

AGENDA SETTING: ITALIAN DEVELOPMENT AID

The debate in Parliament and initiatives around the world



7

minidossier

June 2015

Parliamentary acts

Discussion, votes and laws

Italian development aid projects in the world

Funds, purpose and objectives

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INTRODUCTION

During each Legislature Members of Parliament deal with a variety of issues and discuss thousands of legislative acts. Though much paper is produced, rarely bills complete their legislative process.

Between 2013 and 2014 only 13% of non legislative acts were concluded, and 83% of proposed bills was not even debated. For this reason, one of the parameters introduced by openpolis to rank Deputies and Senators, is their capacity to influence parliamentary work, and their success in pushing forward certain issues of their interest*.

This analysis allows us to evaluate the effectiveness of individual politicians, but also to understand the political priorities of both the Chamber of Deputies and the Senate under the guidance of the Government.

Our series “MiniDossier” keeps on growing with a new section called - Agenda Setting - meant to understand how and how much specific issues are dealt with in Parliament.

The first focuses on italian development aid, and wants to both give an overview of the parliamentary productivity on the issue, as well as understand the scope and nature of italian initiatives around the world.

The issue has not been very “popular” during the last 4 Governments. Only during the Renzi Government the topic managed enter the Top15 of most dealt with issues, mainly because of a new law that was approved that regulates italian development aid and policies.

As a further proof of this, less and less time is scheduled in Parliament for the discussion of the annual Bill (Mission Act) meant to re-finance part of the military missions and development aid initiatives.

Once a central aspect of the political debate, often causing political parties to clash, now the bill has become a very common practise. For the 2015 installment, the Act was not even worthy of a separated debate, and was included in a more general Bill concerning anti-terrorism norms

Though the Mission Act has been downsized in the parliamentary debate - mainly because of a general bipartisan support - it must be said that it never had a real economic impact. The money that is “granted” each year through its parliamentary debate equals to merely 4% of the total amount of money allocated by Italy to development aid.

113 

countries that received italian development aid

3.287 

italian initiatives around the world

28 

donor countries

€

€ 2.980.351.485,00

total amount of money spend by Italy in development aid in 2013

4 

compared italian Governments

This MiniDossier used official data published on the websites of: Oecd, Sipri, OpenAid Italia, Openparlamento and Ministero della Difesa up until June 10th 2015.

NORMATIVE REFERENCES

Italian Constitution

ART 11 Italy rejects war as an instrument of aggression against the freedom of other peoples and as a means for the settlement of international disputes. Italy agrees, on conditions of equality with other States, to the limitations of sovereignty that may be necessary to a world order ensuring peace and justice among the Nations. Italy promotes and encourages international organisations furthering such ends.

ART 117 Legislative powers shall be vested in the State and the Regions in compliance with the Constitution and with the constraints deriving from EU legislation and international obligations. The State has exclusive legislative powers in the following matters: a) foreign policy and international relations of the State; relations between the State and the European Union; right of asylum and legal status of non EU citizens [...]

ART 78 Parliament has the authority to declare a state of war and vest the necessary powers into the Government.

UN Resolution 2626 (1970)

ART 43 [...] Each economically advanced country will progressively increase its official development assistance to the developing countries and will exert its best efforts to reach a minimum net amount of 0.7 per cent of its gross national product at market prices by the middle of the Decade.

Summit Nato 2014 -Wales

ART 14 Allies currently meeting the NATO guideline to spend a minimum of 2% of their Gross Domestic Product (GDP) on defence will aim to continue to do so. Likewise, Allies spending more [...] All countries should aim to move towards the 2% guideline within a decade with a view to meeting their NATO Capability Targets and filling NATO's capability shortfalls

PARLIAMENTARY ACTS

DISCUSSION, VOTES AND LAWS

During the last two Legislatures, international development aid has rarely found space in the parliamentary debate. Never during the last four Governments the issue became a priority, and only during the Renzi Government, the topic managed to enter the Top15 of most dealt with issues.

With this general trend in mind we looked at the main Act that deals with international development aid, namely the yearly re-financing of military missions and development aid initiatives.

The first element that emerges is the fast track the Act is on while discussed in Parliament. With slightly over 40 days, it is the one of the decree-laws with the fastest approval time, with a very little number of debate hours in both Committees and main Chambers of the Parliament (the Mission Act of the second semester of 2014 was approved after 26 hours of debate).

One of the reasons for this is the “bipartisan” nature of the act, that every year receives the support and vote of most parties in Parliament. In particular, during the Berlusconi IV Government the Partito Democratico, while at the opposition, voted in favor of the law. Similarly during the current Renzi Government, Forza Italia sided with the Partito Democratico.

We also need to add that the amount of money allocated through the Mission Act is a very little percentage (around 4%) of the total amount of money used by Italy each year for both the military and development aid.

As the Mission Act has now become of little importance both politically and in the public opinion, as it is not any more central in the definition of an Italian foreign policy, we can only say that while we lost this ground for confrontation, we yet need to find a new one.

Hours of parliamentary debate

Imu Decree: **70**
Mission Act: **26**

Average days for approval

Decree-Laws: **50**
Mission Act: **40,6**

THE PRIORITIES OF THE LAST 4 GOVERNMENTS

Through the index of parliamentary productivity it is possible to see which are the most dealt with issues in

Parliament. International cooperation has always been a topic of little importance. 27° during the Berlusconi IV Government, 49° during the Monti Government and 47° during the Letta Government. Only during the Renzi Government it entered the Top15, especially because of the approval of a law that drastically changed norms on the issue (Law n.125 of 2014)

Most deal with issues

The score is obtained by analyzing the quantity, the type and the success of parliamentary act that deal with a specific topic

	Berlusconi Government	Monti Government	Letta Government	Renzi Government
1°	Economy	Economy	State	State
2°	Rights	Businesses	Economy	Economy
3°	State	State	Local Authorities	Labour
4°	Labour	Public Administration	Finance	Rights
5°	Businesses	Labour	Taxes	Local Authorities
6°	Health	Rights	Public Administration	Businesses
7°	Transportation	Transportation	Labour	Foreign Policy
8°	Local Authorities	Health	Businesses	Taxes
9°	Taxes	Local Authorities	Housing and Buildings	Justice
10°	Public Administration	Security	Rights	Penal Code
11°	Justice	Taxes	Local Taxes	International Treaties
12°	Society	Justice	Budget	Environment
13°	Environment	Environment	European Union	Health
14°	Security	Regions	Health	International cooperation
15°	Public Works	Pension	Environment	Tax evasion

How international cooperation ranked during the years



Only during the Renzi Government international cooperation entered the Top15

THE DURATION OF THE LEGISLATIVE PROCESS

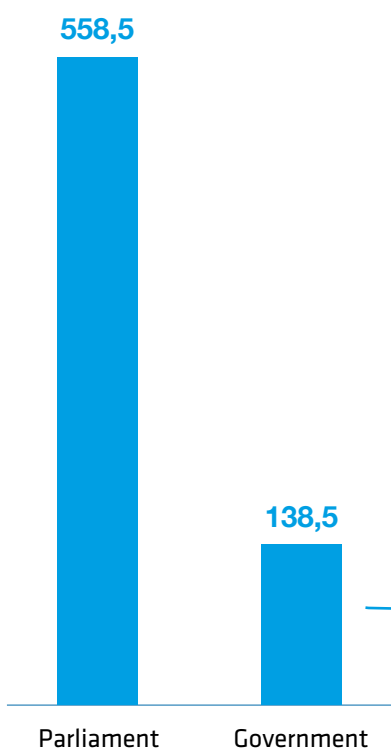
The number of days necessary for a bill to become a

law, vary according to the proposer. In the XVI and XVII Legislature, on average a bill proposed by Members of Parliament took three times as much as a bill proposed by Government (384 days vs. 139 days). Taking a closer look inside the bills proposed by Government, decree-laws usually take 50 days to be approved.

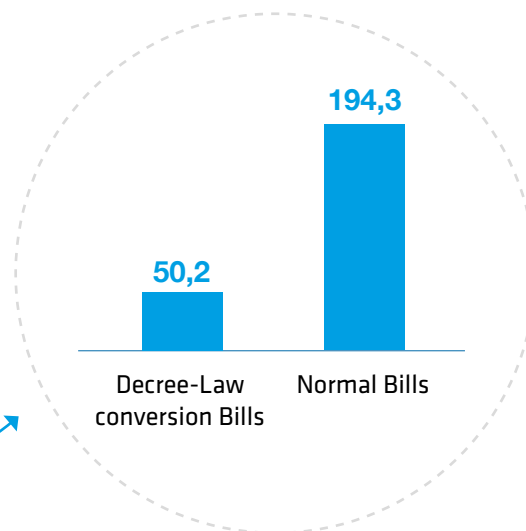
How many days for the approval?

The score is obtained by counting the days from presentation to approval. The entire legislative process is taken in consideration.

By proposer



Focus on Government proposals



Average days for approval

A bill proposed by parliament takes 10 times more to be approved than a Decree-law conversion bill

APPROVAL OF DECREE-LAWS

A decree-law has 60 days to be approved by both Houses of Parliament from the day it is presented by

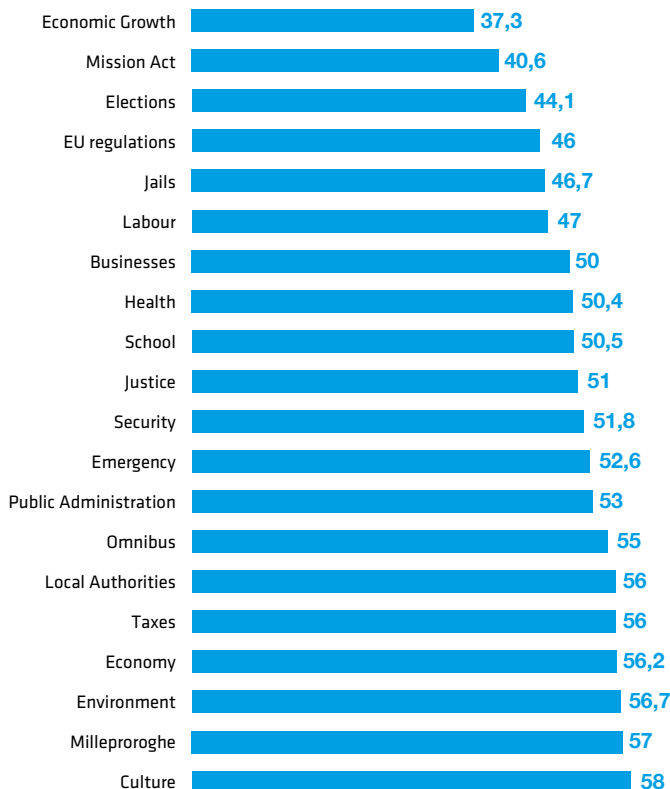
Government, or else it loses effect. By categorizing decree-laws by topics it is possible to understand a lot of things. Even considering only decree-laws, that by definitions need to be approved quickly, the Mission Act is still one of the fastest. On average, during the last two legislatures, only 40 days were necessary.

How many days for the approval of a decree-law

A decree-law presented by Government has 60 days to be converted and approved by both Houses of Parliament.



Legislature Average
How many days were necessary for the approval and conversion of a Decree-law during the XVI and XVII Legislature



Days for the approval of Decree-laws
During both Legislatures, the Mission Act has been one of the fastest decree-laws to get approved. Only decree-laws concerning economic growth have been approved in less days.

The Mission Act is usually approved in 40 days

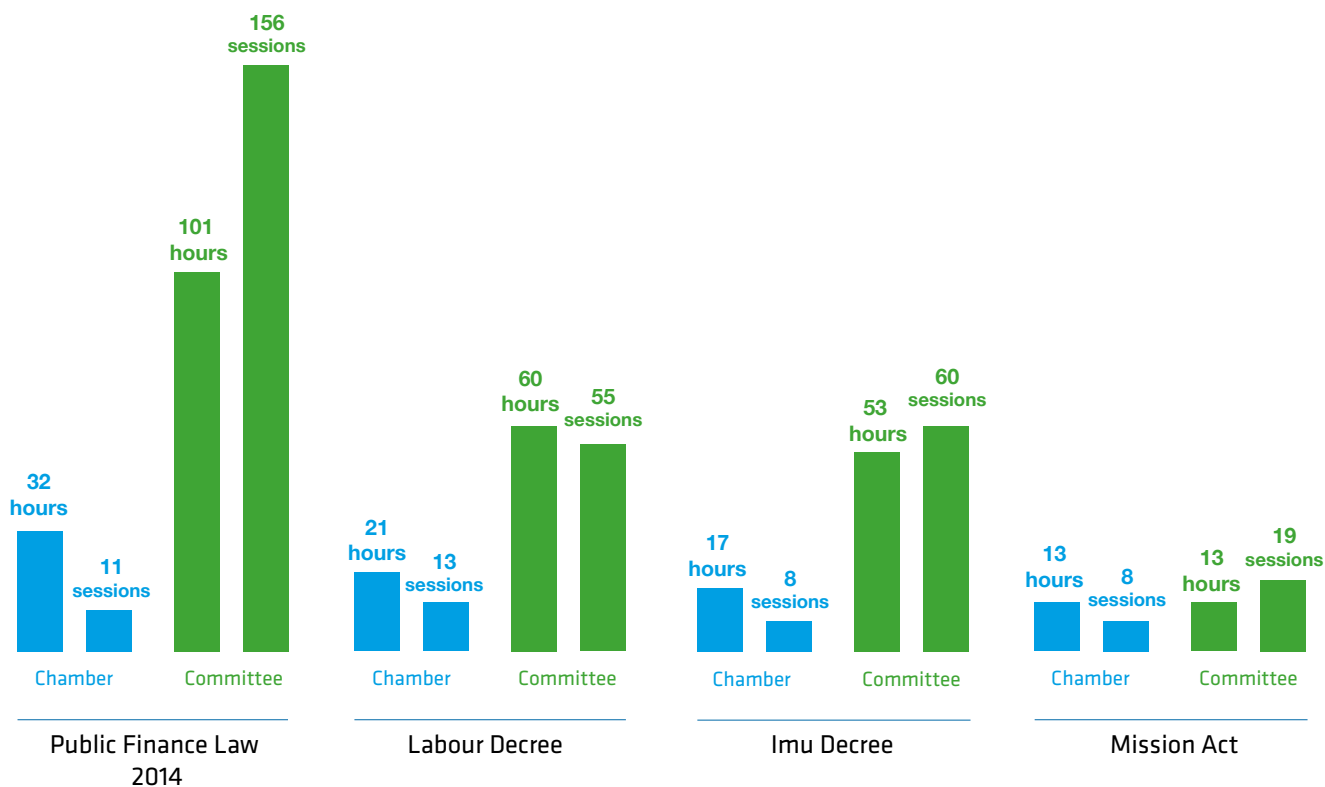
THE DEBATE ON THE MISSION ACT

To understand how quickly a specific bill completes its legislative process, it is not sufficient to look at the

days that were necessary to have it approved. Another fundamental factor is the amount of sessions and actual hours of debate it required. By looking at a number of important laws that were passed during the current Legislature, we can see how fast the discussion for the Mission Act actually was. For example the Imu Decree was approved after 70 hours of debate in both Houses of Parliament, while the Mission Act only needed 23.

Sessions and hours of debate

Hours and sessions were obtained by analyzing the Mission Act for the second semester of 2014.



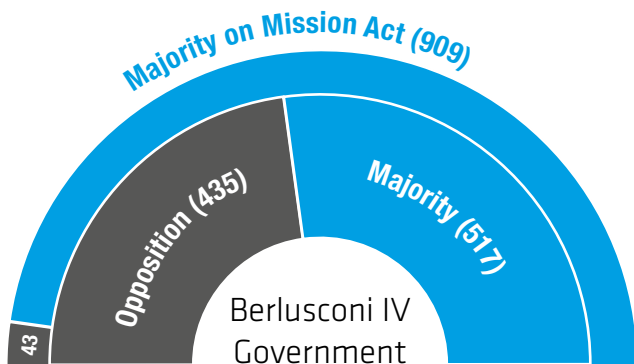
The Mission Act for the second semester of 2014 was approved in only three working days (26 hours).

THE BIPARTISAN SUPPORT OF THE MISSION ACT

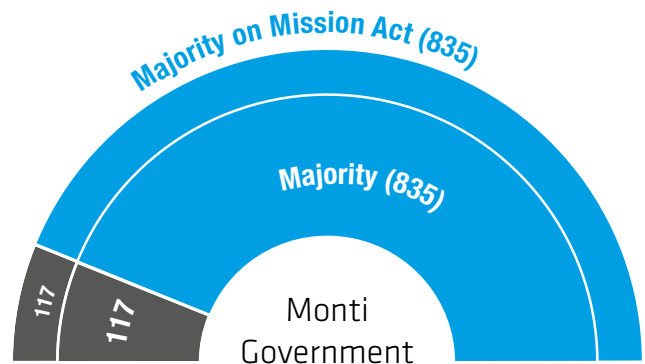
Not only does the Mission Act have a “fast-track” approval, but its consensus is very broad. The main

center-right and center-left coalitions always voted together on this bill. In particular, during the Berlusconi IV Government the Partito Democratico, while at the opposition, voted in favor of the law. Similarly during the current Renzi Government, Forza Italia sided with the Partito Democratico

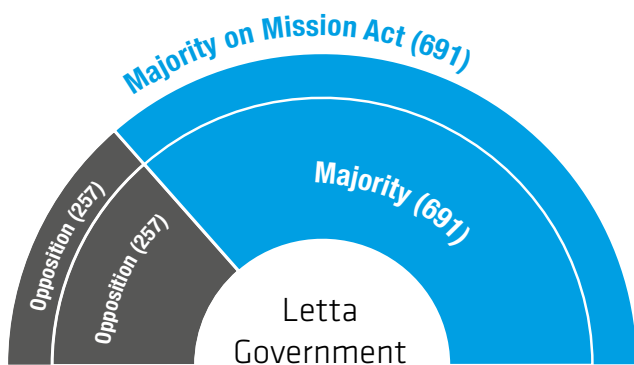
A growing majority



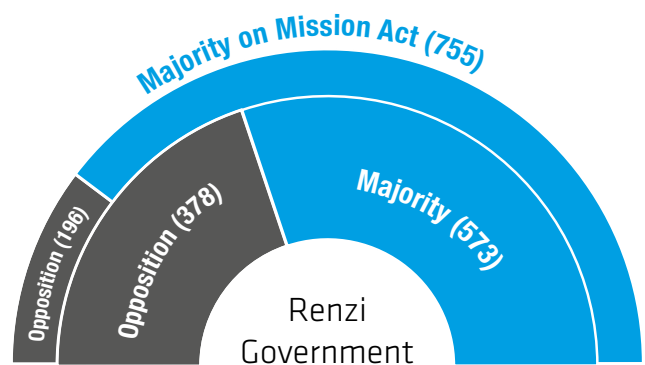
During the last Berlusconi Government, only Italia dei Valori voted against the Mission Act. The majority noticeably grew, almost including all political groups in Parliament



The emergency Government led by Professor Monti was born under a bipartisan flag. All political parties of the majority coalition voted in favor of the law. Only Lega Nord and Idv voted against



The XVII Legislature began with a grand coalition Government, with the initial cooperation of Pdl and Pd. The only parties that voted against the Act were Sel, Movimento 5 Stelle, Lega and Fratelli d'Italia



With the arrival of Matteo Renzi, Forza Italia left the majority coalition. Nonetheless it still voted in favor of the Law. Only parties that said no were Sel, M5S, Lega and Fdi.

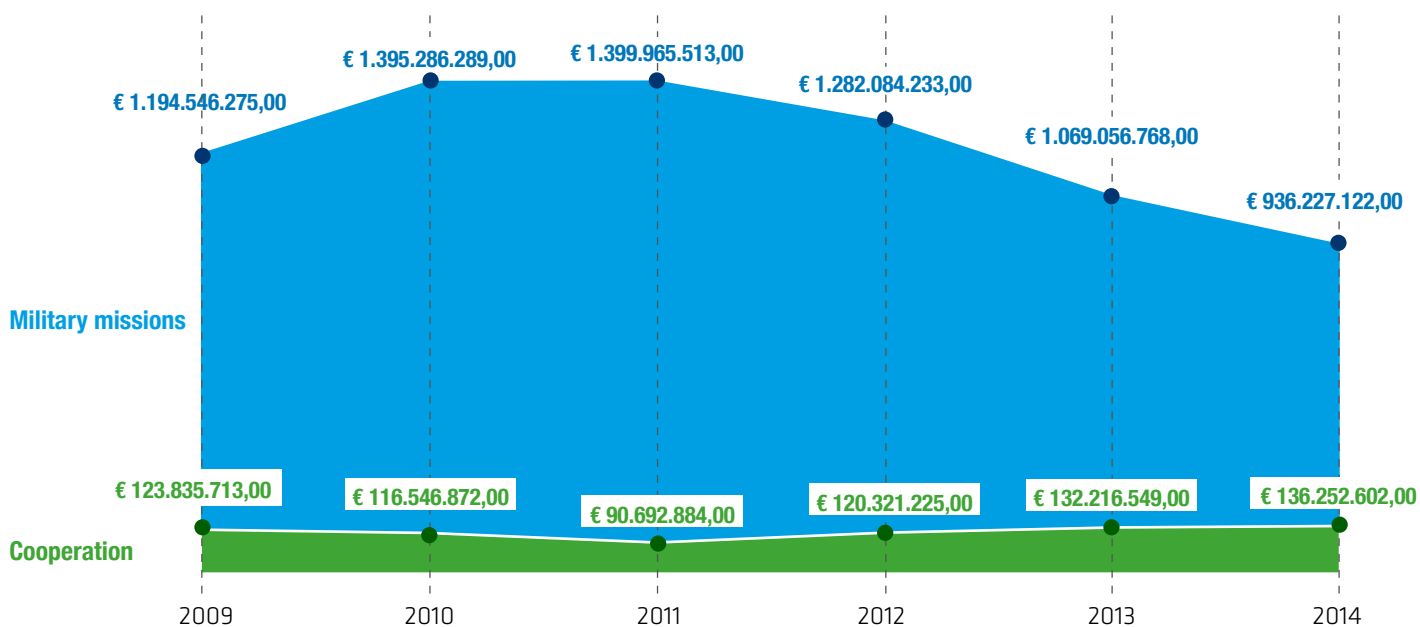
The Mission Act has always been approved with a bipartisan consensus

THE ALLOCATIONS OF THE MISSION ACT

The Mission Act allocates on a yearly basis part of the money Italy uses for its military and development aid

initiatives. On average, through the Mission Act, 1.3 billion euros is allocated each year, reaching 1.5 billion euros in 2010. One can notice that while military spending has been steadily decreasing, the portion of money meant for development aid, though a smaller percentage of the total, has slightly increased.

The allocations since 2009



While allocations for military missions has decreased, the portion of the money for development aid initiatives has slightly increased.

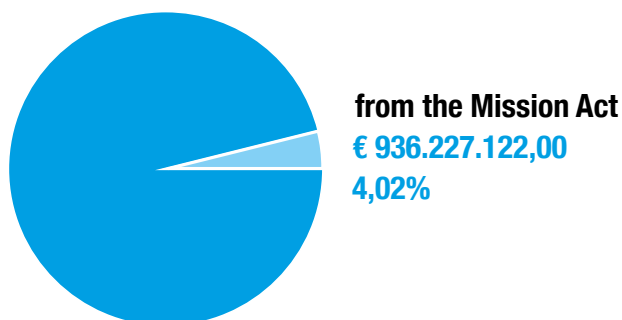
TOTAL ALLOCATION

Though most of the political debate focuses on the Mission Act, it is obvious that it represents only part of the total amount of Italian spending on both the military and development aid. In both cases, the amount

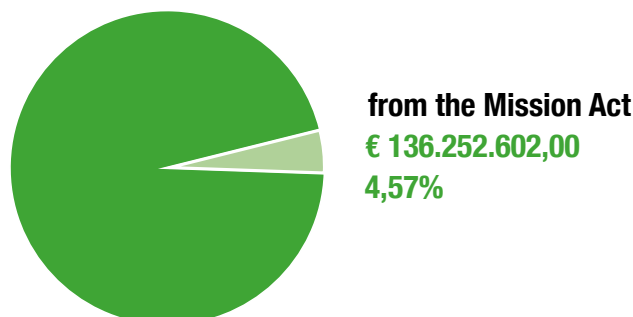
of money allocated each year through the Mission Act represents only 4% of the total amount spent by the country. The Mission Act allocates approximately 1.3 billion euros each year for military missions, while the total amount spent by Italy on the military is 23 billion euros. Similarly only 4,57% of the total 3 billion euros spent on development aid comes from the Mission Act.

— The importance of the Mission Act

Total military expenditure
€ 23.296.000.000,00



Total development aid
€ 2.980.000.000,35



Through the Mission Act only 4% of the total amount of money spent each year by Italy on the military and development aid is allocated.

ITALIAN DEVELOPMENT AID PROJECTS IN THE WORLD FUNDS, PURPOSE AND OBJECTIVES

Official Development Assistance

UN Target = **0,7%** of Gross National Income

Italy = **0,16%** of Gross National Income

Military Expenditure

Nato Target = **2%** of Gross Domestic Product

Italy = **1,5%** of Gross Domestic Product

Official development assistance (ODA) is divided in two categories: on one side multilateral aid, on the other bilateral aid. The first type has to do with money given each year to international organizations to finance their initiatives helping less developed countries, the second has to do with direct aid given by donor countries to developing countries.

Because of the different nature of bilateral and multilateral aid, this analysis will have different goals. On one side we will look at the international institutions (european and non european) that receive most funding for development aid operations by Italy, on the other we will look at Italy's ODA recipients countries. Two related issues that bring us to our first conclusion: more than 76% of italian development aid initiatives take place in an indirect way through the allocation of money to international organization, leaving only 23% of the funds (690 million euros) to the direct usage of italian institutions.

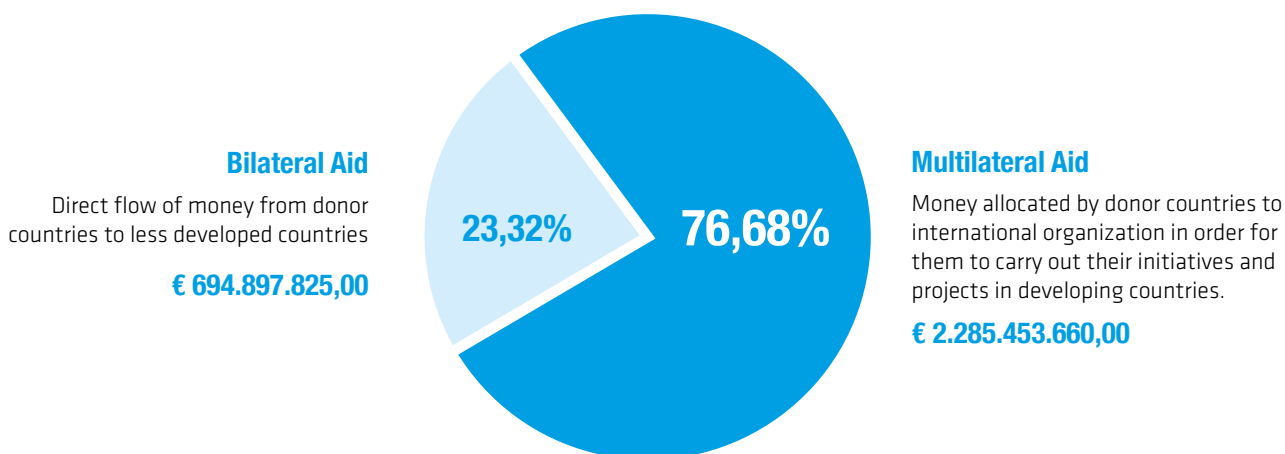
Another interesting aspect is the destination and use of this money. One thing is to understand where the money goes, another is to understand what is it spent for. Between the cancellation of developing countries' debt and the construction of social and economic infrastructures, development aid is used for a variety of projects. Interesting to find out how more than 40% of the money "stays in Italy", as it is meant for refugee relief in the donor country.

THE OFFICIAL DEVELOPMENT ASSISTANCE

In 2013 of the 2.9 billion euros of Italy's ODA commitments, 2.2 billions were given to international

organizations in order for them to carry out their initiatives around the world. Italy directly uses "only" 694 million euros. Of the total amount of Italy's ODA commitments, slightly over 20% was used for bilateral aid.

Bilateral and multilateral aid, Italy's commitments for 2013



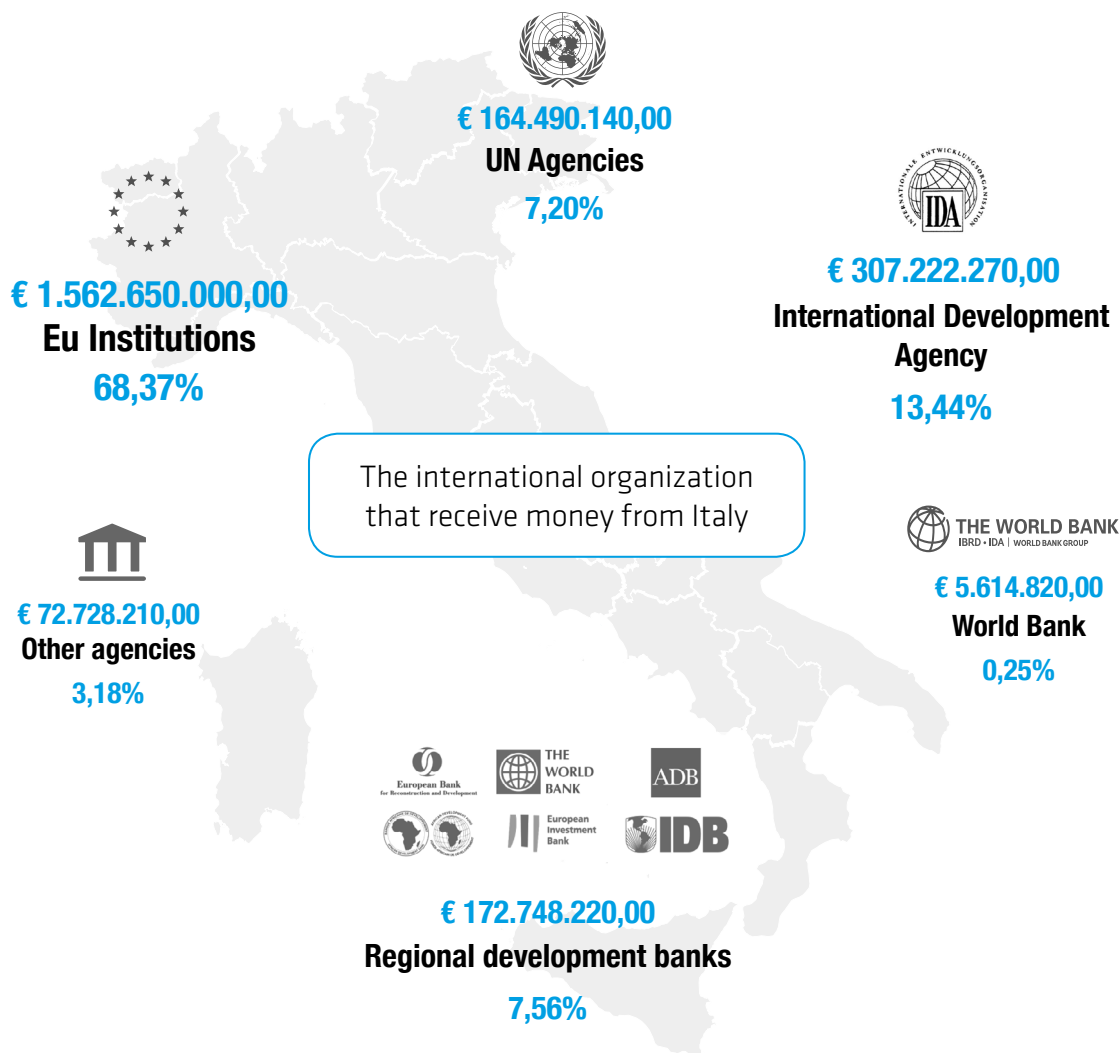
More than 70% of Italian development aid goes to international organizations and not directly to countries.

MULTILATERAL AID, THE PARTNERSHIP WITH INTERNATIONAL INSTITUTIONS

Development aid initiatives heavily rely on the help of international organizations. In 2013 Italy committed

2.2 billion euros in multilateral aid. The European Union received 1.5 billion euros from Italy (68% of the total). Money meant to carry out initiatives to help developing countries. Second main recipient is the International Development Agency (more than 300 million euros - 13.44%), and regional development banks (172 million euros - 7.56%).

International Organizations that receive Italy's development aid (2013)



The European Union receives 68% of Italy's multilateral aid

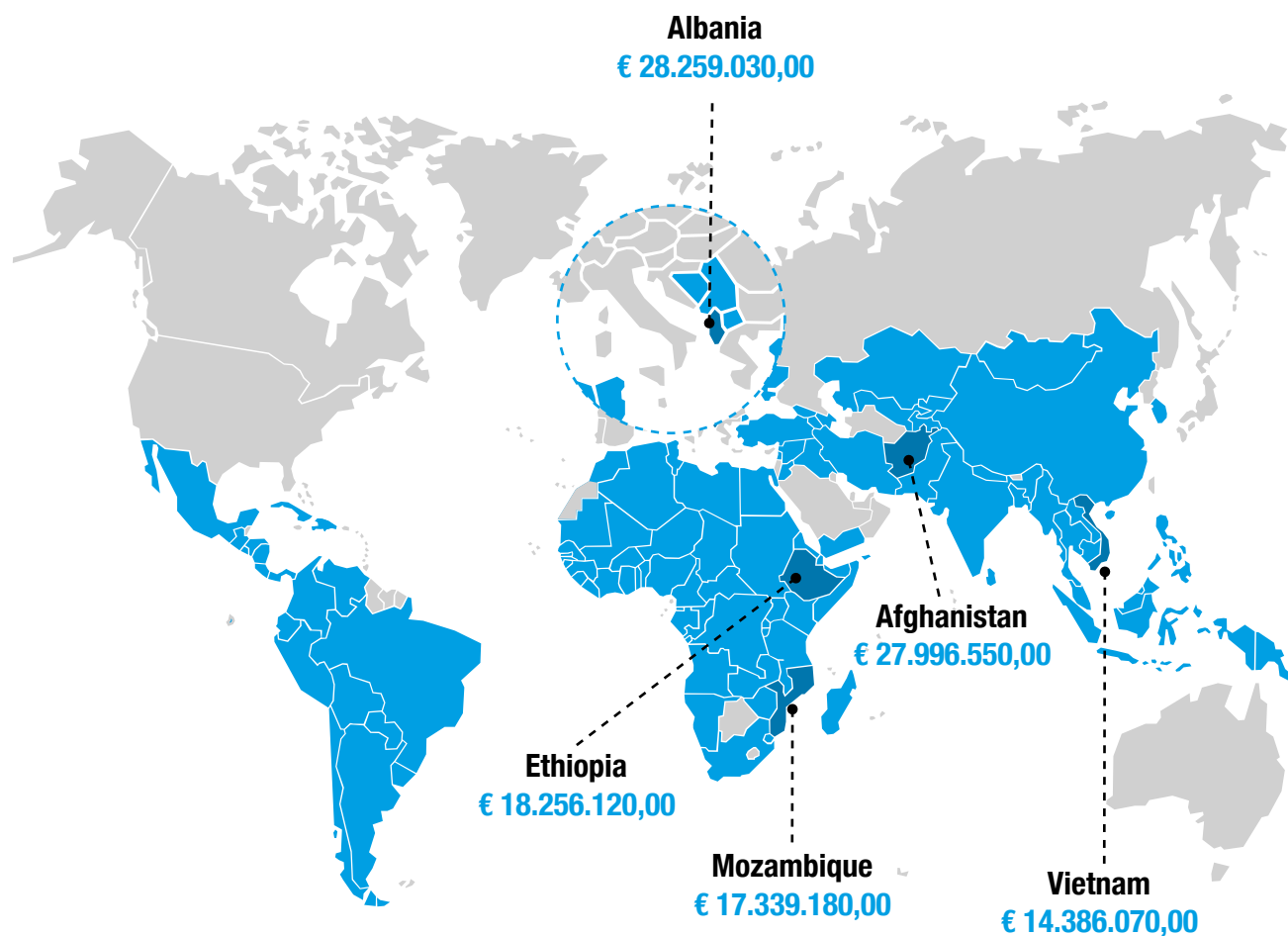
BILATERAL AID AND DEVELOPING COUNTRIES

With regards to Italy's bilateral ODA commitments, Albania is the country that received most money in

2013, over 28 million euros. On the "podium" we also have Afghanistan, 27.9 mln, and Ethiopia (18.2 mln). Out of the 113 countries, the first two receive over 17% of the total. More in general recipients can be divided in two clusters, the seven countries that received more than 10mln euros each in 2013 (41% of the total money), and then the rest, more than 100 countries with 59% of Italy's ODA commitments.

Main recipients of Italy's development aid in 2013

the countries in blue are the ones that received money from Italy in 2013. Top 5 recipients are listed.



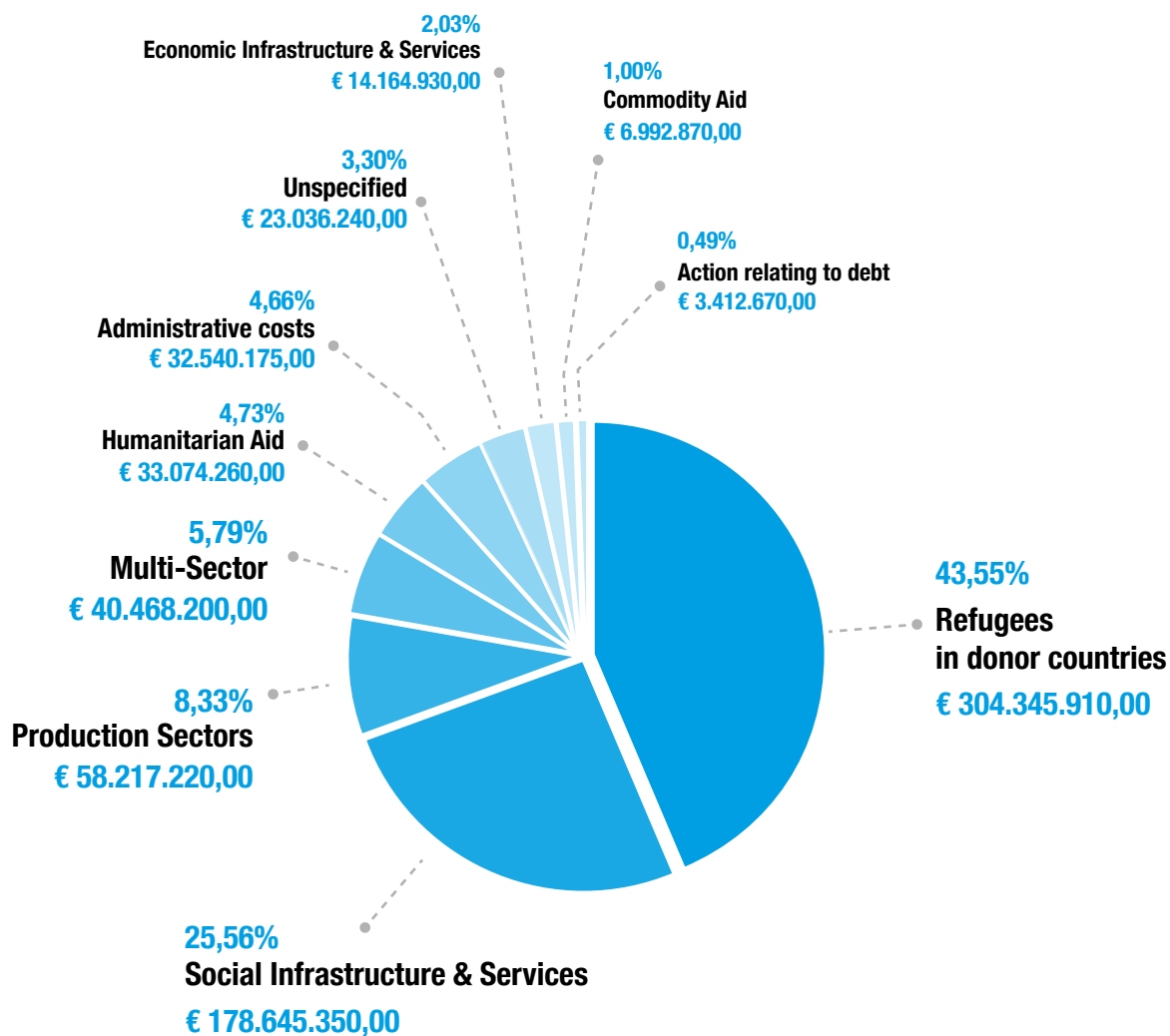
In 2013 113 countries received funds from Italy

HOW THE MONEY IS SPENT

Bilateral aid, meaning the money Italy manages directly with developing countries, in 2013 added up

to 694 million euros. More than 43% of this money, surprisingly, stayed in Italy, used for the relief of political refugees. This type of aid takes the biggest chunk of Italy's bilateral aid, followed by infrastructures and social service (25.56%) and production sectors (8.33%)

Development aid, what the money was spent for in 2013



More than 40% of the money actually stayed in Italy, used for refugee relief

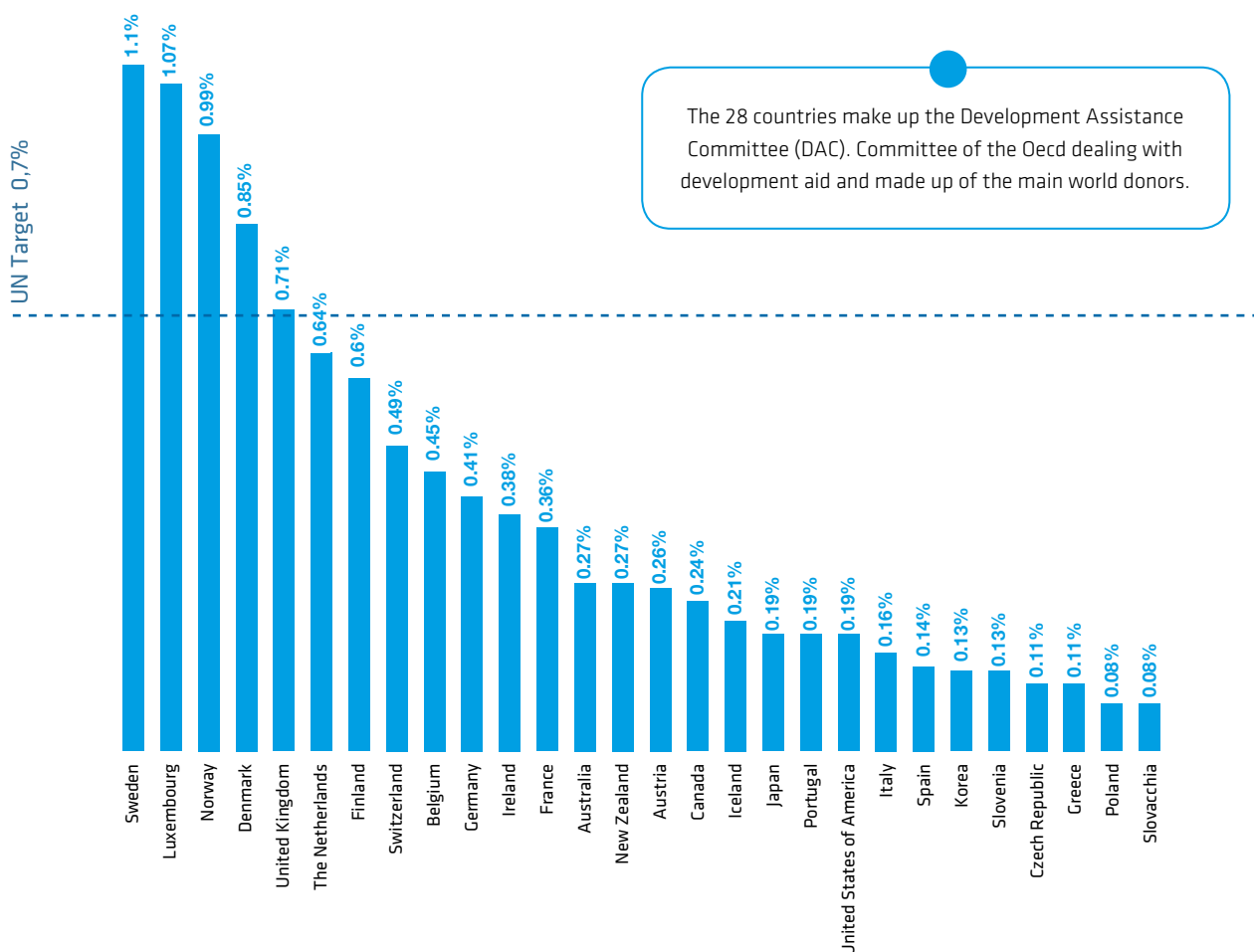
UN GOAL ON DEVELOPMENT AID

During the 70s the United Nations decided that developed countries needed to use 0.7% of their gross national income for development aid initiatives. Out of

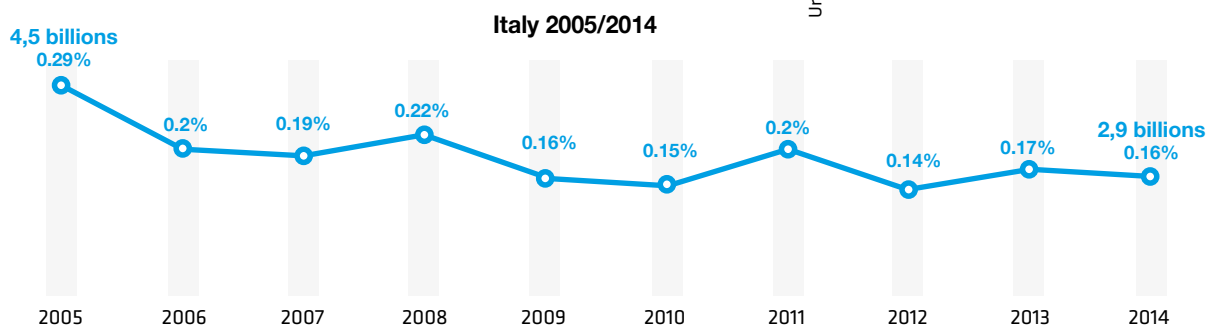
the 28 DAC countries, Sweden ranks first, reaching 1.1% in 2014. Besides the scandinavian country, there are other four countries that meet the target: Luxembourg, Norway, Denmark and the United Kingdom. Compared to 2005, the first year taken in consideration, Italy went from 0.29% to the current 0.16%, with only seven countries doing worse.

Countries that in 2014 reached the UN target

The Gross National Income is the total domestic and foreign output claimed by residents of a country, consisting of gross domestic product (GDP) plus factor incomes earned by foreign residents, minus income earned in the domestic economy by nonresidents



The 28 countries make up the Development Assistance Committee (DAC). Committee of the Oecd dealing with development aid and made up of the main world donors.

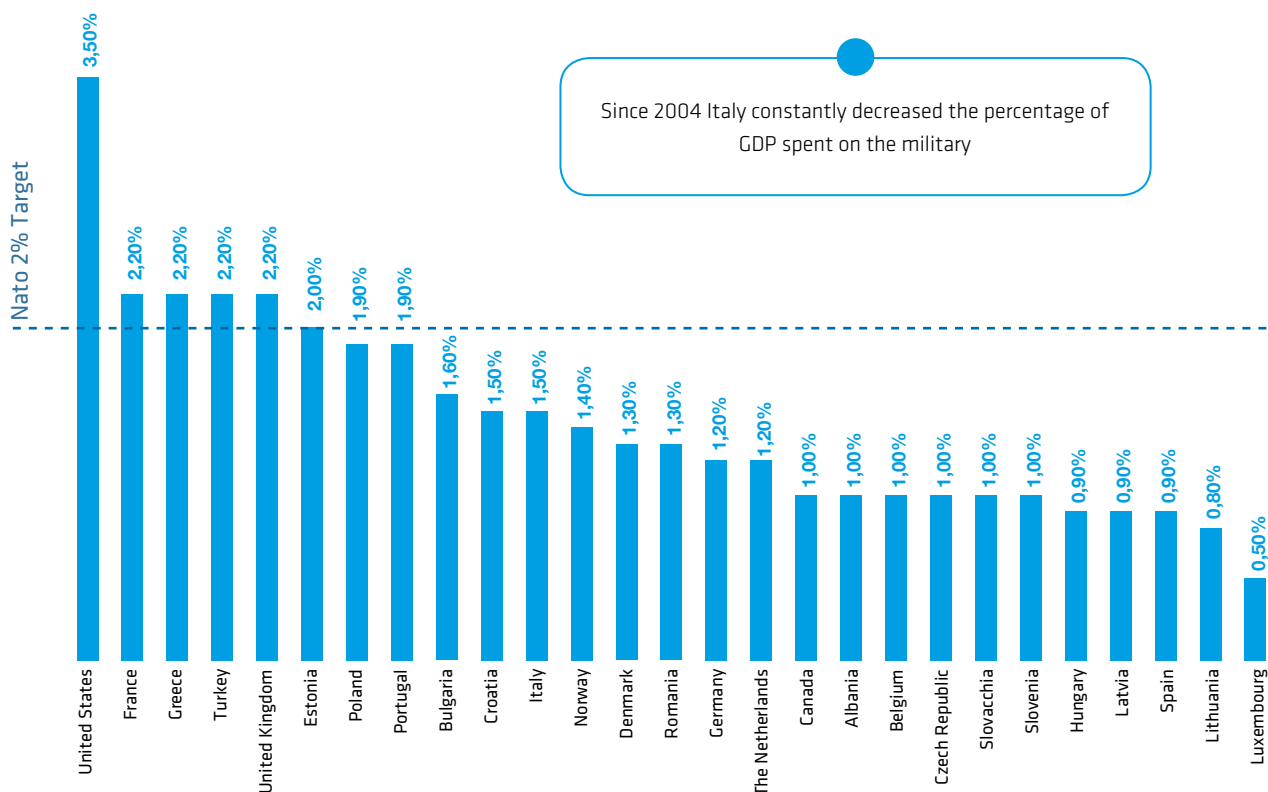


NATO TARGET ON MILITARY EXPENDITURE

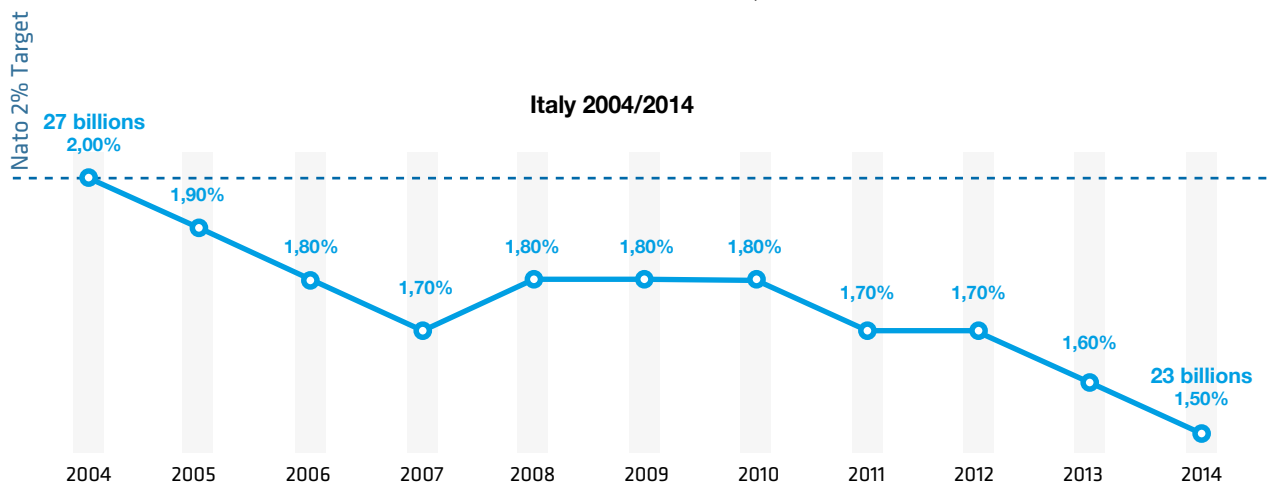
The North Atlantic Treaty Organization (NATO), has always pushed its members to bring their military expenditure to 2% of their GDP. Goal that has been

reemphasized during the 2014 Summit in Wales, considering that many countries, including Italy, have been slowly drifting away from the target. In 2014 only 6 Nato countries reached the target: United States, France, Greece, Turkey, the United Kingdom and Estonia. Considering Italy, compared to 2004, the percentage of GDP used for military expenditure has been constantly decreasing, going from 2% to the current 1.5%.

Countries that in 2014 reached the NATO target



Since 2004 Italy constantly decreased the percentage of GDP spent on the military

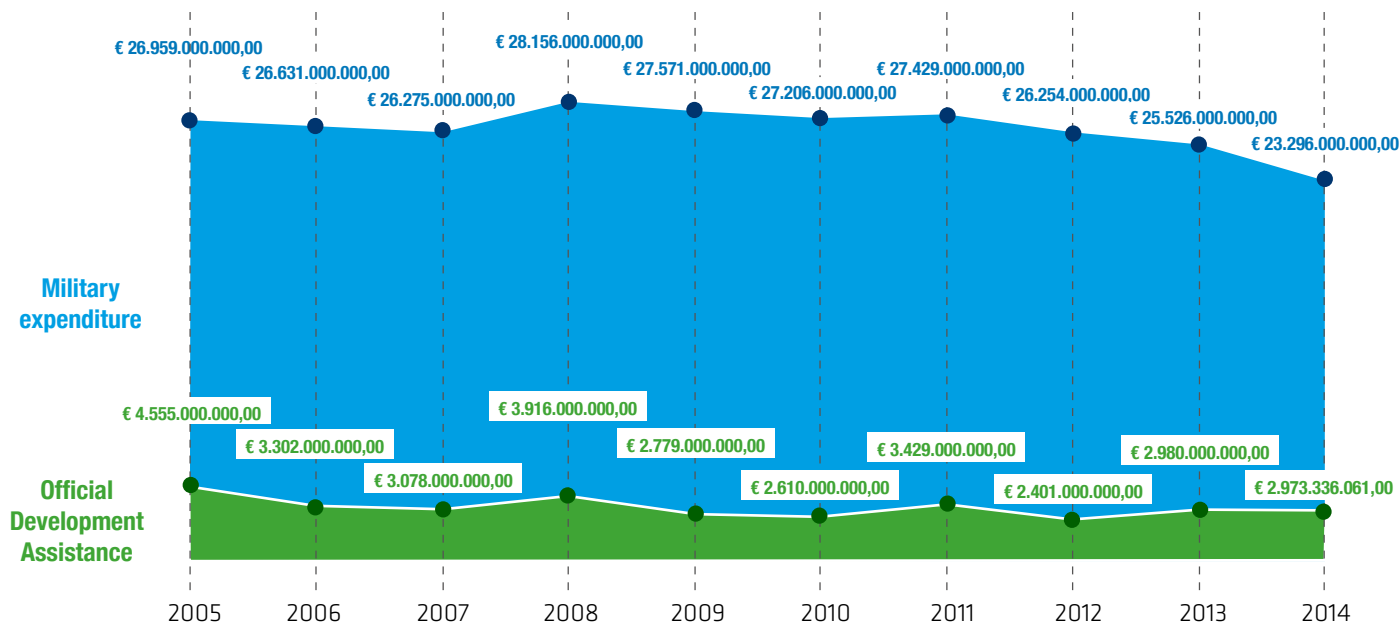


ITALY'S TOTAL BUDGET

While the Mission Act in the past years increased the portion of money meant for international aid, we need

to keep in mind that the bill represents only 4% of Italy's total defence and ODA budget. A complete analysis tells us that over the years the country substantially reduced its budget efforts in international aid. Putting together the total military expenditure and Italy's total ODA commitments, the portion of money meant for development aid decreased by 3% percentage points.

Military spending and international aid: budget comparison



The ODA figure for 2014 is preliminary

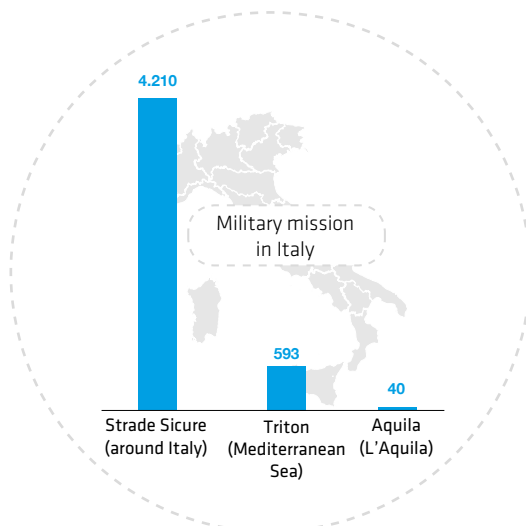
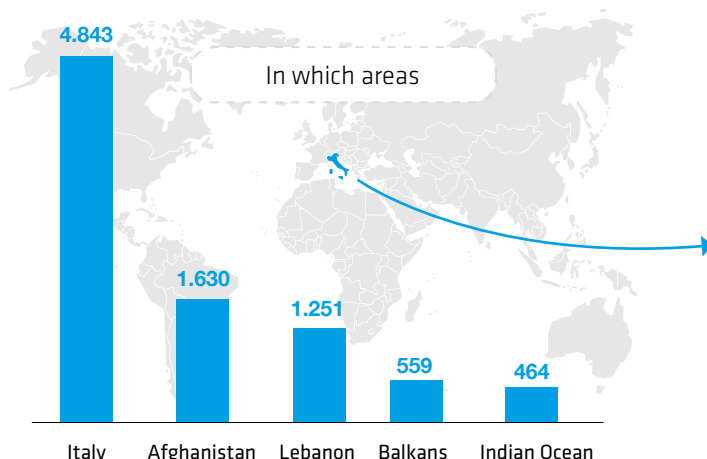
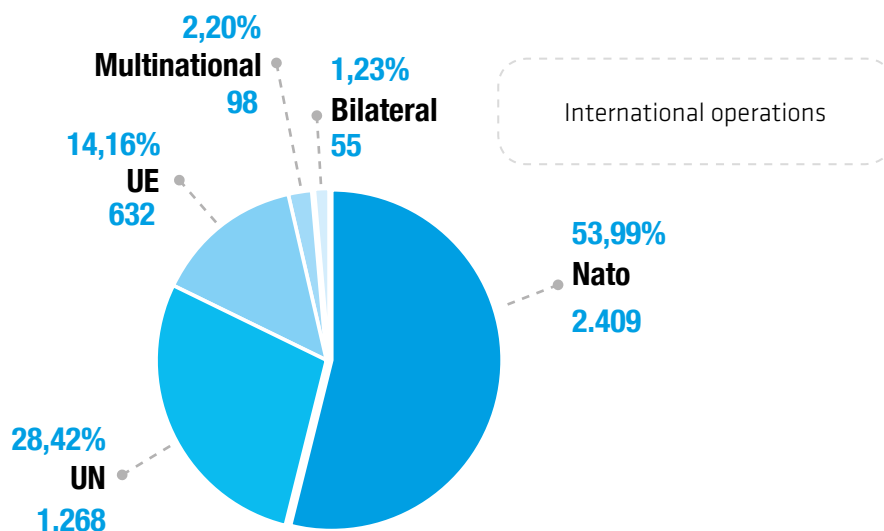
In 10 years Italy's total spending decreased by 16,6%. Military expenditure decreased by 13,6 percentage points, while international aid by 34,7.

INTERNATIONAL MILITARY MISSIONS

Our military personnel is active around the world with a variety of military missions, deployed with operations of various international organizations. 53.99% of

Italy's military personnel operates in Nato operations, 28.42% with the United Nations, and 14.16 under EU flag. The areas that "host" most of Italy's personnel are Afghanistan (1.630), Lebanon (1.251) and the Balkans (559). A considerable amount of staff and troops are actually deployed on italian soil, specifically with the operation "Strade Sicure", that to this day is the biggest in number.

Our military personnel in Italy and around the world



55% of the italian military personnel is deployed on italian soil.

CREDITS

**Openpolis network:
platforms for those that ask questions**

**Voisietequi.it
What do parties think?**

For every single election we select the most important themes of the political campaign and ask parties to say their opinion on them (in favor/against). citizens after having answered the same questions, have the possibility to find out which political party is closer to their position.

**Openpolitici.it
Who are the italian politicians?**

the biggest and most up to date database on italian politicians. over 250.000 personalized pages with biography, political career, and timeline of past institutional postings for each elected representative for each institutional level: local municipalities, Regions, National and European Parliament.

**Openparlamento.it
What do politicians elected in parliament do?**

Daily analyses on what happens in the chamber of Deputies and in the italian Senate. It is possible to monitor single MPs, specific subjects and single bills. We created various indicators useful to understand the differences between each MP in order to better value their work.

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local municipalities can decide to take part in this project by "opening" their public data, and by making the doings of the town council more transparent and accessible. Each presented act, bill and motion is immediately published online to allow an open discussion with citizens. For this purpose, each document is analyzed, categorized and geo-localized.


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Openpolis is a watchdog working for making italian politics more transparent. It is completely independent and does not receive any kind of funding from parties, politicians and associations and foundations to them connect. It has created and manages an online network that allows citizens to receive free and adless information based on data.

It constantly carries out research on e-democracy, e-gov, opendata and data journalism. It is one of the founding partners of the **Pan European e Participation Network** (PEP-NET), recognized and financed by the European Union, and it represents Italy in the **Parliamentary Monitoring Organizations** (PMO's).

Openpolis publishes a series called **"MiniDossier"**. Through a data journalism approach its goal is to verify, analyze and compare data from different official sources in order to suggest different point of views and tell different stories. On important issues and topics, such as politics and local finance, documented indexes and innovative indicators are created.

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via degli Equi 42
00185 Roma
Tel. 06.83608392
associazione@openpolis.it
www.openpolis.it



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