



OECD Development Co-operation Peer Reviews

**SLOVENIA**

**2017**



The Development Assistance Committee: Enabling effective development



# **OECD Development Co-operation Peer Reviews: Slovenia 2017**

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# Conducting the peer review

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The OECD Development Assistance Committee (DAC) conducts periodic reviews of the individual development co-operation efforts of DAC members. The policies and programmes of each member are critically examined approximately once every five years. Five members are examined annually. The OECD Development Co-operation Directorate provides analytical support, and develops and maintains, in close consultation with the Committee, the methodology and analytical framework – known as the Reference Guide – within which the peer reviews are undertaken.

The objectives of DAC peer reviews are to improve the quality and effectiveness of development co-operation policies and systems, and to promote good development partnerships for better impact on poverty reduction and sustainable development in developing countries. DAC peer reviews assess the performance of a given member, not just that of its development co-operation agency, and examine both policy and implementation. They take an integrated, system-wide perspective on the development co-operation and humanitarian assistance activities of the member under review.

The peer review is prepared by a team, consisting of representatives of the Secretariat working with officials from two DAC members who are designated as “examiners”. The country under review provides a memorandum setting out the main developments in its policies and programmes. Then the Secretariat and the examiners visit the capital to interview officials, parliamentarians, as well as civil society and non-governmental organisations representatives of the donor country to obtain a first-hand insight into current issues surrounding the development co-operation efforts of the member concerned. Field visits assess how members are implementing the major DAC policies, principles and concerns, and review operations in recipient countries, particularly with regard to poverty reduction, sustainability, gender equality and other aspects of participatory development, and local aid co-ordination. During the field visit, the team meets with representatives of the partner country’s administration, parliamentarians, civil society and other development partners.

The Secretariat then prepares a draft report on the member’s development co-operation which is the basis for the DAC review meeting at the OECD. At this meeting senior officials from the member under review respond to questions formulated by the Committee in association with the examiners.

This review contains the main findings and recommendations of the Development Assistance Committee and the report of the Secretariat. It was prepared with examiners from Australia and Poland for the peer review of Slovenia on 21 June 2017.



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# Abbreviations and acronyms

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BEPS	Base erosion and profit shifting
BSF	Bled Strategic Forum
BiH	Bosnia and Herzegovina
CEB	Council of Europe Development Bank
CEF	Center of Excellence in Finance
CEP	Centre for European Perspective
CMSR	Centre for International Cooperation and Development
CPIA	Country Policy and Institutional Assessments
CRS	Creditor Reporting System
DAC	Development Assistance Committee
EBRD	European Bank for Reconstruction and Development
EDF	European Development Fund
EU	European Union
FDI	Foreign direct investment
FYROM	Former Yugoslav Republic of Macedonia
GDP	Gross domestic product
GHD	Good Humanitarian Donorship
GNI	Gross national income
GPEDC	Global Partnership for Effective Development Co-operation
IATI	International Aid Transparency Initiative
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IFI	International Financial Institutions
IMF	International Monetary Fund
ISAF	International Security Assistance Force
ITF	ITF Enhancing Human Security
LDCs	Least developed countries
MDB	Multi-lateral Development Banks
MDT	Inter-ministerial working body
MFA	Ministry of Foreign Affairs
MoF	Ministry of Finance
MZZ	Ministry of Foreign Affairs (in Slovenian)

## Abbreviations and acronyms

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NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
OOF	Other official flows
OSCE	Organisation for Security and Co-operation in Europe
PCD	Policy coherence for development
PEFA	Public Expenditure and Financial Accountability
SDGs	Sustainable Development Goals
SID	Slovenska izvozna in razvojna banka / SID Bank (Slovene Export and Development Bank)
UN	United Nations
UNDP	United Nations Development Programme
UNIFIL	United Nations Interim Force in Lebanon
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
WBIF	Western Balkans Investment Framework

### Signs used:

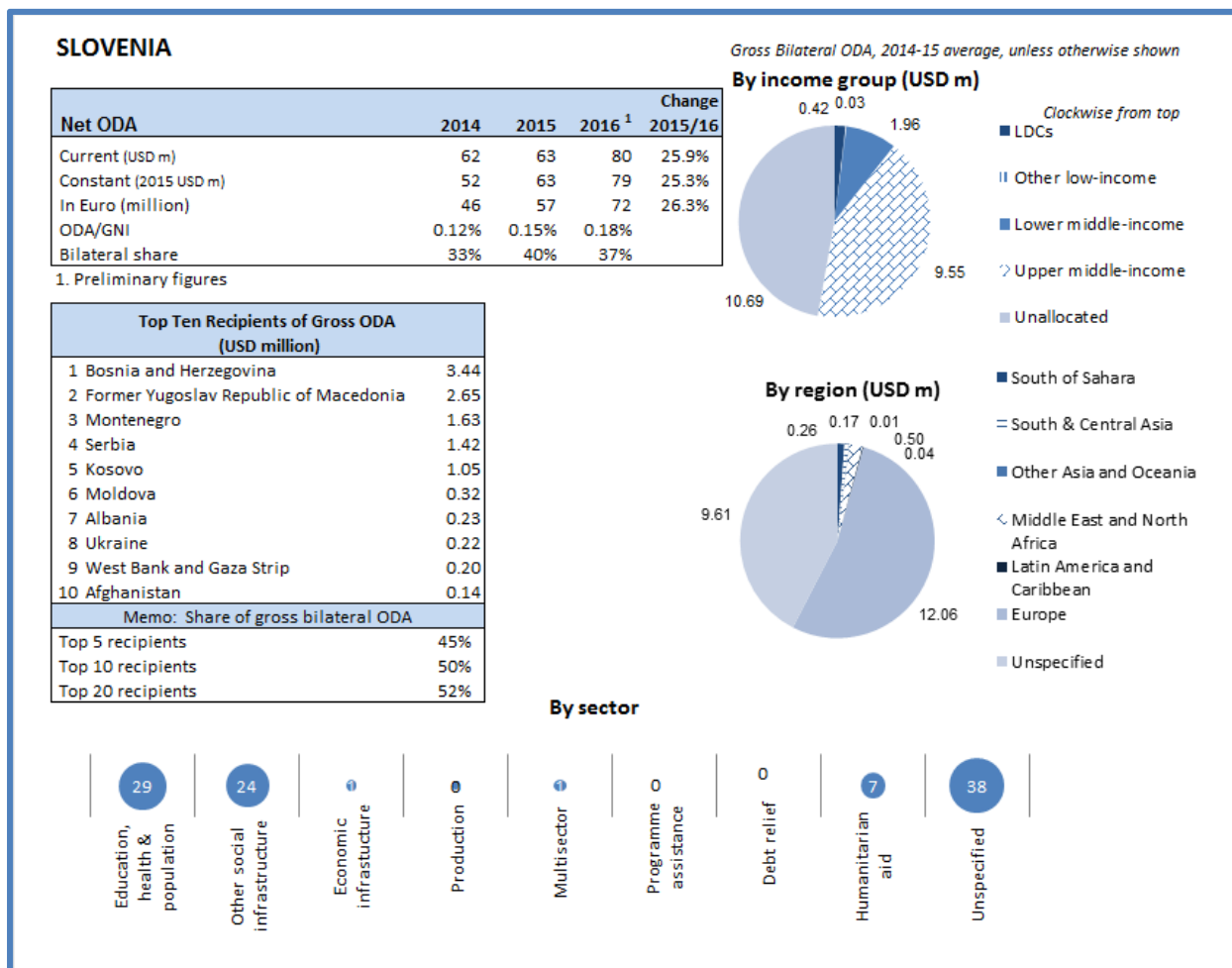
EUR	Euro
USD	United States dollars
( )	Secretariat estimate in whole or part
-	(Nil)
0.0	Negligible
..	Not available
...	Not available separately, but included in total
n.a.	Not applicable
p	Provisional

Slight discrepancies in totals are due to rounding.

### Annual average exchange rate: 1 USD = EUR

2010	2011	2012	2013	2014	2015
0.7550	0.7192	0.7780	0.7532	0.7537	0.9015

# Slovenia's aid at a glance



Source: OECD-DAC; [www.oecd.org/dac/stats](http://www.oecd.org/dac/stats)



# Context of the peer review of Slovenia

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Slovenia has a population of 2.1 million and its per capita gross domestic product (GDP) was USD 33 105 in 2016 (OECD, 2017a; OECD, 2017b). Following a second early election, the current centre-left coalition government was formed in September 2014. It is led by the Modern Centre Party with support from the Democratic Party of Slovenian Pensioners and the Social Democrats (EIU, 2017).

While Slovenia experienced sustained economic growth from 2000 to 2008, the impact of the economic crisis saw annual growth plummet to -7.8% in 2009. After two years of contraction (2012-13) the Slovenian economy returned to positive growth in 2014. Private and government consumption, and net exports are the main drivers of growth (OECD, 2016; OECD, 2017b).

*How's Life in Slovenia?* indicates that Slovenia performs well in some measures of well-being in the OECD's Better Life Index, ranking above average in education and skills, work-life balance, environmental quality, and personal security. However, its performance in relation to income and wealth, jobs and earnings, civic engagement, and subjective well-being is below average (OECD, 2015b).

Slovenia has a rich and diverse environment. It has drawn on EU and OECD countries' experiences to strengthen its environmental policies and adopt environmental quality and emission standards. However, Slovenia's environmental performance is mixed, with significant pressures on its natural resource base and the health of its people. Waste management, the environmental footprint of its transport system and reducing emissions are all challenges for Slovenia (OECD, 2012).

Slovenia became a member of the European Union (EU) in 2004 and joined the Eurozone and the Schengen Area in 2007. Slovenia became an OECD member in 2010 and joined the OECD's Development Assistance Committee (DAC) in 2013. Its development co-operation programme has been in place since 2005. Slovenia currently contributes EUR 341 million to the EU budget, representing 0.89% of the country's gross national income (GNI).

Slovenia's foreign policy seeks to ensure peace and security, prosperity and good bilateral relations. It strives for a strong European Union and a strong multilateral system, and pays particular attention to the integration of Western Balkan countries into the EU and NATO (MZZ, 2015). In September 2015 Slovenia's border with Croatia became the front line for refugees and migrants seeking to enter the Schengen zone along the Balkan corridor, with Slovenia serving mostly as a transit country.

This is the first peer review of Slovenia's development co-operation. There are therefore no recommendations from previous DAC peer reviews against which to assess the country's progress. However, the peer review holds Slovenia accountable for the commitments it has made domestically and internationally. In this first peer review a strong emphasis is placed on learning and on setting a baseline for Slovenia's development co-operation in the future.

## Sources:

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## **The DAC's main findings and recommendations**





## Slovenia is making progress in building its development co-operation programme

1. Since joining the Development Assistance Committee (DAC) in 2013, Slovenia has developed and reformed its institutional system for delivering development co-operation and built key development expertise and experience in the ministries and institutions which deliver official development assistance (ODA). Slovenia has maintained a credible development programme through the years following the economic crisis, providing good foundations on which to build the programme as its ODA grows.
2. There is broad ownership by stakeholders of Slovenia's approach to development co-operation, which is an integral part of Slovenia's foreign policy. A wide range of ministries support development co-operation activities and participate in an inter-ministerial working body co-ordinated by the Ministry of Foreign Affairs (MFA) and tasked with aligning development co-operation with Slovenia's strategic priorities.
3. Slovenia plays an active role in regional and international fora, advocating for peace and security, the rule of law, protection of human rights and sustainable development. Human rights underpin Slovenia's approach to sustainable development, and it promotes gender equality and women's empowerment, and pays close attention to the rights of children, the elderly and other vulnerable people. Efforts to deal with climate change focus on water, natural resources and biodiversity.
4. Slovenia is a valued and trusted partner, particularly in the Western Balkans where it draws on shared cultural, linguistic, historic and institutional links. Slovenia's comparative advantage is in its experience of transition and accession to Euro-Atlantic structures, such as the European Union and the North Atlantic Treaty Organisation. It also has strengths in environmental and water management; public financial management; demining, rehabilitation of mine victims and humanitarian assistance in situations of conflict; disaster risk reduction and response; and scholarships.

### **SLOVENIA CAN BUILD ON ITS ACHIEVEMENTS**

#### ***Setting the strategic direction of Slovenia's development co-operation***

5. Slovenia is revising the act and the resolution which govern international development co-operation. While revisions to the resolution appear unlikely to improve the focus of Slovenia's development co-operation programme, the adoption of a strategy to guide implementation is an opportunity to set a clearer strategic direction.
6. The current footprint of Slovenia's bilateral co-operation is broad, covering three geographic regions – the immediate neighbourhood of the Western Balkans, the European neighbourhood and sub-Saharan Africa. While Slovenia adds value to its partners in the Western Balkans – where 67% of its bilateral ODA is allocated – it is hard to identify its added value further afield given the small size and broad spread of its bilateral co-operation efforts. A smaller geographic footprint which maximises Slovenia's comparative advantage in the countries of the Western Balkans and other countries in transition would ensure greater focus.

7. Although Slovenia is committed to eradicating poverty, reducing inequality and achieving sustainable development in its partner countries, and prioritises least developed countries, the large majority of its country programmable aid is directed to middle-income countries. The strategic direction of Slovenia's bilateral development co-operation would benefit from a clear explanation of its approach to poverty reduction, particularly in its neighbouring countries.
8. Slovenia is to be commended for its commitment to allocating 0.33% of its gross national income as ODA, and its ambitious aim to double its ODA/GNI ratio within the next 13 years. Assessing the consequences and risks of delivering this much larger development co-operation programme would help ensure that its action plan for achieving it is realistic.

### ***Enhancing the impact of bilateral co-operation***

9. Slovenia has established good practices, consulting closely with its partner countries and aligning its activities to the priorities defined in their national development strategies. However, the thematic priorities of Slovenia's small bilateral development co-operation programme (USD 25 million in 2015) are very broad, with projects being implemented in up to seven sectors in priority countries. While working in a variety of sectors reflects its flexible and pragmatic approach, its impact could be greater if it was to work in fewer sectors in each partner country.
10. In 2015, 15 ministries, 4 foundations and 11 non-governmental organisations (NGOs) were involved in implementing Slovenia's bilateral co-operation programme. While this involvement is positive, it makes for a very fragmented programme, involving 96 projects, mostly low in value, across 25 countries. The transaction costs associated with managing this large number of projects are high. To increase the impact of its bilateral co-operation, Slovenia would benefit from reviewing its current business model, reducing fragmentation and thereby lowering transaction costs. This could be achieved by implementing a smaller number of higher value projects, focused in two or three sectors per country, delivered through strategic partnerships in a defined selection of priority countries.

### ***Focusing multilateral co-operation***

11. The current 60:40 split between multilateral and bilateral co-operation appears appropriate to Slovenia's current circumstances. Slovenia makes contributions to international organisations and multilateral development banks to ensure its support reaches least developed countries. However, its multilateral ODA is comprised largely of assessed contributions to the European Union (49% of total ODA). Assessing how and which multilateral organisations might assist Slovenia to achieve its objectives, including reducing poverty in least developed countries, would allow it to be more strategic in its participation in, and contributions to, multilateral organisations, as its ODA grows.

### ***Enhancing the strategic value of the framework programme***

12. The Framework Programme 2016-19 covers many bilateral development co-operation, humanitarian assistance and public awareness-raising activities, but it does not capture the totality of Slovenia's development co-operation. The inclusion of a four-year indicative forward expenditure plan and the activities of a larger number of government ministries has enhanced its value, but more needs to be added to allow Slovenia to crystallise a comprehensive and coherent whole-of-government approach to its development co-operation. This might be achieved by including multilateral co-operation activities and describing the development results that Slovenia seeks to achieve across its bilateral and multilateral co-operation, its humanitarian assistance and its public awareness-raising activities.

### ***Mainstreaming gender and the environment***

13. Slovenia is a strong advocate for human rights, women's empowerment and gender equality, the environment and climate change, and uses its participation in international and regional fora to promote these. However, while Slovenia's expertise in environmental issues and gender is used in specific interventions, these issues are not mainstreamed across its development co-operation. This situation could be improved by raising the importance of gender and environmental mainstreaming within the inter-ministerial working body, encouraging all ministries delivering development co-operation to target gender and environmental issues in their activities and measure the results, and providing all stakeholders with training in mainstreaming.

### ***Working in strategic partnerships***

14. Over the past decade, Slovenia has been successful in building development expertise and experience across a broad range of ministries and implementing institutions, in particular the four foundations established by the government. As it considers introducing strategic partnerships with NGOs, Slovenia could learn from the experience of other DAC members which use framework agreements or have rapid funding mechanisms in place for development co-operation and humanitarian assistance. Drawing on good practice and key lessons from the recent DAC peer learning review on working with and through the private sector would assist Slovenia as it seeks to establish strategic partnerships with the private sector.
15. Slovenia has increased the amount of financing available for NGO projects and improved its process and requirements for multi-annual funding for Slovenian NGOs, providing more flexibility in implementation. The efficiency of project selection and management processes could be improved further by setting a minimum level of financing and by outsourcing calls for proposals.

### ***Improving transparency***

16. Although Slovenia is committed to being transparent about its development co-operation, it lacks the means to achieve this. Transparency would be improved by providing comprehensive information on its activities in one publicly accessible place, including a full listing of projects by country, region, sector, and implementing partner. Slovenia's annual report of its development co-operation could be improved by including information on results. A stronger focus on results would also enhance mutual accountability between Slovenia and its partner countries.
17. Slovenia's statistical reporting to the DAC Creditor Reporting System mostly conforms with the DAC's ODA rules. Improvement is still needed in reporting on the untied status of Slovenian co-operation, and on other official flows, private grants and private flows at market terms.

### ***Creating an evaluation culture***

18. While Slovenia has an evaluation policy and guidelines, development of its evaluation system is constrained by the limited human and financial resources available for evaluation in the MFA (one part-time staff member and a budget of EUR 30 000 per annum). Slovenia's development co-operation would be enhanced by promoting an evaluation culture amongst all stakeholders, ensuring that they understand why evaluation is important and how evaluation findings can be used to improve the quality of development co-operation activities. The evaluation policy would be enhanced by clarifying the requirements of other ministries, implementing organisations and their partners in evaluation of development activities.

### *Building knowledge in fragile contexts*

19. Although Slovenia has no specific policy for engaging in fragile states and conflict situations, it supports peacebuilding and state-building activities and is an active member of the Human Security Network. Slovenia built most of its expertise in fragile contexts in Western Balkan countries where it addresses elements of fragility, such as improving governance and combating corruption. It has also deployed staff to international peacekeeping and peacebuilding missions. Slovenia's ambition to intervene more consistently in crises outside its immediate neighbourhood will require additional expertise and policy influence. Slovenia's knowledge and experience in fragile contexts would be enhanced by taking a more strategic approach to deploying technical assistance staff and broadening its engagement in policy and political networks.

### **RECOMMENDATIONS**

20. To build on the achievements of its development co-operation to date, Slovenia should:

- i) Outline its approach to poverty eradication, particularly in the countries in the immediate neighbourhood.**
- ii) Tighten its thematic focus and geographic footprint so as to reduce fragmentation, and focus on its comparative advantage so as to increase impact.**
- iii) Assess which multilateral organisations to work with to achieve its strategic aims more effectively – including ensuring support for least developed countries – and outline the results it expects from its contributions to specific multilateral organisations.**
- iv) Adapt the framework programme to provide a comprehensive and coherent whole-of-government approach to its international development co-operation, including the development results it seeks to achieve.**
- v) Ensure that all stakeholders involved in Slovenia's development co-operation understand the importance of mainstreaming gender and environment across their activities and have the tools to be able to do so.**
- vi) Define the nature of strategic partnerships with NGOs and the private sector and how they will be put into practice.**
- vii) Create an evaluation culture across government in which all stakeholders integrate evaluation into their development co-operation efforts.**
- viii) Increase its participation in peace and fragility networks and systematise the deployment of its technical assistance to focus its efforts and build knowledge in fragile contexts outside the Western Balkan region.**

## **SLOVENIA NEEDS TO ADDRESS SOME CHALLENGES**

### ***Improving policy coherence for development***

21. Slovenia's promotion of policy coherence for development in multilateral fora is not backed by effective mechanisms for ensuring coherence between domestic and international development and humanitarian assistance policies. Ministries need to identify specific policy actions that would improve coherence between their domestic policies and Slovenia's international development objectives, and bring these to the inter-ministerial working group for a whole-of-government discussion.

### ***Building and retaining development co-operation expertise***

22. The MFA restructuring has simplified the chain of command and strengthened work and liaison across the various directorates and departments. The mix of technical and diplomatic staff helps to ensure some continuity as diplomats rotate to other roles. However, greater emphasis is needed on building and retaining development co-operation expertise, especially given the planned increases in ODA. The MFA needs to promote development co-operation as a career path, and other ministries need to focus on the skill sets needed if their staff are to deliver development co-operation effectively and efficiently.

### ***Enhancing the impact of humanitarian assistance***

23. Slovenia's ability to provide stable and on-going support makes it a good donor to long-term crises. However, its humanitarian results are limited because the scope of its humanitarian aid is too broad. The impact of Slovenia's humanitarian assistance could be enhanced by responding to only a few specific crises, posting its experts to humanitarian agencies, and partnering with other donors.

### ***Engaging with the private sector***

24. As it steps up its engagement with the private sector, Slovenia needs to guard against tying its aid any further. It should also make a clear distinction between trade facilitation for its own companies and support which builds the private sector in developing countries. In doing so, it could draw on the experience of other DAC members who have encouraged greater private sector participation in development.

### ***Managing for development results***

25. Slovenia's policies, structures and systems are not geared up for a focus on results in its development co-operation. Reporting has focused on performance targets contained in the resolution (overall expenditure, regions and sectors in which expenditure occurs, and multilateral and bilateral channels) rather than on the development results Slovenia could be achieving through its co-operation. The effectiveness and impact of Slovenia's development co-operation would be improved by embedding a results culture across its programme.

### RECOMMENDATIONS

- ix) To address these challenges facing its development co-operation Slovenia should: Strengthen cross-government co-ordination on policy coherence for development, giving the inter-ministerial working body a co-ordination and policy arbitration role.
- x) **Encourage all ministries to analyse specific opportunities for achieving policy coherence for development, and to raise them with the inter-ministerial working body for a whole-of-government discussion.**
- xi) **Identify the human resources required across the Slovenian government to deliver a growing, high-quality development co-operation programme.**
- xii) **Consider how its flexible and multi-year humanitarian aid can be most effective.**
- xiii) **Expand its partnerships with other donors to forge joint policy positions and programming.**
- xiv) **Encourage ministries and implementing partners to plan and manage for results.**

# Secretariat's report





# Chapter 1: Towards a comprehensive Slovenian development effort

## Global development issues

As a small nation at the crossroads between Central Europe, the Mediterranean and the Western Balkans, Slovenia places high importance on the multilateral system and uses it to promote development-relevant global public policies. Slovenia engages constructively at the global level and is willing to play an active role in advancing global development. Within the European Union it is advocating in particular for sustainable development in the Western Balkan region and for sharing transition experience with European Union accession countries. In finalising its national development strategy, the government has an opportunity to model an approach to sustainable development which integrates domestic and international dimensions.

### Slovenia is an active advocate for peace and security, human rights and sustainable development

Slovenia plays an active role in regional and international fora, advocating for peace and security, the rule of law, protection of human rights and the achievement of sustainable development. Slovenia's approach to global challenges reflects its standing as a small nation at the junction of Central Europe, the Western Balkans and the Mediterranean (MZZ, 2015c).

Human rights and human security are key planks of Slovenia's foreign policy; a human rights-based approach underpins its approach to sustainable development. Slovenia continues to be a strong advocate for gender equality and women's empowerment and pays close attention to the rights of children, the elderly and other vulnerable people. Its advocacy for climate change focuses in particular on water, natural resources and biodiversity (MZZ, 2015b).

Slovenia values multilateralism and, conscious of its global responsibilities, is willing to take on important roles within the multilateral system (MZZ, 2016a). Less than a decade after independence, Slovenia served as a non-permanent member of the UN Security Council (1998-1999). It has been a member, *inter alia*, of the UN Commission on Sustainable Development (2001-2004); the UNICEF Executive Board (2002-2004, 2009-2011); the UN Human Rights Council (2007-2010, 2016-2018); and the Executive Board of the UN Development Programme and UN Population Fund (2010). Slovenia chaired the Second Committee of the UN General Assembly during its 70th session (2015-2016) and is standing for the Presidency of the UN Human Rights Council in 2018. It currently chairs the Human Security Network<sup>1</sup> (MZZ, 2016a).

Slovenia became a member of the Council of Europe in May 1993, holding the Presidency in 2009. It joined NATO and the European Union (EU) in March and May 2004 respectively, and was the first of the member states which joined the EU in 2014 to hold the EU Presidency (2008). In 2006 Slovenia established the Bled Strategic Forum (BSF) to discuss the political, security and development challenges facing Europe and to develop new ideas and solutions to address them.<sup>2</sup>

As the first of the former Yugoslav Republics to join the EU, Slovenia is committed to the sustainable development of countries of the Western Balkans and their integration into

Euro-Atlantic structures. In 2010 Slovenia and Croatia established the Brdo Process<sup>3</sup> - an informal process to advance co-operation in the Western Balkans and to keep the enlargement process high on the EU agenda. This transitioned into the Brdo-Brijuni process regional initiative in 2013.<sup>4</sup>

Slovenia and Montenegro shared a seat on the Open Working Group on the Sustainable Development Goals (2013-2014), arguing consistently throughout the process for a universal, holistic and integrated approach to sustainable development which brought together all the economic, social and environmental dimensions in a balanced and coherent manner (GOS, 2015a). At the UN Summit for the Adoption of the post-2015 Development Agenda, Slovenia committed to preparing a new Slovenia Development Strategy,<sup>5</sup> a process which is now underway (Box 1.1). The draft strategy draws on the Sustainable Development Goals (SDGs) to create strategic priorities and goals for the country, grouped around four areas: learning for and through life; inclusive, resilient, and responsible society; the economy creates value for everyone; and a high degree of co-operation, competence and effectiveness (GOS, 2016b). The national development strategy is an opportunity to model an approach to sustainable development which integrates domestic and international dimensions.

### Box 1.1 An integrated approach to the Slovenia's own sustainable development

The Development Strategy of Slovenia to 2030 will be the key vehicle for implementing the 2030 Agenda for Sustainable Development at the national level. While many countries are preparing or adapting national development strategies and monitoring their national implementation of SDGs in parallel, Slovenia has unified the preparation of its national development strategy with SDG monitoring. It is considering how to establish a co-ordination mechanism for implementing the objectives of the new agenda at the national level. The Government Office for Development and European Cohesion Policy has been appointed as the 2030 Agenda implementation co-ordinator.

*Source:* MZZ, 2016a, "OECD DAC peer review: development cooperation and humanitarian assistance of the Republic of Slovenia: memorandum".

## Policy coherence for development

Indicator: Domestic policies support or do not harm developing countries

**Slovenia advocates strongly for policy coherence for development in multilateral fora but could do more to ensure coherence between its domestic policy settings and its policies for international development and humanitarian assistance. Giving the Inter-ministerial Working Body for International Development Co-operation a formal mandate to explore opportunities for greater policy coherence for sustainable development might address this deficit and aid implementation of the integrated 2030 Agenda for Sustainable Development.**

### Slovenia advocates for policy coherence for development internationally

Slovenia promotes the importance of policy coherence for development (PCD) in multilateral fora and actively advocated for a coherent approach to the integrated and universal 2030 Agenda for Sustainable Development (GOS, 2015a).

While there is no commitment to policy coherence for development in the 2006 Act on International Development Co-operation, the Resolution on International Development Co-operation to 2015 records Slovenia's commitment as an EU member state to "respect

commitments to policy coherence for development in twelve areas” (MZZ, 2008). The new declaration on, and strategy for, Slovenian Foreign Policy adopted in July 2015 recognised policy coherence for development as fundamental for the country’s development co-operation.

Slovenia’s current EU reporting on policy coherence for development focuses on the five strategic challenges defined by the EU – trade and finance, climate change, food security, migration and security (MZZ, 2015a). However, it has not identified specific actions to take on these challenges or a time-bound plan for addressing them.

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### Slovenia could strengthen cross-government co-ordination on policy coherence for development

The broad concept of policy coherence is understood and applied in Slovenia. The Resolution on Legislative Regulation adopted in 2009, and the Act on Cooperation between the National Assembly and the Government in EU Affairs (GOS, 2004), both include principles of policy coherence and require a coherent approach across government.

Policy coherence for development, however, is not well understood across the Slovenian government administration or the wider development community. The MFA’s website contains a brief description<sup>6</sup> and annual Slovenian development days, which build public understanding of development, have highlighted the topic. The final assessment of the implementation of the 2015 resolution<sup>7</sup> notes that the formation of the Inter-ministerial Working Body for International Development Co-operation<sup>8</sup> (MDT) has contributed to “awareness of the need for policy coherence for development policy”, but does not report specific areas where it has been achieved (MZZ, 2016b).

In its contribution to the OECD’s 2014 report on policy coherence for development (OECD, 2014), Slovenia expressed the wish “to implement a system that would effectively prevent possible incoherent policies” and its intention to put policy coherence for development on the agenda of the Inter-ministerial Working Body. It also signalled that policy coherence for development would be included in the new resolution on international development co-operation.<sup>9</sup> While such a system has not yet been developed, the Inter-ministerial Working Body, convened by the Ministry of Foreign Affairs (MFA) at State Secretary level, has the potential to play a positive role in developing a better understanding, and application, of policy coherence for development across government and the wider development community.

Slovenia’s approach to policy could be enhanced by giving the Inter-ministerial Working Body a co-ordination and policy arbitration mandate. This might be achieved by amending the Act on International Development Co-operation and giving prominence to policy coherence for development in the new resolution and its accompanying strategy.

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### Analysis and cross-government discussion would strengthen reporting

The MFA is responsible for co-ordinating policy coherence for development matters and this is led by the Directorate for Multilateral Affairs, Development Co-operation and International Law. The Ministry also leads on reporting on progress with policy coherence for development, primarily to the EU and the OECD, drawing on the knowledge of Slovenian missions in partner countries as appropriate.

Line ministries are responsible for ensuring coherence in specific issues that fall within their area of expertise. Slovenia could encourage ministries to undertake analysis of specific opportunities for achieving policy coherence for development, bringing the

results of this analysis to the MDT for a cross-government discussion. This could strengthen Slovenia's reporting on policy coherence for development to the EU and the OECD.

### Implementing the 2030 Agenda is an opportunity to improve policy coherence for development

Slovenia's March 2015 report to the EU on policy coherence for development noted that public finances, taxes and the financial system were areas requiring greater attention (MZZ, 2015a). In 2016, Slovenia responded to OECD and EU proposals on tax by adopting a new Anti-Money Laundering Act (2016). This includes measures to tackle base erosion and profit shifting (BEPS)<sup>10</sup>, such as establishing a public register of beneficial owners<sup>11</sup> (Eurodad, 2016).

Slovenia is taking a whole-of-government approach to developing its new national development strategy (Box 1.1) and intends to include development co-operation as an element of this strategy. Implementing the 2030 Agenda for Sustainable Development offers a good opportunity for Slovenia to consider the potential impact on developing countries of its domestic policies.

Given its strong commitment to "promoting legal migration and mobility while addressing illegal migration" (GOS, 2015c), its advocacy for human rights, human security and protection of individuals,<sup>12</sup> and its support for a global compact for safe, orderly and regular migration (GOS, 2016a), Slovenia might look at how to achieve greater policy coherence in its domestic and international responses to migration.

## Financing for development

Indicator: The member engages in development finance in addition to ODA

**Slovenia is considering how to encourage more development finance for partner countries alongside official development assistance. In doing so it might draw on the experience of DAC members in stimulating greater private investment in development.**

### Slovenia is considering how ODA might serve as a catalyst for private investment

Slovenia's International Development Cooperation Act (MZZ, 2006) and resolution (MZZ, 2008) focus primarily on development co-operation financed from the government budget. The act and the resolution envisage engaging the private sector, non-government organisations and Slovenian-established foundations<sup>13</sup> as implementers of Slovenian international development co-operation to develop their capacity to contribute to development in partner countries (see Chapter 4). Slovenia has also supported their efforts to gain access to funding from the EU and other sources. The foundations, in particular ITF Enhancing Human Security (ITF), have successfully expanded their financing and activities beyond those supported through Slovenian official development assistance (ODA).

In response to the Addis Ababa Action Agenda, Slovenia is considering how ODA might catalyse private investment in partner countries. In doing so, it could draw on the experience of other DAC members in stimulating greater private investment in development<sup>14</sup>.

### SID Bank and CMSR support foreign investment

SID Bank operates as an export-credit bank and as Slovenia's export-credit agency.<sup>15</sup> It also provides short and medium-term export credit insurance and investment insurance.<sup>16</sup> The Centre for International Cooperation and Development (CMSR), a foundation co-founded by the SID Bank and the Government of Slovenia, plays a supportive role in encouraging investment overseas by Slovenian companies, contributing country risk analyses and undertaking surveys and research studies.<sup>17</sup>

### Slovenia does not yet report on other flows to developing countries

Slovenia has not yet reported other official flows or private flows to developing countries to the DAC and is encouraged to do so.

### Notes

1. The Human Security Network comprises Austria, Chile, Greece, Ireland, Jordan, Costa Rica, Mali, Norway, Panama, Slovenia, Switzerland and Thailand. The Republic of South Africa is an observer. [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/human\\_security\\_network](http://www.mzz.gov.si/en/foreign_policy_and_international_law/human_security_network).
2. <http://www.bledstrategicforum.org/about/about-the-foru/>
3. See [www.mzz.gov.si/nc/en/newsroom/news/article/141/27017](http://www.mzz.gov.si/nc/en/newsroom/news/article/141/27017).
4. See [www.up-rs.si/up-rs/uprs-eng.nsf/pages/86AC1F31BD4A4B2FC1257D3400433769?OpenDocument](http://www.up-rs.si/up-rs/uprs-eng.nsf/pages/86AC1F31BD4A4B2FC1257D3400433769?OpenDocument).
5. See <https://sustainabledevelopment.un.org/content/documents/20365slovenia.pdf>.
6. Slovenian language version only:  
[www.mzz.gov.si/2%27/zunanja\\_politika\\_in\\_mednarodno\\_pravo/mednarodno\\_razvojno\\_sodelovanje\\_in\\_humanitarna\\_pomoc/politike\\_mrs](http://www.mzz.gov.si/2%27/zunanja_politika_in_mednarodno_pravo/mednarodno_razvojno_sodelovanje_in_humanitarna_pomoc/politike_mrs).
7. The Ministry's final assessment has been submitted to the government and is being considered.
8. The Working Body, convened by the Ministry of Foreign Affairs at State Secretary level assists with inter-ministerial planning and the harmonisation of national policies related to global development.
9. In 2017 a new resolution will replace the current Resolution on International Development Cooperation. See Chapter 2 for additional details.
10. Base erosion and profit shifting (BEPS) refers to tax avoidance strategies that exploit gaps and mismatches in tax rules to artificially shift profits to low or no-tax locations. <http://www.oecd.org/tax/beps/>
11. A beneficial owner enjoys the benefits of ownership even though title to some form of property is in another name.
12. Priority areas for Slovenia's year as chair of the human security network are available at [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/human\\_security\\_network](http://www.mzz.gov.si/en/foreign_policy_and_international_law/human_security_network).
13. The Centre for International Development Cooperation and Development (CMSR), the Centre for European Perspective (CEP), The Center of Excellence in Finance (CEF) and ITF Enhancing Human Security were (co-)founded by the Government of Slovenia to promote international development co-operation in specific areas.
14. See <http://www.oecd.org/publications/private-sector-engagement-for-sustainable-development-9789264266889-en.htm>
15. See [www.sid.si/en-gb/About-SID-Bank/General-information](http://www.sid.si/en-gb/About-SID-Bank/General-information).
16. See [www.sid.si/en-gb/About-SID-Bank/Activities](http://www.sid.si/en-gb/About-SID-Bank/Activities).
17. See [www.sid.si/Portals/0/Dokumenti/Financial/ANNUAL%20REPORT%202015.pdf?ver=2016-04-22-114411-590](http://www.sid.si/Portals/0/Dokumenti/Financial/ANNUAL%20REPORT%202015.pdf?ver=2016-04-22-114411-590).

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# Chapter 2: Slovenia's vision and policies for development co-operation

## Policies, strategies and commitments

Indicator: A clear policy vision and solid strategies guide the programme

**Development co-operation is an integral component of Slovenia's foreign policy and there is broad ownership of Slovenia's approach to development co-operation, which aims to reduce poverty and ensure peace, security and sustainable development. In preparing a strategy to accompany the new resolution on international development co-operation, Slovenia could consider tightening the geographic and thematic focus of its bilateral ODA and focusing on its comparative advantage as a country with transition experience.**

**Slovenia's development co-operation aims to reduce poverty and ensure peace, security and sustainable development**

Development co-operation forms an integral component of Slovenia's foreign policy, which seeks to achieve "intensified international development co-operation, humanitarian assistance and sustainable development" (MZZ, 2015a; MZZ, 2016a).

The *International Development Co-operation Act* (MZZ, 2006) lists the objectives and methods Slovenia uses to deliver development co-operation. *The Resolution on International Development Co-operation* (MZZ, 2008) provides further detail on Slovenia's development co-operation commitments and its geographic and thematic focus.

Slovenia aims to reduce poverty, and to ensure peace and security and sustainable development. In shaping these objectives, Slovenia considers compatibility with: (1) the values and development policies of Slovenian society and economy; (2) the international community's development objectives, especially those of the UN and the EU; and (3) foreign policy objectives (MZZ, 2008).

Slovenia is revising both the act and resolution in light of the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda and the Paris Agreement, as well as its experience implementing the existing resolution since 2008 (MZZ, 2016a). The broad geographic and thematic scope of the current resolution, involving engagement in many countries and sectors, is not helpful in allowing Slovenia to ensure focus in its small bilateral development programme. Drafts of the new resolution however, indicate that there will be little change to the existing geographic scope.

The new resolution was agreed by the Expert Council,<sup>1</sup> which advises the Minister of Foreign Affairs on development co-operation, and which consulted broadly across government. Public input has been sought and the Ministry of Foreign Affairs (MFA) has also consulted with civil society groups including NGOs, the private sector and foundations. The new resolution is scheduled to be adopted by the National Assembly in 2017.

The MFA will prepare a strategy to guide implementation of the new resolution. It expects to include guidelines on humanitarian assistance, multilateral co-operation, gender and cross-cutting issues, engagement with NGOs and the private sector, and public awareness. The strategy will also be accompanied by an action plan outlining how Slovenia plans to achieve its target of allocating 0.33% of its gross national income (GNI) as official

development assistance (ODA) by 2030. In preparing the strategy, Slovenia could consider tightening the geographic and thematic focus of its bilateral ODA in order to concentrate on its area of comparative advantage, which saw it transition from being a developing country to becoming a member of the EU.

As it looks to the longer term, Slovenia could also consider whether there are other areas where it can add value, such as capitalising on its experience managing sustainable development in mountainous regions, and the skills it has developed in managing diverse cultural contexts.

### Approach to allocating bilateral and multilateral aid

Indicator: The rationale for allocating aid and other resources is clear and evidence-based

**Slovenia delivers most of its bilateral co-operation in the Western Balkans, where it draws on its transition experience and adds value to its priority partners. Co-operation beyond its immediate neighbourhood would benefit from a tighter geographic and thematic focus. A clear rationale to underpin a strategic approach would help Slovenia to achieve its objective of improving multilateral co-operation.**

#### Slovenia's bilateral co-operation adds value to its partners in the Western Balkans

The geographical focus of Slovenia's bilateral development co-operation and the sectors where it wants to add value to its partners are articulated in the Resolution on International Development Co-operation (MZZ, 2008). Since 2010, bilateral ODA allocations have been outlined in annual and multi-annual framework programmes.<sup>2</sup>

While Slovenia does not have a specific bilateral strategy, the Framework Programme 2016-2019 consolidates the bilateral development co-operation, humanitarian assistance and public awareness-raising activities of seven ministries and the Administration for Civil Protection and Disaster Relief (see Annex B). Expenditure is planned for the first two years based on the two-year Slovenian government budget, and projected for the subsequent two years (MZZ, 2016c). More strategic use of the Framework Programme might help Slovenia to focus its bilateral co-operation (Chapter 4).

Slovenia's bilateral co-operation has targeted three geographic regions since 2008: the Western Balkans; Eastern Europe, the Southern Caucasus and Central Asia; and Africa. Given the small size of Slovenian development co-operation, the resolution stipulated that programmes would be developed with up to three countries; in the remaining countries only projects would be implemented (MZZ, 2008).

The resolution outlines five factors determining the selection of priority countries. These include: (1) the country's level of socio-economic development, giving priority to least developed countries (LDCs); (2) countries which are developing their legislative and institutional frameworks and would benefit from Slovenia's transition experience; (3) the level of political, diplomatic and economic relations; (4) the presence of other donors with whom to co-operate, giving priority to countries where few donors are present; and (5) countries in south-eastern and eastern European which have concluded bilateral development co-operation agreements with Slovenia (MZZ, 2008).

Slovenia engages with six priority countries in the Western Balkans: Albania, Bosnia and Herzegovina, Kosovo, the Former Yugoslav Republic of Macedonia (FYROM), Montenegro and Serbia (MZZ, 2016b). Bilateral agreements outline the specific areas for development co-operation with each country.<sup>3</sup> Montenegro and FYROM have been identified as

programme countries. Slovenia's support to each country has been stipulated in memoranda initially covering one year, but subsequently three years (2013-2015)<sup>4</sup>. Slovenia's investments in environmental and social infrastructure and good governance in these countries draw on its transition experience, its familiarity with their institutional and social structures, and strong historical, linguistic, cultural and institutional links (Annex C). In addition, Slovenia's ability to adapt solutions based on its own experience adds value to its partners in the Western Balkans.

In the Eastern Europe, Southern Caucasus and Central Asia region, Slovenia has entered into bilateral agreements with Moldova and Ukraine.<sup>5</sup> Despite a 2011 decision to make Moldova the third programme country, no multi-annual programme has been agreed with Moldova due to a reduction in Slovenia's overall ODA and low levels of its development co-operation in Moldova (MZZ, 2016b).

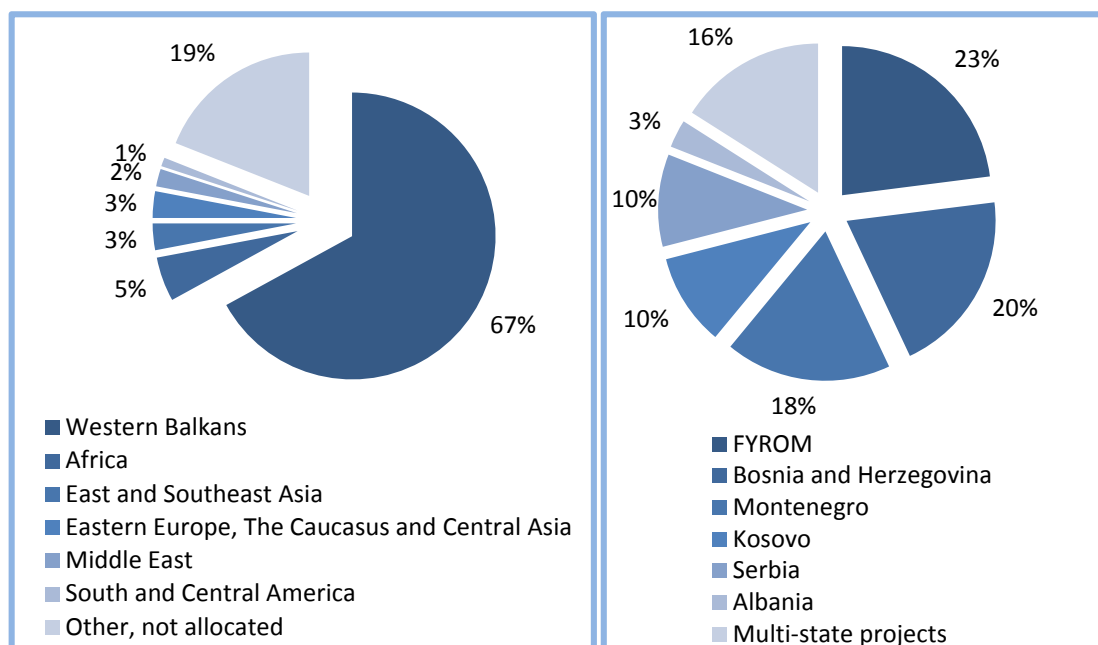
In 2011, Slovenia decided to designate Cabo Verde as a fourth programme country, the only one in the African region. A co-operation agreement was entered into in 2012. The MFA's proposal to co-operate with Cabo Verde was based on their joint membership of the Green Group<sup>6</sup> and the fact that it is a small country with a stable democratic system, committed to environmental protection and developing closer relations with the EU (MZZ, 2016b; see also Annex C).

Slovenia delivers most of its bilateral co-operation in the Western Balkans, which received 67% of total bilateral ODA in the period 2010-15. All other regions received less than 5% of bilateral ODA, with the balance (19%) comprised of funding for refugees in Slovenia and administrative costs (Figure 2.1).

The current approach to bilateral co-operation seeks to build development expertise and experience across a broad range of ministries and implementing institutions. It is mostly implemented by Slovenian foundations (CMSR, CEF and CEP) and NGOs, which are commissioned to implement projects on behalf of government ministries. Ministries may deliver technical assistance and/or commission it from Slovenian foundations (primarily CEF and CEP). In addition, the Ministry of Economic Development and Technology has a long-standing agreement to fund projects implemented by the United Nations Industrial Development Organization (UNIDO) (Chapter 3).

While Slovenia's bilateral co-operation adds value to partners in the Western Balkans, it is hard to identify the value it adds further afield, given the small size and broad spread of its development co-operation efforts (Chapter 3). The new resolution appears to retain this broad geographic focus; its accompanying strategy could be an opportunity for Slovenia to take a more strategic and focused approach. A smaller number of higher-value projects, delivered through strategic partnerships in a discrete selection of countries and sectors, could greatly enhance Slovenia's impact.

**Figure 2.1 Slovenia's bilateral development assistance by region and by Western Balkan country, 2010-2015**



*Note:* Western Balkan countries were allocated 67% of available funding for bilateral development co-operation in the relevant period, amounting to over EUR 51 million.

*Source:* Adapted from MZZ (2016e), *Slovenia's International Development Cooperation with the Western Balkans*.

### A clear rationale and strategic approach would help Slovenia achieve its multilateral objectives

In 2013 the MFA drafted a multilateral strategy which was never finalised due to the government's efforts to consolidate its finances following the economic crisis (MZZ, 2016a). Instead, obligations tied to Slovenia's membership of the European Union, the World Bank and the United Nations determine how it allocates its multilateral ODA. Once assessed contributions and International Development Association (IDA) commitments have been dispersed, there is very little left for additional voluntary contributions.

Currently there is a 60:40 split between multilateral and bilateral co-operation, which appears appropriate to Slovenia's circumstances. The change from the 66:33 multilateral-bilateral split (2012-14) results from a significant increase in in-donor refugee costs in 2015 (MZZ, 2016a).

Slovenia uses its membership of the international financial institutions, multilateral development banks, and the EU and its institutions to influence their policies and to advocate for their continued focus on the needs of partners in the Western Balkans and least developed countries. Slovenia has backed up its advocacy for greater investment in the Western Balkans by becoming a founding member of, and contributor to, the Western Balkans Investment Framework (see Box 2.1). It also intends to contribute to the European Investment Bank's Economic Resilience Initiative<sup>7</sup> for the Western Balkans and Southern Neighbourhood. Having itself benefited from International Monetary Fund (IMF) reforms in the years following independence, Slovenia has since partnered with the IMF to introduce similar reforms in Albania, Bulgaria and Romania.

In the World Bank, Slovenia advocates for 50% of IDA resources to go to sub-Saharan Africa and the least developed countries.<sup>8</sup> Slovenia took over part of the capital that the Socialist Federal Republic of Yugoslavia had invested in the Inter-American Development Bank. While Slovenia does not intend to add to this capital, it nevertheless maintains a discrete engagement focused on ensuring that the bank's resources flow to lower income countries in Latin America. To enhance the impact of these efforts, Slovenia might consider partnering with other members, particularly EU member states.

Despite having limited capacity to engage in the governance of multilateral institutions, Slovenia served on the Executive Boards of the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA) in 2010, and UNICEF's Executive Board in 2011.

Slovenia does not have the capacity to evaluate the performance of multilateral organisations and relies instead on assessments undertaken by each organisation. It could also draw on assessments undertaken by other donors, either individually or collectively.

Assessing how specific multilateral organisations might assist Slovenia to achieve its objectives would allow it to take a more strategic approach to participation in, and contribution to, multilateral organisations. Once the new resolution is adopted, the MFA intends that the accompanying strategy will include guidelines for multilateral co-operation. These guidelines should outline the basis for Slovenia's support to multilateral organisations and what it expects to achieve as a result of this support.

### Box 2.1 The Western Balkans Investment Framework

The Western Balkans Investment Framework (WBIF) is an innovative financing initiative which pools grant resources in order to leverage loans for financing priority infrastructure and socio-economic development in the Western Balkans.

It was launched in December 2009 by the European Commission, together with the Council of Europe Development Bank (CEB), the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB) and several bilateral donors including Slovenia. KfW Entwicklungsbank and the World Bank subsequently joined the Framework. The SID Bank from Slovenia is one of five bilateral development finance institutions that participate in the WBIF.

Source: <https://www.wbif.eu>

## Policy focus

Indicator: Fighting poverty, especially in LDCs and fragile states, is prioritised

**Slovenia's efforts to reduce poverty and achieve sustainable development would benefit from a clearer rationale for how its transition experience contributes to poverty reduction in middle-income countries. Greater attention could be paid to the nexus between humanitarian assistance and development, including Slovenia's approach in fragile contexts. Slovenia's advocacy for gender, environment and climate would be enhanced by greater attention to mainstreaming these issues across its programme.**

## Chapter 2: Slovenia's vision and policies for development co-operation

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**Slovenia could clarify how its transition experience contributes to poverty reduction in middle-income countries**

Slovenia's commitment to poverty reduction and sustainable development is emphasised throughout its policy architecture.<sup>9</sup> However, Slovenia does not explain clearly how this commitment is implemented across its bilateral co-operation programme.

Slovenia's bilateral development co-operation prioritises five upper middle-income Western Balkan countries<sup>10</sup> and four lower middle-income countries<sup>11</sup> where Slovenia's transition experience, particularly with good governance, adds value. Slovenia's economic and social infrastructure projects are focused on the poorer regions of these countries.

Support to least developed countries is delivered through multilateral channels, in particular through contributions to the EU, the European Development Fund and IDA. This is appropriate given that Slovenia's ability to do more to support least developed countries is constrained by its small bilateral development co-operation budget (Table 3, Annex A) and limited diplomatic presence. The share of bilateral ODA going to least developed countries dropped from a high of 10% in 2010 to just 1.7% in 2015 (MZZ, 2016b). In the Framework Programme 2016-2019, the average amount allocated annually to Africa (EUR 453 153) represents 5.6% of bilateral co-operation (MZZ, 2016c), the majority of which will be delivered through calls for proposal for Slovenian NGO projects in sub-Saharan Africa.

The resolution notes that Slovenia's development co-operation objectives are shaped by its international development commitments, including a number of commitments that Slovenia has made as an EU member (MZZ, 2008). Slovenia also supported the Busan Partnership for Effective Development Co-operation<sup>12</sup> and remains committed to development effectiveness.

The development of a strategy to complement the new resolution on international development co-operation provides an opportunity for Slovenia to lay out how sharing its own experience with transition will contribute to poverty reduction and sustainable development in its middle-income priority countries.

**Slovenia has a particular strength in long-term post-conflict engagement**

Slovenia sees humanitarian assistance and development co-operation as complementary. This is underlined by its national commitment at the World Humanitarian Summit to establish adequate institutional and organisational frameworks to enable a comprehensive approach to humanitarian and development activities. Slovenia has been able to sustain long-term humanitarian aid to its partner countries, sometimes for over a decade, which offers useful stability in protracted or transitional contexts. For instance, its demining activity in Bosnia and Herzegovina is still running, 12 years after the end of the conflict. Supporting long post-conflict recovery phases could be a niche role for Slovenia

**Slovenia is not sufficiently equipped to intervene strategically in fragile contexts**

Fragile states are not specifically targeted in Slovenia's development co-operation interventions, despite the fact that many of its priority countries have experienced conflict and that ITF Enhancing Human Security was founded by Slovenia to support human security and mine action (see Box 5.1).<sup>13</sup> Although Slovenia focuses on post-crisis contexts and state-building support – especially in the Western Balkan region – this focus is not articulated in any policy or strategy that links humanitarian assistance and development co-operation together during more complex crises. This means Slovenia is not equipped to intervene strategically in fragile contexts in the Middle East or Africa should it wish to. In developing its strategy to complement the new resolution, Slovenia might consider clarifying its approach to fragile contexts and the way in which it links humanitarian assistance, development co-operation, peace-building and security.

### Gender, environment and climate change could be better integrated

Slovenia is a strong advocate of human rights, women's empowerment and gender equality, the environment and climate change, using its participation in international and regional fora to promote these. In 2010, the first framework programme introduced protection of the environment, with emphasis on sustainable water, as a thematic priority and gender equality and women's empowerment as a cross-cutting issue.

While Slovenia uses its comparative advantage on environmental issues and gender in specific interventions in these areas, these themes are not mainstreamed across its development co-operation. Clearer guidance on how to mainstream gender and environment across Slovenia's policies, programmes and projects would help it to fully deliver on its objectives.

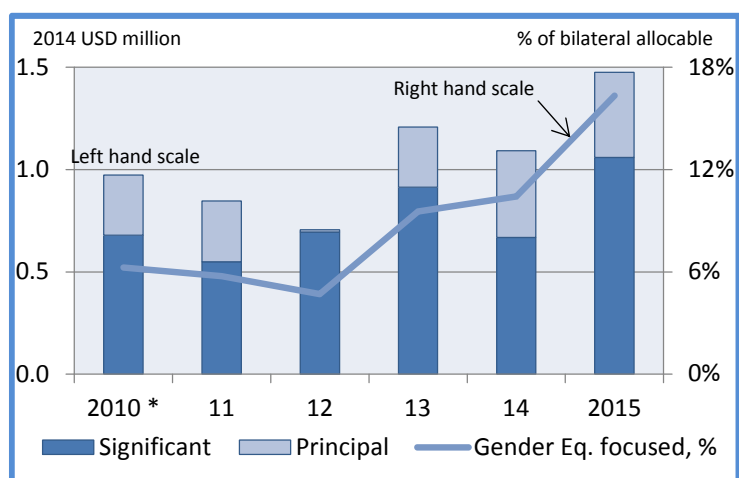
The MFA took a positive step in this direction when it prepared guidelines on gender equality and women's empowerment in 2016 (MZZ, 2016d). These clearly state the importance of gender equality as a cross-cutting issue and identify four priority areas: (1) economic empowerment and economic and social rights; (2) women in decision making; (3) sexual and reproductive health and rights; and (4) violence against women and girls. Application forms for projects financed by the MFA now include a section explaining how gender equality is addressed in project planning, implementation and monitoring, and reporting forms require information about how activities have strengthened gender equality. This is commendable but systems are needed to aggregate data in order to monitor progress.

Slovenia has developed scholarship programmes for students from the Western Balkans and other countries meeting its geographic priorities. In spite of Slovenia's commitment to mainstream gender, it is striking that in 2014/15, only nine of the 63 scholarships provided for secondary technical education for nationals of the Western Balkans were granted to women. In total, 24 Slovenian scholarships (26%) were awarded to women and 67 (74%) to men. The lack of a gender target for scholarships is a missed opportunity given Slovenia's policy commitment to mainstream gender equality in its development co-operation.

The MFA has also set a target of ensuring that 60% of programmed aid targets gender equality. Although this is commendable, it is ambitious given that the current level of bilateral allocable ODA to gender is just 16%, up from 5% in 2012 (OECD, 2017, see Figure 2.2). As a first step, the MFA could use the inter-ministerial working body (the MDT) to raise the importance of gender mainstreaming and to encourage ministries delivering international development co-operation to target gender equality and women's empowerment as either an explicit or secondary objective of their activities. The MFA could also offer training to stakeholders involved in development co-operation to provide them with tools to achieve greater gender mainstreaming across their programmes. The DAC's Gender Network (GenderNet) has mainstreaming strategies which may assist.



Figure 2.2 Slovenia's focus on gender equality in its development co-operation, 2011-2015



Source: OECD (2017), "Aid in support of gender equality and women's empowerment: donor charts", [www.oecd.org/development/gender-development/Aid-to-Gender-Equality-Donor-Charts-2017.pdf](http://www.oecd.org/development/gender-development/Aid-to-Gender-Equality-Donor-Charts-2017.pdf)

Slovenia has outlined a strong commitment to sustainable development in its international development co-operation: climate change and environmental protection, focused on sustainable water management, are priority themes. In 2015, 24.6% of Slovenian bilateral allocable aid focused on the environment, with 17.7% (or USD 1.5 million) focused specifically on climate change. This is below the respective DAC country averages of 33.2% and 26.2%.<sup>14</sup>

While Slovenia is to be commended for its direct investments in environmental projects, it could do more to ensure that the environment and climate change are mainstreamed across all projects. A first step has been taken by requiring implementing organisations to indicate in reporting forms for projects financed by the MFA the extent to which the activity has an impact on the environment, climate change and disaster risk reduction.<sup>15</sup>

In order to achieve a greater focus on climate and environment across its programme, Slovenia could take a similar approach as is proposed above for gender. This would involve using the MDT to emphasise the importance of environmental mainstreaming and encouraging ministries to target climate mitigation and adaptation and environmental issues in their activities. In order to assist them to achieve this, the Ministry of Environment and Spatial Planning could also offer training to stakeholders.



### Notes

1. The Expert Council comprises representatives from ministries, foundations, NGOs, academia, businesses and others with experience in development co-operation.
2. The first annual framework programme was adopted for 2010. Subsequently, multiannual framework programmes were adopted for 2011-2012, 2013-2015 and 2016-2019 (MZZ, 2016c)
3. Copies can be found at:  
[www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/documents](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/documents).
4. Slovenia and Montenegro entered into an additional memorandum on international co-operation covering 2016-17.
5. Copies can be found at:  
[www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/documents](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/documents).
6. An informal group of ministers of foreign affairs from Cabo Verde, Costa Rica, Iceland, Singapore, Slovenia, and the United Arab Emirates striving to place environmental issues on the agenda of foreign ministers.
7. See [www.eib.org/about/global-cooperation/resilience-initiative.htm](http://www.eib.org/about/global-cooperation/resilience-initiative.htm).
8. Peer review interviews in Ljubljana, 2 February 2017.
9. The act, the resolution and the Framework Programme (2016-2019).
10. Albania, Bosnia and Herzegovina, FYROM, Montenegro and Serbia.
11. Kosovo, Moldova, Ukraine and Cabo Verde.
12. See [www.oecd.org/dac/effectiveness/busanadherents.htm](http://www.oecd.org/dac/effectiveness/busanadherents.htm).
13. See [www.itf-fund.si/about-us/background-rationale](http://www.itf-fund.si/about-us/background-rationale).
14. See the Slovenia country profile in the 2017 Development Co-operation Report (OECD, forthcoming).
15. The reporting form seeks information on efforts to mitigate or adapt to climate change, protect biodiversity, combat desertification; the DAC uses these “policy markers” to monitor development finance targeting these environmental objectives. The form also seeks information about disaster risk reduction and contributing to disaster resilience.

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# Chapter 3: Allocating Slovenia's official development assistance

## Overall ODA volume

Indicator: The member makes every effort to meet ODA domestic and international targets

**As its economy grows, Slovenia aims to incrementally increase its official development assistance (ODA) to reach 0.33% of its gross national income (GNI) by 2030 to meet its international commitments. Slovenia's ODA allocations to specific regions, income groups and sectors are in line with the objectives that are defined in the Resolution on International Development Co-operation. Slovenia's reporting mostly conforms to DAC ODA rules and also complies with DAC recommendations on aid.**

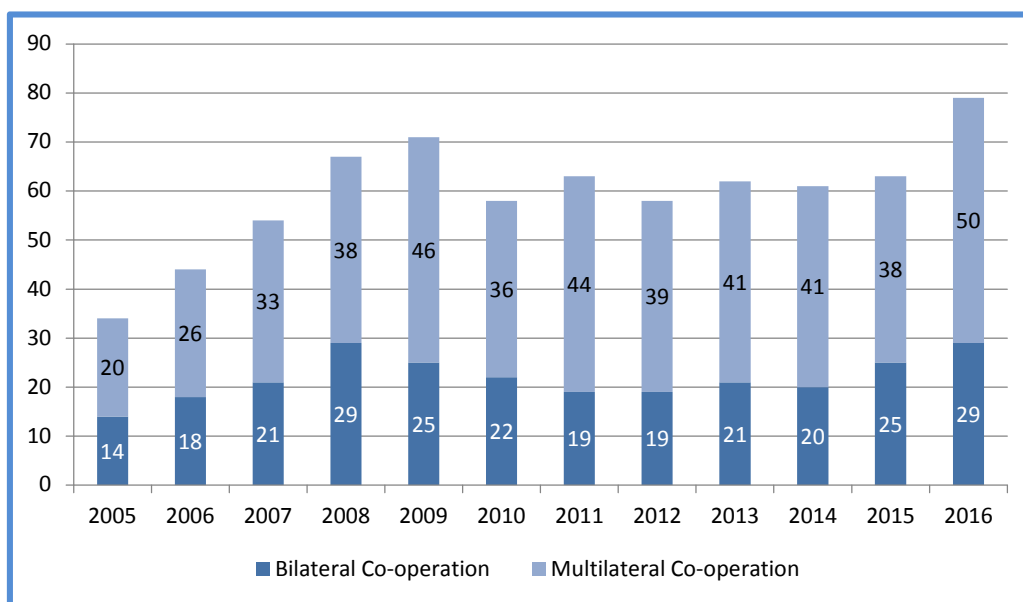
### **Slovenia intends to step up its efforts to increase its ODA**

In 2015, Slovenia provided USD 63 million in net ODA, which represented 0.15% of GNI and a 22.8% increase in real terms from 2014. The increase is due in part to the overall scaling up of Slovenia's development co-operation, but also to higher in-donor refugee costs, which now make up the largest share (28.4%) of Slovenia's bilateral co-operation and 11.2% of its overall ODA (OECD, 2017a). While Slovenia is the second smallest Development Assistance Committee (DAC) provider by volume, it is the 22nd largest provider out of the 30 members of the DAC in terms of ODA as a percentage of GNI. This makes Slovenia the second best performer after Iceland amongst the countries that have joined the DAC since 2013.

In its Resolution on International Development Co-operation to 2015, Slovenia noted its commitment to increase ODA to 0.33% of its GNI by 2015 (MZZ, 2008). Between 2005 and 2009, Slovenia was making progress in achieving this target, steadily increasing its ODA volume. However, the economic crisis hit the country hard in 2009 and 2010. This resulted in Slovenia's ODA falling by 13% in real terms, reducing its contributions to the EU and affecting the size of its bilateral co-operation, which fell from EUR 18 million (USD 22.3 million) in 2010 to EUR 13.5 million (USD 19 million) in 2011 (OECD, 2011; MZZ, 2016a; MZZ, 2016b). Slovenia has maintained a credible development co-operation programme throughout the years after the economic crisis. Following a return to economic growth in 2014, Slovenia increased bilateral ODA to EUR 22.5 million (USD 25.1 million) in 2015 and EUR 26.43 million (USD 29.23 million) in 2016 and this provides a good basis on which to grow its ODA (Figure 3.1).

Slovenia is committed to providing 0.15% of its GNI to least developed countries and does so using multilateral channels such as the European Development Fund (EDF) and International Development Association (IDA), and Slovenian NGOs working on small projects in Africa.

Figure 3.1 Slovenia's bilateral and multilateral co-operation, 2005-2015  
(USD millions)



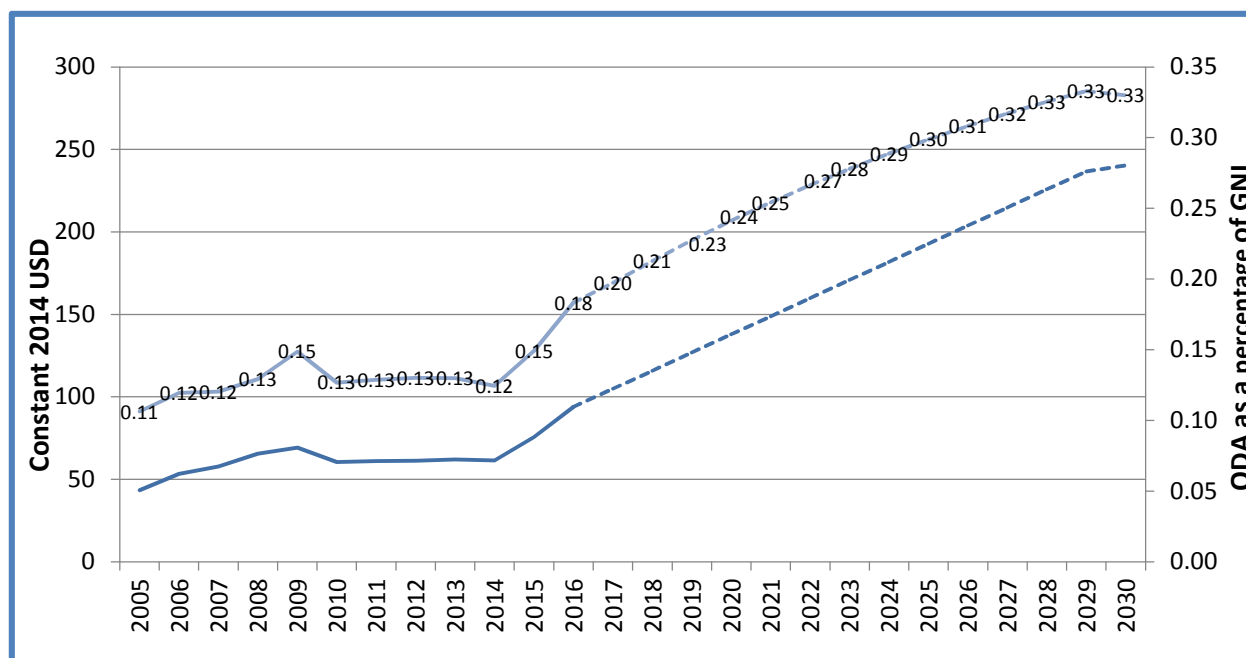
Source: OECD (2016), "Detailed aid statistics: Aid (ODA) disbursements to countries and regions", OECD International Development Statistics (database), [OECD statistics](#), (accessed 18 April 2017)

**Slovenia is preparing an action plan to achieve its 0.33% target**

At the 2015 UN Summit in New York, and in line with its EU commitments, the Slovenian Prime Minister emphasised Slovenia's efforts to re-calibrate its ODA programme to provide 0.33% of GNI as ODA by 2030, a target that is prominent in the new resolution (MZZ 2017a). As it recovers from the economic crisis, Slovenia is focused on achieving a balanced budget by 2020. This may result in only very small increases in ODA over the coming three years. Slovenia then plans to increase its ODA, the growth rate of its economy permitting. An action plan which sets out an indicative growth path with a two-step timeline and process (e.g. incremental increases in ODA until 2020 and more ambitious annual increases for the years 2020-2030) could help Slovenia to meet its commitment.

Slovenia's aim to double its ODA/ GNI ratio within the next 13 years is ambitious. The projections in Figure 3.2 show that if Slovenia's GNI continues to grow at the same annual rate as in 2015 (2.5%), Slovenia would have to allocate USD 240 million in ODA by 2030 if it is to reach the 0.33% target. Slovenia will need to assess the consequences and risks of delivering a much larger programme and ensure that its action plan focuses on how this goal can realistically be achieved.

Figure 3.2: Projected increases in Slovenia's ODA required to meet the 0.33% target by 2030



Source: Authors' own compilation based on data of OECD (2016), *Economic Outlook for Slovenia*.

### Slovenia complies with DAC aid and statistical reporting rules

Slovenia's statistical reporting to the DAC Creditor Reporting System mostly conforms with the DAC's ODA rules. Slovenia has dedicated staff responsible for the collection of statistical data and reporting to the OECD.

Slovenia complies with the DAC Recommendation on Terms and Conditions of Aid (its grant element of total ODA was 100% in 2015 as it provides only grants), and commenced reporting on the untied status of its ODA in its 2015 figures.

Slovenia is encouraged to report to the DAC on other official flows, private grants and private flows at market terms, and has indicated that it intends to do so in the future. Private flows (foreign direct investment) of USD 93.08 million to developing countries were reported to the OECD in 2015.

Slovenia reports in-donor refugee costs and generally adheres to the DAC directives on these costs. Care needs to be taken to distinguish between reporting on in-donor refugee costs and costs associated with providing humanitarian assistance to irregular migrants and in-transit refugees, as well as to rescue at sea. Once the DAC Temporary Working Group on Refugees and Migrants has provided greater clarity regarding the DAC's Reporting Directives on in-donor refugee costs, Slovenia together with other DAC members is encouraged to calibrate its reporting to these clarifications.

The Framework Programme 2016-2019 (MZZ, 2016c) provides a four-year indicative forward expenditure plan comprising the approved Slovenian ODA budget for two years and a further two-year indicative outlook based on the minimum assistance that Slovenia will be able to provide to its partner countries. Slovenia's programme countries value the continuity and predictability of its ODA allocations (see Chapter 5 and Annex C).

## Bilateral ODA allocations

Indicator: Aid is allocated according to the statement of intent and international commitments

Slovenia allocates most of its bilateral co-operation that is programmed at the country level according to its geographical and sectoral priorities. However, half of its bilateral ODA is spent on in-donor refugee costs, scholarships and imputed student costs and only one-quarter is country programmable aid. In 2015, Slovenia implemented 96 small projects in 25 countries. Moving from this rather fragmented portfolio to a more integrated programme with larger, more strategic projects would enhance effectiveness and make the best use of Slovenia's comparative advantage. Scaling-up and focusing Slovenia's bilateral co-operation would lead to greater visibility, efficiency and impact in partner countries.

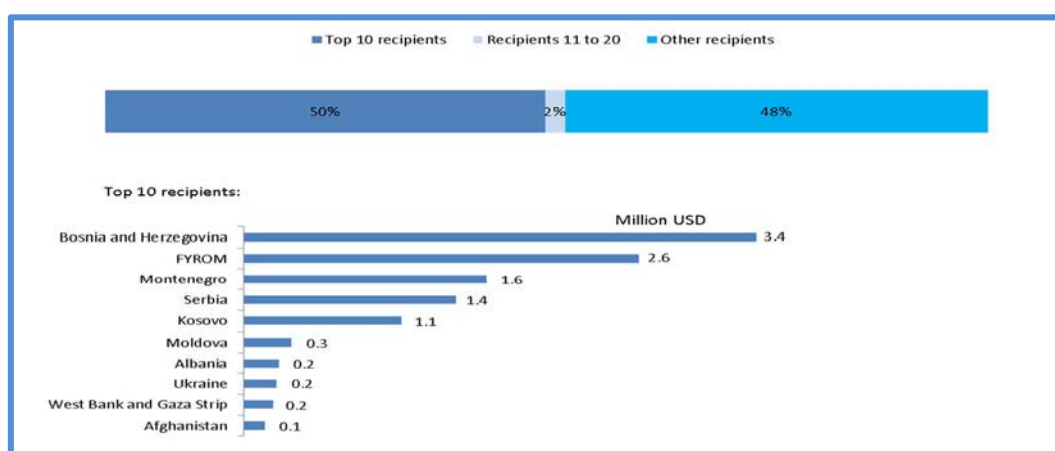
### Slovenia could rationalise its bilateral footprint

Slovenia's strategic priorities are well reflected in its geographic allocations and the division of labour between ministries, foundations and NGOs. The resolution (MZZ, 2008) sets out the geographical focus of Slovenia's bilateral ODA allocations, which can be likened to "concentric circles": from the immediate neighbourhood in the Western Balkans to the broader Eastern neighbourhood countries, then across to Africa.

Slovenia's share of bilateral ODA increased from 33% of its overall ODA in 2014 to 40% in 2015. Slovenia has decreased the average number of countries and territories receiving ODA from 72 in 2009-13 to 33 in 2014-15 (Annex A). Given its limited available resources and the small amounts provided to its eight priority countries<sup>1</sup>, Slovenia needs to rationalise its bilateral footprint further.

The top five recipients of Slovenia's bilateral ODA (Bosnia and Herzegovina, FYROM, Montenegro, Serbia and Kosovo) are priority countries in the Western Balkans and make up 45% (USD 10 million) of Slovenia's bilateral ODA (Figure 3.3). An additional USD 3 million (7%) is spent on activities with the next 15 partner countries, ranging from USD 300 000 for Moldova (6<sup>th</sup> largest recipient) to USD 27 000 for Uganda (20<sup>th</sup> largest recipient).

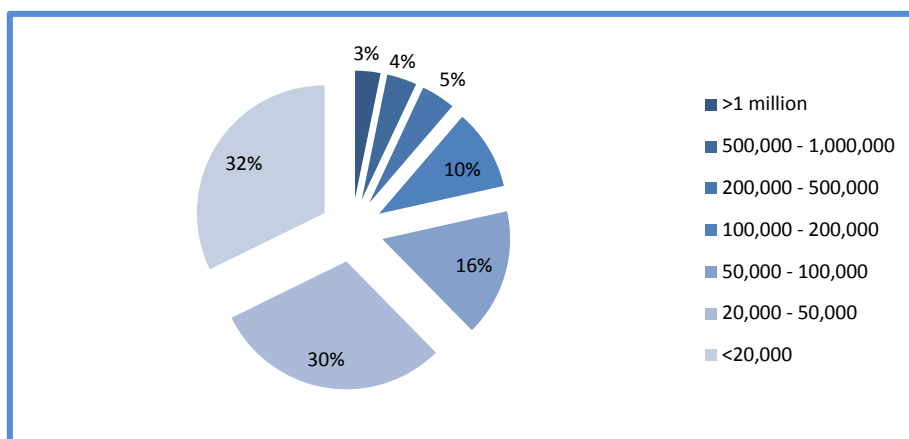
Figure 3.3 Top recipients of Slovenia's bilateral ODA, 2015<sup>2</sup>



Source: OECD (2017), "Geographical distribution of financial flows: Flows to developing countries", *OECD International Development Statistics* (database), <http://dx.doi.org/10.1787/data-00566-en> (accessed on 16 March)

Slovenia's ODA is highly dispersed across countries and very fragmented (Table 4.1). The majority (62%) of Slovenia's bilateral activities had very small volumes: 32% were less than USD 20 000 and 30% were between USD 20 000 and 50 000 (Figure 3.4). Slovenia's largest project-type intervention in 2015 was in Montenegro with a cost of USD 668,362 and implemented by the Centre for International Cooperation and Development (CMSR; see Annex C). Imputed student costs<sup>3</sup> for nationals of the Western Balkans make up the single largest part (26% or about USD 4 million) of Slovenian bilateral co-operation. Also, individual expenditure on scholarships and secondments often ranges between USD 500 000 and 700,000 and therefore makes up a large proportion of the projects with volumes between USD 500,000 and over USD 1 million.

**Figure 3.4 Volume of Slovenia's bilateral co-operation activities (in USD), 2015<sup>4</sup>**



Source: Authors' compilation, based on MZZ (2017b), data provided by the Slovenian MFA

Slovenia would benefit from reviewing its current business model in order to enhance the credibility of its development co-operation programme. It might consider whether it would do better to concentrate its limited funds on a smaller number of larger projects, delivered in fewer countries and sectors. By focusing its activities on its priority countries and developing clear criteria for working in other countries (see Chapter 2), Slovenia could make better use of its comparative advantage and reach those most in need of its co-operation. This would also result in lower administrative and transaction costs for selecting, planning, implementing and monitoring so many small projects

### **Slovenia would increase impact by reducing its focal sectors per country**

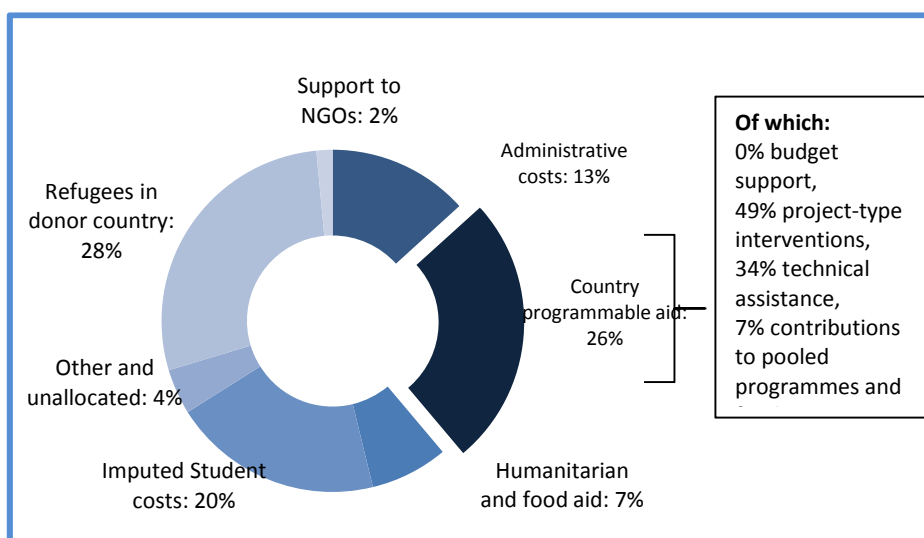
Slovenia strives to capitalise on its expertise in social transformation, institution building, gender equality and women's empowerment, and protection of the environment (with a focus on sustainable water management). Slovenia already uses its comparative advantage through specific interventions in these areas but could focus more on topics where it can add value (MZZ, 2016b).

Funds are allocated to partner countries in the Framework Programme (MZZ, 2016c) and co-operation sectors are programmed individually to respond to specific needs. Based on each country's priorities, Slovenia could include indicative percentages of how much it

aims to allocate per priority sector in its new strategy. Doing so could guide the decision on which projects Slovenia will fund and serve as the basis for future allocations.

In 2015, only 26% of Slovenia’s bilateral ODA was programmed at partner country level (Figure 3.5), significantly lower than the 2014 DAC average of 53%. This country programmable aid was divided into project-type interventions (49%), technical assistance (34%) and contributions to pooled programmes and funds (7%). In addition, Slovenia’s bilateral ODA was expended on in-country refugees (28%), imputed student costs (20%), humanitarian and food aid (7%), support to NGOs (2%) and other/unallocated items (4%). Slovenia made good progress in reducing its administrative costs from 28% of its bilateral ODA in 2014 to 13% in 2015.

**Figure 3.5: Composition of bilateral ODA, 2015, gross disbursements**



Source: OECD (2017), “Country Programmable Aid (CPA)” (indicator).

Slovenia’s sector and thematic priorities are set out in the resolution (MZZ, 2008). When identifying sectors for co-operation, Slovenia has established good practices by consulting closely with its partner countries and aligning its activities well to the priorities defined in their national development strategies. The thematic priorities are very broad and most issues fit into them, as shown in Table 3.1. co-operation sectors range from one to seven per priority country with relatively small project budgets.



Table 3.1: Sectors, activities and budgets of Slovenia's bilateral co-operation in its eight priority countries, 2015

Partner country	Number of activities in sectors							Total amount
	Education	Govt. & civil society	Env. protect	Water	Health	Conflict, peace & security	other	
<b>Albania</b>	-	2	-	-	-	-	-	USD 200,000
<b>Bosnia and Herzegovina</b>	7 <i>(imputed student costs, scholarships)</i>	5	2	-	2	2	-	USD 3.4 million
<b>Cabo Verde</b>	1 <i>(scholarships)</i>	-	-	-	<i>(1 in 2016)</i>	-	-	USD 7,499 50,000 (2016)
<b>FYROM</b>	5 <i>(imputed student costs, scholarships, 1 project)</i>	5	2	-	1	-	1 <i>(tourism)</i>	USD 2.6 million
<b>Kosovo</b>	1 <i>(scholarships)</i>	5	-	1	-	1	-	USD 1.07 million
<b>Moldova</b>	-	3	-	1	-	-	-	USD 300,000
<b>Montenegro</b>	4 <i>(imputed student costs, scholarships)</i>	9	2	3	-	1	2 <i>(industry energy policy)</i>	USD 1.6 million
<b>Serbia</b>	6 <i>(imputed student costs, scholarships, 1 project)</i>	6	1	-	1	2	2 <i>(industry DPP)</i>	USD 1,6 million

Source: Authors' compilation, based on: OECD (2017), "Creditor Reporting System: Aid activities", *OECD International Development Statistics* (database), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1> (accessed on 15 March 2017) and on data provided by the Slovenian Ministry of Foreign Affairs (MZZ 2017b)

While working in a variety of sectors demonstrates its flexible and pragmatic approach, Slovenia would do well to consider working in only two to three sectors in each partner country to increase its impact, as it is mandated to do under EU policy. Moreover, Slovenia could partner with other providers that are active in sectors where it has a comparative advantage. For instance discussions are planned with Portugal in the telemedicine project with Cabo Verde (Annex C). Partnering would give Slovenia greater impact.

Gender is a cross-cutting issue and the environment is a priority area for Slovenia's development co-operation. In 2015, 16.3% of Slovenian bilateral ODA had gender equality and women's empowerment as a principal or significant objective and 24.6% of Slovenian bilateral allocable aid focused on the environment, with 17.7% focused specifically on climate change.

The largest share of Slovenia's bilateral co-operation (44.7%) was expended on the priority areas of strengthening good governance, the rule of law and social services, with an emphasis on Euro-Atlantic integration, respect for the rights of children and women, and education and scholarships. Expenditure in 2015 on social infrastructure and services had a strong focus on education (USD 6.4 million), of which the majority was imputed student costs and scholarships, and support to government and civil society (USD 3.5 million). Humanitarian aid amounted to USD 2.1 million (OECD, 2017a).

## Multilateral ODA channel

Indicator: The member uses the multilateral aid channels effectively

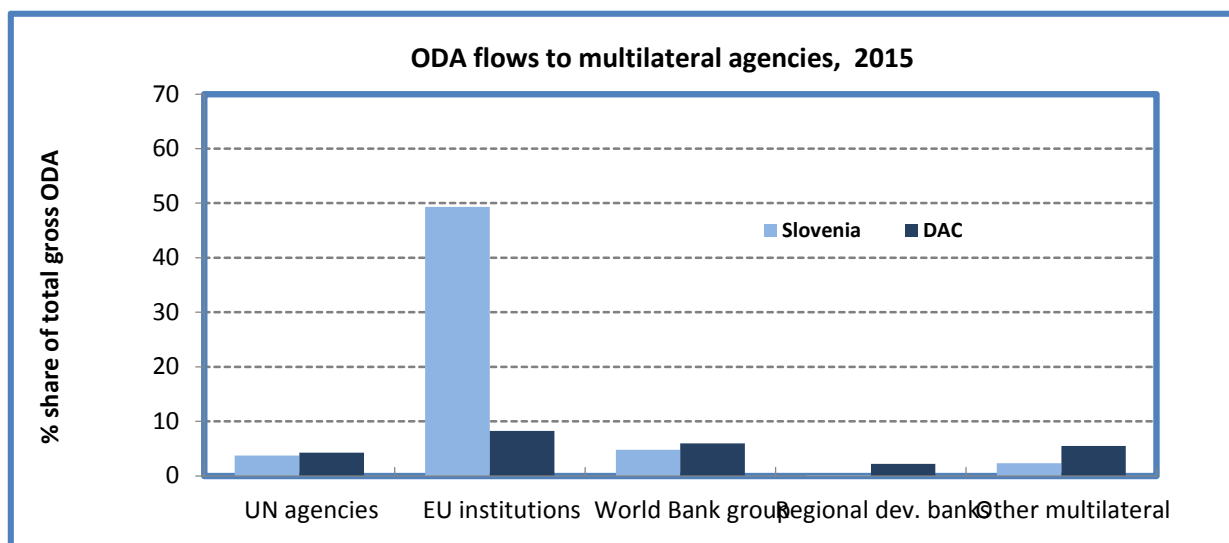
Slovenia uses the multilateral channel to fulfil its assessed contributions to the EU and other international organisations. As a small country with limited ODA funds, Slovenia could use its contributions to multilateral channels more strategically to pursue its international goals. It has already established good practices for this approach.

**Slovenia follows good practices in providing most of its ODA through the multilateral channel**

Multilateral co-operation makes up the lion's share of Slovenia's ODA, totalling USD 38 million and representing 60.3% of total ODA in 2015. While Slovenia's multilateral co-operation is comprised largely of assessed contributions to the European Union, it could use the multilateral channel more effectively to advance its strategic aims and ensure support for least developed countries.

The majority of Slovenia's multilateral co-operation in 2015 was in the form of contributions to the European Union (49% of its total ODA). This showed a stark increase, from USD 31 million to 42 million in 2016 (OECD, 2017c), following Slovenia's return to economic growth (2.5% in 2015). Slovenia also contributes some core and non-core funding to UN organisations, the World Bank Group, regional development banks and other multilateral organisations<sup>5</sup> (Figure 3.6). Slovenia channelled 11.2% of its bilateral ODA to specific projects implemented by multilateral organisations (multi-bi/non-core contributions) in countries where it could not be present owing to its small size. These include humanitarian projects of the World Food Programme in Mali and the United Nations High Commissioner for Refugees in South Sudan.

Figure 3.6: Slovenia's ODA flows to multilateral agencies, 2015



Source: OECD (2017), "Creditor Reporting System: Slovenia's multilateral flows". *OECD International Development Statistics* (database), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1> (Accessed 15 March 2017)

Slovenia signed an agreement on jointly implementing technical co-operation with the United Nations Industrial Development Organisation (UNIDO) in 2005, establishing an interesting model of regional, bi- and trilateral co-operation in the Eastern neighbourhood region and some African countries. The Ministry of Economic Development and Technology is responsible for planning and implementing industry related projects, many of which have a focus on environment and water<sup>6</sup>.

As ODA increases, Slovenia could use its contributions to multilateral channels more strategically to pursue its international goals and to strengthen its bilateral co-operation. Slovenia can use multilateral organisations to complement its bilateral engagement where it does not have the expertise, field presence or capacities to implement projects alone. For instance, Slovenia could use multilateral organisations to increase its scope of work in LDCs. When doing so, Slovenia would do well in working mainly in its priority countries and sectors and not expanding its engagement beyond Slovenia's strategic priorities.

### Notes

1. Albania, Bosnia and Herzegovina, Cabo Verde, Former Yugoslav Republic of Macedonia (FYROM), Kosovo, Moldova, Montenegro, and Serbia.
2. In the case of Slovenia, the 48% for “other” recipients mainly refers to in-donor refugee costs, imputed student costs and administrative costs.
3. The DAC Statistical Reporting Directives (DCD/DAC(2016)3/FINAL, 8 April 2016) note that indirect (“imputed”) costs of tuition in donor countries are eligible for inclusion in ODA in non-fee charging educational systems.
4. This overview does not include in-donor refugee costs, administrative costs and voluntary contributions to international organisations.
5. The Centre of Excellence in Finance (CEF) was originally established by the government of Slovenia but became an international organisation in 2015 and received over USD 1 million in the same year.
6. Further information and a list of projects can be found here:  
[http://www.mgrt.gov.si/en/areas\\_of\\_work/trade\\_policy/international\\_development\\_cooperation/](http://www.mgrt.gov.si/en/areas_of_work/trade_policy/international_development_cooperation/)

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# Chapter 4: Managing Slovenia's development co-operation

## Institutional system

Indicator: The institutional structure is conducive to consistent, quality development co-operation

**Slovenia has developed and reformed its institutional system for delivering development co-operation. The Ministry of Foreign Affairs is valued as national co-ordinator and convenes an inter-ministerial working body to ensure that Slovenia's development co-operation activities are aligned with its strategic priorities. There is scope to create more synergies between Slovenian development co-operation stakeholders to achieve a more efficient and effective whole-of-government approach in partner countries.**

### Slovenia is ramping up its efforts to build capacity in its development co-operation system

Since joining the Development Assistance Committee (DAC) in 2013, Slovenia has continued to build an institutional system, structures, legal framework and capacities to support decision making and implementation of development co-operation. When drafting a strategy to accompany the new Resolution on International Development Co-operation (MZZ, 2017a), Slovenia should review its experience to date when considering how to make its complex system (which involved 15 ministries and public sector institutions, 4 foundations established by the government<sup>1</sup> and 11 NGOs in 2015, see Annex B), more effective and efficient.

The Ministry of Foreign Affairs (MFA) is recognised and valued by Slovenian development co-operation actors as the national co-ordinator of development co-operation. The MFA's State Secretary acts as Minister for Development Co-operation. The State Secretary convenes an inter-ministerial working body (MDT) and is responsible for co-ordinating development co-operation activities and budgets across the government. Development co-operation is given a high priority at the executive level in the MFA and management provides clear direction for Slovenia's development co-operation, which is a regular topic in management meetings and is discussed throughout the various directorates.

The Ministry of Finance (MoF) reviews ministries' proposals and recommends budget allocations for Slovenia's ODA, manages the financing of multilateral co-operation and provides bilateral ODA by funding projects implemented by the Centre for International Cooperation and Development (CMSR)<sup>2</sup>.

In addition to the MFA and MoF, six other ministries and public administrations<sup>3</sup> (see Annex B) are included in the *Framework Programme of Development Cooperation and Humanitarian Assistance of the Republic of Slovenia 2016-2019* as providers of ODA (MZZ, 2016c). Other Slovenian ministries can also engage in development co-operation even if their expenditure is not incorporated in the Framework Programme. For instance, the ministries of health, justice, and agriculture, forestry and food all support small projects and list their administrative costs as part of Slovenia's overall ODA. To ensure

predictability and transparency, the MFA needs to ensure that all ministries' development co-operation activities are listed in the Framework Programme.

The Expert Council, which advises the Foreign Minister and the MFA on development co-operation policies, contributes to the strategic direction of Slovenia's development co-operation and was actively involved in the process of drafting the new resolution.

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**Despite its new co-ordination mechanisms, a more efficient and integrated business model would enhance effectiveness**

The resolution stipulates that the MFA co-ordinates the Slovenian development co-operation system and mandates the involvement of other ministries, state organisations, municipalities and regions, and other entities (MZZ, 2008). The involvement of many actors able to fund projects in their area of expertise adds complexity to what could be a well-planned and co-ordinated programme of activities in partner countries. In addition to convening the MDT at State Secretary level, the MFA could convene additional meetings with experts at the technical level. This would help strengthen the MFA's role in planning and co-ordinating development co-operation activities and budgets across government and enable Slovenia to take a programmatic approach to its country engagement.

The MFA has become more creative in forging inter-departmental synergies and co-operation. Depending on the topic or geographic focus, *ad hoc* task forces with members from different departments and directorates can be established, increasing co-ordination and coherence between foreign policy and development co-operation.

While the MFA has made progress in compiling and publishing the Framework Programme online, it could use the programme more strategically to set out priorities for each country and make the process more comprehensive and coherent. The MFA uses the MDT to collect information for the Framework Programme on the various development co-operation projects that Slovenian ministries intend to implement. Rather than mapping Slovenian development co-operation projects after they have been decided, the MFA could conduct an initial assessment of the strategic value and the comparative advantage that Slovenia can add through specific projects. Projects which are not in line with Slovenia's priorities could be adapted or declined. This approach would enable Slovenia to deliver a stronger, more focused development co-operation programme reflecting a comprehensive and coherent whole-of-government approach.

Slovenia makes good use of its various implementing organisations to leverage relevant expertise, ensuring quality development co-operation. Nevertheless, in order to achieve its policy priorities and commitments, and deliver on its development effectiveness principles, Slovenia could rethink its current business model. At present several institutions compete for small amounts of funding delivered through small projects (see Table 4.1). The MFA could consider promoting greater synergies and encouraging more co-ordination among the various institutions to forge a consolidated development co-operation programme that is in line with Slovenia's strategic vision.

As a first step, Slovenia could compile country strategy papers for its priority countries in which it outlines the complementary contributions of its various development stakeholders in the sectors defined in the Bilateral Agreements on International Development Cooperation signed with its priority countries.<sup>4</sup>



**Slovenia can take a whole-of-government approach in its Western Balkan programme countries, but coherence is needed between diplomatic presence and choice of partner country**

Slovenia has made progress in moving towards a whole-of-government approach in its programme and priority countries in the Western Balkans, where it combines foreign policy and development co-operation objectives. Slovenia's embassies are the focal points for co-ordinating projects and programmes.<sup>5</sup> However, in partner countries outside Europe, Slovenia has limited diplomatic presence and staff in the field. Slovenia has assigned responsibilities for development co-operation to one of the diplomats in its embassies in priority countries in the Western Balkans. Partner country ministries approach the Slovenian embassies with potential project ideas, a joint commission preselects a list of potential projects and the embassy then co-ordinates with the MFA, which is responsible for the final project selection in line with geographic and thematic priorities. Embassy staff monitor project implementation and conduct occasional project visits. Slovenia does not delegate authority to its embassies; all decisions are taken in Ljubljana.

Implementation and co-ordination have proven to be more difficult in countries without Slovenian diplomatic missions, an issue that needs to be addressed when considering how to eventually develop its programme in sub-Saharan Africa. Slovenia could either limit its development co-operation activities to countries with an embassy, or could consider partnering with other DAC members, in particular the European Union, to work jointly in these countries.

Slovenia is able to adjust programmes and instruments to the country context. In fragile states where it doesn't have a presence, Slovenia relies mainly on its multilateral partners to deliver development co-operation, providing only lightly earmarked support. In fast-evolving contexts and with limited amounts at stake, this is good practice.

To be fit for purpose and to deliver on its commitment to implement an effective and efficient development co-operation programme, Slovenia will need to seek coherence between its diplomatic presence and the focus of its development programme.

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**Slovenia's development co-operation structures and system could be more efficient**

Slovenia has established clear roles and responsibilities within its system, relying on various government and non-government institutions to deliver development co-operation. The financial requirements laid out in the resolution are clear. Financial and programming authority is centralised in Ljubljana, which appears appropriate at present given the volume of bilateral co-operation, its focus in the Western Balkans, the limited staff capability in embassies and the close relationship with implementing organisations.

Table 4.1 provides an overview of the institutions delivering Slovenian development co-operation.<sup>6</sup> Data provided by the MFA indicate that in 2015, 15 ministries and public sector institutions, 4 foundations established by the government<sup>7</sup> and 11 NGOs implemented a total of 96 development co-operation activities<sup>8</sup> with a total volume of EUR 4.8 million. The average project budget for projects in 25 countries was EUR 60 750.

Slovenia's implementing institutions have developed good implementation experience in different regional and thematic contexts. It is now time to address the intrinsic inefficiencies in the system, which stem from too many small projects with short timeframes, implemented by too many different actors and in too many countries.

Table 4.1: Slovenia's implementing institutions and their use of ODA, 2015

Institution	Legal form; funded by	No. of staff (ODA)	No. of projects	No. project countries	Average project volume (EUR)	Total funds (EUR)
<b>Slovenian ministries and public sector institutions<sup>1</sup></b>	Government	n.a.	32	10 <sup>2</sup>	48,334	1,546,701
<b>Centre for International Co-operation and Development (CMSR)</b>	Private not-for-profit foundation; funded by MoF & SID Bank, projects by MFA	4	7	4	180,777	1,265,441
<b>Center of Excellence in Finance (CEF)</b>	International organisation; funded by MoF, MFA and others	25 <i>(of which 4 IMF staff)</i>	11	8	40,000	828,410
<b>Centre for European Perspective (CEP)</b>	Foundation established by the MFA	10	15	8	12,679	190,184
<b>ITF Enhancing Human Security</b>	Foundation, established by the Slovenian government; core funding US & MoD; projects funded by MFA	13 <i>(2 in BiH, 3 in Afgh., 2 in Libya)</i>	7	6	57,857	405,000
<b>Slovenian NGOs</b>	Non-governmental organisations that apply for MFA funding through calls for proposals	n/a	24	14	24,853	596,484
<b>TOTAL</b>	-	<b>52 + Ministries + NGOs</b>	<b>96</b>	<b>25 countries</b>	<b>60,750</b>	<b>4,832,220</b>

Note: <sup>1</sup>Excluding scholarships and imputed student costs, in-donor refugee costs, voluntary contributions to international organisations (multi-bi) and administrative costs.

<sup>2</sup>Slovenian ministries also engage in study visits, election observer missions and other occasional activities with Georgia, Kazakhstan and the Kyrgyz Republic.

Source: Authors' own compilation, based on data provided by the Slovenian MFA and in annual reports of CEF, CEP, ITF, SID Bank and the MFA.

## Adaptation to change

Indicator: The system is able to reform and innovate to meet evolving needs

**Slovenia's development co-operation system has adapted to significant organisational change following the economic crisis. Remaining inefficiencies need to be addressed, including rules and procedures which hinder innovation in the MFA.**

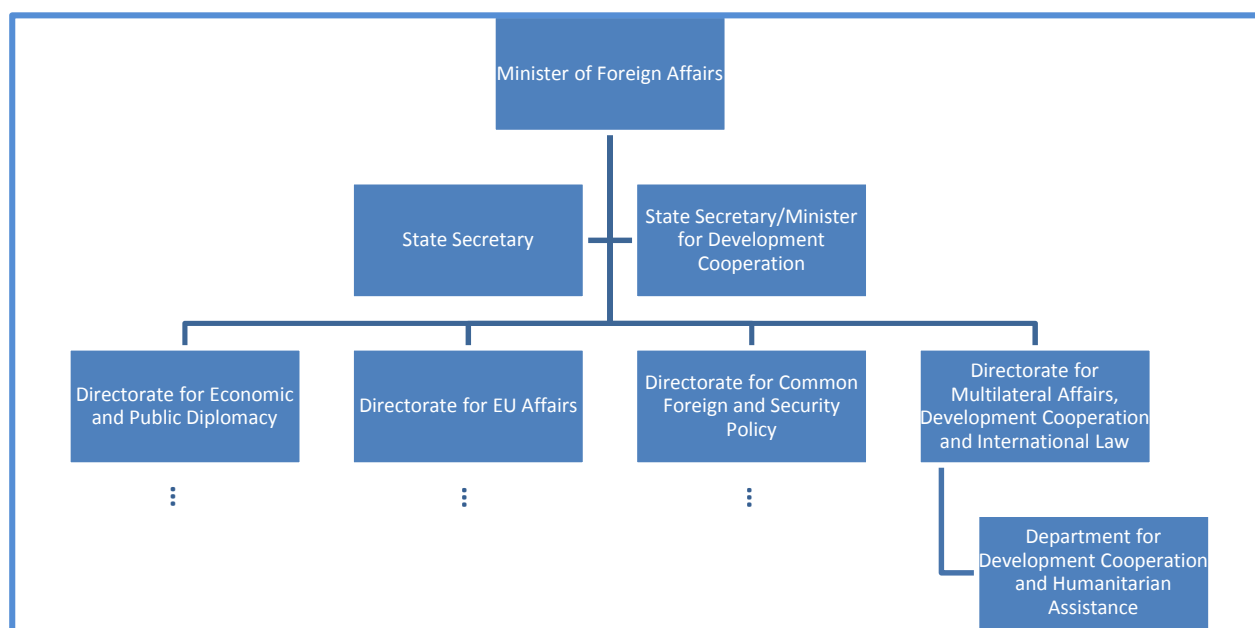
**Slovenia has adapted to organisational changes in its development co-operation system**

The Slovenian development co-operation system has responded positively to a considerable amount of change, including significant cuts to the development co-operation budget and staff. As a result of the economic crisis, the government imposed restrictions on public sector recruitment and re-structured most ministries to enhance their efficiency. In 2015, the MFA's Directorate for Development Co-operation merged with the Directorate for Multilateral Affairs and the Directorate for International Law to form the Directorate for Multilateral Affairs, Development Co-operation and International Law.

There is potential to build expertise further and set out clear roles and responsibilities for the development policy and implementation functions within the MFA. The two departments that were separately responsible for Slovenia's development co-operation policies and implementation of development co-operation and humanitarian assistance amalgamated to become the Department for Development Co-operation and Humanitarian Assistance. This complied with the minimum number of staff that was foreseen per department in the amended Act on Internal Organisation and the Classification of Posts at the MFA (Figure 4.1 and Annex B).

The overall cut in funding and to staff at the MFA together with the merger of two departments resulted in a loss of technical staff and thus constrained capacities for development co-operation. The role of the State Secretary was strengthened when she assumed her role as Minister for Development Co-operation. The MFA retained the visibility and importance of development co-operation.

**Figure 4.1 Overview of organisation of development co-operation in the Slovenian Ministry of Foreign Affairs**



Source, Own compilation based on organisational chart of MFA, [http://www.mzz.gov.si/en/about\\_the\\_ministry/organisation/](http://www.mzz.gov.si/en/about_the_ministry/organisation/) (Accessed 18 April)

### Rules and procedures in the system undermine innovation

Slovenia is consolidating its development co-operation system and is looking for ways of making best use of its limited resources. Innovation is constrained by rigidities in the system such as the fact that most Slovenian development co-operation projects have funding for only 10 to 16 months. Project size has increased in 2017. Nevertheless, it will be difficult to implement larger and more innovative projects with the existing practice of short-term financing and the procedures currently used for applying for further project phases (see Chapter 5).

### Human resources

Indicator: The member manages its human resources effectively to respond to field imperatives

**Slovenia is dedicated to delivering on its development co-operation objectives and international commitments despite limited staff levels in headquarters and in the field. A good mix of diplomatic and technical staff ensures some continuity throughout staff rotations. The MFA could encourage more staff training in order to further develop the skills and capacities needed to deliver quality development co-operation. There is scope to do more to promote development co-operation as an attractive career path for Slovenian diplomats and civil servants.**

#### Slovenia can build more development expertise in its partner countries

The economic crisis and resource cuts mean that Slovenia has been going through turbulent times in terms of staff levels, capacities and skills for development co-operation. The re-structuring of the MFA led to a cut in staff working on development co-operation in 2015. Of the 13 current staff in the Department for Development Co-operation and Humanitarian Assistance, 6 are diplomats and 7 are civil servants; the mix of technical and diplomatic staff helps to ensure some continuity when diplomatic staff rotate to new posts. In addition to the 13 staff dedicated to development co-operation, a further ten MFA employees work on development co-operation on an *ad hoc* basis, along with eight employees in the diplomatic missions and consular posts.<sup>9</sup>

Slovenia could plan staffing rotations more carefully in order to send diplomats with development co-operation expertise to diplomatic missions in its priority countries. Although civil servants in the ministry cannot be posted to Slovenian diplomatic missions, staff from other ministries can acquire temporary diplomatic status for postings abroad. A coherent approach in which all civil servants are able to apply for temporary postings abroad might help to make good use of Slovenia's development co-operation expertise.

While the re-organisation of the MFA increased workload for individual staff, the MFA reports that the chain of command was simplified and horizontal work across directorates and departments was strengthened. However, individual staff members often manage large portfolios alone. For instance, a single person is responsible for humanitarian assistance, and only half a position is devoted to evaluating development co-operation and humanitarian assistance. With its ODA volumes expected to grow to 2030, Slovenia will need to ensure an appropriate level of staffing and expertise to reinforce the capacity required to deliver a high-quality development co-operation programme.

A positive feature of Slovenia's staffing in the MFA is its gender balance (61% women and 39% men). The majority of management positions are held by women, especially in the field of development co-operation. During the process of re-structuring the MFA, attention was given to having more women in middle and top-management positions.

### Slovenia needs to invest more in recruiting and building skills for development co-operation

Slovenia needs to do more to promote development co-operation as a career path and pay more attention to retaining and developing skills accordingly. MFA staff are eager to build skills further and to receive more strategic guidance in their work. Despite a limited training budget, staff can apply for training courses and participate in conferences. However, training is not scheduled into the work routine and the back-log of work faced on return is a disincentive for attending. Staff are now able to conduct monitoring missions to Slovenian projects in the field, which will help build expertise in planning and monitoring development co-operation.

The MFA plans to establish a diplomatic academy to train young diplomats; this will include courses on development co-operation in the curriculum. Currently, diplomats who are being posted to developing countries receive short training courses on international development co-operation issues prior to their posting. In the eight years prior to 2016, no new diplomats were recruited. Six new recruits joined the MFA in 2016 and are doing traineeships in different directorates as part of their diplomatic training, including in the Directorate for Multilateral Affairs, Development Co-operation and International Law.

The MFA lacks a performance management system involving agreed annual objectives and subsequent assessment. Although annual review meetings take place between managers and staff and performance is assessed on a scale of grades A-D, the objectives against which staff performance are assessed are unclear.

### Notes

1. CEF became an international organisation in 2015.
2. The Centre for International Co-operation and Development (CMSR) is a private, independent and non-profit foundation that was established by the Republic of Slovenia and the Slovene Export and Development Bank (SID Bank). CMSR is assigned by the Slovenian government to implement a part of the country's bilateral development assistance activities. More information can be found here: [http://www.cmsr.si/en/About us/](http://www.cmsr.si/en/About_us/)
3. These are: the Ministry of Environment and Spatial Planning, the Ministry of Defence, the Ministry of Interior, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, and the Ministry of Education, Science and Sport as well as the Administration for Civil Protection and Disaster Relief.
4. Copies of the agreements can be found here: [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/documents/](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/documents/)
5. A full list of diplomatic missions is available at [http://www.mzz.gov.si/en/representations\\_abroad/](http://www.mzz.gov.si/en/representations_abroad/).
6. Based on additional data provided by the Ministry of Foreign Affairs.
7. CEF became an international organisation in 2015.
8. In addition, Slovenia implemented 15 bilateral humanitarian assistance activities with a total volume of EUR 1 million and provided EUR 423 890 to international organisations for another 12 activities in 2015.
9. In the MFA, additional staff work on development co-operation issues. This includes a share of the workload of the Minister's Cabinet, the State Secretary and the Director General and their respective staff, as well as the Human Rights Department, the Department for Emerging Challenges and Threats, the International Law Department and the Department for International Organisations. It also includes staff from the Department for Africa and the Middle East, the Department for Enlargement and South-eastern Europe, the Department for Bilateral Economic Co-operation, Accounting and Legal Affairs and Public Procurement Service and the Public Relations Service in the Secretariat.  
  
In the diplomatic network those working on development co-operation issues include relevant shares of the time of diplomats working in the Permanent Representations in Brussels to the EU, Geneva, New York and Vienna (UN) as well as embassies in Podgorica, Skopje, Belgrade, Sarajevo, Tirana, Pristina, Cairo and Kiev.

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ITF Enhancing Human Security (2016), "Annual report 2015", ITF Enhancing Human Security, Ljubljana, [http://www.itf-fund.si/public/upload/brosure/itf\\_ar\\_2015.pdf](http://www.itf-fund.si/public/upload/brosure/itf_ar_2015.pdf).

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# Chapter 5: Slovenia's development co-operation delivery and partnerships

## Budgeting and programming processes

Indicator: These processes support quality aid as defined in Busan

Slovenia is dedicated to establishing and strengthening processes that will deliver quality development co-operation. Slovenia's budgeting and programming processes are transparent and allow for predictability over several years. However, challenges include inflexibility, inefficiency and administrative burdens. Where possible, partner country systems are used to deliver Slovenia's development co-operation, but its project-based approach is often not conducive to engaging non-Slovenian actors. Slovenia also needs to step up its efforts to untie aid.

### Slovenia's multi-year budget allocations are a step towards more flexible and efficient budgeting

Slovenia has made progress towards multi-year predictability by moving from annual budget allocations to an official development assistance (ODA) budget covering two years (see Chapters 2 and 3). For instance, in its humanitarian support, Slovenia has demonstrated that it has the capacity to engage over the long term, making it a reliable and predictable partner for long-lasting and forgotten crises (see Chapter 7).

Within the Framework Programme (2016-2019), Slovenia allocates funds to geographic and thematic areas for two years, along with indicative figures for the subsequent two-year period (MZZ, 2016c). The Framework Programme is published on the Ministry of Foreign Affairs' (MFA) website and serves as the basis for annual contracts with foundations as well as for the MFA's calls for project proposals from NGOs.

The Ministry of Finance (MoF) and the MFA have developed a multi-step negotiation process to allocate the two-year ODA budget. Bilateral consultations first inform budgetary plans, and then the Inter-ministerial Working Body (MDT) discusses allocations according to its members' experience and priorities. While there is some flexibility to reallocate funds within the development co-operation programme, the transfer of funds between fiscal years is not possible due to restrictions in Slovenian law. Funds that are not spent fully during the fiscal year have to be given back to the MoF, and might result in budget cuts in the following year – a practice criticised by implementing organisations. Furthermore, sustainability of projects may be jeopardised because the requirements for applying for a second or third implementation phase are the same as the initial project application, causing delays and administrative burdens. Easing requirements for follow-up phases or extending the duration of phases might help to enhance the predictability and sustainability of Slovenian development co-operation.

### Slovenia's programming process is well aligned to partner country priorities

By identifying projects in close consultation with its partner countries, Slovenia tailors its support to their contexts, aligns projects to national strategies and is able to respond effectively to the needs and demands of its partners. The MFA enhances coherence between the activities and development strategies in partner countries with the help of Slovenia's diplomatic missions.

In Slovenia's programme countries, ownership is further ensured through cost sharing. Under these arrangements, set out in the bilateral programme agreement, Slovenia typically provides up to 40% of project funding and the partner finances the remaining 60%.<sup>1</sup> Project partner countries also provide in-kind contributions or funds, as defined in individual agreements.

There is scope for Slovenia to make its project-based budgeting and programming processes more efficient and coherent. These processes vary for each type of implementing institution. For example, there are calls for proposals from NGOs; the MFA or the Board of Foundations adopt a list of proposed projects; and ITF Enhancing Human Security uses matching funds (Box 5.1).

Streamlining programming processes would enhance the predictability and efficiency of Slovenia's development co-operation. This could be achieved, for instance, by allocating a fixed annual or bi-annual budget to the foundations to implement development co-operation projects, based on partner countries' demands and in previously agreed regions and topics. Similarly, strategic partnerships could be agreed with key implementing NGOs involving a funding arrangement lasting two to three years (see Section 5.2.4).

Linking scholarships with programmes and projects – as in the Cabo Verde telemedicine project (Annex C) – would make the allocation of scholarships more strategic. Co-ordination among the foundations, NGOs and the scholarship programme could enhance the effectiveness and efficiency of Slovenia's development co-operation. Currently monthly breakfasts are held between the directors of the four foundations to exchange information and co-ordinate efforts. These could be extended to regular meetings with NGOs and representatives from the Ministry of Labour, Family, Social Affairs and Equal Opportunities.

Reporting requirements for Slovenian development co-operation projects are different depending on the source of finance. While institutions which implement projects funded through MFA calls for proposals are obliged to report on the extent to which projects address environmental and gender issues, this is not currently required of other implementing agencies. As noted in Chapter 2, Slovenia could better incorporate gender and environment as cross-cutting issues in its projects and programmes.

### Box 5.1: Programming processes used by Slovenia's foundations

Slovenian bilateral co-operation is mostly implemented by four foundations established by the government, CMSR, CEP, ITF and CEF<sup>2</sup>, which are commissioned to implement projects on behalf of government ministries. CMSR implements a wide range of technical co-operation projects for enhancing social and economic infrastructure. CEP mostly supports countries in the Western Balkans and Eastern Europe in their EU and NATO accession processes. CEF provides assistance in public financial management. ITF Enhancing Human Security works on demining, rehabilitation of victims and humanitarian assistance on behalf of the Slovenian and other governments or organisations.

Every year the Centre for International Co-operation and Development (CMSR) presents a list of projects passed by their internal appraisal process and proposes a ranking of projects that could potentially be funded by Slovenian ministries (including the MFA). Each activity is based on prior consultation with Slovenia's partner countries and a joint committee of the MFA and partner officials decides on the shortlist.

Similarly the Center of Excellence in Finance (CEF) compiles a list of project proposals put forward by partner countries and approaches various providers to see if they are interested in funding them. The final programme listing the selected projects is then confirmed by the board of CEF. The MFA is a board member and thus involved in the decision-making process.

The Centre for European Perspective (CEP) also collects ideas from partner countries and prepares project proposals on this basis. It puts the proposals forward in September of each year for the MFA to select in line with its priorities and in areas where Slovenia can add most value. Only one-third of CEP's activities are in the field of development co-operation. It also works as a think tank advising governments on Euro-Atlantic issues and conducts research projects within the scope of the EU's Horizon 2020.

ITF Enhancing Human Security has a different business model to the other foundations. It was established as a Slovenian initiative by the government of Slovenia and is mainly funded by USAID (80% of the budget). The US Government has introduced a Matching Fund Mechanism for Southeast Europe, through which it matches every dollar raised by ITF with an additional dollar, increasing ITF's available funds. ITF has regional offices in Afghanistan, Bosnia and Herzegovina and Libya. Its programme of work is adopted annually by the Board of Advisors.

Source: Interviews in Ljubljana and ITF (2017)

#### CMSR is the only implementing organisation to use country systems

Slovenia's project-based approach, relying on implementing institutions for small development co-operation activities, leaves little room for the use of country systems outside of programme countries. The exception is CMSR, whose default approach is to use partner government systems to procure goods and services for bilateral co-operation projects. For instance, in the case of an eco-remediation<sup>3</sup> project in Montenegro, the expertise and technological know-how was provided by a Slovenian company and the plant was constructed by a Montenegrin company (see Annex C).

#### Slovenia could make better use of international sources to inform its risk assessment

Slovenia has limited resources to systematically analyse risk and feed this information into its programming processes. However, mechanisms are in place to assess three different types of risks: (1) security and political risks; (2) implementation risks; and (3) financial risks.

If risks are found to be too high in the planning phase, MFA chooses another project from the list of proposals put forward by the partner country. During the implementation phase, there is scope to adapt projects according to an updated risk assessment or to address risks that arise during implementation; there is flexibility to make changes of up to 15% of the value of the project.

Project proposals submitted by Slovenian NGOs and foundations to the MFA include a section on risk analysis. The MFA assesses these risks with support from the geographical desks in headquarters and, if possible, the Slovenian diplomatic representation in the partner country.

In the future Slovenia could increase co-ordination and joint assessments with other providers to manage risks. For instance, Slovenia could make better use of the World Bank's Country Policy and Institutional Assessments (CPIA), Public Expenditure and Financial Accountability (PEFA) assessments and CMSR's risk analyses. When it comes to fiduciary risks, the MFA could make more use of the Centre for Excellence in Finance's data on countries in the Western Balkans and Eastern Europe.

**Slovenia needs to step up its efforts to untie aid** Slovenia needs to step up efforts to further untie aid as agreed in Busan. In 2015, none of Slovenia's USD 0.6 million covered by the DAC Untying Recommendation was untied (OECD, 2017) and only 12.4% of its bilateral ODA, excluding administrative costs and in-donor refugees, was reported as untied.

**Slovenia does not apply aid conditions** Slovenia does not attach specific conditions to its development co-operation. Its main condition for its programme countries is that they agree a cost-sharing arrangement in large infrastructure projects, as in Montenegro and the Former Yugoslav Republic of Macedonia.

## Partnerships

**Indicator: The member makes appropriate use of co-ordination arrangements, promotes strategic partnerships to develop synergies, and enhances mutual accountability**

**Slovenia has a broad network of partners and is interested in exploring further opportunities for working with the EU and other providers. Building on its successful partnerships, Slovenia is moving from contract-based co-operation to strategic partnerships with NGOs and the private sector. It will be important to flesh out arrangements and clearly define how these partnerships will help Slovenia make its development co-operation more efficient and effective and overcome some of the challenges of its fragmented and highly dispersed programme.**

**Slovenia could co-ordinate more with other providers** Slovenia engages in policy dialogue and co-ordination meetings with other providers in partner countries. It shares information about its activities in order to avoid overlap, but to date has not sought to harmonise efforts or look for opportunities for pooling funding and expertise with others.

Slovenia is interested in exploring possibilities of co-operating with other EU member states should its partner countries be included in EU joint programming. As of now, no joint programmes exist in Slovenia's priority countries, but it is discussing the possibility of engaging in Moldova, a country with which it has good relations.

### **Slovenia engages in mutual accountability mechanisms in partner countries**

Slovenia responds to partner countries' demands, designs projects together with its partners, agrees clear deliverables and indicators of success and shares information in a transparent and inclusive manner. Slovenia is planning to conduct its first evaluation of its programme with Montenegro in 2017. Until now, it has only monitored and discussed the outputs of its projects. In the future, results-oriented joint planning, monitoring and evaluations could enhance mutual accountability (see Chapter 6).

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### **Slovenia has a good network of partners; it needs to guard against further tying of development co-operation in its approach to greater private sector involvement**

Slovenia has a broad network of partners from civil society, foundations, international organisations and academia. As national co-ordinator, the MFA makes good use of the fact that the development co-operation community in Slovenia is small and well-connected.

With the good progress that has been made in building partnerships, the new law and resolution intends to move from contract-based co-operation to more strategic partnerships. It will be important to flesh out arrangements and clearly define what the strategic partnerships with NGOs and the private sector will comprise and how they will be put into practice. For instance, strategic partnerships offer opportunities to professionalise the work of NGOs, for example by providing core support to selected NGOs, extending the length and volume of projects, and streamlining and simplifying programming and reporting procedures.

Slovenia is interested in its private sector playing a greater role in development co-operation as a strategic partner, but is struggling with how to move this forward. Bilateral projects that are implemented by CMSR and UNIDO already involve Slovenian companies. Making a clear distinction between trade facilitation and support which builds the private sector in developing countries would guard against further tying of Slovenian development co-operation. Slovenia could learn from other DAC members' experience with the private sector, such as through the DAC peer learning exercise on private sector engagement for sustainable development (OECD, 2016).

Slovenia shows some interest in exploring trilateral co-operation with other European countries, emerging providers and the private sector. This might facilitate Slovenia's development co-operation in countries where it has no diplomatic representation and might also be a way to pilot co-operation with the private sector.

### Box 5.2: Small can go far: Slovenia's integrated telemedicine and e-health project in Cabo Verde

Slovenia's co-operation with Cabo Verde's telemedicine sector is a good example of how even a small provider with limited resources can have a big impact that is highly valued by its partners. Between 2012 and 2016, the Slovenian foundation ITF Enhancing Human Security co-operated with the International Virtual e-Hospital Foundation to help Cabo Verde to establish 11 telemedicine centres, connecting all nine inhabited islands. Slovenia invested EUR 1.25 million in the project. By enabling tele-consulting, the new centres reduced the number of patient evacuations to other islands or abroad. The telemedicine centres contributed to improving the healthcare system in Cabo Verde and raised the quality and accessibility of health services. As a next step, Cabo Verde and Slovenia are planning to include Portugal, the largest provider of ODA to Cabo Verde, in a trilateral arrangement that makes use of Portugal's expertise and cultural and linguistic proximity.

Source: ITF Enhancing Human Security (2015), "Annual report 2014", [www.itf-fund.si/public/upload/brosure/itf\\_ar\\_2014.pdf](http://www.itf-fund.si/public/upload/brosure/itf_ar_2014.pdf); and MZZ (2017), "Integrated telemedicine and e-health program – Republic of Cabo Verde", Government of the Republic of Slovenia, Ljubljana, [Integrated telemedicine and E-health program](#) (Accessed on 22 March 2017)

Slovenia's engagement with NGOs is informed by guidelines with clear funding mechanisms and dialogue on different levels

Slovenia's engagement with civil society organisations (CSOs) is set out in the guidelines on co-operation between the MFA and NGOs (MZZ, 2013). The resolution places special emphasis on the co-operation by Slovenian NGOs and CSOs in partner countries. The MFA has conducted an informal assessment of the guidelines and will upgrade them as part of the strategy that will accompany the new resolution.

Slovenian NGOs are partners in formulating policies, implementing projects and raising awareness. They fulfil a watchdog role and advocate for development co-operation and education among the Slovenian public. Dialogue on development co-operation takes place at different levels, including with the Minister and the State Secretary. At the working level, regular exchanges and consultations are organised, including workshops to prepare for the calls for proposals.

Slovenia is aware that many small NGOs are involved in implementing small projects in partner countries, which calls for more focus and prioritisation. Slovenia has improved its process and requirements for multi-annual funding for Slovenian NGOs, reducing the number of calls for proposals for NGO projects to two calls per year – one thematic call and another call to complement funding of Slovenian NGOs for EU co-financed projects and providing more flexibility in implementation. On average up to ten projects, with budgets ranging between EUR 20 000 and 100 000, are selected each year under the first call. Eleven multi-annual projects were granted EUR 100 000-150 000 in 2017. Furthermore, under a second call EUR 100 000 is available each year for co-financing NGO projects selected under the EU external aid instruments. The MFA awarded EUR 89 071 to ten projects of Slovenian civil society organisations that receive varying amounts of co-financing.

Both calls for proposals are very resource intensive in terms of staff time and contracting procedures. The MFA reports that its staff spend approximately 805 hours (roughly 100 working days or the equivalent of one full-time position for six months) on each call for NGO projects, and 460 hours (52 working days) on the call to co-finance projects selected under the EU external aid instruments. Additionally, members of an independent commission spend 1 750 hours on shortlisting and selecting NGO projects.

Slovenia might consider ways to manage its small grants to NGOs more efficiently. For instance, it could set a minimum level of financing at EUR 100 000. Furthermore, the MFA

could outsource the resource-intensive call for proposal process to an external organisation that is capable of administering large programmes.

Slovenia is stepping up its efforts in working with NGOs beyond calls for proposals and is considering introducing thematic calls for proposals. These measures – and an inclusive approach to developing strategic partnerships – should improve the quality of NGO assistance, maximise its impact and minimise transaction costs.

Slovenian NGOs generally welcome the initiative to forge strategic partnerships, given that smaller NGOs would still be able to compete in calls for proposals. However, they would appreciate being more involved in policy consultation processes and engaging in an ongoing dialogue on strategic issues from the early stages (SLOGA, 2017). Slovenia still needs to work out if these strategic partnerships should include framework agreements with NGOs and how the strategic partnerships would affect their role as implementers of Slovenian development co-operation. In doing so, it could learn from the experiences of other DAC members which use framework agreements or have rapid funding mechanisms in place for development co-operation and humanitarian assistance.

Slovenia's accountability mechanism for NGOs has been quite complex and time-consuming, given the small size of the projects. After a project proposal was successfully selected in January of each year, the contract with the implementing institution was agreed by April and the final report for a one-year project was due in October in order to settle the project invoice by the end of the fiscal year. Thus, in reality, projects were implemented over only five months. Since 2016, NGOs are held accountable for their projects' progress in mid-term and final reports that also serve as monitoring tools.

Reporting requirements differ for projects according to whether they are implemented by NGOs, the four foundations or Slovenian ministries. Slovenia could apply the same reporting procedures for all implementing institutions and clarify their obligations to include cross-cutting issues, such as gender and environment.

In the new resolution, Slovenia plans to increase focus and reduce fragmentation in its development co-operation which might imply reducing the number of countries and projects that Slovenia works in. This issue deserves open, trustful and intense discussion with NGOs. A fine balance will need to be struck between promoting Slovenia as a responsible, visible development co-operation partner around the world, meeting the needs of Slovenian development co-operation stakeholders and identifying countries, projects and topics where Slovenia can add most value.

### Fragile states

Indicator: Delivery modalities and partnerships help deliver quality

**Slovenia does not consider itself a fragile state donor. However, it has ambitions to increase its engagement in complex crises, such as in the Middle East and Africa. When operating outside its more traditional region of the Western Balkans, Slovenia will have to find innovative ways to deploy its security, development and humanitarian aid coherently, notably through political involvement and deploying expertise.**



## Chapter 5: Slovenia's development co-operation and partnerships

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**Slovenia will need to ensure coherent action in enlarging its ambition beyond the Western Balkans**

Although Slovenia has no specific policy for engaging in fragile states and conflict situations, it does support peacebuilding and state-building activities. In the Western Balkans, Slovenia addresses some elements of fragility in its partner countries, such as improving governance and the fight against corruption. Such activities are integrated in a comprehensive development co-operation plan, making the most of Slovenia's historical and cultural links with countries in this region. Slovenia also participates in international crisis response efforts in other countries that are fragile or in crisis. For example, Slovenia has 18 staff assigned mainly to the United Nations Interim Force in Lebanon (UNFIL) mission, and also sends staff to the Organisation for Security and Co-operation in Europe (OSCE) missions. While Slovenia intends to broaden its engagement in fragile contexts outside the Western Balkans, a careful and coherent deployment of its security, development and humanitarian instruments will be necessary to maintain a coherent approach to international peacekeeping or peacebuilding missions.

**International networks on fragility can amplify Slovenia's impact**

Rebuilding societies after a conflict is one of Slovenia's priorities, having gained experience in the Western Balkans of using government systems and leadership, and building on its political and administrative proximity with countries in this region. Where they are present, Slovenia co-ordinates with the EU and other donors. In other fragile contexts, Slovenia relies mainly on its multilateral partners to co-ordinate with the affected government, but has limited means to co-ordinate with other donors. Slovenia is also active in international fora; for example it is chairing the Human Security Network<sup>4</sup> until June 2017. Being active in such policy and political networks is a good way for Slovenia to leverage its nascent engagement in fragile contexts.

**Technical expertise is a useful complement to funding**

In countries where it doesn't have a strong footprint, Slovenia engages through partnerships with multilateral organisations, or as part of international missions. For example in Afghanistan it used its participation in the Provincial Reconstruction Team in Herat to support the agricultural and veterinary sector in the area. Providing technical expertise is a good way to make the most of modest funding in crisis contexts, and Slovenia could build on its experiences in Afghanistan, with the Palestinian Authority and in the Western Balkans to systematise its technical assistance deployment.



### Notes

1. An overview of the agreements can be found at [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/documents](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/documents).
2. CEF became an international organisation in 2015.
3. Eco-remediation is a method to stabilise or remove pollutants from contaminated sediments, soil and wastewater.
4. The Human Security Network consists of 12 countries from all continents: Austria, Chile, Greece, Ireland, Jordan, Costa Rica, Mali, Norway, Panama, Switzerland, Thailand, and the Republic of South Africa as an observer. The network promotes the concept of human security as a feature of national and international policies, and in particular within the United Nations and in co-operation with academia and civil society. It prepares joint statements in support of the human security approach and action within the UN system and other international events.

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## Chapter 6: Results management and accountability of Slovenia's development co-operation

### Results-based management system

Indicator: A results-based management system is in place to assess performance on the basis of development priorities, objectives and systems of partner countries

**Slovenia has begun to focus on results in its development co-operation. It now needs to embed a results culture across its system to encourage all development actors to plan and manage for results. Recent changes by the Ministry of Foreign Affairs (MFA) to require results planning and reporting by implementing partners are a good starting point. The Framework Programme could include the results Slovenia expects from its international development co-operation, which would be a good basis for measuring results in the future.**

#### Slovenia could include expected results in its Framework Programme

Although Slovenia recognises the importance of focusing on results in its development co-operation, its policies, structure and systems are not geared up for this. The objectives in the Resolution on International Development Cooperation include broadly worded development results (e.g. reducing poverty, ensuring peace and security, providing education for all), but there is no statement about the specific results Slovenia expects to achieve in these areas and how they might be measured (MZZ, 2008).

Reporting has focused on the performance targets contained in the resolution rather than on the development results Slovenia is achieving. These targets relate to overall expenditure, regions and sectors in which expenditure occurs, and multilateral and bilateral channels (MZZ, 2016e).<sup>1</sup> Performance information is complemented with information about individual projects and trends in regional co-operation and humanitarian assistance over time.<sup>2</sup>

The Framework Programme is a useful tool for planning the allocation of funds for bilateral development co-operation and humanitarian assistance. It currently describes the funding to be provided by region and country and lists the projects that Slovenia will support and the technical assistance it will offer.

Slovenia could adapt the Framework Programme to describe the development results it seeks to achieve through its bilateral and multilateral co-operation and its humanitarian assistance. Doing so would go some way to achieving its intention to “stimulate a more effective match with the recipient countries’ needs and additional focus on the outputs and outcomes of development co-operation” (MZZ, 2016c). Also including information on the financing and expected results of multilateral co-operation would provide a more comprehensive picture of Slovenia’s international development co-operation.

As resources permit, Slovenia could consider how it might draw on the experience of other DAC members who have used information technology to replace their manual systems for recording results.

### A results culture is needed throughout Slovenia's development co-operation system

Measurement of the results of Slovenia's development co-operation is in its early stages and like other providers, Slovenia still needs to embed a results culture<sup>3</sup> across its programme. Encouraging ministries and implementing partners to plan and manage for results and make greater use of results information would help Slovenia to implement its international development co-operation more effectively.

Slovenia's ability to capture results information has been enhanced by improvements to the application and reporting forms for projects financed by the MFA. Applicants are required to define the outputs and expected outcomes of projects and the indicators to be used in measuring each. Reporting formats require a listing of all results achieved in projects, including unforeseen results, and an explanation if results were not achieved. Results information is used for improvement and learning at project level. It is also used to improve subsequent calls for proposal issued by the MFA.

While progress and completion reports capture project level outputs, they are not yet capturing outcomes, however. Other ministries and implementing partners could build on the MFA's efforts, extending the collection and use of results information to all forms of bilateral co-operation, humanitarian assistance and multilateral co-operation. The results information reported to date provides a useful baseline for those activities which will be supported in later phases.

### Assistance to fragile contexts is not specifically monitored

Fragility is not specifically addressed in Slovenia's development co-operation and it does not have a specific approach to monitoring results in fragile contexts.

## Evaluation system

Indicator: The evaluation system is in line with the DAC evaluation principles

**A recently adopted evaluation policy and guidelines now cover the Ministry of Foreign Affairs, as national co-ordinator of Slovenia's international development co-operation. With evaluation constrained by limited resources, care will be needed to ensure that strategic evaluations add value. Slovenia needs to embed an evaluation culture across its programme and to encourage all stakeholders to build evaluation into their development co-operation efforts.**

### The new evaluation policy and guidelines are a good first step for system-wide evaluation

Since joining the DAC in 2013, Slovenia has adopted an evaluation policy (MZZ, 2014) and evaluation guidelines (MZZ, 2015), but is constrained from developing its evaluation system by the limited human and financial resources available for evaluation. Evaluation of Slovenia's development co-operation is the responsibility of the MFA, as national co-ordinator.

The Evaluation Unit based in the MFA's Directorate for Multilateral Affairs, Development Co-operation and International Law comprises one staff member working part-time on evaluation. The unit manages the tendering process for evaluations, selects the evaluators and approves reports. It is also responsible for contributing to learning within the MFA. The evaluation policy and guidelines were being implemented for the first time in 2017 in an assessment of Slovenia's development co-operation with Montenegro.

While the policy outlines the responsibilities and duties of the Evaluation Unit, it does not clarify requirements for other ministries, implementing organisations and their partners to evaluate the activities for which they are responsible. Slovenia can build on its existing approach by creating an evaluation culture across government, encouraging all stakeholders to integrate evaluation into their development co-operation efforts.

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### Evaluation is operationally independent

The Evaluation Unit is housed alongside the Department for Development Co-operation and Humanitarian Assistance in MFA's Directorate for Multilateral Affairs, Development Co-operation and International Law. As such it is not structurally independent from policy making, but is nevertheless operationally independent. A competitive tender is used to select external evaluators.

Evaluation findings are reported to the Director-General of the Directorate, the State Secretary and Minister of Foreign Affairs and procedures are in place for preparing a management response to evaluations. While the current procedures envisage the response being drafted by the Evaluation Unit, the response to evaluations should be developed by management. Slovenia could draw on the experience of members of the DAC's Evaluation Network as it further develops its evaluation system.

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### Care is needed to ensure that evaluations add value

The Evaluation Unit is responsible for preparing an annual plan of evaluation activities and projecting forward a further two years. Evaluations should be "extensive, strategically important and programme- and theme-specific" (MZZ, 2014). However, at EUR 30 000, the annual evaluation budget is rather small, representing just 0.05% of total official development assistance (ODA) in 2015. Unless resources increase there is unlikely to be room for more than one strategic evaluation a year. Slovenia will need to select topics carefully in order to maximise the value of evaluation for its development co-operation.

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### Strategic evaluations would benefit from partner engagement

The first strategic evaluation of Slovenia's development co-operation with Montenegro is being managed by the Evaluation Unit. To date there has been limited engagement with the Government of Montenegro due to a change of personnel following the October 2016 election. Further thought could be given to how to ensure greater participation as the evaluation proceeds. Future strategic evaluations would benefit from greater involvement of Slovenia's partner country, partner institutions and stakeholders – as envisaged in the participation principle included in the evaluation guidelines (MZZ, 2014).

## Institutional learning

Indicator: Evaluations and appropriate knowledge management systems are used as management tools

**The Ministry of Foreign Affairs is responsible for ensuring that evaluation results are disseminated widely. Establishing a knowledge management system would enhance learning and improve the quality of Slovenia's development co-operation.**

**Slovenia could draw lessons from a broad range of evaluations**

Slovenia's evaluation policy tasks the MFA with disseminating evaluation results widely amongst stakeholders, the general public and Slovenia's partners. It is also responsible for informing the Inter-ministerial Working Body (MDT) of key findings so that lessons can be incorporated into policy, strategy and planning (MZZ, 2014).

Given the limited resources available for strategic evaluation, Slovenia could consider how it might use the findings from other types of evaluations, such as reports, assessments, reviews conducted by a range of development co-operation actors.

**A knowledge management system is needed**

While information is published on the MFA's website and those of other ministries and actors involved in international development co-operation, Slovenia lacks a formal knowledge management system which could enable development actors to build on results and evidence. In addition, systematic hand-over is needed within MFA and at embassies. Establishing a knowledge management system would enhance learning and improve the quality of development co-operation.

## Communication, accountability and development awareness

Indicator: The member communicates development results transparently and honestly

**Slovenia's ambition to be transparent about its ODA would be enhanced if comprehensive information about its development co-operation was held in one publicly-accessible place. Clear, coherent messages which communicate long-term progress and effectiveness would help to build political and public support for development co-operation. Slovenian Development Days do contribute to building public support for and understanding of development.**

**Slovenia wants to be transparent about its development co-operation but lacks the resources**

Slovenia is committed to being transparent about its international development co-operation programme but lacks a dedicated website where members of the public can find comprehensive information about its programme, including a list of all projects by country, region, theme and implementing partner. The MFA publishes online the annual report on Slovenia's development co-operation and information about the projects that it supports, grouped by region and country. In addition, other government ministries and implementing agencies publish information related to their development co-operation efforts on their own websites.

Slovenia has published a plan to meet its Busan agreement to implement the standard for electronic publication of timely, comprehensive and forward-looking information about development co-operation by December 2015 using the OECD's reporting systems.<sup>4</sup> It received a "good" rating for its use of the OECD's Creditor Reporting System (CRS) and the Forward Spending Survey in the 2016 progress report of the Global Partnership for Effective Development Co-operation (OECD/UNDP, 2016).

Although Slovenia scored 17.8% in the Aid Transparency Index 2014,<sup>5</sup> placing it in the "very poor" category and ranking it 34th out of 50 bilateral organisations, this marked a minor improvement on its previous overall score because it now publishes activity-level information on its websites. Like others in that category it was not scored for performance information, including results, conditions and impact appraisals (Publish What You Fund, 2014).

A first step towards greater transparency would be to revise the content of the annual report to include results information (outputs and outcomes) and analysis of the impact of Slovenia's development co-operation in its priority countries and by theme. A full listing of projects by country, region, theme and implementing partner might also add value.

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**Clear, coherent messages on long-term progress and effectiveness will build public and political support**

Eurobarometer reporting on public perceptions of development co-operation in Slovenia indicates less positive attitudes since 2014 (EU, 2016). Scores are lower than the European Union (EU) average. Seventy-seven percent of Slovenians agree that helping people in developing countries is important, 48% agree that the EU should increase aid to developing countries and 21% think EU support should be increased beyond what has already been promised. However, while 63% of respondents in Slovenia agreed that tackling poverty in developing countries should be a priority for the EU, only 37% of the public thought it should be a priority for Slovenia (EU, 2016).

The MFA is aware of the public's interest in Slovenia's international development co-operation and has taken steps to share success stories using a variety of media (e.g. television, newspapers, social media, and government websites). The ministry engages well-known Slovenians to promote development, including sports stars and musicians (Box 6.1). Officials note that Slovenians themselves are willing to contribute, particularly in response to natural disasters, and retain a strong sense of solidarity with those worse off than themselves. Slovenia could draw on the good practice examples of other DAC members, sending out clear, coherent messages to communicate on long-term progress and effectiveness (OECD, 2014a).

There is good political support for development co-operation in Slovenia with regular reporting to the government and the parliament.

### Box 6.1 *One World*: a chart topper

The song *One World* by the group Slove'n'aid, founded specifically to promote development cooperation, has topped the Slovenian charts 36 times on 6 Slovenian radio stations and has recently been released in English. Slove'n'aid is the first official Slovenian "band-aid" supergroup featuring 16 of the most popular Slovenian musicians, who gathered together to support and promote international development co-operation.

Source: MZZ (2016a), <https://www.youtube.com/watch?v=htO8YaL11AY> (in Slovene) and <https://www.youtube.com/watch?v=ZxhMCDUd4tM> in English

### Slovenian development days are helping to build public support

Public understanding of development in Slovenia is evolving: citizens have had to shift their mind-set from being themselves recipients of development co-operation to being providers to others in greater need. To build this awareness, the MFA organises an annual Slovenian development day and was active in supporting events and activities during the European Year of Development. The MFA is conscious of the need to build public support and sees existing public support for humanitarian assistance as a stepping stone towards greater support for development co-operation and further efforts to scale up ODA.



### Notes

1. Summary reports on Slovenia's development co-operation in English are available at: [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/documents](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/documents). The latest annual report (in Slovene) is available at: [www.mzz.gov.si/fileadmin/pageuploads/Zunanja\\_politika/ZDH/Zakoni\\_in\\_dokumenti/Porocilo\\_2015.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja_politika/ZDH/Zakoni_in_dokumenti/Porocilo_2015.pdf).
2. Co-operation with the Western Balkans (2010-2015), Co-operation in Africa (2010-2014), Humanitarian Assistance (2010-2015), all available at: [www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/raising\\_public\\_awareness/publications](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/raising_public_awareness/publications).
3. A review of challenges and practices among DAC members and observers (OECD 2014b) found that building a results culture involves a range of elements including: strong leadership; providing staff with the appropriate incentives; holding staff and managers accountable for results; empowering managers and staff to make corrective adjustments; an enabling environment to discuss poor and good performance, a corporate commitment and willingness to learn from results. <https://www.oecd.org/dac/peer-reviews/Measuring-and-managing-results.pdf>
4. At the Fourth High Level Forum on Aid Effectiveness in Busan (2011) providers agreed to implement “a common, open standard for electronic publication of timely, comprehensive and forward-looking information on resources provided through development co-operation” and to publish a plan to meet this standard in 2012. <http://www.oecd.org/development/effectiveness/49650173.pdf>. Slovenia's plan to meet the common standard by December 2015 is available at (in Slovene): [www.mzz.gov.si/si/zunanja\\_politika\\_in\\_mednarodno\\_pravo/mednarodno\\_razvojno\\_sodelovanje\\_in\\_humanitarna\\_pomoc/ozavescanje\\_javnosti/porocila\\_o\\_mednarodnem\\_razvojnem\\_sodelovanju](http://www.mzz.gov.si/si/zunanja_politika_in_mednarodno_pravo/mednarodno_razvojno_sodelovanje_in_humanitarna_pomoc/ozavescanje_javnosti/porocila_o_mednarodnem_razvojnem_sodelovanju).
5. Slovenia was not listed in the 2015 or 2016 indices.

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# Chapter 7: Slovenian humanitarian assistance

## Strategic framework

Indicator: Clear political directives and strategies for resilience, response and recovery

The overall policy framework for Slovenian humanitarian aid provides broad geographic and thematic priorities, but these will be difficult to deliver given the limited funding available. Even if additional funds are made available to address unpredictable emergency needs, Slovenia can still add most value where its funds are complemented with specific technical expertise, such as in linking emergency response and disaster risk reduction activities in the Western Balkan region. As Slovenia has the ability to sustain long-term engagement, it could usefully reduce the scope of its priorities to focus more on forgotten crises where a difference can be made with limited but stable budgets.

### Slovenia should clarify the links between its humanitarian aid and foreign policy objectives

Slovenia backs up its humanitarian aid policy with the Good Humanitarian Donorship principles (GHD, 2003). It also joined the Grand Bargain after the World Humanitarian Summit, reflecting its interest in keeping up with developments in the sector (GB, 2016). The 2008 Resolution on International Development Co-operation defined the content of Slovenia's humanitarian aid, as well as the mechanisms for its implementation up until 2015 (MZZ, 2008). Furthermore, the Resolution and the Framework Programme 2016-2019 outlines that Slovenia's humanitarian aid strategy rests on: two areas: i) regular humanitarian and post-conflict assistance, including humanitarian interventions and post-conflict assistance during protracted crises and ii) emergency humanitarian assistance, with the following priority areas: alleviation of poverty and hunger, mine action and assistance to children in post-conflict situations (MZZ, 2016a). In the new draft resolution, most of these thematic priorities will remain,<sup>1</sup> giving stability to Slovenian humanitarian aid. A mechanism for complementing humanitarian aid with development co-operation will also be introduced. As Slovenia adheres to the Good Humanitarian Principles, it should clarify further the relationship between humanitarian aid and its foreign policy: the MFA website indicates that humanitarian aid is independent of foreign policy objectives,<sup>2</sup> while the foreign policy document stipulates that development co-operation and humanitarian aid are integral parts of Slovenia's foreign policy (MZZ, 2015).

### Linking humanitarian and development co-operation requires aligned priorities

Slovenia is committed to complementarity between humanitarian aid and development assistance, in particular in natural disasters, where fewer security constraints are more conducive to long-term programmes. Slovenia's stable humanitarian priorities allow for long-lasting support after a disaster and ease the transfer to development funding. The ability to remain engaged in fragile contexts well after media attention has waned is a strength on which Slovenia could build further. If Slovenia focuses on too many crises, such as those in the Horn of Africa or in the Sahel region, it may spread its resources too thinly, limiting the critical impact it could have on building resilience (see next section). At the World Humanitarian Summit, Slovenia committed to establish a national organisational framework to enable a comprehensive approach to humanitarian and development action. Greater alignment of humanitarian and development activities along geographical or thematic priorities will be required to deliver on this commitment.

### Disaster risk reduction is better supported through development funds

Disaster risk reduction and preparedness are clear strengths for Slovenia in the Western Balkans. As the region's highest-income country it has expertise and capacity to share. Slovenia's emergency response to natural disasters is consistently followed by resilience building and risk reduction in the affected countries; this is good practice. Cultural proximity with the Western Balkans helps Slovenia to bring not only material assistance, but also legal and technical expertise, thus assisting these countries to develop their own disaster prevention and disaster response capacities and legal frameworks. For instance, Slovenia assisted Kosovo to develop a national emergency phone number system modelled on Slovenia's. Through the Ministry of Finance and the Ministry of Defence, support to disaster risk reduction and preparedness represents about one-third of Slovenia's humanitarian aid overall. While this is all good practice, funding disaster risk reduction – a long-term activity – from the humanitarian budget limits its effectiveness. Slovenia should consider transferring the responsibility for disaster risk reduction to its development programmes.

### Slovenia spreads its resources too thinly

Slovenia has increased its humanitarian budget since it joined the Development Assistance Committee (DAC) in 2013. In 2015 it reached 7% of its total official development assistance (ODA).<sup>3</sup> Most of the humanitarian budget is allocated to existing humanitarian and post-conflict responses,<sup>4</sup> with a focus on large-scale crises (MZZ, 2016b). MFA's humanitarian budget has a certain margin of funds to address sudden onset crises, but in the event of a natural disaster or an emerging crisis, a call is made by the Ministry of Foreign Affairs or the Ministry of Defence for additional funds from the government's budgetary reserves.<sup>5</sup> So far these calls have been successful. Aside from disaster risk reduction in the Western Balkans, matching limited humanitarian resources to a great number of priorities is proving difficult. Slovenia could usefully narrow its priorities to where it can add most value, notably in small, protracted and underfunded crises.

## Effective programme design

Indicator: Programmes target the highest risk to life and livelihood

**Slovenia's humanitarian strategy and engagement criteria are solid and coherent. However, the increase in the number of MFA's projects brings a risk of fragmentation, reducing the strategy's visibility and undermining the impact of Slovenia's crisis response. Slovenia could increase its efficiency by responding to only a few specific crises, and it could also create a comparative advantage by building and deploying expertise as part of a specific humanitarian response outside the Western Balkan region.**

### Slovenia could leverage its aid more effectively

Slovenia responds to emerging crises or sudden disasters according to need and its perceived added value. It has solid diplomatic and economic relations in the Western Balkans and can quickly adjust its response to government requests and its capacity, in co-ordination with the EU civil protection mechanism. In the Ukraine, the Slovenian Embassy is a good source of knowledge on need and local capacity. In other crisis-affected countries in which humanitarian aid is deployed, however, Slovenia has no such field presence and mainly relies on its multilateral partners' appeals. Increasingly, Slovenia wants to build on its capacity to provide multi-year humanitarian funding to engage in the most severe and protracted crises, such as in the Horn of Africa or the Sahel region. However, the added value it could bring to those crises is not clear. For instance, the Sahel

UN Response Plan for 2015 called for USD 1.96 billion; the impact of Slovenia's small funds (such as USD 33 000 in Mali in 2015 allocated to the World Food Program) would be limited. In such contexts, engaging in delegated co-operation, or limiting the number of partners or crises could be a pragmatic way for Slovenia to deliver results more meaningfully. In particular, as Slovenia has the capacity to provide stable long-term support to crises, it could focus on those crises that require expertise and funds that endure well after the peak of the crisis. Slovenia could also post experts to its partner UN agencies' missions in regions where it wants to have greater clout.

### Slovenia can respond to crises within two days

Slovenia's mechanism for early response is clear and efficient. When a natural disaster hits the Western Balkan region, the Slovenian Civil Protection, managed by the Ministry of Defence, is mobilised and, if required by the affected country, a response is organised through the EU Civil Protection mechanism. Recent crisis responses, such as the Balkans floods in 2015, tested the system's efficiency, and showed that Slovenia can disburse funds and deploy expertise within two days.

### Slovenia could support local actors in the Western Balkans

Slovenia cannot sign direct agreements with civil society from affected countries, but does require Slovenian NGOs to have a local partner. This mechanism is understandable in countries where Slovenia does not have the field presence to assess local NGOs' capacity. In the Western Balkans, however, civil society organisations have similar capacities to those in Slovenia. Consequently, from a cost-efficiency perspective, directly supporting local actors in Bosnia or Kosovo, for example, would make sense and bring the humanitarian response closer to the people affected, in line with Slovenia's Grand Bargain commitments.

## Effective delivery, partnerships and instruments

Indicator: Delivery modalities and partnerships help deliver quality

**Slovenia has the necessary tools to deliver an adequate humanitarian response. Its rapid response is efficient within the European civil protection mechanism, and its regional focus on the Western Balkans is clear. If it wants to expand its scope further, Slovenia humanitarian aid could strengthen partnerships, notably with NGOs, and could also build and deploy a recognised thematic expertise to leverage its funds. This will require capacity-building investment and being more active in relevant policy fora.**

### Slovenia has a good mix of instruments to deliver its humanitarian aid

Slovenia increases its support according to the depth of its relations with the affected country and its knowledge of what is happening on the ground. Multilateral organisations, foundations and NGOs are supported in remote crises where Slovenia cannot assess needs and instead relies on its partner's capacity to do so. This means Slovenia has a good understanding of each response instrument's added value and uses them strategically.

### Slovenia's rapid response mechanism works well

For the Western Balkan countries where Slovenia feels it has the best added value, the Ministry of Defence, which manages the Civil Protection deployment, also has a budget for resilience and disaster risk reduction. This allows for complementary emergency responses in the Balkans with coherent longer-term recovery follow-up.

### A partnership agreement with NGOs will need to go hand-in-hand with capacity building

Slovenia can provide softly earmarked and multi-year funding to its humanitarian partners. The share of the humanitarian budget attributed to multilateral and bilateral partners is fixed in the Framework Programme.<sup>6</sup> International organisations are the preferred channel for emergency responses or large-scale crises because there is confidence that they have the capacity to respond without delay, and the contracting procedure is lean. Slovenia enters into direct funding agreements with Slovenian foundations, e.g. ITF<sup>7</sup>, notably to manage its long-term support to children post crisis. Such programmes include health rehabilitation for mine victims in Afghanistan and in Bosnia and Herzegovina. Slovenian NGOs are subject to a call for proposal process, which makes them a relatively unsuitable channel for emergency response. Slovenia intends to build a partnership framework with Slovenian NGOs to ease these procedures. While this is encouraging, Slovenia will need to invest more in NGO capacity building if it wants to ensure they have sufficient capacity to access larger financing, such as EU funds.

### Slovenia could expand partnerships with like-minded donors

Slovenia has clear ambitions and interest in humanitarian aid: it builds partnerships with other donors, and co-ordinates its aid within the EU system, notably in countries where it has a diplomatic presence. Despite this, Slovenia has not found a way to leverage its limited funding, making it a rather low-profile actor in the overall international humanitarian system. Slovenia could add more value to its funding by building and contributing specific thematic expertise, such as demining or working with vulnerable children, to the international humanitarian response system and by expanding its partnership with like-minded donors to add weight to policy dialogue.

## Organisation fit for purpose

Indicator: Systems, structures, processes and people work together effectively and efficiently

**Slovenia has a solid co-ordination mechanism amongst ministries; the refugee crisis served as a reminder that modern crises are complex and call on a range of government capacities. In this context, humanitarian development and security actions can rapidly become blurred, raising tensions between humanitarian principles and security imperatives. Slovenian humanitarian ambitions would be better served if the humanitarian department had a more limited portfolio, but was able to focus on policy dialogue, and build partnership and capacity to use its funding better.**

### Cross-government co-ordination proved solid during the refugee crisis

The MFA and the Ministry of Defence have a pragmatic and functioning co-ordination mechanism for civil protection deployment in the Western Balkans. A Balkans co-ordination meeting is held twice a year at the MFA involving relevant ministries working in the region. The 2014 refugee crisis required a much broader crisis response architecture, involving the ministries of health, labour, family, social affairs and equal opportunities, interior, and education in the inter-ministerial crisis response structure. Having learned from this experience, Slovenia now intends to build a more comprehensive approach to crises, for example building on links between security and development.

### Using military assets in complex crisis must take into account humanitarian principles

The Ministry of Defence reports on its civilian deployments, including civil protection, as humanitarian aid. It also reports some of its military resource deployment as humanitarian aid, such as the Italian-led mission “Mare Nostrum”, for which Slovenia provided a military vessel to assist in rescuing refugees in the Mediterranean Sea and intercepting migrant smugglers. The operation was predominantly labelled humanitarian by the Slovenian authorities, but it epitomises for Slovenia and the international community the complex entanglements between the security and humanitarian aspects of managing the refugee influx.

### Narrowing priorities could free up capacity for policy dialogue

Only one person in the MFA follows all aspects of the Slovenian humanitarian policy and programming. While this might be sufficient to manage a limited humanitarian budget, especially with support from other MFA departments, reducing the scope of its humanitarian portfolio would allow Slovenia to focus more on strategy, such as implementing its Grand Bargain commitments, and policy dialogue. The MFA is preparing guidelines on humanitarian assistance, which should further enhance the embassies’ ability to monitor and co-ordinate with partners and other donors in the affected countries; this is good practice and could free up time for strategic work.

## Results, learning and accountability

Indicator: Results are measured and communicated, and lessons learnt

**Slovenia has increased its learning and accountability framework for humanitarian aid, notably through strategy assessment, field monitoring, and a carefully designed website. It could further improve its result-based programming by engaging with like-minded donors on joint monitoring or shared reporting of co-funded operations.**

### Humanitarian aid is reviewed

Slovenia has not yet set quantifiable objectives for its humanitarian assistance. However, it has been reviewed under the assessment of the resolution on international development co-operation (MZZ, 2016b). This identified some challenges, such as the need to align “regular” humanitarian assistance with thematic priorities for development co-operation. The assessment suggested concrete propositions for improvement, which is good practice.

### Innovative ways to monitor programmes can be sought with multilateral partners

When supporting multilateral organisations, notably from the United Nations, Slovenia receives a standard consolidated emergency report which is sent to all contributors below a certain threshold.<sup>8</sup> The report gives a good overview of the activities and results of programmes partially funded by Slovenia, but this remains limited in terms of impact monitoring. While it is not realistic for Slovenia to send its own staff to the field to conduct monitoring, it could use the technical expertise it has in some areas to get more insight into programme impact, for instance in disaster response and preparedness. MFA started staff started to monitor some projects, such as in Haiti, and this is to be encouraged. In other places, Slovenia could consider sharing monitoring costs and reporting with other donors.

**A good communication strategy supports Slovenia's migration management**

Humanitarian aid is an important feature of Slovenia's development co-operation policy. The migration wave in the last few years has stirred uncertain feelings amongst the population and political leaders. Slovenia is reaching out to the general public to explain what it does in this field. A specific section on "helping refugees" has been added to the MFA's website,<sup>9</sup> including a phrasebook in relevant languages and information about procedures. The provision of factual information about a crisis in which information is often mishandled is good practice.



## Notes

1. It is intended to withdraw poverty reduction from the humanitarian policy's scope, which is appropriate.
2. See:  
[www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/humanitarian\\_aid](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/humanitarian_aid).
3. See OECD Aid at a Glance (March 2017):  
[https://public.tableau.com/views/AidAtAGlance/DACmembers?:embed=y&:display\\_count=no?&:showVizHome=no#1](https://public.tableau.com/views/AidAtAGlance/DACmembers?:embed=y&:display_count=no?&:showVizHome=no#1).
4. Mine action in the Western Balkans; psychosocial rehabilitation of children in post-conflict situations; assistance to refugees in Eastern Europe, the Middle East and Afghanistan; and efforts to reduce hunger of children and ensure food security in sub-Saharan Africa.
5. For example, the Ministry of Foreign Affairs called on budgetary reserves to respond to the earthquake in Nepal in 2015.
6. The humanitarian aid budget under the Framework Programme 2016-2019 is EUR 1.2 million for the multilateral response (19.3%) and EUR 5 million (80.7%) for bilateral aid.
7. ITF Enhancing Human Security is a non-profit organization established by the Government of the Republic of Slovenia: [www.itf-fund.si](http://www.itf-fund.si).
8. For contributions below USD 50 000, for instance, UNICEF does not provide a specific report on its activity.
9. See "Helping refugees": [http://www.vlada.si/en/helping\\_refugees](http://www.vlada.si/en/helping_refugees).

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# Annex A: OECD/DAC standard suite of tables

Table 1. Total financial flows						
USD million at current prices and exchange rates						
Slovenia	Net disbursements					
	2006-10	2011	2012	2013	2014	2015
<b>Total official flows</b>	<b>59</b>	<b>63</b>	<b>58</b>	<b>62</b>	<b>62</b>	<b>63</b>
Official development assistance	59	63	58	62	62	63
Bilateral	23	19	19	21	20	25
Multilateral	36	44	39	41	41	38
Other official flows	-	-	-	-	-	-
Bilateral	-	-	-	-	-	-
Multilateral	-	-	-	-	-	-
<b>Net Private Grants</b>	-	-	-	-	-	-
<b>Private flows at market terms</b>	-	-	-	-	-	<b>93</b>
Bilateral: <i>of which</i>	-	-	-	-	-	93
Direct investment	-	-	-	-	-	93
Export credits	-	-	-	-	-	-
Multilateral	-	-	-	-	-	-
<b>Total flows</b>	<b>59</b>	<b>63</b>	<b>58</b>	<b>62</b>	<b>62</b>	<b>156</b>
<i>for reference:</i>						
ODA (at constant 2014 USD million)	61	61	61	62	62	76
ODA (as a % of GNI)	0.13	0.13	0.13	0.13	0.13	0.15
Total flows (as a % of GNI) (a)	0.13	0.13	0.13	0.13	0.12	0.37
ODA to and channelled through NGOs						
- In USD million	-	-	4	4	3	2
- In percentage of total net ODA	-	-	7	7	6	3
- DAC countries' average % of total net ODA	7	13	12	13	13	13

a. To countries eligible for ODA.

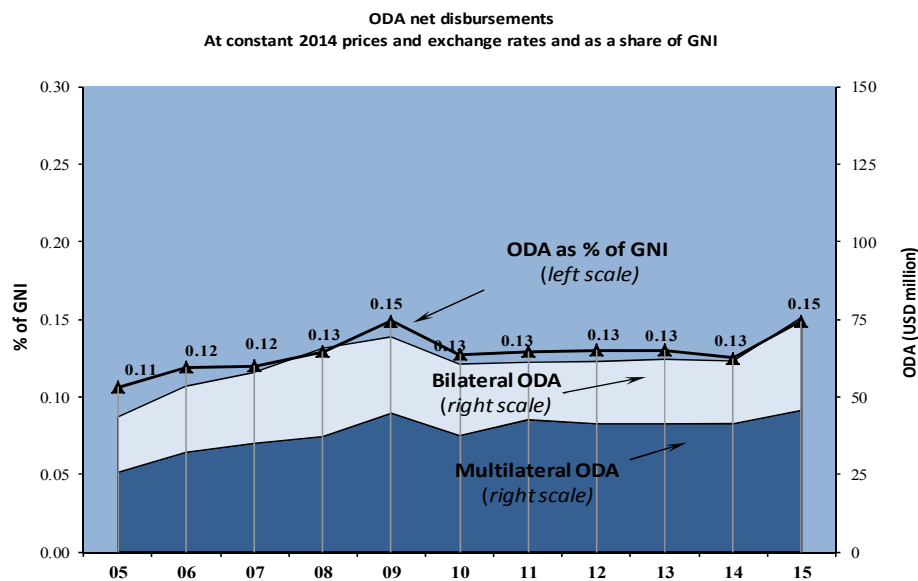


Table A.2 ODA by main categories

USD million at current prices and exchange rates

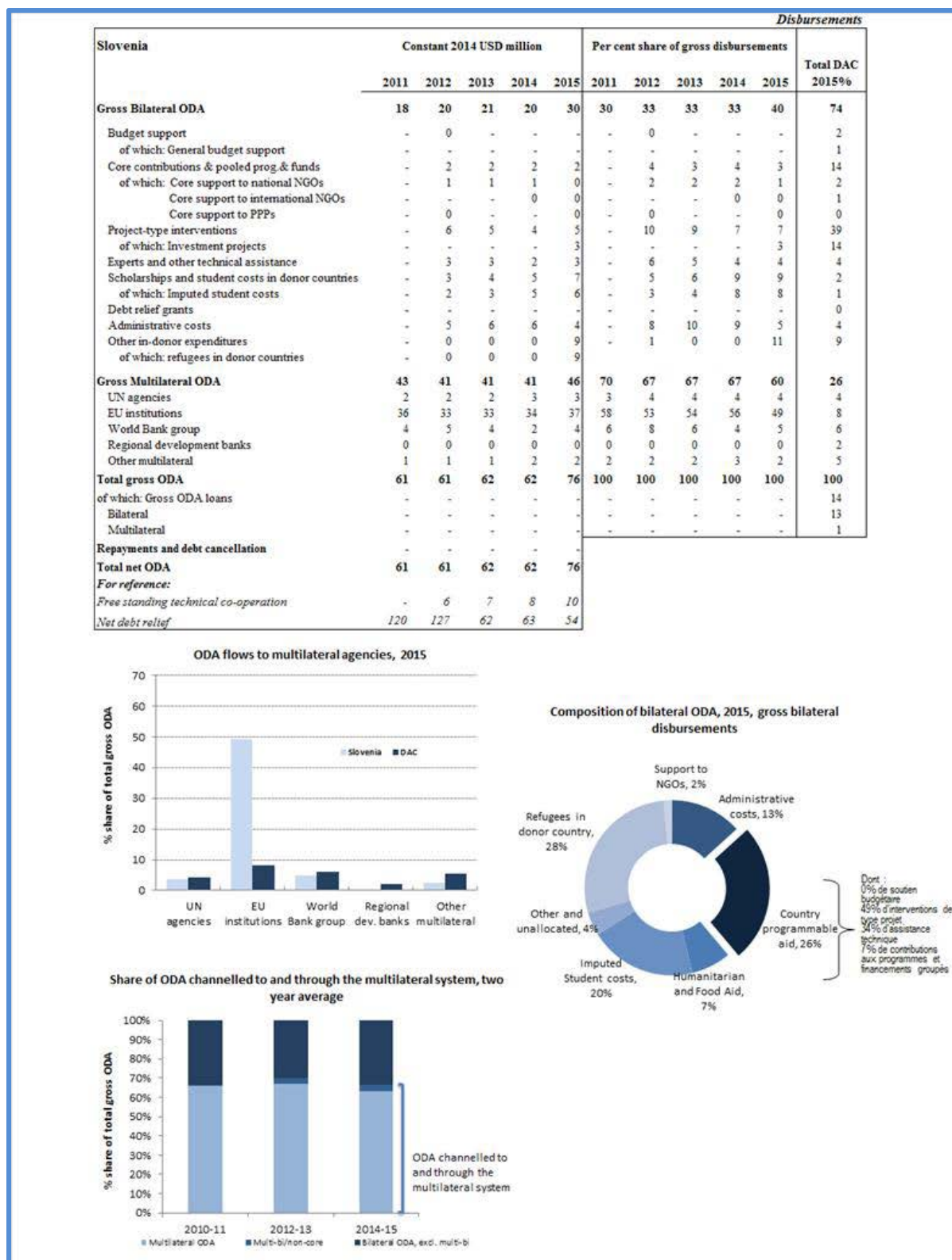
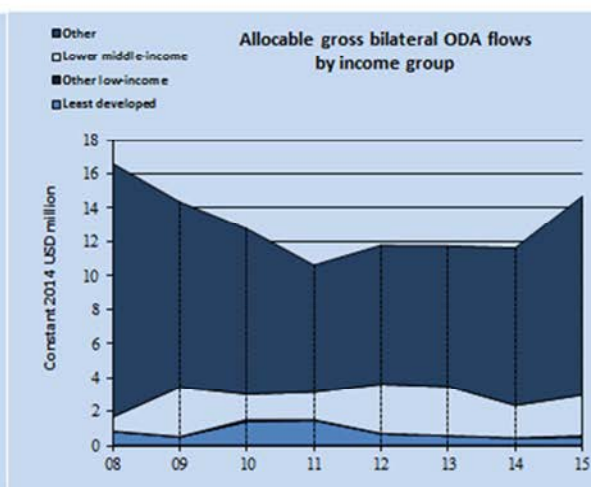
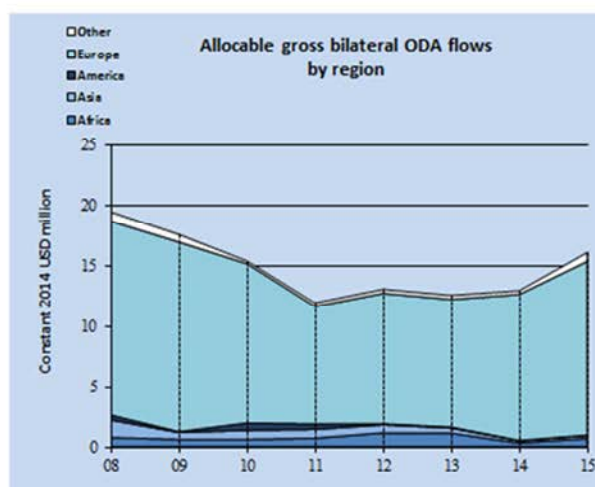


Table A.3 Bilateral ODA allocable by region and income group

Slovenia	Gross disbursements										Total DAC 2014%
	Constant 2014 USD million					% share					
	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015	
<b>Africa</b>	1	1	1	0	1	6	9	9	3	4	<b>41</b>
Sub-Saharan Africa	1	1	1	0	0	5	8	8	2	2	35
North Africa	0	0	0	0	0	1	0	1	0	1	4
<b>Asia</b>	1	1	0	0	0	6	5	3	1	1	<b>31</b>
South and Central Asia	1	1	0	0	0	6	5	3	1	1	19
Far East	0	0	0	0	0	0	0	1	0	0	12
<b>America</b>	0	0	0	0	0	4	1	1	0	0	<b>10</b>
North and Central America	0	0	0	0	0	4	1	0	0	0	4
South America	0	-	0	-	-	0	-	0	-	-	5
<b>Middle East</b>	0	0	0	0	1	2	2	2	2	5	<b>10</b>
<b>Oceania</b>	0	-	-	-	-	0	-	-	-	-	<b>2</b>
<b>Europe</b>	10	11	11	12	14	82	83	85	94	89	<b>5</b>
<b>Total bilateral allocable by region</b>	<b>12</b>	<b>13</b>	<b>13</b>	<b>13</b>	<b>16</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
<b>Least developed</b>	1	1	1	0	0	14	6	5	4	3	<b>40</b>
<b>Other low-income</b>	0	0	-	-	0	0	0	-	-	1	<b>4</b>
<b>Lower middle-income</b>	2	3	3	2	2	15	25	25	16	16	<b>35</b>
<b>Upper middle-income</b>	7	8	8	9	12	71	69	70	80	80	<b>21</b>
<b>More advanced developing countries</b>	-	-	-	-	-	-	-	-	-	-	<b>-</b>
<b>Total bilateral allocable by income</b>	<b>11</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>15</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
<i>For reference:</i>											
<i>Total bilateral</i>	19	20	21	20	30	100	100	100	100	100	<b>100</b>
<i>of which: Unallocated by region</i>	7	7	8	7	14	36	35	40	36	46	-
<i>of which: Unallocated by income</i>	8	8	9	9	15	43	41	44	42	51	<b>40</b>



1. Each region includes regional amounts which cannot be allocated by sub-region. The sum of the sub-regional amounts may therefore fall short of the regional total.

Table A.4 Main recipients of bilateral ODA

Slovenia	2009-13 average				Memo: DAC <i>countries'</i> average %	Gross disbursements			
	2014-15 average			Memo: DAC <i>countries'</i> average %		Current USD million	Constant 2014 USD mln	% share	2014-15 average
	Current USD million	Constant 2014 USD mln	% share						
Former Yugoslav Republic of Macedonia	2	2	10		Bosnia and Herzegovina	3	4	15	
Montenegro	2	2	9		Former Yugoslav Republic of Macedonia	3	3	12	
Croatia	1	1	7		Montenegro	2	2	7	
Bosnia and Herzegovina	1	1	6		Serbia	1	2	6	
Kosovo	1	1	6		Kosovo	1	1	5	
<b>Top 5 recipients</b>	<b>8</b>	<b>8</b>	<b>39</b>	<b>26</b>	<b>Top 5 recipients</b>	<b>10</b>	<b>11</b>	<b>45</b>	<b>22</b>
Serbia	1	1	6		Moldova	0	0	1	
Afghanistan	0	0	2		Albania	0	0	1	
Albania	0	0	2		Ukraine	0	0	1	
Cabo Verde	0	0	2		West Bank and Gaza Strip	0	0	1	
West Bank and Gaza Strip	0	0	1		Afghanistan	0	0	1	
<b>Top 10 recipients</b>	<b>11</b>	<b>11</b>	<b>51</b>	<b>37</b>	<b>Top 10 recipients</b>	<b>11</b>	<b>12</b>	<b>50</b>	<b>33</b>
Haiti	0	0	1		Syrian Arab Republic	0	0	0	
Turkey	0	0	1		Turkey	0	0	0	
Ukraine	0	0	1		Burundi	0	0	0	
Georgia	0	0	0		Rwanda	0	0	0	
Moldova	0	0	0		Lebanon	0	0	0	
<b>Top 15 recipients</b>	<b>11</b>	<b>11</b>	<b>54</b>	<b>44</b>	<b>Top 15 recipients</b>	<b>12</b>	<b>13</b>	<b>51</b>	<b>41</b>
Uganda	0	0	0		Egypt	0	0	0	
Burundi	0	0	0		Haiti	0	0	0	
Rwanda	0	0	0		South Sudan	0	0	0	
Iraq	0	0	0		Kenya	0	0	0	
Libya	0	0	0		Uganda	0	0	0	
<b>Top 20 recipients</b>	<b>12</b>	<b>12</b>	<b>55</b>	<b>49</b>	<b>Top 20 recipients</b>	<b>12</b>	<b>13</b>	<b>52</b>	<b>47</b>
<b>Total (72 recipients)</b>	<b>12</b>	<b>12</b>	<b>57</b>		<b>Total (33 recipients)</b>	<b>12</b>	<b>13</b>	<b>53</b>	
Unallocated	9	9	43	33	Unallocated	11	12	47	40
<b>Total bilateral gross</b>	<b>21</b>	<b>21</b>	<b>100</b>	<b>100</b>	<b>Total bilateral gross</b>	<b>23</b>	<b>25</b>	<b>100</b>	<b>100</b>



Table A.5 Bilateral ODA by major purposes

at constant prices and exchange rates

Slovenia	Commitments - Two-year average				
	2012-13 average		2014-15 average		2014-15
	2014 USD million	%	2014 USD million	%	%
<b>Social infrastructure &amp; services</b>	<b>12</b>	<b>56</b>	<b>13</b>	<b>53</b>	<b>36</b>
Education	5	23	7	28	7
of which: basic education	0	0	0	1	2
Health	1	6	0	1	5
of which: basic health	0	0	0	0	4
Population & reproductive health	-	-	0	0	7
Water supply & sanitation	1	6	2	7	4
Government & civil society	4	21	4	17	11
of which: Conflict, peace & security	2	9	2	8	2
Other social infrastructure & services	0	1	0	0	2
<b>Economic infrastructure &amp; services</b>	<b>1</b>	<b>4</b>	<b>0</b>	<b>1</b>	<b>19</b>
Transport & storage	-	-	-	-	7
Communications	0	1	-	-	0
Energy	0	1	0	0	8
Banking & financial services	-	-	-	-	2
Business & other services	0	1	0	1	1
<b>Production sectors</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>7</b>
Agriculture, forestry & fishing	0	1	0	0	5
Industry, mining & construction	0	1	0	0	1
Trade & tourism	0	1	-	-	1
<b>Multisector</b>	<b>1</b>	<b>7</b>	<b>0</b>	<b>1</b>	<b>10</b>
<b>Commodity and programme aid</b>	<b>0</b>	<b>0</b>	<b>-</b>	<b>-</b>	<b>2</b>
<b>Action relating to debt</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>0</b>
<b>Humanitarian aid</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>7</b>	<b>12</b>
<b>Administrative costs of donors</b>	<b>6</b>	<b>27</b>	<b>5</b>	<b>20</b>	<b>6</b>
<b>Refugees in donor countries</b>	<b>0</b>	<b>0</b>	<b>4</b>	<b>17</b>	<b>8</b>
<b>Total bilateral allocable</b>	<b>20</b>	<b>100</b>	<b>24</b>	<b>100</b>	<b>100</b>
<i>For reference:</i>					
<i>Total bilateral</i>	<i>21</i>	<i>22</i>	<i>25</i>	<i>38</i>	<i>73</i>
<i>  of which: Unallocated</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>
<i>Total multilateral</i>	<i>75</i>	<i>78</i>	<i>41</i>	<i>62</i>	<i>27</i>
<b>Total ODA</b>	<b>96</b>	<b>100</b>	<b>66</b>	<b>100</b>	<b>100</b>

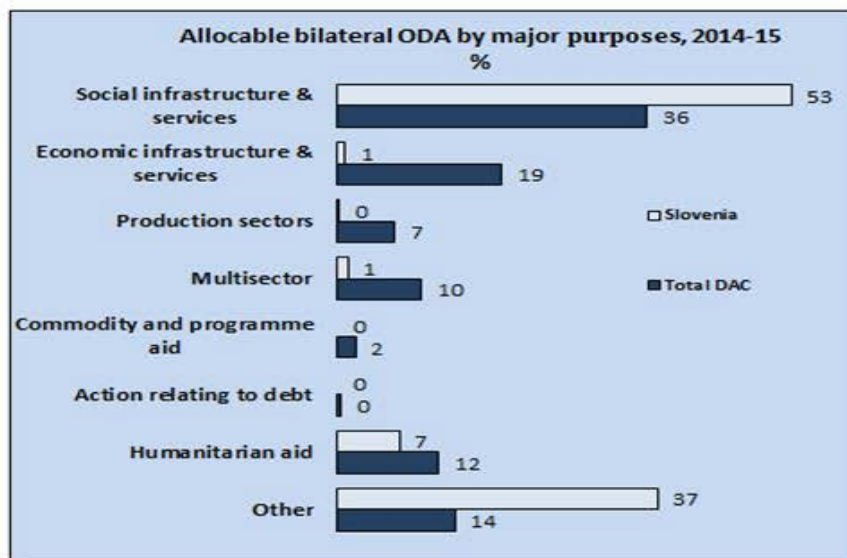


Table A.6 Comparative aid performance

	Official development assistance			Net disbursements				Commitments
	2015		2009-10 to 2014-15 Average annual % change in real terms	Share of multilateral aid		Grant element of ODA commitments 2015	Untied aid % of bilateral commitments Year	
	USD million	% of GNI		2015				
				% of ODA (b)	% of GNI (c)			
Australia	3 494	0.29	2.7	21.2	0.06	99.9	100.0	
Austria	1 324	0.35	2.5	40.9	20.7	100.0	36.4	
Belgium	1 905	0.42	-4.3	41.6	17.3	99.8	96.7	
Canada	4 277	0.28	-1.4	30.5	0.09	97.3	98.5	
Czech Republic	199	0.12	1.0	64.8	11.2	100.0	44.3	
Denmark	2 566	0.85	0.3	26.7	17.4	100.0	100.0	
Finland	1 288	0.55	2.3	45.8	32.5	100.0	92.6	
France	9 039	0.37	-3.9	42.9	21.5	79.6	95.6	
Germany	17 940	0.52	7.5	21.3	7.6	86.6	84.0	
Greece	239	0.12	-12.5	69.9	3.7	100.0	14.5	
Iceland	40	0.24	0.7	22.1	0.05	100.0	100.0	
Ireland	718	0.32	-2.8	40.5	20.8	100.0	100.0	
Italy	4 004	0.22	6.3	54.3	18.7	99.6	95.1	
Japan	9 203	0.21	3.0	33.2	0.07	87.5	74.6	
Korea	1 915	0.14	10.0	20.1	0.03	95.3	50.2	
Luxembourg	363	0.95	-1.5	27.6	19.8	100.0	98.8	
Netherlands	5 726	0.75	-1.0	27.3	17.8	100.0	92.7	
New Zealand	442	0.27	3.1	18.9	0.05	100.0	84.7	
Norway	4 278	1.05	1.9	22.7	0.24	100.0	100.0	
Poland	441	0.10	4.4	77.3	10.2	98.6	33.6	
Portugal	308	0.16	-7.5	52.6	5.6	93.7	49.0	
Slovak Republic	85	0.10	4.1	79.7	17.5	100.0	47.5	
Slovenia	63	0.15	1.1	60.3	11.0	100.0	12.4	
Spain	1 397	0.12	-22.0	74.6	9.7	100.0	80.8	
Sweden	7 089	1.40	7.4	31.9	26.1	100.0	86.8	
Switzerland	3 562	0.52	6.5	22.5	0.12	100.0	94.6	
United Kingdom	18 545	0.70	6.8	36.9	25.9	100.0	100.0	
United States	30 986	0.17	0.2	14.0	0.02	100.0	55.5	
<b>Total DAC</b>	<b>131 433</b>	<b>0.30</b>	<b>1.6</b>	<b>28.3</b>	<b>0.08</b>	<b>94.4</b>	<b>78.1</b>	
Memo: Average country effort		<b>0.41</b>						

Notes:

- Excluding debt reorganisation.
- Including EU institutions.
- Excluding EU institutions.
- Excluding administrative costs and in-donor refugee costs.

-- Data not available.



Table A.7 Comparative performance of aid to LDCs

	Net disbursements						Commitments		
	Bilateral ODA to LDCs			Total ODA to LDCs (Bilateral and through multilateral agencies)			Grant element of bilateral ODA commitments <sup>a</sup> to LDCs (two alternative norms)		
	2015			2015			Annually for all LDCs Norm: 90%		3-year average for each LDC Norm: 86%
	USD million	% bilateral ODA	% of GNI	USD million	% total ODA	% of GNI	2014	2015	2013-2015
Australia	679	24.7	0.06	931	26.6	0.08	100.0	100.0	c
Austria	41	5.3	0.01	222	16.8	0.06	100.0	100.0	c
Belgium	377	33.9	0.08	610	32.0	0.13	99.6	99.3	n
Canada	998	33.6	0.07	1 561	36.5	0.10	100.0	100.0	c
Czech Republic	11	16.4	0.01	41	20.7	0.02	100.0	100.0	c
Denmark	384	20.4	0.13	610	23.8	0.20	100.0	100.0	c
Finland	236	33.8	0.10	429	33.3	0.18	100.0	100.0	c
France	1 090	21.1	0.04	2 378	26.3	0.10	82.2	79.8	n
Germany	1 603	11.4	0.05	2 596	14.5	0.08	98.7	98.5	c
Greece	1	1.6	0.00	38	16.0	0.02	100.0	100.0	c
Iceland	13	41.6	0.08	16	40.8	0.10	100.0	100.0	c
Ireland	257	60.1	0.11	345	48.0	0.15	100.0	100.0	c
Italy	280	15.3	0.02	870	21.7	0.05	99.1	98.9	c
Japan	2 480	40.3	0.06	3 659	39.8	0.08	93.2	91.3	c
Korea	580	37.9	0.04	728	38.0	0.05	94.4	95.0	c
Luxembourg	121	46.2	0.32	154	42.4	0.40	100.0	100.0	c
Netherlands	465	11.2	0.06	1 036	18.1	0.14	100.0	100.0	c
New Zealand	113	31.7	0.07	138	31.3	0.08	100.0	100.0	c
Norway	729	22.1	0.18	1 098	25.7	0.27	100.0	100.0	c
Poland	44	44.2	0.01	125	28.4	0.03	78.8	83.9	n
Portugal	53	36.3	0.03	90	29.3	0.05	87.9	92.0	n
Slovak Republic	1	5.4	0.00	19	21.8	0.02	100.0	100.0	c
Slovenia	0	1.6	0.00	10	15.1	0.02	100.0	100.0	c
Spain	81	22.9	0.01	314	22.5	0.03	100.0	100.0	c
Sweden	847	17.6	0.17	1 473	20.8	0.29	100.0	100.0	c
Switzerland	618	22.4	0.09	928	26.1	0.14	100.0	100.0	c
United Kingdom	3 815	32.6	0.14	6 117	33.0	0.23	100.0	100.0	c
United States	9 122	34.2	0.05	10 737	34.7	0.06	100.0	100.0	c
<b>Total DAC</b>	<b>25 041</b>	<b>26.6</b>	<b>0.06</b>	<b>37 274</b>	<b>28.4</b>	<b>0.09</b>	<b>97.6</b>	<b>96.9</b>	<b>..</b>

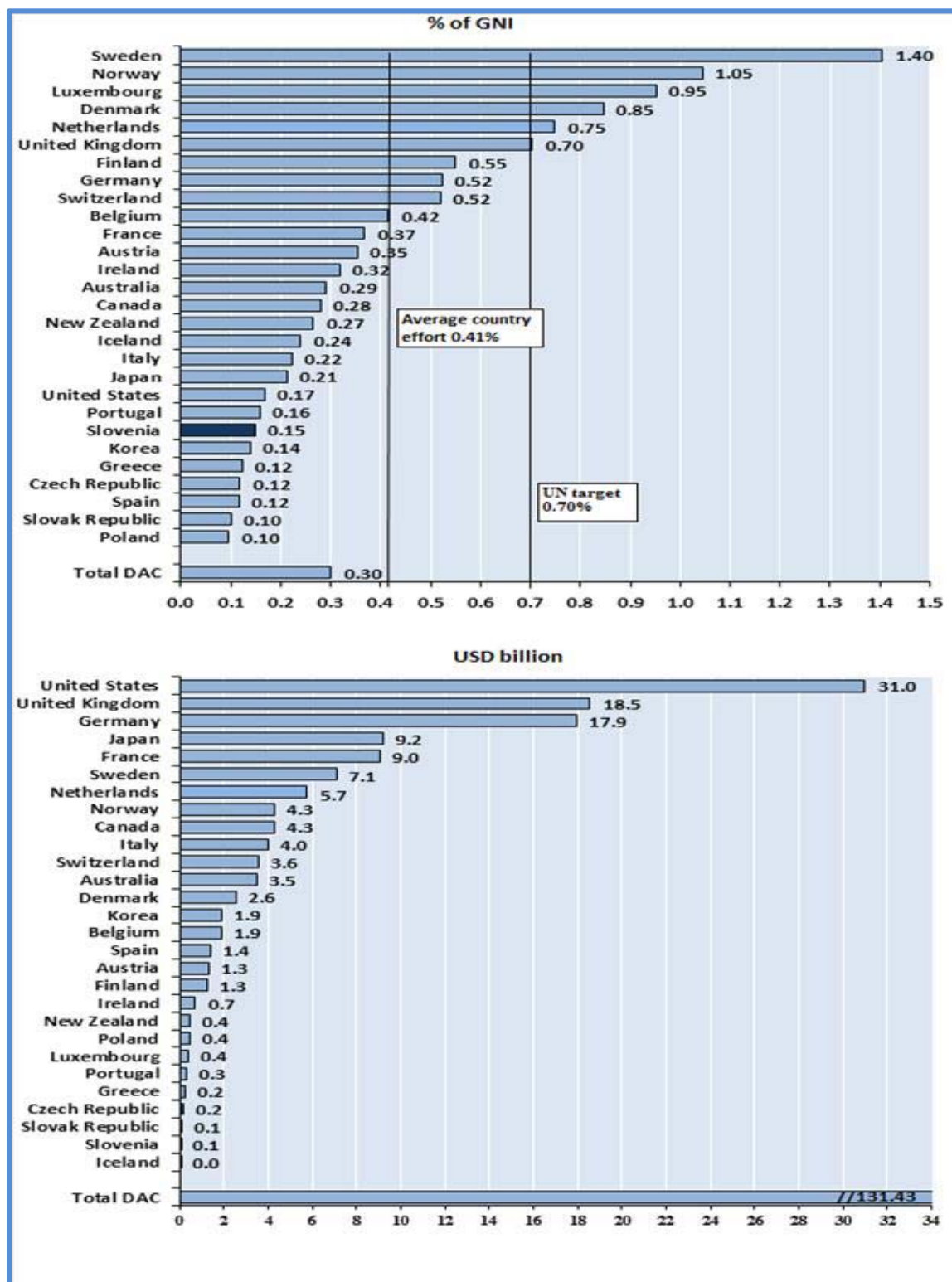
Notes:

a. Excluding debt reorganisation. Equities are treated as having 100% grant element, but are not treated as loans.

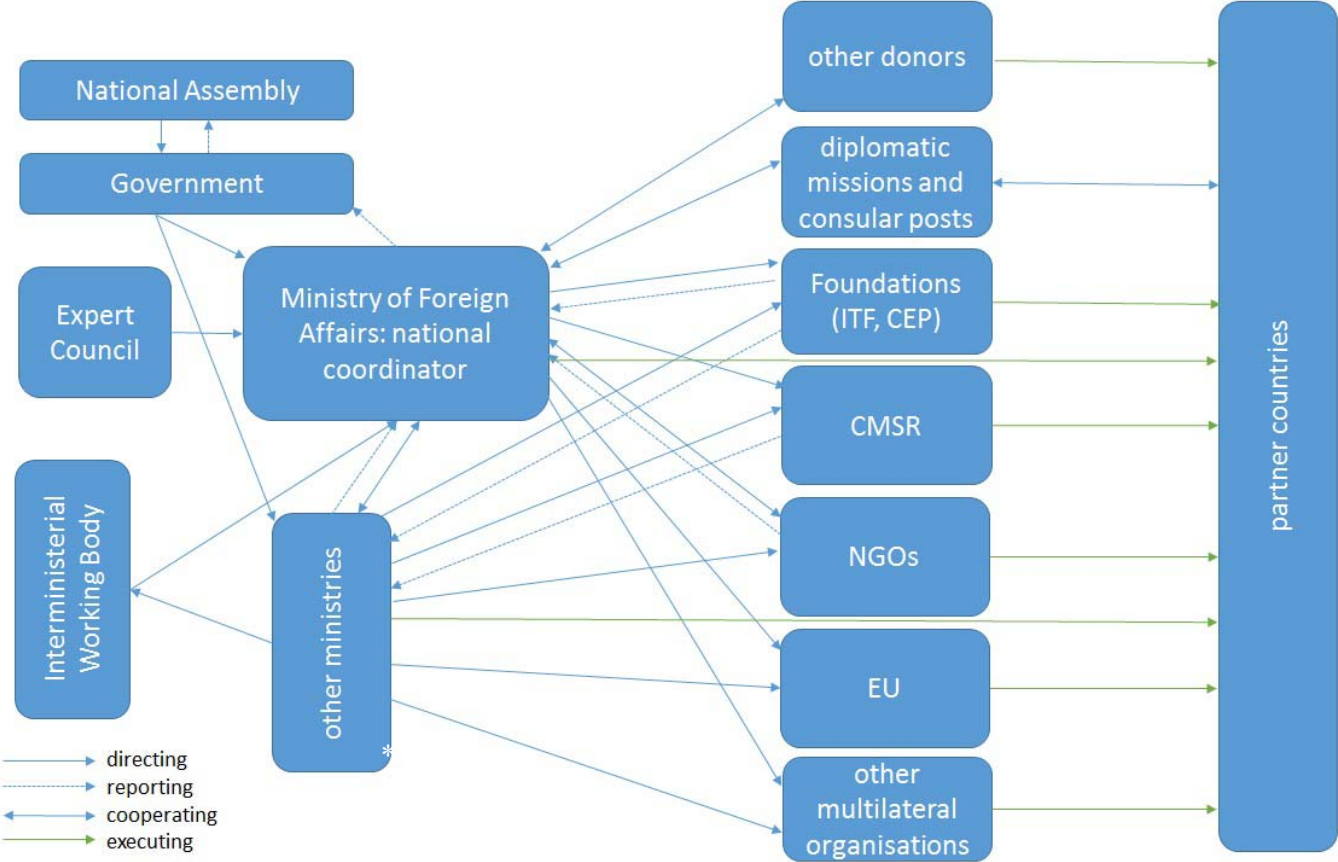
b. c = compliance, n = non compliance.

.. Data not available.

Figure A.1 Net ODA from DAC countries in 2015 (preliminary figures)

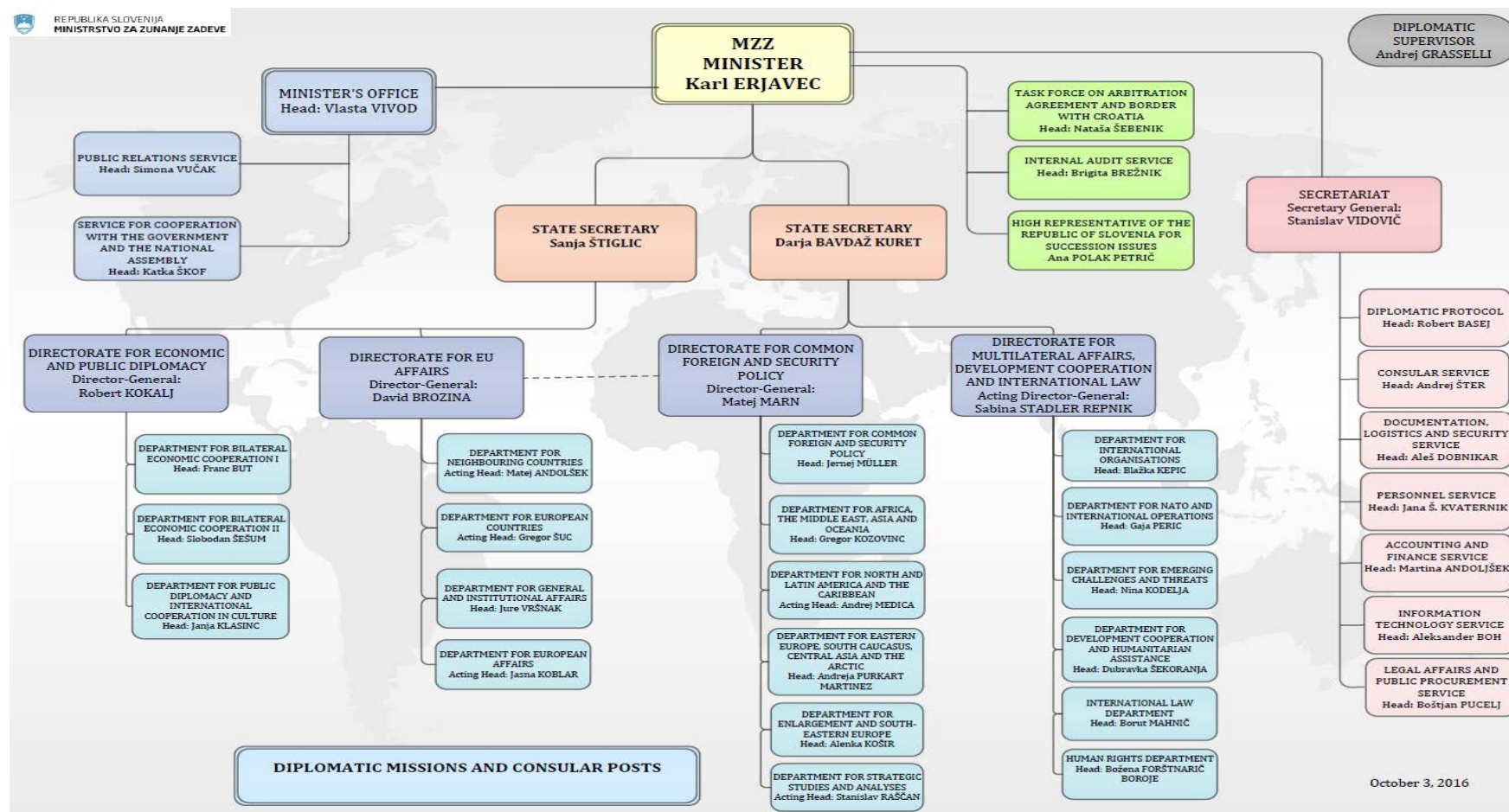


# Annex B: Organisational structure



Source : MFA (2017), "Slovenia's International Development Co-operation, Institutional Organisation", URL : [http://www.mzz.gov.si/en/foreign\\_policy\\_and\\_international\\_law/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/international\\_development\\_cooperation\\_of\\_slovenia/institutional\\_organisation/](http://www.mzz.gov.si/en/foreign_policy_and_international_law/international_development_cooperation_and_humanitarian_assistance/international_development_cooperation_of_slovenia/institutional_organisation/)

Figure B.2 Organisational Chart of the Slovenian Ministry of Foreign Affairs



Source, MZZ (2017), URL: [http://www.mzz.gov.si/en/about\\_the\\_ministry/organisation/](http://www.mzz.gov.si/en/about_the_ministry/organisation/) (Accessed 14 April 2017)

# Annex C: Perspectives from Montenegro and Cabo Verde on Slovenia's development co-operation

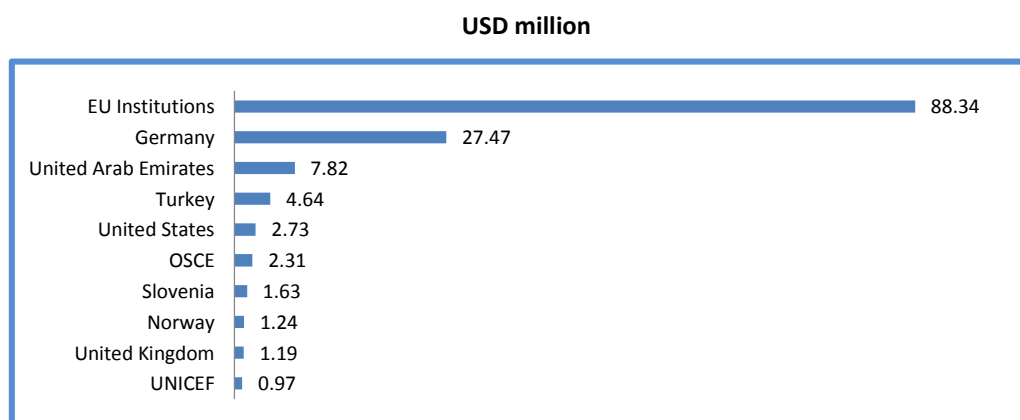
Slovenia's development co-operation is valued by its partners. It is currently managed centrally in Ljubljana with limited presence in partner countries beyond its embassies in the Western Balkans. To get a perspective on how Slovenia delivers its development co-operation in two of its priority countries, the peer review team held meetings in Ljubljana with the Montenegrin Ambassador and diplomats based in Montenegro and Brussels (the Slovenian Ambassador in Brussels is accredited to Cabo Verde and the Cabo Verdean Ambassador in Brussels is accredited to Slovenia), as well as the relevant managers in the Slovenian implementing institutions and the Ministry of Foreign Affairs. The team organised follow-up phone interviews with representatives from partner governments and non-government organisations to deepen the field perspective.

## Slovenia's policies, strategies and aid allocations to Cabo Verde and Montenegro

### Slovenia is using its comparative advantage in working with Montenegro

Since the early days of Montenegro's independence (in 2006), Slovenia has been one of its strongest development co-operation partners.<sup>1</sup> Slovenia has been among the top 10 providers to Montenegro since 2010, allocating an annual average of USD 1.9 million between 2010 and 2015 (Figure C.2).<sup>2</sup> This represents 9.5% of Slovenia's overall bilateral ODA. In 2015, Slovenia was the fourth largest Development Assistance Committee (DAC) provider to Montenegro and the seventh largest overall provider (Figure C.1).<sup>3</sup>

Figure C.1: Top ten providers of gross ODA to Montenegro, 2014-2015



Source: OECD (2017), "Aid at a glance Montenegro", [www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm](http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm) [Accessed on 23 March 2017]



**Annex C: Perspectives from Montenegro and Cabo Verde on Slovenia’s development co-operation**

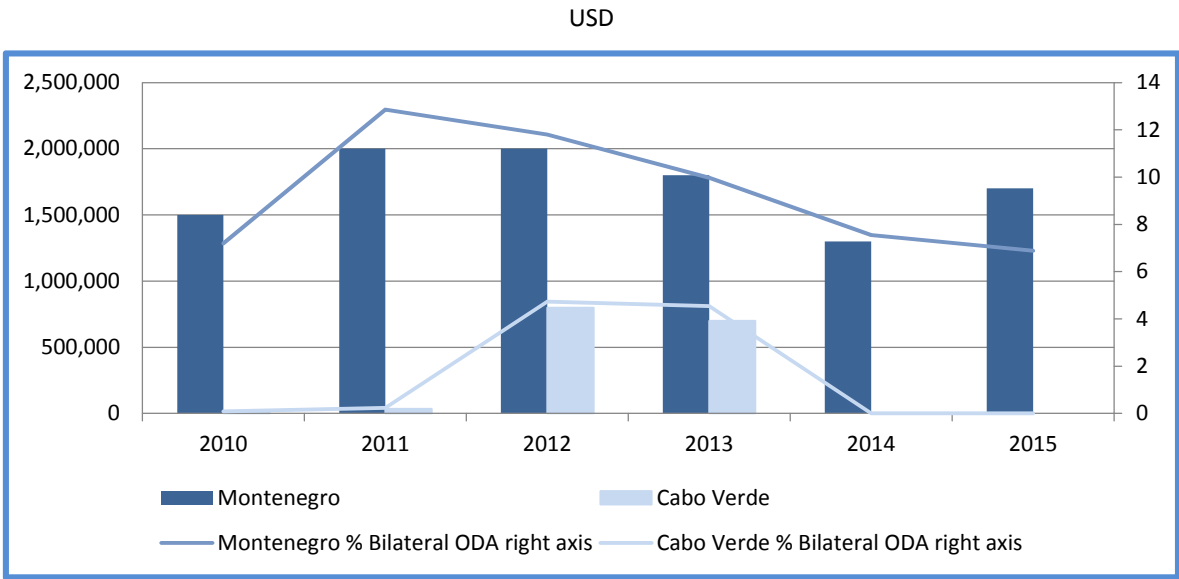
Slovenia has a unique comparative advantage when working in Montenegro. Until the break-up of the Socialist Federal Republic of Yugoslavia in 1991, Slovenia and Montenegro belonged to the same federation. Strong historical, linguistic, cultural and institutional ties exist between the two countries. Slovenia’s familiarity with the institutional and social structures means it can provide adapted solutions based on its own experience.

Slovenia and Montenegro signed a Bilateral Agreement on Development Co-operation in 2008 (MZZ, 2010a). As one of the largest recipients of Slovenian bilateral development co-operation between 2005 and 2010, it was natural for Montenegro to become Slovenia’s first programme country in 2010.

In 2010, Montenegro was the first country to sign an annual co-operation programme with Slovenia, followed by a two-year programme for 2011-13, a three-year programme for 2013-15 and then a two-year programme for 2016-17 (MZZ, 2010b; 2011; 2013; 2016). In these programmes, Slovenia and Montenegro agreed to work on enhancing social and economic infrastructure, the environment, and developing quality tourism and ecotourism, especially in Montenegro’s less developed northern regions. Slovenia also provides technical assistance in Montenegro’s process of joining the European Union and the North Atlantic Treaty Organisation (NATO) and offers scholarships to Montenegrin students.

Montenegro applied for European Union membership in 2008 and in 2010 the EU Commission issued a favourable opinion, identifying seven key priorities that Montenegro would need to address for the formal negotiations to begin. In December 2011, the Council of the European Union launched the accession process and the accession negotiations started in June 2012 (EC, 2017).<sup>4</sup> Having gone through the EU accession process recently with similar institutional structures in place, Slovenia is able to provide valuable experience and expertise to Montenegro on its path to EU membership.

**Figure C.2 Slovenian ODA disbursements to Cabo Verde and Montenegro, 2010-2015**



Source: Authors’ calculations based on OECD-DAC Creditor Reporting System’s data.

**The co-operation between Slovenia and Cabo Verde is discrete, focused and effective**

Cabo Verde is an archipelago of ten islands and five islets; nine of the islands are inhabited. It lies about 500 km off the west coast of Africa and has a population of approximately 550 000; more Cabo Verdeans live abroad than in the country. Its position at the crossroads between Europe, Africa and the Americas has resulted in a mix of cultural traditions. After Cabo Verde's independence from Portugal in 1975, the first democratic elections were held in 1990. Since then Cabo Verde has won a reputation for achieving political and economic stability (BBC, 2017).

Cabo Verde graduated from the group of least developed countries in 2008, the first small island developing state to do so, and by 2010 had achieved middle-income status. This period coincided with stronger engagement with the EU after agreeing the EU-Cape Verde Special Partnership in 2007 based on six co-operation pillars.<sup>5</sup> Cabo Verde argues that because of its geographic proximity to the Portuguese Acores and the Spanish Canary Islands, it could be considered as a future EU member state. Slovenia's support in meeting EU technical and regulatory standards is highly appreciated in Cabo Verde.

Cabo Verde and Slovenia established bilateral relations in 1992, after Slovenia became an independent state. The two countries have been co-operating in international fora, such as the Green Group,<sup>6</sup> since the 1990s. Slovenia chose Cabo Verde as a programme country because it is a small country with a stable democratic system, committed to environmental protection and a close relationship with the EU. In 2010, Slovenia and Cabo Verde signed an agreement on international development co-operation (MZZ, 2010c). Co-operation activities began in 2011 when Slovenia financed a consultant to help draft rules and standards on technical and regulatory convergence to the EU within the scope of the EU-Cabo Verde Special Partnership.

Slovenia defined Cabo Verde as its fourth programme country in 2011. This was the first programme country chosen from Africa, its third geographical priority area, and is in line with its commitment within the EU to increase ODA to Africa.

The main co-operation project between Cabo Verde and Slovenia has been the successful telemedicine project which started in 2012 (MZZ, 2017; Embassy of the Republic of Cabo Verde in Brussels, 2017). Despite having relatively well-developed healthcare capacities, hospitals and health centres are not available on all Cabo Verdean islands. Patients had to travel to the main islands for treatment or seek treatment abroad. Cabo Verde lacks specialist physicians, proper infrastructure and technical equipment, especially in rural areas and the outlying islands (ITF, 2015). Furthermore, Cabo Verde has no medical faculty, requiring that all doctors are trained abroad, mostly in Portugal or Brazil. The lack of medical services also had an impact on developing tourism on all of the nine inhabited islands. Tourism is one of the main economic sectors in Cabo Verde but its potential cannot be fully exploited if full medical coverage for tourists cannot be guaranteed.

Based on Cabo Verde's good telecommunications network, Slovenia and Cabo Verde developed the "Integrated Telemedicine and e-Health Program". Between 2012 and 2016, the Slovenian foundation ITF Enhancing Human Security co-operated with the International Virtual e-Hospital Foundation to help Cabo Verde to establish 11 telemedicine centres, connecting all nine inhabited islands. By enabling tele-consulting, the new centres reduced the number of patient evacuations to other islands or abroad. The telemedicine centres have contributed to improving the health-care system in Cabo Verde and raised the quality and accessibility of health services (Chapter 5). As a complement to the technical work in

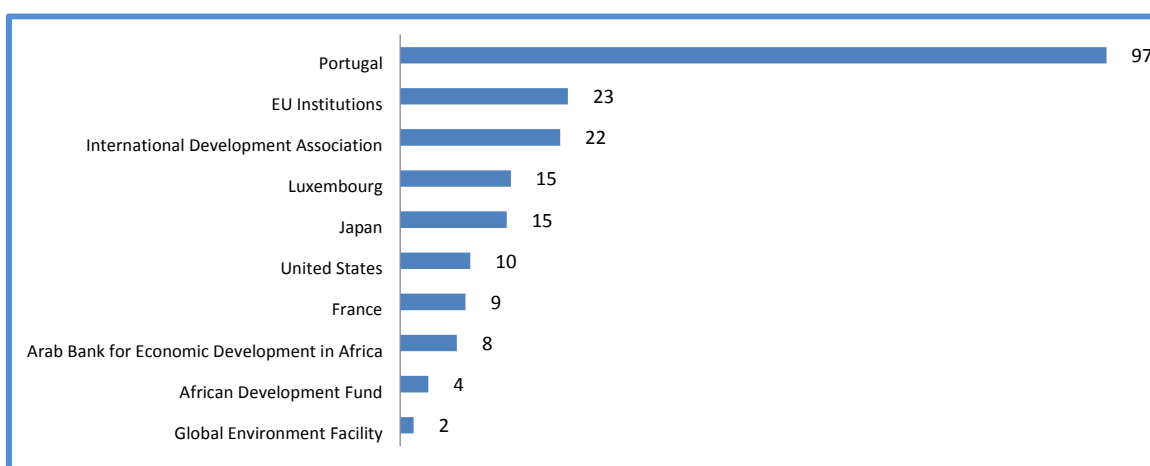
## Annex C: Perspectives from Montenegro and Cabo Verde on Slovenia's development co-operation

Cabo Verde, and with a view to sustainability, Slovenia is providing scholarships to two students from Cabo Verde to study medicine in Ljubljana. Slovenia invested USD 1.5 million in these activities.

This project is a good example of a discrete, effective and reasonably sized intervention. It is sustainable and leaves Cabo Verde with the ability to scale-up, e.g. by involving other partners.

Partners interviewed in Cabo Verde mentioned linguistic barriers as the only difficulty in the co-operation with Slovenia. The Cabo Verdean Ministry of Health is already in touch with Portuguese universities, NGOs and hospitals with expertise in telemedicine. Given its linguistic and cultural proximity, Portugal would be a natural third partner to complement Slovenia's successful telemedicine project with Cabo Verde, also given that it is already Cabo Verde's primary development co-operation partner (Figure C.3).

Figure C.3: Top ten providers of gross ODA to Cabo Verde, 2014-2015 (USD million)



Source: OECD (2017), "Aid at a glance Cabo Verde", [www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm](http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm) [Accessed on 23 March 2017]

### Slovenia needs to focus on larger projects of longer duration

Slovenia's engagement in Montenegro is characterised by long-term, sustained and reliable support in specific co-operation areas. However, the average project size is small, durations are short and activities are dispersed across a range of sectors. In 2015, Slovenia supported 22 projects in Montenegro with an average expenditure of EUR 69 645. In 2016, Slovenia supported 25 projects with an average expenditure of EUR 50 982.

Managing such a fragmented programme results in high transaction costs for Slovenia. It would do well to focus its activities in particular sectors using larger projects of longer duration that are designed to deliver specific results that Slovenia aims to achieve as outlined in its Montenegro programme (Chapter 4). Slovenia's implementing institutions have the necessary experience to deliver larger projects. The Ministry of Finance is already doing so by implementing a three-year project via the Centre for International Cooperation and Development (CMSR) ] with a volume of EUR 1.25 million (EU 400,000 in 2014, EUR 600 000 in 2015 and EUR 250 000 in 2016) to construct a waste sorting plant in Žabljak, in Montenegro's northern region.



In Cabo Verde the programme relationship is appropriate to Slovenia's size and offer. The telemedicine project is a good example of a larger, targeted project that can deliver immediate, valuable results. Between 2012 and 2014 Slovenia spent EUR 1.25 million on the project.<sup>7</sup> If Cabo Verde continues to be designated as a programme country, Slovenia and Cabo Verde need to decide other areas where co-operation can have a similar impact.

Some interview partners in Ljubljana and Brussels mentioned that they received criticism from Slovenian development co-operation stakeholders for spending large amounts of funding on only one project in one country – rather than having several small projects in numerous countries. Based on Slovenia's commitment to development effectiveness as agreed in Busan, it would do well to continue the approach taken in Cabo Verde: focus on fewer priorities and larger projects with a longer duration.

### Organisation and management

**Slovenia is valued as a flexible and responsive partner**

The Embassy of the Republic of Slovenia in Montenegro's capital Podgorica plays an important role in identifying bilateral co-operation projects, co-ordinating and recommending project proposals, monitoring the implementation of projects and conducting field visits. Slovenia has appointed a development co-operation attaché to its Embassy in Montenegro who fulfils these responsibilities and is also responsible for political co-operation.

On average, every two years Montenegro and Slovenia agree on a programme for their development co-operation which allocates funding to specific projects (MZZ, 2010b; 2011; 2013; 2016). Slovenia and Montenegro have established a Joint Committee consisting of two representatives from the Slovenian Ministry of Foreign Affairs (MFA) and two from the Montenegrin MFA. The planning, decision-making and implementation process is described in Figure C.4.

Figure C.4: Project design and implementation process for development co-operation between Slovenia and Montenegro



Source: Authors’ compilation, based on interviews in Ljubljana and with representatives from Montenegro

**The lack of a Slovenian diplomatic mission in Cabo Verde is challenging**

Slovenia also works with Cabo Verde through a Joint Committee comprised of two members from the Slovenian MFA and two members from the Cape Verdean MFA, as defined in the 2010 Agreement on Development Co-operation (MZZ, 2010c). Slovenia does not have diplomatic representation in the Cabo Verde capital Praia, and Cabo Verde does not have an embassy in Ljubljana. Co-operation is managed by the Slovenian and Cabo Verdean embassies in Belgium, which are cross-accredited to both countries.

Slovenia’s lack of in-country representation makes it difficult to engage in dialogue with Cabo Verde on development co-operation priorities and policy. It also constrains Slovenia’s ability to build relations with local actors, include their knowledge in projects and monitor Slovenian development co-operation interventions effectively.

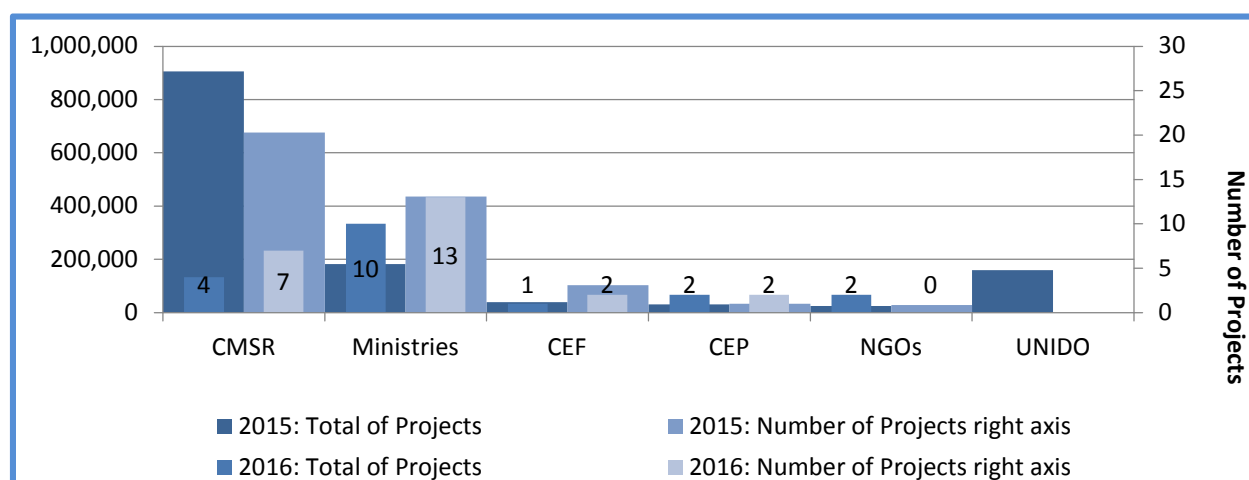
Nevertheless, the telemedicine project was implemented in close collaboration between ITF and the Cabo Verdean Ministry of Health and its implementation was quick and efficient. Little communication took place between the MFA and Cabo Verde on the project with ITF acting as go-between.

## Partnerships, results and accountability

**Slovenia works with a range of partners in Montenegro, most of which implement small projects**

A range of Slovenian development co-operation actors implement projects in Montenegro (Figure C.5). CMSR was the main Slovenian implementing institution in 2015, spending EUR 905 671 on four projects. In 2016, it implemented seven projects with a total value of EUR 676 458. The second highest amount of Slovenian funding to Montenegro comes from 5 Slovenian ministries<sup>8</sup>: spending EUR 182 855 on 10 projects in 2015 and EUR 436 016 on 13 projects in 2016. In 2016, 60% of co-operation with Montenegro was allocated to imputed student costs (indirect costs of tuition of Montenegrin students) by the Ministry of Education, Science and Sports. The Center of Excellence in Finance (CEF) and the Centre for European Perspective (CEP) also fund projects.

**Figure C.5: Slovenia's development co-operation in Montenegro: actors and amounts (in EUR)**



*Note:* CMSR: Centre for International Cooperation and Development; CEF: Center of Excellence in Finance; CEP: Centre for European Perspective; UNIDO: United Nations Industrial Development Organization

*Source:* data provided by the Slovenian Ministry of Foreign Affairs

**Slovenia is valued as a predictable and efficient partner, but could focus more on results**

Partners in Montenegro value Slovenia's expertise and its reliable, efficient and tailored solutions. Slovenia's support allows for continuity and predictability – Montenegro can be sure of receiving annual support for its projects from Slovenia. At a time when many providers are shifting away from upper-middle-income countries in the Western Balkans to assist least developed countries, Slovenia is praised for its expertise, its efficient implementation and its continued support.

Moreover, some countries regard Slovenia as a regional leader. It had already taken on the role of an economically strong and politically well-co-ordinated and developed state when it was part of the former Federated Republic of Yugoslavia. Slovenia is the first country in the region to join the EU and many countries in the Western Balkans are eager to learn from Slovenia's experiences.

Slovenia's support to the telemedicine sector in Cabo Verde is a model that could be transferred to other Lusophone countries, e.g. with support from Portugal or Brazil. The Cabo Verdean telemedicine centre is already in touch with universities and hospitals in Portugal and Brazil, the telemedicine centre in Albania and the Pan-African E-Network in São Tomé and Príncipe, a South-South co-operation initiative managed by India (Ministry of Health of Cabo Verde, 2013 and 2015).

Despite these successes, Slovenia's bilateral co-operation would benefit from greater clarity over the results it expects to achieve in its programme countries. This would make it easier to select and implement those activities that will enable it to achieve these results. Although Slovenia achieved good results in the telemedicine project in Cabo Verde, its bilateral co-operation would be more effective if it had defined the expected results in advance, monitored them during implementation and reported on the actual results achieved upon completion. Slovenia's development co-operation needs to be more purposeful (Chapter 6).

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### Slovenia could simplify some bureaucratic procedures

All partners mentioned that they had no challenges in co-operating with Slovenia. However, some bureaucratic procedures could be simplified to allow for more rapid project implementation. As mentioned in Chapter 5, the process of submitting a project proposal, project selection and signing the contract for implementation could be streamlined. To allow projects to last longer, a simplified procedure for applying for follow-up phases of projects is needed.

Slovenia's use of its partner countries' reporting systems is good practice. However, Slovenia's requirement for mid-term and final reports for short-duration projects is cumbersome and takes time and resources away from project implementation (Chapters 5 and 6).

## Notes

1. Prior to 2006, Slovenia co-operated with the State of Serbia and Montenegro. The first agreement on development co-operation between the Government of the Republic of Slovenia and the Council of Ministers of Serbia and Montenegro was signed in 2005: <https://www.uradni-list.si/glasilo-uradni-list-rs/vsebina?urlImpid=20055> [in Slovene].
2. Slovenia started reporting its ODA allocated to activities to the OECD Creditor Reporting System in 2010.
3. Including ODA from the United Arab Emirates, Turkey and the Organisation for Security and Co-operation in Europe (OSCE).
4. Further information about, and progress reports on, the accession process are available at: [https://ec.europa.eu/neighbourhood-enlargement/countries/detailed-country-information/montenegro\\_en](https://ec.europa.eu/neighbourhood-enlargement/countries/detailed-country-information/montenegro_en).
5. Good governance, security/stability, regional integration, technical and regulatory convergence, knowledge-based society, fight against poverty, and development.
6. The Green Group is an informal group of ministers of foreign affairs striving to place environmental issues on the agenda of foreign ministers. Cabo Verde, Costa Rica, Iceland, Singapore, Slovenia and the United Arab Emirates are members of the Green Group.
7. Phase I in 2012 (EUR 648 583) and phase II in 2013 and 2014 (EUR 600 000).
8. Ministry of Foreign Affairs, Ministry of Defence, Ministry of Justice, Ministry of Labour, Family and Social Affairs, Ministry of Education, Science and Sport.

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## SLOVENIA

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This review assesses the performance of Slovenia, including looking at how Slovenia might increase the impact of its aid through a tighter thematic focus and geographic footprint, a stronger focus on results and better mainstreaming of gender and environment across its development co-operation.

Consult this publication on line at <http://dx.doi.org/10.1787/9789264279308-en>.

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