AID TRANSPARENCY INDEX 2014

GERMANY REPORT

Publish What You Fund
The Global Campaign for Aid Transparency

OPEN KNOWLEDGE GERMANY

TRANSPARENCY INTERNATIONAL Deutschland e.V.
Die Koalition gegen Korruption.

Publish What You Fund is the global campaign for aid transparency. We work to make available and accessible comprehensive, timely and comparable information about development flows. The campaign seeks to empower civil society advocates, parliamentarians and officials with information, both in aid recipient countries and from the development cooperation providers working with them.

The Open Knowledge Foundation Deutschland is the German branch of the Open Knowledge Foundation, a global network of non-profit organisations. Since 2011, it has championed the establishment and dissemination of free, open and accessible knowledge. Its work is independent, non-partisan, interdisciplinary and non-commercial. It is a signatory to the Initiative Transparente Zivilgesellschaft (ITZ) of Transparency International Deutschland.

Transparency International Deutschland is the national chapter of Transparency International in Germany and is based in Berlin. It focuses on a range of issues associated with access to information, transparency and anticorruption.

This report draws on the results of the 2014 Aid Transparency Index. We are very grateful to Claudia Schwegmann from the Open Knowledge Foundation Deutschland and Sieglinde Gauer-Lietz from Transparency International Deutschland for their valuable comments during the development of the paper. Publish what You Fund bears sole responsibility for the content of this report.

Jeannet Lingán
October 2014

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Registered charity 1158362 (England and Wales)

The State of Play: 2014 Highlights

SUMMARY

The paper examines the progress made by Germany's most important ministries for Overseas Development Assistance (ODA) allocation: the Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung – BMZ) and the Foreign Office (Auswärtiges Amt – AA). These two ministries have mandates to promote coordination across all aid-spending ministries and agencies.

Germany is the fifth largest DAC donor, spending over USD 10bn in 2012.[1] It has been an active supporter of transparency and accountability in the context of development effectiveness and was one of the first countries to join the International Aid Transparency Initiative (IATI) in 2008. It later endorsed the Busan Outcome Document (2011), where donors committed to implement a common standard for publishing aid information by the end of 2015; this includes publishing to IATI, as part of the transparency and mutual accountability commitment.[2] Germany reaffirmed its commitment to implementing IATI in the Lough Erne G8 Communiqué (2013) and at the High Level Meeting of the Global Partnership for Development Cooperation in Mexico in 2014.[3]

The basic principles of transparency, accountability and citizen engagement are central to more effective development and their importance is being emphasised in current discussions around the post-2015 Development Agenda. This includes calls for a 'data revolution' as the basis for effective monitoring and accountability of the new global development priorities and their means of implementation.[4] As part of the post-2015 discussions, Germany hosted the High-Level Symposium on 'accountable and effective development cooperation in a post-2015 era' to encourage proposals on how to build strong accountability frameworks for monitoring and implementing a new and more sustainable development agenda.

At country level, Germany has introduced several measures to improve inter-ministerial development policy coordination in the past few years. In March 2013, BMZ began publishing project information to the IATI Standard for BMZ-funded projects implemented by the German Agency for International Cooperation (GIZ), KfW and two smaller implementing partners. Germany's IATI commitment is also mentioned in BMZ's anti-corruption strategy[5] as a means of improving access to information on development funds. The Federal Ministry of the Interior has launched a government data platform[6] and the coalition treaty[7] of the ruling government includes the intention to join the Open Government Partnership (OGP).

Despite these government efforts, Germany's performance in the 2014 ATI is mixed. Out of 68 organisations assessed, BMZ-GIZ is ranked 17th and BMZ-KfW is 20th. Both are placed in the fair performance category. This is a slight improvement from 2013, but several donors have leapfrogged them in the ranking by publishing better and more usable aid information.

The lowest score for Germany is assigned to the Foreign Office (AA), ranked 61st, placing it in the very poor category. The AA is not publishing comprehensive information on current AA-funded projects, and at the time of writing, it has not published an implementation schedule outlining its plans to publish to the different IATI information fields.

Publication of information to the IATI Standard by other German ministries is expected later in 2014 or 2015, but no details are available on specific timelines for different information items. The Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety, or BMUB – responsible for a significant and growing amount of aid spending – is not mentioned in Germany's aid transparency implementation schedule either.

The current pace of progress made by German agencies does not put them on track to meet the 2015 Busan deadline. As the fifth largest DAC donor, the importance of Germany's aid information being available is quite significant for overall development coordination and partner country planning. **Germany must raise its level of ambition with implementing its aid transparency commitments by publishing timely, comprehensive, comparable and forward-looking information to IATI.**

[1] See OECD DAC CRS: http://stats.oecd.org/Index.aspx?datasetcode=CRS1.
[2] At the fourth High Level Forum on Aid Effectiveness donors made a concrete commitment to increase the transparency of development cooperation by publishing information on their activities to a common, open standard by December 2015. Donors also committed to publish schedules detailing specific plans and timelines for implementing the standard by December 2012: http://effectivecooperation.org/files/OUTCOME_DOCUMENT_-_FINAL_EN2.pdf
[3] Paragraph 18 on Transparency and Accountability to each other: http://effectivecooperation.org/wordpress/wp-content/uploads/2014/05/FinalConsensusMexicoHLMCommunique.pdf
[4] A 'data revolution' was first proposed in the High Level Panel report on the post-2015 Development Agenda looking at mobilising efforts to improve the quality of statistics and information available to citizens. It was also part of the recommendations in the report of the Intergovernmental Committee of Experts on Sustainable Development Financing calling for the harmonisation and comparability of information including development financing flows.
[5] Available at: http://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier323_04_2012.pdf.
[6] Available at: https://www.govdata.de/
[7] Available at: http://www.bundesregierung.de/Content/DE/_Anlagen/2013/2013-12-17-koalitionsvertrag.pdf?__blob=publicationFile&v=2

ANALYSIS OF GERMANY'S ATI PERFORMANCE

German Development Cooperation and Commitments on Aid Transparency

The two most important ministries for the allocation of Germany's ODA budget are BMZ and AA, allocating 52% and 10% respectively. These two ministries have mandates to promote the coordination of development activities across all German aid-spending ministries and agencies. BMZ has a leadership role in agreeing German development policy and is mandated to promote policy coherence and the coordination of ODA across ministries. The Foreign Office has a policy setting and coordination mandate on humanitarian issues and approaches. Smaller ODA allocations are the responsibility of several other ministries, agencies, federal states (Länder) and municipalities. Notably, BMUB is responsible for a growing amount of aid spending (1.7%), through the largely ODA-eligible International Climate Initiative.

Germany's Aid Transparency Implementation

BMZ began publishing to the IATI Standard in March 2013. Its publication focused first on BMZ-funded projects implemented by GIZ, KfW and two smaller organisations, Physikalisch-Technische Bundesanstalt (PTB) and Bundesanstalt für Geowissenschaften und Rohstoffe (BGR). Since then, its publication has been expanded to include all bilateral ODA projects and new information fields such as project descriptions, implementing partners, commitment dates, sectors and information on project terms and conditions. In March 2014, BMZ also started publishing information to IATI about government funds channelled through German NGOs. Additionally, a new transparency portal[8] showing GIZ projects was launched in April 2014, and BMZ's own IATI data-driven portal[9] was launched in September 2014. BMZ's IATI commitment is also mentioned in its anti-corruption strategy as a means of improving access to information on development funds; it is yet to publish a transparency policy however.

Despite the progress made, Germany still has a long way to go in meeting its commitment to fully implement the IATI Standard by the end of 2015. Current efforts need further political commitment and technical support to improve the availability of good quality information to feed in its existing tools and initiatives.

Level of Ambition of Germany's Implementation Schedule

In addition to collecting data on current activities, Publish What You Fund also assessed donors' implementation schedules. These were scored according to their levels of ambition, based on the organisation's intention to publish to the IATI component of the common standard (focusing on the fundamental requirement of timely and comparable data), the publication approach (the stated frequency and licence of publication) and the proportion of information fields to be published by the end of 2015. Germany's implementation schedule for BMZ-GIZ, BMZ-KFW and AA is rated as moderately ambitious.[10]

Germany's implementation schedule covers information from BMZ, GIZ, KfW, PTB, BGR and selected NGOs. Although the schedule has been updated several times, the plans outlined remain only moderately ambitious. Publication of information on multilateral funding and funding provided by the AA is expected in 2014 or 2015, but no details are available on specific timelines for publication of the different information fields. BMUB is responsible for an increasing amount of spending but is not mentioned in the schedule, nor has it published its own schedule.

Germany in the 2014 Aid Transparency Index

The 2014 ATI assesses the transparency of BMZ and the AA. BMZ is responsible for publishing to IATI, including information on the activities of the two main implementing agencies for bilateral cooperation: the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ); and the KfW Entwicklungsbank, Germany's main development finance institution. As BMZ does not directly implement activities in-country, it is assessed together with the main implementing agencies GIZ and KfW, whereas the Foreign Office is assessed as a single agency as in addition to funding the activities of several implementing partners and NGOs, it is also directly implements some activities.

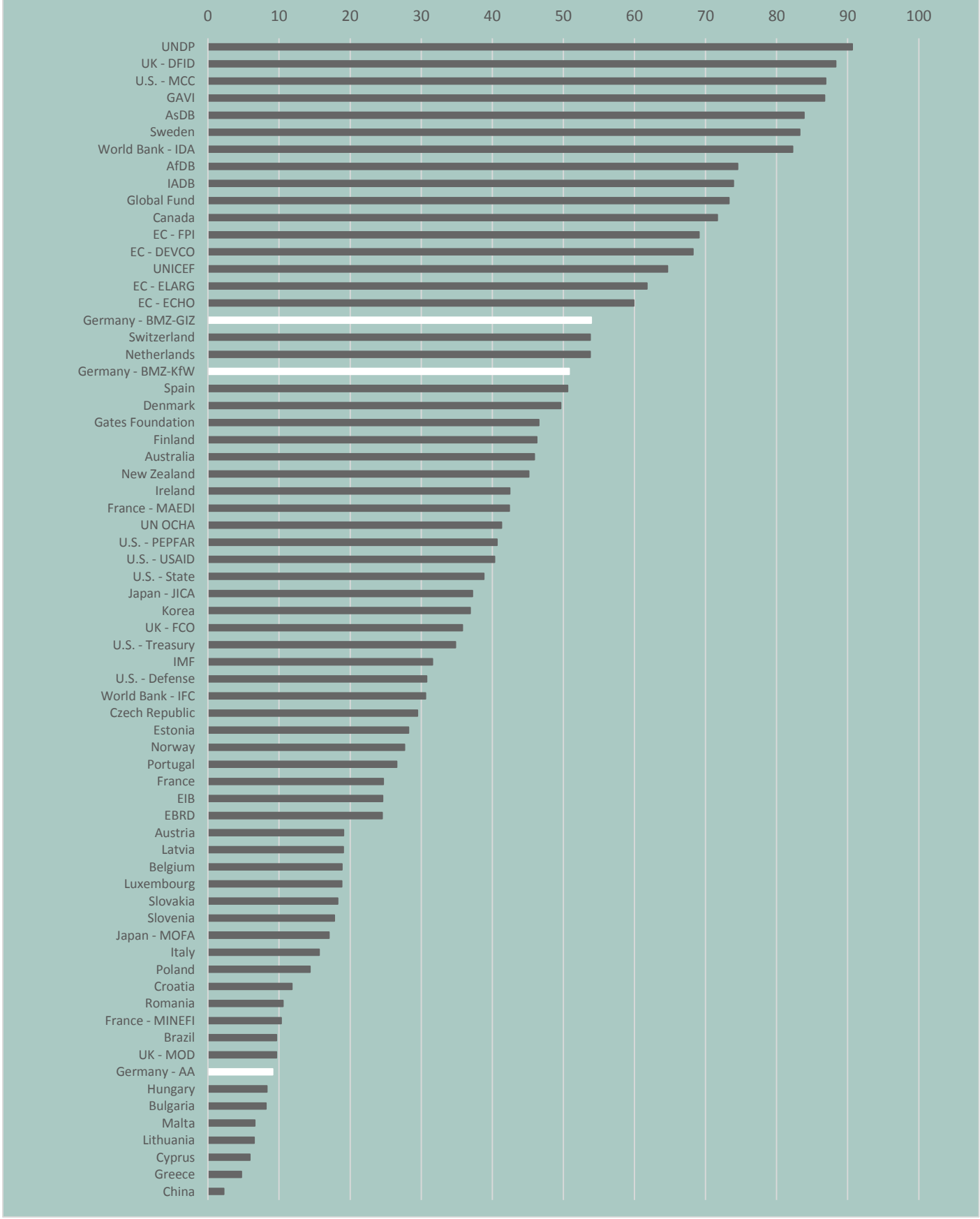
Germany's performance in the ATI is mixed. Out of 68 organisations assessed, BMZ-GIZ is ranked 17th and BMZ-KfW is 20th. Both are placed in **the fair performance category**. The Foreign Office (AA), is ranked 61st, placing it in the **very poor category.** There is a significant difference between the amount of information published by BMZ-GIZ and BMZ-KfW compared to the Foreign Office. BMZ publishes information on projects implemented by GIZ and KfW to the IATI Standard, with additional information available on the organisations' websites.

There has been some improvement in BMZ-GIZ and BMZ-KFW's overall scores in 2014. Since the release of the 2013 ATI, BMZ's publication has been expanded to include all bilateral ODA projects and new information fields such as project descriptions, implementing partners, commitment dates, sector and information on terms and conditions. In March 2014, BMZ also started publishing information to IATI about the government funds channelled through German NGOs. Additionally, a new transparency portal of GIZ projects was launched in April 2014, and BMZ's own IATI data-driven portal was launched in September 2014. However, there has been no progress with publishing the added-value information fields of IATI such as results, sub-national location and project documents.

Meanwhile, no comprehensive listing of current AA-funded projects could be found on its website and only limited information was found on the websites of some of its implementing partners.

[8] Accessible at: http://www.giz.de/en/aboutgiz/transparency.html
[9] http://www.bmz.de/de/was_wir_machen/wege/transparenz-fuer-mehr-Wirksamkeit/iati/index.jsp
[10] For more details about the assessment of donors' implementation schedules see p. 21 of the ATI Transparency report 2014 at http://ati.publishwhatyoufund.org/downloads

CHART 1. OVERALL RANKING OF 68 DONOR ORGANISATIONS



OVERALL RECOMMENDATIONS FOR GERMANY

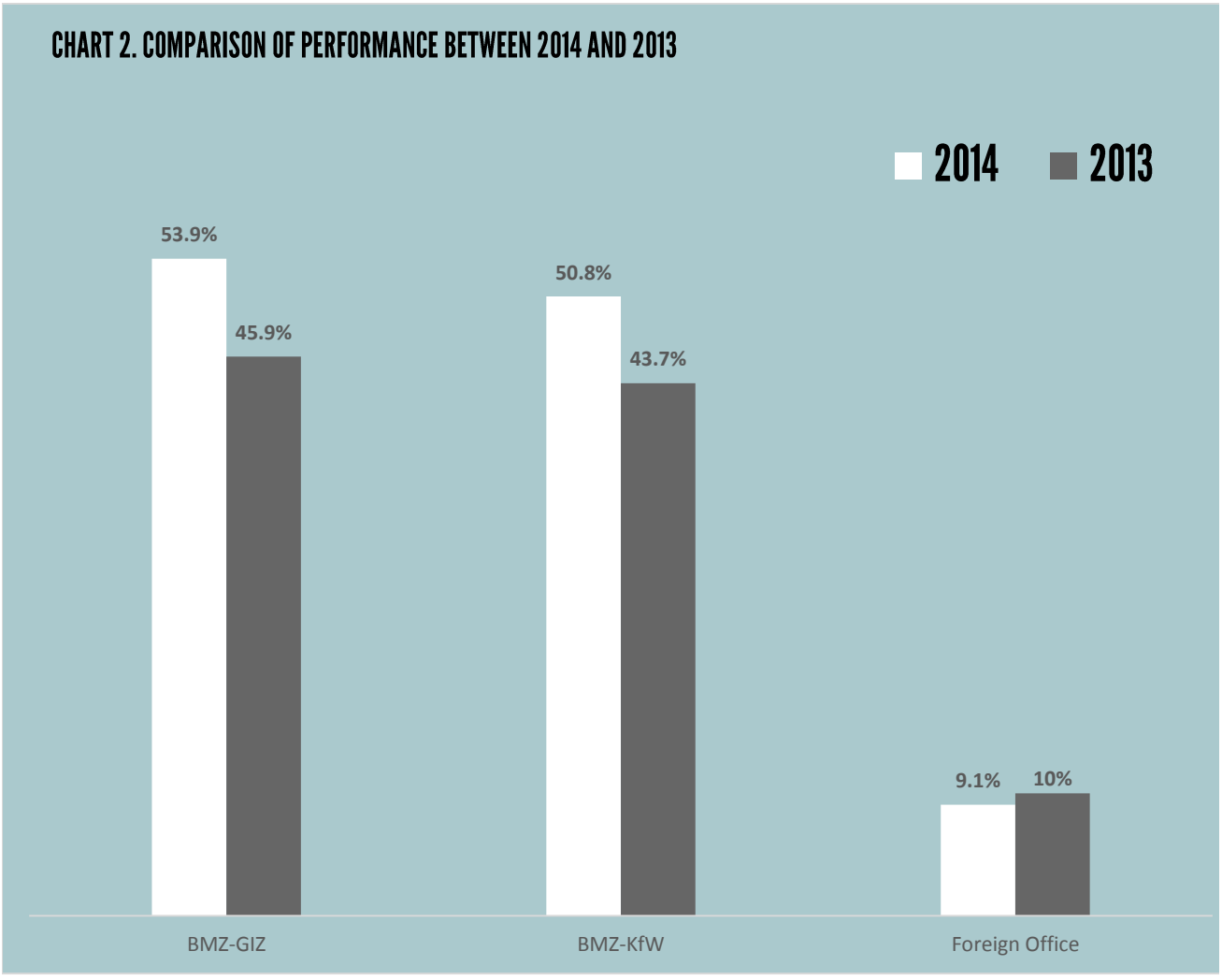
All of Germany's aid-spending ministries, agencies and federal states should cooperate with BMZ to extend the coverage of information published to IATI, so it is comprehensive and provides a full picture of German development cooperation. It should prioritise any information systems and processes improvements required for automated and timely publication of high quality data to IATI.

Germany should update its implementation schedule so it is more ambitious, with specific timelines and delivery targets for expanding its IATI publication to include all aid-spending agencies, including the BMU given its increasingly important role in Germany's development cooperation.

As it assumes the presidency of the G7 in 2015, **Germany should lead by example and deliver on its aid transparency commitments** in line with the Open Data Charter.

Germany should join OGP. This would be an opportunity to share best practice in open data and open government approaches.

CHART 2. COMPARISON OF PERFORMANCE BETWEEN 2014 AND 2013



ANALYSIS OF GERMAN DEVELOPMENT AGENCIES TRANSPARENCY

Ministry for Economic Cooperation and Development (BMZ) – GIZ

BMZ–GIZ scores 53.9%, placing it in the fair category. It ranks fifth out of 50 bilateral organisations, trailing Canada, the fourth-highest scoring bilateral organisation, by 17 percentage points. It has made progress in some areas over the past year, with an increase of eight percentage points since the release of the 2013 ATI. BMZ–GIZ performs well on basic activity-level and classification information. It is the only German organisation to score on contracts and objectives. Notably, BMZ publishes disaggregated budgets for three years ahead. Some of the new information items published by BMZ–GIZ include tied-aid status, planned dates and conditions; others such as finance type, description and organisation documents are now being published to IATI. However, some important fields including forward-looking activity budgets, budget documents and impact appraisals are still missing while others such as results, sub-national location and evaluations are not consistently published. Overall, BMZ–GIZ scores on 31 of the 39 indicators. Of the 22 indicators that take format into account, 17 are published in machine-readable formats.

Recommendations

- **BMZ should work with GIZ to improve its publication to IATI so it is comprehensive and includes links to project documents, results and conditions data and forward-looking budgets.**
- **It should update its implementation schedule in 2014 so it is more ambitious, with specific timelines and delivery targets for GIZ, aiming towards full implementation of the IATI Standard by the end of 2015.**
- **BMZ and GIZ should use their IATI data in their internal programming and coordination processes and promote the access and use of this information by others.**

Ministry for Economic Cooperation and Development (BMZ) – KfW

BMZ–KfW scores 50.8%, placing it in the fair category. It ranks eighth out of 50 bilateral organisations, trailing BMZ–GIZ by just over three percentage points. It has made progress in some areas since the release of the 2013 ATI, with an increase of seven percentage points since the 2013 Index. BMZ–KfW performs well on basic activity-level and classification information and is the only German organisation to score on evaluations. Notably, BMZ publishes disaggregated budgets for three years ahead. Some of the new information published by BMZ–KfW includes descriptions, planned dates for activities, finance type and conditions. However, some important fields such as forward-looking activity budgets, budget documents, contracts and impact appraisals are still missing while others such as objectives, results and sub-national location are not consistently published. Overall, it scores on 31 of the 39 indicators. Of the 22 indicators that take format into account, 16 are published in machine-readable formats.

Recommendations

- **BMZ should work with KfW to improve its publication to IATI so it is comprehensive and includes links to project documents, results and conditions data and forward-looking budgets for all of KfW's development cooperation.**
- **It should update its implementation schedule in 2014 so it is more ambitious, with specific timelines and delivery targets for KfW, aiming towards full implementation of the IATI Standard by the end of 2015.**
- **BMZ and KfW should use their IATI data in their internal programming and coordination processes and promote the access and use of this information by others.**

Foreign Office

The AA scores 9.1%, placing it in the very poor category, as in 2013. It ranks 43rd out of 50 bilateral organisations, below several organisations providing much smaller volumes of development cooperation. No comprehensive list of activities could be found for all projects funded by the AA. It performs best on organisation planning information, providing a total organisation budget for three years ahead, the organisation's strategy, allocation policy and audit, and some brief information on country strategies. It performs poorly in all other areas. Overall, it does not score on 31 of the 39 indicators. Of the 22 indicators that take format into account, none are published by the AA in machine-readable formats and only two – contact details and forward-looking organisation budget – are published in other formats.

Recommendations

- **The AA should begin publishing to the IATI Standard as soon as possible in order to meet the 2015 deadline. It should coordinate with BMZ and other ministries to ensure that Germany's IATI publication provides a full picture of all development cooperation activities funded by the AA.**
- **It should work with BMZ to publish an ambitious implementation schedule with specific timelines and delivery targets, aiming towards full implementation of the IATI Standard by the end of 2015.**
- **The AA should work with other providers of humanitarian aid through the IATI humanitarian working group to ensure that the Standard fully meets the need of humanitarian aid operations.**

Annex 1

ABOUT IATI

IATI is a multi-stakeholder initiative comprised of donors, partner countries, foundations, open data experts and civil society. Agreed in 2011, the IATI Standard is a technical publishing framework allowing open data from different development organisations to be compared.

The Standard was developed after extensive consultations on the information needs of partner countries, civil society organisations (CSOs) and donors themselves. Information is published in a machine-readable format and presented in a structured way that can be read automatically by a computer, reducing the processing time for large amounts of information. Traditional word processed documents, HTML and PDF files are easily read by humans but demand large amounts of time and human resources to process information. Current publishers include bilaterals, multilaterals, private foundations, development funds, climate funds and CSOs.

IATI data contributes to effective development coordination, planning and accountability as it allows different stakeholders to access and manage vast amounts of information on development flows; and to make this information accessible in different formats, for different users. Good IATI data gives information about project locations, budgets, conditions, results and implementing partners, among others.

IATI DATA USE IN PRACTICE

A number of organisations are now using open data platforms driven by IATI data, marking an important shift from publishing raw data to visualising it in a meaningful way for users. These platforms demonstrate the intrinsic value of the IATI Standard in providing a more complete picture of current aid activities and that it's possible to turn raw machine readable data into tangible, accessible information which can be used by different stakeholders.

Open Aid Search: http://www.openaidsearch.org/. Developed by Akvo, a non-profit foundation that builds open source software for international development cooperation. Visitors can navigate interactive maps to see how development projects are distributed geographically by region, country and sector. The better the quality of information published to IATI, the more comprehensive the picture this portal can provide.

AidData: http://aiddata.org/gis. This portal brings this approach to scale, producing a series of maps incorporating data from IATI and 90 bilateral agencies.

Sweden's Openaid.se uses interactive graphs and menus to provide details of Swedish development cooperation. Sweden publishes the information as it becomes available.

Development Tracker: https://www.gov.uk/devtracker. This tool allows the exploration of UK aid volumes, projects and results across different sectors, locations and time periods at the click of a button. It includes data from as far back as 1987.

The Netherlands has launched a budget webpage that allows users to track the national budget all the way to information on ODA projects published on its open aid portal: http://www.openaid.nl/

Development Portal: http://d-portal.org/. Designed by Development Initiatives, this is a country-based information platform that tracks resource flows. It contains current IATI data as well as the most recent (2012) data available from the OECD's Creditor Reporting System.

UN-Habitat publishes projects on its platform as they are approved: http://open.unhabitat.org/

Danida's portal includes information about its disbursements and expenditure and is updated daily: http://openaid.um.dk/

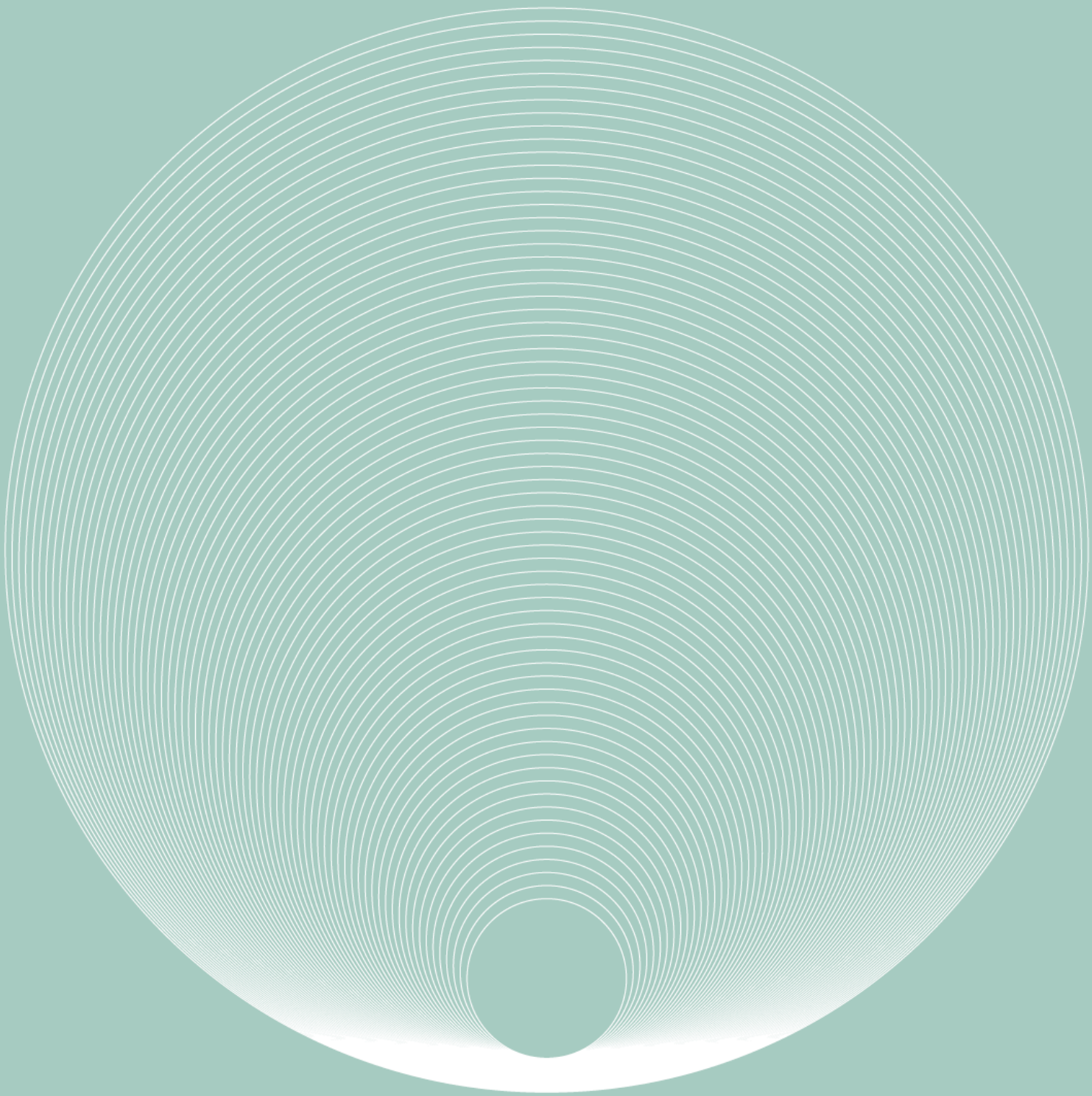
IATI DATA IN PARTNER COUNTRIES

Bolivia has been working with the Open Aid Partnership to produce a map, tracking development flows into the country using available IATI data and manually mapped data. The government now has plans to do this more systematically and to include a feedback mechanism. With more IATI data, the costs of manually mapping this information would be significantly reduced.

Democratic Republic of Congo (DRC) participated in a pilot to test whether IATI data could be automatically imported into DRC's Aid Information Management System (AIMS) in order to reduce the burden of manual integration of the data for budget planning purposes in-country. The pilot successfully demonstrated that automated data exchange is possible between three IATI publishers working in DRC – the UK, Sweden and GAVI.

Myanmar is developing an open source AIMS funded by the European Commission. Phase one of the project focused on delivering data across government – ensuring line ministries have access. Phase two will focus on providing a service to the public and civil society so they can more meaningfully engage in budget monitoring and decision-making processes. The Myanmar AIMS is compatible with the IATI model, and data has been successfully converted from non-IATI publishers, into the IATI format so that it can be imported into the AIMS.

Other efforts to enhance partner country use: USAID is the first agency to undertake three aid transparency pilot studies in Bangladesh, Ghana and Zambia. The results are expected in late 2014 and should help identify not only the priority needs of partner countries, but also what tools should be designed to improve the use of aid information.



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