development Cooperation) in October 2007

³⁹ See also p. 17 in the Policy Note on Dutch Development Cooperation 2007-2011: *Our Common Concern: Investing in Development in a changing world*

⁴⁰ *Ibid.* p. 6

⁴¹ See for the Dutch version of the report: www.minbuza.nl/binaries/pdf/resultaten-in-ontwikkeling-2005-2006/buza_resultaten-in-ontwikkeling_lr.pdf

⁴² See also pp. 18 and 43 in *Spain, Development Assistance Committee (DAC) Peer Review*, Organisation for Economic Cooperation and Development (OECD), 2007

⁴³ P. 19 of the *Master Plan for Spanish cooperation 2005-2008*

⁴⁴ *Ibid.*, p. 20

⁴⁵ *Ibid.*, p. 105

- ⁴⁶ See p. 44 in *Spain, Development Assistance Committee (DAC) Peer Review*, Organisation for Economic Cooperation and Development (OECD), 2007
- ⁴⁷ See also <http://www.aecid.es/estatutoAECID.htm>
- ⁴⁸ See p. 105 in *The Master Plan for Spanish cooperation*, published by the Ministry of Foreign Affairs and cooperation, June 2005
- ⁴⁹ See also *Spain: Steps forward on quantity, backwards on quality*. In the Reality of Aid report 2004
- ⁵⁰ See also The Reality of Aid 2006 report, *Winds of Change in Spanish Aid*, pp. 327-331
- ⁵¹ See also *New Ways forward in Development Cooperation*, UD info no. 9, 1998, <http://www.sweden.gov.se/sb/d/574/a/20369>
- ⁵² See Press Release of Ministry for Foreign Affairs, 27 August 2007 on <http://www.sweden.gov.se/sb/d/9382/a/86595>
- ⁵³ Ibid.
- ⁵⁴ Cf. pp. 19 – 21 in OECD/DAC Peer Review of Sweden 2005
- ⁵⁵ See Sweden on www.cgdev.org/cdi
- ⁵⁶ See p. 13, *DAC Peer Review Sweden*, by the Development Assistance Committee, OECD 2005
- ⁵⁷ See p. 16, *Strategy for Multilateral Development Cooperation*, published by the Ministry for Foreign Affairs, 2007
- ⁵⁸ Ibid. p. 4
- ⁵⁹ Ibid. p. 14
- ⁶⁰ See p. 237 of *The Reality of Aid 2002: An independent Review of Poverty Reduction and Development Assistance*, The Reality of Aid Project, 2002
- ⁶¹ See also *The Reality of Aid 2006*, p. 334
- ⁶² *Budget Bill 2008: The new Development cooperation policy*. Fact sheet on the Swedish Government's Budget Bill for 2008, presented to the Parliament on September 20, 2007 by the Swedish Ministry for Foreign Affairs.
- ⁶³ Cf also: a paper on *Focussed bilateral development cooperation*, published by the Swedish Ministry for Foreign Affairs on 27-08-2007
- ⁶⁴ Ibid, p. 16
- ⁶⁵ Cf. *Guidelines: decisive factors for country focus*, a memorandum published by the Department for Development Policy in the Swedish Ministry for Foreign Affairs, 14 August 2007
- ⁶⁶ See also <http://www.cabinetoffice.gov.uk/secretariats/committees.aspx>
- ⁶⁷ Cf Section 1 of the *International Development Act (2002)* adopted by the UK parliament in 2002
- ⁶⁸ Cf Articles 3 and 9.1 in Part 1 of the *International Development Act 2002*
- ⁶⁹ See also p. 54 in *United Kingdom, Development Assistance Committee (DAC) Peer Review*, Organisation for Economic Cooperation and Development (OECD), 2006
- ⁷⁰ See also p. 183 in *Development: making it happen*. DFID's 2008 annual report
- ⁷¹ Ibid.
- ⁷² See also the document *Evaluation in DFID*, at <http://www.dfid.gov.uk/aboutdfid/evaluation-iacdi-info.asp>
- ⁷³ See also *The Africa Conflict Prevention Tool in brief*, at <http://www.dfid.gov.uk/pubs/files/acppinfodoc.pdf>
- ⁷⁴ See also: www.stabilisationunit.gov.uk, set up in 2007
- ⁷⁵ See also *The Public Service Agreement*, <http://www.dfid.gov.uk/aboutdfid/psa-sda.asp>
- ⁷⁶ See <http://www.dfid.gov.uk/pubs/files/blue-book.pdf>
- ⁷⁷ See also p. 15 in *United Kingdom, Development Assistance Committee (DAC) Peer Review*, Organisation for Economic Cooperation and Development (OECD), 2006
- ⁷⁸ Ibid, p. 62
- ⁷⁹ *Evaluation of the Implementation of the Paris Declaration: Case Study of DFID Donor HQ. Executive Summary*, p. 58 of Annex 7.17 of the *Evaluation of the Implementation of the Paris Declaration. Synthesis Report*, July 2008
- ⁸⁰ Ibid.
- ⁸¹ Ibid, p. 10
- ⁸² Ibid, pp. 11 and 24
- ⁸³ See also p. 14 in *No Time to Waste: European Governments behind schedule on aid quantity and quality*. Published by Concord, May 2008
- ⁸⁴ See also Annex 1 in *The Concept of the Czech Republic Foreign Aid Program for the 2002 – 2007 Period*, <http://www.mzv.cz/servis/soubor.asp?id=1560>
- ⁸⁵ It needs to be noted that Czecho-Slovakia was a donor in the past within the Soviet system.
- ⁸⁶ See also *The Concept of the Czech Republic Foreign Policy*, p.25
- ⁸⁷ See also art. 11, *Guidelines on the Czech Republic's Development Cooperation*, www.mzv.cz/wwwo/mzv
- ⁸⁸ Article 9 of the *Principles for Providing Foreign Aid*.
- ⁸⁹ See also Annex 2: *Institutional System of Individual Stages* in *The Concept of the Czech Republic Foreign Aid Program for the 2002 – 2007 Period*, <http://www.mzv.cz/servis/soubor.asp?id=1560>
- ⁹⁰ See also the Ministry of Foreign Affairs' Organisation Chart as on 1st June 2008, www.mzv.cz

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- ⁹¹ See also the document on *Institutional Framework*, www.mzv.cz/wwwo/mzv
- ⁹² See also p. 16 in *Development Cooperation of the Czech Republic, DAC Special Review*, published by the OECD Development Cooperation Directorate, Paris, 28 February 2007, [DCD(2007)2]
- ⁹³ See also p. 60 in *The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid Programme*, A report by Alliance 2015, The Hague, May 2005
- ⁹⁴ See also art. 16 in *Guidelines on the Czech Republic's Development Cooperation*, www.mzv.cz/wwwo/mzv
- ⁹⁵, See also p. 18 in *Development Cooperation of the Czech Republic, DAC Special Review*, published by the OECD Development Cooperation Directorate, Paris, 28 February 2007, [DCD(2007)2]
- ⁹⁶ Some new Member States, such as Czech Republic, were a donor before 1989, and transformed themselves as a donor with more European characteristics in subsequent years, whilst at the same time being a recipient of EU aid for accession. Reisen, van, Mirjam, *The Logic of Coincidence. Agenda-setting in the European Union on Development Cooperation Policy after the Fall of the Berlin Wall*, Africa World Press & Red Sea Press, EEPA, New Jersey, Brussels, 2008 (forthcoming).
- ⁹⁷ See for a more detailed description of the administrative set-up of each Member State discussed Annex 13.1.1
- ⁹⁸ See also the Organigram on www.ipad.mne.gov.pt
- ⁹⁹ See also p.44 in *Finland, Development Assistance Committee (DAC) Peer Review, 2007*
- ¹⁰⁰ See the Finnish *Humanitarian Aid Guidelines*
- ¹⁰¹ Cf also p. 44 in *Greece, Development Assistance Committee (DAC) Peer Review, 2006*
- ¹⁰² Ibid. pp. 34 and 45
- ¹⁰³ The latest is for the period 2007-2009
- ¹⁰⁴ See also p. 56 of *DAC Peer Review Belgium*
- ¹⁰⁵ Although Denmark makes the distinction between a North and a South department, the subsequent subdivision into departments is not parallel, therefore Model A is not applicable in the case of Denmark.
- ¹⁰⁶ Cf. p. 5 above and p.5 in *CGD Brief: The 2007 Commitment to Development Index: Components and Results*.
- ¹⁰⁷ See P.325
- ¹⁰⁸ Cf *Finland: Rights-based approach stresses participation implementation is the challenge* in RoA report 2004
- ¹⁰⁹ See p. 277 in *Reality for Aid Report 2006*
- ¹¹⁰ See *Denmark: a world of difference indeed*. In *Reality of Aid report 2004*
- ¹¹¹ See also p. 263 in *Reality of Aid 2006*
- ¹¹² Cf p. 4 in *No Time to Waste: European governments behind schedule on aid quantity and quality*.
- ¹¹³ Ibid. p. 14
- ¹¹⁴ See p. 29 in *2015- Watch. The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid programme*.
- ¹¹⁵ See also p. 15 in OECD DAC Peer Review for Finland
- ¹¹⁶ See also p. 44 and 47 in OECD DAC Peer Review for Greece
- ¹¹⁷ See p. 27 in *The DAC Guidelines: Poverty Reduction*
- ¹¹⁸ See also p. 54 in the OECD DAC Peer Review of Belgium, 2005; p. 16 in the OECD DAC Peer Review on Finland, 2007, and p. 14 in the OECD DAC Peer Review on Greece.2006
- ¹¹⁹ See also p. 7 in *The Consequences of Enlargement for Development Policy. Volume I*, by Mr. Stefano Migliorisi, prepared by Development Strategies, IDC, August, 2003
- ¹²⁰ Ibid, pp 7 & 8.
- ¹²¹ Some of these Member States already had some development experience in the communist era, so they are sometimes seen as re-emerging donors
- ¹²² Cf for instance point 2 in the Slovak Policy document *Medium-term Strategy for Official Development Assistance: 2003-2008*, published by the Slovak ministry of Foreign Affairs in 2003 and *Hungary's Report on the International Development Cooperation Activities in 2007*, published by the Hungarian Ministry of Foreign Affairs in 2007
- ¹²³ See Annex 13.1.2 for more detailed information on the 'New' Member States' administrative set ups.
- ¹²⁴ See also point 7.1 in *Overseas Development Policy and a Framework for Humanitarian Assistance for Malta* (2006)
- ¹²⁵ Mirjam van Reisen, EU 'Global Player', *The North-South Policy of the European Union*, International Books, Utrecht, 1999/2000.
- ¹²⁶ Mirjam van Reisen, *The Enlarged European Union and the Developing World: What Future*, in: *EU Development Policy in a Changing World* (ed. Mold, Andrew), Amsterdam University Press, Amsterdam, 2007 (pp. 29-59).
- ¹²⁷ Reisen, van, Mirjam, 2007, *ibid*.
- ¹²⁸ Reisen, van, Mirjam, 2008 (forthcoming), *ibid*.
- ¹²⁹ Reisen, van, Mirjam, 1999/2000, *ibid*.
- ¹³⁰ Reisen, van, Mirjam, 1999/2000, *ibid*.
- ¹³¹ Reisen, van, Mirjam, 2007, *ibid*.
- ¹³² See also pp. 14 and 44 in *OECD DAC Peer Review of the European Community (2007)*

- ¹³³ Ibid. p.14
- ¹³⁴ Ibid. p. 47
- ¹³⁵ Ibid. p. 47
- ¹³⁶ Ibid. p.48
- ¹³⁷ Ibid. p. 51
- ¹³⁸ Cf pp 34-37 in *2015 Watch: The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid programme* (2005)
- ¹³⁹ Ibid. p. 33
- ¹⁴⁰ The latter two were particularly mentioned in RoA report 2004. See also pp 268-272 in the RoA report 2006
- ¹⁴¹ *Interinstitutional Agreement between the European Parliament, the Council and the Commission on budgetary discipline and sound financial management*, OJ C 2006/C 139/01
- ¹⁴² See also *IV Structure and Organisation of the Senate's Activities in Bicameralism in the Czech Republic: Reasons, Functions, Perspectives* by Jan Kysela on http://www.senat.cz.zajimavosti/bikameralismus-eng.php?ke_dni=03.09.2008&O=6
- ¹⁴³ For example: Council of the European Union, *European Security Policy Strategy, A Secure Europe in a Better World*, Brussels, 2003, See also, Reisen, van, Mirjam, 2007, *ibid*, p. 49-50.
- ¹⁴⁴ Decision by the European Court regarding the inclusion of UNSCR 1373 on the fight against terrorism in a project in the Philippines under the ALA regulation, i.e. using development funds, started in 2006
- ¹⁴⁵ See also pp. 10 and 20 in the *EU report on Policy Coherence for Development*, November 2007
- ¹⁴⁶ Ibid p. 28
- ¹⁴⁷ Ibid. p. 31
- ¹⁴⁸ Ibid. p. 29
- ¹⁴⁹ See p.6 in *Evaluation Study on EU Institution's and Member States' Mechanisms for Promoting Policy Coherence for Development*. ECPDM et al, 2007
- ¹⁵⁰ See below for more details concerning the section of these countries
- ¹⁵¹ From: 'CGD Brief: The 2007 Commitment to Development Index: Components and Results' by David Roodman, www.cgdev.org
- ¹⁵² Ibid.
- ¹⁵³ 'CGD Brief: The 2007 Commitment to Development Index: Components and Results' by David Roodman, www.cgdev.org
- ¹⁵⁴ P.8: *2015- Watch. The Millennium Development Goals: A comparative performance of six EU Member States and the EC aid programme*. Published by Alliance 2015, May 2005;
- ¹⁵⁵ See also: <http://www.cgdev.org/doc/CDI/Index2005.xls>
- ¹⁵⁶ See p. 13 in *Programme of the Austrian Federal Government 2007-2010*, and the Three year programme 2007-2009 at http://www.bmeia.gv.at/fileadmin/user_upload/bmeia/media/2-aussenpolitik_Zentrale/EZA/Dreijahresprogramm_2007-2009.pdf
- ¹⁵⁷ See also: <http://www.bmeia.govg.at/index.php?id=65016&L=0>
- ¹⁵⁸ See also § 10. 3,4 and 5 in *Entwicklungszusammenarbeitsgesetz inklusive EZA-Gezets-Novelle 2003*
- ¹⁵⁹ See p. 8 in the *Unternehmenskonzept 2005-2007*
- ¹⁶⁰ See also: p. 4 of the *Algemene Beleidsnota van de Minister van Ontwikkelingssamenwerking*, published April 2008 on http://www.dgos.be/nl/de_minister/beleidsplan/beleidsnota.pdf
- ¹⁶¹ See also p. 54 of the *Peer Review of Belgium* by OECD DAC 2005
- ¹⁶² See also <http://www.um.dk/Publikationer/Danida/English/DanishDevelopmentCooperation/DenmarksDevelopmentPolicyStrategy/03.asp>
- ¹⁶³ See also <http://www.um.dk/en/menu/DevelopmentPolicy/DanishDevelopmentPolicy/PrioritiesOfTheDanishGovernmentForDanishDevelopmentAssistance/>
- ¹⁶⁴ See pp. 12 and 28 in *Finland, Development Assistance Committee (DAC) Peer Review 2007*
- ¹⁶⁵ Ibid. pp. 15 and 42
- ¹⁶⁶ See p.46 in *Finland, Development Assistance Committee (DAC) Peer Review 2007*
- ¹⁶⁷ Ibid.
- ¹⁶⁸ Cf. p. 35 in *Development Policy Programme 2007. Towards a Sustainable and Just World Community*, published by the Ministry for Foreign Affairs of Finland
- ¹⁶⁹ See also p. 18 in *Greece, Development Assistance Committee (DAC) Peer Review 2006*
- ¹⁷⁰ Ibid p. 59
- ¹⁷¹ Ibid pp. 34 and 45
- ¹⁷² See also <http://www.irishaid.gov.ie/whitepaper/assets/White%20Paper%20English.pdf>
- ¹⁷³ Ibid. pp. 24/25

¹⁷⁴ In December 2007 Irish aid published the *Irish Aid Evaluation Policy* setting out Irish Aid's approach to the use evaluation processes for the improvement of aid effectiveness, efficiency and relevance.

¹⁷⁵ See also p.27 of *No Time to Waste: European governments behind schedule on aid quantity and quality*. Published by CONCORD, 2008

¹⁷⁶ See also <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/inglese/intro.html>

¹⁷⁷ See also: <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/cooperazione/PrioritaCoopItaliana.html>

¹⁷⁸ See also: <http://www.esteri.it/MAE/IT/Ministero/Struttura/Organigramma.htm>

¹⁷⁹ See also p. 19 and 20 in the OECD/DAC 2008 Peer Review of Luxembourg

¹⁸⁰ Ibid. p. 76

¹⁸¹ See also p. 45 of the OECD DAC 2008 Luxembourg Peer Review

¹⁸² Ibid. p. 46

¹⁸³ See also *Despacho no. 10 155/2005 (2.a série)* on http://www.portugal.gov.pt/Portal/PT/Governos_Constitucionas/GC17

¹⁸⁴ See also *Too Much Focus on Debt, Too Little on Basic Social Services* in *The Reality of Aid 2006*, p. 324

¹⁸⁵ See also <http://www.mne.gov.pt/mne/pt/ministerio/organizacoes/dgpe/>

¹⁸⁶ See also Eurosources on Portugal at: www.eurosources.org/guide_to_population_assistance/portugal

¹⁸⁷ See also: www.euroresources.org/guide_to_population_assistance/cyprus/introduction.html

¹⁸⁸ See also fact sheet February 2008: *Estonia Today: Development Cooperation*, published by the Estonian Ministry of Foreign Affairs, www.vm.ee

¹⁸⁹ See also *Estonia Today. Development Cooperation*. Fact Sheet published by the Ministry of Foreign Affairs, February 2008

¹⁹⁰ See also *Hungary-a New EU Donor Country* at http://www.mfa.gov.hu/NR/rdoonlyres/933C1461-8F65-403A-B841-B0A37C755BF4/0/061206_newdonor.pdf and *Report on the Hungarian International Development Cooperation Activities in 2007* at http://www.kulugyminiszterium.hu/kum/en/bal/foreign_policy/international_development/

¹⁹¹ See also *Report on the Hungarian International Development Cooperation Activities in 2007* at http://www.kulugyminiszterium.hu/kum/en/bal/foreign_policy/international_development/

¹⁹² Ibid.

¹⁹³ See also p. 10 of the *Report on the Hungarian International Development Cooperation Activities in 2007* at http://www.kulugyminiszterium.hu/kum/en/bal/foreign_policy/international_development

¹⁹⁴ See also <http://en.hunida.hu/magunkrol>

¹⁹⁵ See also p. 9 in *Report on the Hungarian International Development Cooperation Activities in 2007* at http://www.kulugyminiszterium.hu/kum/en/bal/foreign_policy/international_development

¹⁹⁶ See also p. 95 in *The Consequences of Enlargement for Development Policy* by Mr. Migliori, published 1 August 2003

¹⁹⁷ See also *Latvia's Foreign Policy Guidelines 2006-2010*, <http://www.am.gov.lv/policy/guidelines>

¹⁹⁸ Ibid, III. *Basic Policy Principles and Objectives*

¹⁹⁹ See also the *Development Cooperation Policy Programme of the Republic of Latvia 2006-2010* on <http://www.am.gov.lv/en/DevelopmentCooperation/BasicDocuments/Programme>

²⁰⁰ see also the administrative set ups below for the division of labour

²⁰¹ See also *Lithuanian Development Cooperation and Democracy Promotion Policy* on <http://www.urm.lt/index.php?1655229104>

²⁰² See also <http://www.urm.lt/index.php?-1029723108>

²⁰³ See point XVIII of the Strategic Objectives on <http://www.foreign.gov.mt/pages/main.asp?sec=2>

²⁰⁴ See also *An Overseas Development Policy and a Framework for Humanitarian Assistance for Malta*, <http://www.foreign.gov.mt/pages/main.asp?sec=86>

²⁰⁵ See also point 7.1 in *An Overseas Development Policy and a Framework for Humanitarian Assistance for Malta*

²⁰⁶ Ibid, art. 7.2

²⁰⁷ Cf. Poland's report on its development activities in 2006:

²⁰⁸

http://www.polskapomoc.gov.pl/files/dokumenty_publicacje/Strategy%20for%20Polands%20Development%20Cooperation.pdf

²⁰⁹ See also p. 5 of the *Strategy for Poland's Development Cooperation*, Warsaw 2003

²¹⁰ See also *The Development Cooperation Team* on www.polskapomoc.gov.pl

²¹¹ See also p. 26 in *The Consequences of Enlargement for Development Policy*, by Mr. Migliorisi

²¹² See also the *Medium-Term Strategy for Official Development Assistance: 2003-2008*, published by the Ministry of Foreign Affairs of the Slovak Republic, 2003

²¹³ See also point 9 in *Report on the Fulfilment of the Slovak Foreign Policy Tasks in 2007*, published by the Slovak Ministry of Foreign Affairs in 2007

²¹⁴ Ibid.

²¹⁵ See also *The Consequences of Enlargement for Development Policy, Volume I*

²¹⁶ See also www.mzz.gov.si/en/ministry_of_foreign_affairs/organisation/?type=98

²¹⁷ See also www.mzz.gov.si/en/foreign_policy/international_development_cooperation_of_slovenia

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