

# MEETING OUR COMMITMENTS

Accountability report of the Government of Spain

december 2024

Appendix I. Methodology



GOBIERNO  
DE ESPAÑA

 **Acción**   
**Gobierno**

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## Part I. Methodological basis



## I. Purpose of the methodological basis

**This document contains the theoretical and methodological ideas underpinning this accountability exercise by the Presidency of the Government of Spain.**

This methodological basis has been submitted to the scrutiny and consideration of a group of experts in different fields related to accountability and public policy analysis, created as a **Methodological Analysis Group** (hereinafter, Analysis Group) to verify the validity, applicability and rigour of the methodology designed. The document includes the changes resulting from the accountability exercise for the fifteenth term of Parliament and more specifically from the observations of the Accountability Unit—now the Territorial Analysis Department—together with the Analysis Group.<sup>1</sup> The constitution and working method of the Analysis Group, as well as its conclusions and recommendations, are detailed in Part II of this Appendix.

The accountability exercise is subject to a **continuous improvement process that seeks to strengthen** it both as a mechanism for the accountability and transparency of Government action, and for the monitoring and oversight of governmental activity. After four years of development, an analysis was conducted of this mechanism's strengths and weaknesses, resulting in changes to certain elements, respecting its purpose, goals, underlying principles and the singular, defining characteristics of the *Meeting Our Commitments* report.

## II. Preliminary considerations: theoretical framework of the accountability exercises

### I. Concept

The term accountability, which encompasses initiatives and tools of a variety of structures and purposes, is characterized by its complexity and breadth, its multiple meanings and its lack of precise delimitations. It can currently be affirmed that it serves, as Bovens (2007) expressed it, as a conceptual umbrella that covers various other distinct concepts and is used as a synonym for transparency, equity, democracy, efficiency, responsiveness, responsibility and integrity. In short, the term "has come to stand as a general term for any mechanism that makes powerful institutions responsive to their particular publics" (Mulgan, 2003).

According to Schedler (1999), "A is accountable to B when A is obliged to inform B about A's (past or future) actions and decisions, to justify them, and to suffer punishment in the case of eventual misconduct."

This definition includes the two essential components of accountability. Firstly, **answerability: making publicly available the data**, arguments, and explanations regarding the Government's past, present

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<sup>1</sup> To guarantee the transparency and traceability of the changes introduced in the current methodological basis, the methodological basis of each accountability exercise is set forth in the corresponding appendices published on the Moncloa website.

<https://www.lamoncloa.gob.es/Paginas/cumpliendo/index.aspx>



and future action, identified through a monitoring mechanism. This results in the right to request an explanation, and, correspondingly, the obligation to provide it, as well as the right to receive said explanation and the duty to justify the exercise of power. Secondly, **enforcement: the punitive dimension**, whereby authorities and officials must assume the consequences of non-compliance, including possible penalties.

Both of these dimensions of accountability may be present to varying degrees in the design of an exercise, without this determining its consideration as such.

As regards answerability, the arguments or explanations may be made or given in different forms, as long as they are coherent, and the substantiation of the exercise of power may also have different levels of depth. As regards enforcement, the lines are blurred between what may be considered a monitoring system to verify whether the goals of government activity have been met, focusing merely on tracking, and accountability itself, which includes reflective, deliberative and punitive elements. We cannot refer to pure, distinct forms, but rather to a continuum where we can find hybrid systems.

In this regard, Bovens (2005) defines the essential elements of accountability, making it possible to determine whether an exercise complies with these standards:

- It must be **public**.
- **Explanation and justification** of conduct are essential aspects, different from propaganda or giving general information to the public.
- Explanations must be **addressed to a particular forum** or group of stakeholders.
- Those accounting for their actions must **feel under the obligation to do so**; it cannot be left to their discretion.
- The possibility of **debating** and judging actions carried out must be offered.

Accountability can be **horizontal** when it occurs between separate spheres or powers that have the legal standing to exercise different actions ranging from oversight to imposing criminal penalties. This is the case of the oversight over the Executive exercised by both the legislative and the judiciary bodies, deriving from the separation of powers and the system of checks and balances that is a hallmark of modern democracies. It can also be **vertical**, when it occurs, for example, between the State itself—or its governing bodies—and individuals or social groups.

Accountability comprises three dimensions: **structure, processes and outcomes**. It has structure inasmuch as it has rules and institutions—in this case the Government—that are responsible for informing and explaining and for submitting government action to public scrutiny. It has processes such as the sequence of actions followed to identify commitments, monitor government initiatives and determine the extent to which commitments have been met. And it has outcomes, such as the information offered to the public to allow them to judge government action and thus enrich decision-making.

However, accountability is not public policy evaluation. Even though the two terms are often cited together, and even indiscriminately, they are not synonyms. Evaluation is one of several possible accountability instruments, but as a discipline it has specific characteristic features: (i) it involves evidence-based interpretation and judgement; (ii) it is action-oriented, because it is closely linked to



the purposes and usefulness of action; and (iii) it analyses, using its own criteria, the relevance, internal and external coherence, effectiveness, equity, sustainability, or any other aspect, of public actions.

The manner and purpose of undertaking an accountability exercise is different: (i) it is a result of monitoring; (ii) it involves the duty and the obligation to submit information about the activities carried out; and (iii) it has a strong component of public visibility, which links it to transparency. Therefore, unlike evaluation, **accountability does not include judging the appropriateness, effectiveness and efficiency of political action; however, it may include occasional references to the results of evaluations carried out in meeting government commitments.**

Lastly, it should be noted here that when implementing and developing accountability processes, some of their potential negative aspects must be taken into account (and here there may be some overlap with the negative aspects of public policy evaluation). Such aspects include the overloading of monitoring and performance systems, the accountability paradox, where greater visibility of government action does not necessarily lead to better government (Halachmi, 2002 and Dubnick, 2003), and the fact that the meeting of accountability requirements does not necessarily result in any improvement in the functioning of public services (Van Thiel and Leeuw, 2002).

## 2. Comparative experiences

Most countries like ours have structured accountability instruments. Their significance and development have increased, in recent decades, in line with the demand for transparency in government action and, as a consequence, the demand for tools enabling more effective monitoring thereof. However, the range of such instruments reflects the variety of political cultures and organizational structures of States and of government, leading to great diversity in accountability procedures as regards their scope, the sphere in which they take place, and the institutions promoting them.

As regards accountability systems within the Executive itself, a particularly noteworthy example is the experience of the United Kingdom, which provided a proper structure to government accountability for the first time through the Prime Minister's Delivery Unit, aimed at analysing the extent to which the Executive's programme had been achieved. This unit was disbanded in 2010, and replaced by the Prime Minister's Implementation Unit, responsible for implementing the Government's priorities and monitoring compliance with its programme. In 2021 the Delivery Unit was created a second time and finally was once again dissolved. In Canada, the Results and Delivery Unit created in 2016 has implemented a monitoring and accountability system to quantify the extent to which goals and guidelines are met, publishing its findings in the Ministerial Mandate Letters. And the USA has a long-standing tradition of strategic planning, monitoring and accountability, particularly through the White House Office of Management and Budget, which is responsible for promoting and ensuring the implementation of government programmes, and for carrying out accountability exercises, in addition to its budget-related tasks.

Noteworthy in the European Union is France's creation, in 2019, of the Inter-ministerial Directorate for Public Transformation, which reports to the teams of the President of the Republic and of the Prime Minister. This body monitors government transformations, reforms, and planning at the ministerial



level. Since creating this body, France has implemented an accountability mechanism focused on monitoring the results of 60 policies identified as priority policies for the country and configured as a dashboard for the President of the Republic and of the Government. Moreover, in early 2021, France implemented a system for monitoring public action outcomes.

Italy has a Government Programme Office that forms part of the Presidency of the Council of Ministers and whose Programme Oversight Service is responsible for monitoring the implementation of the government's programme and the fulfilment of its commitments.

In the case of legislative activity, the Office monitors the legislative measures implemented by the Government from their deliberation within the Council of Ministers until their final approval and publication in the Official Journal. This Office publishes continuously updated data on the status of the measures implemented.

In Latin America, there is a noteworthy tradition of monitoring achievement of the specific goals set by each country's respective Presidency.

Such monitoring is undertaken in Colombia, which has a National Planning Department and a Presidential Advisory Office for Compliance Management, both of which report to the Presidency of the Government. Moreover, in 2015 Colombia passed Act 1757, which sets forth the obligation for the Government to be accountable to the population and requires national and territorial bodies to prepare annual accountability strategies.

For its part, the Government of Chile does not base its accountability exercise on targets or goals, but on specific key measures that it is implementing. The "Chile Avanzando" initiative currently includes 700 measures. These measures vary in nature and may constitute complex strategies or specific projects. In all cases, they are linked in diverse ways to strategic lines of action forming part of the Government's plan of action.

Spain has also promoted accountability mechanisms in different regional, provincial and local administrations. However, until the fourteenth term of Parliament, which immediately preceded the current term, there had been no previous nationwide accountability experiences which, promoted by the national Government itself, addressed all of its actions, using the approach of analysing the extent to which the commitments adopted had been met. It was during the fourteenth term of Parliament that the Government of Spain, through the *Meeting Our Commitments* report, launched a mechanism for the monitoring of Government action with the aim of ensuring public accountability. Since then, the *Meeting Our Commitments* report has covered all Government action. Moreover, this approach is systematic, exhaustive and comprehensive, with this characteristic constituting a hallmark of the Spanish accountability exercise as compared with other international experiences.



## III. The accountability exercise undertaken by the Presidency of the Government of Spain

### I. Background and regulatory framework

The representation system replaced or supplemented the preceding imperative mandate system, thus freeing representatives from the obligation to follow the specific instructions of their constituents (which could be institutions or individuals) and also from accountability for direct non-compliance therewith. Under a representative mandate, representatives obtain the trust of their constituents, as well as free, open powers to manage and safeguard the interests of all their constituents in the most appropriate and favourable manner, with the aim of protecting the general interest.

At present, there seems to be a more or less general consensus that the representative mandate makes it possible to better address States' complex political action. However, it is just as important to **emphasize that this system of government may eventually lead to a certain feeling of distance between those with that mandate and their voters**; voters may feel that their interests have not been channelled or addressed properly, calling into question this critical feature of representativeness and, by extension, of democracy.

To mitigate this risk, **accountability exercises are based on the recognition that the legitimacy of public decisions does not solely stem from the electoral process and from respect for and application of rules and procedures, but, rather, that it is necessary to strengthen the ties between constituents, representatives, and the executive branch.**

The Spanish Constitution sets forth that the political form of the Spanish State is that of a parliamentary monarchy (Article 1.3) and enshrines the principle of representative democracy by stipulating that Parliament [the Congress of Deputies and the Senate] comprises the "representatives of the Spanish people" (Article 66.1), in whom sovereignty is vested (Article 1.2), while attributing thereto the legislative power and scrutiny over the Government's actions (Article 66.2).

The election of the President of the Government stems from a candidate winning the confidence of the legislative body, specifically the Congress of Deputies, to which the candidate presents the Government's political programme in order to be invested (Article 99). This confidence-based relationship, which must be maintained throughout the term of office, means that Parliament must exercise scrutiny over the Government's actions. Parliament's scrutiny of the Executive is, therefore, inherent to our parliamentary system. To undertake this duty, the Spanish Parliament has recourse to a number of instruments regulated in Title V of the Constitution (questions, inquiries, requests for information, investigation committees, etc.).

In addition to this form of scrutiny, our legal and political system has a great many other mechanisms with which to fulfil the need to scrutinize public authorities in general, and the Government in particular. Examples of these include:

- Instruments deriving from the Constitution:
  - ✓ The judiciary as a guarantor of prevailing law.





- ✓ Institutions reporting directly to Parliament, which are entrusted with specific scrutiny-related duties, such as the Ombudsman and the Court of Auditors.
  - ✓ Bodies, such as the State Council, that advise the Government.
  - ✓ Other mechanisms deriving from the implementation of the right of access to public information set forth in Article 105 of the Constitution, such as the Council on Transparency and Good Governance.
- A network of mechanisms, also provided for by law, to scrutinize the activity of the Government and of the Public Administration:
- ✓ The State Administration Comptroller General's Office, entrusted with verifying, ex ante, that the State public sector's economic and financial activity complies with the principles of legality, economy, efficiency and effectiveness.
  - ✓ Bodies that evaluate public policy.

In addition, **this exercise represents a new form of accountability whereby the Government voluntarily offers information directly to the public regarding progress made towards meeting the commitments undertaken from the moment of investiture and throughout the entire term of office. This initiative is adapted to the constitutional framework and aligned with the values and principles regarding the enhancement of democracy that are enshrined in the Constitution and with the fundamental right to political participation.**

Therefore, the accountability exercise presented herein complements the possibilities of a system geared towards scrutinizing the Executive, in this case as a self-imposed obligation. Its defining elements, which we will describe later, make it a unique instrument that does not overlap with existing mechanisms. And even though it does not form part of the executive-legislative relationship (unlike many of the others mentioned above), still, it does not ignore said relationship. Quite the opposite, **it offers additional tools for strengthening Parliament's means of exercising scrutiny**, and in no case does it undermine the significant scrutiny carried out by other pre-existing mechanisms, nor does it limit the possibility of establishing new mechanisms to address related, but different, needs.

Moreover, the information made public through this new instrument can **enhance the direct relationship between the Executive and the public**, in consonance with the current forms of governance of the most participatory representative democracies, in order to respond to the demands of societies that are increasingly better educated and better informed. This means bringing government action closer to the public, making it easier for them to realize their right to participate in public decision-making. The fundamental aim here is to ensure better scrutiny of political leaders through greater transparency, greater public accountability, and submission to public scrutiny of all decisions adopted.

In short, open government as governance culture, fully aligned with the political and legal values and foundations of the European Union, whose primary law stipulates that institutions are required to give their citizens the opportunity to make known and publicly exchange their views in all areas of action. These institutions, moreover, are required to maintain an open, transparent and regular dialogue with civil society (Article 11 of the Treaty on European Union).



## 2. Origin and purpose of the commitment to be accountable to the public

The commitment to accountability underlying the *Meeting Our Commitments* report was affirmed by the President of the Government at the press conference that followed the first Council of Ministers meeting of the fourteenth term of Parliament, held on 14 January 2020, at which he stated the following:

**“One new development I would like to share with you is that over the course of these 1,400 days, we will be giving regular account of the advances [...] and we also intend to give regular account of the progress made by the new Government on these lines of action [...] sharing the advances made by our country towards each of these five major transformations, and explaining, whenever necessary, the obstacles that we encounter in pursuing and meeting these objectives.**

**The main purpose of this statement is to reaffirm the value of keeping one’s word, as a driver of and planning horizon for Government action. Consequently, what this exercise aims to do is to identify and publicize the progress made towards meeting the commitments undertaken, as well as to contribute to the Government’s strategic planning.**

Moreover, this exercise is also intended to form part of a wider process for strengthening the quality of our democracy—a process of open government based on transparent reporting, access to information and adoption of responsibilities. In terms of public governance, the goal is to address the concerns of a population that is increasingly well-informed, demanding and engaged, and to submit Government actions to public debate and judgement by the people and by social intermediaries. **We are certain that this will strengthen trust in our democratic institutions, through mechanisms and structures that make it possible to learn about, understand and examine the work of public representatives.**

In sum, the aim of implementing this system—and of ensuring its continuity and regularity-- is to **contribute to the democratic enhancement of our country.**

Lastly, the exercise also forms part of an institutional learning process which enables the President of the Government and the different ministries to generate knowledge, understand their environment and learn (Hedberg, 1981), while also making changes and adapting to new social, political and institutional contexts and circumstances. In this regard, there is no doubt that the monitoring on which accountability is based, as well as the debate that it may stimulate, will enable improvements to be made to the Government’s action, especially in the areas of planning and oversight, contributing important information on Government action.



### 3. Definition and characteristics

In this exercise, **accountability is understood as the process whereby the President of the Government regularly submits the fulfilment of commitments undertaken to public scrutiny.**

- **INITIATIVE.** This accountability exercise was launched by the President of the Government, who, at the beginning of the fourteenth term of Parliament, undertook the explicit commitment to give regular account of the advances and progress made by the Government.
- **IMPLEMENTATION.** The accountability process is undertaken by the Office of the Presidency of the Government, and is promoted by the Secretariat-General for National Policy, through the Territorial Analysis Department, with the active collaboration of all the ministries.
- **PURPOSE OF THE ACCOUNTABILITY EXERCISE.** The accountability exercise analyses the progress made towards meeting the commitments undertaken by the Government of Spain and implemented, mainly by the Central Administration. In addition, the accountability exercise may incorporate Government action initiatives that are not directly linked to any specific commitment. Such initiatives may be included owing to their significance or because they reflect the adaptive nature of the policies of a dynamic and flexible Government that responds to new needs: for example those arising in the context of national or international events, such as the war in Ukraine. No analysis whatsoever will be conducted of activities undertaken by other actors belonging to the multi-level structure of the Spanish State, such as the activity of the legislature, the regional administrations of Spain's self-governing Autonomous Communities, or provincial or local authorities.
- **TERRITORIAL SCOPE.** This accountability exercise encompasses the entire territory of Spain, irrespective of the scope of each commitment, which may be international, European, national, regional, provincial or local and municipal.
- **TARGET AUDIENCE.** This accountability report is addressed to the general public and to Parliament, political parties, academia, the media, civil society and any social intermediary interested in the analysis, evaluation and scrutiny of the Government's action.

### 4. Principles

This accountability exercise is founded on the following principles:

- **COMPLEMENTARITY.** It complements existing instruments for scrutinizing the work of the Executive, due both to its aims and to its subject matter.
- **GLOBAL AND SHARED CHARACTER.** It encompasses the action of the Government of Spain as a whole and, although it is organized by the Presidency of the Government, it draws on information shared by all of the ministries.
- **COMPREHENSIVENESS.** It seeks to include all the commitments undertaken by the President of the Government and by the ministers from their investiture and throughout their entire term of office.



- **DYNAMISM.** It follows the course of events as they unfold, and aims to monitor commitments throughout their life cycle, from adoption to fulfilment or, where applicable, reformulation or relinquishment.
- **TRACEABILITY.** It enables determination of the progress made towards meeting the commitments at any given time in the term of Parliament.
- **PROVEN METHODOLOGY.** It is carried out taking as a reference the best standards applied internationally in comparable experiences, and its design was submitted to the scrutiny of the **Analysis Group**, which comprises experts of recognized prestige and proficiency and proven competence in analysing public policies and in accountability, from different universities and academic institutions.
- **PUBLIC NATURE.** The findings are set forth in different outputs that are presented publicly to the population and may be consulted. Noteworthy among these outputs is the *Meeting Our Commitments* report, and a variety of documents and materials which, as part of an open data policy, facilitate knowledge of all of the commitments and related initiatives, in line with the principles of transparency and access to information.
- **SUBMISSION TO PUBLIC SCRUTINY.** Throughout the term of Parliament, different activities and forums will be organized to ensure that both the population as a whole, and the most representative actors and stakeholders, can gain a thorough understanding of the submitted reports and discuss them. Their contributions are also included in the update of the methodological basis.
- **ONGOING AND PERIODICAL NATURE.** The exercise will be conducted over the entire term of Parliament, thus contributing to laying the foundations for its future permanence. **Foreseeably, a report will be published every six months** on progress towards meeting the commitments, together with detailed information about Government action (in terms of commitments and initiatives), and any other information considered relevant.
- **GENDER PERSPECTIVE.** The principle of equality between women and men has been taken into account **both in designing the methodological processes and in the composition of the Analysis Group and of the teams performing the accountability exercise.**
- **LOW INFORMATION TRANSACTION COSTS.** Efforts are made to ensure that requests for information from the ministries and public bodies regarding commitments and the initiatives undertaken to fulfil them do not entail high costs for these bodies at management level (monitoring overload), so as not to impose taxing demands in terms of time and energy. This is one of the main responsibilities of the Office of the Presidency of the Government.
- **EXTERNAL VERIFICATION.** Work is being done to ensure that the methodology designed has been duly and rigorously applied to obtain the findings set out in the published reports.
- **MITIGATION OF THE RATCHET EFFECT.** This effect consists in reducing (in number or scale) the targets, objectives or required outcomes (in this case, the number of commitments) in order to obtain better results or a higher success rate. The ratchet effect is mitigated by continuously incorporating any new commitments adopted, as well as by explaining and substantiating the grounds on which commitments have been relinquished on a case-by-case basis.



- **AVOIDANCE OF THE GAMING EFFECT.** If, in an accountability system, obtaining results is tied to incentives or disincentives for those tasked with implementing or managing activities deriving from commitments, the units responsible may often modify their conduct or tamper with the actual results achieved. However, **this accountability system mitigates this undesired effect by making accountability dynamic, comprehensive and shared, establishing a system of checks and balances for incorporating commitments and determining their status.**
- **AVOIDANCE OF THE ATOMIZATION EFFECT.** The accountability exercise carried out during the previous term of Parliament was characterized by a very high volume of commitments deriving from statements in which they were explicitly adopted and which were classified under different sources. The present accountability exercise employs a different set of criteria with the aim of: (i) obtaining a lower number of commitments; (ii) offsetting the lack of hierarchical organization of the commitments; and (iii) facilitating the communication and dissemination of the accountability exercise. Section 6.3 details the criteria applied during the current term of Parliament.

## 5. Work system and tools

The system adopted to structure the accountability exercise is as follows:

**STEP 1: ESTABLISH THE THEORETICAL FRAMEWORK** by analysing comparative experiences and the options for fitting the accountability exercise into Spain's constitutional and administrative framework. This analysis was conducted throughout 2020, culminating in the preparation of this methodological basis in December of that year. A period of analysis and evaluation of the accountability exercise was opened at the beginning of the fifteenth term of Parliament to identify potential aspects for improvement. This process gave rise to the amendments incorporated into the current methodological basis. In addition, further amendments were made during the second half of the year that are reflected in this document.

**STEP 2: DETERMINE THE SUBJECT MATTER OF THE ACCOUNTABILITY EXERCISE.** In this regard, it was considered that the programme to be implemented by the Government was that presented in the investiture address of the President of the Government, which contains the essential lines of action of Government programmes. In addition, the subject matter of this exercise also encompasses the Agreement entered into between the Spanish Socialist Workers' Party (PSOE) and the Sumar coalition, and the Recovery, Transformation and Resilience Plan. The latter document, which seeks to achieve major structural reforms, constitutes the principal strategic plan for implementing the Government's economic policy and has therefore been incorporated into the Government's programme. A further subject matter component comprises the commitments formally undertaken by ministers when presenting the strategic lines of action of their ministries to Parliament. Lastly, any commitments adopted by the Government during the term of Parliament are also included.

**STEP 3: DESIGN AND IMPLEMENT THE METHODOLOGICAL PROCESSES AND TOOLS FOR MONITORING GOVERNMENT ACTION,** always with a view to institutional learning and continuous improvement, so as to strengthen the system in a way that is compatible with the continuity (and comparability) of the analysis throughout the entire term of Parliament.



During each six-month period, any new commitments formulated are systematically identified, while initiatives and measures introduced by the Government are identified and linked to commitments. During the last month of every such period, the progress made towards meeting each commitment is assessed based on the relevant Government initiatives. Lastly, the accountability exercise is publicized during the six-month period following its publication.

The accountability exercise comprises the following tasks:

- **Identifying and systematizing the commitments** undertaken by the Government at the investiture of its President and throughout the current term of Parliament.
- **Monitoring the measures and initiatives** implemented by the Government with a view to meeting the commitments or advancing towards this aim.
- **Identifying structural indicators** that enable the analysis of commitment outcomes, products or resources, taking timeframes into account, with 2019 as the base year. Indicators enable the use of quantitative data for the objective measurement of the progress made towards achieving goals and/or meeting commitments.
- **Pooling information with the ministries.** During each six-month period, the heads of the different ministerial units oversee a verification exercise. The aim is to refine the information and data gathered by the Territorial Analysis Department during its monitoring of Government action in preparation for subsequent analysis.
- **Drafting of the *Meeting Our Commitments*** report, which contains an analysis of the monitoring of Government action and updates the progress made towards meeting the commitments.
- **Preparing the open data, informative materials and data display panels** that accompany the accountability report, to adapt the accountability exercise to the diversity of communication needs of its potential readership.

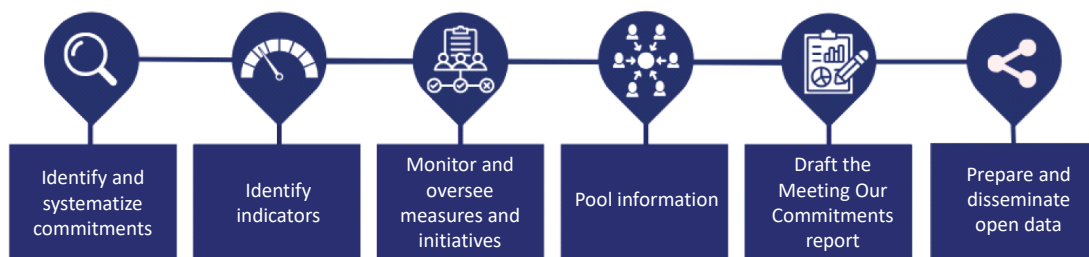
To facilitate this process, **over the course of 2021, the Accountability Unit designed and implemented the TELEOS IT tool which (i) serves as a repository of all the information obtained in the identification and monitoring of commitments and initiatives; (ii) allows for said information to be shared with the ministries so that they can correct, clarify and complete it, in a secure manner that guarantees the integrity of the information; (iii) enables the prompt analysis of results and; (v) provides formats for displaying the information to others.**

## 6. The Government's commitments

### 6.1. What is a commitment?

Generally speaking, a commitment could be defined as the expression of an intention to carry out an initiative, or a set of initiatives, in order to address a need or solve a problem. It is, therefore, an obligation undertaken voluntarily by the party expressing the commitment.

Figure one. Preparation process for the *Meeting Our Commitments* accountability report.



## Meeting Our Commitments

Using this definition as a starting point, **for the purposes of this accountability exercise, a commitment is any pronouncement, obligation, promise, declaration or combination thereof expressly made by the Government or its members to respond to a specific public need or problem and, to a certain degree, to convey the will to effect real change. A commitment, therefore, generates an expectation in third parties, and in return, a responsibility and obligation for the Government to respond**, materialized in a formal process in which actions may be judged by the public.

However, the announcement of actions or measures, plans, programmes or strategies forming part of the ordinary activities or management duties of ministries or of bodies attached thereto are not considered commitments, unless they are motivated by the will to effect change that is intrinsic to Government action.

Commitments may address a specific public problem from different perspectives and with different aims, or focus on certain groups or presented in terms of the measures to be adopted. This is the case, for example, of the commitment to “make 184,000 state-owned homes available for affordable rent, expanding the public portfolio of homes to 20% of all housing”, which considers the housing shortage from the perspective of the need to increase the number of state-owned rental homes. The commitment to “support young people’s access to housing through incentives to buy or rent” is more specifically focused on improving young people’s access to housing. Logically, by increasing the volume of state-owned homes, housing is made more accessible to this particular group.

## 6.2. Where do the commitments come from?

The sources of commitments are:

- **The President of the Government’s investiture address.** As required by Article 99.2 of the Spanish Constitution, the President of the Government presented the Government’s policy programme to the Congress of Deputies in his investiture address of 15 November 2023. This address laid the foundations of the accountability exercise by establishing the strategic lines of Government action.
- **The New Coalition Agreement for a Progressive Government**—entitled “**ESPAÑA AVANZA**”—**between the Spanish Socialist Workers’ Party (PSOE) and the Sumar coalition**, which is also the manifesto of the coalition Government. This agreement has different sections containing a total of



234 points constituting verbatim pronouncements that serve as the basis of the Government commitments contained in the map.

- **The Recovery, Transformation and Resilience Plan.** The objectives of each of the 31 Plan components (reforms and investments) were analysed to determine whether they should be included as commitments. A systematic analysis was conducted of the degree to which the objectives pursued by each of these components overlapped with those of the commitments taken from other sources of origin. Through this exercise, it was determined that most of the Plan components are covered by the Government's existing commitments. Any objectives that were not reflected clearly enough in terms of aims were added as commitments in their own right.
- **Speeches given by ministers,** presenting the main strategic lines of action of the different ministries.
- **Other speeches by the President of the Government.**

To determine what constitutes a commitment, it is necessary to have an accurate and specific verification source, which may be oral or written, in order to be able to identify who expressed the commitment, when, and on what terms.

### 6.3. Definition of the map of commitments

During his investiture address, the President of the Government delineated eight objectives or broad commitments made to the public and their political representatives in the Congress of Deputies. These objectives are considered to constitute strategic lines of Government action and enable the Government's commitments to be structured in a coherent and systematic manner.

These commitments were defined using an inductive approach that entailed the creation of a base map founded on verbatim pronouncements from the different original sources. These pronouncements, which previously had been considered to constitute commitments by their very nature, were grouped together at a higher level taking into account their characteristics, purpose and sphere of government intervention and respecting, in all cases, their internal consistency, in order to be considered commitments.

In some cases, a single pronouncement or affirmation, owing to its significance, may be considered a commitment in its own right. In other cases, a commitment may be obtained by grouping together a set of highly specific verbatim pronouncements under a broader aim.

The commitments defined in this manner have each been unequivocally assigned to a strategic line of action. Because the strategic lines of action may have differing numbers of commitments, some are wider in scope, while others are more circumscribed. This does not mean that the strategic lines of action with the most commitments have been accorded greater political significance. Figure three shows the process followed to put together the map of commitments.



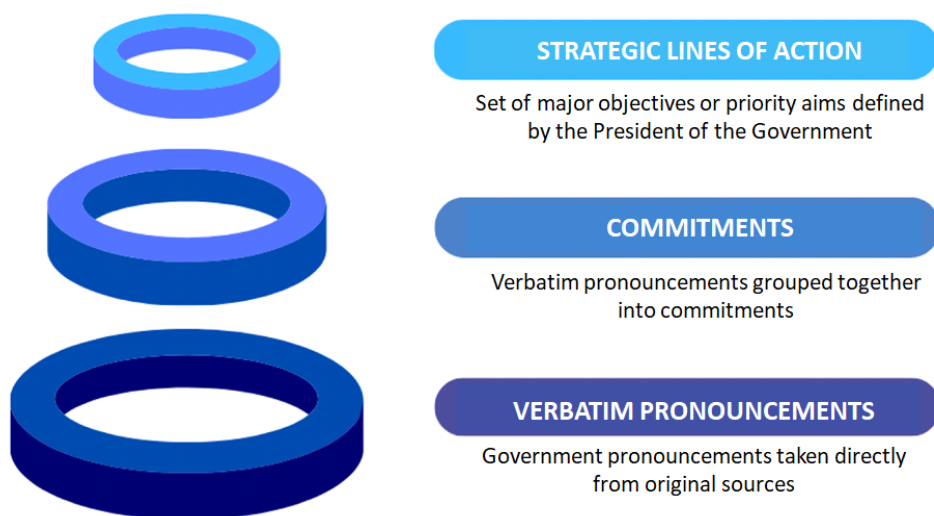
Figure two. Strategic lines of action for the *Meeting Our Commitments* accountability exercise.



In addition, the commitments were assigned to the different ministries responsible for defining and meeting them, and have been validated by them.

The number of commitments at the beginning of the fifteenth term of Parliament was 195, with two additional commitments added in the second half of 2024. The commitments currently number 197.

Figure three. Identification of commitments.



Compared with the high number of commitments included in the accountability exercise carried out during the previous term of Parliament, the current process has enabled us to:

- Obtain a lower number of commitments, each of which is more substantial and more pertinent to Government strategy, thereby avoiding the atomization of commitments.
- Mitigate the lack of hierarchical organization of commitments in the previous term of Parliament, when they were given equal priority, irrespective of their importance, scope and content.
- Facilitate the dissemination of the accountability exercise and make it more easily understandable by defining more relevant commitments that follow a structure based on consistent strategic lines of action.
- Maintain the exhaustive and systematic nature of the Government’s commitments and action, a characteristic and distinctive feature of *Meeting Our Commitments* compared with the accountability exercises of other countries.

Figure four. Process for assembling the map of commitments





## 6.4. How are commitments updated?

Reality is not static, but dynamic and changing, and so are public needs and problems. Therefore, **the Government's actions and its capacity to respond to new challenges require the updating of its commitments, as well as the addition of new targets and lines of action to the promises made at the beginning of the term of Parliament, and the reformulation of those already made.**

In this regard, the exercise enables new commitments to be added and existing commitments to be amended. Two new commitments were added during the second half of 2024 with the following aims: (i) to implement an Action Plan for Democracy, to empower Spain to protect and strengthen its democracy; and (ii) to mobilize all resources necessary for as long as required to ensure the recovery of the areas affected by the cut-off low weather event (known in Spain as an isolated high-level low, *depresión aislada en niveles altos* or DANA).

Moreover, the accountability exercise allows for commitments to be traced, enabling the clear identification of new commitments and of those that have been amended, so as to determine (i) when they were created or incorporated into the accountability exercise; (ii) what amendments have been made and on what grounds; and (iii) where applicable, when commitments have been relinquished.

This traceability makes it possible to guarantee information integrity and to conduct in-depth monitoring and analysis.

### Incorporation of new commitments

The criteria for incorporating new commitments are as follows:

- Verbatim pronouncements giving rise to new commitments must be **sufficiently important in content and sufficiently pertinent from a strategic perspective to be included in the map of commitments**. Verbatim pronouncements that are very narrow in scope, or that are of lesser importance or priority than existing commitments are not included on their own.
- Precedence will be given to new commitments expressed by the President of the Government. To this end, the President's addresses are followed and analysed in order to identify when new commitments are expressed. A restrictive criterion is employed as regards including commitments from ministries, unless they are considered to address clear and crucial priorities of the Government's strategy.
- Verbatim pronouncements that can be incorporated into the framework of existing commitments will not be considered new commitments.
- New commitments must be **explicitly expressed as such and be verifiable**, meaning that they must have been presented in a written document or public statement.
- **Time needs to pass between articulation of the commitment and materialization of the initiative. Therefore, an announcement regarding an initiative** that has been in development for some time and will produce results in the near future **cannot be considered expression of a new commitment**.



## Amendment of existing commitments

Existing commitments may be amended by new verbatim pronouncements that alter substantive aspects of the aim or goal. Such amendments may entail inclusion of new verbatim pronouncements or modification of the commitment on the basis thereof.

Certain commitments or verbatim pronouncements may be phased out subject to an express decision of the Government, whether owing to a change in priorities or because said commitments or pronouncements have been invalidated by a regulation, agreement or decision. When a decision is made to phase out a commitment, the reasons for so doing are expressly set forth in the report covering the period in which said decision is taken, so that the public is duly informed thereof. This is done in application of the underlying principle of the accountability exercise—that of meeting expectations or giving explanations.

## 7. Initiatives

### 7.1. What is an initiative?

An initiative is any **public measure, action, or decision that launches a process or mobilizes resources (human, budgetary, material, or organizational) to address a public need or problem**, whether involving private individuals, institutions, the environment, or another area or issue that could benefit from Government action.

This includes working on, or approving, a single action or plan, programme, strategy or bill, or any other instrument or action that might mobilize the aforementioned resources.

The Government develops and launches initiatives and measures to meet its commitments and achieve its goals and aims. However, the accountability exercise also highlights, from a qualitative point of view, certain, unrelated initiatives carried out by ministries when these are particularly significant.

### 7.2. What are the verification sources of initiatives?

Given the diversity of the initiatives, and the fact that they stem from the action of all of the members of the Executive, there is no single source of initiatives that encompasses every action and decision adopted.

Therefore, to identify the initiatives carried out by the Government, it is necessary to consult the following public channels of information:

- **Formal channels**, which may stem from Government sources, such as the Council of Ministers, the Official State Gazette (BOE) or ministers' agendas; or from non-Government sources, such as independent organizations—e.g. the Independent Authority for Fiscal Responsibility (AIReF)—or from international institutions or organizations (the European Commission, the European Parliament or the Official Journal of the European Union, among others).



- **Informational channels**, such as press releases on official websites, posts on official social media accounts, or news articles referring to specific Government initiatives.

Priority is always given to formal Government sources as the first point of reference, followed by formal non-Government sources, official press releases, and, lastly, news articles in the press, availing of the latter only when the content and implementation of an initiative has not been covered in any formal source.

In all cases, **the information obtained from these sources is checked with the different ministries, because the accountability exercise carried out by the Office of the Presidency of the Government is bidirectional and shared.** This means that in addition to the monitoring carried out by the Office of the Presidency itself, the ministries are asked to review the initiatives identified, and to explain them, to provide any necessary clarifications, and to supplement them with others that have not been made public, so as to have an overview of all actions linked to commitments.

**Every initiative identified must have at least one specific verification source that corroborates its existence.** Some initiatives may have two or more verification sources, thus enabling their content and implementation to be confirmed and accredited from different perspectives, with preference given to formal sources in all cases. If initiatives do not have a public-facing dimension (because they are part of a ministry's internal work, drafts, meetings, etc.) this is expressly stated. Part of the accountability exercise has entailed providing instructions to the ministries and establishing procedures to enable external verification, and to make greater use of non-Government sources regarding initiatives, such as the European Commission and international organizations, as well as of information made available by independent bodies. Efforts have also been made to reduce the use of internal sources, when the nature of the initiatives and the commitments so allows.

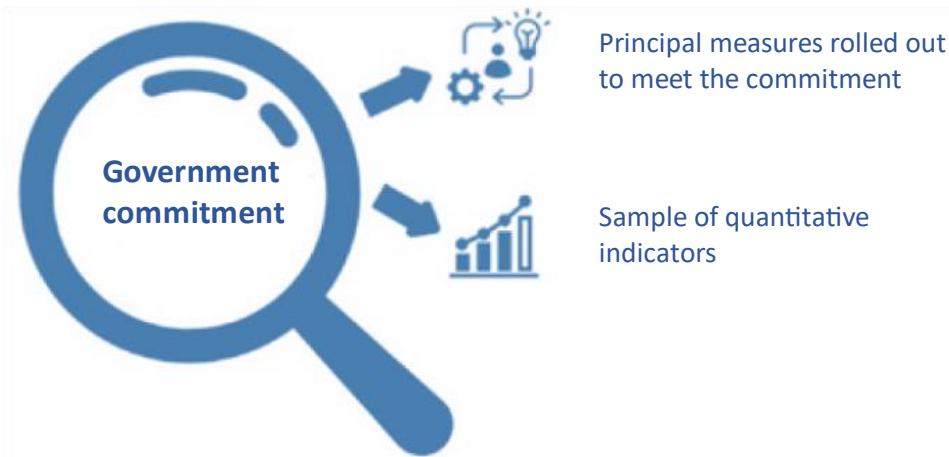
The verification sources of all commitment-related initiatives are published in the downloadable database containing a breakdown of all commitments and initiatives, so that the general public and stakeholder groups can verify their accuracy and validity.

## 8. Progress in Government action

The accountability exercise examines fulfilment of Government commitments in terms of progress towards goals.

Taking the existence of a commitment as a starting point, it analyses the logical sequence of the roll-out of measures and initiatives aimed at achieving their purposes or goals, and, where possible, refers to quantitative indicators measuring the extent to which said purposes have been met, their results, the outputs generated or the resources allocated.

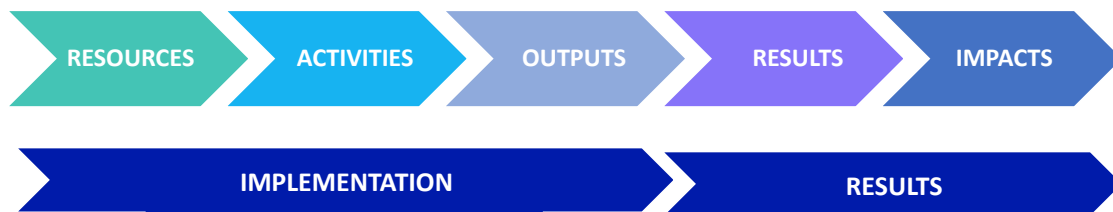
Figure five. Approach to commitments.



The accountability exercise includes a results chain, a tool that is widely used in public policy design, analysis and evaluation. In this chain, the commitment constitutes the aim or goal pursued, while the related initiative constitutes the measure designed and implemented to obtain outcomes.

The accountability exercise carried out by France, for example, has quantitative indicators that measure the progress made in rolling out priority policies.

Figure six. Results chain.



The commitments are varied in terms of the possibility of measuring their impacts and outcomes, and include:

- **Specific or objectively quantifiable commitments.** These commitments are characterized by having a very explicit goal or target achievable by means of Government action. For example: “Increase study grants” or “Make 184,000 state-owned homes available for affordable rent, expanding the public portfolio of homes to 20% of all housing”.
- **More abstract, open, and hard to measure commitments.** Because they are general or highly abstract, many of the commitments are difficult to assess from an exclusively quantitative, results-based perspective, and in some cases indicators may even not be available. In these cases, the indicators may refer to investments mobilized or address only certain aspects of a commitment.

The indicators, therefore, may be of different types:

- **Outcomes or results** of public action in the framework of the commitments.
- **Investments or resources** mobilized.
- **Process indicators.**



— **Context** framing the commitment or the assessment of the problem.

In all cases, presentation of outcomes does not necessarily mean that the commitment has been met solely because of measures implemented by the Government, as other factors may have played a part or had an impact on outcomes. In this regard, the accountability exercise meets with the usual causal inference and attribution problems that are characteristic of public policy analysis.

The commitment indicators will be published in the downloadable data file accompanying the accountability exercise. This table of indicators will be built up over time, in collaboration with the ministries.

## 9. Approaches to the accountability exercise

The accountability exercise is organized along the strategic lines of action referred to by the President of the Government during his investiture address.

Adopting this option does not preclude the possibility of approaching the Government's commitments from other perspectives, and in particular those more closely aligned with the interests of each member of the population. For this reason, the accountability exercise includes four other options for analysis, based on different categories, which may be expanded upon in the future.

Thus, the commitments have been categorized between:

- **The Sustainable Development Goals (SDGs)**, enabling analysis of the extent to which the commitments are aligned with the Goals and targets set forth by the United Nations in the 2030 Agenda.
- **Classifications of the Functions of Government (COFOG)**, enabling analysis of the commitments with an internationally standardized classification that is widely used to evaluate public expenditure, programmes and policy considering the purpose or aim pursued.
- **Problems with the greatest impact on the population**, identified using the questions included in the monthly barometer conducted by the Centre for Sociological Research (Spanish acronym: CIS) to gauge public opinion of social, economic and political issues and events.
- **Specific issues**, of which a total of 41 have been identified and described, thus enabling the commitments to be analysed in great detail.

Commitments may be categorized under as many as three different issues so as to properly reflect their cross-cutting nature (such as those relating to gender equality and climate change) and the fact that a single commitment may pursue multiple goals or have an impact on several sectors or in several spheres. The inclusion of a commitment under more than one specific issue is not in any way an indication of its being given priority over other commitments.



Table One. Issues

Agriculture	Justice
Water	Combating discrimination
Support for young people	Electricity and gas
Biodiversity and animal protection	Migration
Climate change and energy transition	Modernization of defence and military support
Territorial cohesion	Consumers
Cooperation and international relations	Fisheries
Crises and emergencies	Protection of children and adolescents
Culture	Protection of vulnerable people
Sport	Demographic challenge
Dialogue with the territories	Health and healthcare
Non-university education	Security
University education	Social Security
Employment	Public services and administration
Public employment	Economic fabric
Taxation and financial sustainability	Digital transformation and telecommunications
Job skills training	Tourism
Governance, quality of democracy and democratic memory	European Union
R&D&i	Gender-based violence
Gender equality	Housing and Urban Agenda
Infrastructure	

The categorization of commitments in terms of the SDGs is not intended to provide any reflection on the progress and achievement of the Goals, a task assigned, among other instruments, to the progress reports on the implementation of the 2030 Agenda in Spain. The aim of categorizing commitments in terms of the Goals is, rather, to identify the extent to which the commitments are aligned with these Goals.



Figure seven. Sustainable Development Goals



The Classification of the Functions of Government (COFOG) is an internationally standardized system enabling the organization of commitments depending on the spheres to which they correspond:

- General public services
- Public order, safety and defense
- Economic affairs
- Environmental protection
- Housing and community amenities
- Health
- Recreation, culture and religion
- Education
- Social protection

Lastly, commitments have been categorized under “problems with the greatest impact on the population” to identify those commitments that reflect the public’s 10 main concerns identified in the CIS barometer survey for December 2024, the last to be released before the publication of the **Meeting Our Commitments** report for the six-month period then ended. The categorization will be adapted to any changes that arise in future six-month periods. Each commitment may relate to a maximum of four problems, with the exception of the following commitment: “*Complete the modernization of Spain’s production structure, in relation to deployment of Next Generation funds*”, which relates to all the problems identified.



Table Two. Ten main problems affecting the population used to categorize the commitments

1	The economic crisis, economic problems
2	Healthcare
3	Housing
4	Problems related to job quality
5	Unemployment
6	Concerns about own health and health of family members and other loved ones
7	Political problems in general
8	Problems particularly affecting young people, including lack of support and opportunities for young people
9	Education
10	Immigration

## 10. Content of the accountability exercise

### 10.1 Open database

The accountability mechanism must be understood in terms of transparency, good public governance, democratic quality and the improvement of the Government's functioning and performance. To this end, in the interests of total transparency, a range of materials and tools relating to the accountability exercise have been made available to the public on a microsite on the Moncloa website.<sup>2</sup>

The most important of these materials and tools is the **downloadable open database** containing: (i) the Government's commitments; (ii) their origin; (iii) the initiatives launched to fulfil them; (iv) the sources of verification of initiatives; (v) the different categorizations of commitments; and (vi) the quantitative indicators linked to commitments.

The open database provides access to all the information gathered during the accountability exercise, making it possible to identify what the Government is doing—as well as what it is not doing—to meet its commitments.

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<sup>2</sup> <https://www.lamoncloa.gob.es/Paginas/cumpliendo/index.aspx>



## 10.2. The global conclusion of the accountability exercise

The comprehensive *Meeting Our Commitments* report is prepared for the purpose of informing the general public, and contains a summary of the information available in the open data database. It seeks to be brief, concise and clear, as its ultimate goal is to be as easy to understand as possible for its entire readership, especially the general public. It is, moreover, an extract of significant information from a comprehensive and accessible open database.

The report analyses 20 commitments, the measures implemented to fulfil them and some of the resulting outcomes, as well as other key initiatives launched by the Government for each strategic line of action. The commitments featured in the December report were selected as follows:

- ✓ For each line of action, 65% of commitments were selected based on the significance of the commitments and of the related measures during the period covered by the report.
- ✓ The remaining 35% were selected using adjusted stratified random sampling. Each strategic line of action constituted a stratum, and one commitment was assigned per line of action in the December report. Strategic line of action seven, which only has two commitments, was excluded. The randomly selected commitments included in the December 2024 exercise are as follows:

Strategic line of action	Commitment
1	Strengthen measures to protect consumers of financial services
2	Expand resources for the model for care of dependants and continue to promote reform of the model, improving its quality and fostering autonomy
3	Establish and apply mechanisms to safeguard and promote the right to decent, adequate and affordable housing in urban and rural areas
4	Develop green taxation to drive the energy transition
5	In the areas of health, courts, police and psychology, strengthen measures and resources for combating gender violence
6	Assume responsibility for a portion of the debt of Spain's Autonomous Communities
7	N/A
8	Strengthen and modernize Foreign Action and the Foreign Service

- ✓ The commitments included in the reports are sampled on a non-replacement basis, that is to say, precluding commitments that have already been analysed in previous editions. This enables all commitments to be included in the global report.

This report addresses the process as follows:

- ✓ It states the Government's commitment.
- ✓ It provides indicators related to each commitment.
- ✓ It lists the measures implemented to meet each commitment, considered from a qualitative viewpoint.



The report is published every six months, with each December report covering the entire preceding year. Moreover, in certain exceptional circumstances, completed initiatives whose conclusion has yet to be officially recognized may also be included. The December cut-off date for the information to be used in preparing the accountability report and the submission of the report during that same month can mean that certain initiatives launched after that date are not included in the downloadable database or the display tool.

The methodological basis of the accountability exercise is included as Appendix I to the *Meeting Our Commitments* report. Appendix II contains the map of the Government's commitments.

### 10.3. Accountability data interactive display panel

The accountability microsite on the Moncloa website features a configurable dynamic and interactive display panel, to enable the public to inform themselves about the Government's commitments and action. The commitments can be analysed from the perspective of the different categories listed in section nine of this Appendix.

## II. Dissemination

The *Meeting Our Commitments* accountability exercise is made public to ensure that its content reaches its target audience, given that **the aims of the exercise are to make it easier for people to learn about the Government's actions, to publicize the progress made towards meeting the commitments made by the Executive, and to foster public debate and deliberation regarding the fulfilment of commitments.**

The following dissemination actions are therefore carried out:

- **Periodic accountability reports are prepared** (the different editions of the *Meeting Our Commitments* report) and presented publicly by the President of the Government in July and at the end of December. **These reports are available** in Spanish, English and French at [www.lamoncloa.gob.es](http://www.lamoncloa.gob.es).
- The following documents are made available on the website in an open or non-proprietary format:
  - ✓ the appendix containing **the methodological basis of each edition of the report and all the previous versions**
  - ✓ the appendix listing the Government's commitments
  - ✓ **the downloadable open database**
- A dynamic and interactive display panel is produced for the exercise

In addition to the aforementioned actions undertaken to present the findings of the accountability exercise, **initiatives are carried out, both at the national and international levels, to raise awareness of the accountability exercise and to share its methodology with public institutions**, academia, media, social intermediaries and civil society groups that operate in the sphere of good governance



and public policy analysis, through seminars, webinars, interviews, open government forums and conferences.

The purpose of these actions is to scrutinize the theoretical foundations of the exercise, in a process of ongoing improvement, both of the methodology and of the dissemination of the accountability exercise. This is consistent with the core purpose of the exercise: developing a culture based on public participation and transparency as a mechanism of both government oversight and public information, in order to ensure the adoption of well-founded decisions.

Lastly, it should be mentioned that, **following the approval of the Open Government Forum Agreement on the Inclusive Communication of Open Government Values, the decision was made to join this initiative in the process of disseminating the *Meeting Our Commitments* report.** The goal, in this regard, is to foster inclusiveness, to make the information fully accessible, and to disseminate the accountability exercise in a manner that is easily understood by the general public, in particular the most vulnerable groups, including those with special needs or those affected by the digital divide. Moreover, the various documents use inclusive language, which is also in line with the gender perspective.

## 12. Undertaking the accountability exercise

The accountability exercise is conducted by the Office of the Presidency of the Government and is promoted by the Secretariat-General for National Policy, through the Territorial Analysis Department, which has assumed the responsibilities previously assigned to the Accountability Unit.<sup>3</sup>

It is carried out with the active collaboration, joint work and information pooled by the ministries in monitoring Government action and consolidating the necessary information. To this end, a number of different mechanisms have been established to ensure fluid contact and coordination with the ministries, as well as to facilitate sharing of information and minimize the cost of managing said information.

Moreover, the **TELEOS** software tool is subject to a continuous improvement process that is adapted to any changes in the methodology of the accountability exercise. This tool incorporates the suggestions and needs expressed by the ministries in order to make it more user-friendly, to include the new requirements identified by the Presidency of the Government, and to ensure that the information is useful for ministerial activity.

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<sup>3</sup> Royal Decree 954/2024 of 23 September, amending Royal Decree 890/2023 of 27 November, approving the organization structure of the Presidency of the Government.



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Appendix I. Methodology  
december 2024

## Part II. Analysis conducted by the Analysis Group



## I. Methodological analysis: origin, purpose, and scope

As stated by the President of the Government in his investiture address, the purpose of the exercise is not only to give account of the Government's actions to the public, but also to do so offering the highest level of assurance. Therefore, the Office of the Presidency of the Government is working on a process of continuous improvement intended to strengthen the methodology employed.

This is the context that gave rise, in 2020, to the creation of an independent Methodological Analysis Group (the Analysis Group), comprising experts from public universities, to study and reflect on said methodology.

**The Analysis Group's work consists in submitting the accountability methodology designed by the Presidency of the Government, and any updates thereto, to scrutiny and analysis, to ensure that it is furnished with the utmost internal consistency and rigour, including the best standards or criteria required to underpin the work, and to make it reliable, objective, and externally verifiable.**

## II. Composition of the Analysis Group

The members of the Analysis Group were selected by seeking the following individual and group characteristics:

- Active members of the university community
- Gender parity
- Excellent academic, teaching, and research credentials in their specialization
- Specialization in social sciences, in particular in the analysis, monitoring and evaluation of public policies and government activity, or other related areas
- Disciplinary plurality, enabling the inclusion of diverse, complementary perspectives
- Territorial diversity among the universities of origin

The Analysis Group that reviewed the methodological basis for the December 2020 exercise was created on the foundation of these criteria. New members joined the existing nine members of the Group to carry out the July 2021 exercise. The members of the Analysis Group are:

- Ares Castro-Conde, Cristina. Associate professor of Political and Administrative Science, University of Santiago de Compostela
- Aymerich Ojea, Ignacio. Senior lecturer in Philosophy of Law, Jaume I University, Castellón
- Blanco Fillola, Ismael. Professor of the Department of Political Science and Public Law, Universitat Autònoma de Barcelona. Director of the Institute of Government and Public Policy (IGOP)
- Bustelo Ruesta, María. Lecturer in Political and Administrative Science, Complutense University of Madrid





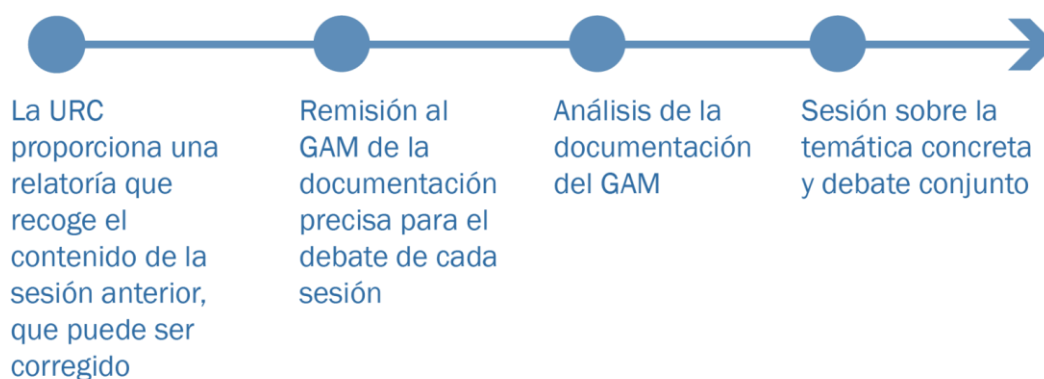
- Elías Méndez, Cristina. Lecturer in Constitutional Law, National Distance Education University (UNED)
- Innerarity Grau, Daniel. Professor of Political Philosophy, Ikerbasque Research Fellow, University of the Basque Country; Visiting Professor, European University Institute, Florence Professor of Political Science, Carlos III University, Madrid
- Lorenzo Rodríguez, Javier. Professor of Political Science at the Carlos III University of Madrid
- Monge Lasiera, Cristina. Lecturer in Sociology, University of Zaragoza
- Ramió Matas, Carles. Professor of Political and Administrative Science, Pompeu Fabra University, Barcelona
- Rodríguez Modroño, Paula. Lecturer belonging to the Department of Economics, Quantitative Methods and Economic History, Pablo de Olavide University, Seville
- Villoria Mendieta, Manuel. Professor of Political and Administrative Science, Rey Juan Carlos University, Madrid

### III. Working method of the Analysis Group

The Analysis Group operates in accordance with a number of guidelines:

- Each member of the Analysis Group shall contribute their proven experience to the study of the methodology designed by the Presidency of the Government for the accountability exercise, applying the utmost academic rigour.
- The Territorial Analysis Department (formerly the Accountability Unit), shall provide the Analysis Group with the documentation and explanations required. The information shall be processed confidentially and may not be disclosed to third parties outside the Analysis Group.
- The Analysis Group members shall perform their work and formulate corresponding conclusions or recommendations with full independence and autonomy, in a process based on free and open debate.
- On concluding its analysis, the Analysis Group shall issue an outcome document (conclusions or recommendations) which may be attached as an appendix to the Accountability Report prepared.
- The Analysis Group members authorize the possible public dissemination, by the Presidency of the Government, of this collaboration.
- Beyond possible reimbursement of any travel or other substantiated expenses strictly related to carrying out the work, no financial consideration shall be offered for participating in the Analysis Group.

The Analysis Group and the Accountability Unit establish a consensus-based work approach at the beginning of the sessions for each exercise to enable them to meet the objectives and deadlines set, within a flexible schedule of previously established meetings and delivery dates. Each working session focuses on a specific issue.



The criteria and working method approved by the members of the Analysis Group at the inaugural meeting of 20 November 2020 have been applied in all the different exercises carried out.

During the fourteenth term of Parliament, having completed the work, the Analysis Group delivered a single document to the Accountability Unit, with the conclusions of the study and possible recommendations for strengthening the methodology for future accountability exercises. The document also sets out the different members' diverse perspectives for any conclusions that are not unanimous.

Since 2020, six-monthly meetings have been held between the Analysis Group and the Accountability Unit—or with the Secretariat-General for National Policy, in the case of the second half of 2024—with the following sequence:

#### Second half of 2020:

- 20 November. Inaugural meeting of the Analysis Group.
- 27 November. Analysis of the general framework and the commitments.
- 4 December. Analysis of initiatives and of the progress towards meeting the commitments.
- 11 December. Presentation of conclusions and recommendations and final debate.

#### First half of 2021:

- 10 February. Inaugural meeting of the Analysis Group for 2021.
- 24 March. Analysis focusing on the accountability exercise and development of the lines of work.
- 4 May. Assessment and implementation of the recommendations made by the Analysis Group in the previous period.
- 27 May. Analysis of the innovations proposed for inclusion in the exercise.
- 11 June. Analysis of the final document setting forth the methodological basis, debate and formulation of recommendations.



Second half of 2021:

- 13 October. Inaugural meeting of the Analysis Group for 2021. Analysis encompassing the accountability exercise and possible lines of work.
- 29 November. Assessment and implementation of the recommendations made by the Analysis Group in the previous period and of the innovations proposed for inclusion in the exercise.
- 10 December. Analysis of the final document containing the methodological basis, debate and formulation of recommendations.

First half of 2022:

- 12 May. Analysis focusing on the accountability exercise, lines of work and innovations proposed for inclusion in the exercise.
- 17 June. Analysis of the final document setting forth the methodological basis, implementation of the recommendations formulated by the Analysis Group in previous periods, debate and formulation of recommendations.

Second half of 2022:

- 28 October. Analysis of the aspects of the accountability exercise that require strengthening.

First half of 2023:

- 26 May. Analysis of the dissemination work carried out by the Accountability Unit and self-evaluation.

Second half of 2023:

- 24 October. Status of commitments and new term of Parliament.

First half of 2024:

- 31 January. Presentation of the methodological redesign of the accountability exercise and assessment by the Analysis Group.
- 10 May. Analysis of the general framework, the map of commitments set forth for the term of Parliament and dissemination and institutionalization.

Second half of 2024:

- 12 November. Analysis of the changes in the Office of the Presidency of the Government and proposed adjustments to the accountability exercise in future periods, in particular placing greater focus on open data and reconfiguring the comprehensive six-month report.



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