

DECENTRALISED COOPERATION

REPORT 2023

Data on decentralised official development aid (2017–2021) and an analysis of aid channeled through civil society organisations

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ACRONYMS

AU	African Union
CAGI	International Geneva Welcome Centre
CRS	Creditor Reporting System (ODA database broken down by activity)
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DEAR	European Union's Development Education and Awareness Programme
DODA	Decentralised Official Development Assistance
EU	European Union
GDP	Gross Domestic Product
GENE	Global Education Network Europe
GIZ	German Society for International Cooperation
ICLEI	Local Governments for Sustainability
IDF	International Development Fund
LDC	Least Developed Countries
LEZ	State Office for Development Cooperation (Berlin)
MoU	Memorandum of Understanding
MRIF	Ministry of International Relations and La Francophonie of Quebec
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OIF	International Organisation of La Francophonie
SDGs	Sustainable Development Goals
SMP	Scotland-Malawi Partnership
SOLIDAE	International Solidarity Waste, Sanitation, and Water
UCLG	United Cities and Local Governments

PREFACE

Decentralised cooperation resembles civil society. This is one of the main headlines of this report.

The quantitative dimension of cooperation promoted by subnational governments is undoubtedly important: decentralised cooperation continues to grow in absolute and relative terms; it is a growing reality.

But even more relevant is the qualitative aspect: decentralised cooperation has a high differential value; with a great diversity and plurality of projects and ways of doing things, but with few characteristics that are common to most subnational governments. One of them, which is fundamental, is the development and deployment of their initiatives in collaboration with civil society, civil society organisations (CSOs), and non-governmental organisations (NGOs).

Generally, it can be affirmed that sub-state governments show a greater willingness to cooperate based on solidarity, with little connection to the logic of "national" interest, whether it is diplomatic or commercial. In other words, in decentralised cooperation, the Reason of Humanity prevails over the Reason of State. Often, this vocation for working with and for civil society makes it possible to mobilise political, technical, and financial efforts towards sensitive issues, such as the safeguarding of human rights and political advocacy.

There is also a greater horizontality in the relations between stakeholders, which allows for the transfer of knowledge and mutual learning. It provides a greater opportunity for greater proximity to citizens, which enables a greater capacity to draw on society's creativity, as well as the contribution to awareness-raising, education for social transformation, and the promotion of a citizenry that is more committed to local and global challenges. The promotion of participatory democracy and inclusive policies are on the agendas of many decentralised cooperation agents.

Decentralised cooperation, therefore, has the capacity to build solidarity networks from the bottom and from close to home; it can offer very important attributes in the form of agility, capacity for innovation, and its capillary action. Ultimately, the exchange of knowledge is more important than budget size, as it results in the fostering of partnerships and the capacity to carry out scale policy prototypes that have worked elsewhere.

We continue to insist that this type of cooperation has enormous potential to make a specific and relevant contribution to the response to global challenges. Although it has a long and fruitful history, the decentralised cooperation model is still in a solidification and consolidation phase, and *the best is undoubtedly yet to come*.

We are confident that this 2023 Decentralised Cooperation Report will contribute to the understanding, as well as the inspiration of this thriving reality.

Paul Ortega
Director of eLankidetz

INTRODUCTION

This 2023 Report on Decentralised Cooperation continues the process initiated in 2022 by eLankidetza - Basque Agency for Development Cooperation to improve the knowledge and appreciation of this cooperation modality with a monitoring system based on annual reports. As indicated in the first of these reports, despite the growing interest of international organisations and the publication of comprehensive studies on decentralised cooperation, these have not become institutionalised and there is no official international source that produces systematic and regular reports on the subject.

This initiative uses a database on official development assistance (ODA) by the Organisation for Economic Cooperation Development (OECD) to reclassify aid activities based on the centralised or decentralised nature of donor institutions and to generate annual reports. In addition to measuring the decentralised cooperation phenomenon in relative and absolute terms, the reports combine several variables from the OECD databases to break down decentralised official development assistance (DODA) according to categories relevant to its actors, such as direct cooperation, cooperation via NGOs, or advocacy.

The 2022 Report confirmed findings from previous studies, such as the steady growth of decentralised cooperation in absolute and relative terms, the existence of a limited number of countries with decentralised aid systems and with high variable percentages of decentralisation, or a high in-donor country expenditure as DODA.

In terms of DODA effectively transferred to developing countries, international DODA, the 2022 Report showed that this is mainly channeled through NGOs and very rarely directly, through city-to-city or region-to-region agreements. Within direct cooperation, it was noted that cooperation explicitly declared as technical assistance did not reach 3% of DODA.

These data from the 2022 Report confronted the dominant discourse on decentralised cooperation, which links this cooperation modality with the localisation of the Sustainable Development Goals (SDGs) and the added value of subnational donors as knowledge providers. Against this backdrop, the report developed a qualitative analysis to explore models of decentralised cooperation based on knowledge sharing in public policy and SDG localisation. This part of the report contained experiences from the Flemish government, French territorial authorities, Japanese cities and prefectures, several autonomous communities in Spain, and their municipal cooperation funds.

Given that most DODA is not channeled directly through government-to-government relations, but relies on civil society intermediaries, this edition of the report explores relations between subnational governments and Civil Society Organisations (CSOs) in the field of development cooperation. To this end, the report is structured in three sections and a final section on methodology, with annexes. Section 1 presents the theoretical-normative frameworks on the participation of subnational governments and CSOs in development cooperation and poses a series of questions on the interest of collaborations between both actors for the 2030 Agenda for Sustainable Development. Section 2, as in the previous report, presents the results of the quantitative analysis of DODA with the latest data published by the OECD in 2023, relating to 2021. In this report, the quantitative analysis contains a second level of analysis referring only to ODA channeled through CSOs. Section 3 describes the cases representing different forms of collaboration between subnational governments and CSOs in development cooperation. After a final section recapitulating the findings of both analyses, there are three annexes with methodological details and the latest available ODA data for the 2017-21 period.

1.

CIVIL SOCIETY AND DECENTRALISED COOPERATION

The involvement of subnational governments and CSOs in development cooperation has been the subject of distinct theoretical-normative frameworks and lines of research. As explained in the [2022 Report](#), since the adoption of the 2030 Agenda, a narrative on the relevance of decentralised cooperation based on the localisation of the SDGs has been renewed and generalised. According to this narrative, the added value that subnational governments bring to international cooperation lies in their accumulated experience through their mandated activities and their value for technical cooperation with their counterparts in least developed countries. On the other hand, a much more political narrative on CSO participation in international cooperation linked to international democracy promotion and inclusive public policies has become widespread. With some exceptions, which will be outlined later in this report, the two narratives have been constructed separately and without mutual support.

The report reviews these narratives, identifies the connections between the two, and presents its methodology, which aims to improve the understanding of the forms of partnership between subnational governments and CSOs, and to reflect on those that best harness the value of each development cooperation partner and in accordance with the reviewed narratives.

1.1 THE DEMOCRATIC VALUE OF CSOs

According to the OECD's Development Assistance Committee (DAC), CSOs have a transformative potential in developing countries that donor governments should capitalise on in their development policies. More specifically, the document *Partnering with civil society* recommends for governments to clarify and strengthen the objectives of their collaboration with CSOs in their development policies (OECD, 2012; OECD, 2020c). In this regard, the OECD, based on peer reviews, distinguishes two types of possible objectives for these partnerships: the strengthening of a pluralistic and independent civil society in partner countries, and other distinct development objectives, such as the distribution of humanitarian aid or the provision of basic social services. The OECD advises to retain both approaches, while noting that donor resources are disproportionately directed towards the former and asserting that "strengthening civil society is an objective worth supporting in its own right," thus urging government policies to harness the "intrinsic value" of CSOs as opposed to their instrumental value.

This line of OECD work links support to civil society's intrinsic value to certain aid types and channels. For example, it considers core funding to NGOs to be more aligned with this approach than project-based aid. Likewise, within the NGO channel, it considers aid to Southern organisations and fluid forms of organised civil society to be more coherent with this approach than professional NGOs with an international scope and headquarters in Northern countries¹.

The idea of CSOs having an intrinsic value and importance for sustainable development has also been reinforced at the UN level through reports by the Special Rapporteur on the rights to freedoms of peaceful assembly and of association. In these reports, the value of a vibrant civil society for democracy and for the implementation of the 2030 Agenda is highlighted, as the inclusion of civil society organisations serves to enrich debates, raise global awareness of the Agenda, and increase the knowledge and expertise needed to achieve the SDGs. The involvement of civil society is thus seen as a guarantee for realising the motto of 'leaving no one behind', amplifying and aggregating the voices of the poorest and most marginalised and channeling them into conversations at local, national, regional and global levels. Consequently, the Special Rapporteur recommends greater support and protection for CSOs. (UN, 2017, 2019).

The European Union (EU) has also recognised CSOs as the "roots of democracy and sustainable development" (EU, 2012). This Commission communication recognises that NGOs involved in development policy are often pigeonholed into the role of second-tier basic service providers, behind developing countries' governments, ignoring the fact that an empowered civil society is a crucial component of democracy and pluralism. It is therefore proposed that their participation in European cooperation should be geared towards making public policies more inclusive and participatory, strengthening democratic civic culture and improving the accountability of public authorities and administrations. This approach has strategically shaped the EU's partnership programmes with NGOs, which are currently focused on preserving civic space in the world and promoting democracy and human rights (EU, 2013; EU, 2021b, 2021a).

In the same vein, the European Consensus on Development states that the EU and its member states value the participation of civil society organisations in development actions and encourage all societal sectors to participate actively in them. They recognise the multiple roles played by these organisations as promoters of democracy and defenders of rights-holders, the rule of law, social justice, and human rights. The EU and its member states commit in this declaration to promote civil society space and to intensify their support for capacity building for these organisations, in order to strengthen their voice in the development process and to advance political, social, and economic dialogue.

Despite the international normative framework on the intrinsic value of CSOs, the OECD notes that, in practice, donor governments tend to make instrumental use of CSOs to meet various sectoral and geographic objectives for which the non-governmental channel is more accessible or efficient than the governmental channel. In this regard, OECD reports highlight the reduced core funding available to CSOs compared to project funding (OECD, 2020c,

¹ These indicators are the subject of a series of annual studies that focus exclusively on central government policies (OECD 2020a). Similar indicators are used in this DODA report, as explained in the methodological annex. The OECD approach emphasises the importance of Southern CSOs. As will be discussed in later sections, decentralised cooperation also highlights the role of Northern CSOs and their partnerships with the South in addressing the connection between what is local and global, which is necessary for the implementation of the 2030 Agenda.

2020a). Furthermore, the OECD finds that project support often has excessive bureaucracy that diverts CSOs' attention from their core mission and notes a high propensity for governments to work with large international organisations based in Northern countries, rather than working with a broader and more diverse range of citizen actors.

In general, DAC discussion around CSOs is influencing its member states, according to some of its peer review reports. Sweden has clear strategic objectives in its engagement with CSOs, promoting 'a vibrant civil society in developing countries as an integral part of its promotion of democratic governance' (GoS, 2017; OECD, 2019b), Finland links its NGO grants to the preservation of civic space at the global level (GoF, 2017; OECD, 2017) and Denmark "emphasises support to civil society as a key tool for assessing and addressing the root causes of poverty" (OECD, 2021; GoD, 2021). On Belgium's end, it has oriented its relations with CSOs to contexts of fragility where they are seen as particularly valuable for their capacity to integrate the social dimensions of aid with more political dimensions such as human rights advocacy, democratization, or good governance. (OECD, 2020b). With this in mind, Belgium draws up a strategic document on relations with civil society in each of its priority countries.

In the academic literature, strengthening civil society in the South through ODA is seen as a means of promoting democracy in the world that fits perfectly with the liberal approach to international relations, (Williams and Young 2012), as do other typical elements of the aid policy of Western donors and international organisations under their control (Williams, 2019). At the global level, experimentalist global governance theorists argue that the creation of transnational networks for civil society and local and regional governments strengthens global governance and the effectiveness of intergovernmental arrangements (De Búrca, Keohane and Sabel, 2014).

Straddling between liberalism and realism, between development studies and paradiplomacy studies (Reinsberg and Dellepiane, 2022) argue and demonstrate, through comparative analysis, that decentralised cooperation responds to the political dynamics of sub-state governments and more specifically to the strengthening of regional identity through the continuation of their internal social policy abroad. In this sense, they observe that cooperation policy is more conducive to the projection of values than other areas of external action.

1.2 THE TECHNICAL VALUE OF DECENTRALISED COOPERATION

As explained in the *Decentralised Cooperation Report 2022*, building on the Agenda for Sustainable Development (UN, 2015) and the New Urban Agenda (UN, 2017), the United Nations has extended the idea of SDGs localisation. This idea consists of adapting the global agenda to the characteristics and circumstances of each territory, establishing indicators and deploying means of implementation at the most appropriate government level for each SDG and its context. Within this framework, interest in the involvement of local governments in international cooperation has also spread. It is considered that their participation in international cooperation structures and networks contributes to the better localisation of the SDGs thanks to the transfer of knowledge between local entities.

Since then, several joint initiatives of UN agencies have been politically and technically advancing SDGs localisation and cooperation between cities and regions on their various goals, including the promotion of sustainable and resilient cities and communities (SDG 11) and climate action (SDG 13). These initiatives include the Local and Regional Government Forum, which in its sixth edition in 2023 focused on high-impact localisation policies and the importance of local and sub-state voluntary reviews of the SDGs (UN, 2023b), or Local 2030, a knowledge platform on SDGs localisation (UN, 2023a). In organising these initiatives, subnational governments themselves collaborate through a global action group that serves as an umbrella for various cities' and regions' associations, such as UCLG or Platforma (GTF, 2023).

This vision of decentralised cooperation as a space for technical progress in SDGs localisation is heavily influenced by the OECD, which advocates reshaping decentralised cooperation and unlocking the potential of cities and regions for SDG implementation by focusing on peer-to-peer collaborations based on knowledge-sharing. (OECD, 2018, 2019a). The latest OECD publication in this area refers specifically to the German case and proposes to reshape its

decentralised cooperation by strengthening its peer learning function and building on the efforts made by states and cities in localising the SDGs in their own territory. (OECD, 2023b).

United Cities and Local Governments (UCLG), an entity that contributed significantly to the revaluing of decentralised cooperation during the launch of the 2030 Agenda (UCLG, 2015), along with Platforma, have more recently developed several resources that support the idea of strengthening SDGs localisation through decentralised cooperation. The latest publication in this line presents several cases of direct cooperation between municipalities and municipality associations in the EU and their counterparts in The Gambia, South Africa, and Ukraine. (UCLG and Platforma, 2022).

In academia, such approaches are the subject of development studies and, within these, of the literature on aid effectiveness. However, this literature has not paid much attention to subnational donors, and even less to the specificities of their interaction with organised civil society. Nevertheless, some of the definitions compiled in the academic work that coined the term “decentralised cooperation” integrated civil society into its very concept. According to Hafteck (2003), Italy defined this phenomenon as development cooperation carried out by Italian local authorities, individually or in consortium, with the assistance of entities belonging to organised civil society within the appropriate administrative territory, implemented through partnerships mainly with counterpart institutions in developing countries, in order to promote the active participation of various representative civil society components in partner countries in the decision-making process aimed at the territory’s sustainable development.

More recently, Kania (2021), based on interviews with a small group of subnational governments, advances in the categorisation of decentralised cooperation², and, in line with the international normative framework, states that its main variant is direct cooperation and, within it, the “horizontal” type, which is designed for networking and peer-to-peer knowledge-sharing. Regarding civil society, he indicates that it is the most common modality for indirect decentralised cooperation, which often responds to CSOs’ own initiatives and often takes root due to the subnational governments’ lack of capacity to exercise direct cooperation.

1.3 ANALYSIS PROPOSAL

The international normative framework on the relationship between CSOs and donor governments does not refer to the subnational level, nor do the dominant ideas on decentralised cooperation refer to civil society participation. However, as noted in the *2022 Report*, in Spain, the country with the most decentralised cooperation system in the world, civil society and decentralised cooperation are regularly analysed jointly.

In recent years, several analyses have been published that delve into a characteristic of the added value of decentralised cooperation other than its technical competencies: its proximity to citizens (Martínez, 2019; Monreal, 2020; Pérez, 2020; Gutiérrez et al., 2022). These analyses highlight the special relationship between cities’ and regions’ international cooperation departments and citizens’ organisations, which results in more participatory cooperation systems with a greater capacity to strengthen civil society in the South, as well as in the promotion of global citizenship.

In this regard, a report by the Observatory of Decentralised Cooperation states that some models of decentralised cooperation, such as the Spanish one, have managed to territorialise the fabric of development NGOs, which also points to a certain disconnection with the citizenry as a result of their professionalisation and specialisation. Due to this, the report proposes that new channels be designed to bring local actors into direct cooperation as a complement to traditional indirect cooperation instruments. Local actors, in addition to the traditional NGO sector, should include non-institutionalised social movements, philanthropy, the social and solidarity economy, and the knowledge sector. (Fernández de Losada and Llamas, 2022). In this respect, some analysts observe that the SDGs have already influenced the autonomous communities’ decentralised cooperation policies, favouring more experience exchanges between local governments and a better positioning for universities, research centres,

² Kania (2021) works with the concept of decentralised cooperation in a broad way, unlike this report, which focuses on DODA, and assesses its importance based on interviews with representatives of seven specific donors: the governments of Flanders, Wallonia, Scotland, Wales, Catalonia, Waden-Würtemberg and Hamburg.

companies and non-traditional development actors, which are positioned as SDG promoters, while they are initially perceived by some traditional NGOs as a challenge to their narratives and status (Sánchez Cano, 2022).

This report aims to gather data on the collaboration between civil society and subnational governments in the development aid field and to reflect on the forms of collaboration that best exploit each type of actor's potential based on concrete examples. More specifically, the report aims to answer the following questions:

1. What is the volume, weight, and importance of DODA in the world and, within this, that which is channeled through civil society?
2. What are the similarities and differences between each state's DODA system, in general and regarding CSOs?
3. What types and examples of DODA via CSOs are most aligned with the technical narrative on decentralised cooperation?
4. What types and examples of DODA via CSOs are most aligned with the political narrative on civil society and development?
5. What are the differences between centralised and decentralised cooperation related to support for CSOs?

Annex 1 on methodology further develops these questions and operationalises them for the quantitative analysis of DODA and qualitative case studies.

2. DECENTRALISED AID IN FIGURES

2.1 THE IMPORTANCE AND EVOLUTION OF DODA

YEAR 2021

3,072 Millions USD

ODA by subnational governments in 2021

3.7%

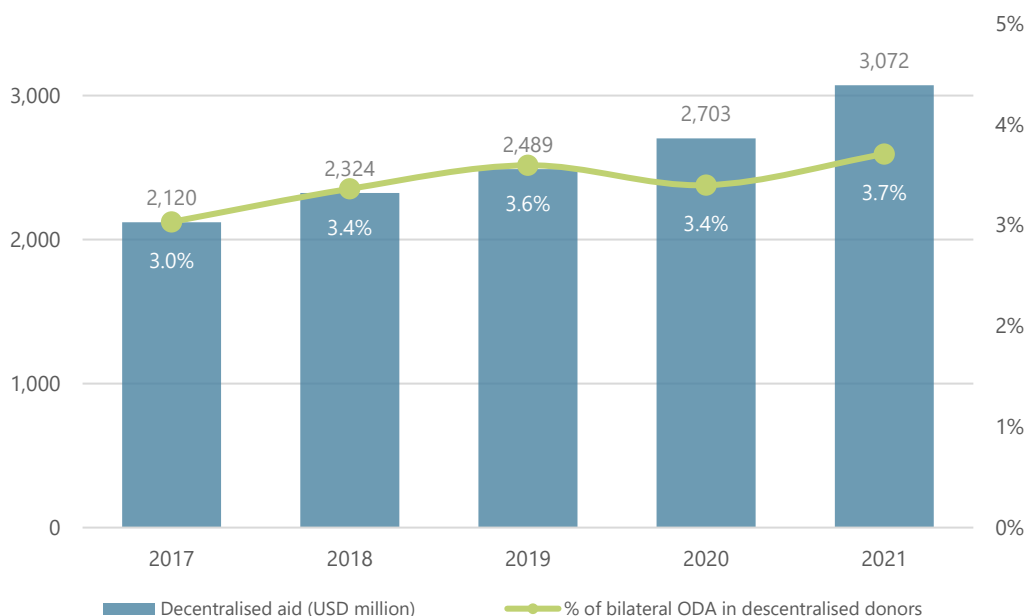
Bilateral ODA from countries with decentralised systems

1.8%

Of DAC countries' bilateral aid

The latest DODA data published by the OECD (2023a) is summarised in the graph below, confirming the growing trend outlined in the previous report. With an **increase of 14% over the previous year, DODA reached an all-time high in 2021, exceeding USD 3 billion for the first time**. In relative terms, a long-term upward trend that had been slightly interrupted in 2020 was also confirmed. In other words, DODA continues to grow in volume and weight in overall bilateral aid.

Figure 1. Evolution of decentralised ODA, 2017-2021



Source: own elaboration, based on OECD data

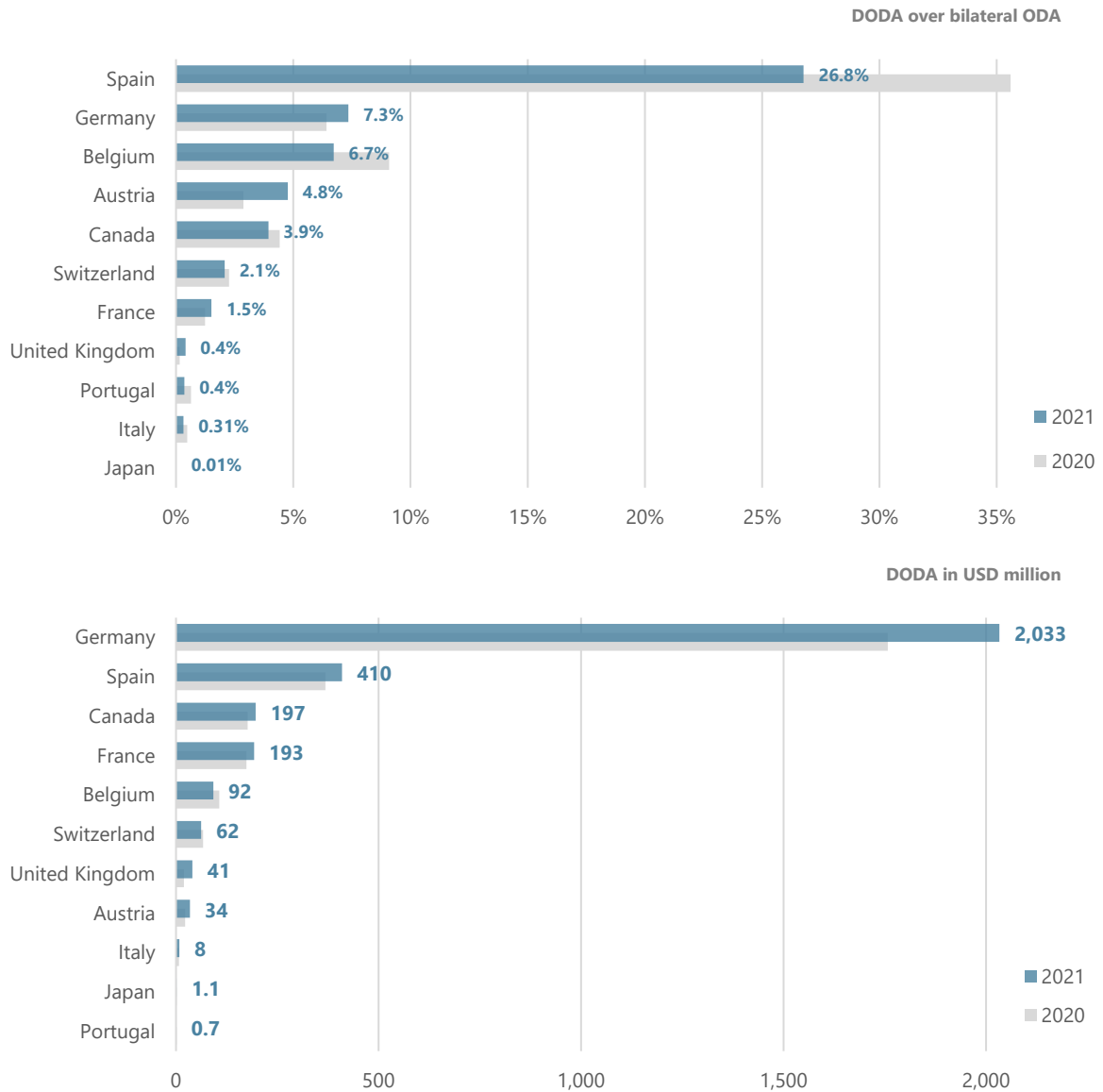
Despite the growing trend, DODA accounts for only 1.8% of global bilateral ODA³. Of the thirty-one donors that are members of the Development Assistance Committee (DAC), only eleven states have provided some form of decentralised development aid in 2021⁴: Austria, Belgium, Canada, France, Germany, Italy, Japan, Portugal, Spain, Switzerland, the United Kingdom. In these decentralised systems, the average weight of DODA is 3.7%, with significant differences between countries. Meanwhile, in Spain, despite its relative decline in 2021, decentralisation aid reaches 27%; in Japan, it is less than 0,01%⁵. As shown below, the absolute ranking changes considerably with Germany being by far the main provider of DODA.

³ According to CRS data, in 2021, total ODA in DAC countries was USD 186,021 billion, while DODA was USD 3,072 billion. Preliminary data for 2022 shows a total of ODA at USD 204,094 billion (OECD, 2023b).

⁴ Other DAC countries that have occasionally provided ODA on a decentralised basis include Czech Republic, Lithuania, and Slovakia. However, in 2021, they did not record any aid allocations from subnational budgets.

⁵ As can be deduced from comparing of the two graphs, the relative fall in Spain is not due to a reduction in DODA budget but to an increase in central government ODA.

Figure 2. Ranking of decentralised donors, 2021



Source: own elaboration, based on OECD data

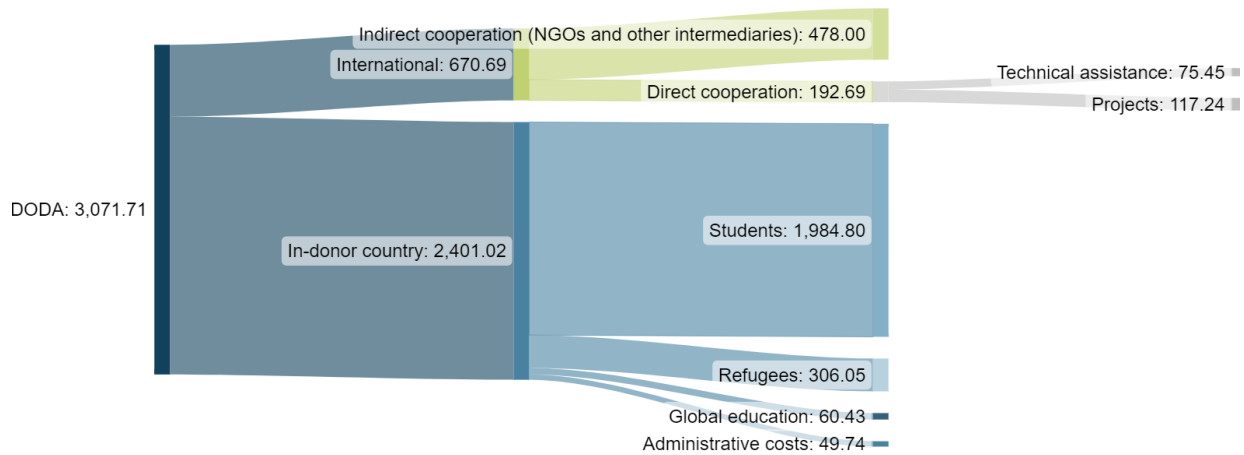
2.2 DODA CATEGORIES

DODA implemented in 2021 is broken down in the following graph using the categories created in the 2022 Report⁶. As pointed out then and in other publications on decentralised cooperation (Gutiérrez Goiria et al., 2022; OECD, 2018) the main DODA item is the donor's in-country expenditure. Within this, the most important items are scholarships and allocations of other educational expenses linked to students from developing countries. The second largest item of the donor's in-country DODA is related to the reception of refugees, while global education is in third place, with a much smaller amount. In-country DODA includes the administrative expenses incurred by donor agencies themselves for managing their aid. These account for 1.6 per cent of DODA, a much lower percentage than that of centralised donors, which reaches 6.5 per cent.

DODA effectively transferred to developing countries in 2021 consisted mostly of NGO projects and other intermediaries such as United Nations (UN) agencies. To a much lesser extent, DODA was channeled to direct cooperation projects.

⁶ For a precise definition of DODA categories, see the methodological annex.

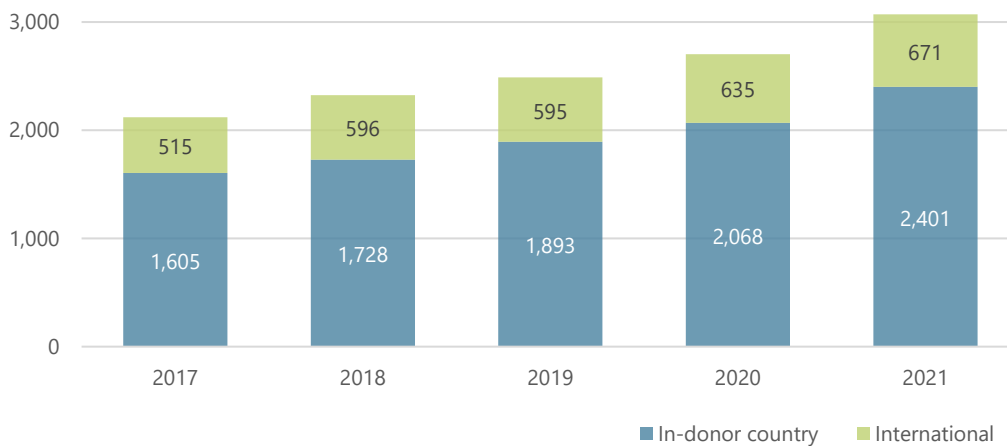
Figure 3. Distribution of ODA, year 2021 (USD million)



Source: own elaboration, based on OECD data

As shown in the following graph, which shows the evolution of DODA by category in the 2017-2021 period, both international and in-country DODA maintain a growing trend in absolute terms. In relative terms, the in-country category accounts for 78% of DODA in 2021, with a stable evolution over the years and a much higher percentage than in 2005, when the OECD placed it at 50%. DODA channeled to this category has increased by 16% over the previous year, driven by the increasing allocation of education-related expenditure for students from developing countries by the German Länder and also by the increase in aid to refugees from Canada and Austria⁷.

Figure 4. Evolution of decentralised DODA by category (MillionUSD)



Source: own elaboration, based on OECD data

International DODA increased by 6% over the previous year, accounting for 22% of total DODA. Majority of this DODA modality is aid effectively transferred to developing countries through NGOs and other intermediaries, which accounts for 71% of international DODA and 15% of total DODA.

Finally, direct decentralized cooperation, with USD 192 million in 2021, accounted for only 29% of international DODA and 6.3% of total DODA. Compared to the previous year, direct ODA increased by 14%, mainly due to Scotland’s funding provision for COVID-19 personal protective equipment supplies for nine sub-Saharan African countries, to which it allocated more than USD 15 million. The low weight of direct cooperation in ODA contrasts sharply with the dominant discourse in the international community, according to which the added value of this

⁷ In 2021, Austria doubled DODA allocated to support refugees compared to 2020.

cooperation lies in its knowledge of local policies relevant to the 2030 Agenda, since it is precisely direct cooperation modalities that allow donor governments to not only provide funds, but also knowledge. In particular, technical assistance (staff and other experts provided by local governments) stood at USD 75 million in 2021, less than 2.5% of total DODA.

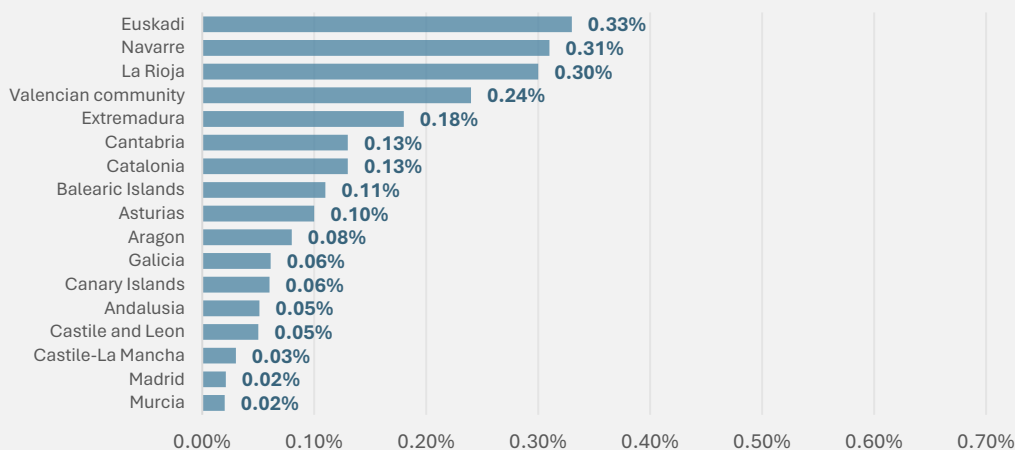
The propensity of subnational governments to allocate in-country expenditure as ODA varies greatly from one country to another. While such expenditure represents less than 10% of ODA in Italy, the UK, and Belgium, in Canada and Germany, it is more than 90%.

Box 1. About the ODA/GNI indicator

The Spanish NGO Platform, La Coordinadora, conducts advocacy on decentralised cooperation among other development policy issues. Through this work, the Platform publishes reports analysing budgetary data from the various Spanish autonomous communities. These analyses include a study of the commitments made by autonomous communities to allocate 0.7% of their annual budgets to ODA.

According to data from the Report on Regional Official Development Aid 2023 (La Coordinadora, 2023), the average level of regional cooperation is 0.13% in 2023, with large differences between regions: while some regions such as the Basque Country-Euskadi¹, Navarre and La Rioja allocate more than 0.3%, others such as Murcia, Madrid and Castilla La- Mancha barely reach 0.03%.

ODA by autonomous community in 2023



Source: La Coordinadora

As explained in the Coordinadora's report's methodology section, these data are obtained from the quotient between expenditure on international development cooperation policy and the total consolidated budget of each autonomous community. However, autonomous and local governments that assume aid commitments in relative terms can do so in relation to other variables, such as the current budget or their own income.

In 2018, the Network of Autonomous Communities established criteria for the analysis of decentralised cooperation in Spain, despite still facing major limitations and difficulties arising from a large number of administrations, the different levels of government, and the criteria disparity between accounting administrations for approved and settled budgets, which makes comparability between administrations difficult.

In the Spanish case, these difficulties in obtaining data on the percentage of DODA allocated to the budget would increase considerably if the study were extended to other countries due to the disparity of accounting criteria and information sources. Moreover, with some exceptions such as Geneva, which has adopted the 0.7% by law, and Flanders, where NGOs have proposed that it be adopted at all levels of government, the ODA effort is considered a responsibility of central governments.

¹ It should be noted that the names of the identified actors have been homogenised for the preparation of the report, simplifying their nomenclature and referring to the region to which they belong. For example, the Autonomous Community of the Basque Country is referred to as Euskadi throughout the report.

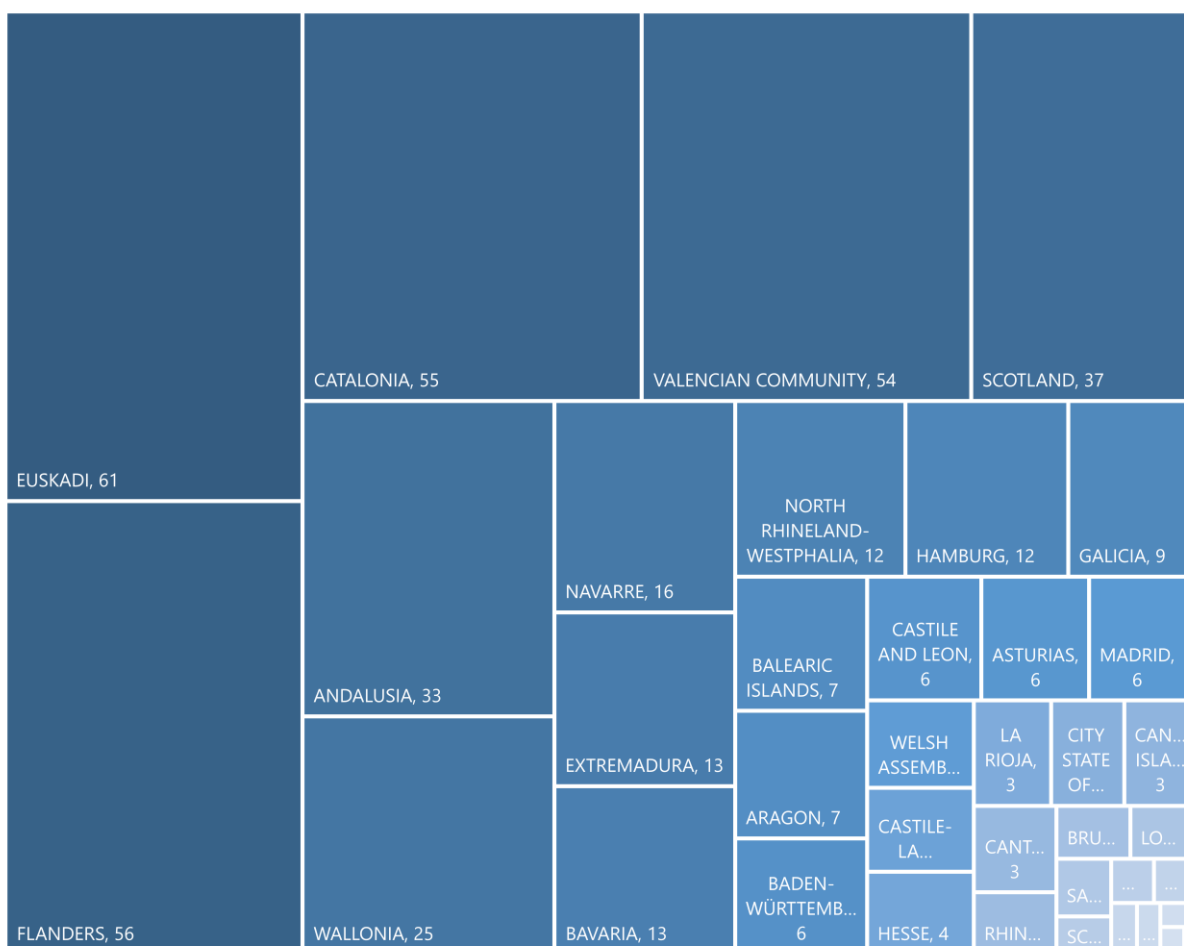
2.3 DECENTRALISED COOPERATION ACTORS AND PROFILES

In this section, ODA data is broken down by donor to categorise the main actors of decentralised cooperation. As explained in the *2022 Report*, this exercise has several limitations related to the difficulties of reporting in a naturally fragmented system and the use of generic subnational government codes by the central governments that are responsible for reporting. These limitations are overcome with the presentation of decentralised cooperation profiles in each country.

Decentralised cooperation actors⁸

The OECD records aid actions by thirty-eight specific subnational governments⁹, among which the Spanish autonomous communities, Flanders, Scotland, Wallonia, and Bavaria stand out. In 2021, the Basque Country comes out in first place in ODA ranking, allocating USD 61 million and surpassing Flanders, which was the largest decentralised donor in 2020¹⁰. The third and fourth ranking positions are held, as in the previous year, by Catalonia and the Valencian Community, respectively. Both Spanish autonomous communities have increased their ODA budgets: Catalonia by 7% the Valencian Community by 47%. Scotland is in fifth ranking after doubling its DODA funds by 2021¹¹ which were mainly used to allocate funds to provide COVID-19 personal protective equipment to 9 countries in Sub-Saharan Africa.

Figure 5. Decentralised cooperation agents and DODA disbursement, 2021 (USD million)



Source: own elaboration, based on OECD data

⁸ In this report, the names of the identified actors have been homogenised, referring to the region to which they belong. For example, the Autonomous Community of the Basque Country is called Euskadi. In all cases, the agents identified refer to the different regions' subnational governments and not to the region's subnational agents as a whole.

⁹ For the years 2017 to 2021, 73,293 decentralised cooperation actions have been registered, resulting in an average of 14,600 DODA actions per year. The average amount of each transaction is USD 40,000.

¹⁰ In 2021, Flanders allocated 24% less DODA than in 2020, from USD 74.4 million to USD 56 million.

¹¹ Scotland's DODA increased by 128% in 2021 compared to 2020, from USD 16 million to USD 36 million.

As mentioned above, some of the donor agencies in the aid statistics are labeled with generic names at country level. Among these actors, the main DODA providers are the German Länder (USD 1,974 million in 2021¹²), the Canadian provinces (USD 184 million), the French territorial collectivities (with USD 149 million), the Spanish local authorities (USD 111 million), and the Swiss cantons (USD 62 million).

Annex 2 shows all DODA figures broken down by actor, including aid provided in the different categories proposed in the report.

Decentralised cooperation profiles

In this section, we take a closer look at each country's DODA by using data from the 2017-2021 period. Donor countries are ranked according to their degree of decentralisation¹³ in 2021, starting with Spain (26%) and ending with Japan (0.01%).

For each country, the volume of DODA in millions of dollars and its weight in the country's bilateral ODA is reported, as well as its evolution over the last five years. Data for the latest year available, 2021, are broken down according to the categories defined together with other variables covered in the OECD databases, such as the geographical¹⁴ destination or sectoral destination of aid. In addition, the profiles include a section analysing on DODA channeled through NGOs, as explained in Annex 1.

The presentation of decentralised cooperation by country may seem contradictory and to some extent hinder the visibility of its donor agencies. However, it is a necessary exercise - given the lack of detail in many ODA items - and a practical one - as decentralised donors develop similar cooperation profiles within each state and according to their framework of competencies and historical trajectories.

In countries for which sufficient information is available in the DAC database, the ranking of financial actors is also presented, showing a more detailed profile for the top three decentralised donor agencies.

¹² Of the USD 2,033 billion that Germany has allocated to DODA in 2021, only USD 59.16 million has been allocated by clearly identified actors in the CRS. The rest (97%) of the aid is allocated to generic agent, *Federal states and local governments*. This is why Germany's weight is lower when excluding generic actors from the analysis.

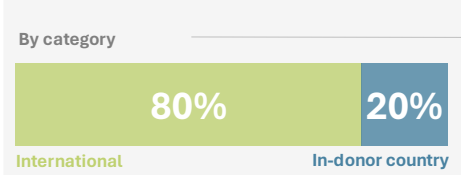
¹³ Relative weight of ODA to bilateral ODA.

¹⁴ According to DAC guidelines, activities aimed at "promoting least developed countries' development and wellbeing" are considered global education. These actions are attributed to a specific recipient country when there is a direct geographical connection, while if there is no direct geographical connection, they are allocated to a generic "unspecified" region. This is why there is no direct connection between global education and ODA attributed to the "Europe" region, where decentralised donors are concentrated.

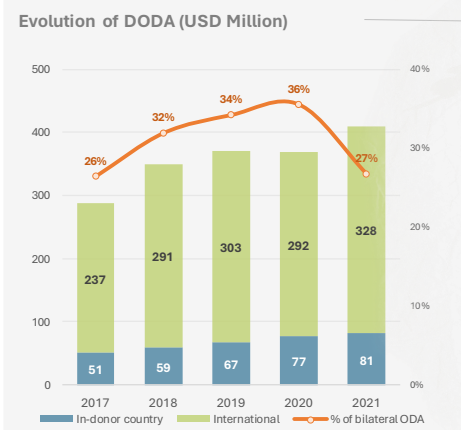
SPAIN

410
USD Million
2021 Decentralised Official Development Assistance (DODA)

26.8%
of bilateral ODA



Evolution of DODA (USD Million)



Where it comes from

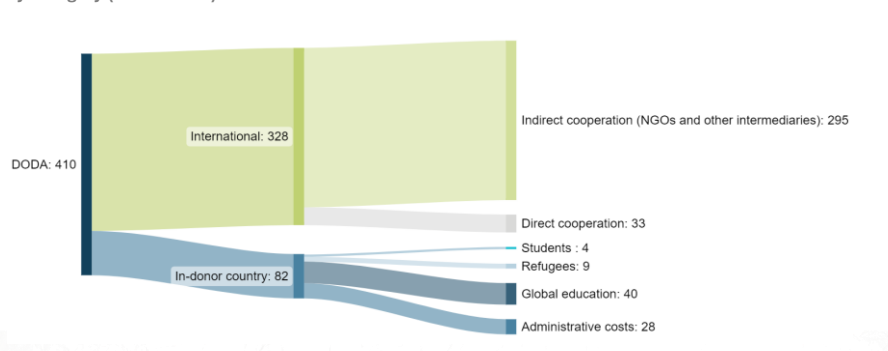
70% AUTONOMOUS REGIONS

27% MUNICIPALITIES

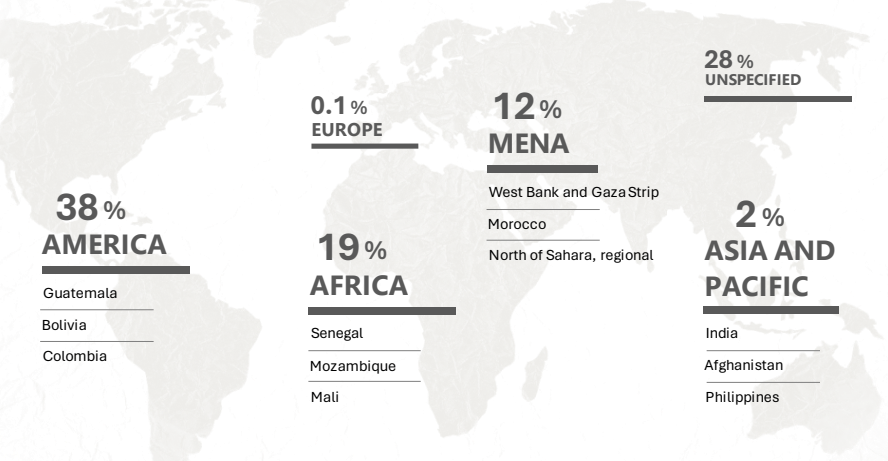
3% UNIVERSITIES

AID AT A GLANCE

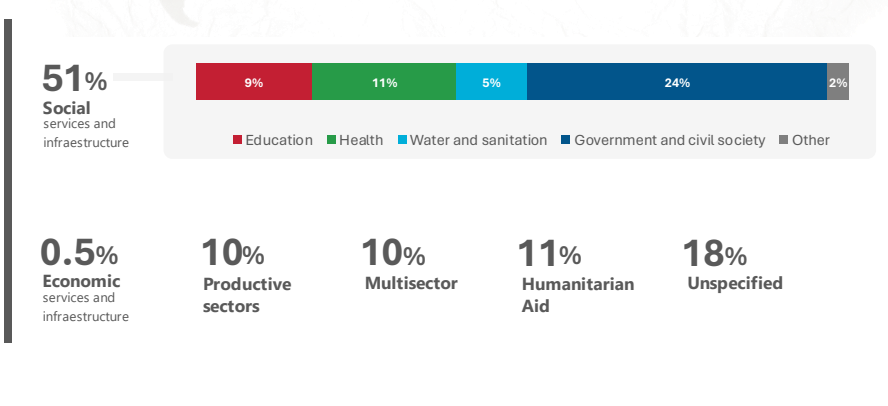
By category (USD Million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

316
USD Million
channeled through NGOs in 2021

77%
of total country DODA

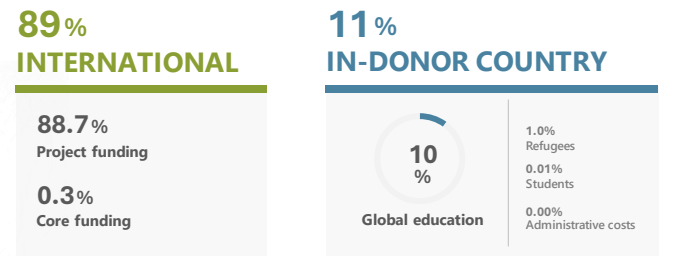
5,723
projects executed by NGOs

47%
weight of DODA over overall CSO channel

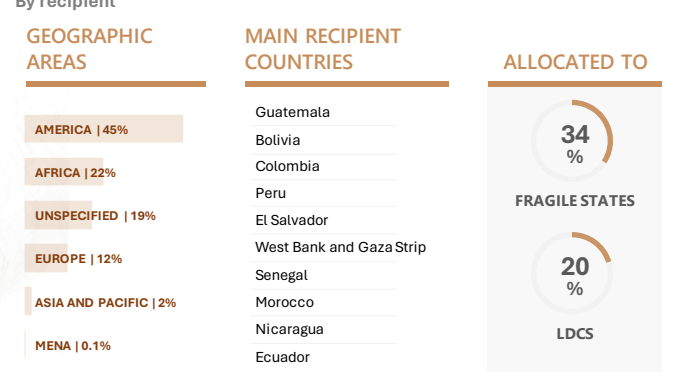
By NGO category

- 98%** In the donor country
- 1%** In developing countries
- 1%** International
- 0%** NGOs and CSOs

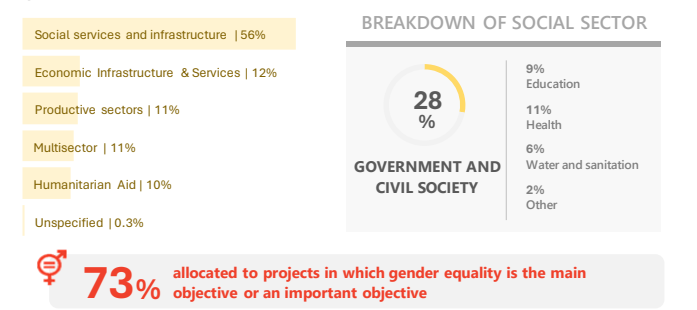
By category



By recipient



By sector



SPAIN

EUSKADI

60.8 USD Million

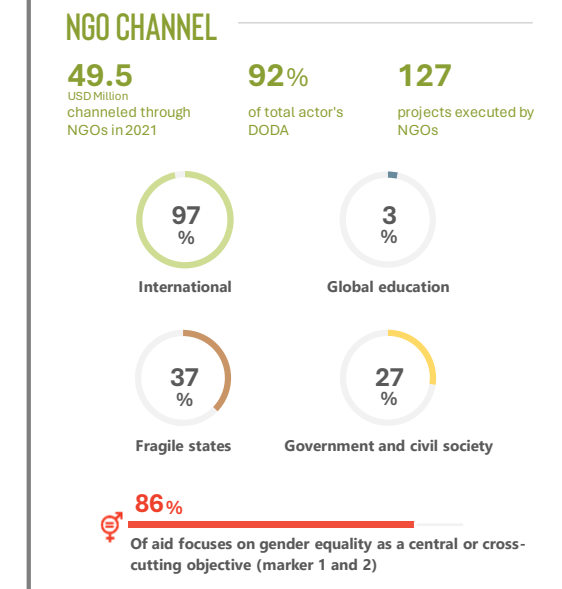
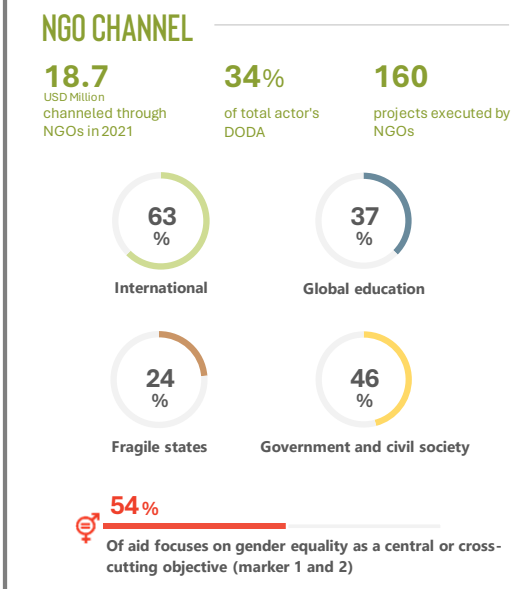
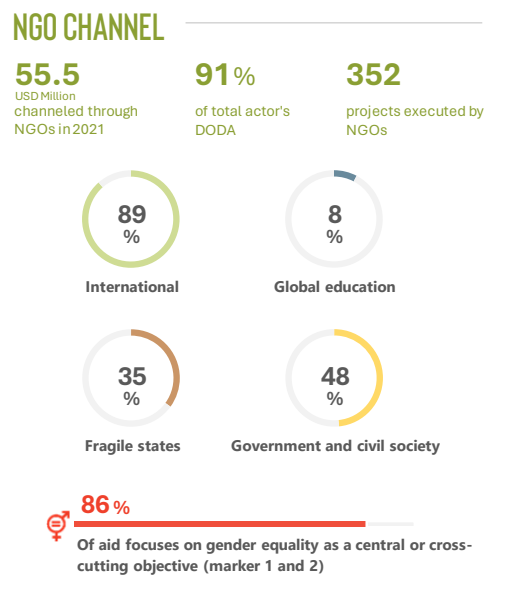
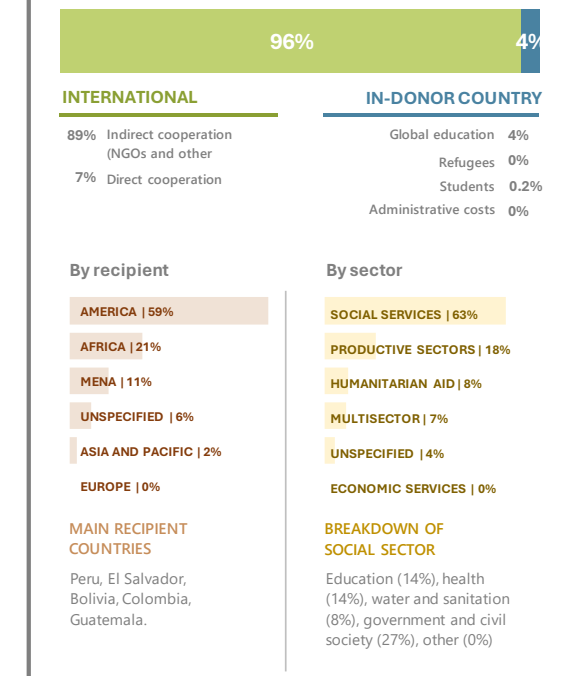
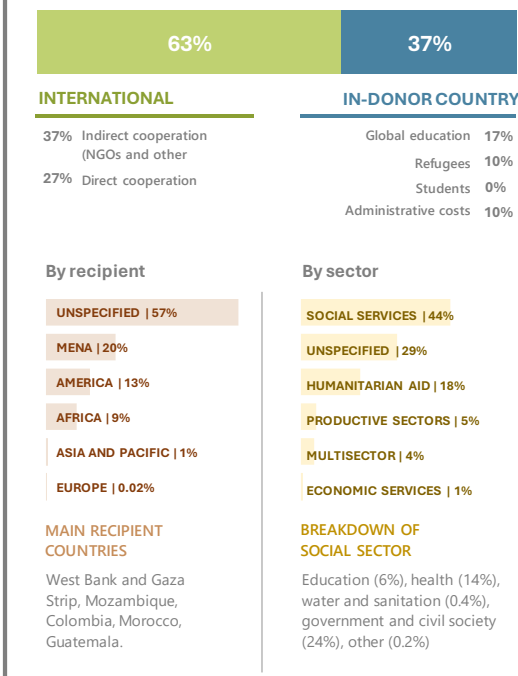
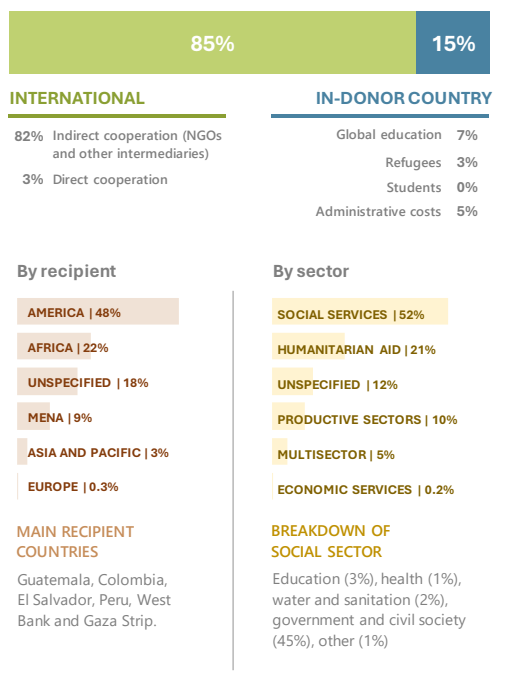
CATALONIA

55.2 USD Million

VALENCIAN COMMUNITY

53.6 USD Million

LIST OF ACTORS	M.USD	%
Euskadi	60.8	14.8%
Catalonia	55.2	13.5%
Valencian community	53.6	13.1%
Andalusia	33.2	8.1%
Navarre	16.0	3.9%
Extremadura	13.1	3.2%
Galicia	9.4	2.3%
Balearic Islands	7.4	1.8%
Aragon	7.0	1.7%
Castile and Leon	5.9	1.4%
Asturias	5.6	1.4%
Madrid	5.5	1.4%
Castile-La Mancha	3.7	0.9%
La Rioja	3.4	0.8%
Canary Islands	3.2	0.8%
Cantabria	3.0	0.7%
Murcia	0.5	0.1%



73% of Spanish DODA is provided by the Autonomous Regions (including ODA that is allocated by universities), while 27% is provided by local entities

GERMANY

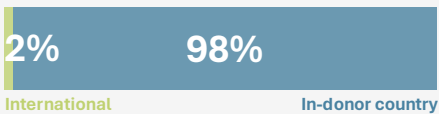
2,033
USD Million

2021 Decentralised Official Development Assistance (DODA)

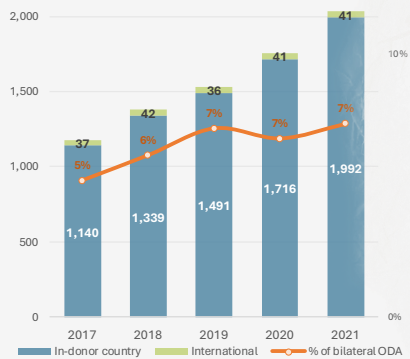
7.3%

of bilateral ODA

By category



Evolution of DODA (USD Million)



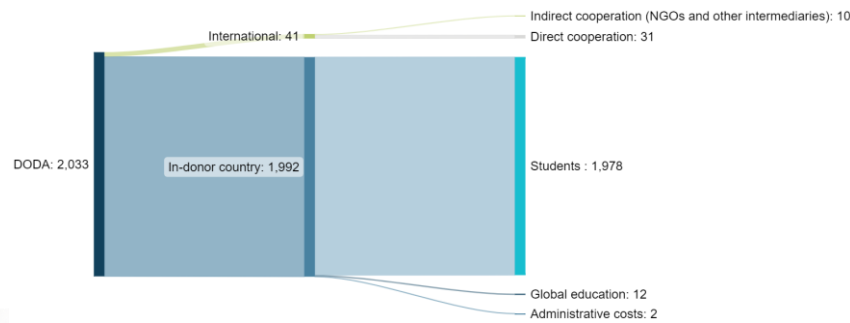
Where it comes from

99%
LÄNDER

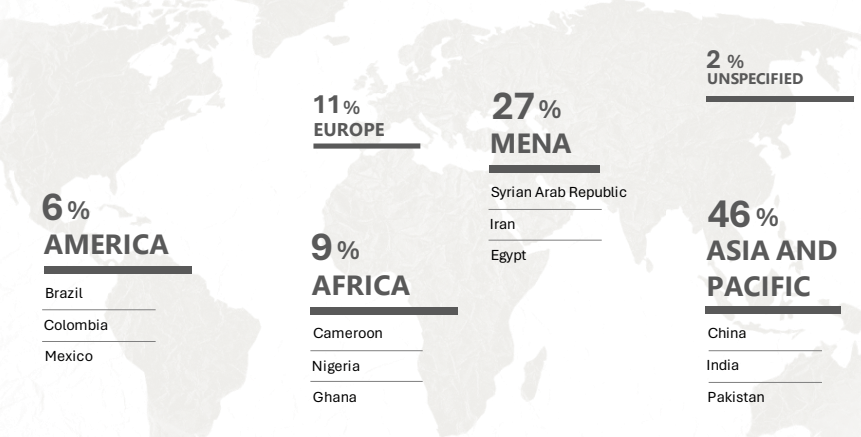
1%
MUNICIPALITIES

AID AT A GLANCE

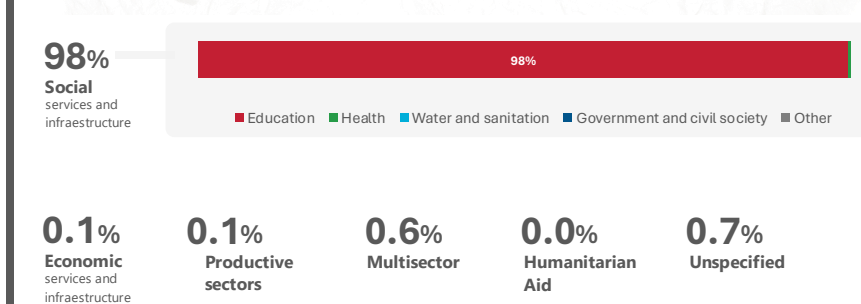
By category (usd million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

17

USD Million channeled through NGOs in 2021

1%

of total country DODA

320

projects executed by NGOs

1%

weight of DODA over overall CSO channel

By NGO category

99%

In the donor country

1%

In developing countries

0%

International

0%

NGOs and CSOs

By category

54%
INTERNATIONAL

46%
IN-DONOR COUNTRY

54%

Project funding

0%

Core funding

44%

Global education

0% Refugees
0.2% Students

2% Administrative costs

By recipient

GEOGRAPHIC AREAS

UNSPECIFIED | 54%

AFRICA | 34%

EUROPE | 8%

ASIA AND PACIFIC | 2%

MENA | 1%

AMERICA | 0.7%

MAIN RECIPIENT COUNTRIES

South Africa

Rwanda

Lebanon

Tunisia

Ethiopia

Tanzania

Iraq

Kenya

Senegal

Vietnam

ALLOCATED TO

13%

FRAGILE STATES

19%

LDCS

By sector

Unspecified | 46%

Social services and infrastructure | 32%

Multisector | 12%

Productive sectors | 7%

Economic Infrastructure & Services | 3%

Humanitarian Aid | 1%

BREAKDOWN OF SOCIAL SECTOR

5%

GOVERNMENT AND CIVIL SOCIETY

17% Education

2% Health

2% Water and sanitation

5% Other

69% allocated to projects in which gender equality is the main objective or an important objective

GERMANY

LIST OF ACTORS	M.USD	%
Bavaria	12.7	0.63%
North Rhineland-Westphalia	12.5	0.61%
Hamburg	12.0	0.59%
Baden-Württemberg	6.4	0.31%
Hesse	3.7	0.18%
City State of Berlin	3.2	0.16%
Rhineland-Palatinate	2.1	0.11%
Lower-Saxony	1.5	0.07%
Saxony	1.3	0.07%
Schleswig-Holstein	0.9	0.04%
Mecklenburg-West Pomerania	0.8	0.04%
City State of Bremen	0.8	0.04%
Thuringia	0.6	0.03%
Brandenburg	0.4	0.02%
Saxony-Anhalt	0.3	0.01%
Saarland	0.1	0.01%

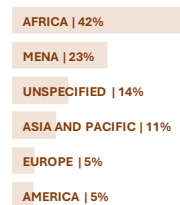
97% of German decentralised aid lacks further breakdown other than the generic field "Federal states and local governments" (1.974 USD million in 2021)

BAVARIA 12.7 USD Million



INTERNATIONAL	IN-DONOR COUNTRY
29% Indirect cooperation (NGOs and other intermediaries)	Global education 2%
61% Direct cooperation	Refugees 0%
	Students 7%
	Administrative costs 1%

By recipient



By sector



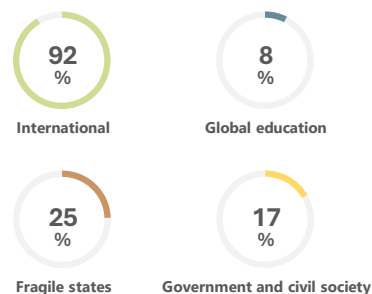
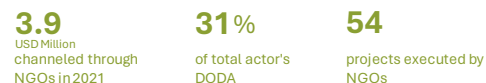
MAIN RECIPIENT COUNTRIES

Tunisia, South Africa, Senegal, Ethiopia, Kenya.

BREAKDOWN OF SOCIAL SECTOR

Education (47%), health (1%), water and sanitation (10%), government and civil society (6%), other (8%)

NGO CHANNEL

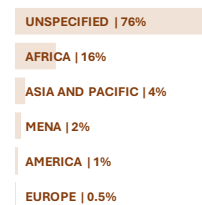


NORTH RHINELAND-WESTPHALIA 12.5 USD Million



INTERNATIONAL	IN-DONOR COUNTRY
7% Indirect cooperation (NGOs and other)	Global education 39%
41% Direct cooperation	Refugees 0%
	Students 0%
	Administrative costs 8%

By recipient



By sector



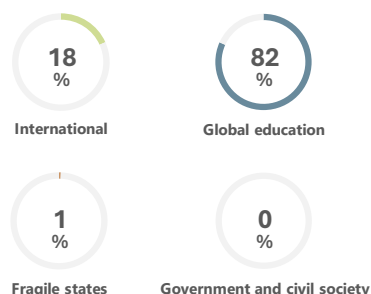
MAIN RECIPIENT COUNTRIES

Ghana, China, Lebanon, India, Jordan.

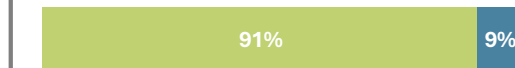
BREAKDOWN OF SOCIAL SECTOR

Education (9%), health (0.3%), water and sanitation (2%), government and civil society (0.1%), other (0.2%)

NGO CHANNEL

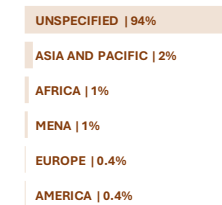


HAMBURG 12.0 USD Million



INTERNATIONAL	IN-DONOR COUNTRY
2% Indirect cooperation (NGOs and other)	Global education 5%
89% Direct cooperation	Refugees 0%
	Students 5%
	Administrative costs 0%

By recipient



By sector



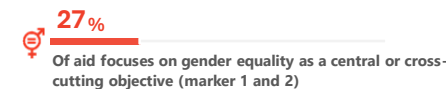
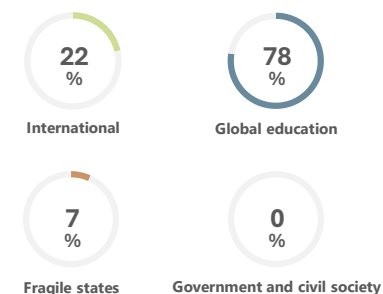
MAIN RECIPIENT COUNTRIES

India, Tanzania, Iran, Vietnam, China.

BREAKDOWN OF SOCIAL SECTOR

Education (5%), health (63%), water and sanitation (0.4%), government and civil society (0%), other (0.2%)

NGO CHANNEL

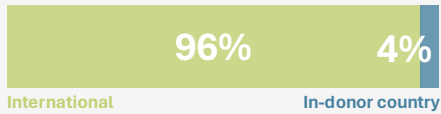


BELGIUM

92
USD Million
2021 Decentralised Official Development Assistance (DODA)

6.7%
of bilateral ODA

By category



Evolution of DODA (USD Million)



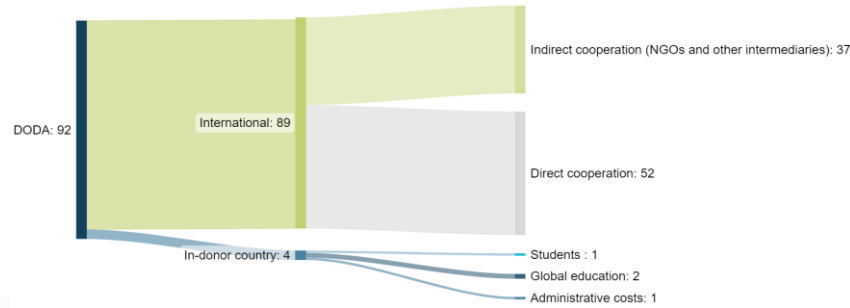
Where it comes from

90%
REGIONS

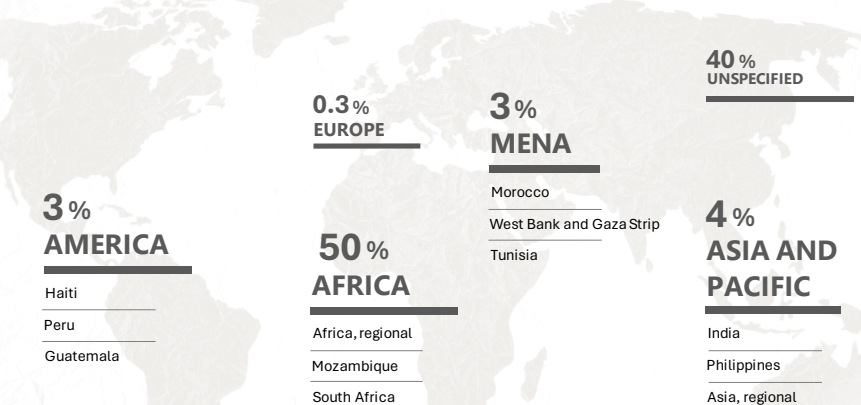
10%
PROVINCES AND MUNICIPALITIES

AID AT A GLANCE

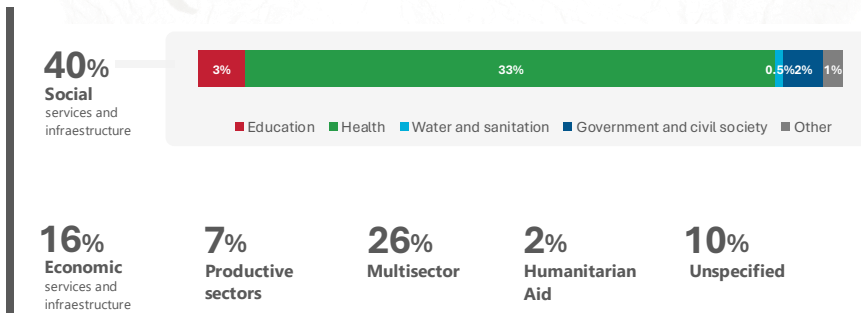
By category (USD million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

26 USD Million channeled through NGOs in 2021
28% of total country DODA
221 projects executed by NGOs
8% weight of DODA over overall CSO channel

By NGO category

86% In the donor country
14% In developing countries
0% International
0% NGOs and CSOs

By category

94% INTERNATIONAL
6% IN-DONOR COUNTRY

85% Project funding
9% Core funding

6% Global education
 0% Refugees
 0.4% Students
 0% Administrative costs

By recipient

GEOGRAPHIC AREAS

AFRICA | 49%
 UNSPECIFIED | 36%
 AMERICA | 7%
 ASIA AND PACIFIC | 6%
 EUROPE | 2%
 MENA | 0.4%

MAIN RECIPIENT COUNTRIES

Democratic Republic of the Congo
 South Africa
 Mozambique
 Rwanda
 Philippines
 Benin
 Malawi
 Peru
 Uganda
 Senegal

ALLOCATED TO

34% FRAGILE STATES
37% LDCS

By sector

Multisector | 37%
 Unspecified | 29%
 Social services and infrastructure | 15%
 Productive sectors | 9%
 Economic Infrastructure & Services | 5%
 Humanitarian Aid | 3.9%

BREAKDOWN OF SOCIAL SECTOR

3% GOVERNMENT AND CIVIL SOCIETY
 4% Education
 5% Health
 2% Water and sanitation
 2% Other

20% allocated to projects in which gender equality is the main objective or an important objective

BELGIUM

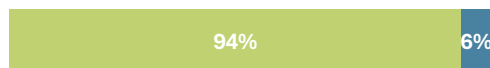
MAIN ACTORS' DETAILS

FLANDERS 56.3 USD Million

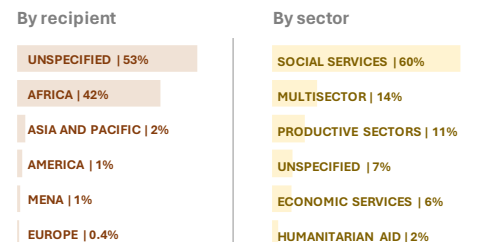
WALLONIA 25.0 USD Million

BRUSSELS-CAPITAL REGION 1.6 USD Million

LIST OF ACTORS	M.USD	%
Flanders	56.3	61.1%
Wallonia	25.0	27.2%
Brussels-Capital Region	1.6	1.8%



INTERNATIONAL	IN-DONOR COUNTRY
35% Indirect cooperation (NGOs and other intermediaries)	Global education 2%
59% Direct cooperation	Refugees 0%
	Students 2%
	Administrative costs 2%

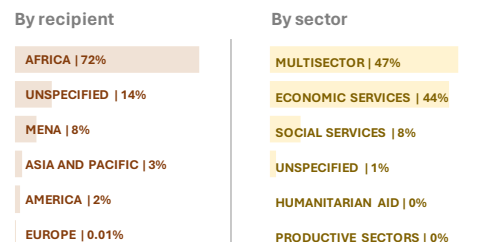


MAIN RECIPIENT COUNTRIES
Mozambique, South Africa, Niger, Malawi, India.

BREAKDOWN OF SOCIAL SECTOR
Education (4%), health (53%), water and sanitation (0.4%), government and civil society (3%), other (0.2%)



INTERNATIONAL	IN-DONOR COUNTRY
27% Indirect cooperation (NGOs and other)	Global education 1%
72% Direct cooperation	Refugees 0%
	Students 0%
	Administrative costs 0%

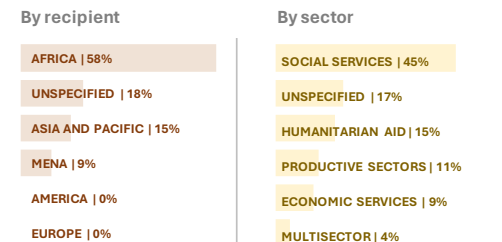


MAIN RECIPIENT COUNTRIES
Democratic Republic of the Congo, Senegal, Benin, Burkina Faso, West Bank and Gaza

BREAKDOWN OF SOCIAL SECTOR
Education (2%), health (0%), water and sanitation (0%), government and civil society (3%), other (3%)



INTERNATIONAL	IN-DONOR COUNTRY
70% Indirect cooperation (NGOs and other)	Global education 17%
13% Direct cooperation	Refugees 0%
	Students 0%
	Administrative costs 0%



MAIN RECIPIENT COUNTRIES
Democratic Republic of the Congo, India, Morocco

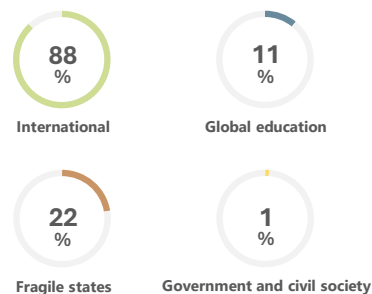
BREAKDOWN OF SOCIAL SECTOR
Education (0%), health (13%), water and sanitation (11%), government and civil society (0%), other (21%)

NGO CHANNEL

10.1 USD Million channeled through NGOs in 2021

18% of total actor's DODA

71 projects executed by NGOs



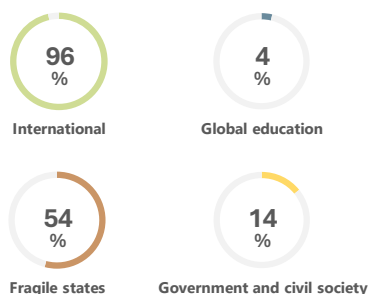
49% Of aid focuses on gender equality as a central or cross-cutting objective (marker 1 and 2)

NGO CHANNEL

5.1 USD Million channeled through NGOs in 2021

20% of total actor's DODA

12 projects executed by NGOs



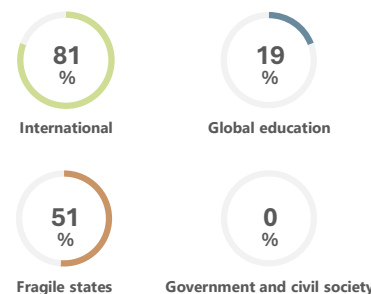
0% Of aid focuses on gender equality as a central or cross-cutting objective (marker 1 and 2)

NGO CHANNEL

1.4 USD Million channeled through NGOs in 2021

87% of total actor's DODA

32 projects executed by NGOs



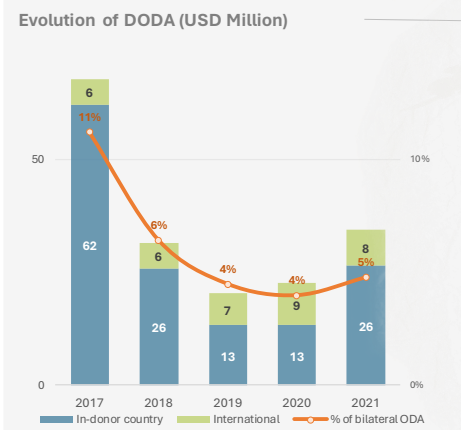
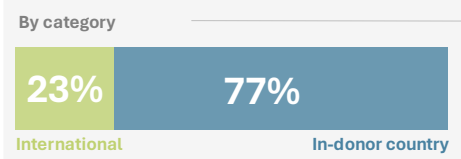
15% Of aid focuses on gender equality as a central or cross-cutting objective (marker 1 and 2)

90% of Belgian DODA derives from regional governments, while the other 10% derives from provinces and municipalities

AUSTRIA

34
USD Million
2021 Decentralised Official Development Assistance (DODA)

4.7%
of bilateral ODA

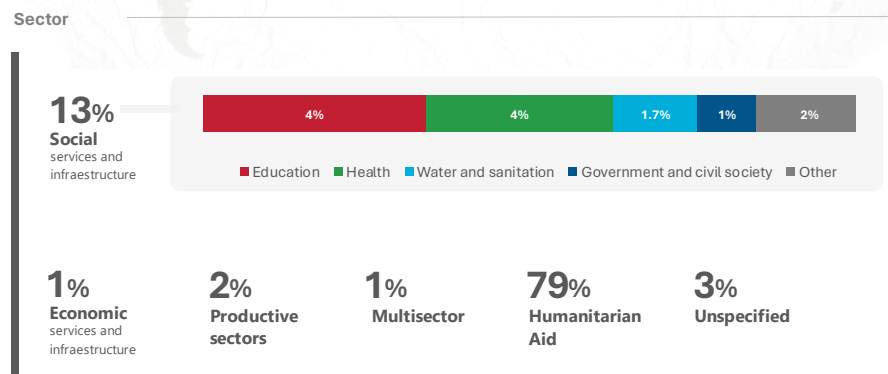
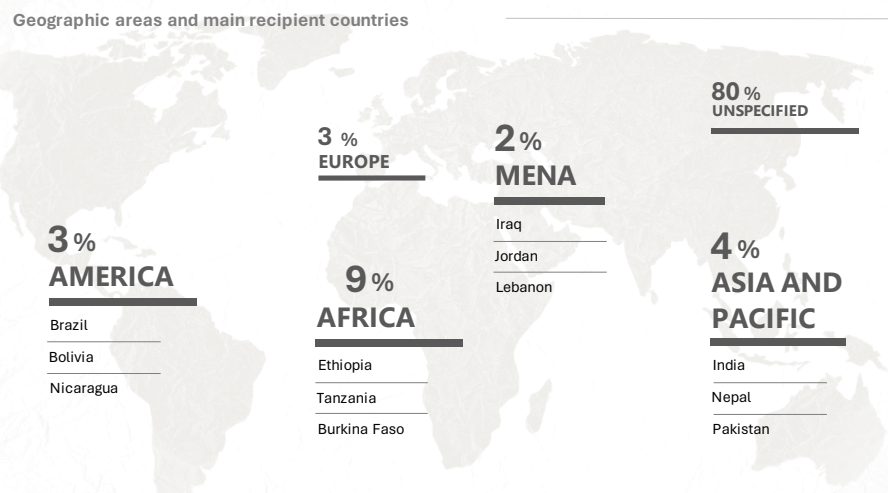
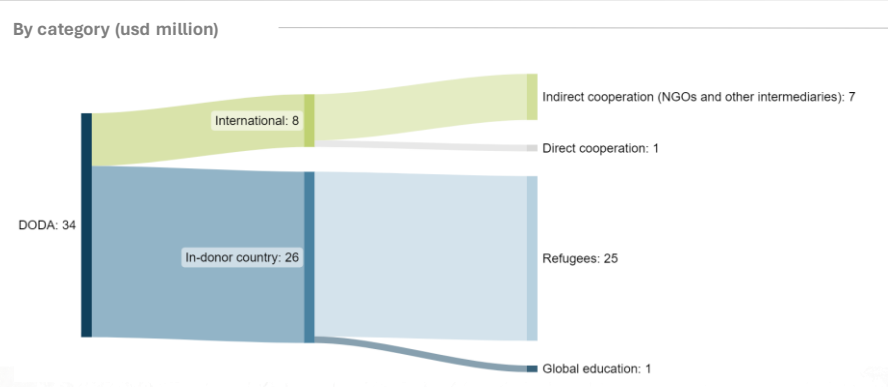


Where it comes from

Source	M.USD	%
Provincial governments, local	34.4	100%

⚠️ DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE



NGO CHANNEL

7 USD Million channeled through NGOs in 2021

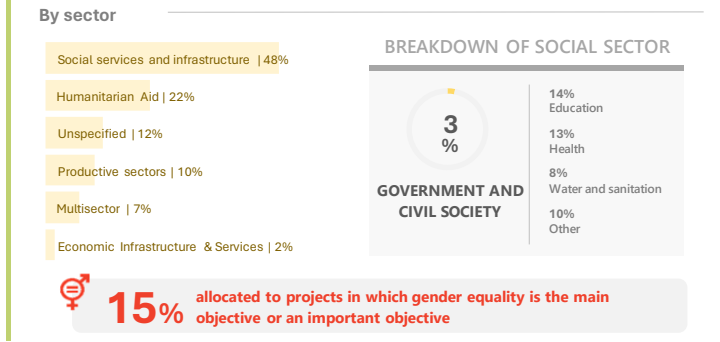
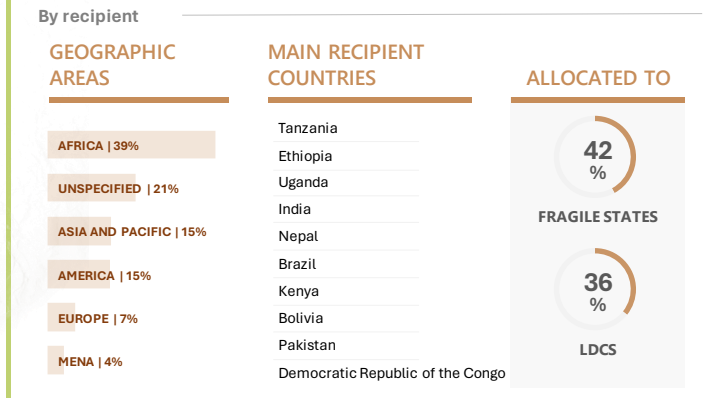
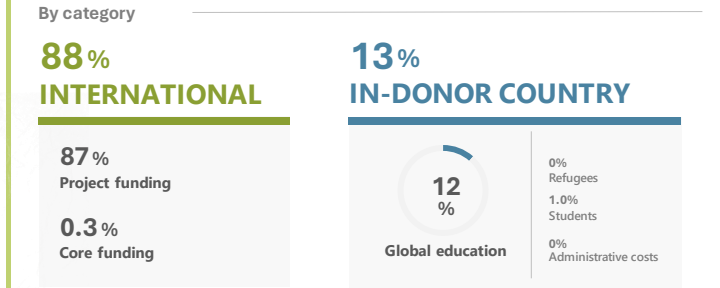
21% of total country DODA

377 projects executed by NGOs

6% weight of DODA over overall CSO channel

By NGO category

- 97%** In the donor country
- 3%** In developing countries
- 0%** International
- 0%** NGOs and CSOs

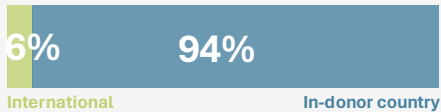


CANADA

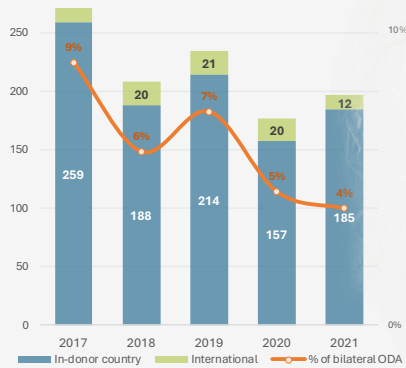
197
USD Million
2021 Decentralised Official Development Assistance (DODA)

4%
of bilateral ODA

By category



Evolution of DODA (USD Million)



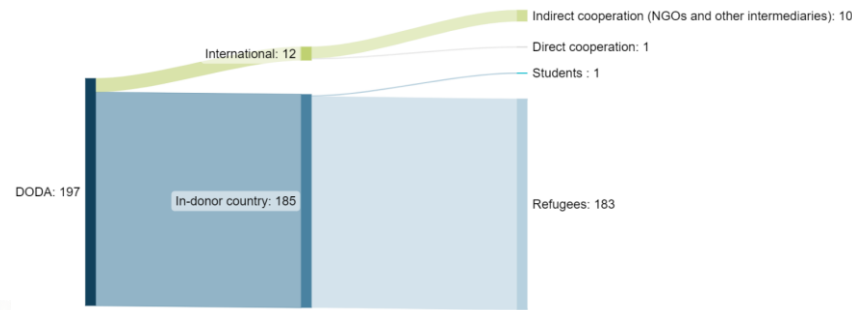
Where it comes from

	M.USD	%
Provincial Governments and municipalities	196	100%

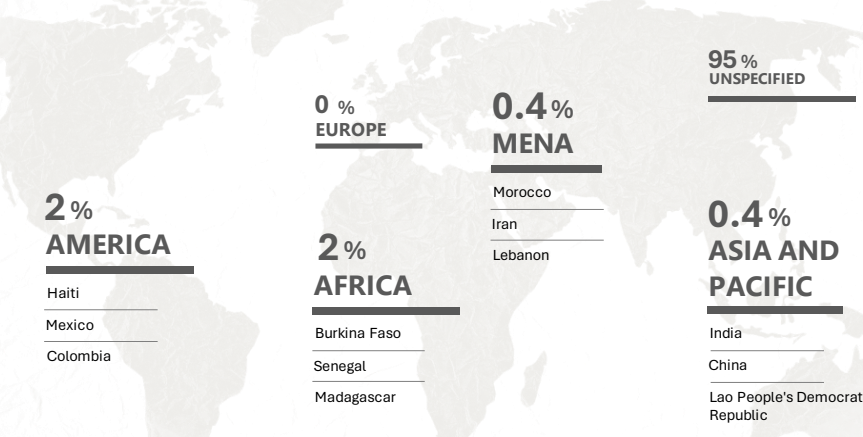
! DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE

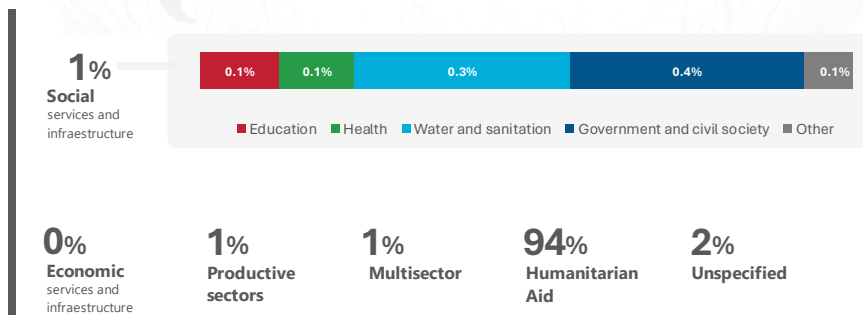
By category (usd million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

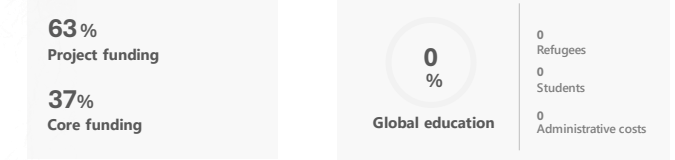
9 USD Million channeled through NGOs in 2021
5% of total country DODA
162 projects executed by NGOs
1% weight of DODA over overall CSO channel

By NGO category

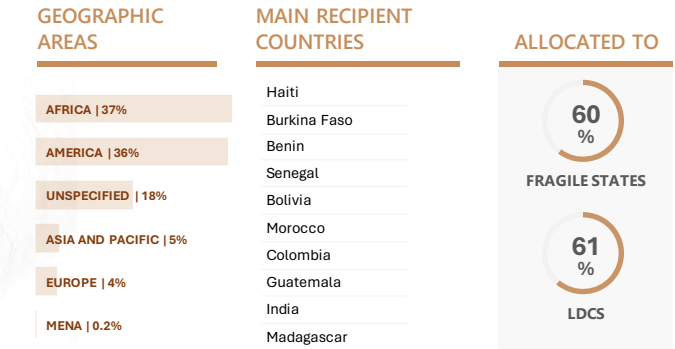
98% In the donor country
0% In developing countries
2% International
0% NGOs and CSOs

By category

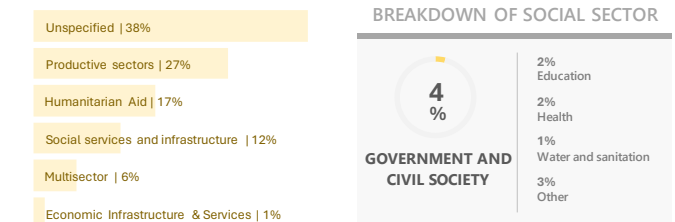
100% INTERNATIONAL
0% IN-DONOR COUNTRY



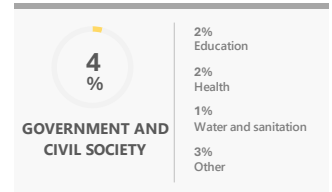
By recipient



By sector



BREAKDOWN OF SOCIAL SECTOR



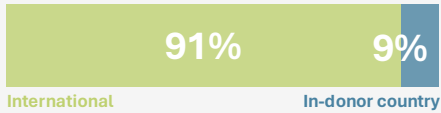
6% allocated to projects in which gender equality is the main objective or an important objective

SWITZERLAND

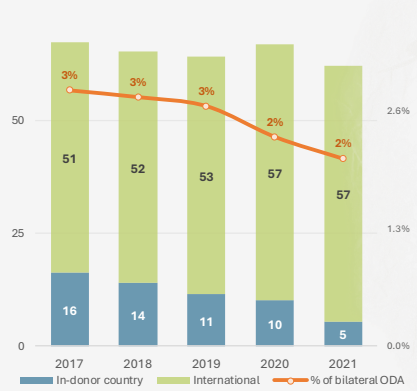
62
USD Million
2021 Decentralised Official Development Assistance (DODA)

2%
of bilateral ODA

By category



Evolution of DODA (USD Million)



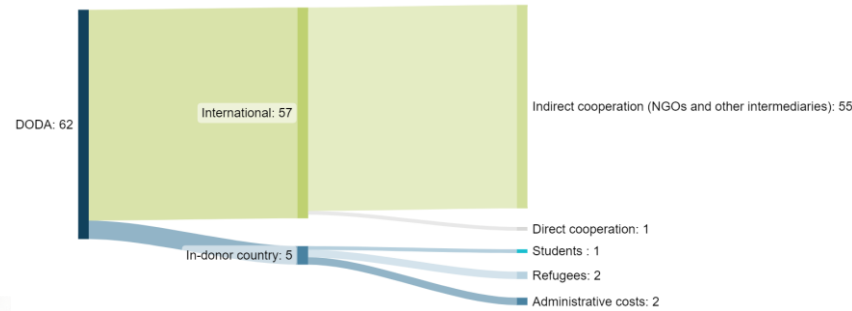
Where it comes from

	M.USD	%
Cantons and municipalities	62.2	100%

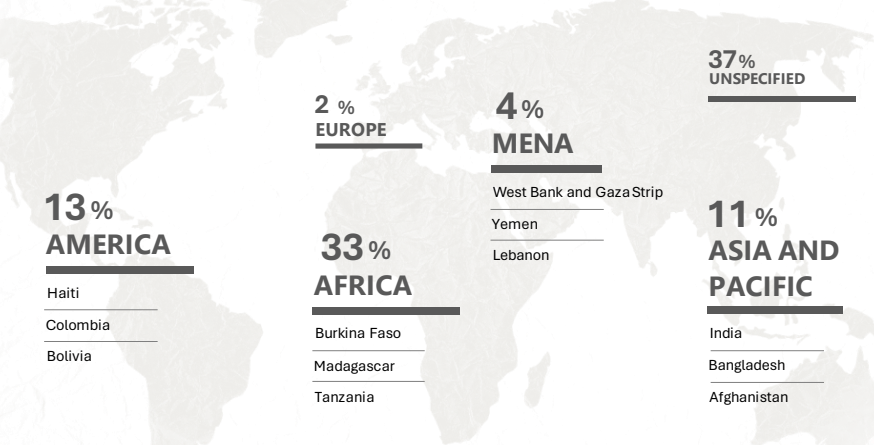
! DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE

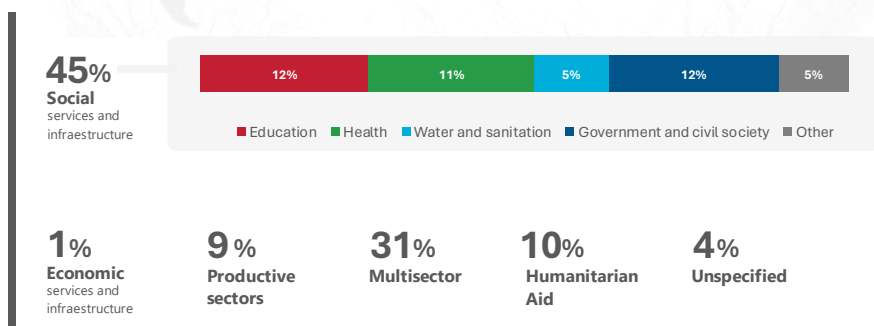
By category (usd million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

54 USD Million channeled through NGOs in 2021

87% of total country DODA

2,128 projects executed by NGOs

6% weight of DODA over overall CSO channel

By NGO category

87% In the donor country

0% In developing countries

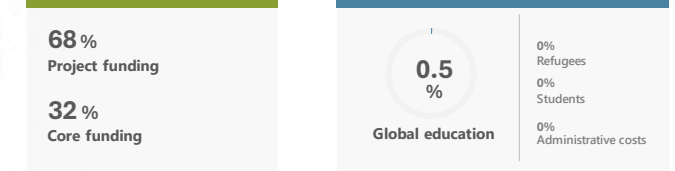
12% International

0% NGOs and CSOs

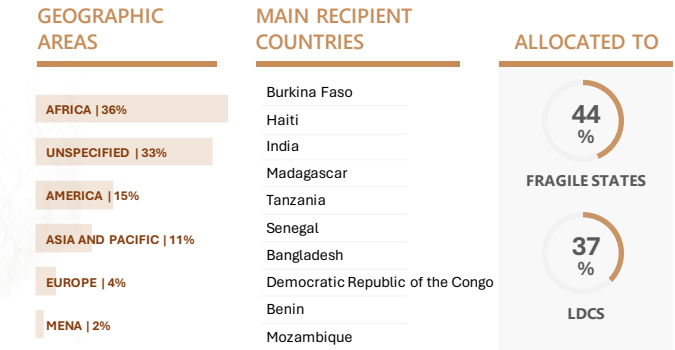
By category

99.5% INTERNATIONAL

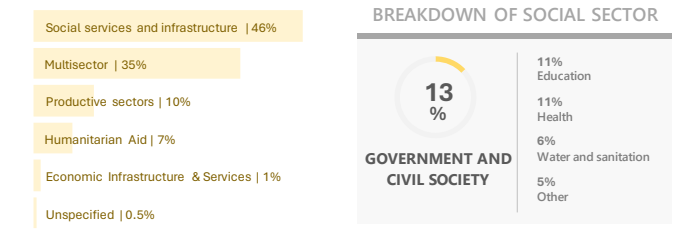
0.5% IN-DONOR COUNTRY



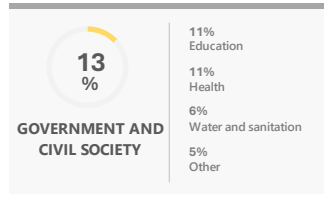
By recipient



By sector



BREAKDOWN OF SOCIAL SECTOR



♀ **11%** allocated to projects in which gender equality is the main objective or an important objective

FRANCE

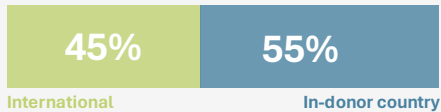
193

USD Million
2021 Decentralised Official Development Assistance (DODA)

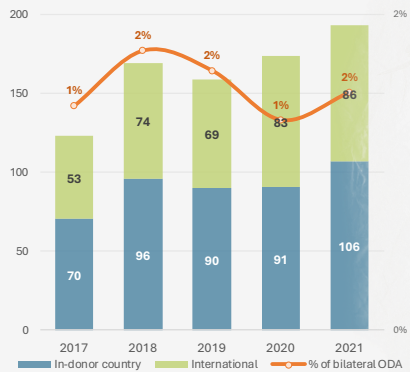
1.5%

of bilateral ODA

By category



Evolution of DODA (USD Million)



Where it comes from

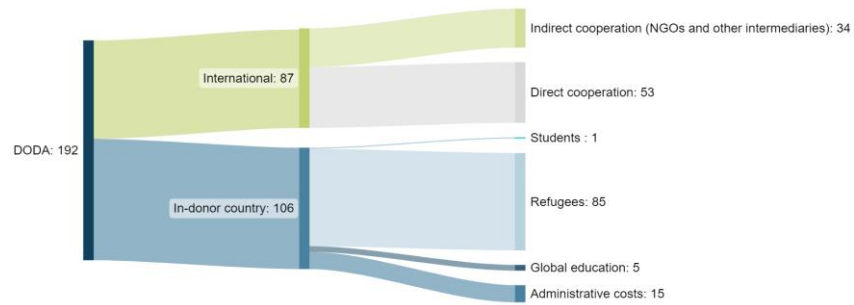
	M.USD	%
Minister of Europe and Foreign Affairs of France	149.6	78%
Interdepartmental	43.	22%



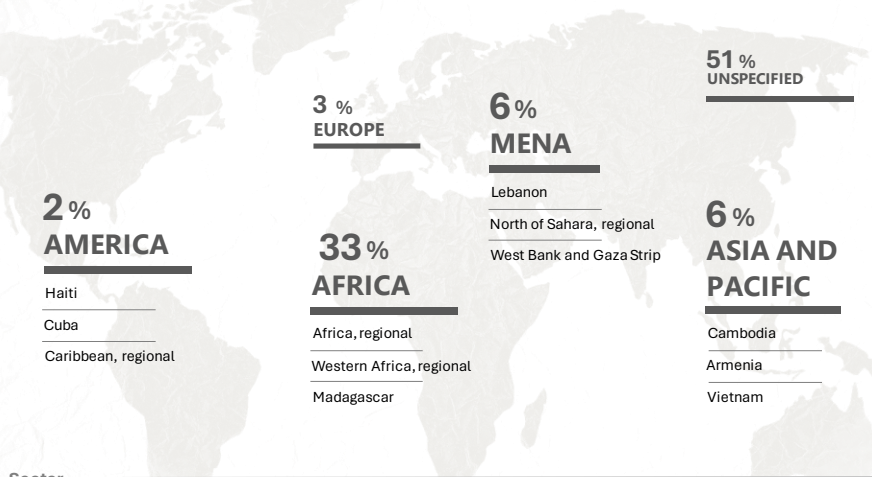
DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE

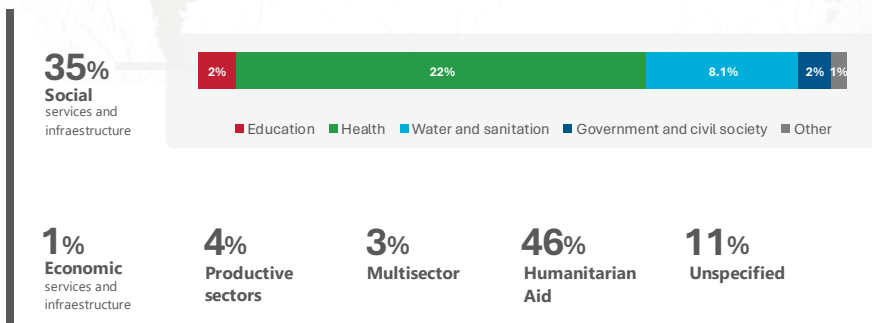
By category (USD million)



Geographic areas and main recipient countries



Sector



NGO CHANNEL

122

USD Million
channeled through NGOs in 2021

63%

of total country DODA

1,274

projects executed by NGOs

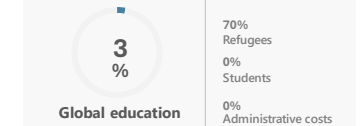
18%

weight of DODA over overall CSO channel

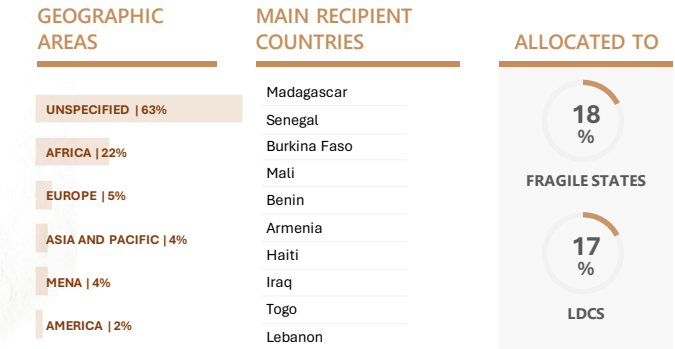
By NGO category



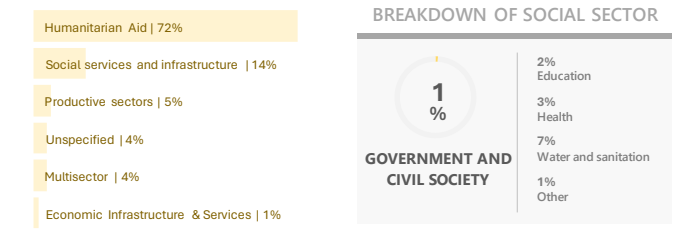
By category



By recipient



By sector

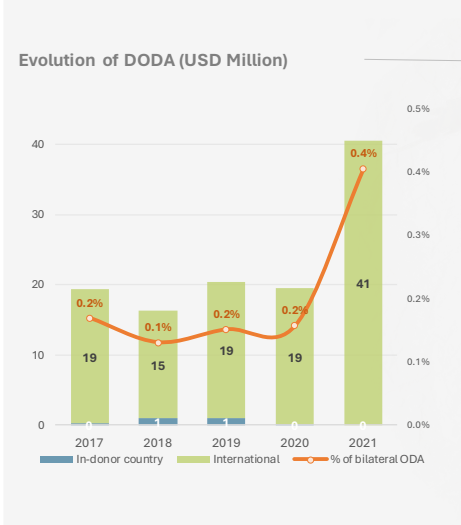
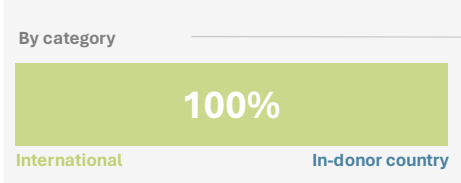


15% allocated to projects in which gender equality is the main objective or an important objective

UNITED KINGDOM

41
USD Million
2021 Decentralised Official Development Assistance (DODA)

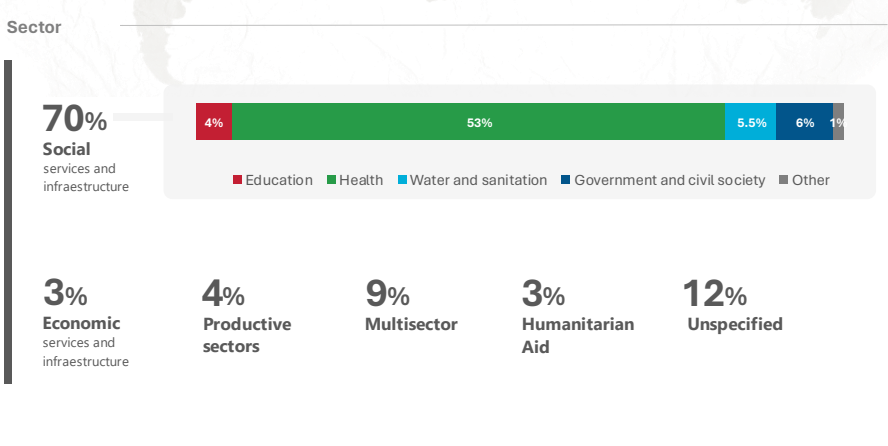
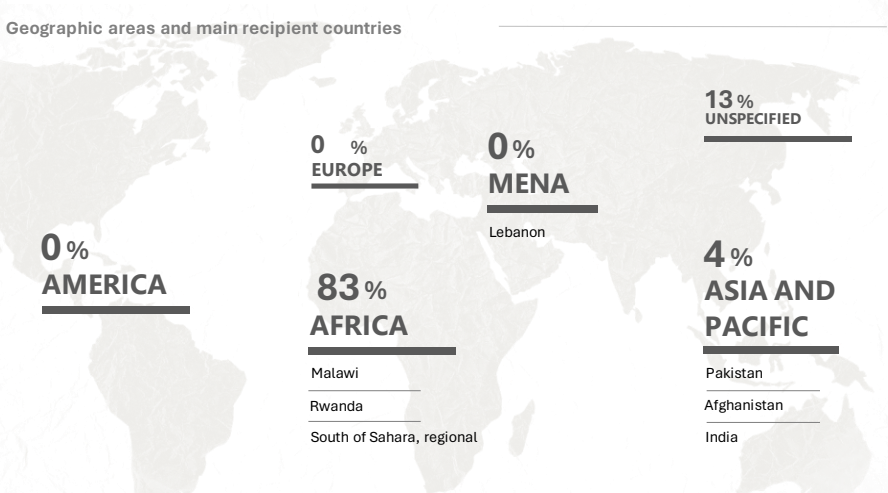
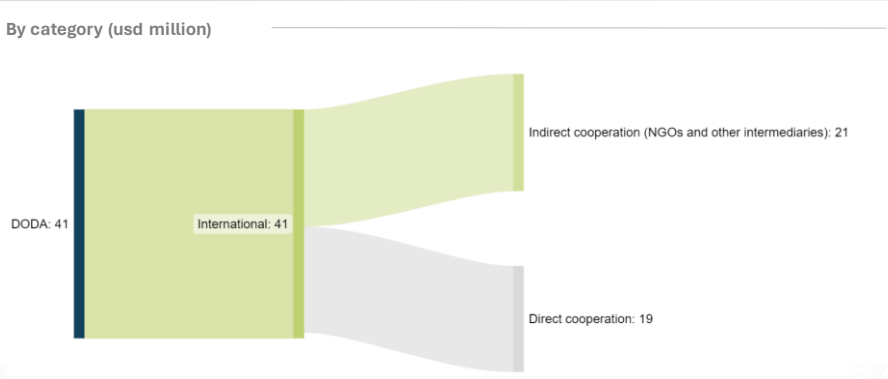
0.4%
of bilateral ODA



Where it comes from

	M.USD	%
Scottish Government	36.6	90%
Welsh Assembly Government	3.9	10%

AID AT A GLANCE



NGO CHANNEL

18 USD Million channeled through NGOs in 2021

44% of total country DODA

51 projects executed by NGOs

1% weight of DODA over overall CSO channel

By NGO category

78% In the donor country

0.0% In developing countries

0.4% International

22% NGOs and CSOs

By category

100% INTERNATIONAL

95% Project funding

5% Core funding

0% IN-DONOR COUNTRY

0% Global education

- 0 Refugees
- 0 Students
- 0 Administrative costs

By recipient

GEOGRAPHIC AREAS

- AFRICA | 71%
- UNSPECIFIED | 29%
- EUROPE | 0%
- AMERICA | 0%
- ASIA AND PACIFIC | 0%
- MENA | 0%

MAIN RECIPIENT COUNTRIES

- Malawi
- Rwanda
- Zambia
- Ethiopia
- South Sudan
- Lebanon

ALLOCATED TO

12% FRAGILE STATES

62% LDCS

By sector

- Social services and infrastructure | 41%
- Unspecified | 27%
- Multisector | 16%
- Productive sectors | 8%
- Humanitarian Aid | 5%
- Economic Infrastructure & Services | 3%

BREAKDOWN OF SOCIAL SECTOR

13% GOVERNMENT AND CIVIL SOCIETY

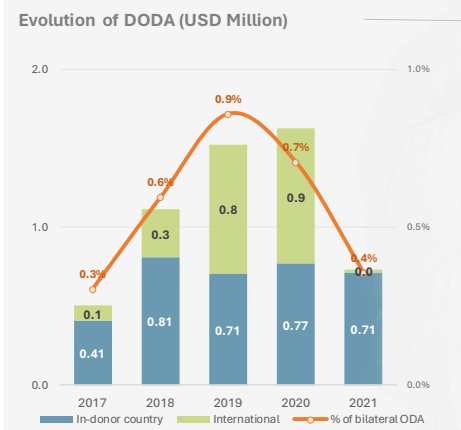
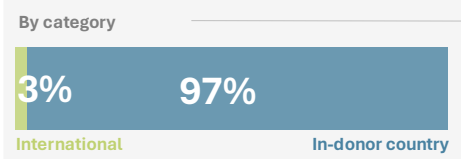
- 5% Education
- 9% Health
- 13% Water and sanitation
- 2% Other

16% allocated to projects in which gender equality is the main objective or an important objective

PORTUGAL

0.7
USD Million
2021 Decentralised Official Development Assistance (DODA)

0.3%
of bilateral ODA

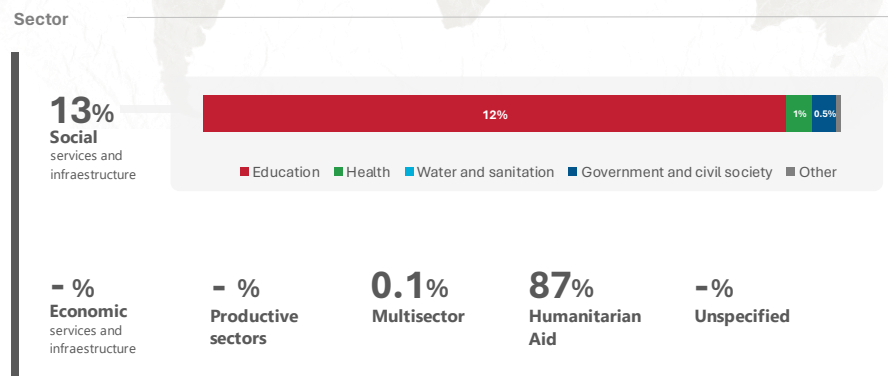
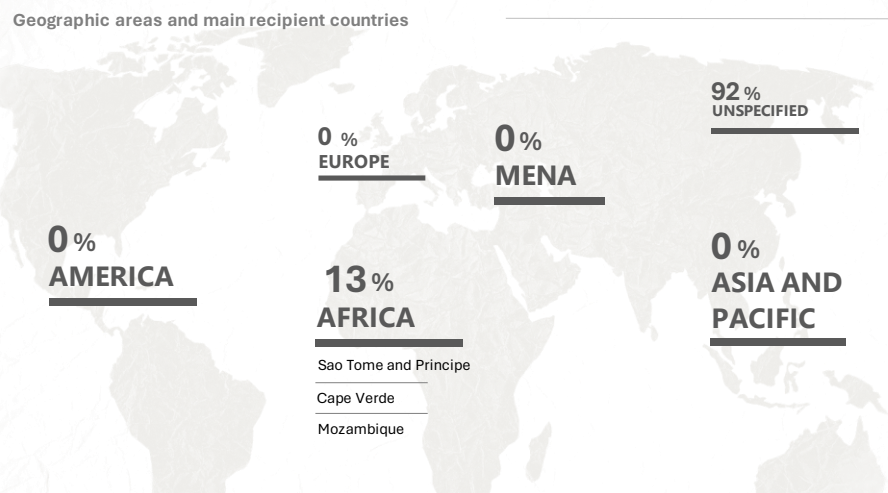
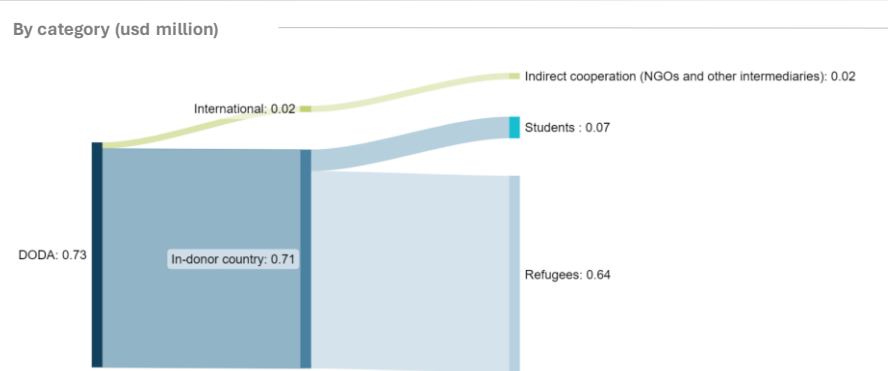


Where it comes from

	M.USD	%
Municipalities	0.7	100%

DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE



NGO CHANNEL

0.02
USD Million
channeled through NGOs in 2021

3%
of total country DODA

8
projects executed by NGOs

0.15%
weight of DODA over overall CSO channel

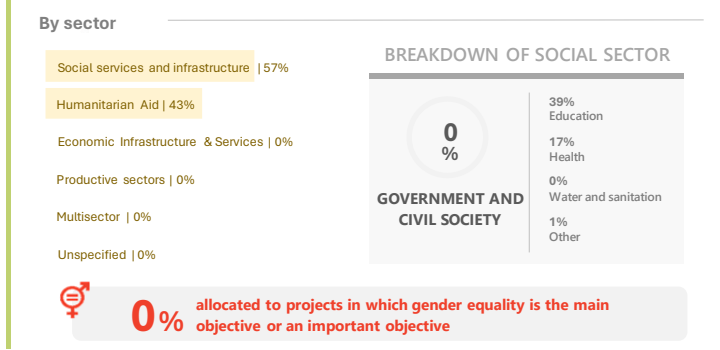
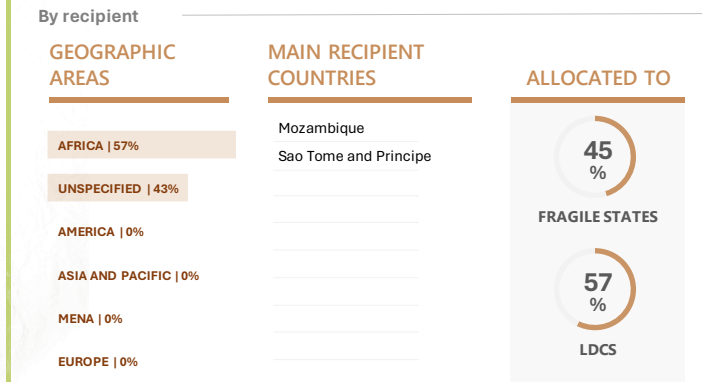
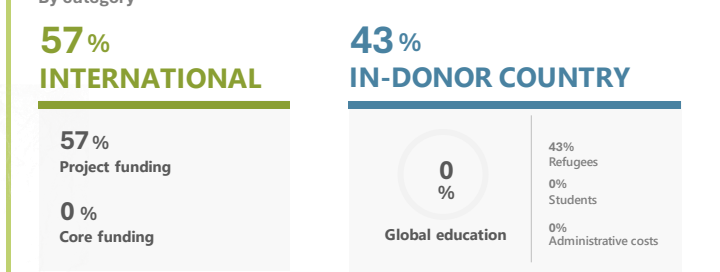
By NGO category

100% In the donor country

0% In developing countries

0% International

0% NGOs and CSOs

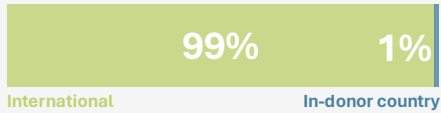


ITALY

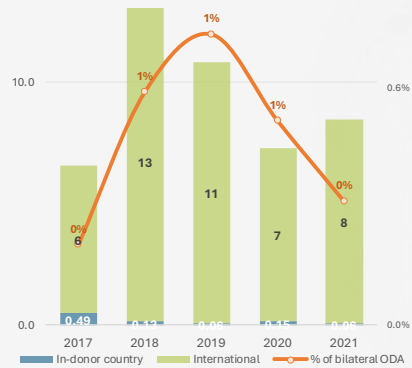
8.5
USD Million
2021 Decentralised Official Development Assistance (DODA)

0.3%
of bilateral ODA

By category



Evolution of DODA (USD Million)



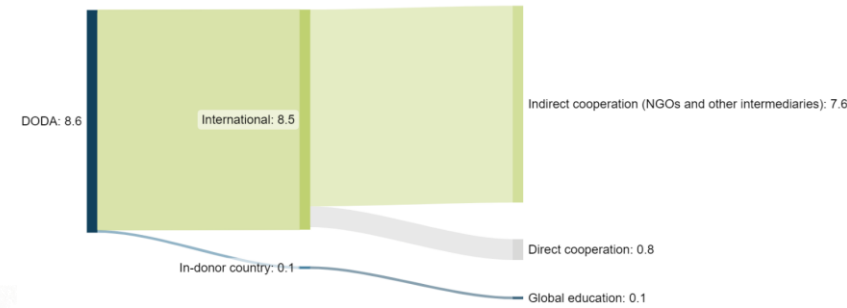
Where it comes from

	M.USD	%
Local administration	8.5	100%

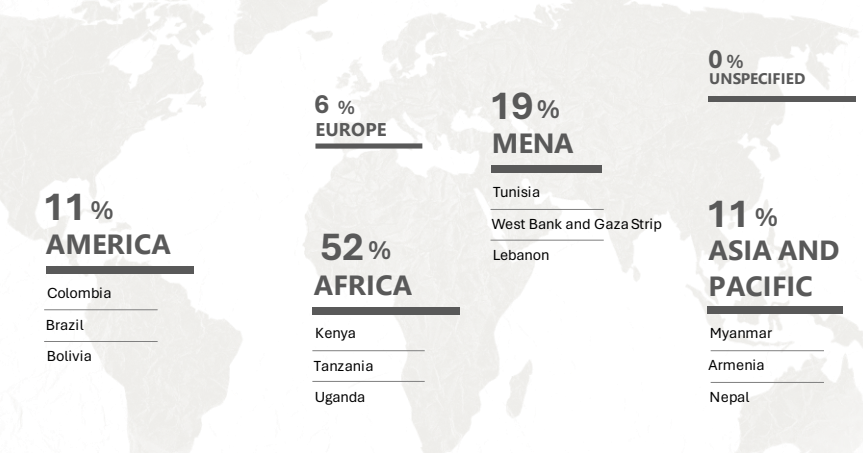
⚠️ DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE

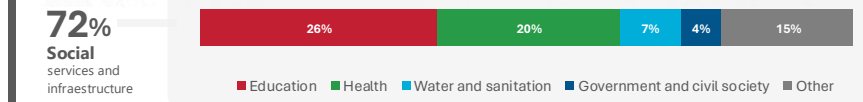
By category (USD million)



Geographic areas and main recipient countries



Sector



2% Economic services and infrastructure
16% Productive sectors
8% Multisector
1% Humanitarian Aid
0.7% Unspecified

NGO CHANNEL

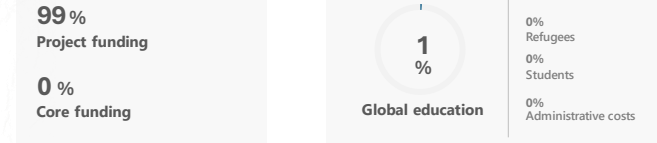
7.6 USD Million channeled through NGOs in 2021
90% of total country DODA
509 projects executed by NGOs
3% weight of DODA over overall CSO channel

By NGO category

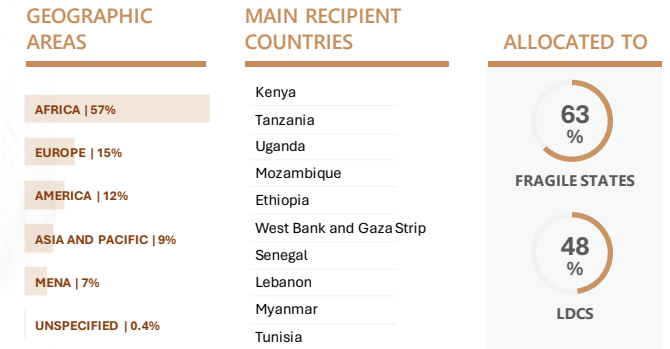
100% In the donor country
0% In developing countries
0% International
0% NGOs and CSOs

By category

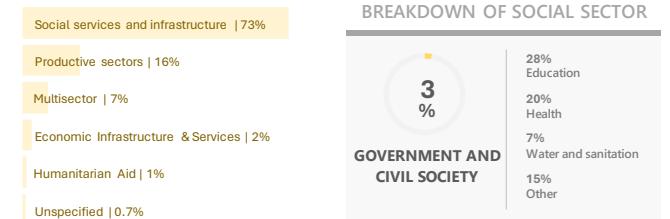
99% INTERNATIONAL
1% IN-DONOR COUNTRY



By recipient



By sector

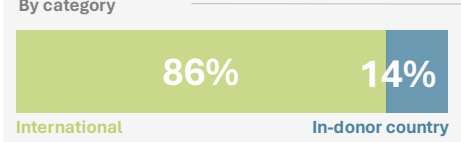


32% allocated to projects in which gender equality is the main objective or an important objective

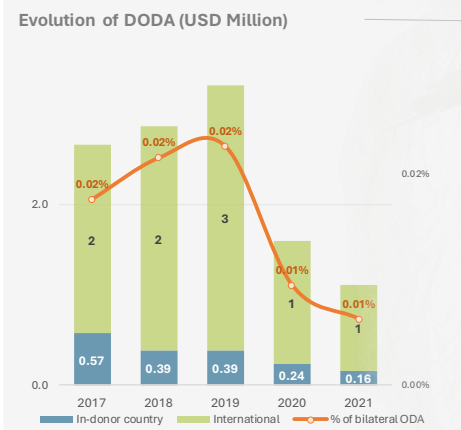
JAPAN

1.1
USD Million
2021 Decentralised Official Development Assistance (DODA)

0.01%
of bilateral ODA



International 86% In-donor country 14%



2017 2018 2019 2020 2021

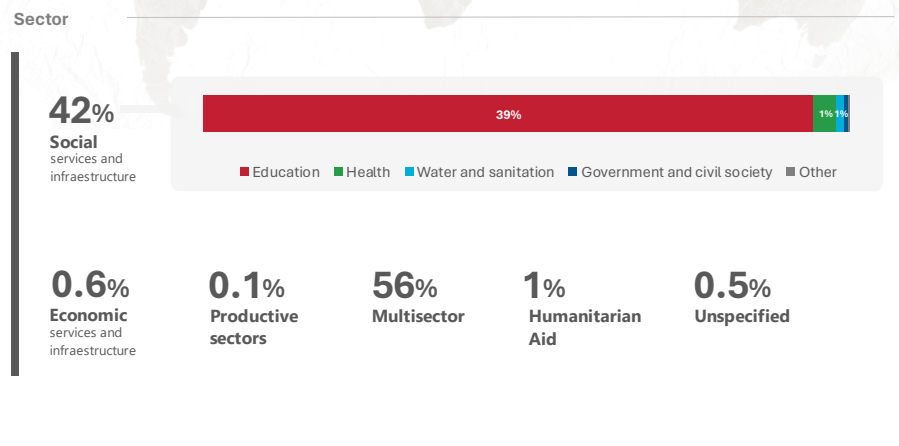
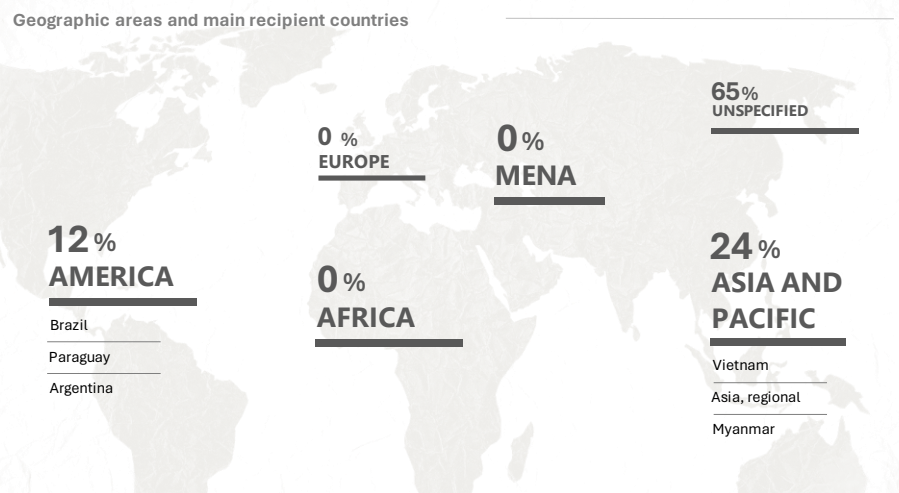
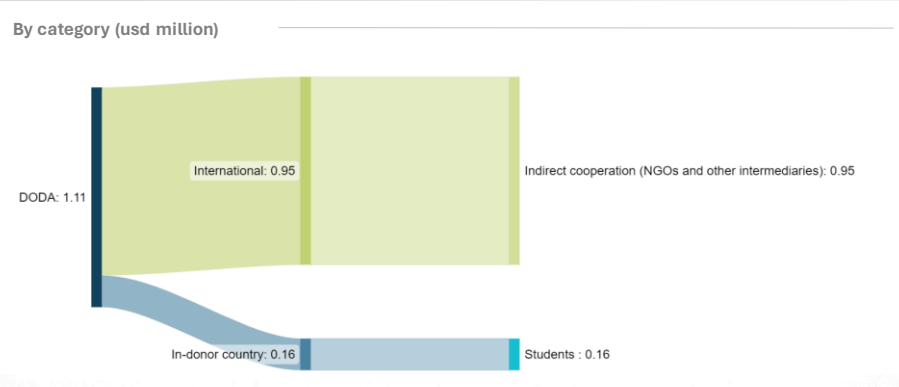
In-donor country International % of bilateral ODA

Where it comes from

	M.USD	%
Ordinance-designed Cities	0.6	51%
Prefectures	0.5	49%

! DAC statistics do not provide further breakdown of agencies

AID AT A GLANCE



NGO CHANNEL

0.5
USD Million
channeled through NGOs in 2021

46%
of total country DODA

27
projects executed by NGOs

0.25%
weight of DODA over overall CSO channel

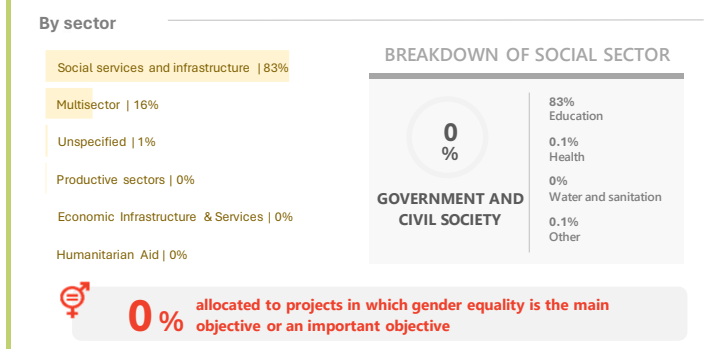
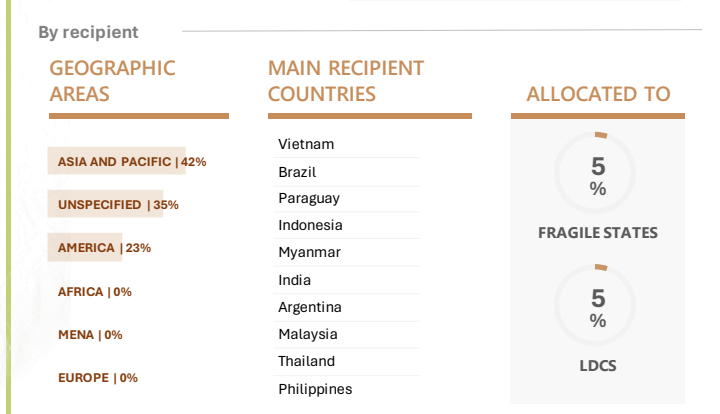
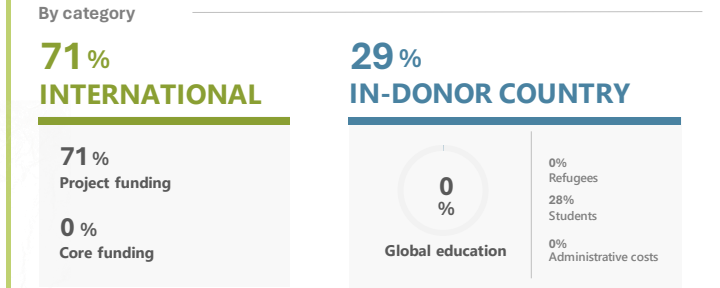
By NGO category

94% In the donor country

6% In developing countries

0% International

0% NGOs and CSOs



3.

DODA CHANNELED THROUGH CIVIL SOCIETY

This section describes a number of cases that represent different forms of collaboration between subnational governments and CSOs in development cooperation. It also examines the extent to which these partnerships reflect dominant ideas about the engagement of subnational governments and CSOs in development cooperation, as explained in Section 1. First, the quantitative analysis in Section 2 is expanded with data on DODA channeled via NGOs, including indicators used by the OECD to analyse 'partnerships with civil society' (OECD, 2012) as done in the report series 'Aid to and through CSOs' (OECD 2020a).

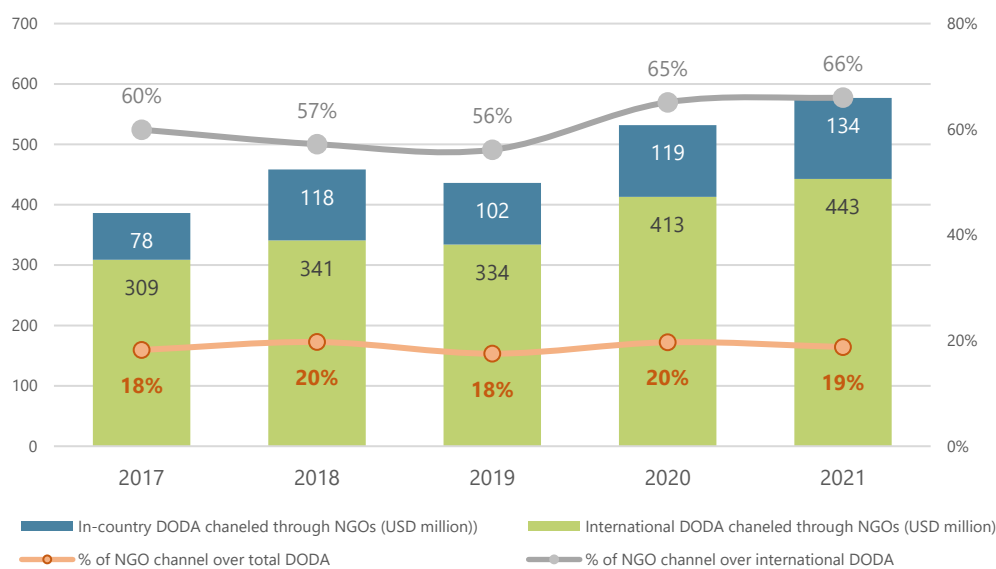
Secondly, a number of cases representing the main countries and aid types are examined to explore their strategic approach and assess their alignment with the international normative framework.

3.1 THE NGO CHANNEL IN DODA ACCOUNTING

Importance of NGOs in DODA

DODA channeled through NGOs has grown in recent years, reaching USD 567 million in 2021, which accounted for 19% of total DODA. While some of these funds were implemented in-country through awareness-raising and assistance to refugees, most of this aid was transferred to least developed countries. In fact, as shown in the graph below, NGOs channel a majority and growing percentage of international aid from subnational governments¹⁵.

Figure 6. Evolution of DODA channeled through NGOs



Source: own elaboration, based on OECD data

The above data contradicts some of the aforementioned authors to a certain extent. These authors state that the main modality of decentralised cooperation is direct cooperation. Moreover, the data indicates that one of the major differences between decentralised and centralised cooperation is precisely the importance of implementing organised civil society, as the NGO channel represents 89% of international actions financed by DODA, compared to only 11% of those financed by centralised ODA.

Importance of DODA to NGOs

While NGOs are important for decentralised cooperation, at first glance, DODA is not so important for NGOs. In general, decentralised cooperation accounts for less than 10% of ODA received by NGOs. The exceptions to this trend are: Spain, where practically one out of every two euros of ODA transferred to NGOs comes from regional and municipal budgets, as shown in the table below; and France, where the importance of ODA funding to NGOs has recently increased through aid for refugees.

¹⁵ Within decentralised cooperation, the main NGO funders identified in the Creditor Reporting System (CRS) are the Basque Country (55 million dollars), the Valencian Community (49 million dollars), Andalusia (21 million dollars), Catalonia (18 million dollars), Navarre (15 million dollars) and Scotland (13 million dollars). On the other hand, collectively, French local authorities (\$122 million), Spanish local authorities (\$97 million) and Swiss cantons (\$54 million) are identified as major NGO funders.

Table 1. Weight of DODA in aid via NGOs

	Bilateral DODA via NGOs						%*
	Decentralised			Total			
	International	In-donor country	Total	International	In-donor country	Total	
Spain	281	35	316	414	257	671	47%
France	33	89	122	582	99	681	18%
Belgium	24	2	26	306	4	309	8%
Austria	6	0.9	7	103	9	112	6%
Switzerland	54	0.3	54	952	0.9	953	6%
Italy	8	0.1	8	230	0.1	230	3%
United Kingdom	18	0.0	18	1,457	7	1,464	1%
Canada	9	0.0	9	991	12	1,002	0.9%
Germany	9	8	17	2,092	78	2,170	0.8%
Japan	0.4	0.1	0.5	203	0.8	204	0.2%
Portugal	0.01	0.01	0.02	12	2	15	0.2%

* International DODA allocated to NGOs over total international bilateral aid allocated to NGOs.

Source: own elaboration, based on OECD data

DODA channeled through NGOs, 576 million dollars in 2021, was distributed in more than 10,000 development actions. This figure complements the information in section 2.1, as it indicates that the importance of DODA does not lie so much in its aggregate volume, but in its capillary action. In other words, its capacity to support a large number of civil society actors and actions throughout the territory.¹⁶

Assistance to or through CSOs

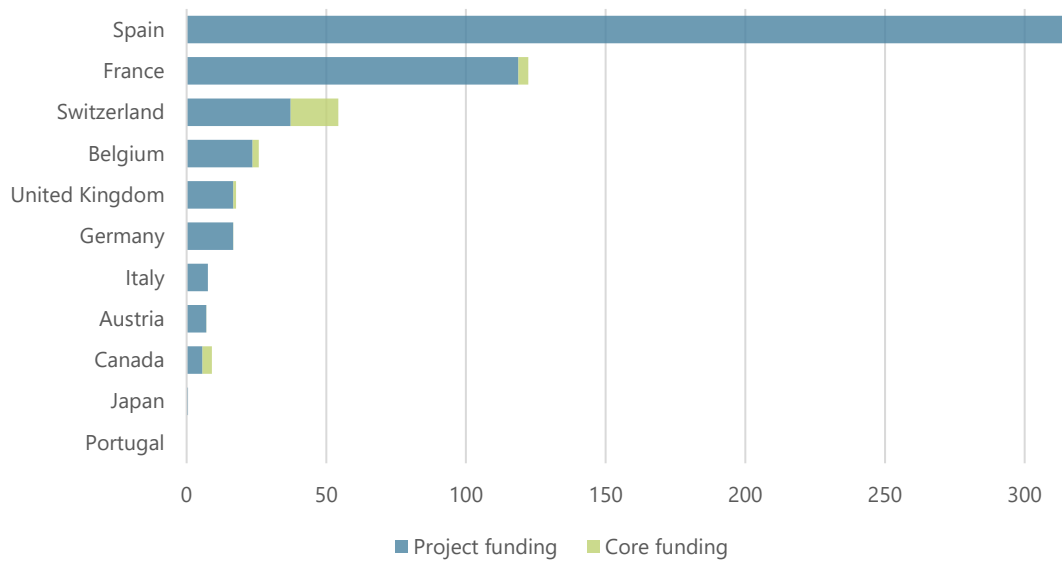
OECD guidance on partnering with civil society in the field of development advocates for a greater use of *core funding* modalities, as opposed to project funding, and understanding that the former financial modality enhances the intrinsic value of CSOs, and the latter taps into their instrumental value. This disjunctive appears in the "aid for CSOs" versus "aid through CSOs" documents (OECD 2020a).

From this perspective, it should be noted that subnational governments do not follow OECD recommendations to partner with NGOs on a project-by-project basis, to the detriment of core funding formulas that would make better use of their political capital for the implementation of the 2030 Agenda. More precisely, 95% of DODA channeled via NGOs is project-based, compared to 63% of centralised ODA. As shown in the graph below, only Switzerland and Canada allocate a significant percentage of DODA to the NGO core funding modality, with more than 31% in 2021¹⁷.

¹⁶ The "channel reported name" field indicates that these actions are spread across a large number of different NGOs. However, as this is a free field, some countries do not fill it in and others do so inconsistently, so it is not possible to know the number of actors behind these 15,348 actions with precision.

¹⁷ In 2021, USD 28.28 million were dedicated to NGO core funding, which was provided by only ten of the forty-eight centralized donors registered in the CRS, both individually and generically. Of these ten, Swiss cantons and municipalities accounted for 60% of core funding. Other actors that made use of this funding modality include Flanders, Scotland, Basque Country, and Catalonia, as well as generic actors such as the Canadian and French local governments and municipalities.

Figure 7. Total DODA channeled through NGOs, differentiated by type of funding and country, year 2021 (USD million)

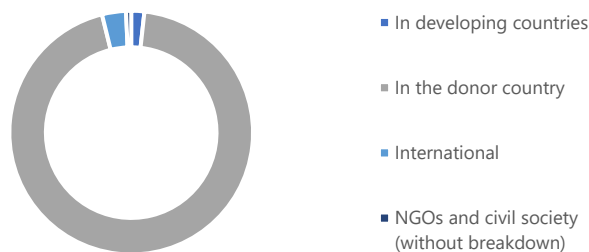


Source: own elaboration, based on OECD data

The role of civil society in the South

The DAC database also makes it possible to distinguish various types of NGOs channeling DODA, as shown in the graph below. From the OECD approach (2012), the percentage of aid directed to Southern NGOs is particularly relevant. The data indicate that these types of entities are not quantitatively relevant decentralised cooperation partners, 94% of which is concentrated in NGOs established in the donor's territory¹⁸.

Figure 8. DODA channelled via NGOs, differentiated by type of NGO, year 2021 (percentage)



Source: own elaboration, based on OECD data

Key sectors and countries

DODA channeled through NGOs in 2021 is focused on social services and infrastructure (43%) and humanitarian aid (22%). Within social services and infrastructure, the subsector with the greatest interest in highlighting the political role of NGOs in the 2030 Agenda is 'governance and civil society'. This is precisely the main decentralised cooperation subsector, with 17% of DODA ahead of sectors where NGOs play a more instrumental role, such as health (9%) and education (8%). However, it should be added that centralised cooperation exceeds this figure with a 20% concentration of aid via NGOs in the governance and civil society subsector¹⁹.

¹⁸ The analysis by donor shows that most countries allocate more than 90% to NGOs that are based in-country, while in Belgium, Switzerland, and the UK, this percentage ranges from 77% to 87%. Percentage wise, Belgium and Japan are the top NGO funders based in least developed countries (14% and 5%, respectively), while Switzerland and France are the top NGO funders (12% and 6% respectively). Funding to NGOs based in least developed countries amounted to 10 USD million in 2021 (that is 1.7% of DODA channeled via NGOs). This 10 million was provided by 15 of the 48 decentralised actors (30%), with Flanders, Catalonia, and the Basque Country standing out as providers. Out of this 10 million, only 2% was core funding for in-country based NGOs, mainly provided by France.

¹⁹ The main actor allocating funds to this sector is the Basque Country, which allocated 27 USD million to projects carried out by NGOs in this sector (48% of their DODA channeled through NGOs). The remaining main actors allocating funds to this sector are the Spanish autonomous communities.

The geographical distribution of DODA channeled through NGOs also indicates civil society's growing political potential in development agendas. Fragile states receive 31%²⁰ of DODA channeled through NGOs, with the main recipients being Guatemala, Palestine, the Democratic Republic of Congo, and Mozambique. This percentage is also lower than that of centralised cooperation²¹, which makes up 38% of aid via NGOs in fragile states, including Syria, the Democratic Republic of Congo, and Yemen.

Promoting global citizenship and inclusive local policies

In addition to the indicators used by the OECD for the analysis of CSOs already applied to this study, the Creditor Reporting System (CRS) allows for the extraction of other indicators related to the political value of aid channeled through civil society. One of these indicators is the percentage of aid allocated to raising awareness on development issues through citizens' organisations, a sub-sector of in-country aid that is closely linked to education for global citizenship. In this area, the decentralised donor agencies show a higher degree of specialisation than central governments, with 8% of DODA dedicated to these objectives, compared to 0.46% of central government ODA. In terms of projects, this percentage rises to 10%. Awareness-raising is therefore an area where NGOs significantly expand decentralised cooperation capacities²².

Another interesting piece of data pertaining to this study is obtained from the SDG indicators found in ODA statistics. The weight of SDG 11 in international DODA channeled through NGOs serves as a proxy for the participatory dimension of the promotion of sustainable, inclusive, and resilient cities in the 2030 Agenda. Under this SDG, complementarity between the intrinsic value of NGOs and the mandate and experience of subnational governments would be favoured. In practice, these synergies are not occurring or being reported in a significant way, as only 3% of DODA actions via NGOs (1% of their volume) are associated with SDG 11.

Finally, the CRS also provides information on progress in gender equality and women's empowerment through its indicators. The gender equality scoreboard provides information on projects whose main or significant²³ objective is to reduce gender-based discrimination and inequalities. In this area, DODA channeled through NGOs allocates 48% toward these objectives, while in the case of centralised DODA, 58% is allocated.

The breakdown of decentralised aid by country shows that while in Spain and Germany, decentralised aid is geared toward gender equality projects more than centralised aid, in the rest of the countries, central systems allocate the highest percentage to these types of projects.

²⁰ Fragile states receive 28% of total DODA.

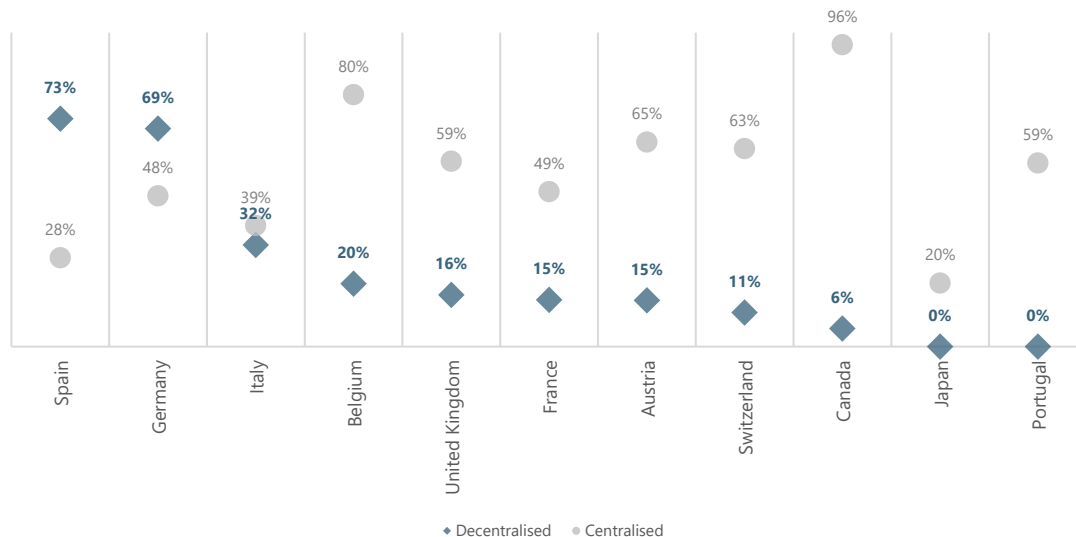
²¹ In Spain, Canada, Italy, and Switzerland, decentralised cooperation concentrates more aid on fragile states than centralised cooperation.

²² The main identified actors that provide funds to NGOs to implement projects promoting global citizenship are Catalonia, the Basque Country, and Berlin. Spanish municipalities and French local authorities also grant significant amounts to NGOs to carry out these types of projects.

²³ A main objective is defined as an objective that is central to the design and impact of an activity and is explicitly established in the activity. A significant objective is one which, despite its relevance, is not the main motive for carrying out the activity. The main purpose of the activity is different, even if the objective has been promoted.

<https://www.oecd.org/dac/environment-development/Descripci%C3%B3n%20del%20sistema%20del%20CAD%20de%20Marcadores.pdf>

Figure 9. ODA channeled through NGOs, oriented towards gender equality (decentralised and centralised)¹. Year 2021, percentage



¹ These percentages are calculated based on total reported aid. In this regard, donors such as Japan and Portugal have left this indicator blank, which according to the OECD-DAC Gender Equality Policy Marker Manual, indicates that gender has not been examined in the actions that were carried out.

Source: own elaboration, based on OECD data

Annex 3 provides the gender equality indicator for each of the decentralised donor agencies.

3.2 DODA AND CIVIL SOCIETY: CASE STUDIES

The above data on DODA channeled through NGOs and its variants is complemented below with a more in-depth analysis of relevant cases in order to understand their strategic focus and alignment with predominating ideas on the role of CSOs and donor governments in development cooperation. The cases have been selected based on their importance within the seven countries that account for the most DODA and have been organised into the three types of aid via CSOs that have the greatest weight in overall decentralised cooperation according to the OECD: core funding, project funding and global education²⁴.

Core funding to CSOs

Core funding is defined as aid activities in which a donor government renounces exhaustive control over its financial contribution and allows the aid recipient, in this case the NGOs²⁵, a high degree of discretion to implement activities under its own responsibility and programme. Such programme is owned by the NGO but aligned with the donor's strategy²⁶. This modality is therefore considered the most appropriate for strengthening civil society and enhancing its intrinsic value within partner countries' development processes.

In **Quebec**, core funding to NGOs is part of the New Quebec Without Borders programme, which aims, among other objectives, to strengthen Quebec's CSOs and their local partners, especially those representing or involving women. It also incorporates global citizenship education objectives and training on international cooperation, with a focus on diversity and inclusion for the new generation of aid workers.

²⁴ Other types of aid, such as technical assistance or student support, are fairly residual and therefore not included in this analysis. Aid for refugees through CSOs is quantitatively relevant in the case of France, where although the reception of refugees and asylum seekers is the responsibility of the state, there has been significant involvement of some subnational governments through their own capacities and those of CSOs. Specifically, the City of Paris allocated \$74 million annually to this type of aid, accounting for 93 per cent of the municipality's DODA. However, this item is excluded from the analysis because it is not part of its development cooperation policy and is therefore not useful for the proposed analysis for this report.

²⁵ This funding includes both core contributions (CRS codes B01 and B02) and joint contributions to carry out a specific programme (CRS codes B03 and B04). In 2021, 99% of the aid accounted for through the CSO channel was recorded as core contribution (code B01), so there are hardly any contributions to specific programmes.

²⁶ This definition is based on an OECD publication (2023) on a guide to aid contribution in the CRS.

Although the programme combines project and core funding, the latter component makes up 65% of its resources. The fund managers consider that these financial conditions are the most coherent with the approach of supporting active citizenship in Quebec and strengthening its organisations. Moreover, it allows the programme to differentiate itself from other donors due to its larger budgets, but more distant connection to community action. In this sense, the programme selects organisations with strong roots in Quebec and avoids funding foreign entities or international organisations' delegations. Indeed, the programme seeks to build Quebec NGOs' capacities to access international funding and help the youth in the region develop careers in the international cooperation field.

New Quebec Without Borders

[New Quebec Without Borders](#) is an international solidarity programme aimed at NGOs and managed by the Direction de la Francophonie et de la Solidarité Internationale within the Ministère des Relations Internationales et de la Francophonie du Québec. The programme is aligned with [Quebec's International Vision](#) that regulates other areas of external action, such as trade or academic and cultural promotion, and affirms that "solidarity, openness, respect for human rights and equality between women and men are among the values promoted by the Quebec government".

In addition to the New Quebec Without Borders programme, the Direction de la Francophonie et de la Solidarité Internationale conducts [seminars](#), [studies](#) and [audiovisuals](#) to promote international solidarity, manages a [multi-stakeholder partnership programme](#) and relations with the Organisation de la Francophonie. DODA in Quebec also includes the [International Climate Cooperation Programme](#), managed by the Ministry of Environment, aimed at international cooperation agencies, educational institutions, and private companies.

New Quebec Without Borders pursues five objectives:

1. Improve the living conditions of populations in French-speaking Africa, Latin America, and the West Indies;

2. Provide education for global citizenship in all regions of Québec;
3. Promote and consolidate the expertise of Quebec CSOs and their local partners;
4. Promote development partnerships with women and their representative organisations;
5. Incentivize young people to work with international solidarity.

The programme has two components: [general mission support](#), which provides core funding to organisations with a solidarity mission consistent with the government's; and [support for one-off projects](#), with funding for pilot projects, knowledge development, or specific collaborations with local partners. The rules of the programme require that participating organisations be based in Québec, contain a democratic structure, be rooted in a community, and have values that coincide with those of the programme, which is managed in close collaboration with the [Platform of International Cooperation Organisations](#). This co-management approach is aligned with the [Government's Action Plan for Community \(2022-2027\)](#), which includes a commitment to invest a certain budget from 23 government departments and agencies in community initiatives.

In **Geneva**, unlike Quebec, the objective is precisely to support large international NGOs established in its territory. This approach is part of a broader policy aimed at strengthening Geneva's profile as a global capital for international cooperation and is linked to a long history of hosting international organisations, negotiations, and agreements.

NGOs that receive core funding from Geneva are large international organisations, global networks and platforms, and foundations that are highly specialised in humanitarian action, human rights, or advocacy. These NGOs establish relations with UN entities and other intergovernmental organisations and, in addition to funding, receive other services from the canton and the city related to their location in Geneva. Their structural support can therefore be related to both the canton's international solidarity and to their objective of maintaining Geneva's role as a world centre for diplomacy and cooperation.

In terms of solidarity, it is worth noting that Geneva does not limit itself to granting core funding that is more or less linked to its establishment in the city. The canton has enshrined a law that establishes an international solidarity

programme made up of 0.7 per cent of its total budget, which also includes funding for NGO projects and other intermediaries.

Geneva and the positioning of large international NGOs

Geneva has a long history of international cooperation. It began in 1863 with the founding of the International Committee of the Red Cross and continues with milestones such as the Geneva Convention of 1864, the creation of the League of Nations in 1919, and the arrival of various entities of the United Nations family in the second half of the 20th century, accompanied by numerous NGOs. According to the [International Geneva Welcome Centre \(CAGI\)](#), in 2022, there were 432 NGOs with an estimated staff of 6,000.

"Geneva's international role as a centre for dialogue, decision-making, and international cooperation, based on human tradition and law, as well as on the values of peace and solidarity" is reinforced in the [Constitution of the Republic and Canton of Geneva](#). More specifically, the [Geneve Internationale](#) programme is aimed at organisations based in Geneva or in the process of establishing themselves in Geneva, so that they can operate under the best possible conditions. The canton and the city of Geneva offer a variety of support services to international cooperation institutions established on their territory.

These services include the [International Geneva Welcome Centre](#), which helps newly arrived civil servants, local NGOs, and entities to settle and integrate in Geneva; the [Foundation for Buildings for International Organisations](#) helps international organisations find office space and guides them in managing rental and lease rates; the [Diplomatic Club of Geneva](#) brings together its members in order to foster relations between the different governmental, academic, and private stakeholders in international Geneva.

The [Greycells Association of Former International Civil Servants for Development](#) enables former civil servants in the international cooperation field to contribute their expertise and share their experience with others to contribute to global development.

In addition to these support services, the canton of Geneva has a [law](#) that establishes a commitment to set aside 0.7% of its annual operating budget for international solidarity. A large part of this budget is designated for human rights, humanitarian aid, food security and environmental projects, and NGOs.

What the two cases above, Quebec and Geneva, have in common is that they use core funding schemes aimed at strengthening civil society. However, this aim poses different nuances in Quebec, Geneva, and in OECD documents that touch on the issue. While the OECD focuses on civil society in the South as being a factor in development processes becoming more participatory, fair and equitable, Geneva supports large international civil society organisations and networks, while Quebec is more interested in how its own citizens' organisations participate in North-South solidarity networks.

Global education

Global education which is allocated as ODA refers to activities in the donor country aimed at raising awareness on their efforts, needs, and challenges related to development cooperation are (OECD, 2023). This definition is based on the one provided by the European Declaration on Global Education towards 2050 (GENE, 2023), which states that global education enables people to reflect critically on the world and their position in it. This concept is related to development education and its variants, according to SDG target 4.7, which include: education for sustainable development and sustainable lifestyles, human rights, and gender equality; fostering a culture of peace, non-violence and global citizenship; and appreciation of cultural diversity and the contribution of culture to sustainable development.

Within global DODA, global education accounts for 7.8%²⁷. However, in Germany, it accounts for 42% of its total DODA, and within Germany, the largest global education funder is [Berlin](#).

²⁷ In centralised agents, the percentage allocated to global education is 0.46%.

Berlin cooperates with federal agency German Society for International Cooperation (GIZ) for the articulation of its technical cooperation but has created a State Office for Development Cooperation to articulate its relations with NGOs, which are limited to the global education field. Berlin's development cooperation managers indicate that this division of labour is a tacit agreement by both parties based on their respective comparative advantages.

Berlin's funding for global education includes initiatives oriented towards global justice, human rights, gender equality, and environmental sustainability. The City-State also funds CSO actions in Southern countries, but only if they have a strong global education component in their own city and emphasise the connections between the local and the global. In addition to supporting individual NGO projects, Berlin funds the strengthening of the sector as a whole by financing common infrastructures and various NGO platforms and networks located in its own city. All of them are represented in the Advisory Council for Development Cooperation, which supports the work of the State Office.

Global education in Berlin

The [State Office for Development Cooperation](#) (LEZ) was created with a policy-coherence approach to development, with the intent to link development and other policy areas such as inclusion, foreign trade, cultural exchange, higher education, and research. Its relations with NGOs are limited to the global education field and it funds projects in Southern countries only when they have a global education component in their own city.

The LEZ supports CSOs with various programmes, such as support for strengthening CSOs through the [Berlin Global Village](#) coalition;

support for CSO management support and advocacy projects through the [Berlin Society for International Cooperation](#); the funding of employment contracts for positions in CSOs, or prizes for innovative ideas from people with a migrant background (Berlin One World Promoters). LEZ also supports the MoveGLOBAL network of migrant organisations committed to gender equality; and the [Berlin Center for Global Engagement](#), an alliance of Berlin universities whose aim is to support globally engaged university research .

Global education also plays an important role in Spanish decentralised cooperation, where it represents 10% of all DODA. In addition, global education is part of the New Quebec Without Borders programme, described above, and the Paris Solidev programme described in the next section. However, the case of Berlin is remarkable because of the budget they entirely allocate to global education, which is also used to strengthen an entire CSO ecosystem. Indeed, some of its initiatives such as the NGO hub, Berlin Global Village, could be counted as core funding.

Project funding

Project funding is defined as a set of inputs, activities, and outputs, usually in accordance with a partner country, and oriented towards a specific development objective within a defined timeframe, budget, and geographical area (OECD, 2023). It includes both direct agreements with partner countries and funding granted to NGOs and multilateral agencies. This funding modality is related to the instrumental value of NGOs as implementing agents in development objectives' service other than their own strength and framed within cooperation strategies that belong to donor governments.

In the decentralised cooperation field, project funding accounts for 71% of total DODA via CSOs and is the dominant aid modality in almost all countries ²⁸, including the United Kingdom, Spain, and Belgium, where it accounts for more than 80%, and in Scotland, the Basque Country, and Flanders, where they stand out for their budgets. Moreover, some cities such as Barcelona, Paris, and Brussels have a budget for funding international NGO projects on par with that of regional governments.

²⁸ At the central level, ODA channelled to CSOs through projects accounts for 56%.

Among the many cases in which decentralised donor agencies opt for funding CSO projects, there are different schemes for selecting organisations and projects, which in turn reflect different expectations by donor governments regarding civil society. Broadly speaking, a distinction can be made between projects aimed at supporting international solidarity at the local level and projects oriented toward donor agencies goals in accordance with partner governments and often set in memoranda of understanding (MoU). In addition to these two broad categories, which cover most of the cases analysed, there is a third category that combines support for the NGO sector with the implementation of donor agencies' strategic plans.

Citizens' initiatives for international solidarity

In **Flanders**, small citizens' initiatives for international solidarity are called the "fourth pillar" of development cooperation. The bulk of Flemish cooperation has a strong governmental character and is articulated through memoranda of understanding with the partner governments such as Malawi, Mozambique, and South Africa. The projects arising from these partnerships can be implemented through governmental (first pillar), multilateral (second pillar), or NGO (third pillar) channels, with the latter being of relatively minor importance and always conditional on technical capacities and very specific intervention proposals.

The fourth pillar is excluded from the results frameworks agreed in these MoUs and aims at the Flemish citizens and their associations' own international solidarity practice. The Flemish intervention in this field consists mainly in the financing of a Fourth Pillar Support Centre that provides training, mentoring, and funding services²⁹. The Centre is precisely an initiative by the Flemish NGO Coordination, aimed at consolidating the cooperation sector's foundation among citizens and accompanied by other initiatives, such as the call for a budget commitment of 0.7% for all levels of public administration and the entire formation of cooperation councils in regions, provinces, and municipalities.

Flanders' and Brussels' fourth pillar of cooperation

The [Fourth Pillar Support Point](#) is an initiative of the Flemish NGO platform, the Triple 11 Alliance ([11.11.11](#)). It supports small citizens' international solidarity initiatives in Flemish towns and cities, which in Flanders, are called the fourth pillar of cooperation coined after a study by [the University of Leuven](#). While third pillar NGOs in Flanders amount to roughly 80, [fourth pillar support point](#) initiatives amount to more than 700. The Flemish government finances the [support centre](#) to provide training and mentoring for individuals and micro-citizen organisations, which are financially supported by municipalities and provinces for the creation of concrete projects. The centre is a member of networks such as [European Network for Citizen Initiatives in Global Solidarity](#) and participates in European programmes such as [Development Education and Awareness Raising \(DEAR\)](#).

In the [city of Brussels](#), the department of international solidarity is also committed to strengthening, supporting and stimulating small initiatives by voluntary associations. The grants awarded by Brussels are [very limited](#) (€5,000 maximum for international cooperation projects and €2,000 for global education projects), thus, supporting a large number of CSOs.

According to a [comparative study of Flanders, France and Netherlands](#), policies supporting the so-called fourth pillar have an impact on the number of global solidarity citizens' initiatives launched in each country.

Brussels adds on to the support for the fourth pillar with a programme of very small grants, often promoted by diaspora associations or activist groups seeking to establish cooperative links with their counterparts in other countries. In 2000, within an electoral context and in response to a citizens' petition, Brussels developed this grant programme, which complements a longer history of direct cooperation with cities in Morocco, Guinea, and the

²⁹ Allocated as project funding, this contribution could be considered as core funding.

Democratic Republic of Congo. In addition to its support for the fourth pillar, it has established an Advisory Council for International Solidarity, where citizens who play an active role in international solidarity are represented, and an annual awareness-raising week is organised together with NGOs in the city.

In **Paris** there is a programme similar to the support provided by Belgium for the fourth pillar. The SOLIDEV programme targets Parisian associations that are not necessarily professionalised and provides them with funding to carry out their international projects or to promote the SDGs in Paris itself. As in the case of Brussels, these are small-scale projects and their subsidies are seen as complementary to those of the central government, which are concentrated on large projects by a small number of organisations.

Paris frames this programme within a broader policy of international relations aimed at maintaining the city as a hub for progress and international attraction in which solidarity is another aspect of its attractiveness and dynamism. In this sense, as in Geneva, Paris links its international profile to its historical trajectory and milestones, such as the Declaration of Human Rights or COP 21. In addition to the Solidev programme, Paris's international action includes other grant programmes for more professionalised NGOs and participation in numerous city networks and direct cooperation projects, often in alliance with French cooperation.

The city of Paris's SOLIDEV programme

The [City of Paris's international action](#) policy seeks to promote the city's innovation and attractiveness in areas such as urban ecology, international solidarity and city-to-city cooperation. Alongside its participation and leadership in numerous city networks such as [C40](#), [ICLEI](#) or the [International Association of Francophone Mayors](#) as well as technical cooperation actions with local authorities around the world, it financially supports the internationalisation of its own civil society with various programmes, including the [Solidev programme](#), aimed at Parisian associations that are not necessarily professionalised, offering them funding to carry out international projects or to promote the SDGs within Paris's territory.

It also has several thematic programmes, such as the cultural cooperation programme, based on the idea that culture is essential to create links between cities, and the HIV/AIDS programme, designed to enable organisations that are active within this field to develop international actions. Moreover, Paris, like other French municipalities, sets up a solidarity fund endowed with fees from its municipal water, sanitation, waste and energy services, for international solidarity actions in these same areas. This fund can finance NGO projects through the city's [SOLIDAE](#) programme.

Projects framed within agreements with partner governments

Barcelona participates in numerous city networks and has a long history of working in technical cooperation. Through its participation in the UCLG network, it has participated in the construction of the direct cooperation discourse. However, in practice, only 10% of its cooperation is direct and it uses a call for NGO grants to promote its city-to-city cooperation in a broader sense, while supporting other international cooperation initiatives by city-based organisations.

40% of the grants that Barcelona awards to NGOs are reserved for projects that contribute to the 'right to the city', in cities whose authorities have a cooperation agreement with the Barcelona City Council, and which participate, through their competent services, in the presented project. In addition, the call for proposals encourages the participation of the Barcelona City Council services as technical partners in the project, so that each grant awarded to an NGO becomes a city-to-city cooperation project, complementary to the direct technical cooperation of the City Council itself.

In this respect, Barcelona-based NGOs that specialise in architecture or engineering are working on ambitious urban interventions. Barcelona's approach is therefore consistent with the technical vision of decentralised cooperation, although according to its leaders, it incorporates a significant political element, namely the 'right to the city' approach. This approach promotes the construction of fairer, more diverse, and inclusive cities and settlements and,

in the case of Barcelona, is supported by NGOs that practice cooperation based on human rights, hand in hand with CSOs from the South.

Barcelona and city-to-city cooperation

One of the principles of action of the [2019 – 2023 Barcelona City Council's Directorate of International Relations mandate](#) is the commitment to municipalism through city networks. Barcelona's [Master Plan for Global Justice Cooperation](#) reaffirms the municipalist nature of its DODA and defines the 'right to the city' as "the exercise of citizenship and human rights that ensure collective well-being, democratic management through citizen participation, and the social function of property and the city, with the common good prevailing over individual rights".

Within this framework, Barcelona has established stable bilateral alliances with Havana, Maputo, Medellin, Tangiers, and Tetouan, all which are based on horizontality, political dialogue, and technical cooperation

Most of Barcelona City Council's DODA is implemented through its [annual call for grants](#). Within this, heading B is reserved for local development projects in cities with a cooperation agreement with Barcelona and with significant participation from their local governments. This facilitates the establishment of synergies with direct technical cooperation, for which the Barcelona City Council deploys its own staff, and [Barcelona's 2030 Agenda's connection](#) with the global sphere.

Among the issues for which Barcelona is putting this city-to-city cooperation into practice are urban planning and formalisation of settlements, care for victims of gender-based violence, urban ecological agriculture, and urban water and sanitation.

Bavaria's cooperation focuses on a limited number of African countries with which it interacts through its Bavarian Office for Africa in Addis Ababa. Within this framework, NGOs and other public and private actors are eligible for project funding. Bavaria's approach to cooperation is highly technical and aligned with the international discourse on decentralised cooperation. According to Bavaria, the very development of its territory and its structural change from an agrarian society to a leading industrial and technological region has generated a great deal of interest in the world. Bavaria therefore wants to specialise in economic development cooperation, vocational training, and agriculture. In these areas, it offers funding opportunities to various Bavarian actors according to their capacities and offers its office in Addis Ababa to facilitate relations between Bavarian and African actors.

The Bavarian Office for Africa

Bavarian development cooperation [focuses on Africa](#) and seeks to contribute to the continent's stability and development with actions in areas where it believes its actors can contribute knowledge and experience that is relevant to other territories.

Institutionally, development cooperation is coordinated by the [Bavarian Office for Africa](#), in Addis Ababa, an interdepartmental representation of the [Bavarian State Chancellery](#), which is responsible for facilitating contacts with Ethiopia, the African Union (AU), and other African priority countries such as Tunisia, Senegal, Ghana, Togo, Cameroon, Uganda, Malawi, Tanzania, Kenya, and South Africa. In addition to financial support, the Bavarian Office for Africa offers its services as a facilitator of international cooperation for all Bavarian actors.

NGO projects are selected and identified in this framework together with other direct cooperation, private sector, or university projects. To a lesser extent, it also supports global education projects.

Bavaria's international DODA approach has been formalised in the document [Bavaria's Contribution to Stability and Development in Africa](#). The global education approach is supported by an agreement with [One World Network Bavaria e.V.](#), the Bavarian network of development policy groups, global education, and fair-trade shops.

Like Bavaria, **Scotland** organises its cooperation on a country-by-country basis. Its main partner is Malawi, and its cooperation model is the Global Goals Partnership Agreement between the Governments of Scotland and the Republic of Malawi. In this agreement, a holistic approach to sustainable development is proposed and different ministerial departments are involved with reference to policy coherence for development.

In this framework, as in Bavaria, DODA funds are allocated to projects designed by a wide variety of organisations including NGOs, universities, local authorities, entities of the national health system, not-for-profit companies, and social and solidarity economy entities. In addition to using CSOs as a means to implement its programmes, Scottish cooperation aims to strengthen civil society. This is reflected in capacity-building grants, which finance the structure of Scottish and partner country CSOs. Moreover, some of these organisations are funded to play a key role in Scottish cooperation itself. This is the case of the Scotland-Malawi Partnership, which serves as an umbrella organisation for all Scottish organisations involved in Malawi. The Scotland-Malawi Partnership, with 1,300 members, facilitates projects and collaborations between the two countries, both public and private, and presents itself as the largest international development network in the United Kingdom.

Scotland - Malawi cooperation

[Scottish cooperation](#) focuses on supporting initiatives in partner countries with which there is a partnership agreement. Malawi, with a relationship dating back to the days of the [explorer, Livingstone](#), is the most important of these partners.

Cooperation with Malawi is governed by [a bilateral agreement](#) and is facilitated through NGOs such as the [Scotland Malawi Partnership](#) and [Malawi Scotland Partnership](#). Its funding comes from the Scottish Government's International Development Fund (IDF) and is mobilised through three different instruments.

[Development assistance programmes](#) are funding [rounds](#) open to a range of Scottish actors, including NGOs. [Capacity-building initiatives](#) provide funding to institutions in Scotland, in partner countries, and to other Scottish government [ministerial portfolios](#). Finally, [commercial investment initiatives](#) seek to engage the Scottish financial community with African partner countries to encourage foreign direct investment and promote good governance in investment, banking, and finance.

In addition to these funding lines, Scottish Aid also responds to humanitarian crises through the [Humanitarian Emergency Fund](#), promotes global citizenship and fair trade by supporting the [Scottish Fair Trade Forum](#), and supports projects that address the effects of climate change through the [Climate Justice Fund](#) set up in 2012. In previous years, it also had the [International Small Grants Programme](#) which provided funding to small NGOs..

Other countries with bilateral cooperation agreements with Scotland include [Rwanda](#), [Zambia](#) y [Pakistan](#).

Projects framed within a plan designed for and by actors

The **Basque Country** organises its cooperation according to multi-annual plans that contain both geographical and sectoral priorities of the Basque Government. NGOs, which apply for Basque cooperation funding for their projects, must integrate these priorities in their projects. However, several concrete elements of the elaboration and content of these plans reveal a close strategic collaboration between NGOs and the Basque Government, as well as a shared vision of strengthening organized civil society and its leaders as a development objective in itself.

The elaboration of Basque Government's cooperation plans, like those of other Spanish autonomous communities, is the result of consultative processes in which NGOs actively participate, and which are followed through collegiate bodies where NGOs also have a broad presence. In this participatory scheme, NGO platforms play an important role, which usually receive core funding from their governments.

Furthermore, Basque cooperation has incorporated CSOs and its leaders into the very content of its strategic plan and some of its most important programmes. One of the best examples of this approach is the Basque Protection Programme for Human Rights Defenders, which offers temporary shelter to people that have been criminalised, persecuted, or displaced for defending human rights. The programme brings together organisations, movements, and institutions in the Basque Country, including the Basque Parliament, which accompany the people who are taken in and strengthen their protection network. These actions include a field visit by a Basque Delegation with governmental, parliamentary, and associative participation, which aims to monitor the human rights defenders' personal and community issues after their return to their countries and to make international support visible. Similar programmes exist in three other autonomous communities, including Asturias, where this type of initiative was first created in 2000.

Another feature of Basque cooperation is its high level of gender equality integration as a cross-cutting objective and women empowerment as the central objective of a large percentage of projects, which is reinforced by strategic support to feminist networks and organisations. Both lines of funding have been consolidated along with the human rights-based approach that marks all Basque cooperation through NGOs.

Women's organisations and human rights defenders within Basque cooperation

Ninety percent of Basque cooperation is channeled through NGOs, most of which is granted through open calls for grants and framed within a [multi-year strategic plan](#). The plan foresees funding for international cooperation and global education projects, as well as a category called 'local-global' which aims to overcome the differences between the two and create several lines of action aimed at strengthening actors. The plan also establishes a series of goals with funding allocation commitments that reflect the priorities of Basque cooperation - Africa: ≥25%; women empowerment: ≥20%; actions in the Basque Country: ≥13%; feminist organisations: ≥10%; countries in conflict and violent situations: ≥9%; protection of human rights defenders: ≥4%.

Four percent of the aid is reserved for actions to protect human rights defenders, which includes projects subsidised through the general call for proposals and a [temporary shelter programme](#) led by the Basque Government's Directorate for Human Rights, Victims, and Diversity and supported by its cooperation agency, eLankidetzeta.

The programme is coordinated by the NGO, Zehar-Errefuxiatuekin, which channels proposals from other

Basque CSOs to temporarily host and support human rights defenders from Colombia, Guatemala, Honduras, Saharan territories, El Salvador, Nicaragua, and Peru, among others.

For its part, the local-global approach is materialised in a series of direct subsidies to networks with an impact in the Basque Country, partner countries, and the global sphere. These networks include the [World March of Women](#), [Vía Campesina](#), the [Mesoamerican Women Defenders Initiative](#), the [Global Campaign for Education](#), as well as [inter-cooperation](#) actions between social and solidarity economy organisations in the Basque Country and Latin America.

According to its latest [annual report](#) SDGs 5 (gender equality) and 16 (peace, justice, and strong institutions) receive more than half of the funding. According to the OECD aid database, its most budgeted sector of intervention is 'government and civil society'.

In fact, CSOs have an important presence in the planning and monitoring of Basque cooperation, through the [NGDO Coordinating Committee, de Euskadi](#), the [Basque Council for Development Cooperation](#), and the [Governing Council of eLankidetzeta](#) - Basque Agency for Development Cooperation.

The Basque cooperation strategic plan, despite being implemented through project funding in its vast majority, is clearly aligned with the more political vision of development CSOs and designed to favour the strengthening of civil society in the South in terms of human rights and women's empowerment. As previously described, other decentralised donor agencies with a more geographical approach tend to attribute the role of technical partners to NGOs, rather than to political actors. However, even in these cases, donor governments tend to favour capacity-building for civil society in the South and strengthen their links with their counterparts in the North.

CONCLUSIONS

Decentralised cooperation, a cosmopolitan cooperation

Based on the analysis of 2021 ODA data and a series of case studies representing the most relevant countries and types of aid in terms of decentralised aid through NGOs, the following conclusions are drawn:

- Decentralised aid continues to grow in absolute and relative terms. The latest published figures for 2021 show a 14% growth and a surpassing of its historical ceiling of USD 3 billion.
- Of this amount, only 22% is aid that is actually transferred to other countries and only 2.5% is aid that is implemented through direct cooperation agreements between subnational governments.
- Most of international decentralised aid is channeled through NGOs. Despite this, the international normative framework on development cooperation has not considered this phenomenon. Since the adoption of the 2030 Agenda, a narrative on the relevance of decentralised cooperation related to the technical capacities of subnational governments has become widespread, while a much more political narrative on the importance of civil society in development has been reinforced. Nevertheless, the two narratives follow separate paths.
- Subnational governments are aware of and reinforce the political role of organised civil society in the development of Southern countries, as contended by the UN, the OECD, and the EU. In fact, in addition to entrusting them with the majority of their international aid, the main sub-sector in which they frame this collaboration is 'civil society and governance'. Moreover, a distinctive feature of most of the cases that have been studied is the objective of strengthening Northern CSOs and their social base, as well as the links between Northern and Southern CSOs.
- There are few subnational donors that use the core funding modality to strengthen civil society in the North and South, in line with OECD recommendations. However, some project funding schemes incorporate similar approaches to core funding programmes.
- Donors that are committed to their own cooperation frameworks and look to NGO partners for technical expertise for specific geographies and intervention sectors, also take advantage of the added value of CSOs to incorporate the human rights-based approach into the local policies they support and to establish lasting links between partnerships.
- Another featured characteristic of decentralised cooperation is its capillarity. Due to its proximity to citizens, it can support numerous and diverse citizens' organisations spread throughout the territory better than centralised cooperation. This results in international cooperation becoming more deeply rooted in society, the promotion of global citizenship, and the connection between the local and the global. Furthermore, decentralised cooperation devotes ten times more aid to global education than centralised cooperation.
- In short, decentralised cooperation can be described as cosmopolitan cooperation. It is pertinent to incorporate a new, more political narrative on decentralised cooperation into the international normative framework. This narrative should value its proximity to citizens, its alliance with the NGO sector, and its capillarity to promote the active employment of global citizenship.

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METHODOLOGY

The main concepts and indicators used in this report are defined below, with a description of their sources and processes.

Decentralised cooperation

The term decentralised cooperation refers to the various forms of subnational government involvement in international cooperation that vary according to the role of these governments as funders, channelers, or recipients of development aid, among other factors. This report focuses on decentralised cooperation that involves disbursements of ODA by a subnational government, or Decentralised Official Development Assistance (DODA).

Decentralised Official Development Assistance (DODA)

This report consolidates Decentralised Official Development Assistance (DODA) actions as ODA activities financed by subnational budgets. It is calculated based on aid activities recorded in the CRS database managed by the OECD Development Directorate General, which is fostered by all OECD Development Assistance Committee (DAC) countries and accessible to the public via the internet. (OECD, 2023a). To identify DODA, the CRS agency name field has been used, which provides information on the administration in charge of granting aid within each country. The DAC itself provides a series of master tables classifying the different agencies into six categories that include *local governments*, but these are currently being completed in the course of the research through internet queries.

Financial actors

The term financial actors is designated to subnational governments that are DODA donors. In the case of regional governments, the agency name field makes it possible to identify the specific government body that finances each aid action, which in most cases is reported to the DAC. For local governments, this is not possible because generic terms such as “municipalities” are reported.

The values in the *agency name* field that have been included as DODA financial actors are listed below.

Provincial governments, local communities - Austria	Prefectures - Japan
Brussels Official Regional Ministries	Local Authorities - Lithuania
Flanders Official Regional Ministries	Municipalities - Portugal
Provinces/municipalities - Belgium	Local and Regional governments - Slovak Republic
Walloon Official Regional Ministries	Autonomous Governments - Spain
Provincial Governments and municipalities - Canada	Ciudad de Ceuta
Regional Governments and Municipalities - Czech Republic	Ciudad de Melilla
Universities - Czech Republic	Comunidad Autónoma de Andalucía
COOP DECENTRAL/MAE - France	Comunidad Autónoma de Aragón
Interdepartmental - France	Comunidad Autónoma de Canarias
City State of Berlin	Comunidad Autónoma de Cantabria
City State of Bremen	Comunidad Autónoma de Castilla-La Mancha
City State of Hamburg	Comunidad Autónoma de Cataluña
Federal State of Baden-Württemberg	Comunidad Autónoma de Extremadura
Federal State of Bavaria	Comunidad Autónoma de Galicia
Federal State of Brandenburg	Comunidad Autónoma de la Región de Murcia
Federal State of Hesse	Comunidad Autónoma de La Rioja
Federal State of Lower-Saxony	Comunidad Autónoma de las Illes Balears
Federal State of Mecklenburg-West Pomerania	Comunidad Autónoma del País Vasco o de Euskadi
Federal State of North Rhine-Westphalia	Comunidad Autónoma del Principado de Asturias
Federal State of Rhineland-Palatinate	Comunidad de Castilla y León
Federal State of Saarland	Comunidad de Madrid
Federal State of Saxony	Comunidad Foral de Navarra
Federal State of Saxony-Anhalt	Comunidad Valenciana
Federal State of Schleswig-Holstein	Municipalities - Spain

Federal State of Thuringia
 Federal states and local governments - Germany
 Foundations/Societies/Misc. (non federal) - Germany
 Municipalities - Greece
 Local administration - Italy
 Ordinance-designed Cities - Japan

Public Universities - Spain
 Cantons and municipalities - Switzerland
 Scottish Government
 Welsh Assembly Government
 Local and Regional governments - Latvia
 Municipalities - Liechtenstein

It should be noted that the names of the identified actors have been homogenised for the preparation of the report, simplifying their nomenclature and referring to the region to which they belong. For example, the *Autonomous Community of the Basque Country* is referred to as Euskadi throughout the report, or *Flanders Official Regional Ministries* is renamed as Flanders. In all cases, the identified actors refer to the different regions' subnational governments and not to the region's administrations as a whole.

Categories of DODA

The categorisation of DODA in this report is based on the CRS fields *type of aid* and *channel*. Through the aid type field, the first division of DODA is created, distinguishing ODA, which involves an effective transfer of financial resources from developed to least developed countries (international aid) to aid that is used in the donor agency's own territory (in-country aid).

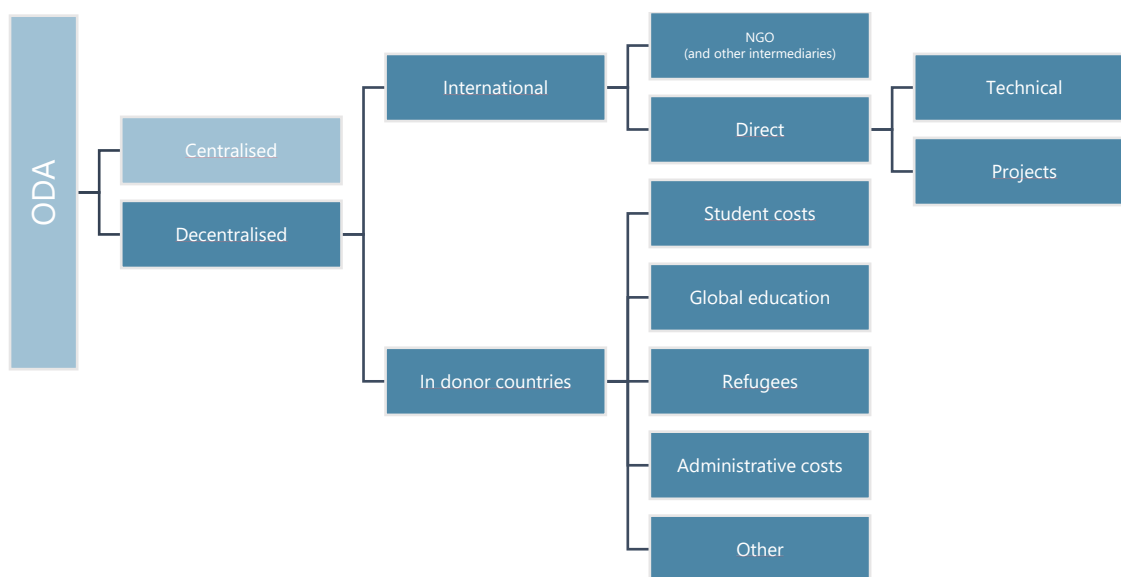
International and in-country aid is composed of the following types of CRS aid as defined by the DAC (OECD, 2023c):

Category	CODE	AID Type
International	A*	Budget support
	B*	Core contributions and pooled programmes and funds
	C*	Project-type interventions
	D*	Experts and other technical assistance
In-donor country	E*	Scholarships and student costs in donor countries
	F*	Debt relief
	G*	Administrative costs not included elsewhere
	H*	Other in-donor expenditures (included Refugees in donor countries)

In turn, these broad categories are divided into subcategories, according to the combination of the *type of aid* and *channel* fields, thus allowing ODA to be broken down into concepts that are relevant to decentralised cooperation, which are presented in the following table.

Category	Subcategory	Type of aid	Channel
International	NGOs (and other partners)	A*,B*,C*, D*, D*	NGO, Multilateral
	Direct Cooperation	A*,B*,C*, D*, D*	Donor government, Recipient government
	• Technical	D*	Donor government, Recipient government
	• Projects	A*,B*,C*	Donor government, Recipient government
In-donor country	Students	E*	All
	Refugees	H02 - H05	All
	Global education	H01	All
	Administrative costs	G01	All
	Other	F01	All

A summary of the ODA breakdowns proposed in the report:



As in most ODA studies, this report relies on fields from the CRS database to characterise decentralised cooperation. These fields are country and geographical area of destination, sector, and channel. For this report, a series of groups have been made within these fields in order to facilitate the interpretation of the data.

The following tables show examples of how some groups have been made:

AREA (grouping)	Geographical area (DAC)
Africa	Africa South of Sahara
America	America Caribbean & Central America South America
Asia and Pacific	Asia Far East Asia Oceania South & Central Asia
Europe	Europe
MENA	Middle East North of Sahara
Unspecified	Regional and Unspecified

CANAL (grouping)	CHANNEL (DAC)
NGO	2* NON-GOVERNMENTAL ORGANISATIONS (NGOs) AND CIVIL SOCIETY
OTHER	1* PUBLIC SECTOR INSTITUTIONS 3* PUBLIC-PRIVATE PARTNERSHIPS (PPPs) and NETWORKS 4* MULTILATERAL ORGANISATIONS 5* University, college or other teaching institution, research institute or think-tank 6* Private sector institution

Other general characteristics of DODA

As in most ODA studies, this report is based on country and sector fields. Due to its extension, the country field has been grouped into regions that do not necessarily coincide with those of the OECD (Africa, America, Asia and Pacific, Europe, and MENA) and other sectors. Similarly, the sector field is presented and grouped according to OECD macro-sectors in all cases except for the social macro-sector, which is broken down due to its interest in decentralised cooperation.

CSOs and NGOs

In this study, the term civil society or organised civil society is used in OECD terms (2012) as "the multitude of associations around which society organises itself voluntarily and which represent a wide range of interests and linkages. CSOs can be defined to include all non-state and non-market organisations (outside the family) in which

people organise themselves to pursue shared interests in the public domain. Cases include community organisations and village associations, environmental groups, women's rights groups, farmers' associations, religious organisations, trade unions, cooperatives, professional associations, chambers of commerce, independent research institutes, and non-profit media."

When operationalising this concept for the ODA study, the term CSOs is equated with NGOs as identified in the CRS database, under the channel field. This way, some CSOs linked to the private sector or academia, which have different channel codes where the state and market organisations are mixed, may be excluded from the analysis.

CSO channel analysis

Indirect cooperation through the CSO channel receives special analysis in this report's edition, which includes the following basic information on the subject:

- Volume: DODA in USD millions channeled through NGOs; Number of projects and entities funded in each country.
- Importance: Weight of the CSO channel in overall DODA and weight of DODA in overall CSO channel.

These variables are utilized for the following breakdown based on the above categories and emphasise the following points of interest for the policy framework described in Section 1.

- The NGO channel is broken down into the three types of organizations covered by the CRS: international, donor country, and recipient country.
- DODA subcategories, comparing international and domestic DODA, and within the latter, special attention given to global education as an indicator of the promotion of global citizenship. Within international aid, amounts allocated to project funding and core NGO funding are compared in line with OECD studies on aid to civil society.
- Countries: In line with Section 1 of the report, the geographical breakdown of DODA to CSOs pays particular attention to fragile states, as categorised by the DAC (OECD, 2023c).
- Sectors: Similarly, the sectoral breakdown of DODA to CSOs pays particular attention to the governance and civil society sub-sector.
- Gender indicator, indicating the percentage³⁰ designated for projects where gender equality is the main or an important objective.

Decentralised cooperation profiles

In order to study DODA in more depth, decentralised cooperation profiles have been established by country or state. This decision is justified by the lack of detail in many DODA items that are allocated to generic actors such as municipalities or federal states, and because decentralised donors tend to develop similar types of cooperation within each state, depending on their competencies framework and the historical trajectories of each country.

The study of cooperation profiles, which is eminently quantitative, has been presented in tabs ordered by level of decentralisation or percentage of DODA within bilateral ODA as a whole. The sheets contain the volume and weight of each country's DODA in the latest year available, 2021, its evolution over the last five years, and its breakdown into the categories described above. Additionally, an analysis of each country's CSO channel is presented.

On the other hand, in countries for which sufficient information is available in the CRS, the list of all financial actors is also presented, showing a more detailed profile for the first three donors.

The search for collaboration models

In addition to the quantitative analysis, this report contains a qualitative analysis that deepens the categorisation of DODA channelled through CSOs and identifies specific practices and examples of collaboration that enhance the added value of each type of actor, according to the normative framework of international cooperation. This

³⁰ For each action, this indicator shows whether gender equality is the main objective of the project or programme, which means it would be meaningless without it (in these cases, the indicator is 2), or whether the programme or project integrates gender equality as an important and deliberate cross-cutting objective, but not as the main reason for undertaking it (in these cases, the indicator is 1).

normative framework attributes a political role to CSOs to influence more equitable development, and to subnational governments, a political role related to their own experience with local and regional development.

To identify the cases, the following steps were taken. First, the countries that channel the most DODA through CSOs were preselected, which account for almost all DODA available to CSOs (97%). Next, in the CRS microdata, the most important subnational government, from a budgetary point of view was identified. In countries where DODA via CSOs occurs at both the local and regional level, one case of each type has been analysed.

Table 2. Ranking of ODA channelled through NGOs.

Average volume (USD millions, 2017 - 2021) and percentage of total ODA via CSOs.

Country	USD million	%	Cases
Spain	241	51%	Euskadi, Barcelona
France	103	22%	Paris
Switzerland	51	11%	Geneva
Belgium	27	6%	Flanders, Brussels
United Kingdom	15	3%	Scotland
Germany	15	3%	Bavaria, Berlin
Canada	11	2%	Quebec
	478	98%	

Source: own elaboration based on CRS (OECD, 2023a)

Given the possible existence of a variety of partnership programmes, the case studies have excluded the smallest types of aid and focused on those that account for 80% or more of each country's DODA. For this purpose, the following table has been used with data from the last five years.

Table 3. Main types of DODA channeled through NGOs

Percentage of total DODA via CSOs in pre-selected countries. The types of aid that account for more than 80% of total DODA from each donor are indicated. 2017 - 2021

	Spain	France	Switzerland	United Kingdom	Canada	Germany	Belgium
[A] Budget support							
[B] Core funding	0.3%	2.4%	23.7%	3%	13.9%	0.1%	9.9%
[C] Projects	87.4%	29.0%	74.5%	97%	70.4%	44.5%	83.3%
[D] Technical assistance	0.4%		0.5%		12.9%	12.3%	0.4%
[E] Student costs			0.1%			0.3%	0.9%
[G] Administrative costs						0.6%	0.2%
[H01] Global education	11.1%	2.7%	1.2%		2.9%	42.3%	5.3%
[H02] Refugees	0.8%	65.9%					
Total	100%	100%	100%	100%	100%	100%	100%

Source: own elaboration based on CRS (OECD, 2023a)

The case studies consisted of interviews with each programme's staff to identify how these DODA items are framed, their strategic frameworks, and reference documents. The interviews and their subsequent documentation have been organised according to the following questionnaire, structured around the five research questions formulated in Section 1.

I. Description of the CSO development cooperation funding framework

1. Name of the programme
2. Brief history
3. Institutional fit
4. Types of funding and correspondence with CRS aid rates
5. Non-financial aspects of the partnership

II. Programme narrative

6. Narrative of the programme itself
7. Relationship to broader policies and strategies

III. Empowering the political value of CSOs

8. Human rights
9. Gender equality
10. Democratic governance
11. Strengthening Southern CSOs
12. Global citizenship and global governance advocacy

IV. Enhancing the technical value of decentralised cooperation

13. Focus on local policies
14. Synergies with direct cooperation

V. Differential value

15. Vis-à-vis other regional/local governments
16. Countering central government

ANNEX 2

DODA DATA, 2021

Agent	Country	(1) NGO		(2) TA		(3) Projects		(2+3) Direct		(1+2+3) International		(4) Students		(5) Refugees		(6) GE		(7) Admin.		(4+5+6+7) In-donor country		TOTAL DODA
		M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	
<i>Identified:</i>		267.55		26.11		103.02		129.13		396.68		5.13		7.61		37.87		21.86		72.47		469.14
Euskadi	Spain	49.57	82%	0.00	0%	1.78	3%	1.78	3%	51.36	85%	0.00	0%	2.06	3%	4.31	7%	3.04	5%	9.42	15%	60.77
Flanders	Belgium	19.63	35%	0.83	1%	32.45	58%	33.29	59%	52.91	94%	0.97	2%	0.00	0%	1.23	2%	1.17	2%	3.36	6%	56.28
Catalonia	Spain	20.30	37%	8.21	15%	6.48	12%	14.69	27%	34.99	63%	0.00	0%	5.41	10%	9.51	17%	5.26	10%	20.18	37%	55.17
Valencian community	Spain	47.78	89%	0.00	0%	3.76	7%	3.76	7%	51.55	96%	0.09	0%	0.00	0%	1.98	4%	0.00	0%	2.07	4%	53.62
Scotland	United Kingdom	17.32	47%	0.00	0%	19.32	53%	19.32	53%	36.65	100%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	36.65
Andalusia	Spain	22.07	67%	0.00	0%	3.88	12%	3.88	12%	25.94	78%	0.00	0%	0.00	0%	1.80	5%	5.44	16%	7.24	22%	33.18
Wallonia	Belgium	6.74	27%	4.28	17%	13.83	55%	18.10	72%	24.85	99%	0.00	0%	0.00	0%	0.19	1%	0.00	0%	0.19	1%	25.03
Navarre	Spain	14.60	91%	0.00	0%	0.09	1%	0.09	1%	14.69	92%	0.00	0%	0.07	0%	0.86	5%	0.35	2%	1.28	8%	15.97
Extremadura	Spain	9.57	73%	0.06	0%	0.41	3%	0.47	4%	10.03	76%	0.00	0%	0.00	0%	1.58	12%	1.52	12%	3.10	24%	13.13
Bavaria	Germany	3.64	29%	6.65	52%	1.10	9%	7.76	61%	11.40	90%	0.88	7%	0.00	0%	0.29	2%	0.14	1%	1.31	10%	12.71
North Rhineland-Westphalia	Germany	0.87	7%	0.63	5%	4.51	36%	5.14	41%	6.01	48%	0.60	5%	0.00	0%	4.91	39%	0.96	8%	6.48	52%	12.49
Hamburg	Germany	0.19	2%	0.01	0%	10.65	89%	10.66	89%	10.85	91%	0.55	5%	0.00	0%	0.56	5%	0.00	0%	1.11	9%	11.96
Galicia	Spain	7.23	77%	0.10	1%	0.49	5%	0.58	6%	7.81	83%	0.00	0%	0.00	0%	0.69	7%	0.91	10%	1.60	17%	9.41
Balearic Islands	Spain	5.46	74%	0.00	0%	0.77	10%	0.77	10%	6.23	84%	0.00	0%	0.00	0%	0.83	11%	0.33	4%	1.16	16%	7.39
Aragon	Spain	6.37	90%	0.00	0%	0.18	3%	0.18	3%	6.55	93%	0.00	0%	0.00	0%	0.49	7%	0.00	0%	0.49	7%	7.04
Baden-Württemberg	Germany	0.37	6%	2.23	35%	1.89	30%	4.13	65%	4.49	70%	0.85	13%	0.00	0%	1.04	16%	0.00	0%	1.90	30%	6.39
Castile and Leon	Spain	4.90	83%	0.01	0%	0.06	1%	0.07	1%	4.97	84%	0.00	0%	0.00	0%	0.69	12%	0.24	4%	0.93	16%	5.90
Asturias	Spain	4.60	83%	0.00	0%	0.42	8%	0.42	8%	5.02	90%	0.00	0%	0.06	1%	0.42	8%	0.06	1%	0.54	10%	5.56
Madrid	Spain	4.90	88%	0.00	0%	0.00	0%	0.00	0%	4.90	88%	0.00	0%	0.00	0%	0.19	3%	0.45	8%	0.64	12%	5.54

Agent	Country	(1)		(2)		(3)		(2+3)		(1+2+3)		(4)		(5)		(6)		(7)		(4+5+6+7)		TOTAL DODA
		NGO		TA		Projects		Direct		International		Students		Refugees		GE		Admin.		In-donor country		
		M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	
Welsh Assembly Government	United Kingdom	3.89	100%	0.00	0%	0.00	0%	0.00	0%	3.89	100%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	3.89
Castile-La Mancha	Spain	3.22	86%	0.00	0%	0.00	0%	0.00	0%	3.22	86%	0.00	0%	0.00	0%	0.19	5%	0.32	9%	0.51	14%	3.74
Hesse	Germany	0.50	14%	2.26	61%	0.07	2%	2.33	63%	2.83	77%	0.37	10%	0.00	0%	0.49	13%	0.00	0%	0.86	23%	3.68
La Rioja	Spain	2.76	81%	0.00	0%	0.17	5%	0.17	5%	2.92	86%	0.00	0%	0.00	0%	0.47	14%	0.02	1%	0.49	14%	3.41
City State of Berlin	Germany	0.51	16%	0.09	3%	0.00	0%	0.09	3%	0.60	19%	0.00	0%	0.00	0%	2.32	72%	0.31	10%	2.63	81%	3.23
Canary Islands	Spain	3.18	100%	0.00	0%	0.00	0%	0.00	0%	3.18	100%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	3.18
Cantabria	Spain	2.11	71%	0.00	0%	0.07	2%	0.07	2%	2.18	73%	0.00	0%	0.00	0%	0.42	14%	0.38	13%	0.80	27%	2.98
Rhineland-Palatinate	Germany	1.62	75%	0.01	0%	0.00	0%	0.01	0%	1.62	76%	0.00	0%	0.00	0%	0.07	3%	0.45	21%	0.52	24%	2.15
Brussels-Capital Region	Belgium	1.15	70%	0.00	0%	0.21	13%	0.21	13%	1.36	83%	0.00	0%	0.00	0%	0.27	17%	0.00	0%	0.27	17%	1.63
Lower-Saxony	Germany	0.39	27%	0.24	16%	0.08	6%	0.32	22%	0.71	49%	0.17	12%	0.00	0%	0.07	4%	0.51	35%	0.75	51%	1.46
Saxony	Germany	0.81	61%	0.31	24%	0.10	8%	0.42	31%	1.22	92%	0.10	8%	0.00	0%	0.00	0%	0.00	0%	0.10	8%	1.32
Schleswig-Holstein	Germany	0.36	42%	0.02	2%	0.11	12%	0.13	15%	0.49	56%	0.02	2%	0.00	0%	0.36	42%	0.00	0%	0.38	44%	0.87
Mecklenburg-West Pomerania	Germany	0.11	14%	0.04	5%	0.00	0%	0.04	5%	0.15	19%	0.00	0%	0.00	0%	0.64	81%	0.00	0%	0.64	81%	0.79
City State of Bremen	Germany	0.11	14%	0.00	0%	0.14	18%	0.14	18%	0.26	33%	0.12	15%	0.00	0%	0.41	52%	0.00	0%	0.53	67%	0.78
Thuringia	Germany	0.04	7%	0.13	24%	0.00	0%	0.13	24%	0.17	31%	0.38	69%	0.00	0%	0.00	0%	0.00	0%	0.38	69%	0.55
Murcia	Spain	0.31	61%	0.00	0%	0.00	0%	0.00	0%	0.31	61%	0.00	0%	0.00	0%	0.19	39%	0.00	0%	0.19	39%	0.50
Brandenburg	Germany	0.29	79%	0.00	0%	0.00	0%	0.00	0%	0.29	79%	0.00	0%	0.00	0%	0.08	21%	0.00	0%	0.08	21%	0.36
Saxony-Anhalt	Germany	0.03	10%	0.00	0%	0.00	0%	0.00	0%	0.03	10%	0.02	9%	0.00	0%	0.22	82%	0.00	0%	0.25	90%	0.27
Saarland	Germany	0.05	35%	0.01	8%	0.00	0%	0.01	8%	0.06	44%	0.00	0%	0.00	0%	0.08	56%	0.00	0%	0.08	56%	0.14
<i>Not identified:</i>		210.45		49.34		14.22		63.56		274.01		1,979.67		298.44		22.56		27.88		2,328.55		2,602.56
German Länder	Germany	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	1,973.89	100%	0.00	0%	0.00	0%	0.00	0%	1,973.89	100%	1,973.89
Canadian provinces	Canada	10.38	5%	0.28	0%	1.15	1%	1.43	1%	11.81	6%	0.89	0%	183.39	93%	0.00	0%	0.42	0%	184.70	94%	196.51
Minister of Europe and Foreign Affairs of France	France	33.72	23%	9.27	6%	4.15	3%	13.42	9%	47.14	31%	0.51	0%	85.48	57%	5.39	4%	11.13	7%	102.51	69%	149.64
Municipalities in Spain	Spain	86.41	78%	0.10	0%	2.87	3%	2.97	3%	89.38	80%	0.07	0%	0.96	1%	14.31	13%	6.60	6%	21.95	20%	111.33

Agent	Country	(1) NGO		(2) TA		(3) Projects		(2+3) Direct		(1+2+3) International		(4) Students		(5) Refugees		(6) GE		(7) Admin.		(4+5+6+7) In-donor country		TOTAL DODA
		M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	
		Swiss Cantons	Switzerland	55.32	89%	0.16	0%	1.24	2%	1.41	2%	56.72	91%	0.63	1%	2.36	4%	0.38	1%	2.08	3%	
Interdepartmental	France	0.10	0%	38.67	89%	0.57	1%	39.24	91%	39.34	91%	0.00	0%	0.00	0%	0.00	0%	3.96	9%	3.96	9%	43.30
Austrian Provinces	Austria	6.73	20%	0.00	0%	1.14	3%	1.14	3%	7.86	23%	0.10	0%	25.25	73%	0.99	3%	0.15	0%	26.49	77%	34.35
Public universities in Spain	Spain	0.09	1%	0.86	7%	2.25	19%	3.11	26%	3.20	27%	3.34	28%	0.36	3%	1.42	12%	3.54	30%	8.67	73%	11.87
Municipalities in Belgium	Belgium	9.18	100%	0.00	0%	0.00	0%	0.00	0%	9.18	100%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	9.18
Provinces of Italy	Italy	7.59	90%	0.00	0%	0.82	10%	0.82	10%	8.40	99%	0.00	0%	0.00	0%	0.06	1%	0.00	0%	0.06	1%	8.47
Municipalities of Portugal	Portugal	0.02	2%	0.00	0%	0.00	0%	0.00	0%	0.02	3%	0.07	10%	0.64	87%	0.00	0%	0.00	0%	0.71	97%	0.73
Municipalities of Japan	Japan	0.54	96%	0.00	0%	0.02	4%	0.02	4%	0.56	100%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.00	0%	0.56
Prefectures of Japan	Japan	0.39	71%	0.00	0%	0.00	1%	0.00	1%	0.39	71%	0.16	29%	0.00	0%	0.00	0%	0.00	0%	0.16	29%	0.55
TOTAL		478.00		75.45		117.24		192.69		670.69		1,984.8		306.05		60.43		49.74		2,401.02		3,071.71

ANNEX 3

DODA DATA, 2021. NGO CHANNEL

Agent	Country	DODA NGO Channel		BY CATEGORY								BY TIPE OF NGO								FRAGILE STATES	LDC	GOVERN. AND CIVIL SOCIETY		GENDER MARKER		NUMBER OF PROJECTS		
		M USD	%	International		In-donor country		Project funding		Core funding		GLOBAL EDUCATION		In donor country		In developing countries		M USD	%			M USD	%	M USD	%		M USD	%
				M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%											
<i>Identified:</i>		269.05	9%	237.14	88%	31.92	12%	265.47	99%	3.59	1%	29.28	11%	257.04	96%	7.04	3%	93.23	35%	69.51	26%	73.41	27%	194.10	72%	2,786		
Euskadi	Spain	55.55	91%	49.18	89%	6.36	11%	55.31	100%	0.24	0%	4.30	8%	53.76	97%	1.33	2%	19.42	35%	10.90	20%	26.88	48%	47.66	86%	352		
Valencian community	Spain	49.47	92%	47.78	97%	1.68	3%	49.47	100%			1.68	3%	49.44	100%	0.00	0%	18.43	37%	9.13	18%	13.55	27%	42.29	86%	127		
Andalusia	Spain	21.07	63%	19.53	93%	1.54	7%	21.07	100%			1.54	7%	21.07	100%	0.00	0%	10.36	49%	8.10	38%	7.36	35%	21.07	100%	384		
Catalonia	Spain	18.69	34%	11.71	63%	6.98	37%	18.55	99%	0.14	1%	6.98	37%	16.97	91%	1.48	8%	4.42	24%	2.61	14%	8.56	46%	10.15	54%	160		
Navarre	Spain	15.52	97%	14.60	94%	0.91	6%	15.52	100%			0.84	5%	15.29	99%	0.22	1%	7.17	46%	4.47	29%	3.73	24%	13.35	86%	217		
Scotland	United Kingdom	13.80	38%	13.80	100%	0.00	0%	12.84	93%	0.96	7%			13.74	100%	0.00	0%	2.04	15%	10.95	79%	2.24	16%	2.92	21%	50		
Extremadura	Spain	10.66	81%	9.17	86%	1.49	14%	10.66	100%			1.49	14%	10.66	100%	0.00	0%	3.00	28%	3.28	31%	2.63	25%	8.03	75%	137		
Flanders	Belgium	10.12	18%	8.92	88%	1.20	12%	7.88	78%	2.24	22%	1.10	11%	6.50	64%	3.63	36%	2.27	22%	2.57	25%	0.13	1%	4.96	49%	71		
Galicia	Spain	7.71	82%	7.14	93%	0.57	7%	7.71	100%			0.57	7%	7.71	100%	0.00	0%	4.05	53%	1.14	15%	1.75	23%	6.60	86%	100		
Aragon	Spain	6.86	97%	6.37	93%	0.49	7%	6.86	100%			0.49	7%	6.86	100%	0.00	0%	4.09	60%	2.06	30%	1.18	17%	3.37	49%	102		
Balearic Islands	Spain	5.24	71%	4.63	88%	0.61	12%	5.24	100%			0.61	12%	5.24	100%	0.00	0%	1.67	32%	0.78	15%	0.17	3%	4.38	84%	120		
Castile and Leon	Spain	5.19	88%	4.90	94%	0.29	6%	5.19	100%			0.29	6%	5.04	97%	0.00	0%	2.38	46%	2.33	45%	0.09	2%	3.91	75%	141		
Wallonia	Belgium	5.12	20%	4.93	96%	0.19	4%	5.12	100%			0.19	4%	5.12	100%	0.00	0%	2.77	54%	3.40	67%	0.73	14%	0.00	0%	12		
Madrid	Spain	5.09	92%	4.90	96%	0.19	4%	5.09	100%			0.19	4%	5.09	100%	0.00	0%	2.02	40%	0.80	16%	0.33	6%	1.77	35%	64		
Asturias	Spain	4.34	78%	3.98	92%	0.36	8%	4.34	100%			0.31	7%	4.34	100%	0.00	0%	1.74	40%	0.84	19%	1.35	31%	2.44	56%	100		
Bavaria	Germany	3.92	31%	3.63	93%	0.29	7%	3.92	100%			0.29	7%	3.74	95%	0.19	5%	0.96	24%	0.94	24%	0.65	17%	3.90	99%	54		
Welsh Assembly Government	United Kingdom	3.89	100%	3.89	100%	0.00	0%	3.89	100%					0.00	0%	0.00	0%	0.00	0%	0.00	0%			0.00	0%	1		
Castile-La Mancha	Spain	3.42	91%	3.22	94%	0.19	6%	3.42	100%			0.19	6%	3.42	100%	0.00	0%	1.62	48%	0.56	16%	0.50	15%	3.42	100%	61		

Agent	Country	DODA NGO Channel		BY CATEGORY								BY TIPE OF NGO				FRAGILE STATES		LDC		GOVERN. AND CIVIL SOCIETY		GENDER MARKER		NUMBER OF PROJECTS		
		M USD	%	International		In-donor country		Project funding		Core funding		GLOBAL EDUCATION		In donor country		In developing countries		M USD	%	M USD	%	M USD	%		M USD	%
				M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%									
La Rioja	Spain	3.20	94%	2.76	86%	0.44	14%	3.20	100%			0.44	14%	3.06	96%	0.00	0%	0.86	27%	0.06	2%	0.60	19%	2.57	80%	64
Canary Islands	Spain	3.18	100%	3.18	100%	0.00	0%	3.18	100%					3.18	100%	0.00	0%	0.83	26%	0.93	29%	0.10	3%	0.87	28%	76
City State of Berlin	Germany	3.03	94%	0.51	17%	2.52	83%	3.03	100%			2.21	73%	3.03	100%	0.00	0%	0.19	6%	0.11	4%	0.21	7%	2.35	78%	36
Cantabria	Spain	2.44	82%	2.09	86%	0.35	14%	2.44	100%			0.35	14%	2.31	95%	0.13	5%	1.17	48%	0.50	20%	0.59	24%	2.15	88%	67
Rhineland-Palatinate	Germany	1.67	78%	1.62	97%	0.05	3%	1.67	100%			0.05	3%	1.67	100%	0.00	0%	0.00	0%	1.56	94%			0.58	35%	9
North Rhineland-Westphalia	Germany	1.52	12%	0.28	18%	1.24	82%	1.52	100%	0.01	0%	1.24	82%	1.52	100%	0.00	0%	0.01	1%	0.01	0%			1.32	87%	12
Brussels-Capital Region	Belgium	1.42	87%	1.15	81%	0.27	19%	1.42	100%			0.27	19%	1.37	97%	0.05	3%	0.73	51%	0.73	51%			0.21	15%	32
Baden-Württemberg	Germany	1.18	19%	0.36	31%	0.82	69%	1.18	100%			0.82	69%	1.18	100%	0.00	0%	0.21	17%	0.18	15%	0.00	0%	1.03	87%	41
Hesse	Germany	1.02	28%	0.50	49%	0.52	51%	1.02	100%			0.49	48%	1.02	100%	0.00	0%	0.15	15%	0.14	14%	0.01	1%	0.82	81%	44
Mecklenburg-West Pomerania	Germany	0.76	95%	0.11	15%	0.64	85%	0.76	100%			0.64	85%	0.76	100%	0.00	0%	0.00	0%	0.00	0%			0.00	0%	2
Saxony	Germany	0.74	56%	0.74	100%	0.00	0%	0.74	100%					0.74	100%	0.00	0%	0.00	0%	0.00	0%			0.72	97%	12
Hamburg	Germany	0.73	6%	0.16	23%	0.56	77%	0.73	100%			0.56	77%	0.73	100%	0.00	0%	0.05	7%	0.04	5%			0.19	27%	19
Schleswig-Holstein	Germany	0.71	82%	0.36	51%	0.35	49%	0.71	100%			0.35	49%	0.71	100%	0.00	0%	0.00	0%	0.00	0%			0.00	0%	2
City State of Bremen	Germany	0.46	58%	0.08	17%	0.38	83%	0.46	100%			0.38	83%	0.46	100%	0.00	0%	0.01	2%	0.01	1%			0.39	86%	24
Murcia	Spain	0.41	82%	0.25	60%	0.16	40%	0.41	100%			0.16	40%	0.41	100%	0.00	0%	0.04	10%	0.12	29%	0.04	9%	0.40	98%	28
Lower-Saxony	Germany	0.37	25%	0.30	82%	0.07	18%	0.37	100%			0.07	18%	0.36	97%	0.01	3%	0.26	70%	0.21	56%	0.04	10%	0.16	43%	18
Brandenburg	Germany	0.36	100%	0.29	79%	0.08	21%	0.36	100%			0.08	21%	0.36	100%	0.00	0%	0.24	65%	0.00	0%			0.00	0%	11
Saarland	Germany	0.13	92%	0.05	38%	0.08	62%	0.13	100%			0.08	62%	0.13	100%	0.00	0%	0.04	34%	0.03	23%	0.00	2%	0.11	85%	24
Saxony-Anhalt	Germany	0.05	18%	0.03	55%	0.02	45%	0.05	100%			0.02	45%	0.05	100%	0.00	0%	0.01	12%	0.00	0%			0.00	0%	8
Thuringia	Germany	0.04	7%	0.04	97%	0.00	3%	0.04	100%			0.00	3%	0.04	100%	0.00	0%	0.02	41%	0.02	56%			0.00	0%	4
<i>Not identified:</i>		307.80	10%	205.48	67%	102.32	33%	283.11	92%	24.69	8%	15.96	5%	287.51	93%	2.99	1%	86.81	28%	72.09	23%	27.57	9%	83.07	27%	8,014
Minister of Europe and Foreign Affairs of France	France	122.29	82%	33.42	27%	88.87	73%	118.78	97%	3.51	3%	3.61	3%	112.52	92%	2.15	2%	21.70	18%	21.26	17%	1.14	1%	18.24	15%	1,274
Municipalities in Spain	Spain	97.67	88%	85.61	88%	12.06	12%	97.00	99%	0.67	1%	11.20	11%	94.39	97%	0.49	1%	24.98	26%	15.84	16%	18.69	19%	54.80	56%	3,371

Agent	Country	DODA NGO Channel		BY CATEGORY								BY TYPE OF NGO				FRAGILE STATES		LDC		GOVERN. AND CIVIL SOCIETY		GENDER MARKER		NUMBER OF PROJECTS		
		M USD	%	International		In-donor country		Project funding		Core funding		GLOBAL EDUCATION		In donor country		In developing countries		M USD	%	M USD	%	M USD	%		M USD	%
				M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%	M USD	%									
Swiss Cantons	Switzerland	54.31	87%	54.05	100%	0.26	0%	37.21	69%	17.10	31%	0.26	0%	47.48	87%	0.11	0%	23.79	44%	20.31	37%	6.93	13%	5.91	11%	2,128
Municipalities in Belgium	Belgium	9.16	100%	9.16	100%	0.00	0%	9.16	100%					9.16	100%	0.00	0%	3.08	34%	2.88	32%			0.00	0%	106
Canadian provinces	Canada	9.07	5%	9.07	100%	0.00	0%	5.68	63%	3.40	37%			8.91	98%	0.00	0%	5.48	60%	5.56	61%	0.39	4%	0.52	6%	162
Provinces of Italy	Italy	7.59	90%	7.54	99%	0.05	1%	7.59	100%			0.05	1%	7.59	100%	0.00	0%	4.75	63%	3.63	48%	0.25	3%	2.46	32%	509
Austrian Provinces	Austria	7.05	21%	6.17	87%	0.88	13%	7.03	100%	0.02	0%	0.81	11%	6.86	97%	0.19	3%	2.97	42%	2.51	36%	0.18	3%	1.04	15%	377
Prefectures of Japan	Japan	0.51	92%	0.36	71%	0.15	29%	0.51	100%			0.00	0%	0.48	94%	0.03	6%	0.03	5%	0.03	5%			0.00	0%	27
Public universities in Spain	Spain	0.13	1%	0.09	67%	0.04	33%	0.13	100%			0.03	26%	0.11	83%	0.02	15%	0.04	27%	0.04	32%			0.10	74%	52
Municipalities of Portugal	Portugal	0.02	3%	0.01	57%	0.01	43%	0.02	100%					0.02	100%	0.00	0%	0.01	45%	0.01	57%			0.00	0%	8
German Länder	Germany	0.00	0%																							
Interdepartmental	France	0.00	0%																							
Municipalities of Japan	Japan	0.00	0%																							
TOTAL		576.85	19%	442.62	77%	134.23	23%	548.57	95%	28.28	5%	45.24	8%	544.55	94%	10.03	2%	180.05	31%	141.60	25%	100.99	18%	277.17	48%	10,800



**GARAPENERAKO
LANKIDETZAREN
EUSKAL AGENTZIA**

AGENCIA VASCA DE
COOPERACIÓN PARA
EL DESARROLLO