

The Master Plan for Spanish cooperation 2005-2008



The Master Plan for Spanish cooperation

2005-2008



Introduction to the Master Plan

In recent years, international development cooperation has become increasingly important, in the context of ever-greater involvement by societies and governments, inspired by a universally held ethical imperative, namely to eradicate poverty.

In the last decade, moreover, and continuing the line of the summit meetings held by the United Nations in this time, the identification between international cooperation and aid has been progressively replaced by the concept of an individual and collective right to development embodying, as well as civil and political rights, economic, social and cultural rights. Furthermore, the need has been recognised to guarantee the provision of what are termed 'global public goods', such as peace, freedom and environmental quality.

The commitment to sustainable human development has to be addressed in terms of well-designed financial and technical contributions, in order to make effective progress in reducing poverty. The definition of the minimum objectives and the discussion of the most suitable funding mechanisms and the amount to be contributed, together with coherence with other public policies, such as on trade, affecting development, make up the heart of the debate currently being held in the international community. This set of elements is totally consistent with the deliberations on the Millennium Declaration and the review of it to be made after five years, which will conclude in the September 2005 UN General Assembly Session.

In this international framework, public policy on development cooperation is an essential element of the foreign activity of the Spanish Government. Its main goal, the fight against poverty, is contemplated not only as the need to overcome the absence of minimal income levels, but also as the need to enhance the rights, opportunities and capabilities of the planet's less favoured population. The aim of this policy and the special vulnerability of its intended beneficiaries make it advisable to establish a State policy, founded on broad-based consensus.

Thus, I have the honour and the satisfaction to present the Master Plan for Spanish cooperation 2005-2008, in the conviction that this represents an important advance towards a State policy that will favour human development. The Autonomous Communities and Local Administrations have played an active part in drawing up this Plan, and it includes numerous contributions from social, economic and academic sectors of society, as well as from professionals in the field of international cooperation. The consensus that has enabled the issuing of a favourable report on the Plan by the participating collegiate bodies that represent the various administrations and civil society, as well as

by the Cooperation Committee of the Congress of Deputies, constitutes a guarantee of coordination and foreseeability in our Official Development Assistance (ODA). These conditions are vital for it to be effective. All the above should be considered without underestimating the challenge of management and the commitment required for its strategic, instrumental and financial development.

Among other concepts defining its content, such as coordination and complementarity between national and international actors and greater policy coherence, the Master Plan seeks to promote improved management quality and increased levels of Spanish ODA.

The new policy of Spanish cooperation for development is characterised by two fundamental principles: on the one hand, a consistent bilateral policy incorporating instrumental coherence and embodying the aggregate values of the rich diversity of Spanish cooperation, and on the other, an active, selective, strategic multilateralism that, within the framework of the EU and of other international organisations, both financial and otherwise, seeks to achieve a more favourable integration of developing countries into the global economy.

The Millennium Declaration and other agreements deriving from United Nations Summits, ratified by Spain, are the main reference points of the Master Plan. Its sectoral priorities fully reflect the Millennium aims and objectives, giving special attention to the enhancement of human capabilities and basic social services coverage, empowerment of women and the increase of productive opportunities. At the same time, all the interventions on the part of Spanish cooperation ought to be directed at contributing to the fight against poverty and the promotion and defence of human rights, environmental conservation, gender equality and respect for cultural diversity. The policy of promoting and guaranteeing the exercise of rights not only covers the civil and political spheres but also the economic, social and cultural ones; the deepening of the link between culture and development constitutes one of the Master Plan's most important innovations.

On the other hand, improving the management of the quality of aid requires it to be less tied and policies to be more coherent, as well as harmonisation amongst donors and alignment with the policies of the beneficiary countries, allowing the latter to play a greater role and further appropriation by them in development processes. At a more technical level- as detailed in the Master Plan- more planning, foreseeability and measurability are required via the planning by objectives and results and a participative evaluation incorporating the lessons learnt.

As far as quantities are concerned, the Master Plan consolidates the Spanish Government's undertaking to attain a level of ODA equivalent to 0.5 % of Spain's GNP by the budget for the 2008 tax year. This implies a notable effort that will double our cooperation in only four years, to be added to reform of the instruments and bodies of the Ministry of Foreign Affairs and cooperation, including the Spanish Agency for International cooperation, entrusted with organising the efficient and co-ordinated management thereof, pursuant to the provisions contained in the Development cooperation Act currently in force in Spain. Criteria are also set out linking that increase with a better assignment of aid from the perspective of a greater sectoral and geographical concentration.

Additionally, the undertaking with the poorest social sectors includes the obligation of earmarking for basic social services coverage at least 20% of bilateral ODA, whilst reinforcing the commitment with the Least Developed Countries to which at least 20 % of ODA. In addition, the tendency to concentrate 70 % of resources in so-called priority countries is established in order to obtain a greater impact.

Regionally, at least 40 % of ODA is earmarked for Latin America and the undertaking with the Maghreb, the Near and Middle East and sub-Saharan Africa is substantially reinforced.

Let me conclude by expressing my trust that the Master Plan, the Annual cooperation Plans and the Sectorial and Geographic Strategy Papers, which will be progressively drawn up, will shape a framework for the definition of priorities and management and evaluation methodologies with a practical aim in mind, to be shared by the public administrations and social agents, acting in the international cooperation field, taken as a whole. To all of these I should like to reiterate my gratitude for their resolved cooperation and to encourage them to continue persevering in the dialogued construction of a policy that, given the nobility of its objectives and the justice of its aims, is strongly rooted in the conscience of Spanish citizens. In view of all this, we must respond with results that evidence that their supportive effort is every day more important in improving the living conditions of the world's most disfavoured people. This is a challenge of the first magnitude for all cooperation agents, not only for the Spanish State Central Administration, but I am sure that we will all together succeed.

Leire Pajín Iraola
Secretaria de Estado de Cooperación Internacional

Index

Introduction to the Master Plan	4
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1

The Master Plan: from aid policy to development policy	15
1. Act no. 23/98 of 7 July, the International Development Cooperation Act, and the Master Plan	16
2. The common international development agenda	17
2.1. Spain's participation in the international agenda	20
3. Spanish international development cooperation policy	21
3.1. The basis and final goal: the fight against poverty	21
3.2. Strategic objectives and criteria for intervention	22
1. Promotion of consensus amongst those involved	22
2. Policy coherence	22
3. Coordination and harmonisation with other donors and alignment with recipient country policies	23
4. Enhanced aid allocation	23
5. Increased ODA	24
6. Improved quality of aid management	24
7. Education for development and social awareness	24

2

Horizontal priorities	25
1. The fight against poverty	26
1.1. Economic growth, social development and poverty.....	26
1.2. Mechanisms for integrating the focus of the fight against poverty into Spanish international cooperation policy.....	27
2. Defence of human rights	28
2.1. A clear commitment to Human Rights	28
2.2. Mechanisms for integrating the human rights focus into Spanish international cooperation policy.....	29
3. Gender equality	30
3.1. Gender equality: a requisite for development and peace.....	30
3.2. Mechanisms for integrating the gender perspective into Spanish international cooperation policy.....	32
4. Environmental sustainability	33
4.1. Environmental questions in development.....	33
4.2. Mechanisms for integrating the cultural dimension into Spanish international cooperation policy.....	34
5. Respect for cultural diversity	35
5.1. Cultural freedom and the right to diversity	35
5.2. Mechanisms for integrating the cultural dimension into Spanish international cooperation policy.....	35

3

Sectorial strategies and priorities	37
Increasing social and institutional capacities	38
Sector 1: Democratic governance, public participation and institutional development	38
1.1. Development in democracy	38
1.2. Strategic lines and priority actions.....	38

Increasing human capacities	40
Sector 2: Meeting social needs	40
2.1. Food sovereignty and the fight against hunger.....	40
2.2. Education	44
2.3. Health	47
2.4. Protection for the most vulnerable groups	50
2.5. Basic habitability	51
2.6. Access to potable water and basic drainage.....	53
Increasing economic capacity	54
Sector 3: Promotion of the economic and business fabric	54
3.1. Sustainable economic development.....	54
3.2. Strategic lines and priority actions.....	56
Increasing capacities to improve environmental sustainability	59
Sector 4: The environment	59
4.1. The environment and the fight against poverty.....	59
4.2. Strategic lines and priority actions.....	60
Increasing liberty and cultural capacities	63
5. Sector: Culture and development	63
5.1. Cooperation with indigenous peoples	63
5.2. Strategic lines and priority actions.....	65
Increasing the capacities and autonomy of women	67
6. Sector: Gender and development	67
6.1. Empowerment as a strategic objective.....	67
6.2. Strategic lines and priority actions.....	68
Conflict prevention and peace-making	68
Sector 7: Conflict prevention and peace-making	68
7.1. Peace-making as part of the international agenda.....	68
7.2. Strategic lines and priority actions	70

4

Geographic priorities	71
1. The criteria for geographic assignation	72
2. Geographic priorities	73

5

Active, selective and strategic multilateralism	79
1. Multilateral cooperation objectives	80
2. Spain's role in favour of development through multilateral cooperation	81
3. Criteria for relations with international bodies	81
4. Spanish cooperation via the European Community	82
5. International Financial Institutions (IFI).....	84
5.1. Macro stability and the international financial system	85
5.2. International Financial Institutions	85
5.3. Evolution and priorities for Spain's participation in the IFIs	86
5.4. Priorities for action	86
6. Cooperation through international non-financial bodies and the United Nations	87

6

The instruments of Spanish cooperation	89
1. Programs, projects, technical assistance and new instruments.....	90
1.1. Sector approaches	90
1.2. Budget support	91
1.3. Global funds	91
1.4. Requisites for Spanish cooperation to apply the new instruments	92
2. Food aid	92

3. Humanitarian action	93
3.1. Humanitarian action in the international context.....	93
3.2. The reality of humanitarian action in Spain.....	94
3.3. Criteria for action.....	94
3.4. Priority actions.....	94
4. A new framework for DNGO collaboration, dialogue and public financing	95
5. Instruments to support small and medium-sized enterprises. Microcredits	97
6. The Development Aid Fund (FAD*)	98
6.1. Criteria for the Development Aid Fund.....	98
7. Action on external debt	99
7.1. Guiding principles.....	99
7.2. The HIPC initiative.....	100
7.3. The Paris Club.....	100
7.4. Development debt conversion.....	100
8. Education for development and social awareness	101

7

The players in Spanish international development policy	103
1. Parliament	104
2. The general state administration	105
2.1. The Ministry of Foreign Affairs and Cooperation.....	105
2.2. The Ministry of the Economy and Finance.....	106
2.3. The Ministry of Industry, Tourism and Trade.....	106
2.4. Other ministries.....	106

3. The autonomous communities and local bodies	106
4. Non-governmental development organisations (DNGOs)	108
5. The universities	108
5.1. Reference to Spanish cooperation programs	109
6. Companies and entrepreneurial organisations	110
7. The trade unions	111

8

The quality of aid	113
1. Toward quality cooperation	114
1.1. Result-based management: planning, monitoring and evaluation	114
1.2. SECI - AECl reform, and professionalisation	116
1.3. Information and communication technologies	117
2. Policy coherence	117
2.1. Special consideration of multilateral policy, repayable cooperation, debt forgiveness schemes in policy coherence and joint development	117
2.2. General aspects	118
2.3. Repayable cooperation	118
2.4. Debt restructuring schemes	119
2.5. Multilateral policy	119
2.6. Joint development	120

9

An orientative budget framework	121
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Annexes

1. Acronyms	124
2. Credits	127



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The Master Plan: from aid policy
to development policy

1 The Master Plan: from aid policy to development policy

1. Act No. 23/98 of 7 July, The International Development Cooperation Act, and the Master Plan

Although its origins are earlier, it can be said that Spanish policy on cooperation for development began to be defined in 1984 with the initiation of the Integrated Cooperation Plan with Central America. Clearly, Spain's cooperation relations with the developing world go back well beyond the mid-eighties, the time of the creation of the State Secretariat for International Cooperation and Latin America in 1985, the Interministerial International Cooperation Commission (1986) and the Spanish International Cooperation Agency (AECI) in 1988, but it was from then, during the full process of Spanish integration into the European Community, that incipient policy on cooperation in development undertook the task of re-examining the nature of the links between Spain and developing countries, particularly in Latin America and the Maghreb.

The economic growth Spain enjoyed during those years meant it had to demonstrate its will and capacity to extend some benefits of development beyond its frontiers. From another point of view, the birth of a Spanish policy of Official Development Aid (ODA), and its implementation, were strongly defined by the historic relations with Latin America, and the proximity of the Fifth Centennial; the influence of commercial and geo-strategic interests was also perceived.

From that time on, resources destined to cooperation increased, with a notable proliferation of public and private players taking part in their management.

However, the actions lacked an adequate legal framework specifically regulating official activity in the cooperation field and fixing the necessary relation between cooperation policy, overseas and security policy, and commercial policy, clearly defining the principles guiding it, and the objectives it should pursue.

The International Development Cooperation Act (1998), passed with the agreement of all political groups and the consensus of civil society, sought to resolve these problems by establishing the principles, objectives, priorities, modalities and instruments of Spanish policy on cooperation for international development. The Act states as follows in its rationale:

“Policy for cooperation in international development constitutes a fundamental aspect of the action of democratic States in relation to countries which have not reached the same level of development, and is based on an interdependent and supportive conception of international society and the relations developed in it”.

This notion of the interdependence of international relations, and the need for a policy on international cooperation for development responds specifically to the remit in the Preamble to the Spanish Constitution, to “cooperate in the strengthening of peaceful relations and effective cooperation between all peoples of the World”.

In addition to this notion of public policy with a constitutional base, the Act calls for the consensus which must underlie such a policy, and the need to ensure appropriate collaboration, complementarity and coordination among the various public administrations and those involved in cooperation.

The Act also indicates that international cooperation for development is part of the State's overseas action, forming part of the framework of international consensus and respect for the commitments assumed by the Spanish State in International Bodies. **Attaining development targets is, therefore, an essential element of the overseas action of the State.**

The objective of this policy is expressly defined: to eradicate world poverty (Art. 2.c) with a multidimensional focus on the concept of poverty, and defining the actions corresponding to a public policy of international development cooperation (Articles 1-7). It is sufficient to recall the many references acknowledging the individual and collective dimensions of persons as protagonist and ultimate target of the policy for development cooperation; the need to direct that policy toward the defence and promotion of human rights, peace, democracy and public participation, or the equality of men and women and respect for diversity; or the call for lasting and environmentally sustainable economic growth favouring equitable distribution of income, especially emphasising the conditions for self-sustained development based on the capabilities of the populations themselves in the beneficiary countries and, in particular, among their most needy strata.

Ensuring the appropriateness, consistency, efficacy and efficiency of public policy on international development cooperation requires the creation of suitable planning, monitoring and evaluation mechanisms.

1. The Master Plan: from aid policy to development policy

The Master Plan is the basic four-year planning element defining the general lines and basic directives, indicating objectives and priorities and advancing the guideline budget resources for that period.

The Master Plan is part of a planning cycle which is completed with the drafting or revision of documents on sectorial strategy, the geographical areas and countries which are a priority target of cooperation, while operative implementation and annual budgeting are done through the annual international cooperation plans.

The 2005-2008 Master Plan seeks in that period to integrate the Spanish policy of international cooperation for development into the framework of the main international accords and understandings making up the international development agenda.

2. The common international development agenda

It has been possible in recent years to build a significant international consensus on how to reduce world poverty. This commitment is shared by the organisations in the United Nations system, the Organisation for Economic Cooperation and Development (OECD) and the Bretton Woods institutions – the World Bank (WB) and International Monetary Fund (IMF) – but also, and more importantly, by an increasing number of both Northern and Southern countries.

This consensus is based on the Millennium Declaration which synthesises, although not setting them out in full, the commitments made at successive World Summits held by the United Nations (UN) during the nineties.

In the Millennium Declaration, the upshot of the Millennium Summit held in 2000, world leaders undertook to join forces so that, by or before 2015, the 8 goals and 18 specific targets would be met, and which must make it possible for development to move forward and for poverty to be reduced in the world. In defining these goals, the international community made a commitment to the Earth's poorest and most destitute men and women, but also to itself.

The goals, addressed to the entire international community, North and South, deal with some of the many dimensions of poverty and its effects on people's lives: with sights set on 2015, proposals are made, apparently evident and decisive for people's lives, such as halving the numbers of those on incomes of less than a dollar a day, halving the numbers of those who go hungry, to attain universal primary education that year, reduce the gender gap in education, reduce maternal and infant mortality by two thirds, increase access to family planning, ensure environmental sustainability, facilitate access to essential medicines, or make the external debt of third-world countries sustainable in the long term.

The Millennium Declaration also sets out the international community's commitments in the following matters: peace, security and disarmament; development and the eradication of poverty; the environment; democracy, human rights and good management of public affairs; protection of the vulnerable, attention to the special needs of Africa, and the strengthening of the UN.

For the first time in many years, the developed countries and the poor countries have a shared agenda to contribute to governing globalisation, to make it inclusive, and to promote global cohesion. For the first time in many years, there is a social agenda agreed between North and South which places individuals at the centre of the debate and foment a universal view of Human Rights.



Image: PNUD

Millennium Development Goals (MDGs)	
Goals and Targets(from the Millennium Declaration)	Indicators for monitoring progress
Goal 1: Eradicate extreme poverty and hunger	
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than less than one dollar a day	1. Proportion of population below \$1 (PPP) per day 2. Poverty gap ratio [incidence x depth of poverty] 3. Share of poorest quintile in national consumption
Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	4. Prevalence of underweight children under-five years of age 5. Proportion of population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education	
Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	6. Net enrolment ratio in primary education 7. Proportion of pupils starting grade 1 who reach grade 5b 8. Literacy rate of 15-24 year-olds
Goal 3: Promote gender equality and empower women	
Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	9. Ratios of girls to boys in primary, secondary and tertiary education 10. Ratio of literate women to men, 15-24 years old 11. Share of women in wage employment in the non-agricultural sector 12. Proportion of 1 year-old children immunised against measles
Goal 4: Reduce child mortality	
Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	13. Under-five mortality rate 14. Infant mortality rate 15. Porcentaje de niños de 1 año vacunados contra el sarampión
Goal 5: improve maternal health	
Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	16. Maternal mortality ratio 17. Proportion of births attended by skilled health personnel
Goal 6: Combat hiv/aids, malaria and other diseases	
Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	18. HIV prevalence among pregnant women aged 15-24 years 19. Condom use rate of the contraceptive prevalence rate 19a. Condom use at last high-risk sex 19b. Percentage of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS 19c. Contraceptive prevalence rate 20. Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years
Target 8: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	21. Prevalence and death rates associated with malaria 22. Proportion of population in malaria-risk areas using effective malaria prevention and treatment measures 23. Prevalence and death rates associated with tuberculosis 24. Proportion of tuberculosis cases detected and cured under directly observed treatment short course DOTS (Internationally recommended TB control strategy)
goal 7: Ensure environmental sustainability	
Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	25. Proportion of land area covered by forest 26. Ratio of area protected to maintain biological diversity to surface area 27. Energy use (kg oil equivalent) per \$1 GDP (PPP) 28. Carbon dioxide emissions per capita and consumption of ozone-depleting CFCs (ODP tons) 29. Proportion of population using solid fuels
Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	30. Proportion of population with sustainable access to an improved water source, urban and rural 31. Proportion of population with access to improved sanitation, urban and rural

1. The Master Plan: from aid policy to development policy

<p>Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers</p>	<p>32. Proportion of households with access to secure tenure</p>
<p>Goal 8: Develop a global partnership for development</p>	
<p>Target 12: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system</p> <p>Includes a commitment to good governance, development and poverty reduction – both nationally and internationally</p>	<p>Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries and small island developing States.</p> <p>Official development assistance (ODA)</p>
<p>Target 13: Address the special needs of the least developed countries</p> <p>Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction</p>	<p>32. Net ODA, total and to the least developed countries, as percentage of OECD/DAC donors' gross national income</p> <p>34. Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation)</p> <p>35. Proportion of bilateral official development assistance of OECD/DAC donors that is untied</p> <p>36. ODA received in landlocked developing countries as a proportion of their gross national incomes</p> <p>37. ODA received in small island developing States as a proportion of their gross national incomes</p>
<p>Target 14: Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)</p>	<p>Market access</p> <p>38. Proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty</p> <p>39. Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries</p> <p>40. Agricultural support estimate for OECD countries as a percentage of their gross domestic product</p> <p>41. Proportion of ODA provided to help build trade capacity</p>
<p>Target 15: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term</p>	<p>Debt sustainability</p> <p>42. Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative)</p> <p>43. Debt relief committed under HIPC Initiative</p> <p>44. Debt service as a percentage of exports of goods and services</p>
<p>Target 16: In cooperation with developing countries, develop and implement strategies for decent and productive work for youth</p>	<p>45. Unemployment rate of young people aged 15-24 years, each sex and total</p>
<p>Target 17: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</p>	<p>46. Proportion of population with access to affordable essential drugs on a sustainable basis</p>
<p>Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications</p>	<p>47. Telephone lines and cellular subscribers per 100 population</p> <p>48. Personal computers in use per 100 population Internet users per 100 population</p>

This common agenda is not limited to the identification of minimum targets necessary for sustainable human development – the Millennium Development Goals (MDGs) – but also takes specific form in a generalised agreement about how to move forward in attaining them: a strategy of association for development, based on 3 principles:

Development aid is more effective when based on a development strategy conceived and led by national governments in collaboration with their civil societies and political and social sectors. Experience shows us that policies imposed by donors and International Institutions tend to fail because of the lack of involvement – and therefore of commitment – of governments and citizens in initiatives which do not take sufficient account of their needs. For these policies to have some possibility of success, beneficiary countries must “appropriate” the development goals and strategies.

This idea suggests that countries receiving aid should head the management of that aid in close collaboration with donors. Such an association, based on mutual trust and permanent consultation, should reduce the tensions which arise when donors are the source of development policies.



Image: Jesús Carrasco

Assessment of the success or failure of development policies must be based on the results obtained in developing countries. The traditional emphasis used to measure the efficacy of aid in terms of the level of expenditure and the number

of projects completed has proven inadequate; what is really important is the impact of these policies on individuals and their needs. Thus specific objectives and goals are set, with deadlines for meeting them, and clear, homogeneous and agreed indicators making it possible to measure the extent to which those objectives are fulfilled.

From the standpoint of the less developed countries, **sustainable development is possible only with policies which are consistent and integrated long term**, and which incorporate the economic, political, social, cultural and environment keys.

Stable policies must be configured which foment economic growth, (providing a framework favouring the attraction of national and foreign capital), investment in social development, particularly in education and health; promotion of the participation of all, particularly women, in political and economic life; good management of public business; protection of human rights, and promotion of the Rule of Law; policies and practices respectful of the environment, and resources for the prevention of conflicts and for building peace.

From the developed countries' point of view, an efficient fight against poverty means ensuring the consistency not just of policy for cooperation on development, but also of the relation between it and public policies which might counteract aid efforts. This commitment arises from the conviction that, in fact, other government policies may be as important in poverty-reduction as development cooperation policy itself.

2.1. Spain's participation in the international agenda

The MDG and the Association Strategy have gradually become an international agenda for progress in confronting the problems of globalisation and underdevelopment. It is however important to point out that they are in large measure directed to dealing with the Least Developed Countries (LDC), so must be completed with other principles making it possible to consider the problems of the medium-income countries to which most Spanish Cooperation is directed.

On the other hand, it is inevitable that the Spanish State's international development policy take account of the fact that the multilateral bodies, the OECD's Development Assistance Committee (DAC) guidelines, membership of the European Union (EU) and the declarations of the Ibero-American Summits, must condition and in substantial part direct Spanish action in favour of developing countries. At the same time the Spanish State must, through an active, selective and strategic multilateral policy, contribute substantially to the design of the thinking and directives of those bodies, and take a leading role in the implementation of policies in

the sectors and geographical areas where Spanish cooperation's experience and greater comparative advantages are perceptible.

From the standpoint of this multilateralism, in the context of the fight against poverty, conflict-prevention and the construction of global peace and security, the direction of the Spanish State's overseas action takes on special relevance in the promotion of an alliance among civilisations, and in particular attention toward the creation or extension of financial mechanisms and programs which promote the effective eradication of world hunger.

3. Spanish international development cooperation policy

3.1. The basis and the ultimate goal: the fight against poverty

In the terms of an analysis of the provisions of the International Development Cooperation Act and the international context, the Millennium Declaration is for Spain a common agenda and methodology in the fight against poverty which all developed countries, including Spain, have approved and must back. Thus the commitment is to begin active involvement in that agenda, with a qualitative and quantitative leap in our cooperation, increasing the amount and quality of our ODA and **making the Millennium Declaration the main although not the only reference for our international development policy.**

The Government of a country has, along with responsibilities taken on in relation to its society, a collective responsibility to respect and defend peace, human dignity, equality and equity worldwide. Poverty-reduction is an ethical duty for the citizens of the most prosperous world and is a political obligation for all governments on the planet. Thus **the Spanish Government affirms the need for agreement on a state policy for international development cooperation.**

The need for such a policy arises not just from the interests of the developing world but also from those shared by all people. It is a fact that economic globalisation is accentuating poverty and exclusion and is generating levels of inequality unknown in human history, and that the social viability of this globalisation requires the incorporation of elements of solidarity, with actions for the redistribution of income, and recognition of the existence of global public assets or interests such as peace, security, gender equality, environmental sustainability, or economic stability. That would avoid the creation of a breeding ground ideal for the arousal of conflicts between nations and within them, or for individual or collective desperation to translate into violent conduct or increase terrorist or common criminality. There is no tool more effective in confronting these risks than worldwide development.



Image: Jesús Carrasco

The Cooperation Act and the Millennium Declaration point to the eradication of poverty as an objective of international policy for cooperation in development.

In this 2005-2008 Master Plan for Spanish Development, poverty is understood as a situation of lack of opportunities, capacities and options by which to sustain a dignified standard of living. Part of those opportunities and options are defined by the level of disposable income, to the extent that such income conditions access to the goods and services necessary to maintain a tolerable living standard. However, this material facet does not exhaust all the features defining poverty. As the WB has pointed out, "along with the lack of opportunities and capacities, high vulnerability and lack of empowerment or representation define the dimensions of poverty".

Poverty is of a multidimensional nature, and denotes people's exclusion from an adequate standard of living. The dimensions of poverty touch various aspects of human capacity: economic (income, living resources, decent work), human (health, education), political (rights, power, a voice), sociocultural (status, dignity) and protection (insecurity, risk, vulnerability). Moreover, it is essential to integrate the perspective of gender to reduce poverty in all its dimensions, while maintenance of the balance of natural resources is fundamental if poverty-reduction is to be made lasting.

This view of poverty is also found in the origins of the notion of sustainable human development promoted by the UN Development Program (UNDP), understood as a process of enlargement of opportunities – and so of personal capabilities and liberties – so that attention must be directed toward the various factors affecting processes of social change. This notion of human development, as the right of persons and of groups, has consequences for international cooperation, by identifying as its priority what has been called the empowerment of persons and of institutions, a question linked to expansion of knowledge, freedoms and participation and, of course, to the satisfaction of basic material and social needs.

3.2. Strategic objectives and criteria for Intervention

In line with the guiding principles of Spanish cooperation fixed in Article 2 of the International Development Cooperation Act, Act No. 23/98, and in accordance with the multidimensional definitions of poverty and of human and sustainable development adopted in the Master Plan, Spanish cooperation's development policy deals with enhanced capabilities, and guarantees the conditions necessary for this and for future generations to attain decent living standards. The following will be considered by Spanish cooperation as strategic objectives, providing the context for preferential areas of action:

STRATEGIC OBJECTIVES OF SPANISH COOPERATION
Increased institutional and social capabilities
Increased human capabilities
Increased economic capabilities
Increased capabilities for the enhancement of environmental sustainability
Increased liberty and cultural capabilities
Increased autonomy for women
Increased capability for conflict prevention and peace-making

Any action by Spanish cooperation must consider attaining a positive impact in terms of certain values and goals. This always requires a related preliminary study, and the definitions of actions do not have to deal with the detail of all the transversal lines. In this sense, the following will be **horizontal priorities** for Spanish cooperation:

- The fight against poverty
- Defence of human rights
- Gender equality
- Environmental sustainability
- Respect for cultural diversity

Definition of these objectives and priorities of public cooperation policy in the context of the international development agenda – understood as an agenda of contents and procedures – and realistic analysis of the financial possibilities and potentialities of Spain as a donor country, imply profound changes to the country's ODA system.

To confront these challenges, and consistent with the principles set out, Spanish cooperation will adopt the following **intervention criteria**:

1. Promotion of consensus among those involved

Coordination with Autonomous and Local Administrations and other cooperation agents of the mechanisms for planning and management of the project cycle; evaluation; civil society participation and financing; information services and the book-keeping of ODA; and humanitarian emergency aid. Dialogue, analysis and decision-making will be fomented among the different players in cooperation in the coordination forums established in the International Development Cooperation Act.

2. Policy coherence

Greater coherence must be sought in State policies affecting developing countries, to ensure that the positive effects of Spanish aid – from the General State Administration and from Autonomous and Regional Administrations – are complemented and reinforced by other State overseas tools for action. The elevation of cooperation to ministerial rank with the creation of the Ministry of Foreign Affairs and Cooperation will facilitate the development of its responsibility in the management of international development cooperation policy and coordination of the bodies in the General State Administration, while respecting the principles of unity of action overseas and the coherence of policy provided for in Articles 4 and 17 of the Act.

In the chapters of this Master Plan referring to instruments and the quality of aid, there is a detailed analysis of the problems and proposed solutions related to policy coherence.

3. Coordination and harmonisation with other donors, and alignment with recipient country policies

The Spanish State will participate actively in the donor community's efforts to create mechanisms for the harmonisation of practices and procedures for the management of their cooperation policies.

Spain will encourage the countries with which it cooperates to define their own strategies for development and the fight against poverty. Such strategies must enunciate national priorities, the rate, and the tools to be used. The Spanish Government will value positively the fact that these governments systematically associate the political community, the business world and their civil societies with the process of definition of these strategies. If the counterpart countries request it, Spain will support the definition of these development strategies without that under any circumstances meaning imposition of given programs in the partner country.

When strategies for development and the fight against poverty adopted in these terms are compatible with objectives agreed on by the international community and the priorities of Spanish cooperation in this Master Plan, Spain undertakes, with case-by-case analysis, to associate itself with these processes and align its cooperation programs respecting those national strategies and the actions arising from them.

There will be active participation in consultative group meetings organised in the partner countries.

Spain will also coordinate its efforts in this field with the strategies for the fight against poverty put in place by international bodies.

To limit the administrative burden of development aid for the countries with which it acts, Spanish Cooperation will, as far as possible, adapt to those countries' current procedures.

4. Enhanced aid allocation

The efficacy of aid requires growing geographical and sectorial concentration. Spain cannot respond effectively to all legitimate demands for cooperation in the countries where it functions; it has to choose, based on strict and constant criteria. Thus, most bilateral Spanish cooperation and where possible multilateral cooperation will be destined to countries defined as priorities and, within each, will attempt to focus on specific zones and sectors, emphasising actions targeting the most excluded groups.

Spanish cooperation will concentrate its aid in those areas or sectors where it can provide greater added value, or an enhanced impact is possible. The following will be **priority strategic sectors** for Spanish cooperation:

- Democratic governance, public participation and institutional development.
- Cover of social needs.
- Promotion of the economic and entrepreneurial fabric.
- The environment.
- Culture and development.
- Gender and development.
- Conflict-prevention and peace-building.

In terms of sectorial distribution of resources, at least 20% of all bilateral ODA will go to meeting basic social requirements.

From the geographical standpoint, respecting the International Development Cooperation Act's priorities, there will be an increase in the proportion of aid targeting less advanced countries, to 20% of ODA, bringing Spain closer to the international commitment of 0.15% of GDP, with a tendency as far as possible to direct up to 70% of bilateral ODA to priority countries, and at least 40% of that to Latin America. There will be greater drive in aid and its quality to Sub-Saharan Africa, although without leading to excessive geographical dispersion.



Image: Jesús Carrasco

5. Increased Official Development Aid

It is considered essential to increase the scale of public resources destined to meet the needs of an international development policy like the one proposed. In this connection, the Government's commitment is to double ODA, through the intermediate target of 0.33% of GDP in 2006, to 0.5% at the end of this parliament.

Similarly, in line with the commitments made at the Summit against Hunger and Poverty held in September 2004 in New York, support will be given to the resolutions passed by the international community on proposals for the creation of innovative financing mechanisms, among other things the creation of taxes on some arms sales and on financial transactions, voluntary and socially responsible investment, or reduced costs for emigrants' cash remittances.

Multilateral aid will be increased, following a detailed analysis of the administrative efficiency and greater comparative advantage of each international body.

The target is to reach 7% of bilateral ODA for humanitarian and emergency aid.

6. Improved quality of aid management

As detailed in the related chapter, throughout the term of this Master Plan, mechanisms will be put in place to enable advances to be made in the planning and management of all actions, based on the results in countries receiving aid.

The Country or Regional Strategy Documents – making up the sustainable human development strategies and elaborated by the recipient countries, with the Master Plan directives and sectorial Strategies of Spanish cooperation, and with the documents prepared by other bilateral donors or International Bodies – **define the field and scope of negotiation of the Joint Commissions for Spain, and contribute decisively to the drafting of the Annual Plans of Spanish cooperation.** Immediately following approval of the Master Plan, the preparation or review will begin of a first group of country strategies in priority countries. The remaining country and regional strategies and sector strategies will gradually be drawn up or revised.

In any event, the Master Plan takes on the commitment to foment the following:

Improved quality in the planning, monitoring and evaluation Spanish cooperation's actions, in line with principles to consolidate the participation of all those involved.
Transparency in the collection of statistical data on ODA, and the evaluations
Policy coherence, harmonisation and alignment
Reform of the SECI-AECI, for improved efficacy and efficiency
Recognition and backing for cooperation professionals
Use of Information and Communication Technologies (ICTs) which can contribute to enhance the quality of action

7. Development education and awareness in Spanish society

An up-to-date and innovative cooperation model like the one this Master Plan seeks to promote must take in the dimension of education for development, and Spanish society's awareness as an essential part of the work to eradicate poverty. It has been sufficiently established over the years that it is essential to ensure not just a higher profile for cooperation activities but also greater awareness in society and institutions in the donor countries in the matter of their commitments and responsibilities in achieving goals which concern the entire planet.

In this connection, education for development must be conceived in terms of a broad view taking in a number of fields of action, yet responding to a common conception. Development education is a process for the generation of critical awareness, to make each person responsible and active in building a new society, both North and South, committed to solidarity – understood as joint responsibility - and involving participation; a society whose demands, needs, concerns and analyses are taken into account when it comes to political, economic and social decision-making.

In the terms of this conception, the following will be fields of action:

- formal education
- informal education
- awareness
- relations with the media
- promotion of fair trade



2

Horizontal priorities

2 Horizontal priorities

1. The fight against poverty

1.1. Economic growth, social development and poverty

International experience reveals that, while growth is not of itself enough to change a society's pre-existing distribution of income, it may affect levels of poverty, reducing the percentage of the population below the poverty line.

There is a mutually enhancing relation between social equality and growth. More even income distribution allows more balanced social growth, and this result may favour a future higher growth rate. In this way, the point of departure is that growth can facilitate equality if measures are adopted to that end, and that equality can favour growth if redistribution policies are deployed in an appropriate framework.

The social development policy foreseen in this Master Plan affects both reduction of poverty levels and countries' growth possibilities.

A strategy to enhance people's capabilities and opportunities in all fields, strengthening the social fabric and local institutions, changes to the demographic dynamic and including provision of basic social services, means that the poor population can access improved health and education, making more human resources available. This affects the aggregate levels of productivity in the economy in question and promotes productive initiative and the socio-labour integration of the most vulnerable sectors. In this sense, the Millennium Summit gave priority to decent employment and focused attention on the young, enjoining all the countries at the meeting to "elaborate and apply strategies which provide young people with decent and productive work", in line with the International Labour Organisation's (ILO) definition of decent employment as the "best way to emerge from poverty, marginalisation and underdevelopment".

To guarantee implementation of that development policy, the integration of the poorest sectors into the collective decision-making processes must be promoted, by means of specific mechanisms for social participation.

Experience has shown that tripartite action (employer organisations, trade unions and the Administration) and social dialogue are crucial to people's economic and social development.

The multidimensional definition of poverty adopted in this Master Plan as a situation of a lack of opportunities and options for all to sustain a decent living standard takes in areas such as health, education, social participation, decent jobs, and recognition of the liberty and dignity of human beings. From this integrated perspective, what is relevant in identifying poverty is not so much the level to which needs are satisfied, but the ability to attain sufficient levels of cover for those needs.

From this standpoint, the fight against poverty must be a horizontal priority affecting all Spanish cooperation's action in any sector. This approach is based on three criteria broadly shared by the international community:

- A conviction that extreme poverty is one of the most manifest and unquestionable assaults on human dignity.
- The belief that poverty is the source of disruptions affecting the international community as a whole, seriously threatening the governability of the planet.
- The existence of a proven relation between poverty, economic growth and social development.

Two relevant consequences arise from this approach in the Master Plan: the need to consider the impact of any aid action on poverty, and the assumption that the policy to eradicate poverty rests on plural action in all priority spheres of aid.



Image: AECI

1.2. Mechanisms to integrate the focus of the fight against poverty into Spanish international cooperation policy

The various fields of action of Spanish cooperation implement the fight against poverty in different ways. Thus it is important to find in each area of action the space in which to make present the conditions and needs of the most impoverished sectors. To ensure that the fight against poverty is a horizontal priority, Spanish cooperation must take account of the following basic premises:

- The specific factors which appear linked to poverty must be the subject of broad analysis in each case. That therefore supposes a prior study of the features of this phenomenon in each country, analysing its causes and related factors.
- Coordinated and consistent use of aid instruments so that, as part of the specific nature of each circumstance, they contribute effectively to the fight against poverty or, in any should case, are able to minimise its possible adverse effect on the most impoverished sectors.
- The strategy of the fight against poverty must be compatible with the horizontal and sectorial priorities, and so based on a plurality of action in the various areas where Spanish aid operates.
- The strategy pursued must operate at a number of levels, in line with the needs of persons and with a focus toward gender, local communities – or the groups affected – and the social system as a whole. In all spheres, there will be a drive to strengthen efforts and strategies in the fight against poverty in each country, to eradicate the causes of inequality.

The struggle against poverty can be deployed in three types of intervention, depending on the relation of its objectives to the phenomenon pursued:

- **Actions directed at the most disadvantaged groups.** Activities involving direct work with excluded sectors, to enhance their living conditions.
- **Actions with direct effects on poverty.** Those directly affecting persons in situations of poverty, although not working directly with a poor group. In these cases, the disadvantaged must be the main beneficiaries of the action.
- **Actions with indirect effects on poverty.** Activities affecting the economic, political, social or institutional resources crucial to fighting poverty.

Although actions can be deployed in all areas with a positive impact on poverty, some **especially relevant areas** can be emphasised:

- Development of the economic fabric and backing for private initiative. A climate of relative macroeconomic stability must be guaranteed, with a policy aimed at promoting economic and social infrastructures, developing the economic fabric and strengthening private enterprise.
- Support for the insertion of the poorest persons and groups into the economic circuit. It must specifically be remembered that the market imposes significant restrictions on the poor population for access to certain assets and productive resources necessary to their full incorporation into production. Here, the public sector must – with the support of international aid – establish the mechanisms necessary to counteract such restrictions and promote the full productive inclusion of the most vulnerable sectors.
- The promotion of a policy of redistribution and of action aimed at cover of basic social needs. Such a policy must be directed on the one hand to favour the startup of income redistribution mechanisms – through an adequate tax system – and which, with promotion of decent work, allows the poorest sectors to receive on-going income; and, on the other, to allow increasing cover of the basic requirements of the social sectors in greatest need.
- Promotion and defence of the right of all to decent work, in the terms of Article 23 of Universal Declaration of Human Rights, and ILO conventions numbers 87, 98, 105, 100, 111 and 138.
- The promotion of social dialogue and of tripartite action understood as a development tool which countries can use to ensure national control of poverty-reduction strategies, social participation, social dialogue and the enhancement of institutions. Backing must be given to the strengthening of democratic institutions, particularly those closest to citizens and connected with care of the poorest sectors in recipient countries. In addition, entrepreneurial and trade union association must be fomented as the basis for the formation of Governments' social interlocutors in a context of social dialogue and, most particularly, the active involvement of women in productive processes, in policies directed to meeting basic needs and in social decision-making processes.
- Promotion of universal access to information and communication technologies. Given the potential these technologies have to improve cover of basic social needs, development of the productive fabric, the incorporation of the poorest into the economic circuit, social participation and the strengthening of institutions, a significant effort must be made to have these technologies, especially basic telephony and the Internet, spread as quickly as possible, with the ultimate aim of making access to them universal in the medium term.

2. Defence of human rights

2.1. A clear commitment to human rights

The integrated approach to development, with the fight against poverty as its ultimate objective and horizontal priority, is doubly involved in the field of human rights. In the first instance, by defining individuals as the main agents, protagonists and beneficiaries of development policy, it acknowledges human rights as a *sine qua non* condition of personal self-fulfilment and the development of human capabilities. In the second place, on the basis of that same notion, it requires a strengthening of the institutional capacities of all those involved in development – donors, managers and partners – in the promotion, defence, protection and guarantee of the exercise of those rights.

The integrating perspective of development and human rights is defined in this Master Plan as a horizontal priority. Accordingly, a focus based on human rights must govern any action by Spanish cooperation and its agents, in its various phases, instruments and mechanisms. With such an understanding, the strengthening of institutional, social and human capabilities is indissolubly linked to respect for, promotion and guarantee of human rights, established internationally, regionally and at the level of the State.

In the international field, Spain's commitment to the values of human rights and democracy is built on the **1945 United Nations Charter** and the **1948 Universal Declaration of Human Rights**. Its commitment to democracy and its intimate relation with human rights is reflected in the very text of the Declaration, which indicates explicitly that *"the will of the people must be the basis for government authority"*, as basis

of political participation. The Civil and Political Rights Pact and that on Social, Economic and Cultural Rights, dating from 1966, complete the regulatory core of the various facets of human rights. In instrumental terms, the Program of Action of the World Conference on Human Rights in 1993, the 1995 Social Development Summit, and the International Labour Organisation's 1995 Declaration on fundamental principles and rights in work provide, among others, a specific framework for action in the field of development and human rights.

In the regional European context, Spain's commitment to human rights is established in the 1950 European Convention on the Protection of Human Rights and Fundamental Freedoms. In the EU, the 1992 Maastricht Treaty and the Treaty of Amsterdam in 1997 have contributed to an explicit acknowledgement that the EU is founded upon liberty, democracy, human rights, fundamental liberties and the Rule of Law. In this sense, passage of the EU Charter of Fundamental Rights in 2001, and the draft European Constitution are the ultimate links in the affirmation of these values.

Nationally, the 1978 Spanish Constitution advocates liberty, equality, justice and political pluralism as higher values, along with the interpretation of fundamental rights in accordance with the Universal Declaration of Human Rights and other treaties signed by Spain. Thus the International Development Cooperation Act, Act No. 23/1998, inspired in the Spanish Constitution, stands on the following principles:

- *"Recognition of persons, in the individual and collective dimension, as the protagonists and ultimate targets of development cooperation policy."*



Image: AECI

- *“Defence and promotion of Human Rights and fundamental liberties, peace, democracy and the participation of citizens in equal conditions for women and men and, in general, non-discrimination for reasons of sex, race, culture or religion, and respect for diversity.”*

The Reform Program undertaken by the UN in 1997 established the horizontal nature of human rights throughout the System. This horizontal focus has two direct implications. The first involves an enhancement of initiatives and actions directed specifically toward promoting and defending human rights. The second entails a determination to integrate this focus into all UN programs and activities, with particular emphasis on development and humanitarian action.

The EU and Member States have underlined the need for a consistent approach in development, human rights and democracy in policies on cooperation for development. This need was given form in the Communication of 8 May 2001 stating that the promotion of human rights and equality of men and women are made horizontal and integral principles in cooperation and in the EU's own overseas activity. This principle implies the inclusion of the focus on human rights and democracy in the approach to, design, implementation, evaluation and monitoring of policies and programs, and dialogue and negotiation with partner countries. The result of this new approach has taken progressive shape in the overseas aid programs of the EU (Phare, Tacis, ALA, MEDA, CARDS) and the European Development Fund, and also governs the European Initiative for Democracy and Human Rights.

2.2 Mechanisms for integrating the human rights focus into spanish international cooperation policy

The horizontal focus of human rights and democratic participation means that this perspective must be brought into **all Spanish cooperation initiatives and actions, in both their analysis and their implementation. This integration would refer equally to civil and political rights and to those of an economic, social and cultural nature, pressing fulfilment of and demand for them in analogous terms.** Thus the integration of the transversal focus will function at three differentiated levels:

- **In political dialogue and negotiation**, internationally, bilaterally and multilaterally, with the rest of the donor community and with partner countries, as well as in internal dialogue among all the players in Spanish cooperation. This level advocates reinforced commitment, to the principles and values inherent to human rights, democracy and the Rule of Law, understood as **fundamental elements** in political dialogue and as one of its **essential conditions**.

- **In Spanish cooperation's strategic planning.** Integration of the study and analysis of human rights will take form in:

- The human rights context and situation, and democratic participation preceding the formulation and identification of projects. The aim is to determine the conditioning factors a priori, in a strict contextual analysis considering the institutional, political, juridical, economic and social dimensions.

- The potential positive or negative impact on pre-existing rights of all actions or initiatives, especially in fields of action shared with the EU, and specifically: the fight against the death penalty, the fight against torture, protection of children in armed conflicts, and support for institutions which promote, defend and protect human rights.

- The elaboration of sectorial strategies, country strategy documents, regional and sectorial programs, and in any of the instruments for the planning and implementation of development cooperation policy.

- **In result-oriented monitoring and evaluation.** Inclusion of the human rights focus as a horizontal crux requires an assessment of action once under way, and until completed. This must **provide record of the impact and effects - positive and/or negative - of all action upon human rights**, along with the level of direct or indirect involvement of the beneficiary population in the initiatives undertaken. The ultimate aim is to draw precise evaluations during and after, and it will be formulated as follows:

- Throughout all the phases of intervention, with particular emphasis on identification and definition. This approach will also be included in the diagnoses underlying action, through all Spanish cooperation's financing instruments, including those with sectorial focus and/or budgetary backing.

- By the inclusion of reliable, precise and rigorous analytical tools which, with the formulation of relevant indicators, allow management and evaluation in terms of results, into the exercise of and respect for human rights. It will also be brought into the rates of participation by the beneficiaries and recipients in cooperation initiatives, and particularly the involvement of civil society in elaborating Poverty-Reduction Strategies and the partner countries' national development agendas.

3. Equality of gender

3.1. Gender equality: a requisite for development and peace

Gender equality, understood as the **formal and real existence of the same rights, liberties, opportunities, alternatives and responsibilities for men and women** in all age groups, social sectors, cultures or ethnic groups is, at the same time, a development goal and a fundamental factor for fighting poverty effectively and in sustainable form. Thus Spanish cooperation will work to integrate the perspective of gender as a horizontal priority in development policy.

Equality of opportunities for and treatment of men and women, and the **right to non-discrimination** because of sex have been two of the main standards taken up by the UN since its inception, contained in the Universal Declaration of Human Rights (1948) and subsequent international pacts setting out people's civil, political, social, economic and cultural rights for building justice and peace.

The two most important international instruments on gender equality are the Convention for the Elimination of all forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action.

The **CEDAW**, adopted in 1979, is the **only instrument binding** on the countries which ratify it. It treats sex discrimination as an obstacle to development, and expressly acknowledges the need to act, with all available means, against the violation of women's rights in the public and private spheres.

The Beijing Action Platform arising from the Fourth World Conference on Women in 1995 is the most relevant reference for the development of women worldwide. For the first time, the Platform provides that **the perspective of gender must be mainstreamed in all countries' development policies, plans and programs as a strategy for attaining genuine equality of men and women**. The Platform identifies 12 critical priority areas of intervention, and introduces strategic objectives linked to each area, with specific actions defined for simultaneous implementation by governments, civil society, bilateral cooperation agencies and the UN, to improve the status and position of women in the world, by empowering them in all realms of public and private life.

The Action Platform points to the importance of interventions which take account of the practical and strategic needs of women and which acknowledge and back their efforts to overcome poverty; which favour equality of access to all levels of education; which

foment access to social protection and health-care services and promote women's sexual and reproductive health; which serve to prevent and deal with violence against women, taking account of their specific needs when resolving armed conflicts, and their specific protection; which promote access to decent work for women and to areas of decision-making on their economic activity; which favour women's full citizenship in the exercise of rights, and their balanced representation in political power and at all levels of international, national or local participation where decisions are made; which affect processes of institutional reinforcement promoting gender equality in development, encouraging environmental management by women and defending the rights of girls against any form of violence, exploitation, marginalisation or discrimination.

Moreover, during the nineties, **gender equality** was recognised and integrated into a number of summits and specialised UN conferences as an **inexcusable requisite for the reduction of poverty and to attain democracy, peace and sustainable development in the world**. It is thus reflected in the declarations and resolutions of countries at the Population and Development Conference in Cairo (1992), at the Earth Summit held in Rio (1992), the Human Rights Summit in Vienna (1993) or at the World Social Development Summit in Copenhagen (1995). In addition, International Labour Organisation conventions numbers 100 (on Equal Pay) and 111 (on Discrimination in Employment and Occupation) are fundamental international elements in the promotion of gender equality.

To provide an effective response to the resolutions passed at UN conferences during the nineties in this field, the third of the MDG contemplates sexual equality and increased capabilities and autonomy for women as a priority objective in itself, fixing specific targets and indicators for attaining educational equality before 2015. It is also recognised that, to secure the results fixed in the other Millennium Declaration, it will be necessary to **integrate the focus of gender effectively in each of them** and in all action taken to eradicate world poverty and foment sustainable development.

In the EU, in 1995 the Council and Member States passed a resolution on the inclusion of the perspective of gender in development cooperation. The subsequent implementation of the European Parliament and Council Regulation, in 1998 and in April 2004, provides that Member States must incorporate the concept into all policies, strategies and interventions in development matters, complemented with the implementation of specific measures in favour of women.

For its part, the DAC recognises that equal opportunities for women and men is a commitment of global dimensions, applicable to states equally in respect of their inhabitants and to their action in the international field. The DAC Directives for the Equality of women and men and the empowerment of women in development cooperation, adopted in 1998, officially recognise equality of gender as a development objective, and makes DAC members responsible for its implementation.

The Spanish Government has national juridical references for equality of opportunities. Article 14 of the Spanish Constitution establishes the principle of equality among Spanish men and women before the law, without discrimination for reasons of sex, and it is up to the public powers to foment conditions whereby the liberty and equality of persons and the groups to which they belong are real and effective, to eliminate obstacles preventing it (Art. 9.2). To implement the principles established in the Constitution in favour of equality and non-discrimination, successive national equal opportunity plans have been formulated, with specific recommendations for each Spanish government Ministry and public body to take action in the matter.

Spain's activity in overseas policy promotes the same democratic values, as provided for in the International Development Cooperation Act, which establishes a specific legal basis for the perspective of equality of women and men, participation by citizens in equal conditions, and non-discrimination on the grounds of sex, as guiding principles of Spanish cooperation (Art. 2. b and c; Art. 7.c).



Image: Lolo Vasco, AECI

On the basis of the international and national regulatory context set out, this Master Plan adopts a conceptual framework on which to base the lines and mechanisms for its action, thus adopting two **fundamental principles** which are intrinsically related:

- **The principle of non-discrimination** supposes the ending of all barriers implying different treatment (exclusion, preference or distinction) based on personal characteristics such as sex, race, religion, disability, class, age, sexual orientation, etc., which tend to impair or cancel equality of treatment and of opportunity.
- **Equality** as an enlightened principle and a universal and inalienable right of all, without any distinction, whose implementation favours material well-being and full human development in conditions of liberty, dignity, economic security and access to the same opportunities in all areas of participation and development.

Based on these two principles, equality of gender is understood as a matter of human rights and social justice, and a pre-requisite to democracy and sustainable development centred on respect for the dignity of the life of all the world's people.

The approach considered most appropriate to attained genuine equality in all its breadth and complexity is the **Gender Focus in Development** (GAD), which adds the gender variable to the notion of equality. The critical focus counteracts and seeks to overcome some limitations in Focuses on Women in Development in place in development policies since the seventies, which perpetuated stereotypes and the traditional roles of women and men. This approach focuses on a paradigm of sustainable human development which foments the interrelation of many disciplines in the development process, to supersede the problems derived from unequal power relations between persons which perpetuate poverty, inequalities and unsustainable world economic growth, emphasising analysis of gender relations as being unequal in terms of power and the distribution of spaces and of wealth, to the detriment of participation by women.

Placed in the GAD focus, **the perspective of gender** involves systematic consideration of the differences between the specific needs, conditions and situations of men and women, and an analysis of the relations between them in a given society or in a development process, depending on the field of action where it is located.

Integration of this perspective in development actions, or mainstreaming, implies a commitment to take account of the differences between the sexes in terms of identification of their needs, and to create mechanisms which tend to modify the conditions of inequality and subordination of women in all areas of participation, while dealing with improvements to the immediate material living conditions of men and women. It also means integrating the perspective of gender into all development policies, plans and programs.

On the other hand, and to guarantee that the gender perspective is truly integrated into development, as a complement to mainstreaming, it becomes necessary to include **specific actions** designed to reduce the gaps caused by gender inequality, to correct imbalances with staged measures which progressively promote the equal integration of women.

A further fundamental concept linked with the incorporation of the focus of gender into development is empowerment, defined as "an increase in women's capacities and autonomy"; the notion is understood as the strategic process for overcoming discrimination and the exclusion of women from the areas of power where political, economic and other decisions are made which affect the development of their lives and those of all, altering their position in gender relations.

3.2. Mechanisms for integrating the perspective of gender into spanish international cooperation policy

To be able to advance progressively toward general equality in developing countries, international Spanish cooperation policy takes on a double, complementary strategy. On the one hand, implementation of mechanisms for the institutionalisation and integration of the gender perspective into all programs and projects. On the other, the promotion of specific actions for equality. On the latter point, this Master Plan points to increased capabilities, citizenship and autonomy of women as a strategic objective of Spanish cooperation, fixing sectorial priorities for attaining it, as set out in the section on "Gender Development".

■ Institutionalisation and integration of the perspective of gender into Spanish cooperation:

- The provision of institutional and technical capacities in the restructuring of the State Secretariat for International Cooperation.
- On-going and assessable training, awareness and disclosure on gender and development matters, for all Spanish cooperation agents.

- Investigation of and information on the state of gender relations in the political, social, economic and cultural contexts of developing countries.
- Inclusion of the gender perspective in public tendering processes, contracting and subsidies, and its systematic integration into the drafting of planning documents and joint commissions.
- Technical improvements so that all processes for the diagnosis, identification, formulation, monitoring and evaluation of actions by Spanish cooperation take in the perspective of gender. Preparation of indicators sensitive to gender and the securing of data broken down by sex.
- Systematisation, review, updating and use of existing Spanish cooperation resources and experiences in the field of gender. *The Spanish Cooperation Strategy for the Promotion of Equality of Opportunities for Men and Women* will be reviewed. Likewise, the *Practical Guide for the Integration of the Perspective of Gender into Spanish Cooperation Projects* and the experiences of the AECI's Technical Cooperation Offices will be updated and used, along with the experiences and resources of the Women's Institute, the Autonomous Communities and civil society organisations in the field.

■ Promotion of political dialogue on questions of gender:

- Political dialogue with developing country governments in the establishment of their arrangements with Spanish cooperation.
- Dialogue with civil society organisations and women's groups working for equality of opportunity.
- Spain's participation in international forums on gender equality and the advancement of women.

■ Coordination and cooperation among the agents of Spanish cooperation in the matter of gender:

- Communication and coordination among the various AECI units and the Technical Cooperation Offices in work on questions of gender, making the most of those Offices' proximity to and understanding of countries' socio-cultural contexts.
- Cooperation and interchange between Spanish Public Administrations, particularly between the AECI and Women's Institute.
- Coordination with civil society organisations working in equality of opportunity.

4. Environmental sustainability

4.1. Environmental questions in development

Poverty-reduction and sustainable development are goals requiring integrated and coordinated action. To guarantee environmental sustainability as an expression of intergenerational solidarity, it is necessary to include the environment and management and use of natural resources in all actions designed to attain other objectives. It must also be recognised that progress toward other objectives has a direct impact on environmental sustainability.

Spanish cooperation acknowledges the key role of natural resources in the attainment of the MDG. It therefore undertakes to ensure that interventions aimed at reaching individual objectives do not compromise the conservation of those natural resources. In this area, the role of women is vital since, in most developing countries, it is they who are responsible for obtaining fuel and water for daily life, and for managing consumption in the home. Moreover, because of their daily interaction with the environment, they have relevant experience about its arrangement and operation, and how to defend and maintain it. Greater participation of women in decisions affecting the environment would also prove positive in its better conservation.



Image: AECI

This view of the environment means working simultaneously in **three areas of intervention: environmental, social and economic**. At the same time, this view implies conservation of the integral nature and the functionality of ecosystems which provide multiple environmental goods and services, from the water consumed to the land cultivated. Degradation of natural resources and of biodiversity is undermining the possibilities for development and reducing the quality of life of local populations.

This makes the human component fundamental in environmental management, since questions of the environment affect three of the fundamental dimensions of poverty: living resources, health and vulnerability. On the one hand, the degradation and loss of natural resources represents a limiting factor for development. On the other hand, it is precisely the poorest populations which depend most on natural resources for survival, and so are more vulnerable to the effects of poor environmental quality: higher disease rates, the recurrence of extreme natural phenomena, food insecurity, etc.

The seventh of the MDGs is to “Ensure environmental sustainability” and fixes three clear targets:

- To promote the inclusion of the principles of sustainable development in national policies and programs.
- To foment a reduction in the depletion of natural resources.
- It refers to the more human aspects of environmental sustainability: to halve the number of people without access to clean drinking water and improve the living conditions of those in marginal urban areas.

This Goal is in turn of fundamental importance to the attainment of the other seven, as indicated in the UNDP’s 2003 Human Development Report.

The main international reference for the integration of the environment as a key aspect of sustainable development arose from the United Nations Environment and Development Conference held in Rio de Janeiro in 1992. This Summit led to three international agreements in the field, which Spain has taken on: the UN Convention on the Fight Against Desertification, the Biodiversity Convention and the UN Framework Convention on Climate Change.

Added to this are the main concerns and priorities established at the World Sustainable Development Summit held in Johannesburg in 2002, also contained in the 1992 Rio de Janeiro Summit, and related among other things to water management, promotion of renewable energies and the incorporation of the private sector into development processes.

In Spain, Article 1 of the International Development Cooperation Act indicates that environmental sustainability and regeneration are a transversal objective of Spanish cooperation. The importance of the environment to Spanish cooperation was subsequently set out in the *Spanish Cooperation Environmental Strategy* published in 2002.

It is thus acknowledged nationally and internationally that the environment is a dimension fundamental to attaining sustainable development and facilitating the eradication of poverty. Guaranteeing environmental sustainability means conserving natural riches and the production capacity of natural ecosystems for future generations, so ensuring generational sustainability. It also means fomenting patterns of sustainable development in productive sectors (farming, forestry, fisheries, etc.), promoting projects, programs and policies designed to alleviate the main environmental problems (desertification, biodiversity loss, deforestation, etc.), training society in and making it aware of environmental matters, and strengthening the institutions and organisations entrusted with local, regional and national environmental management.

To arrive at these objectives, a horizontal and sectorial environmental focus must be developed. A horizontal approach will deal with the mechanisms referred to below, for integrating environmental sustainability into the work of Spanish cooperation.



Image: AECI

4.2. Mechanisms for the integration of environmental sustainability into Spanish international cooperation policy

Sustainability will be integrated horizontally into the activities of Spanish cooperation through the following mechanisms:

■ The institutional strengthening of Spanish cooperation in the environmental field:

- Development and updating of the *Spanish Cooperation Strategy for the Environment*, by establishing specific objectives and designing plans of action for its implementation.
- Training in, awareness of and publicity for environment-related matters and sustainable development, for all those involved in Spanish cooperation.
- Integration of the environment into all planning documents and joint commissions.

■ Application of tools for consideration of environmental aspects in the policies, projects and programs of Spanish cooperation.

There are several systematised tools allowing the horizontal integration of the environment into diagnosis, identification, formulation, monitoring and evaluation processes in all Spanish cooperation activity:

- Impact assessment.
- Analysis of environmental risks.
- Post-evaluation.
- Environmental audits.
- Environmental management systems.

■ Coordinating Spanish cooperation agents in environmental matters:

- Inter-institutional coordination and communication by the main environmental agents in Spain and in the countries benefiting from Spanish cooperation.
- Dialogue and exchange between those engaged in development cooperation and recognised in Article 31 of Act No. 23/1998, particularly with the Ministry of the Environment.

■ Research:

It is essential to link research centres, particularly in the country of destination, with cooperation schemes, through research programs with an interdisciplinary slant. The creation will be promoted of research networks able to participate in Spanish cooperation's development activities.

5. Respect for cultural diversity

5.1. Cultural freedom and the right to diversity

The MDG aims referring to their various fields of action are attainable only if account is taken of all the dimensions of human life involved in development, including the cultural dimension of societies and their characteristic cultural diversity. The transversal nature of culture must be taken into account in all development activity, on a three-way front: as a factor of social cohesion, of dialogue between peoples, and as a creator of jobs.

As pointed out in the UNDP's 2004 Human Development Report, to advance in the fight against poverty, it is necessary first to successfully confront the challenge to build societies which are culturally inclusive and diverse. **Cultural freedom and the right to diversity are a fundamental part of human development** since, to live a full life, it is important to be able to choose one's own identity without relinquishing respect for others or being excluded from other alternatives. As emphasised by the Declaration of the United Nations Educational, Scientific and Cultural Organisation (UNESCO), acknowledgement of cultural diversity is an ethical imperative, inseparable from respect for the dignity of persons.

Spanish international cooperation policy must foment respect and the acknowledgement of diversity as a horizontal priority in all development processes, on the understanding that this always involves cultural changes. It must therefore deepen an awareness of the cultural dimension of the societies with which it works, so that it will be able to contribute to the creation of more inclusive societies, by support of policies explicitly recognising cultural differences.

Culture in this context is understood in the anthropological sense as society's lifestyles, customs, traditions, beliefs and material manifestations. This is not a static collection of values and practices, but a *changing and dynamic reality* redefined continuously as the society changes, questioning and exchanging ideas between persons and groups (UNDP, 2004).

So **cultural diversity** is seen as party of this reality, which also changes and transforms itself, and which can greatly enrich society, always in the context of the defence of the liberty of groups to define their own identity. Promotion of cultural diversity will be a value to the extent that it contributes to **cultural freedom**, mutual understanding, to learn of, respect and value difference, in the context of course of respect for human rights and the law.



Image: OTC Senegal AECI

The development actions implemented by Spanish cooperation must follow an **intercultural focus** which, on the one hand, acknowledges the *cultural diversity* characteristic of the countries with which Spain cooperates and, on the other, treats the *cultural dimension* of their societies explicitly and with care.

5.2. Mechanisms for the integration of the cultural dimension into spanish international cooperation policy

The work of Spanish cooperation must, as a basic criterion, comprise analysis, study and recognition of the cultural realities into which its actions are inserted.

Thus, this Master Plan establishes the following mechanisms:

- **Integration of the study and analysis of the cultural dimension into development actions and programmatic documents:**
 - Thorough diagnoses of the cultural realities of the context in which interventions will take place. Application of the diagnoses in the identification, design and formulation of those interventions.
 - Where applicable, participation by the indigenous population in the design, formulation, implementation and evaluation of actions.
 - Evaluation of the cultural impact of the actions of Spanish cooperation

- Use of these tools in the preparation of programmatic documents: Country Strategy Documents (CSD), sectorial Strategies and regional Programs.

■ **Promotion of cultural research:**

- Anthropological and sociological studies of indigenous peoples in Spanish cooperation's preferential countries.
- Anthropological studies of practices and traditions in Spanish cooperation's operational sectors. There must be analysis of the traditional systems of the societies with which it works, at the institutional, healthcare, educational or economic levels, so that its actions respond to them and do not generate contradictions.
- Support for investigation in cultural subjects by specialised research groups in Spanish Universities and those in Spanish cooperation's preferential countries.

■ **Participation and dialogue on culture in international spaces:**

- Participation in the process of drafting the convention on cultural diversity under debate at UNESCO, to provide an instrument for international relations in this field.
- Promotion of meetings and agreements in cultural areas with historical, linguistic and social affinities, for the implementation of universal cultural rights.
- Promotion of cultural training as a key sector in the generation of capabilities, mainly in the fields of legislation and culture, and cultural economics.
- Incorporation into the dynamic of the dialogue between civilisations as a framework for the systematisation of cultural relations and exchange, on the basis of equity and cooperation.
- Agreements with multilateral bodies for cooperation and co-management of action, aimed at enhancing the international community's efficacy in the defence of cultural diversity as world heritage.



Image: Pepa Acedo, AECl



3

Sectorial strategies and priorities

3 Sectorial strategies and priorities

Increasing social and institutional capacities

Sector 1.: Democratic governance, public participation and institutional development

1.1. Development with democracy

It is States which are chiefly responsible for the defence of human rights, fundamental freedoms, and democracy. They answer to their citizens and to the international community in terms of respect for, promotion and guarantee of the values of participation in democracy, fundamental rights and observation of the Rule of Law. The most effective way of promoting respect for these values is in the enhancement of democratic institutions and their good operation according to the **principles of freedom, equality, justice and political pluralism**.

Thus institutions become the prime factor in guaranteeing exercise of rights and freedoms, and access to and equality of opportunities. Entitlement to these rights is assigned to citizens and their guarantee, promotion and the removal of obstacles to their use is in the hands of institutions. Exercise of such rights enriches an integrated notion of development in which personal self-fulfilment is built on an individual's capacity to play a leading role in his or her development, beyond bettering earning levels. In that sense, democracy is an indispensable condition for development.

Based on this premise, **the objective of this Master Plan is to promote the quality of democracy and respect for fundamental rights** in terms of **real and effective public participation**, and **exercise of and respect for human rights** as recognised in the framework of the United Nations. In this sense, Spain requires monitoring of DAC guidelines in the final Spanish cooperation examination, charging it with a leadership role in various areas of institutional development such as judicial reform, decentralisation, tax administration or reform of security systems.

With this in mind, and in the light of the role of the public institutions in the promotion, defence and guarantee of these rights, promotion of democratic values will be complemented by actions aimed at reform of the Public Administration and access to it in conditions of equality, without any form of discrimination – declared or otherwise – against social groups defined in terms of sex, race, social standing, ethnic origin or any other circumstance or personal or social condition.

1.2. Strategic lines and priority actions

In line with the principles of concentration of action in Spanish cooperation's intervention strategy, a criterion must be used which strictly subjects activities in this sector to the strategic lines and priority actions detailed, of feasibility, analysis and coordination in the use of instruments, paying particular attention to the definition of technical assistance. The following will be the **strategic lines of action**:

- **Promotion of representative and participative democracy, and political pluralism:**
 - The strengthening of political parties, entrepreneurial organisations and trade unions, as fundamental institutions in democracy thanks to their value as elements of expression of political pluralism and popular will, and of dialogue and social harmonisation.
 - Support for civil society, involving participation and vigilance, by enhancement of self-organisational and empowerment processes, particularly in the most vulnerable social sectors.
 - Strengthening of parliaments and legislative processes.
 - Support for democratic electoral processes and bodies, to make them mechanisms which reflect ideological plurality and guarantee clear and reliable procedures.
- **Support for and strengthening of institutional processes and mechanisms for social dialogue**, so that they promote the equality of men and women for productive and decent work in conditions of freedom and security, and favouring consensus and involvement in the labour world and in economic and social policies, fomenting good governance, and social progress and peace, stability and economic development.
- **Enhancement of the Rule of Law:**
 - Strengthening of and support for the bodies and institutions overseeing the application, respect for and guarantee of constitutional rights, and which ensure the effectiveness of the Rule of Law and constitutional legality. In general, all action within the Rule of Law will be guided by this approach, from instruction and training to regulatory and structural reforms. Guarantees of access to justice and effective legal protection, especially improvements to mechanisms enabling those most disadvantaged to avail themselves of their rights in conditions of equality and justice. Particular attention will be paid to specialised bodies and jurisdictions like public advocacy offices, indigenous advocacy offices, bodies specialised in the protection of women, infants or the environment.

- Professionalisation of the judicial career and the public service attached to jurisdictional functions. Reform of jurisdictional systems and for the management of justice must be based on the principles of equality of access, capacity and merit, with the strictest guarantees of independence and exclusive submission to the rule of law. The professionalisation will also be promoted of the administrative bodies backing up and managing the judicial office. Here, Spanish cooperation will draw on the experience of the General Council of the Judiciary in institutional enhancement processes.
 - Improvements to fundamental guarantees and rights in interior policies, public safety and citizenship. Two facets in particular will be emphasised: on the one hand, the drafting of security policies in democratic terms, and with respect for human rights. On the other, through appropriate training in democratic values and actions, respect for human rights and the submission of state security forces and corps to constitutional legality.
 - Strengthening of the public institutions overseeing legal and economic security. These actions will enhance mechanisms guaranteeing protection and recognition of property rights – especially of the most disadvantaged population – such as notary and register systems and public land registers.
- **Development of the Administration at the service of the public, and good management of public affairs.**
- The Public Administration is the main reference in relations between citizens and the state. Such relations may only be articulated in terms of their submission to the principle of legality and respect for citizens' fundamental rights. Based on that understanding, the reinforcement of the Public Administration must be aimed at **guaranteeing equitability and quality in access to, management and the furnishing of public services** from which the public as a whole benefits. **Action** here is structured along two main lines:
 - **Reinforcement of opportunities for citizens' access to the activity of the Public Administrations**, through:
 - Development and enhancement of administrative rules and procedures enabling the public to defend its fundamental rights – particularly in the realm of penalties – and to access public services.
 - Creation, reinforcement and development of a fully professional civil service, guaranteeing access in conditions of equality and merit, and open to all citizens.
 - Development and improvement of labour legislation and procedures, particularly in the area of prevention of labour risks, and work inspection.
 - Enhancement of the capacity to plan and formulate inclusive public policies of national scope and in line with the objective of encouraging development through the fight against poverty.
 - Reform of the areas of public income and expenditure, the former through the promotion of progressive and equitable tax systems; in connection with public expenditure, the action will aim to ensure that such spending is determined with guarantees of transparency and control, efficacy and efficiency, and targets sectorial priorities in the fight against poverty.
- **Decentralisation and strengthening of local administrations**
- Decentralisation is seen as a priority strategic line for Spanish cooperation action as a whole. The municipal and regional spheres are ideal scenarios for the implementation of all development policies in general and, in particular, those for institutional development.
 - Two strategic lines come together in the area of local-level enhancement, where Spain's experience has been ample:
 - The process of decentralisation of state competences to local bodies, understood as transfer of power and increasing political capacity to manage public expenditure,
 - Municipal reinforcement, in terms of backing for the creation of the political and technical capacities of local bodies.
- The following will be **priority actions**:
- Support for local body democratic institutionalisation.
 - Backup to strategic planning and management by results, in the municipal or supra-municipal realm.
 - Enhancement of authority to control land, and territorial planning.
 - Improved management of public resources – human, financial and taxation – when drawing up public policies.
 - Improvements to urban planning, basic habitability and sustainable development.
 - Integrated promotion of the local economy, taking advantage of municipalities' leadership capacity.
 - Strengthening of essential public services and social services.
 - Support for Associations of Communities in managing integrated services.
 - Support for culture as a local development tool.
 - Support for the inclusion of new knowledge technologies into Local Administration.

Increasing Human Capacities

Sector 2: Meeting social needs

Article 7 of Act No. 23/98 of 7 July, the International Development Cooperation Act, creates a sectorial priority of "basic social sectors, particularly health, drainage, education, securing food security and human resource training".

This sector's lead in the fulfilment of the goals and targets in the Millennium Declaration of the Action Program from the Social Development Summit in Copenhagen is placed in terms of relative priority above other sectors in the *Spanish Cooperation Master Plan 2005-2008* so that, throughout its term, movement in the cover of basic social needs will tend toward 20% of total ODA in the terms defined by the DAC.

This reference must be completed and defined in the CSD or those for geographical areas, delimiting the target population and the profile of its basic deficiencies, and focusing on the number and geographical location of activities. Coordination is essential with other Spanish cooperation agents, and harmonisation and alignment with the policies of other donors and poverty reduction strategies in the target country, balancing investment and technical assistance and the various instruments, and paying particular attention to analysis of the feasibility of using new cooperation tools based on sectorial approaches.

In the area of cover of social necessities, Spanish cooperation prioritises food sovereignty and the fight against hunger, education, public health, the protection of more vulnerable groups, basic habitability, and access to drinkable water and basic drainage.

These basic needs (food, health, education, home, water ...) correspond to some of the economic, social and cultural human rights contained in the International Pact on Economic, Social and Cultural Rights, which Spain has ratified.

2.1. Food sovereignty and the fight against hunger

2.1.1. Beyond food aid

The Spanish Government assumes a commitment to join actively in the international community's efforts aimed at **reducing the number of people suffering from hunger**.

Starvation and malnutrition are astonishingly widespread in the world. Today, according to the United Nations Food and Agriculture Organizations (FAO) latest report (2004) on world food insecurity, about 852 million people (95% of them in developing countries) suffer from chronically insufficient nutrition and are unable to secure the food necessary to meet even their minimum energy requirements. About 200 million boys and girls under 5 suffer symptoms of acute or chronic malnutrition, a figure which increases in periods of seasonal food scarcity and at times of famine and social disorder. Malnutrition is one of the important factors among those which, each year, lead to the deaths of approximately 13 million boys and girls under 5 from infections and diseases such as measles, diarrhoea, malaria, pneumonia and their combinations.

On the other hand, and despite growing urbanisation, FAO reports indicate that starvation and poverty continue to be for the most part rural. According to the 2001 Report of the International Fund for Agricultural Development (IFAD), dedicated to an analysis of rural poverty, 75% of families living in situations of poverty and which suffer hunger are, worldwide, rural; these are small farmers, artisan fishermen, landless workers, pastors, or indigenous communities with no access to cultivable land or who see their sources of production being threatened by external factors, or who have no access to adequate technology and, in short, whose diet is not balanced and sufficient.

Ending hunger assumes as a prior condition that sufficient food is produced and is available to all. However, production of food in sufficient quantity does not assure its eradication. It is necessary **to guarantee the access** of the whole population at all times to nutritional and non-harmful food, in sufficient quantity for an active and healthy life. Such access is acknowledged in the Universal Declaration of Human Rights and in the International Pact on Economic, Social and Cultural Rights.

As part of the number one objective of the MDG, number 2, to halve the percentage of those suffering from hunger between 1990 and 2015, was conceived intrinsically in relation with that to reduce poverty. It is in fact known that hunger is the most extreme manifestation of poverty. This target however stands alongside the estimates of the FAO calculating that the present level of those exposed to food insecurity will be reduced by 2015 from 842 to 675 million, so that this goal will not be reached before 2050.

Of the most appropriate indicators for measuring hunger, the debate inclines toward considering the terms "malnutrition" or "low-weight" too limited to consumption and inadequate food use. The term now in use is "food security" meaning that everyone, at all times, has physical and financial access to sufficient safe and nu-

tritional food to meet their needs and dietary preferences, so that they can lead an active, healthy life.

The notion of “food insecurity” includes the concept of hunger, but is broader and also takes in other situations. Food security makes possible the design of preventive actions, to prevent people from reaching a state of hunger. That requires action with those in situations of food insecurity, especially children and women, before they reach a critical state.

A more recent concept, much backed by NGO, is that of **“food sovereignty”**, considered “the right of peoples to define their own sustainable policies and strategies for the production, distribution and consumption of food which guarantees the right to food of all the population, based on small and medium production, respecting their own cultures and the diversity of peasant, fishery and indigenous methods of farming output, of commercialisation and management of rural spaces, where women play a fundamental role”.

The concept of food sovereignty emphasises a vision of sustainability and autonomy, the right to food and clear support for family farming. It also foresees the population’s access to and control of productive resources (among others land, water and seed), paying particular attention to aspects regulating the possession of land, and women’s access to and control over these resources. All these facets reinforce the **view of food security from a “local” standpoint**, respecting and defending food cultures and traditions.

Spain’s backing of the contribution to food security was made clear when it signed the commitment to halve hunger and extreme poverty in the world by 2015, at the 1996 World Food Summit. That commitment has since been incorporated into the First Millennium Summit Development Goal, ratified at the Second World Food Summit in 2002 and promoted by the Spanish Government at the **Summit of World Leaders for Action against Hunger and Poverty** on 20 September 2004.

However, Spanish cooperation’s backing for enhanced food sovereignty in Southern countries has not so far been treated in an integrated way, because dealing with the hunger problem is a complex and multidimensional matter.

This Master Plan offers an opportunity to treat the question of food security in integrated form. With this in mind, a reference framework is established for those involved in Spanish cooperation who wish to focus their efforts on the fight against hunger as an indispensable condition of human development, and in overcoming destitution.



Image: AECI

2.1.2. Strategic lines and priority actions

The **strategic lines** established as a reference framework are as follows:

- To generate firm governmental will, and secure political and economic commitments from states in the fight against hunger.
- To prioritise the struggle against hunger in the framework of the strategies for the fight against poverty and national development plans, from the standpoint of human right to food.
- To make proposals, ranging from short-term crisis-management to long-term management of risks and vulnerability.
- To base strategies in the fight against hunger on the causes of food insecurity and the principle of non-discrimination.
- Recognition of and support for small-scale farming and family livestocking, looking for associated or collective land-use platforms, artisan fishing methods, and the many community and sustainable forms of use and exploitation of forestry, as fundamental strategies in the eradication of hunger.
- To foment integrated agrarian reform processes guaranteeing access to and control by the poorest populations of land, water and seed resources, as part of rural development and a public agrarian policy for sustainable family agriculture, livestocking and fishing.
- To enhance development of local and national farming economies, based on local production and processing and creation of local marketing networks permitting the construction and consolidation of an internal national market.
- To focus actions on the most vulnerable, with a differentiated approach depending on a population's degree of food insecurity.
- To prioritise actions aimed at the food security of women and girls, and to acknowledge their significant role in resolving the problem.
- A conviction that no policy or program in isolation can resolve the problem of food insecurity, and backing for complementarity and an increased scale of action, from local to national and international levels.

Because of the complexity, and the need for food security-related initiatives to take an integrated view, **the priority actions** in this field will be implemented with the startup of specific country- or regional-level programs. These programs will involve projects for complementary action at a variety of levels: local/ community, territorial, national, regional and international. They will have a number of elements in common and will be focused in getting the institutions involved in the country receiving the aid to take them over.



Image: CONAIE

At the **micro or local level** referring to projects or interventions in the family, community and municipality spheres, Spanish cooperation has wider experience in all sectors, in general having secured greater advances. In this case, the programs must deal with the following aspects:

- Progressive increase to diversified local family output, small processing structures, and local marketing networks favouring local consumption, to attain better nutritional standards, to break the vicious circle of hunger/ poverty.
- Reinforcement and support for individual and community processes for access to and control of land, water, seed, forests and fishing grounds in a sustainable way, respecting indigenous and native communities' rights of use.
- Contribution to the development of self-esteem and capabilities, and the know-how available at local levels.
- Gradual implantation of access to these resources through actions aimed at improving the capabilities of the adult population with educational and professional training facilities making it possible to increase the capacity to confront situations of food insecurity. Action would be taken at the same time to foment nutritional education, working on attendance and the learning process for children at school.

Because of the scarcity of resources and the scale of the needs, the greatest impact is produced through modest and progressive improvements in a considerable number of families, rather than with substantial improvements for a few. Therefore, the challenge of these programs is to involve the largest possible number of families and communities which find themselves in situations of food insecurity.

Experience from food security projects linked to initiatives for the reinforcement of sections of local government has been significantly successful. Coordinated development of both actions has allowed food security to move gradually into municipal development plans, so guaranteeing the sustainability of the actions, ultimately monitored by local authorities.

The **territorial focus** seeks to transcend the traditional pattern of projects associated with a particular "cliente", in favour of initiatives designed to combine forces and form alliances in a variety of the areas of the institutions present in the territory, to make use of synergies arising from joint work. The perspective of work at the territorial level makes it possible to promote the exchange of successful methodological and technical experiences among those involved in development, leading to critical analysis of the development activities from those actually participating, and consistent with the proposals of the various bodies concerned, so that the scale of action can be increased, shifting from the micro view to the macro perspective.

Formulation of **national** programs by Spanish cooperation will depend fundamentally on the will and commitment of governments in the recipient countries in the fight against hunger, which will often translate into the availability of resources from national budgets to confront this problem.

Actions defined in this sphere will be addressed to having countries draw on a National Food Security policy and a legal framework demonstrating the institutional development needed for the implementation of such a policy, whose directives will define the objectives sought in the short, medium and long terms. Given the many sectors affected by food security, and because this is state business, its implementation must allow for the participation of all those involved: ministries, parliament, civil society, the private sector, etc.

At this level, the following **action** will be taken by Spanish cooperation:

- Backup for the definition, formulation and application, with participation, of State Food Security Plans and National Strategies in the Fight against Hunger, as set out in major international instruments approved in the field, in General Observation 12 of the ECOSOC (United Nations) interpreting the human right to food, and in the recently-approved voluntary directives for the effective development of that human right.
 - Backup for the definition and startup of National Agrarian Reform Programs which overcome historical injustices in access to land, water and seed, and to fishing grounds and forest resources, respecting the community rights of indigenous communities and peoples to land and resources.
 - Reinforcement of food security-related capacities.
 - Awareness, and the effect on public opinion and those responsible for decision-making, to prioritise the fight against hunger.
 - Reinforcement of food security information and early-warning systems.
 - To help in the coordination of those involved in the fight against hunger.
 - Incorporation of food security into general social policies of the countries with which cooperation takes place.
 - Promotion of collective food production units (producers' associations, agricultural cooperatives etc.), facilitating and guaranteeing local food sovereignty.
- Technical backup for the formulation and startup of food security-related policies.



Image: AECI

It will also be essential to take bilateral and multilateral **regional** food security action. In the first place, many factors affecting food security cross borders and have similar effects in more than one country. In this sense, regional actions foment exchange between countries, making it possible to fortify technical methodological resources and the capacities of technicians and those responsible for decision-making. Secondly, there are economies of scale in regional intervention, allowing greater efficiency in actions common to the countries making up the area of work.

Moreover, integration processes are on the increase among countries, and may grow in coming years. Mechanisms like the New Partnership for Africa's Development (NEPAD) or the systems for the integration of Central America, the Andean Region and Mercosur, reinforce the need to design this type of program. It should be mentioned that European Union cooperation policy prioritises this type of regional initiative.

Food security programs defined around **International Bodies** are implemented basically through FAO technical cooperation, as the institution leading the challenge of the fight against hunger, and the World Food Program focused in essence on food-aid-related aspects. There are also other specialised organisations actively involved in this work, like UNICEF, the World Health Organisation (WHO) and the UNDP.

Spain will intensify support for these institutions, whose programs include an inestimable added value for food security programs, as organisations with the drawing power and capacity to affect countries and regions, so that they can provoke change in the direction of their policies and strategies.

2.2. Education

2.2.1. Education: a human right, poverty eradication, and development

Sustained access to quality education by populations suffering poverty and exclusion in Southern countries is a fundamental instrument in the fight against poverty and in favour of human development.

Spanish cooperation has traditionally assigned resources to the educational cycle as a whole, including higher education, conceiving education as a life-long right to learn. The positive experience accumulated suggests that the action should be sustained at various levels, with a systemic view of education which makes it possible for the educational opportunities of populations in the South to be extended, so that the levels can be staged, particularly among groups suffering from poverty and exclusion.

Spain will however act in priority form in basic education by reinforcing public education systems, so directing its contributions towards the objectives fixed by the international community in the education field.

Education is a human right recognised in the 1948 Universal Declaration of Human Rights. Such recognition would be sufficient on its own to justify the choice of education as a priority, but in addition it is a fundamental component of the eradication of poverty. On the one hand, lack of education is poverty in itself, depriving people of a fundamental element of well-being. On the other hand, it is a variable affecting the other dimensions of poverty (education for democracy or equality of women and men, hygiene, sanitation, the environment, etc.).

DAKAR FRAMEWORK FOR ACTION OBJECTIVES

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
3. e skills programmes;
4. Achieving a 50 per cent improvement i
5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
6. Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.



Image: AECI

Of particular note is the importance of education in attaining general equality, at least in two aspects. Firstly, by promoting equality of access to and the use of education by girls and women and, secondly, through review of the quality of the educational curriculums, on the lookout for contents which discriminate against women, and the inclusion of values which help to promote equality of men and women.

Two of the MDG refer directly to education: the second advocates attainment of universal primary education, and the third (to promote gender equality and empower women) seeks to eliminate injustices between the genders in primary and secondary education by 2005, and at all educational levels by 2015.

However, the international community's educational objectives go beyond the Millennium Declaration, with a reference Spanish cooperation considers indispensable to the objectives fixed in the 2000 Dakar Framework for Action.

As part of respect for these international commitments, Spanish cooperation's priority will be **basic education and training**,

understood in a broad sense as the minimum knowledge essential to a person's performance in society. Thus it does not include just primary education, but also that in first infancy, literacy and the basic education of the adult population, occupational training and basic professional qualification and, in some cases, secondary education. This priority will be reflected in the distribution of resources.

2.2.2. Strategic lines and priority actions

The following are fixed as **strategic lines** for action in education as a whole:

- Greater **universal access** to education.
- A contribution to the **effective completion of studies**: reduced re-examination and relinquishment fees.
- Contribution to improved educational **quality**.
- Educational **equality**: to correct differences of access and quality depending on sex or socio-economic, cultural, linguistic or ethnic origins. Priority attention will go to the situation of inequality of girls and women, the elimination of which is an aim of the Millennium Goals.
- **Continuity and flexibility of the educational system**, offering life-long educational possibilities to populations in conditions of poverty and/or exclusion, promoting the linking of sub-systems or levels of the educational cycle, and inter-communication between the formal and informal systems.

In addition, support is prioritised for the preparation and launching of sectorial education plans integrated into development and poverty reduction strategies, aimed at securing free, compulsory and universal basic education. Where such sectorial plans are in place, Spanish cooperation will move progressively toward a horizon of involvement in programs and sectorial support for public education systems, which are considered one of the most suitable sectors for the startup of this type of instrument. Likewise, the education sector is a preferential area for the application of debt exchange for development.

Consistent with the lines set out above, and in the framework of sectorial education strategy, **priority actions** are defined, which will be given specific form in SCD or regional programs:

- Reinforcement of public education systems, guaranteeing the complementarity of educational projects financed through public education policies. Mechanisms will also be fortified which facilitate social participation in the processes to define public policies.
- Reinforcement of the school community into which all those involved in the education system are integrated, and support for the inclusion of schools in the social and community context, enhancing their role as an impetus to development.
- Support for access to and completion of primary education studies, focusing attention on girls. This support will be given through the "Fast-Track Initiative of Education for all" (FTI) in countries benefiting from this initiative. The mechanisms for Spain's participation in the FTI will depend on the situation in each country and the development of the Initiative's instruments. In countries not included in the FTI, primary education will be backed by other means.
- Basic capacitation of young people and adults in literacy and basic education programs, here too giving particular attention to the situation and needs of girls and women.
- Backup to secondary education in countries with reasonable primary education finishing rates.
- Professional and occupational training with support on the one hand for the creation of rule-based systems and regulated markets for professional training and, on the other, programs designed for the training for work of young people and adults excluded from the formal education system, in both cases ensuring that they are properly adapted to labour market potential.
- Institutional reinforcement, backing initiatives included in the Education Plans of the countries of the South, for preparing general organisational standards for the education system, designing curriculums, supporting improved management capacity for public education systems, educational reform processes and, where applicable, decentralisation.
- Improved teacher and educational personnel training and conditions: with a view to improving educational quality, initial- and education-training will be given to teachers, management personnel and teaching consultants, along with activities to improve their socio-labour situation.
- Introduction of new communication and information technologies into the educational systems when appropriate, which are non-exclusive, sustainable and adapted to the real needs of the educational system concerned, and assessing the skills available to use and maintain them.
- Reinforcement of higher education. Spanish cooperation will review its instruments (Scholarship Programs, Lectureships, the Inter-University Cooperation Program, among others), to adapt them to the criteria and priorities of this Master Plan and to the development strategies of the countries receiving the aid. In this field, the objectives will be to create teaching and research capabilities, and to enhance the functions of higher education institutions and research centres.
- To integrate sport into the educational environment, making it universal and establishing the mechanisms for improving the training of technicians and designing teaching materials, and promoting exchange of good practices between countries, including the fight against drug-use.



Image: AECI

2.3. Health

2.3.1 Health as a human right, and the reinforcement of public health systems

This Master Plan understands health as a fundamental right of humans, and a key condition for a decent life.

Improvement to people's health is intimately linked to the dynamic of development, its lack being a defining expression of poverty. On the one hand health is an indispensable condition to release the possibilities of people's potential for progress while, on the other, improving it is a development goal in itself, extending people's capacities to enjoy a long and healthy life. Inversely, illness causes vulnerability, reducing development capacity and affecting productivity and the formation of active human resources.

Spain subscribes the priority areas of health set in the Millennium Declaration: infant and maternal health, fighting HIV/AIDS, malaria, tuberculosis and other diseases, and the promotion of a global development association. Likewise, and with the specific objective of alleviating the serious problem of lack of access to health, the Spanish State takes on the strategy defined by the World Health Organisation in the Alma-Ata Declaration (in the present Kazakhstan) in 1978 on Primary Health Care (PHC) adopting the target of "Health for all", based on the principles equality and universal access to basic health services, in a multisectorial and participative approach to solving health problems, so running beyond the field of health, with components affecting decisive factors of greater impact in the life of the community.

There are 9 components to PHC which must be developed integrally to attain the objective of improving health:

- Promotion of health.
- Maternal-infant care.
- Immunisation.
- Environment cleanup and water control and treatment.
- Health and home.
- Excrement and rubbish control.
- Adequate diet and nutrition.
- Prevention and control of endemic disease, and
- Supply of essential medicines.

Access to health services constitutes a right of citizens and a global public asset, so that the public powers are assigned the responsibility of ensuring to the population that these services

function properly. Thus, in line with international commitments, **a priority of Spanish cooperation will be to reinforce public healthcare systems**, with the priority objective of reducing death from maternal and infant disease, affecting the rate of preventable and neglected diseases.

Likewise, civil society in countries receiving aid plays a fundamental role in complementing the action of public healthcare actions. In this sense, Spanish cooperation will work on reinforcing and developing civil society's capacities with a view to its involvement in the process of improving health, the identification of needs, promotion of healthy lifestyle habits and other aspects related with promoting health, and the remaining elements of PHC.

Priority support will be given to action at the level of **primary care according to the principles of universal, equitable and sustainable access**.

To comply with the commitments of alignment, harmonisation and coordination, Spanish cooperation's health activities will be in line with countries' national development Strategies and the priorities and sectorial plans defined by them, so that each state is guarantor of and responsible for its population's access to healthcare. Spanish cooperation will ensure in all cases that actions in this sector are determined on a priority basis by conditioning factors in healthcare and each country or region's sanitary requirements in terms of epidemiological profiles and sanitary indicators.

The use of regional focuses will be encouraged for work in the fight against prevalent diseases, with regional coordination instruments and activities by region, like the AECl's VITA Program.

Design of the interventions will take account of differences in disease patterns among men and women, in access to primary healthcare resources in general, and will analyse the gender factors explaining those differences in each culture, in order to propose specific strategies and actions which help to reduce the gender gap. Consideration will also be given to traditional health systems in local cultures.

Spanish cooperation will give its backing to instruments and mechanisms which contribute to harmonisation with other health cooperation donors, such as the sectorial focus. This backing will be complemented with health cooperation projects, always in the framework of national health strategies.

Spain will participate in international bodies in defining new international health sector plans and strategies.

Coordination will also be promoted between the various players in Spanish cooperation using the necessary bodies and instruments, contributing to utilisation of the VITA Program for cooperation in health in Africa, promoted by the AECl in January 2004 as a mechanism for coordination and complementarity among Spanish sanitary cooperation agents on that continent.

Of the Spanish public players, the Ministry of Health and Consumer Affairs will have a significant role as a specialised interlocutor able to collaborate with the Autonomous Communities, the multilateral bodies and international agencies specialised in health, with the health authorities in the Health Ministries in the countries targeted by Cooperation, and in Joint Commissions or Collaboration Accords. The work with the Autonomous Communities will be fomented through their Health Councils, which have had substantial experience in the decentralisation of healthcare competences, and with local authorities. The role will also be enhanced of the various Spanish health institutions and their experience in the health field, with the contribution of technical assistance. Given the specialisation and the record of the Spanish DNGOs, work will be done with them in healthcare activities, with their capacity to draw on close collaboration with local civil society.

In the context of community health policies, consideration will be given, in collaboration with other administrations with competences in the field, to animal and plant health, the deterioration of which makes it more difficult to achieve the goals of public health plans, with priority attention to educating the population in good livestock and food handling practices.

2.3.2 Strategic lines and priority actions

In the context of the international consensuses referred to and the *Spanish Cooperation Health Strategy* (2003), which will be reviewed following implementation of this Master Plan, the following strategic lines and prior actions are defined:

■ The institutional enhancement of public health systems

It is fundamental to provide institutional reinforcement of national health systems to guarantee that public health bodies, with active public participation, have the capacity to run and control them to ensure cover, equity, sustainability and the positive impact healthcare activity. The following will be given priority backing:

- Reinforcement of leadership, backup for technical assistance and in accompanying planning and management in Health Ministries and public healthcare institutions.

- Support for and presence in processes to decentralise health services so as to improve universal access to healthcare.
- Reinforcement of the Systems for Management of Information, and Epidemiological Vigilance.
- Improved capacity of national immunisation programs.
- Backup for human resource directorates in Health Ministries and their training in healthcare in terms of both attention and of planning and management. Particular consideration will be given to countries' institutional structures to avoid a national drain overseas on professionals.
- Reinforcement of public health institutions: public health schools, universities, etc.
- Baking for regional and sectorial health initiatives.

■ Improving sexual and reproductive health, and reducing maternal mortality

Sexual health, aimed at improving life and personal relations, and sexual health services must not be orientated solely toward advice on and attention to reproduction and sexually transmitted diseases. Reproductive health is a general state of physical, mental and social well-being, not just the mere absence of disease or complaints, in all aspects associated with the reproductive system and its functions and processes. Attention to reproductive health is the set of methods, techniques and services which contribute to health in general and reproductive well-being in particular, avoiding and resolving problems connected with reproductive health.

The 1994 Cairo conference established that people must be able to enjoy a satisfactory and risk-free sexual life, and to reproduce, and the freedom to decide if, when and how often to do so. Men and women are entitled to obtain information and to access safe, effective, accessible and acceptable methods of their choice to regulate fertility, and which are not legally prohibited, as well as the right to receive adequate healthcare services which permit risk-free pregnancies and deliveries.

Spanish cooperation activity in this field will be guided by respect for and defence of the sexual and reproductive rights of women and men, which are protected by the international legislation, taking in the whole cycle of people's sexual lives. Particular attention will be paid to maternal health. The following are the priority actions here:

- Improved gynaecological care for women, with recognition of their healthcare needs throughout their lives.
- Sexual education and information and awareness campaigns, for both women and men, on family planning, facilitating information and access to planning methods.
- Activities to promote the participation and joint responsibility of men in sexual and reproductive health, paternity, family planning, prenatal health, for mother and for child, the prevention of sexually transmitted diseases, and education.
- Prenatal control and neonatal and post-natal care.
- Basic care for mothers by trained personnel, and access to sanitary structures with high-level resolution capacity.
- Improved access for women to sanitary facilities.
- Gynaecological care in preventing Sexually Transmitted Infections and other pregnancy-related complications.
- Support for Programs to fight Female Genital Mutilation.

■ Improving infant health

- Infants are among the groups most vulnerable to disease and death. Most infant deaths occur before age 5, most of these from causes which can be avoided with the application of minimal preventive measures. To reduce infant mortality, integrated neonatal programs have to be supported:
- Prevention and control of infancy-related disease and which cause greater morbidity and mortality in those aged less than 5: malnutrition, respiratory disease, diarrhoea, malaria and measles.
- Support for vaccination programs, infant nutrition and education for health at school.
- Favouring processes for the training and capacitation of communities to prevent and avoid infant disease.
- Neonatal care and training of healthcare personnel attending deliveries.
- Development and Investigation of paediatric formulations to treat the diseases most prevalent in children.
- Special care programs for AIDS orphans.

■ Fighting prevalent and forgotten diseases:

Cover of prevalent diseases in developing countries is a priority action for Spanish cooperation. Notable among these diseases are HIV/AIDS, Malaria and Tuberculosis, as well as the forgotten diseases.

The following are the priority actions in fighting these diseases:

- Prevention: education, information, communication and training of health and non-health personnel.
- Accessible and effective diagnoses and treatments.
- Improved access to Health Systems for the entire population, particularly in rural areas.
- Support for National Programs for the Management of Information, and Epidemiological Vigilance.
- Improved national immunisation programs in terms of capacity and cover, by vaccination and the introduction of new vaccines; enhanced safety mechanisms for administering vaccines.
- Backing and promotion of disease research, especially HIV/AIDS, Tuberculosis and Malaria, prevalent in low-income countries. Development of new tools and strategies for the prevention, diagnosis and treatment of these diseases.

Specific priority actions are established for Spanish cooperation in the fight against these diseases.

a. The fight against HIV/AIDS, Tuberculosis and Malaria

As well as taking a coordinated part in the Global Fund to Fight AIDS, Tuberculosis and Malaria, the following are some of the priority actions designed to provide systematic support:

- HIV/AIDS:

- Prevention and treatment of HIV/AIDS means the disease has to be thought of in integral terms, giving particular attention to the increasing vulnerability of women and girls to infection because of their greater biological risk, and the frequent lack of access to education, information and the possibility to decide on their sexual and reproductive health.
- Education and information programs for men and women on the prevention of transmission, education for health, and a reduction in the stigma and discrimination against those living with AIDS.
- Maximum extension of access to integrated care, requiring activities to promote healthy habits, prevention, treatment and care for terminal patients, backed by human, technical and financial resources.
- Pre- and post-test advice. Suitable and accessible antiretroviral treatment.
- R&D into new strategies for prevention, diagnosis, monitoring and treatment, such as paediatric formulas and Fixed-Dose Antiretroviral Combinations.
- The training of healthcare and non-healthcare personnel in prevention, treatment and the consequences of HIV/AIDS.

- Awareness of the impact of AIDS on healthcare systems' human resources.
- Attention for the infant orphan population.

■ **Malaria:**

- Backing for world Programs combating the disease, and prioritising it in Spanish healthcare activities, paying particular attention to the infant population and prevention of malaria during pregnancy.
- Support for private sector alliances to ensure the sustainability of treatment, and supply of mosquito nets.
- Provision of adequate treatment (therapies combined with artemisa) to prevent resistance from occurring.
- Facilitating supply and distribution of insecticide-treated mosquito nets.
- Contribution to Information, Education and Communication Programs, to increase the population's awareness.
- Backing for health research, specifically on malaria.

■ **Tuberculosis:**

- Contribution to the Global Plan to Stop Tuberculosis.
- To ensure that all tuberculosis patients have access to effective diagnosis, treatment and cure.
- To confront the challenges of emerging threats (multi-resistant TB, monitoring and evaluation of the DOTS strategy, and the impact of TB in relation to HIV), to stop tuberculosis transmission.
- To reduce the discriminatory social and economic effects of tuberculosis.
- To foment research and the development of new preventive, diagnostic and therapeutic tools and strategies to eradicate tuberculosis.

b. The forgotten diseases:

Those which are a great burden worldwide in terms of morbidity and mortality, because of the unavailability to the most affected populations of sure treatments and appropriate prevention and control measures. Some of these diseases are Leishmaniosis, African Trypanosomiasis, Chagas Disease, Dengue, Haemorrhagic Fever, Leprosy and Buruli Ulcer, Intestinal Parasitosis, etc.

These diseases will be dealt with integrally, in terms of prevention, the development of new drugs (R+D) as alternatives to existing medicines which are of limited access and efficiency, and the training of sanitary and non- sanitary personnel.

c. Access to essential medicines

Target 17 of the eighth of the MDG takes up the commitment to provide developing countries with access to essential drugs, a selection of medicines necessary to meet the healthcare needs of most of the population. In the health field, Spanish cooperation will give its support to systems which ensure access to appropriate, secure and efficient medicines, for which the following initiatives will be backed:

- International strategies to secure equitable prices for drugs, fomenting policies for generic drugs and differential prices.
- Backing for local drug production, and the development of regional and international procurement and distribution systems.
- Technical assistance to developing countries to make the best use of the possibilities offered by the Agreement on Aspects of Intellectual Property Rights and the Doha Declaration to protect their citizens' health, encouraging patent systems to reward true innovation and allow access to medicines.
- Support for the public sector and stimulus to the private sector in R+D on new therapeutic strategies.

2.4. Protection of the most vulnerable groups

2.4.1. Support for the most vulnerable sectors

Actions in development cooperation must **pay particular attention to population groups in situations of greater vulnerability and which suffer more acutely from exclusion and social marginalisation.** These groups include infants and the very young, the disabled and elderly people.

Poverty continues to be the main cause of preventable infant deaths each year, causing tens of millions of boys and girls to go hungry, to miss school, or to fall victims to child labour. The bases for the health and well-being of a person are put down during the first years of life, so that first infancy is the most opportune moment to break the cycle of poverty. Children need a set of basic social services which take in healthcare and good quality nutrition, education, potable water and adequate drainage, enabling them to grow and fully realise their potential free of disease, malnutrition, illiteracy and deprivation.

Also evident is the difficult situation in which many young people grow and mature, especially those from homes with limited resources, seen in the persistent difficulties of getting into and staying in the education system, problems linked with child and adolescent labour, the difficulties they face in their health (particularly reproductive health), the worrying links between marginalized youth and violence, and the lack of preparation and opportunities for entering the labour market.

The Spanish Government's commitment to infancy and youth is based in legal instruments like Article 7 of the International Development Cooperation Act (special attention to the eradication of child labour), the Universal Declaration of Human Rights, the International Pact on Economic, Social and Cultural Rights, and the Convention on the Rights of the Child. ILO Conventions numbers 138 (Minimum Age) and 182 (Worst forms of Child Labour) also occupy a significant place.

The Committee on the Rights of the Child, the body supervising the way in which states meet the obligations arising from the Convention, declares that "in ratifying the convention, states assume the obligation not just to apply it within their jurisdiction but also to contribute through international cooperation to its application worldwide."

For its part, the International Plan of Action on Ageing, passed by the World Assembly on Ageing, contains a series of rights of the elderly, among other things their access to adequate food, water, housing, clothing and healthcare.

As a general criterion, support will be given to having public policies incorporate a generational perspective, to enhance the quality of life of children, adolescents, the young and the elderly, in the context of which each group is able to draw on the best and broadest opportunities to enter fully into the pursuit of their rights of citizenship. This would mean changing the predominant focus, of sectorial policies deployed with universal aims, and which are not succeeding adequately in dealing with these sectors of the population. The aim is to supersede an approach based solely on general programs for these sectors, and to try to incorporate these particular matters in the best way possible into all public policies, in emulation of the gender perspective.

In this sense, reference may be made to the novel European Union initiative to include the protection of infants' rights in its development cooperation policy, as one of its horizontal priorities. (Council and Commission Declaration of 20 November 2000 on Community Development Policy).

2.4.2. Strategic lines and priority actions

Spanish cooperation will have the following strategic lines and actions:

- Spain will seek to have governments assign special priority to infancy in the definition of their strategies for development and the fight against poverty, recognising girls and boys as holders of rights. Special support will be given to drawing up national plans of action in favour of infancy. In terms of positive actions, priority will be given to those directed to eliminating child labour, the fight against discrimination and violence affecting girls, attention to street children, and foster and adoption programs, preferably at the national level.
- In attention to youth, support will be given to the design and management of policies aiming at the social, family and educational integration of young people, their capacitation and professional training for their incorporation into the labour market, promoting the formation of associations and preventing risk behaviour.
- In the area of attention to the elderly, action will be backed which is directed at the design and management of public policies for this group, giving priority to those which seek to reinforce social security systems and the creation and/or strengthening of public pension systems.
- For the disabled, priority action will be directed at securing specialised medical and psychological care for the recovery of physical and mental capacities, and family, educational and socio-labour integration. Here, ILO convention No. 159, Vocational Rehabilitation and Employment, ratified by Spain, must be highlighted.
- In social sectors exposed to risk of exclusion, backing will be given to initiatives which contribute to incorporation into society and employment, seeking the transfer of successful experiences.

2.5. Basic habitability

2.5.1. Context and new focuses

It is an aim and priority for Spanish cooperation to join the international community's efforts to **mitigate deficiencies in basic living conditions and shelter in precarious human settlements**.

The concept of habitability extends to all residential demands: **not just the dwellings themselves but also the external surroundings of the network of public spaces**, with the local systems of the various infrastructures and services which, as a whole, form urban or rural settlements.

A substantial part of the current world process of habitability is beyond control, as seen in informal settlements in the less developed world, on land owned by others, most in unacceptable places in urbanistic terms and in situations of chronic vulnerability to natural disasters. Moreover, they are built spontaneously, with unsuitable materials, and without elementary services and infrastructures for water, drainage and others. The UN estimates that more than a third of the world's population – 2 billion – does not have basic shelter and residence needs.

Both the Habitat II World Summit on Cities (Istanbul, 1996) and the Millennium Declaration have set two general objectives – adequate dwelling for all and sustainable human settlements in a world in a process of urban development – and a specific target to “considerably improve the lives of at least 100 million slum inhabitants by 2020” (Goal 11 of the Millennium Declaration).

Spanish cooperation assumes that attaining an elementary level of habitability is the most reasonable way for hundreds of millions of people living in precarious dwellings to access better living conditions in the medium term. This is where basic habitability shows its great potential for hope and transformation, not just of precarious material structures, but also of the population inhabiting them, by their labour capacitation in processes of self-production and the construction by them of the places they live in.



Image: AECI

2.5.2 Strategic lines and priority actions

There are two **strategic lines** which Spanish cooperation will follow in consolidating basic habitability for the neediest population:

- **New urbanisation:** to promote suitable land in developed lots, and elementary constructions..
- **Improvement of precarious rural areas, and slums or marginal neighbourhoods.**

Prior actions:

- Support for territorial organisation and urban planning.
- Construction of and/or improvements to public facilities: dispensaries, schools, washing installations, recreational areas, community communication centres, markets, public lighting, etc.
- Installation or the extension of the water supply, drainage and sewerage.
- Supply of electricity to homes, preferably from renewable sources.
- Integration of solar, wind water and biomass energy into human settlements.
- Efficient building in energy and environmental terms.
- Habitability and basic services in emergency situations.
- Solid waste collection and treatment service.
- Creation and/or improvements to accesses, stairs, paths, vehicle routes and walkways.
- Housing construction.
- Extension of accommodation with critical overcrowding.
- Consolidation of seriously deteriorated housing structures.
- Roof and floor repair.
- Facilities for water, drainage and domestic lighting.
- Street and square markings and names.
- Reduction of vulnerability in public places and dwellings at risk.

The Heritage Preservation Program must move forward toward integrating the concept of basic habitability, in terms both of its planning and training activity and in matters of the social use of the tangible and intangible heritage, recovery of which is a fundamental aim of its action.

A study will be made of the incorporation of basic habitability into the review framework of sectorial strategies, following approval of the Master Plan.

2.6. Access to potable water and basic drainage

2.6.1. Water as a right. A multi-sector focus

This Master Plan has chosen to devote a separate space to the matter of water and drainage, treatment of which will of course be multi-sectorial: water is health, is fundamental in attaining food security, is productive development, is decent living conditions, and is a natural resource which must be preserved.

Access to water is a human right recognised by the UN as one of the economic, social and cultural rights. It is not however just any right, because the possibility to use it conditions the enjoyment of other rights, including the right to life. General Observation No. 15 passed by the ECOSOC, interpreting the legal content of the human right to food as directly related with effective fulfilment of the human right to water.

At the beginning of the UN' "Water Decade" in 1981, nearly 1.9 billion people had no access to potable water and 2 billion did not have access to appropriate drainage. More than twenty years on, these figures are 1.1 billion (one sixth of world population) without access to potable water and 2.4 billion (a third of the population) without adequate drainage, according to the WHO. This situation has direct results for infant mortality, and it is estimated that between 3 and 4 million children under five die each year (10,000 a day); on the other hand, about 10 adults die every 60 seconds due to water-related diseases. It has also been calculated that 85% of all disease in the developing world can be linked to the lack of access to drinking water and inadequate drainage.



Image: Jesús Carrasco

In this situation, international leaders meeting at the Millennium Summit proposed a new pre-2015 target, to halve the number of people in the world without access to drinking water. This would mean supply of drinkable water to 93 million people a year (some 275,000 a day) over the next 15 years, people affected by famine and various forms of poverty, living in areas devastated by drought and in a degraded environment.

Water has not been seen as a priority line of intervention in Spanish international cooperation policy so that, until now, Spain has not deployed its potential in this specific sphere of action. The change in this state of affairs will begin as soon as possible with the elaboration of a **Spanish Cooperation Water and Drainage Strategy**.

2.6.2. Strategic lines and priority actions

Spanish cooperation will aim its efforts at **reducing the number of persons without access to potable water and basic drainage**. The actions will be based not just on the necessary provision of infrastructures and equipment, but will also allow integral water and drainage management from an environmental standpoint, in food security, nutrition and health, guaranteeing enhanced individual and group capabilities for the conservation and sustainable management of the resource.

Priority actions:

- Backing for the design and implementation of community, local, national and international policies and standards ensuring equitable access to water, and its efficient use.
- Protection of water resources, and their management according to environmental sustainability criteria.
- Management of demand and preparation of human capital to handle the resource.
- Community education and capacitation for adequate water use and for the maintenance and management of water, drainage and treatment systems.
- Application of suitable technologies for the sustainability of infrastructures.
- Backing for the environmental quality of industry by incorporating measures to minimise waste at source, and eco-efficiency, preventing uncontrolled production of pollutants.

■ Three areas of waste treatment:

- The development of viable solid urban waste management plans.
- Collection and treatment of urban waste water effluents.
- Treatment of toxic and dangerous wastes.

With the opening up of a broad field of action for all the players in the Spanish cooperation system, greater cooperation can be promoted, based on the comparative advantages offered by both private and public agents. Participation will be simulated in joint programs where both the General State Administration and the decentralised Public Administrations and DNGOs and companies can share responsibilities according to a program's characteristics. In any event, the special role of developing countries' governments must be emphasised, not just at the central level but in regional and municipal bodies, when it comes to public management of a service basic to the promotion of development.

Increasing economic capacity

Sector 3: Promotion of the economic and business fabric

3.1. Sustainable economic development

However, in general, application of such policies in these countries has pointed to inadequacies and limitations in terms of the distribution of the products of growth and the distribution of wealth. As indicated in the Barcelona Declaration of September 2004, international experience shows us that institutional quality – like respect for the law and private and group property rights – a market economy maintaining a balance between market and state, and attention to the distribution of income, are the basis for the most successful development strategies. That experience also shows that high indebtedness – public and private – a scarcely regulated banking system and lax monetary policy are serious obstacles to development. These practices do not just not stimulate growth medium term, but may also expose nations to crises involving tremendous costs, particularly for those suffering from poverty. For developing countries to prosper, they must pursue prudent financial, monetary, fiscal and debt policies.

3. Sectorial strategies and priorities

It must be made clear that the reduced level of use of the positive effects of globalisation, in the case of the weakest and most vulnerable economies, is related to their limited involvement in that process, whether in international trade or in attracting direct foreign investment. For developing countries which have entered more into globalisation, it must be ensured that such integration takes place in a way to obtain the greatest benefits in terms of sustainable development.

Economic policies play a very important role. However, for such policies to contribute to greater integration into the world economy, benefiting both growth and equality, they cannot be limited to the opening up and liberalisation of markets, but must be combined with complete and properly instrumented structural reforms in the context of an overall strategy of sustainable development.

These policies must develop positive conditions nationally which favour domestic or foreign investment, company development and their participation in international trade, in particular with solid macroeconomic policies and institutions, and effective regulation, investment in infrastructures and human capital and, in general, by developing all those factors determining a country's competitiveness.

For its part, the Monterrey consensus, reflecting the international community's agreement following the Conference on Financing for Development, declared that each country is responsible for its own economic and social development. However, national economies are now interrelated with the world economic system; among other things, openings in trade and investment may be a help for countries in fighting poverty.



Image: AECI

There is no single economic policy which can guarantee sustained growth. Those countries which have attained sustained economic growth have confronted other obstacles and have adopted different policies on regulation, exports, industrial promotion, technological innovation and acquisition of know-how. However, such national strategies have common features, since these countries have combined opening up and liberalisation with structural reforms which have enabled them to successfully integrate into trade and the international economy, in the context of international economic rules.

In such a framework, countries must have the freedom to design policies adapted to their specific circumstances. International financial organisations and development aid agencies must encourage this possibility.

Both Barcelona and Monterrey pointed to the importance to development of the private sector and different sources of financing such as the mobilisation of internal resources, foreign investment and other private flows; expansion of international trade; increased ODA aid; sustainable debt financing; and reinforcement of the coherence and consistency of the international monetary, financial and commercial systems in support of development.

With these guidelines and international consensus in mind, Spanish cooperation will, aiming at enhancing economic capabilities, deal preferentially with the following six aspects: support for micro and small enterprises and social economy enterprises; strengthening of productive sectors; **provision of infrastructures; enhancing institutional capacity; support for international inclusion; and support for fair trade cooperatives.**

One aspect considered essential to increase the economic capacity of developing countries is support for their greater integration into the world economy. This means that the size of their markets has to be increased (eliminating the commercial barriers raised by developed countries to products made in the developing countries, and with regional integration processes), making their external debt more sustainable and extending their participation and influence in International Bodies.

The coordinated creation will be promoted of a Spanish Cooperation Strategy for Promotion of the Economic Fabric, precisely defining the objectives and providing a coherent framework into which to integrate the actions of the tools for and players in cooperation.

As a general guiding principle, all action supported by Spanish cooperation in these fields must be accompanied by prior studies of their repercussions on sustainable human development.

3.2. Strategic lines and priority actions

a. Support for micro and small enterprises and social economy enterprises

Sustainable economic development depends on the existence of a dynamic private sector. However, restrictions, arbitrary regulations, barriers to competition and other measures are frequently put in place which generate uncertainty and reduce opportunities and incentives for both local and foreign companies to invest and to create jobs.

For this reason, Spanish cooperation must help to encourage governments in developing countries to become aware of the importance of improving their investment climate which, in most cases, requires modifications to legislation and policies. The following measures to be adopted may be highlighted:

- Support for public policies intended to promote an efficient and competitive private sector, by improving the regulatory environment and the degree of market competition. In this sense, the importance must be emphasised of the financing of investment in infrastructures and small and medium-sized enterprises, and the development of an efficient capital market. In addition, dialogue must be encouraged between the private sector, the public sector, civil society and the international bodies, to create a common view and identify joint actions in the sphere of development of the private sector.
- It is also essential to create a strong and adequate economic fabric in which micro and small enterprises and social economy enterprises have an important role, and which must be a priority goal of any policy to strengthen the private sector.

Spanish cooperation will implement entrepreneurial development programs which deal in an integrated way with the prob-

lems facing micro and small enterprises and social economy enterprises. Support will be prioritised for the following actions:

- Microfinance: in addition to microcredit, other financial services will be provided, like insurance, saving, payment mediation, transfers and technical assistance. Spanish cooperation will operate in this area basically through the Microcredit Fund.
- Backing for Business Development Services (BDS), representing a broad range of services which companies can call on to overcome obstacles and facilitate their growth. Spanish cooperation will back creation or strengthening of the following company support services:
 - Marketing services including, among others, commercialisation and market access activities (fairs, market studies, etc.), quality control on products and services, backing for certification processes and the creation of protected appellations contrôlées, etc.
 - Training programs in areas connected with entrepreneurial activity: accounting, finance, commercialisation, technical-productive capacitation, capacitation for company management, companies' social responsibility, and the creation of sustainable enterprises.
- Backing for the creation of entrepreneurial networks and links.
- Backing for individual and collective enterprise, with the creation of mechanisms for training, consultancy, and cover for a business project.

b. Strengthening of productive sectors

Spanish cooperation will work to establish a sustainable, solid and diversified productive base in accordance with local needs and potential, focusing its action on the following productive sectors:

- Agriculture: agriculture is the greatest source of food security and employment for many in developing countries. Intervention based on various forms of land ownership and management, in the context of integrated agricultural reform, agricultural development, agricultural food production and agricultural training, will be of particular significance to Spanish cooperation, always with respect for traditional production systems, and the promotion of biodiversity. Measures will also be adopted to prevent gender discrimination, particularly favouring women's access to land ownership.

- Forestry: the areas of forestry policy, forestry development, and forestry training and research will be of interest to Spanish cooperation because of the major value of forests as a fount of resources for the most vulnerable populations.
- Industry: programs and projects will be promoted which address the industrial development of the territory where action is to take place. Other actions to be prioritised will be support for small industrial sector enterprises, with particular attention on the food and agricultural industry, in a search for entrepreneurial platforms and the strengthening of local and national commercial networks.
- Crafts and cultural output: books, recordings, film and documentaries, artistic and industrial design. Production and marketing of autochthonous products. Digital services related to creativity and communication technologies.
- Fishing: the long Spanish fishing tradition provides Spanish cooperation with an undoubted added value in transmitting its experience to the developing countries. The main areas to be prioritised will be the development of a sustainable fishing sector, special promotion of artisan fishing, protection of national fishing banks, development of compatible benthonic and tectonic extraction, training in fishing, and fisheries services.
- Tourism: Spain is one of the world's main tourism powers. All this experience and know-how is an added value of great importance to Spanish cooperation programs and projects. Areas to be prioritised are sustainable rural tourism and eco-tourism, provided that this does not involve an attack on the environment or the culture of those living in the zone. The use of ICTs in this area is important, helping to make known both these types of tourism overseas, where there is an increasing demand for such tourism products.
- Trade: construction and consolidation of domestic markets is a fundamental strategy in strengthening developing countries economically.

c. Provision of infrastructures

The following perspective will apply in the realm of infrastructures, a basic aspect of improving developing countries' general competitiveness:

- Enhanced communication and transport. The distance between producers and markets, caused by deficient infrastructures, inadequate policies and inefficient transport, lead to increases in their costs of production, making products less competitive and placing a major impediment on the expansion of production through trade.

The case of countries with no coast, or the Mediterranean developing countries, is particularly serious, with long distances, high transport costs and isolation from world markets.

Bilateral action will turn to the possibilities offered by Development Aid Fund credits for capital-intensive projects (ports, airports, rail, etc.), leaving small-scale projects to other Spanish cooperation instruments and agents.

- Enhanced energy availability. Spanish cooperation must deal with the energy sector from the standpoint of the need to take account not just of the relation between access to energy and poverty, but also between the various forms of energy – renewable and unrenovable – and sustainable development.

Spanish cooperation can assist in improving energy capacities and availability with the following activities:

- The creation of structures and regulatory schemes promoting universal access to energy supply, taking account of the possible adverse effects of liberalising policies on the most disadvantaged groups or those still without energy supply.



Image: AECI

- Backing for energy production, transport and distribution programs and projects aimed at access to energy and which have the commitment and collaboration of the local recipient group. Preference will be given to collaboration with municipalities and local communities and groups, particularly in rural areas, based on renewable energy use.
- The introduction of energy installations for social services, (health, education, communications) to promote social development and the attainment of the basic objectives and rights in the MDG.
- The formation of agents and local communities and institutions to ensure the long-term operability of projects under way, cost-reduction, and improvement to the conditions of supply to minimum-income homes.

Technological development services. Access to and use of Information and Communications Technologies (ICTs) produces improvements to process productivity, greater efficacy and positive effects on efficiency. These services will be made a reality with technological literacy projects, development of the capabilities assigned to local enterprises, or the creation of conditions of accessibility, such as those providing for community access tele-centres.

In addition, Spanish cooperation will work on the creation and enhancement of the capacities of national R&D systems and the dissemination of know-how in the ICT field, to prevent the digital divide from contributing to a deepening of developing countries' economic backwardness.

d. The strengthening of institutional capabilities as a pre-requisite for the good operation and allocation of markets

This is one of the most important sectors for the maintenance of sustainable economic growth. Fundamental to this is the public's participation in decision-making processes, through the appropriate representatives; there must be complete transparency between the public sector and contributors, preventing corrupt practices; a suitable and solid financial system to channel investment, with the backing of experienced financial mediation which is solid and close to both saver and investor; a flexible and efficient Public Administration; a legal system protecting judicial processes, private property and other existing forms of collective ownership; and social agents (employer organisations and trade unions) recognised by Governments and with capacity for interlocution and dialogue with them.

Particular attention will be paid to the following areas of action:

- Strengthening of institutions promoting the creation of an economic environment which favours the development of the private sector, especially in areas related to restrictive practices and consumer protection.
- Support for decentralisation. Local and regional administrations have comparative advantages over their central counterparts, because they are more flexible in changing situations. This support will take the form of the provision of public services which help to create the productive and entrepreneurial fabric, and in the formation and management of business and property registers to delimit property rights.
- The promotion of participation mechanisms, especially of instruments which create spaces for social dialogue and collaboration between employer associations and the most representative trade union groupings.
- Legislative and regulatory reform. Spanish cooperation will act to promote the definition of a legal framework making possible the development of private initiatives and free enterprise. It will also work on the creation of a clear, stable and reliable legal-administrative framework, whereby the Administration promotes, regulates and facilitates economic dynamism, in which the Rule of Law is guaranteed and where laws is respected.

e. Support for international inclusion

Investment is crucial to sustained economic development and poverty reduction. It is also important for developing countries to become part of the world economy through trade, in order to participate in the benefits of globalisation and international trade. Trade is one of the driving forces behind development, provided that the liberalisation fits into an appropriate institutional context in which the related reforms are applied.

Spanish ODA policy will foment the access of recipient countries to international markets, promoting processes which tend toward market liberalisation and the creation of productive capacities which improve competitiveness. The actions described in the previous paragraphs should also help in attracting companies and outside capital.

Spanish cooperation has means such as the Development Aid Fund which can, in a coordinated way among the various ministries and public administrations, promote the interna-

tionalisation of Spanish companies and the creation of joint enterprises between Spanish investment entities and local entrepreneurs. Investment in production by Spanish companies may represent a significant contribution to the development of these recipient countries, provided that this is done according to international standards. Therefore, the Government's commitment is to promote socially and environmentally responsible investment, particularly where the companies involved are fulfilling public contracts or receive public subsidies, and it will promote the adoption and application of ethical codes of conduct by companies operating and investing in developing countries.

Spanish cooperation will stimulate such investment with ad hoc instruments for different phases of the investment projects (Public-Private Partnerships, Feasibility Study Funds, technical assistance, etc.).

Such actions will be selective, on at least two levels:

- In relation to the countries involved, which must be chosen from those defined as preferential in this Master Plan.
- In relation to sectors, which must be of strategic interest to the recipient country. The criteria linked to this selection of priorities are the capacity to generate employment and improve overall competitiveness, the proximity of the conditions and the possibilities for poor and low-income groups, the capacity to provide currency for export activities, and the fullest use of the country's resources and capacities.

Finally, another path by which to ensure the inclusion of these countries in the world economy will be to deepen regional integration processes. Spanish cooperation will strengthen states' management capabilities, so that they can take on more tasks and responsibilities in those processes.

f. Backing for Fair-Trade Cooperatives.

In Southern countries, the poorest communities organise to achieve decent living conditions, forming cooperatives of peasants, women's groups, artisans, social associations (working with street children, those marginalized, etc). These are the producers, the first link in Fair Trade.

The result of their work is a string of food products, textiles and craft articles (coffee, cocoa, chocolate, sugar, clothes, household articles, ceramics, costume jewellery, leather goods, toys ...), which must be fomented by Spanish cooperation.

- The Producers originate in groups registered as associations, societies or some form of micro-enterprise, depending on their objectives and activities.
- Work will be intensified with organisations in the Southern countries which:
 - experience particular problems because of poverty, discrimination and commercial restrictions.
 - are committed to support of worker participation and needs, particularly those of women and of racial or social groups which suffer discrimination, exploitation or other unjust situations.
- Producer groups may not rely exclusively on exports, and must tend to create and promote a social economy.
- Producer groups' internal organisational structure must involve participation and be democratic, and avoid unrepresentative organisational forms, static appointments or similar situations which prevent them from pursuing their ultimate goals.
- Employees' labour conditions must be decent and must not negatively affect their health.
- Wages must be decent, and in line with the socio-economic reality of the zone.

Increasing capacities to improve environmental sustainability

Sector 4.: The environment

4.1. The environment and the fight against poverty

Spanish cooperation will direct its actions **toward environmental sustainability in the areas where it operates**. This will require the construction of patterns of sustainable development, conserving the production capacity of natural ecosystems for future generations. In turn, both these efforts must be accompanied by policies designed to ease damage to the environment, and improve the management and sustainable use of ecosystems.

Without doubt, the most favoured sectors, most of them in developed countries are, because of their production and consumption model, those mainly responsible not just for global environmental problems but also for part of the problems of countries in the South. It must be remembered that more than eighty percent of the world's resources are consumed by twenty percent of its population.

The poorest groups depend most on the environment and use of natural resources. These resources provide food, shelter, medicine, living means and opportunities to generate income for a large part of the world's poorest populations. Moreover, natural resources are vital in achieving the MDG. Thus the impact of the degradation of these resources, and limitations on or exclusion from access to them affect the poor more, even though the causes of environmental degradation are, substantially, to be found in the most developed groups and countries. In some cases, poverty may force people to use natural resources in unsustainable ways. Spanish cooperation believes that dealing with environmental problems most affecting the poor is vital to sustainable poverty-reduction.

It is this very sector of the population which is most affected by environmental degradation of the surroundings and, at the same time, the one which is most vulnerable to the effects of global environmental problems such as climate change, loss of biodiversity and increasing desertification. This is acknowledged in the MDGs and, specifically, number seven which, in turn, is of fundamental importance to attaining the other seven, as indicated in the UNDP's 2003 Human Development Report.

In recent years, the international scenario for environmental development cooperation has, on an initial level, been shaped by the results among other things of the Rio and Johannesburg Summits because of the priorities fixed by the global environmental conventions (biodiversity, climate change, desertification, international trade in endangered species ...) and in the other international agreements on this subject. In turn the DAC and the EU establish a more precise agenda of priorities for their members' cooperation in development, promoting coordination and complementarity. In addition, all aspects of continental waters have received particular attention, as indicated in the MDGs (to reduce the number of persons without access to the resource). In fact, the ninth of the targets in the MDGs, by saying that it is necessary to "reverse the depletion of environmental resources by 2015", that all subjects are important.

4.2. Strategic lines and priority actions

Spanish cooperation considers it a priority to improve environmental sustainability in developing countries by implementing specific environmental programs and projects. It will therefore develop the following **strategic lines and their related priority actions**.

a. Sustainable conservation and management of biodiversity and vulnerable ecosystems

The priority actions in this strategic line will be the preservation of the natural heritage, with particular focus on protected areas and biological corridors, and singular ecosystems – whether be-

cause of their rarity or their ecological quality – and biodiversity, highlighting an ecosystemic vision of natural systems.

Sustainable water management will be prioritised, particularly its integrated management at the level of hydrographic basins (national and cross-border), so as to attack the roots of the main conflicts linked to inadequate water use: contamination of underground waters, salinisation, deficient access, recurring drought, etc. Efficient use by all will also be promoted, with backing from local organisations and institutions (local, national and regional) and the programming of awareness activities.

b. Sustainable production of basic resources

This strategic line refers mainly to two areas:

- Sustainable use of the natural heritage, with the promotion of traditional activities not harmful to the environment, and of sustainable alternatives which generate income in the local population. The aim is to foment sectors like eco-tourism, traditional fishing, sustainable farming development, or sustainable use of timber and non-timber forest resources.
- Efficient energy use and promotion of renewable energies. Here, support will be given to energy policies concentrating on saving, and the promotion of "clean" production based mainly on solar and wind energy.



Image: AECI

The cohesion of priority action in these two areas arises from regional orientation based on **coherent territorial planning**, a view which is taken on at the local level with the approach defined in the **Local Development Agendas 21**, and the promotion of conditions of sustainable habitability, so that special account is taken of the problems of urban systems.

c. Institutional reinforcement of environmental management

Spanish cooperation prioritises the strengthening of institutions as an element in the planning of public policies designed to protect the environment and/or their integration into other sectorial spheres.

In this respect, the main actions will focus on:

- Backing for the elaboration of National Strategies, Programs or Plans connected with Sustainable Development, conservation of biodiversity or the environment in general.
- Promotion of coordination mechanisms between environmental policies at the regional, national and local levels, because environmental management and planning require a regional vision, while not forgetting that the local sphere is fundamental, given its proximity to environmental problems and needs. In this sense, international cooperation actions will be favoured which, as part of the strategic line, have a regional dimension in relation to the environmental challenges.
- Support for sector policies on the environment, with the use of new instruments.

d. Public participation and reinforcement of the social capital

It is indispensable to include the local population in the preparation of actions linked to the conservation of natural resources and, for that, the following is basic:

- To enable community organisations (peasant women, indigenous peoples, the young, women, etc.), with specific skills for environmental management, the shared administration of protected areas, and sustainable management of natural resources.
- To promote the consolidation of structures for participation which bring community organisations into environmental management.
- To foment the active involvement of women in access to and the control and management of natural resources

e. Facilitating the generation of and access to locally suitable environmental technologies.

There are a great many specific ICT applications for improving management and control of environmental resources, with implications not just for the environment but also for economies directly related to rational environmental management.

Here, Spanish cooperation will promote the technological self-sufficiency of poor populations, with the use of renewable energies. There are numerous appropriate technologies which can improve the environment and poor people's living resources, many of them based on local and traditional know-how, and others the upshot of outside technological innovation.

Technological innovation in general will be backed in productive sectors, particularly in food production which conserves soil, water and agrobiodiversity, minimising the use of pesticides, while boosting energy savings and the use of renewable energies, enabling atmospheric pollution to be reduced.

f. Reducing the vulnerability to the environmental surroundings of those living in poverty

Along with a suitable environmental sustainability strategy, the vulnerability of populations is conditional upon governmental and international will to take on a political and institutional frame to tackle disasters, among other factors.



Image: Estrella Alcalde - AECI

The reduction of risk from disaster will be managed with a number of lines of action::

- To reinforce the capacities of governments and specialised bodies to tackle the causes of disasters, increasing contributions to multilateral bodies which guarantee application of international disaster-reduction strategies. There is a special role here for ICTs, which help governments in developing countries to impose more effective control and better management of resources, so further mitigating possible environmental risks.
- To integrate the reduction of risks from disasters into planning and management, identifying this line of action in Spanish cooperation's other activities.
- To tackle the causes of environmental hazards with a variety of measures like land and water management in the upper parts of hydrographic basins, territorial planning to prevent natural floods from becoming disasters, use of firebreaks and other measures which help to prevent fires, use of crop varieties which may reduce exposure to certain pathogens (rotation, seeds and local livestock breeds) etc.
- To focus on initiatives involving participation, linked to the reduction and mitigation of risks, and preparation for disasters.

g. Environmental training and education.

- Jointly with bodies in the beneficiary countries, to design, organise and impart training programs related to environmental management and sustainable development.
- To provide training for instructors and/or those directly responsible for the management of environmental problems, given their multiplying effects and the resulting reinforcement of institutions in the recipient countries.
- To improve understanding of the importance of the environment in partner countries.

h. Entrepreneurial participation in environmental cooperation.

The Johannesburg Summit stressed the need to involve the private sector increasingly in attaining development goals, so that the participation of companies in environmental cooperation, not just as financiers but also as partners and co-financers, is fundamental. The Spanish Administration will seek public-private partnerships with companies and foundations.

Associating with the private sector to attain these objectives must involve the pursuit of socially responsible entrepreneurial conduct, with the application of the principles of Corporate Social Responsibility.

i. Reinforcement of sector environmental programs

The Sectorial environment Programs (Araucaria, Azahar and Nautá) are the right tools for developing an integrated approach to regional environmental problems, and the incorporation of a horizontal environmental component as an element of the coherence of Spanish cooperation. In fact, the dynamic of these Programs has made it possible not just to create general frameworks for action, but also to coordinate the efforts of the different players in Spanish Cooperation: the Autonomous Communities, Ministries and Local Administrations.

j. Multilateral environmental cooperation

Multilateral cooperation is needed, more committed to the international bodies specialising in environmental problems, with greater vigilance and favourable to sustainable development with non-specialised bodies. In this sense, more resources will be directed to matters linked to the United Nations Conventions on climate change, desertification and biodiversity, in particular to the Global Environment Fund (GEF), the financial instrument for these conventions.



Image: AECI

In the context of climate change, the Clean Development Mechanism (CDM) projects are a novel formula for the promotion of sustainable development in countries with no commitments under the Kyoto Protocol to reduce greenhouse gas emissions. Using this Mechanism, Spanish companies and public administrations can invest in projects using clean technology, while facilitating this country's compliance with the environmental commitments. The principle of coherence will apply to projects implemented with the Mechanism. According to Kyoto, Spain will participate in the World Bank Biocarbon Fund and Community Development Funds, and will contribute resources for the technical assistance program.

Increasing liberty and cultural capacities

Sector 5: Culture and development

The eradication of poverty and promotion of human development, the ultimate objective of Spanish international cooperation policy, is understood as the process by which people's alternatives and capacities are enlarged to give them the freedom to choose how they live and enjoy a full life. In line with the UN definition (the 2004 Human Development Report), cultural liberty is "a vital part of human development because, being able to choose one's identity – who one is – without losing the respect of others or being excluded from other choices is important in leading a full life".

As made explicit in this Master Plan's horizontal priority of respect for cultural diversity, the failure to recognise diversity is a major source of discrimination suffered today by close to 900 million persons worldwide, as a consequence of aspects related with their identity. This generates situations of social exclusion, conditioning defence of human rights.

Spanish cooperation must contribute to ensuring that individuals and groups with special ethnic or cultural characteristics are able to exercise their right to the freedom to express their ideas and traditions, to use their own languages, practice a particular religion, develop artistic creativity, and to participate in political, social or economic life on the same footing as other groups. Promotion of such cultural freedom makes it possible to value their contributions to social cohesion as a tool of democratic progress, and an essential condition in the generation of sustainable development.

In this field, two sector priorities will be fomented, with specific strategic lines and actions. On the one hand, cooperation with in-

digenous peoples, through actions encouraging their involvement in development, and which support their self-development. On the other hand, cultural cooperation, supporting countries in the establishment of cultural policies linked to development targets.

5.1. Cooperation with indigenous peoples

5.1.1. Support for self-development, and respect for the rights of indigenous peoples

A feature of the countries where Spanish cooperation operates, whether in Latin America or in Africa and Asia, is their rich diversity of indigenous peoples, the bearers of a historic continuity, culturally distinguished from other sectors of society and with their own ethnic identity, based on special cultural patterns, social institutions and legal systems.

According to data from the United Nations Permanent Forum on Indigenous Issues, in the entire world population there is a total of 370 million indigenous persons, around 50 million in America, so accounting for approximately 12% of the Region's inhabitants, in some countries reaching between 60 and 80% of the national total.

The great majority of indigenous peoples are subject to such conditions of social exclusion and poverty that their situation negatively affects not just the development of the countries where they live but also their self-development possibilities.

The close cultural, social and economic relations Spain maintains with many countries with indigenous peoples – along with its situation as a development aid donor – give it particular capacity for dialogue with their governments. Thus, in the context of international cooperation, it is considered particularly relevant that Spanish cooperation policy supporting and encouraging indigenous self-development should be differentiated.

Spanish cooperation's support for indigenous peoples originated in the eighties, and has had its own strategy since 1997. The regulatory and conceptual development of the Spanish system for development cooperation, EU provisions and lessons learned in practice mean that this strategy has to be updated; that will be published following approval and the implementation of this Master Plan. The new document will incorporate the principles established in the international instruments signed by Spain, which contain specific references for the definition and application of cooperation policies with indigenous peoples.

That policy is based on their right to exist, define and put into practice their own development models, in consonance with universal respect for Human Rights.

The overall objective of this policy is to contribute to a recognition and the effective pursuit by indigenous peoples of the articulation of their own social, economic, political and cultural development processes.

The AECI's **Indigenous Programme** is the main component for the application of this Strategy and for coordinating and monitoring Spanish cooperation's projects, programs and actions with indigenous peoples, following up on international commitments in the field, and advising on their fulfilment and in the definition of Spain's position with multilateral bodies.

5.1.2. Strategic lines and priority actions

Accumulated experience has made it clear that the **efficacy of aid** for indigenous development depends, in large measure, on **acknowledgement of the identity** of indigenous peoples, and in recognition of their **right to participate in and influence development** in the countries where they live, and in global development, without thereby relinquishing their differentiated identities.

The work of Spanish cooperation in this sector must ensure the protagonism of indigenous peoples in the identification, formulation, implementation, monitoring and evaluation of actions, with the application of their own systems for participation.

It must be kept in mind there are no pre-established models of general application. Each action must take as its starting point a concrete analysis of the reality where it is sought to intervene. Similarly, to make sure that cooperation for self-development is possible and effective, it is necessary to adopt indicators and other technical and methodological intercultural tools by which to grasp and adequately evaluate indigenous development models and plans.

Spanish cooperation will include the problems and needs of indigenous peoples in the context of institutional dialogue with partner countries, and in multilateral forums. Within the EU, it will continue to foment cooperation by the Commission and Member States with indigenous peoples, and will pay particular attention to compliance with and implementation of the resolutions and other provisions of the General Affairs and External Relations Council in this field. It will also maintain support for the Global Fund for Indigenous Peoples of Latin America and the Caribbean (the Indigenous Fund) and the Ibero-American General Secretariat, an ideal framework for exchange and agreement in the promotion and defence of the rights of the region's indigenous peoples.

The following will be the **strategic lines** framing the action of Spanish cooperation:

- Support for the full and effective participation of indigenous peoples in local, national, regional and international decision-making relevant to the consolidation of legal recognition of their rights, and the exercise of those rights.
- Empowerment and support for the development of the capacities of indigenous men and women and their organisations and institutions, including backing for indigenous educational and training proposals, using the models developed by the peoples themselves, and through methodologies for participation.
- Support for indigenous peoples' traditional organisations, groupings, institutions and authorities in internal processes for the definition of their own strategies and development models, with the full and effective participation of men and women.
- Backing for indigenous peoples and their organisations in the protection of their territories, environment, cultural systems and heritage, through actions to defend them.

The **following priority** actions must be highlighted:

- Promotion of activities for information, awareness and the training of Spanish cooperation agents in relation to the development of indigenous peoples.
- Technical consultancy for Spanish cooperation agents with a view to the greatest possible unity of action and consistency.
- Investigation and the preparation of specific methodologies and the construction of the pertinent indicators.
- Intercultural agreement and dialogue to formulate development policies affecting indigenous peoples.
- Monitoring of cooperation policies with indigenous peoples by the various cooperation agencies at the European and international levels, coordinating with them.
- Monitoring of international agreements and commitments affecting indigenous peoples, advice for implementing them and for the definition of Spain's position before multilateral bodies.

In correlation with the general approach to indigenous peoples, and taking account of the long historical process of exclusion and marginalisation suffered by the peoples of African origin in Latin America and the Caribbean, Spanish cooperation will implement specific activities linked to these groups' development processes, guaranteeing protection of Human Rights and the recognition of their extreme vulnerability.

5.2. Cultural policies linked to development targets

5.2.1. Cultural cooperation for development

Culture and cooperation for development make it possible to generate synergies and present a new and effective working methodology, in reaching the criterion accepted by all that culture is an element fundamental to sustainable human development. Various institutions have made efforts in recent years toward generalised acceptance of this criterion (UNESCO, UNDP, the WB, the IDB, OIS, etc.), offering thinking and studies along these lines, on the understanding that, surrounding the defence of cultural identity and cultural rights, there is also a set of both intangible and material activities configuring a sector of socio-economic activity.

As an upshot of this approach, cultural policies in developing countries have begun to be reformulated, from a typically paternalistic approach, of the traditional fine arts, to **cultural policies which take account of development objectives.**

The MONDIACULT (UNESCO) meeting in Mexico in 1982 redefined the use of the notion culture and cultural policies, until then limited to the so-called fine arts and letters:

“Culture ... can be considered ... as all the distinguishing spiritual and material, intellectual and emotional features characterising a society or a social group. As well as arts and letters that includes, lifestyles, fundamental human rights, systems of values, traditions and beliefs”.

“Cultural policies are a set of conscious and deliberate social practices, of interventions or an absence of interventions, whose object is to satisfy certain necessities by the optimum use of all a society's material and human resources at this moment.”

In this conceptual framework, cultural cooperation takes on a meaning which must aim to contribute to the definition and implementation of cultural policies for development. Cultural action for development must work to foment its inherent priorities: creativity, identity and diversity. The aim is to enhance social relations, fomenting the capacities of those involved by encouraging creativity, stimulation of social communication policies, the inclusion of minorities, institutional enhancement and its inherent promotion of the economic sector, treating culture as a factor of economic development.



Image: AECI



Image: AECI

Cooperation for development in this field must be directed toward actions which surpass and shift from overseas action focused on the dissemination of the culture itself without taking account of the recipient's needs, to take in a dimension of equitable cooperation and exchange whereby such indigenous expression can be present.

Cultural cooperation programs and projects must aim to enhance the imprint of cultural identity, create jobs, and revalue the assets making up the heritage.

To these ends, the creation must be promoted of systems which improve and define methodologies of their own in the design of projects for cultural cooperation for development, so that this specialised dimension can be incorporated into the general parameters monitoring ODA from the Development Assistance Committee, creating evaluation systems which provide and substantiate the results and the impact of its action, both quantitatively and qualitatively.

Support has to be given to the artistic expression of peoples, and the development of the physical and institutional infrastructure allowing them to sustain and spread their own culture, the activities or trades considered of particular interest to the communities where the cooperation takes place and, finally, to generate economically profitable activities based on the use of their own cultural sector.

5.2.2. Strategic lines and priority actions:

A sectorial cultural and development strategy will be drawn up, incorporating at least the following strategic lines and priority actions.

a. Coordination of the various players in Spanish cultural cooperation:

- Identification of mechanisms for coordination among those involved in Spanish cooperation (recognised in Art. 31 of the International Development Cooperation Act), creating joint working programs between the public and private sectors and taking in the aspects related to culture and development in DNGO financing lines.
- A clarification of competences among the various agents entrusted with cultural promotion, international cultural cooperation and such cooperation with development targets, promoting networking.
- Agreement on the aims and tools of cultural cooperation.

b. The reinforcement of institutions in the cultural field:

- Contribution to institutional enhancement related to the promotion, management, dissemination and socialisation of the culture of countries targeted by cooperation.
- The training of human resources for cultural management in different fields (Public Administration, heritage, visual arts, scenic arts, etc.).

c. Investigation and conservation of the cultural heritage:

- Conservation, investigation, recuperation and the social use of the entire cultural heritage (tangible and intangible).
- The tasks of Workshop Schools in supporting the retrieval of the cultural heritage.

d. Generation of capacities and dialogue:

- Support for programs, meetings and the investigation of intercultural dialogue and institutional configuration in the defence of cultural diversity and the protection of autochthonous cultural expression.
- The generation of individual and group capacities for cultural creativity as a development factor.
- Information and awareness campaigns on cultural cooperation for development.
- The promotion of specialisation in questions and projects for cultural cooperation in Spanish cooperation bodies and institutions.

e. Promotion of cultural industries:

- Support for small and medium-sized enterprises, fomenting the movement and marketing of cultural products on national and international markets, promoting independent artists, respecting copyright and protecting their own identity.
- Support for the presence of creativity and cultural output in multicultural spaces and markets.
- On-going training of cultural sector professionals, taking account of aspects related to the production, processing and commercialisation of cultural assets and services, and the new technologies applicable to cultural industries.
- Support for alternative media, focusing particularly on local and community radio and television.

f. Reinforcement of the Ibero-American cultural space.

- Particular attention and backing will be given to resolutions from the Ibero-American Conference, through the Ibero-American General Secretariat, the body responsible for monitoring those initiatives.

Increasing the capacities and autonomy of women

6. Sector: Gender and development

6.1. Empowerment as a strategic objective

Equality of gender, as a development target and strategy, requires a restructuring of unequal gender relations so that all persons are able to meet their practical needs. It also means promoting mechanisms for the participation of women with decision-making power in all areas, taking account of their strategic interests for their full integration in political, social, economic and cultural terms.

According to the figures, a disproportionate majority of those living in poverty in the world, around 70%, are women. In de-



Image: Corina Mora, AECL.

veloping countries, girls' access to education and permanence in education systems is limited by gender inequality. There is a high rate of morbidity in the feminine population because of grave nutritional deficiencies and limitations on access to health care. Women also suffer from various forms of physical, sexual and psychological abuse for which there are few prevention and treatment resources.

Worldwide, political participation by women is limited, with just close to 10% of parliamentary seats, and 6% in governments. In some countries, there is a high level of legal discrimination, with laws answering to traditionally male culture which tends to place women at a lower rank, denying them the legal capacity to act, and full independence of will. In most societies, women have **fewer opportunities than men to develop their economic activity and independence**, even though fully active in production and consumption. Women and girls do almost all the unremunerated work through their activity at home and their high involvement in subsistence production and in the informal sector, so that their work contributes significantly to the community wealth and economic advance, but is not reflected in national accounts or in economic reports.

Recognising this reality, Spanish international cooperation policy aims to contribute to achieving greater equality of women and men, to ensure sustainable development and peace. This objective involves the necessary action to contribute to supporting developing countries to enhance, complement and consolidate their policies and institutional capabilities in the promotion of gender equality.

In line with the approach to the horizontal priority of "Gender Equality" in this Master Plan, Spanish cooperation will complement its mainstreaming strategy with specific actions, with the strategic objective of empowerment, that is to increase the capabilities, citizenship and independence of women, encouraging their real and effective participation in development and, particularly, in all areas of public life and decision-making. Thus these actions become a sectorial priority in themselves, which will tend progressively toward gender equality.

Support will be given to **actions promoting effective de facto and de jure participation and recognition of the legal and operative capacity of women and, in short, their full citizenship**. This recognition implies their active presence in public institutional spheres and decision-making in development processes, reducing injustices of access to and control of resources and benefits generated by development.

With this understanding, Spanish cooperation will foment mechanisms for support to formal and informal institutions by the state and by civil society, in favour of equality and non-discrimination on grounds of sex.

This will be done on the one hand by **any actions favouring women's access to public arenas for the full defence of their rights**, whether in political participation, in public institutions or civil society, as well as in the very sphere of the definition and management of policies by the public administrations. On the other hand, support will be given to women's access to and control of economic or social resources, with a view to improving their well-being and quality of life.

Commitment to enhance women's capabilities and autonomy will pay particular attention to defence of their rights and security, and those of girls, in relation to domestic violence at all levels. Consistent with the Spanish government's interest in fighting this public health problem nationally (the Draft Domestic Violence Bill, 2004), Spanish cooperation will support integrated measures to eradicate this phenomenon in the countries where it operates.

6.2. Strategic lines and priority actions

The actions defined below will, in all cases, take account of the specific circumstances and cultural features of each country and region, based on the principles of Human Rights and their protection.

a. Promotion of greater representation of women, and equal participation in all social and political realms:

- Participation in political parties, management groups and candidacies.
- Presence in legislative power.
- Presence in public administrations.
- Support for civil society, especially for social bodies working to promote and defend women's rights.

b. Reinforcing national policies and mechanisms for gender equality:

- Legislative improvements: the drafting, improvement and dissemination of regulatory frameworks, in both the civil and criminal realms, which foment equality of gender.
- Reinforcement of judicial systems. Women's access to justice to ensure effective application of laws, and to guarantee their fulfilment.
- Support for the creation of equality plans, integration programs with a gender perspective, and institutional equality.
- Enhancement and improvement of public services, facilitating women's access to and use of such services.
- Support for integrated measures to prevent and treat domestic

violence, understood as any violent act based on gender difference, which does or may result in physical, sexual or psychological damage or suffering for the woman, in public or private life (CEDAW, 1979).

c. Improved opportunities for women in the economic sphere:

- Credits granted to women for productive activities, along with measures ensuring their control and management.
- Support for the education, training and entrepreneurial and professional capacitation of women, and self-employment, promoting their access to new technologies as a key aspect for subsequent incorporation into the labour market.
- Support for activities allowing women access to the labour market, and their participation in the formal economy, promoting defence of labour rights.
- Promotion of women's entrepreneurial associations as a means of defence for their entrepreneurial rights, and for exchange and dialogue with the public powers.

d. Training in civic values:

- Support for training and awareness targeting women and men, contributing to a change of attitudes in gender relations.
- Support for information campaigns, education for development and awareness to prevent violence against women.

In this context, specific actions require coordination, coherence and complementarity with other Spanish Cooperation activities, with other international cooperation bodies, and with state and local policies.

Conflict-prevention and peace-making

Sector 7: Conflict-prevention and peace-making

7.1. Peace-making as part of the international agenda

The Second World War brought with it the division of the world into two large political, economic and ideological blocks. This bipolar world, and the complete confrontation of two socio-economic development models, led to a clear separation of security and development policies. In parallel, though separately, two political-institutional architectures were defined, one to handle questions around states' socio-economic development, and the other for peace and security.

With the end of the cold war, two major problems quickly moved into first place on the international policy agenda: globalisation and the “new wars”, the new armed conflicts. With globalisation, emphasis was at first on its nature as a project designed to attain world development and peace and, subsequently, on the clearly negative or conflictive factors.

It was possible with these developments to see that most problems confronting the international community had not so much to do with the relations of primacy between the great powers as with basically civil and social armed conflicts provoking regional tensions: large numbers of civilian victims, humanitarian disasters (complex humanitarian emergencies), dismantling and fragmentation of states, ethnic and religious tensions, social inequality and injustice, poor governability and governance, corruption, etc. One way or another, these conflicts were related to negative elements or factors linked to the phenomena of globalisation (elements which, in each case, acted as ultimate or structural causes, either intensifying or unleashing them).

Existing security doctrines, strategies and instruments and institutions proved insufficient against these new problems: **peace-making came precisely into the international agenda as a result of the interrelation, from the standpoint of their difference, between the new agenda of peace and security, and the new development agenda.** As a consequence, peace-building goes beyond a strictly military and/or diplomatic concept of peace, given that it seeks to confront the causes leading to a surge of violence in contemporary conflicts, including structural, socio-cultural, economic and environmental factors. In this sense, it is possible to speak of converging agendas and commitments, as part of a new notion of development, and cooperation for the implementation of commitments.

The fact cannot be concealed that the new dimension of international terrorism adds decisive elements in the design of the international security agenda, which affect the development agenda. Trends and consequences in this area must be monitored, through the necessary studies, by the State Secretariat for International Cooperation, with the inclusion of its findings in the sectorial strategic definition in the section on conflict-prevention and peace-making. Development policy must not be subordinated to short-term, anti-terrorist policies but, as pointed out by the DAC, directed toward preventive strategies, not attached to policies which restrict democratic freedoms, thereby responding to its own objectives and guidelines for geographical and sectorial assignation.

In any event, conflict-prevention demands a focus on the relation between security and development, which leads directly to human security. This concept places individuals ahead of the state, so that personal safety is identified as a primary objective, along with physical integrity, economic and social well-being, respect for

dignity and value as human beings, and the protection of fundamental rights and liberties.

Well-being (understood as something more than disposable income) and security (in the all-inclusive interpretation given it by the concept of human security) are ends with which all human beings feel identified. It is known that anything which reduces the levels of these two variables leads to increased tensions and, in the absence of appropriate mechanisms to resolve differences, ends in conflict.

From the standpoint of development, this assertion leads to the conclusion that cooperation for development may: efficiently combat the causes of conflicts; promote greater well-being, respect for human rights, good governance and a healthy and strong civil society; it may foment reforms in the sectors of security, and alter the conduct of governments in relation to military and social expenditure. It is in short a primary instrument, although not the only one, by which to contribute decisively to the prevention of conflicts and the construction of peace.

This Master Plan raises the **need to make Spain an active “peace-maker”, as the identification mark of a project for foreign, security and cooperation policy.** In this sense, Spanish Cooperation can draw on a large cast of players, from the General State Administration, particularly the Defence and Interior Ministries, the State’s Armed Forces and Security Forces, to DNGOs and the private sector, and taking in the various autonomous and local administrations. The added value represented by all these agents, in terms of their own experience and capabilities, is one of the main assets whereby Conflict Prevention and Resolution forms part of a **wider, long-range and inclusive overseas action strategy.**

Following the experience accumulated in earlier historical phases, and bearing in mind the type of threats confronting us (and which are global and essentially socio-economic and political rather than military in nature), it seems clear that integrated development is the optimal path toward attaining a higher level of security.

Along these lines, it is of interest to focus effort on preventive strategies as a more effective response than the reactive strategies which have prevailed until now. The fight against the causes of conflict, rather than that dealing just with the symptoms, is a more solid path toward attaining the desired international stability/security.

Particular attention should be paid to women and infants, constituting as they do 80% of the population affected by causes arising from the unleashing of armed conflict, placing them in a particularly vulnerable situation in terms of their personal safety and respect for their rights, apart from frequently leaving the women in charge of the care of the family. This situation of risk of violence

and exploitation continues after conflicts, in their places of origin or in the countries of resettlement and asylum. The international community has highlighted the importance of humanitarian and reconstruction aid, and the need to include understanding and awareness of the gender gap in conflict situations.

7.2. Strategic lines and priority actions

In this context, Spanish cooperation's strategic lines will be as follows:

- a. To assist in a **change of focus, concentrating attention and available** resources not just on the fight against poverty, but also on **human development and security**.
 - b. To develop approaches aimed at **incorporating into this dynamic all agents**, governmental and non-governmental, civil and military, public and private, on the understanding that this is a **long-range strategy** which will yield fruit only if sustained over time.
 - c. **Concentrate effort far more in the stages prior to the outbreak of violence**, bringing into play instruments which go beyond not just ODA but cooperation for development itself. In any event, what happens during and after conflicts is also terrain proper to conflict - prevention and peace - making.
 - d. To seek distribution of humanitarian aid and emergency food in war or conflict situations, particularly to the most vulnerable population, and giving priority to the most urgent needs.
 - e. To establish and apply effective measures to **promote the prevention of and end gender violence in armed conflicts** and other situations of violence, in line with international humanitarian and human rights instruments.
- Identification of conflict-prevention and peace-making as a sectorial priority with its own identity and as a horizontal subject which must positively infiltrate the rest of Spanish cooperation activity. As a result, successive Annual International cooperation Plans must offer consolidated data on the budgetary commitment in the field.
 - Support for international action against anti-personnel mines and weapons of similar effects, particularly actions aimed at the disarming of existing mines, bilateral and multilateral contributions and aid to the populations affected, with special emphasis on prevention, and care for women and children who are victims of violent conflicts.
 - Creation of the Early-Warning Conflict-Prevention System.
 - For the public powers to adopt an active attitude in work on "awareness", as an essential component of a public peace policy.
 - To foment a stricter weapons and military materiel export policy, complying not just with all the provisions of the EU Code of Conduct, but also preventing sales to countries not complying with the UN Conventional Weapons Register.
 - To create training programs in collaboration with public and private centres, making it possible in the medium term to call on analysts and personnel specialised in conflicts and "civilian peace-making", and so capacitated to be sent in, as part of conflict-prevention and peace-making operations.
 - To explore the possibilities of concentrating a part of the effort on the creation of a reduced set of capabilities which identify Spain as a player specialised in certain conflict-prevention and peace-making areas.
 - To enhance voluntary contributions to multilateral bodies for conflict-prevention and peace-making work, and to local institutions committed to peace-keeping and conflict-prevention.

The following will be **priority actions** in the temporal framework defined by the Master Plan:

- The drafting of a strategy for conflict-prevention and peace-making.



4

Geographic priorities

4 Geographic priorities

1. The criteria for geographic assignation

Articles 5 and 6 of the International Development Cooperation Act (Act No. 23/98) establish the geographical priorities for the implementation of this policy. The aid shall respond to the objectives of governmental foreign policy, and will be directed with particular attention to countries less developed economically and socially and, within that group, to the most disadvantaged sectors. It is specified that the geographical areas of preferential action will be the countries of Latin America, the Arab countries of North Africa and the Middle East, and those other less developed countries with which Spain maintains special historical and cultural links.

Spain will deal preferentially with Least Developed Countries, to which it will direct at least 20% of ODA. The geographical assignation must in all cases guarantee that the most disadvantaged sectors are reached.

This makes it essential therefore to establish criteria making it possible to identify countries which are less economically and socially developed, using socio-economic indicators commonly accepted by international bodies. Moreover, consistent with the objective of the fight against poverty and the strategy of association for development in international development cooperation policy, an assessment must be made of recipient countries' commitment to the design and implementation of policies aimed at participative, equitable, inclusive, and environmentally and culturally sustainable development. Finally, provided that this is made conditional upon the attainment of development objectives, it is legitimate to operate in countries with which Spain has greater historical and cultural affinity. Thus **definition of recipient areas and countries will take the following criteria into account:**

- **Orientation toward the poorest countries:** using not just per-capita- income indicators, the servicing of external debt, or the capacity to access market financing, but also those like the Human Development Index or others which are suitable for measuring the multidimensional composition of poverty, or which make it possible in a country or region to create differences territorially or by sectors.
- **Greater commitment by recipient countries to development objectives**, and, in particular, the adoption of appropriate policies for reaching the objectives and goals of the Millennium Declaration or other international agreements signed by the recipient country.

- **Spain's greater comparative advantage** to guarantee greater aid efficiency, i.e. a greater degree of knowledge and experience in an area or country, making it possible to match better the recipient's needs and the donor's supply possibilities.
- **Cooperation agreements and treaties between Spain and recipient countries**, in terms of the incorporation of sector objectives and priorities established in the Cooperation Act and this Master Plan.

The following guidelines are indicated to facilitate an evaluation:

- Application of a medium-term plan of action, drawn up jointly, where it will be necessary to take account of the role played by Parliament and the political parties in the design of the poverty reduction strategy.
- The level of representation in consultation with agents other than central government (non-governmental organisations, regional governments, the private sector, press and social groups, women's associations, etc.).
- Whether there is a gender equality commitment to guarantee that work on poverty-reduction aims to close the gender gap, i.e. the inequality of women and men, through among other things, empowerment of women excluded and living in poverty, and an increase in their opportunities.
- The transparency of plans and budgets approved, analysing whether they have been made public.
- Whether there is a clear and strict commitment to assign resources to sectors with greater impact in poverty-reduction.
- Whether the targets have been identified which are necessary to evaluate progress made in the application of national poverty-reduction strategy.
- Whether the needs of socially or geographically disadvantaged groups have been specified and taken into account.
- Whether there are incentives for national public administrations to take the criteria for poverty into account in their policies, thereby improving the services provided to the population.

2. Geographic Priorities

In line with the criteria referred to, **three categories** are fixed of geographical areas and countries for action: priority, for special attention, and preferential.

2.1. Priority countries

Priority Countries are those where the greatest volume of Spanish cooperation resources will be concentrated. For each, a Strategic Country Document (SCD) will be drawn up, based on political dialogue and the concept of association, constituting a stable, foreseeable, flexible and long-term cooperation framework so that the country receiving the aid can take over its development process.

The SCD determines the Spanish position in Joint Commission negotiations, so that it must incorporate the main lines and objectives of the poverty-reduction strategy, or a similar document defined by the recipient state. There must be an explanation of Spain's greater comparative advantage and possible complementarities for the proposed actions, and the results anticipated must be established, with indicators to measure the impact on the target population in all the sectorial backups, programs and projects established.

The SCD guarantees the consistency of the policies of the General State Administration so that, when being drawn up, they must be coordinated with autonomous, municipal, and civil society cooperation, and that of other country or regional players in the field; it will be debated in the Interterritorial Commission and the by Cooperation Council, and approved by the State Secretariat for International Cooperation.

Use will be made in the priority geographical areas and countries of any Spanish cooperation tools which turn out to be adequate, with definition of their complementarity in the SCD.

The movement will be toward priority areas and countries receiving up to 70% of bilateral Spanish ODA.

PRIORITY AREAS AND COUNTRIES	
Latin America	Honduras, Nicaragua, El Salvador, Guatemala, Haiti, Dominican Republic, Paraguay, Bolivia, Peru and Ecuador
Maghreb, Middle and Near East	Algeria, Morocco, Mauritania, Tunisia, the Sahara Population and The Palestinian Territories
Sub-Saharan Africa	Mozambique, Angola, Namibia, Senegal and Cape Verde
Asia and the Pacific	The Philippines and Vietnam

2.2. Countries for special attention

This classification brings together countries or regions in special circumstances: due to the need to prevent conflicts or contribute to peace-making; weakness on Human Rights and the democratic system, and crises arising from natural disasters, or financial and social crises generating a perceptible impact in stagnating or rising levels of poverty in the least favoured sectors of the population.

In these countries, only the most adequate cooperation instruments will be used in dealing with the problem which has led to special attention for that country or region.

A Special Plan of Action will be drawn up defining the sectors, objectives and expected results, and actions involving a sectorial approach and the programs and projects it is decided to use, all in evidenced quantified form, and assessable. This Plan must be approved by the State Secretariat for International Cooperation.

COUNTRIES FOR ESPECIAL ATTENTION	
Latin America	Cuba y Colombia
Middle East	Iraq, Lebanon and Syria
Sub-Saharan Africa	D.R. Congo, Ethiopia, Equatorial Guinea, Sudan and Guinea Bissau
Asia and the Pacific	East Timor, Afghanistan, Cambodia. South East Asian countries suffering the consequences of the 2004 tsunami
Europa Central y Oriental	Bosnia Herzegovina and Albania

2.3. Preferential countries

This category includes **countries in preferential geographical areas not included amongst the priorities, and large countries and/or those not dependent on aid, as well as those where there are sectors of the population at a stage of low economic and social development.**

These countries will be given **focused and specific** attention aimed at less developed geographical areas and social sectors. The most appropriate tools will be used to deal with the situation of vulnerability in those territories, and the less-advantaged populations, and a **Special Plan of Action** will be

drawn up, requiring the approval of the State Secretariat for International Cooperation, justifying the type of intervention and defining the objectives and results expected, with quantitative and qualitative indicators allowing evaluation of the impact on those benefiting.

PREFERENTIAL COUNTRIES	
Latin America	Costa Rica, Brazil, Mexico, Chile, Venezuela, Panama, Argentina and Uruguay
The Middle East	Egypt and Jordan
Sub-Saharan Africa	Sao Tome and Principe, and South Africa
Asia and Pacific	Bangladesh and China
Central and Eastern Europe	Medium-low income countries which are candidates for EU membership, and those which may need specific aid in the framework of the South-East Europe Stability Pact

The Annual International Cooperation Plan may reconsider the inclusion of any country in these three classifications, depending on their changing circumstances. Each Annual Plan will particularly value regional action, for inclusion as priority areas, regional areas of Sub-Saharan Africa where action is under way through the African Union, and the NEPAD initiative, in basic social sectors and in matters directly linked to the Millennium Development Goals.

Independently of the geographical priorities established at the country level, it must be remembered that some matters require geographical consideration involving two or more countries. So, for example, action on the environment and the specific problems of indigenous groups or emigrant populations generally exceed national boundaries. Here, for specific difficulties where this seems advisable, Spanish cooperation will begin regional or multi-country action.

2.4. Cooperation with less advanced countries

The Eighth MDG proposing to foment an international association for development fixes the following target (No. 13 of the MDGs): "to attend to the special needs of Least Developed Countries (LDC)

The category of LDC refers to a group of nations whose characteristics lie not just in the deep poverty of their populations, but also in the weakness of their economic, institutional and human resources, often combined with geophysical features which impede their development.

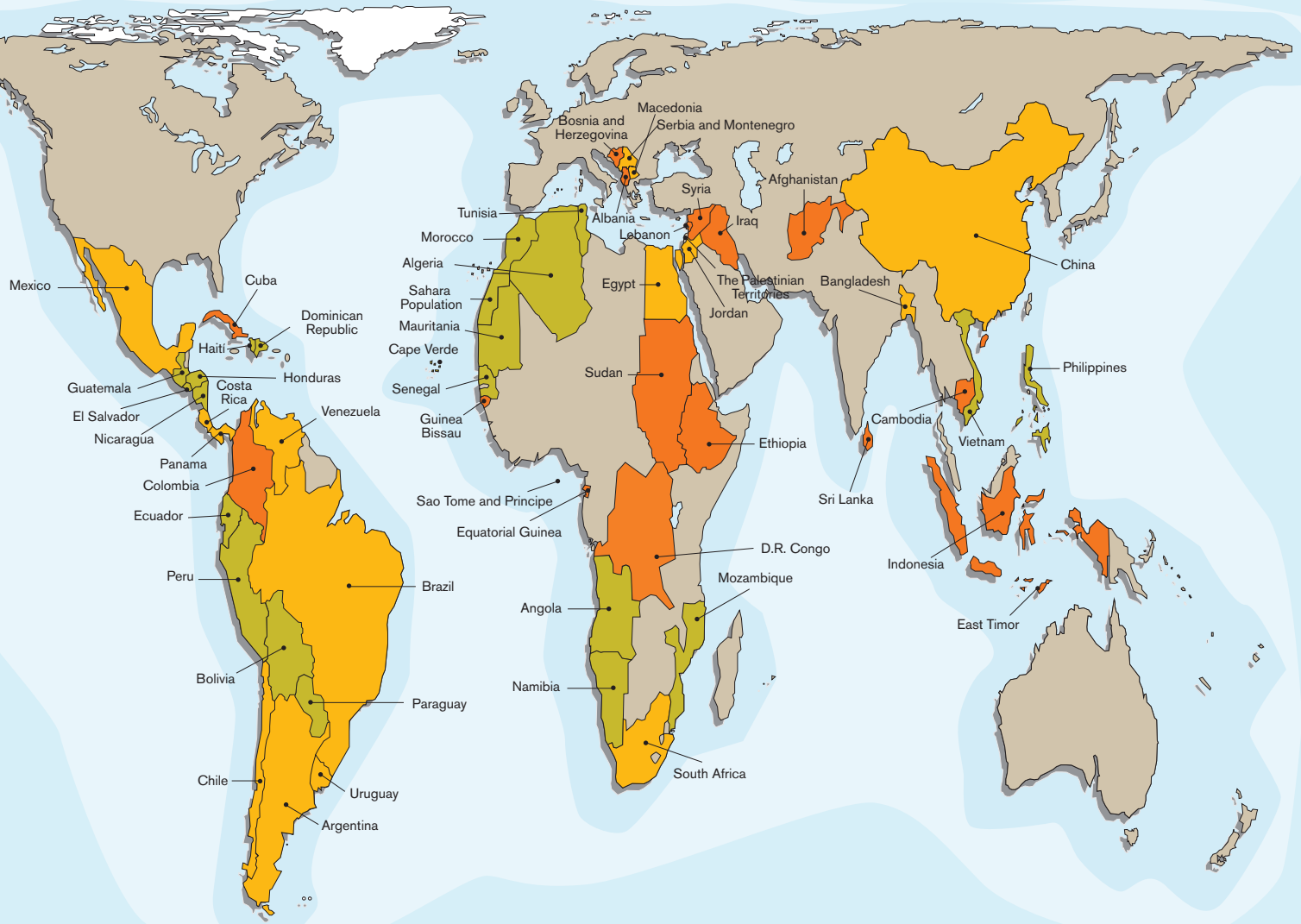
These countries are particularly poorly prepared to develop their domestic economies and ensure a minimum standard of living for their populations, and those economies are especially vulnerable to external changes or natural disasters.

Most of the LDC are in Sub-Saharan Africa, so that cooperation with this region will grow and take on greater protagonism in Spanish cooperation. The African Union (AU), the New Partnership for Africa's Development (NEPAD) and participation in Global Funds and Programs committed to the MDG, are the best means for increasing aid in this region. This channel will make it possible to complement bilateral efforts and support many LDC in sensitive sectors like health, literacy and basic education, gender, water, and environmental sustainability. Spanish cooperation must seek to ensure that the solution and the response to Africa's problems comes from Africans themselves, amongst whom the way is opening up to enhance their protagonism in the resolution of the continent's crises. In the configuration of Africa's new geopolitical order, there are already these two entirely African responses – the NEPAD and the AU. Support for their own regional structures will be the most appropriate formula by which to channel budget increases to this region with a balance and mechanisms absolutely linked to the MDGs.

Spanish cooperation's new political commitment in Sub-Saharan Africa arises in the following context:

- This country's new relation with Africa is generated by a profound feeling of solidarity and justice. There is an increasing awareness and understanding in public opinion of the continent's problems, as the number of Africans in Spain rises, and with Spanish DNGOs in the region. The geographical proximity of West Africa to the Canary Islands has propitiated the growth of a special factor of cultural and human proximity.
- International commitments and especially fulfilment of the MDG and the fight against poverty are focused above all in Africa.
- Africa is a continent marked by conflicts, economic underdevelopment and diseases like AIDS, malaria or tuberculosis, etc. constituting a heterogeneous geographical area in which very diverse models of political and economic organisation coexist, along with different degrees of poverty and underdevelopment. In any event the needs are immense, and the resources of cooperation for development limited.

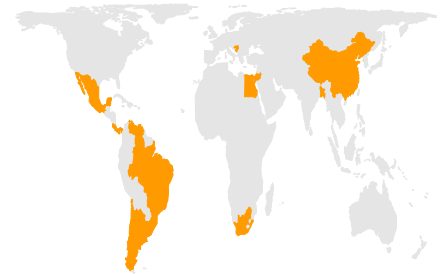
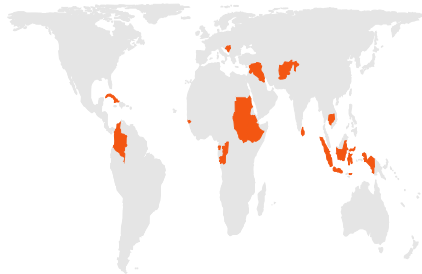
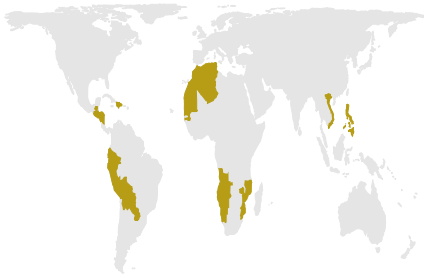
Geographic Priorities



Priority Areas and Countries

Countries for Especial Attention

Preferential Countries



Work will continue through the Spanish International Cooperation Agency's regional sectorial programs **VITA** and **NAUTA**, and in the program of advanced seminars on institutional **advancement** and governance.

Priority will also be given to monitoring, participation in and support for action in the multilateral theatre: the UN and the EU.

2.5. Latin America as a priority region of cooperation policy

Latin America has many natural resources, great diversity and biological wealth, a young and educated population, and a democratic tradition in many states. It is also the world's most unequal region – with a Gini coefficient (a mean of 0.54) which is not in line with its per capita income – and has been unable to reduce poverty – 221 million people are poor in Latin America, 97 million of them indigent. The region's natural resources are at risk, decent work prospects are becoming scarce, high rates of violence are registered, its democracies are not consolidating, and regional integration and entry to the world economy are not moving forward sufficiently.

There are a number of reasons why **Latin America has been and will continue to be a priority area for Spanish cooperation**. First the political commitment must be highlighted, which has been renewed continuously and which is expressed in cooperation based on pairing with the main public policies and poverty-reduction strategies in Latin American countries. This cooperation takes place at three interrelated levels: bilateral, based on close dialogue with each country, sub-regional, fomenting integration and cross-border cooperation, and regional, basically through the Latin-American Cooperation system.

In the field of regional cooperation, particular attention will be paid to agreements, programs and initiatives emerging from the Ibero-American Conference, an instrument for dialogue, coordination and cooperation among the 21 countries making it up, and whose maximum manifestation is the Ibero-American Summit of Heads of State and of Government. In the framework of the Ibero-American Conference, Spanish cooperation will implement in collaboration and coordination with the Ibero-American General Secretariat. The commitment to the Ibero-American cooperation system, based on the principles of joint responsibility and horizontality, will aim to consolidate the multilateral Ibero-American space and generate synergies and complementarity with national efforts toward attaining rising levels of sustainable development, contributing to the reinforcement of democratic values and institutions, and supporting the shared commitment to fight poverty, and in favour of greater social cohesion.

In complementary form, collaboration will be reinforced with multilateral bodies in this region. Moreover, the Latin American priority responds to the feeling of Spanish society, clearly demonstrated through our non-governmental organisations. Finally, the increasing presence of Latin American immigrants in Spain and of Spanish companies in the zone implies new cooperation openings.

In Spanish cooperation's priority countries, intervention reaches all sectors and instruments, complementing country strategies with regional programs adapted to the strategic lines fixed in this Master Plan (already in place for Central America and provided for, in this Plan, for the Andean zone), and which will be developed in association with sub-regional bodies. Spanish cooperation has for the first time included Haiti as a priority country, reflecting the important and varied role Spain seeks to play there. Preferential countries have greater capacity to deal with their development problems, but suffer from institutional limitations and serious injustices which make international support necessary. Parity and triangular cooperation models will be studied with them. There are



Image: AECl

in this region countries in special situations (Colombia and Cuba), where Spanish cooperation will tend to focus on sectors directly related to their main development shortcomings. Finally, Spanish cooperation will enhance its action in the English-speaking Caribbean, particularly in collaboration with the Caribbean community (CARICOM).

The importance of two horizontal programs should be highlighted, Araucaria XXI, and the Cultural Heritage Program, the first because it represents backing for innovative lines of cooperation, and the second because it constitutes one of the areas of greatest tradition. In both cases, it is planned during this period to reinforce their development focus. In the case of Araucaria, this means a greater slant toward integrated development, while the Heritage Program will give increased importance to questions like professional training and upgrading the human habitat.

2.6. The Arab and Mediterranean world

The **Mediterranean Arab world** is a major cooperation priority. This cooperation is articulated in terms of three pillars, the two large sub-regions of the Maghreb and the Near East, and a third pillar in the form of the Mediterranean region, directly linked to the Barcelona process, enabling action with greater consistency and impact, complementing bilateral action and fulfilling the remit in the Cooperation Act on coherence with EU policies.

The Maghreb, a region of great importance for Spanish foreign policy, suffers from major human development deficiencies. These deficiencies, the strategic importance of the area, and the need to support development and stability there must translate directly into pre-eminent consideration in terms of cooperation, so that the entire region must be considered priority: Mauritania, Morocco, Algeria, Tunisia and the Saharan people.

The Middle East is an area in convulsion and the source of most of the strategic problems concerning the world. In turn, its development indicators do nothing but worsen with time. The absolute priority of support for the peace process and for the Palestinian people and their National Authority is obvious, but consideration must be given to the importance of cooperating with neighbouring countries.

The Mediterranean is the new dimension of Spanish external and cooperation policy, given form in the Barcelona process. The Euro-Mediterranean dimension alone deserves a chapter, beyond consideration of the two regions above, and in the framework of the Barcelona accords, to give regional support for the process of economic and social transition and partnerships leading to the area of free exchange with the EU on the one hand and, on the other, dialogue and the human and cultural dimension.

To define the specific actions in this area, a **Spanish cooperation Regional Strategy for the Mediterranean Countries** will be drawn up, with objectives like the following:

- Backing for institutional reforms in the context of the Barcelona process, with particular attention for association agreements, institutional advancement and the new EU neighbourhood policy.
- Promotion of sustainable development based on appraisal of natural and human resources, with special emphasis on local development, making it possible to halt the rural exodus, and support for productive sectors in the framework of environmental sustainability under the Azahar Program.
- The strengthening of cultural links and a reappraisal of the historical heritage.
- The inclusion of their civil societies through their social organisations.
- Incorporation of the phenomenon of migration into development policies, paying particular attention to the areas of origin, and the involvement of immigrant communities in Spain in development in their countries of origin.

2.7. The Asia-Pacific and other geographical areas

Asia and the Pacific forms a region requiring further debate to ensure the coherence of Spanish cooperation policy, since there is almost no repayable bilateral cooperation but it is the first destination for the Development Aid Fund. The Philippines represent a reality, as a point of departure, and must continue to be the main priority.

Vietnam will also be a priority, with its low level of income and in position 112 on the Human Development Index (HDI). It is firmly committed to its process of political, economic and social transformation, and its capacity to absorb aid is exemplary. A significant number of Spanish DNGOs are present, and there is a high degree of complementarity with the EU and the UN.

East Timor, Cambodia and Afghanistan can be considered to be in special circumstances. East Timor is a country with low incomes and in one of the bottom positions on the HDI (158 out of 177). There is a Spanish commitment to its process of consolidation as an independent, democratic state, constituting its "special circumstances". In Afghanistan, Spain is committed to the Bonn process, and has troops on the ground. It is a Least Developed Countries, among the last on the HDI. Its post-war situation makes clear the reason for its inclusion as a country in special circumstances.

Income in Cambodia is low. It is 130th on the HDI, strewn with anti-personnel mines and with a degree of protagonism in the fight against the sex trade. Along with Vietnam, it means that greater coherence and commitment can be added to Spanish cooperation policy in the fight against poverty.

Because of the particular gravity of the situation caused by the tsunami at the end of 2004, the South-East Asian countries affected will be classified for special attention by Spanish cooperation.

Finally, Bangladesh and China will be considered countries with focused cooperation, both with low human development indices and large strata of extreme poverty.

Cooperation with Central and Eastern Europe is directly linked to the transition process which began following the fall of the Berlin Wall and the Iron Curtain and, above all, is linked as a priority to the process of stabilisation in the Balkans after the conflict in the former Yugoslavia. There are three funda-

mental levels: in the first place, Bosnia Herzegovina, a country involved in a long and slow process of reconciliation, return, normalisation and viability as a unified and independent State. Secondly, Albania, an extremely poor country where there is a political commitment to support from Spain. Thirdly, Turkey which, with per capita income of \$2,490, is classified by the DAC as a medium-low income developing country. Turkey is key to stability in the Middle East, and a EU candidate, making it a focus of special attention in European Community cooperation policy. Finally, in decreasing intensity of cooperation, Serbia Montenegro, the Former Yugoslav Republic of Macedonia and other countries in the zone which continue to be important to the stability of the region, constituting the "Stability Pact for South-East Europe", or of the Balkans, to which Spain is committed.

In any event, excepting Bosnia Herzegovina, Albania and Turkey, in the remaining countries in the region, cooperation will be limited to technical assistance and advanced seminars.



Image: Jesús Carrasco

A young child with brown hair, wearing a grey and blue jacket, is kneeling on a sandy beach. The child is surrounded by numerous yellow starfish scattered across the sand. In the background, the ocean waves are visible under a bright blue sky with scattered white clouds. The scene is captured from a low angle, emphasizing the child's interaction with the beach environment.

5

Active, selective and
strategic multilateralism

5 Active, selective and strategic multilateralism

1. Multilateral cooperation objectives

Spain's multilateral development policy is an essential component of its external policy in the multilateral field. **The country's main objective in this period, through its multilateral development policy, is to back the international community in its drive to meet the commitments in the Millennium Declaration. The European Union and international bodies are keys to attaining all the MDG**, but most notably goal 8 seeking greater and better integration of developing countries into the world economy. Such integration must mean better access for products and services from developing countries to markets in the developed and medium-developed countries; action to make these countries' external debt burden more bearable, and finally their increased involvement in decision-making processes in international development organisations.

The reduction of barriers to access for imports, in line with the Common Agricultural Policy (CAP), is a part of EU cooperation policy, including Spain. However, the benefits of greater access to markets are minimal if developing countries' production capacity is not improved, in particular in the case of the weakest and most vulnerable economies dependent on few products for export, or lacking a diversified productive structure. In fact, many developed countries and specifically the EU already grant improved access to their markets as part of their Generalised Preference System (GPS), the Cotonou Agreement or the EBA initiative ("Everything but Arms"), allowing entry without duties and quotas for products from Least Developed Countries. It is felt to be important that the more advanced developing countries should also be involved in this opening-up process, providing greater access to their markets for the weakest and most vulnerable economies.

In this context, integration into international trade must be promoted fundamentally by the development of capabilities in the developing countries, so that they really can use the benefits of improved market access.

In addition to the role of the EU and the World Trade Organisation (WTO), international bodies provide significant contributions to the multilateral system of aid for development:

- They have propitiated significant regulatory activity and have succeeded in forging a series of international commitments, priorities and objectives in the field of development aid, providing the international community with a framework for joint action.

- They have favoured international dialogue and stimulated consultation and exchange processes to resolve conflicts which cannot be tackled from bilateral perspectives.
- They have provided their capacity to mobilise resources, beyond that of any bilateral donor.
- They have made available to the international community a significant contingent of experts in their bases and delegations on the ground, who have helped to systematise a broad set of experiences in the development field.
- They are doing useful work in the coordination of donors which, now more than ever, is an essential condition for the success of international cooperation in terms of the scope and the attainment of the MDGs.

The Government intends to strengthen these institutions, since the challenges arising from the Millennium Declaration cannot be met without the assistance of a substantial, efficient and coordinated multilateral system.

This Master Plan also seeks **to foment more active Spanish participation in the drafting of the development and cooperation rules and doctrine of multilateral bodies.**

The organisation of the actions and fulfilment of the objectives of Spanish cooperation provided for in this Master Plan will require the preparation of a **Spanish Cooperation Strategy on Multilateral Development Policy** which, among other aspects, defines the mechanisms for collaboration with international bodies through development policies.



Image: Beatriz Vega - AECI

Main international conferences since 1990	
March 1990	Conferencia Mundial sobre Educación para Todos (Jomtien)
September 1990	World Summit for Children (New York)
June 1992	Earth Summit (Rio de Janeiro)
June 1993	Conferencia Mundial sobre los Derechos Humanos (Viena)
September 1994	Conference on Population and Development (Cairo)
Mars 1995	World Summit on Social Development (Copenhagen)
September 1995	World Conference on Women (Beijing)
June 1996	Second UN Conference on Human Settlement (Istanbul)
November 1996	World Food Summit (Rome)
April 2000	World Education Forum (Dakar)
September 2000	UN Millennium Summit (New York)
May 2001	Third UN Conference on the Least Developed Countries (Brussels)
Mars 2002	International Conference on Financing for Development (Monterrey)
Junio 2002	World Food Summit Five Years Later (Rome)
August 2002	World Summit on Sustainable Development (Johannesburg)

2. Spain's role in favour of development through multilateral cooperation

At the present time, aid channelled through bilateral action accounts for almost 60% of Spanish cooperation for development. In multilateral cooperation, aid to developing countries through European Community mechanisms represents between 25% and 30% of the total Spanish effort in ODA, while that implemented in multilateral action through international bodies, both financial and non-financial, is nearly 15% of total Spanish ODA.

It is most important, in backing Spanish action in favour of the developing countries, to pay particular attention to action inside the EU. Spain does not just channel a significant volume of resources through the European Development Fund (EDF) and the Community budget to development activity and humanitarian aid, but is also able through the EU to influence international summits and the actions of financial and non-financial International Bodies.

Ability to influence the broad lines of world governance is as important as or more important than the volumes of aid channelled through international bodies, since it is they that fix a substantial part of those lines. Community and multilateral references are therefore of the greatest importance to Spanish action in favour of developing countries.

Along with that, special attention must be paid to involvement in bodies with decisive influence in terms of regulations and thinking when it comes to defining the general trends of international development and cooperation policy: the OECD's Development Assistance Committee and Centre for Development, the ILO, the World Bank's Investigation Department, and the UNDP, among other international investigation bodies and institutes.

Spanish positions in the governing bodies of international organisations must be well-articulated, so as to form a genuine public policy with the capacity to influence the directions taken there. In the context of the Cooperation Act, and without preclusion of the competences assigned to each body, such definition demands broad internal coordination between the ministries and administrations involved, particularly through the Interministerial Commission for International Cooperation. Attempts will be made to facilitate the creation of the information flows necessary to establish positions, the criteria behind the thinking, and strategic definitions of general policies or on the actions to follow in given developing countries, prior to meetings of the international organisations' decision-making bodies.

On the other hand, and despite the fact that this process must be the upshot of the efforts of governments and official organisations, Autonomous Communities and Local Administrations will be drawn on as far as possible, as will representatives of civil society, particularly the political parties, employer organisations, trade unions and the DNGOs, to ensure a high degree of transparency in decision-making and to create well-informed public opinion which is ready to back public action in the field of cooperation.

3. Criteria for relations with international bodies

Spain is at present in ninth place in the world economy, representing 1.8% of world GDP and 3.2% of total GDP of the 29 most advanced donor countries, it is assigned 2.52% of the ordinary UN budget quota and, among EU member countries, it is the eighth donor in absolute terms and twelfth in relative terms.

In such a context, Spain must increase its contributions to multilateral financial institutions and non-financial international organisations, since its input is not in proportion to its economic weight and is, in general, below that of countries which, with smaller economies, contribute more.

An increase in contributions to the development funds mobilised by international non-financial institutions normally requires just a decision of the donor country. However, in international financial institutions, increased Spanish input will have to be channelled through greater weight in their capital, (a question which is difficult to resolve short-term) or by a greater contribution to the grant funds handled by these institutions.

Selection of the international bodies to which Spain will assign priority in implementing its multilateral development policy must be related to Spanish cooperation's sectorial and geographical priorities. The future strategy of multilateral development policy will analyse each international body and development fund to assess its real capacity and the impact of its policy, which must provide a criterion for the prioritisation of the most suitable international bodies by which to channel Spanish aid through voluntary contributions and multi-bilateral input.

Without preclusion of the criteria eventually defining multilateral development strategy, Spain will give **priority in its contributions to bodies able to establish better coordination with other multilateral bodies, with bilateral development agencies and with the local government**, helping to facilitate the real participation of civil society in debates and decision-making as part of the process of sustainable human development and the eradication of poverty.



Image: European Community 2005

When appropriate to a country's development, and taking account of the points of view of the Spanish players (trade unions and employer organisations, DNGOs, among others), multi-bilateral cooperation schemes will be promoted as a formula by which to bring closer the strategic objectives of the international organisations and those of Spanish policy on international cooperation for development.

For periodic evaluation of the collaboration with each organisation, there will be joint seminars, and panels of experts facilitating coordination. Activities will be organised for training and for the dissemination of information on review procedures and the possibilities for access to the various bodies' projects. A personnel and training policy will be put in place which allows for greater Spanish presence in international bodies, to enhance more active participation in those bodies' policies.

The commitment of Spain's multilateral cooperation will be reflected in the development of a policy **promoting Spanish presence in international bodies in the fields of information, training, promotion and incentives**. This policy will be introduced at all levels, from elected and directive political posts to professionals, and includes practical work and training programs, constituting a collective goal for all relevant sectors of the Spanish state and society. Apart from the asset which greater participation and multilateral commitment represents for these ends, Spanish cooperation will have the following useful tools and programs for its implementation: multi-bilateral cooperation programs; funds and mechanisms to post Spanish civil servants and experts in international bodies, and for multilateral consultancy; participation in Young Professionals Programs (Junior Professional Officers), Associate Experts, experts in EU delegations, United Nations volunteers and others of a similar sort in international bodies; and scholarships and aid for practical work and training programs for young Spaniards. It will also cooperate with and contribute to information and training programs and those for relations with international bodies to foment the Spanish presence in international bodies, put in place by the Ministry of Foreign Affairs and Cooperation.

4. Spanish cooperation via the European Community

The EU is an appropriate framework in which seek greater coherence of the various policies affecting developing countries. Pursuant to Article 6.2 of the International Cooperation Act, Act No. 23/1998, Spain will promote this coherence of Community policies impacting on poor countries' development possibilities. For that, the State Secretariat for International Cooperation must be sufficiently involved, along with the ministries competent in each case, in the definition of these Com-

munity policies. On the other hand, the State Secretariats for the European Union and for International Cooperation will be engaged in permanent dialogue in dealing with the formation of the Spanish position in any negotiations.

Progress toward the objective of Spanish cooperation will be actively promoted to guarantee greater access to Community markets for developing country exports. The Spanish Government will promote this objective in Community bodies, taking account of sensitivities and effects which may come together with other Community and national policies of a sectorial nature.

The search for consistency in Spanish development policy will also mean that the involvement of the Ministry of Foreign Affairs and Cooperation will be enhanced in the formation and monitoring of the Community position in WTO negotiations and attendance at plenary sessions.

4.1. Spanish priorities in the Community sphere

Community policy toward countries in Africa, the Caribbean and the Pacific (ACP) is one of the main instruments for channelling Spain's support to countries in these geographical areas and to which, until now, bilateral cooperation has not paid very much attention.

Spain will enlarge its bilateral and multilateral cooperation with these countries, with the Community framework the subject of particular attention because of the diversity of financial and commercial instruments and those for political dialogue which are available to it, and the impact of the Community presence in these countries. Such reinforcement is particularly relevant given that most Sub-Saharan African countries form the group of Least Developed Countries furthest from attaining the Millennium Development Goals.

Least Developed Countries participation in world trade is marginal, about 0.5% of the total, a figure which has dropped since the eighties when it was 0.8%. This makes it necessary to support a lowering of tariff barriers and international agricultural reform. It makes no sense to seek to stimulate agriculture in the Less Advanced Countries if, at the same time, they have to put up with the unfair competition of subsidised agriculture in the North.

The Spanish government undertakes to **promote and extend initiatives like EBA** inside the EU, this being understood as a vital matter for the future of many of the poorest countries. The EBA initiative, launched by the EU in February 2001, starts

from the premise that, if the generalised system of preferences is based on awareness that the developing countries are unable to compete on an equal footing with developed countries, some developing countries, like the Least Developed Countries, cannot even think about competing with other developing countries.

Therefore, **the EBA** regulation creates tariff-free access for all imports from Least Developed Countries, without limitations except for arms and ammunition.

In the EU's Neighbourhood policy with the Mediterranean Arab countries, Spain must as far as possible influence the Barcelona Process for the zone's political and economic reform, and in negotiations for the trade liberalisation accompanying the Euro-Mediterranean Association Accords and in the framework of MEDA financing and that of the European Investment Bank (EIB) in the region. Spain must also ensure that its bilateral cooperation is suitably coordinated with and complementary to Community policy. Thus its planning documents, particularly the country-strategies, will seek to define clearly a close collaboration framework between Community cooperation and Spanish bilateral cooperation. It is also most important for Spain to sustain and foment the European Euro-Mediterranean Process at a time when recent EU enlargement has tended to shift the focal point of Community interest in its external cooperation to other areas.



Image: AECl



Image: Jesús Carrasco

Spain will encourage general reflection on the role of the EIB in other countries in general, especially in the MEDA region, where there are substantial challenges to the New Community Neighbourhood Policy. The Bank's traditional activity in these countries has represented a significant contribution to their development, complementing the work done through official aid by the EU itself. In future, it will be important for the EIB to avoid duplication of actions with the development banks and deal on a priority basis with operations designed to enhance development of the private sector in the countries where it operates, acting in coordination with other multilateral institutions and with bilateral donors. This will allow the overall policies of the multilateral financial institutions to provide an efficient instrument for the strategies for development and the fight against poverty drawn up by the developing countries. These guidelines should be included in decisions whereby the European Union assigns the EIB an external remit. On the other hand, Spain will foment the possible creation in the EIB of trust funds similar to those of other international financial bodies, so that Member States can support activities of special interest to the EU in developing countries and regions.

In relation to Latin America, Spain must encourage the European Commission to take on the enhanced cooperation with this region implanted by other multilateral bodies, particularly the Inter-American Development Bank. The fact that a large part of Latin

American countries belong to the middle income group of developing countries, means that cooperation must be fomented which is based on complementary MDG parameters, promoting sustainable human development and including the concept of social cohesion, taking clear account of the principles formulated at the Third Europe-Latin America-Caribbean Summit held in Guadalajara in May 2004.

Social cohesion, involving processes for the reform of budgetary management and a progressive fiscal system, is an indispensable condition for progress in development in Latin America. In this area of Community activity for development, Spain must promote EU actions in negotiating the new 2007-2013 Financial Perspectives and the EU's annual budgets, reform of the Community regulations on cooperation with the zone, review of the Generalised System of Preferences, and the negotiation of Association Agreements with countries and regional organisations in the area. It must also play a driving role in the approval of an appropriate financial framework for fighting the region's significant pockets of poverty, given the scant links between Latin America and several of the EU's current Member States.

5. International financial development institutions (IFIs)

Economic cooperation for development is framed within cooperation policy as a whole, and responds to the principle of coherence pointed to as one of the three mainline ideas behind development aid, along with the notion of ownership or assumption of the development planning process and the idea of cooperation management aimed at and driven by efficacy in terms of results. A substantial part of the implementation of economic cooperation policy for development is in the hands of the Ministry of the Economy and Finance as representative in international financial institutions, and takes the form of three lines of crucial influence in the development process:

- IMF economic policy and programs as multilateral instruments seeking to ensure international financial stability.
- Policy and loans from IFIs and the so-called Development Banks, most particularly that of the World Bank Group.
- The policy of management of the external debt of developing countries, intimately linked to the context of multilateral decision-making.

5.1. Macroeconomic stability and the international financial system

The IMF was set up in 1945 to supervise the stability of the international financial system in the context of the Bretton-Woods agreements. In a learning process which has not avoided criticism of its rigidity or slowness, the institution has defined its contribution to the solution of the problems of underdevelopment not just as financier of stabilisation programs, but also as a partner in debt-relief initiatives. At the 1999 Annual Assembly, IMF member-country representatives gave the institution a remit to unite the objectives of poverty-reduction and promotion of growth in its operations with the poorest countries, and to base those operations on poverty-reduction strategies designed by those same countries.

At present, this major IMF concern for development is seen in its three basic forms of action: supervision of the international financial system, the resolution of balance of payment and exchange rate crises (usually given financial form in the granting of loans), and technical assistance.

The Spanish Government will foment and monitor the consistency of IMF policies with the objectives of sustainable human development in the Millennium Declaration and, in particular, the Strategy of Association for Development it contains.

In the context of action to resolve balance of payment and exchange rate problems, special emphasis will be placed on keeping the "Poverty reduction and growth facility" (PRGF) in step with recipient states' design of their strategies for the fight against poverty, understood in the multidimensional terms by which it is defined in this Master Plan.

It is now commonly accepted that there is no combination of economic policies which might become a formula for universal application to guarantee the onset and sustainability of the growth process. The special conditions and specific obstacles facing countries require flexible approaches and the study of appropriate solutions, case-by-case only.

However, such sound flexibility should not be confused with the implementation of clearly inadequate policies. In particular, in terms of fiscal and monetary policy, while the deficiencies and failures of models used in recent decades have been abundantly dealt with in recent economic literature, it is no less true that the results, in terms of a generalised moderation of inflation rates and awareness of the fitness of prudent macroeconomic policies, represent one of the most generally indicated factors of positive evolution.

The Ministry of the Economy and Finance will continue to facilitate coordination of IMF business with other executive centres of the Administration. There will be coordination meetings with the Ministry of Foreign Affairs and Cooperation on development-related matters, always ahead of the Annual IMF, WB and Development Committee Assemblies, including their representatives in delegations the Ministry of the Economy and Finance presides.

5.2. International financial institutions

A fundamental aspect of cooperation for development is the search for sustainable economic and social development, meaning that the developing countries must be included in the world economy, basically through trade and investment flows. In that situation, international economic cooperation assumes great relevance, not just in its commercial regulatory facet, but also in terms of its components for direct financial assistance to support macroeconomic stability and the institutional and structural reforms which put down the bases for sustainable development.

A significant part of Spanish economic and financial cooperation for development is channelled through the International Financial Institutions which include the WB, Regional Development Banks (the IDB, the Asian Bank, the African Bank, the Andean Development Corporation and the Central-American Bank for Economic Integration), and through EU cooperation using either the Community budget or the EDF. Mention may also be made of institutions like the European Bank for Reconstruction and Development (EBRD), whose objective is to facilitate the transition to a market economy of the former planned economies of Eastern Europe, and the European Investment Bank which formulates the EU's development cooperation policy.



Image: ACNUR. S. Hooper, June 2004.

In addition to granting loans and guarantees, these institutions give advice on policy matters and technical assistance, and contribute to the exchange of know-how for projects and programs in the developing countries belonging to each institution.

International Financial Institution resources come in general from members' charges, from financing obtained on the international capital markets and from returns on their operations, whether loans or capital market placements.

The Spanish government is a member of the International Financial Institutions through the Ministry of the Economy and Finance, which represents it and articulates this country's policies there.

5.3. Evolution and priorities for Spain's participation in international financial institutions

Spain joined the multilateral system late so that, in general, its participation in the capital of these institutions is small in relation to its weight in the world economy, in general below that of those which, although with economies smaller than this country's, have a greater tradition and involvement in matters of development cooperation.

Nevertheless, **Spain is significantly increasing its participation in and commitment to these Institutions**, through mechanisms which make that increase possible:

- Capital increases.
- Replenishment of IFI soft-loan windows.
- Entry into new institutions.
- Constitution of various consultancy funds in International Financial Institutions.
- Enhancement of the involvement of Spaniards in governing bodies and high-level posts in these Institutions.

This all runs parallel to growing participation in IFI capital increases and a rise in quotas for contribution to soft windows in recent years. Spain has made a particular effort in boosting input to specific funds. These funds allow for greater participation in matters where IFIs have taken a leading role, like the HIPC Initiative, the Environment Fund (GEF), or the Global Fund for the Fight Against AIDS, Tuberculosis and Malaria (GFATM).

The Government's undertaking to increase Spanish ODA to 0.5% of GDP by 2008 means that this policy of enhanced participation in the IFIs can be taken further.

5.4. Priorities for action

The following will be the priorities for action in the context of multilateral cooperation referred to the IFIs:

- The quest for the coherence of the International Development Cooperation Act and the Master Plan and the actions of multilateral financial bodies demands active involvement in the processes whereby their policies are formulated and, from a more general perspective, in the institutions' reform. That means redefining multilateral cooperation priorities, **contributing actively to debates in the IFIs** on development policy.
- The quest for influence in IFIs, to enhance their contribution to development, must be based on a greater capacity for debate and proposal, through on-going monitoring, study and analysis of these Institutions' policies. That requires **reinforcement of the competent departments in the Administration, and greater interaction by them with research centres, universities and DNGOs**, in line with the experience of other countries around us.
- On the other hand, recent experience shows that the "Consultative Groups" offer possibilities for influence on IFI policies at the national level, but that they also explore other areas of action, in particular in the drafting of the World Bank's National Assistance Strategies (Country Assistance Strategies, CAS), and "Poverty Reduction Strategy Papers" (DELP) in the Initiative to reduce the debt of the poorest countries. Here, analysis will show how to integrate the strategy to be followed with the World Bank and the Strategic Country Documents provided for in this Master Plan..
- The aim in short is to ensure that the IFIs and their working instruments (loans, technical assistance, research) contribute effectively to development objectives, with policies which ensure inclusive economic growth and poverty reduction pursuant to the MDGs.

In line with the foregoing, the following mechanisms and instruments will be used:

- As far as possible, a strategy will be pursued which is based on the coordination of positions and the formation of coalitions with other countries and, in particular, with EU Member States and those in the euro zone. Greater agreement on positions will enhance Spain's capacity to influence, beyond what it might obtain on its own. The aim is to make the most of the potentiation factor represented by EU membership.

- Spanish economic and human resources in the IFIs will be increased. Coordination will be encouraged between Spanish representatives with seats in these Institutions, and those dealing with them.
- The geographical areas of interest will be defined, with their diversification. The presence in and commitment to Latin America is important. Spain has for some time been a member of the Inter-American Development Bank, and has recently joined sub-regional institutions like the Andean Development Corporation and the Central-American Bank for Economic Integration. In the future, attention will be diversified, particularly through the World Bank, toward other regions also of interest for cooperation policy.
- There will be active collaboration in some fundamental areas such as Institutional Reform and Governance, through specific initiatives like regional integration and sector policies to reduce poverty.
- IFI activities will be made known to Spanish civil society, the business community and institutions, to encourage participation in their activities and an understanding of their capacities there.
- Consultancy Funds will be created, making it possible to deepen Spanish policy on enhanced participation, positioning Spain as a committed donor, and helping to open up new areas of collaboration, extending the possibilities for Spaniards to participate in the work of the banks.
- Relations with IFIs in Spain will be reinforced by opening offices in the country, and close collaboration with the banks' offices in Europe.
- Finally, an IFI policy in line with the objectives of the International Development Cooperation Act and the Master Plan will also require participation in and dialogue on policies with the DNGOs, social organisations and Parliament. That means a regular and transparent flow of information on these institutions' policies, and Spanish activity in their governing bodies.

6. Cooperation through international non-financial bodies and the united nations

The United Nations Secretariat and Agencies discharge a vital role in questions of development, helping countries to fulfil the MDGs, particularly with expert assistance in the drafting and application of development programs. The United Nations System is playing a global role, controlling progress and monitoring it nationally, identifying key obstacles to the Goals, and committing broad sectors of world society through the Millennium Campaign. In the Spanish Ministry of Foreign Affairs and Cooperation, it is the role of the State Secretariat for External Affairs and Latin America, in close coordination with the State Secretariat for International Cooperation, to promote Spain's role in the UN.

Likewise, as part of the reform process on which the UN has embarked, the development agencies have united around the United Nations Development Group which currently draws together more than 24 of the System's agencies.

For Spain, the UN is, given its universal nature, the breadth of its remit, and its moral authority, the preferential framework for multilateral development policy. Moreover, UN bodies can offer Spain a high degree of technical specialisation and undoubted added value in dealing with global problems, or where states or other bodies are less authorised, as in international or internal conflicts, natural disasters, pandemics, or threats to the environment.



Image: ACNUR. E. Kanelstein, July 2004.

Spain's multilateral development policy needs to be more influential in EU policy toward International Non-Financial Bodies. Apart from this general policy principle, this country must raise its bilateral levels of participation, presence and influence in these Bodies, by increasing financial input, contributing to the formation of the thinking, making experts available, and promoting the presence there of executive-level civil servants.

Spain will, bilaterally and through the EU, foment effective collaboration among UN bodies and agencies, to secure a clear delimitation of their mandates and in their objectives, to facilitate their better coordination. The UN must operate as a genuine System not just in its central bodies but also in its cooperation on the ground. Moreover, through its involvement in the governing bodies of the various programs and funds, Spain will promote effective coordination between UN bodies and the IFIs in poverty reduction strategies.

Spanish cooperation will particularly support coordination in humanitarian crises and the application of cooperation in developing countries in the Development Assistance Frameworks (UNDAF, country-strategies of five years' duration). In that, it will when necessary provide backing with financial and human resources for resident coordinators and UNDP offices on the ground, maximising the partnership between the Development Program, the EU and Spanish cooperation.

In the context of the objectives and actions for development fixed in this Master Plan, there will be a gradual increase in voluntary contributions to UN development bodies, humanitarian aid and for the protection of human rights, to a level which, as a minimum, puts Spain in the same place as assigned to it for its mandatory contributions, with special input for specific programs and projects.

As well, in multi-bilateral cooperation, Spain will raise its voluntary aid to the organisations' budget, so that financing does not under any circumstances alter the bodies' objectives in the terms of their specialisation and, through the appropriate conventional instruments, so that these contributions can, to the greatest possible extent, be anticipated.

Spain is signing Framework Agreements with various specialised United Nations Agencies. This legal-political instrument must become a favoured mechanism for coordinating the action of the various administrations, and to define the programs and projects for joint implementation.

It will also reinforce multilateral cooperation through the Ibero-American General Secretariat, the regional organisation linked to the Ibero-American Summits and Conferences, and through other Ibero-American organisations, in particular the Organisation of Ibero-American States (OIS), the Ibero-American Youth Organisation (OIJ) and the Ibero-American Social Security Organisation (OISS), promoting coordination among them and further reinforcing the Ibero-American cooperation system.



6

The instruments of Spanish cooperation

6 The instruments of Spanish cooperation

Spanish cooperation has a series of instruments through which to channel most of its development aid. Their selection, and the balance between direct cooperation and that implemented through international bodies arises from an analysis of each country's needs, defined in dialogue between the government and the others involved (donors, international bodies and civil society), and fixed in the associated country-strategies.

Advances will however be made in introducing new instruments (sector and budget support, common funds, etc.) and Humanitarian and Emergency Aid, and the Microcredit Program will undergo a thorough review.

1. Programs, projects, technical assistance and new instruments

For the active development of the new cooperation policies based on the association strategies Spanish cooperation intends to initiate following approval of this Master Plan, new tools will be developed, and some existing ones will be modified. The new instruments most used by the international community are the "sector approach", budget support, and global funds.

The so-called new instruments are complemented or alternate with traditional ones like projects or technical assistance. Projects and technical cooperation have been used for many years, and will continue to be applied with the modi-



Image: AECI

fications necessary to respond adequately to the new policies. Projects can provide a recipient country with references for the introduction of a new action (pilot projects), for dealing with problems of the design or implementation of certain interventions (technical assistance), or for reinforcing management or technical capabilities in specific units or institutions (technical assistance – know-how).

It is not the projects which are the problem, rather whether they comply with certain criteria: they will fit with cooperation strategies and instruments if they meet national priorities, they are requested by the country, and are designed, executed and evaluated mainly by national personnel, who might if necessary be joined by external technicians and experts. Moreover, it is essential for projects to fit into other development initiatives in the country, in the sectorial sphere (sector approach) or on a broader level (Poverty-Reduction Strategies).

The question of technical assistance is also complex because, while few question the need for technical contributions to reinforce local institutions, it is the management of the technical assistance which raises problems for countries receiving aid. In any event, initiatives enhancing local technical capacity must be prioritised.

1.1. Sector approaches

Sector-wide approach, or SWAP, is the name given to processes to ensure that the financial resources assigned to a sector by the recipient country's government and external cooperation are in response to a single policy, plan of action and expenditure plan, having been drawn up under the leadership of that country's government, which manages them. Civil society, donor countries and the ministry or ministries responsible have been involved as partners under the recipient country's direction in the definition of strategies, goals and targets, and they have monitoring and evaluation mechanisms for reaching them.

The link between the sectorial approach and the concept of process is most important, the idea being precisely that all partners move forward in the direction indicated, at a speed which is feasible for them, making the organisational, cultural and legal changes necessary and progressively developing the mechanisms required for negotiation, information, monitoring and evaluation.

There are defined and internationally accepted criteria for deciding whether a given sector is suitable for a sector-wide approach:

- a. The government must be decidedly interested in this approach. National leadership is essential to advance toward a sectorial focus, and such leadership can never be substituted or forced by the cooperation agencies.
- b. The public sector must have an important role, and a high level of involvement in the management. This the case in social sectors where market failures are more obvious.
- c. There is broad agreement between cooperation agencies and the Government on the sector policy.
- d. The input from cooperation must be significant. If it is low, the coordination and harmonisation drive will be insufficient.
- e. There needs to a relatively stable macroeconomic framework making it possible to draw up a realistic expenditure plan.
- f. There are incentives for the institutions and persons involved for them to support sector-wide approach goals, such as expectations of enhanced resources.

There are sufficient reasons for Spanish cooperation to give **serious consideration to SWAPs**. In many African countries (and recently in Latin America) they are the tool chosen by governments and donors for operation in some sectors such as health or education, both of great importance in the fight against poverty, where this approach has led to a major qualitative leap in terms of takeup by governments receiving aid. Spanish cooperation may assign resources to SWAPs in countries where it has traditionally had a low profile and where, for example, they allow a direct entry route to support of these sectors.

1.2. Budget support

Budget support is the name given to any form of financial backing to the public budget of the recipient country. In the strict sense, budget support should buoy a recipient government's overall management through its poverty-reduction strategy or some other development plan. There are in practice result-linked budget backups in a specific sector. This type may have advantages over the sector-wide focus, in that it allows for inter-sectorial intervention, which is more effective for the solution of a sector's problems. Budget support also offers more possibilities for the implementation of horizontal policies.

The demands on recipient government management systems and mechanisms must be much more demanding for budget support than for the sectorial approach. In many cases, budget backing begins following considerable advance in the process of sector-wide approach in a number of key sectors, and the consolidation of the leadership and management capacities of the local government, and an increase in donor confidence.

Some observers question the aptness of budget backing in some national contexts when, for example, the recipient country has problems of capacity (budget implementation levels and public financial management systems), of public sector transparency (high levels of corruption and little tradition in rendering of accounts) or of fungibility and the absorption of additional financial resources (centralism, bad planning, the limited participation or importance of the private sector). The argument against this is that, in most of the cases referred to, budgetary support does tend to improve the existing situation, disclosing problems, corruption and limitations which would otherwise remain concealed or would not attract attention.

This does not mean that budget support is always right for the reality of a country, or that most resources should be assigned to this instrument. Careful consideration must be given to the pros and cons of such support in each target country. Several European agencies fund budget support, but the figures they assign to it and the decision-making criteria vary from one agency to the other and even from one country to another within each agency. This is the rational and logical way to proceed, and it has allowed these agencies not just to take a major international lead in the introduction of new instruments, but also to learn from them and use the lessons to enhance the efficacy of their ODA.

1.3. The global funds

Global Funds are an aspect for consideration as part of development aid initiatives, combining public and private effort and capital, and with relatively lightweight planning and management structures, acting through national bodies in the recipient countries, and using resource-allocation mechanisms different from those of traditional ODA.

The main challenge of these Funds is for them to integrate into a recipient country's systems and sectors which are often unable, because of lack of local capacity, to absorb the flows of resources placed at their disposal. Thus, although funds do not aim to operate in parallel, but rather in coordination with a country's structures and institutions, paradoxically they often run like the vertical programs so criticised in the eighties and nineties. The allocation of many funds confirms the premise that development problems are not just resolved with greater

financial resources, and that such resources may sometimes prejudice the management and capacity of institutions in poor countries. In this sense, mention may be made here of the following actions for funds to support and reinforce development in the target countries:

- The need to combine the fund's very specific and short-term objectives with the fact that recipient countries' systems of government are often weak and complex.
- Avoidance of situations in which what funds offer (money, consumables, technical assistance) modifies or conditions real demand in the recipient country, requiring long-term effort, not neglecting other priorities for the use of existing funds.
- The need to prevent the combined influence of funds and agencies from blocking a government's capacity to define and implement its own policies.

In short, global funds may contribute in many ways to the eradication or relief of some problems, particularly in health, which require concentrated and coordinated efforts. They are however not very effective for dealing with certain realities at the root of lack of development and of the very problems the funds seek to alleviate.

Spain contributes indirectly to some global funds with its input and attendance at bodies like the World Bank and World Health Organisation, and will heighten its presence in these bodies to guarantee that development goals are met, joining the funds' local coordination committees, and external cooperation coordinating bodies like sector panels and others.

1.4. The requisites for Spanish cooperation to apply the new instruments

Sufficient time must be allowed in the process of change in the forms of cooperation, with the adoption of strategies for the increasing incorporation of the new instruments.

In connection with the selection of instruments, it is important to remember for example that the WB itself took more than 4 years to authorise and configure the use of the SWAP, although one of its creators, and there are problems even now for certain banks and agencies to work with this instrument.

In line with these considerations, the following are the guidelines for Spanish cooperation:

- Categories of cooperation being implemented at present will continue and, in those cases where they affect a sector in a

country where the national government and other agencies are using new instruments, Spanish cooperation will join the bodies already created and will begin processes of coordination like those indicated in the description of the sectorial approach.

- Choice of a cooperation instrument must be the upshot of a process of communication and negotiation between agencies and the recipient country. These countries may have reached decisions in this direction inclining toward one category or another, according to their own poverty-reduction strategies or development plans.
- The experience accumulated would appear to suggest the use of more than one instrument (traditional or new) simultaneously in one country. However, such variation must be subject to criteria of coherence and functionality, so that cooperation management and resource use in the recipient country do not prove too complicated.
- The choice of countries in which to cooperate using new instruments must also take account of the aspects of suitability and feasibility. Some countries do not at present have the capacity to absorb all the cooperation they receive (although that capacity would unquestionably increase with simplification, harmonisation and the strengthening of institutions), while others have recently had problems, for a variety of reasons, with the new forms of cooperation.
- Spanish cooperation will begin to participate in some processes which are already well-advanced, and with good results, with the aim of enhancing skills and gaining experience.
- Sectors will be selected according to experience and Spanish cooperation's capacity. Specialisation processes are arising increasingly between agencies, advancing from competition to complementarity.

2. Food aid

Food aid is an instrument of international cooperation which is justified only when addressed to the poorest sectors and countries, although considered essential in emergencies.

Poorly applied food aid may cause distortions to prices on internal and international market prices, it may act as a disincentive to food security policies in recipient countries by reducing market prices for food, and it may alter local diet, while also creating dependence and increasing unemployment in the farming sector.

Donors have sometimes used food aid to expand their agricultural markets, to get rid of their surpluses and avoid limitations

on their export subsidies. Lack of access for goods from the most vulnerable sectors to the distribution channels has meant that this type of aid has not benefited the populations to which it is directed.

The FAO has stated that the only lasting solution to hunger is to get rural communities in the poorest countries to stop depending on food aid and increase their own production, in the first place to achieve food self-sufficiency and then to market food.

The concept of food sovereignty provides for self-supply capacity, guaranteeing physical and economic access to the safe and nutritional foods which families, localities and countries need, through control of the production process, and which must be autonomous, promoting and/or recuperating traditional practices and technologies, ensuring the conservation of biodiversity, protecting local and national output, and guaranteeing access to water, land, genetic resources and fair and equitable markets, all supported by governments and society.



Image: Pablo Muelas - AECI

This makes clear the need to subordinate Spanish cooperation's actions in food aid to the goals of the fight against poverty and, in particular, to the vision of food sovereignty and the fight against hunger set out in this Master Plan. Work will also be done to reduce food aid in kind, in favour of financial assistance to buy on local markets in recipient countries.

Food aid programs must observe existing international agreements and the principles of International Humanitarian Law.

3. Humanitarian action

The growing weight in recent years of humanitarian action has led to all types of debates and approaches to the specificity of this instrument, and need to link it to those others making up the concept of ODA.

3.1. Humanitarian action in the international context

Recent years have seen a significant increase in the funds the international community has directed to humanitarian aid when ODA as a whole was on the decline. This has to a large extent been due to the increase and growing complexity of conflicts and the worsening of natural disasters.

At the same time, other factors like the role of the media in public opinion and governments, neglect of their responsibilities under International Law, and the greater visibility of humanitarian action compared with others like development cooperation, have led toward a panorama where humanitarian activity has consolidated in the international arena.

It is in this context that changes are occurring not just in the function of donor bodies but also in their guidelines for enhancing humanitarian response. Faced with worrying aspects, with a negative impact, like uneven responses to crises, abandonment of many of them, or the politicising of aid, initiatives arise which seek to better the system for action, to assign resources according to victims' needs, to uphold humanitarian principles and, in short, ensure humanitarian action based on respect for International Law, victims' rights and humanitarian values.



Image: Pepa Acedo - AECI

3.2. The reality of humanitarian action in Spain

Although Article 12 of the International Development Cooperation Act includes a definition of humanitarian aid, including emergency food aid and its component parts, and creates a legal framework for action, the notion of humanitarian action is far broader than the Act suggests. Lack of a clear definition of humanitarian action has led to inconsistencies and problems in the work of Spanish cooperation, in terms of both excess and deficiency.

3.3. Criteria for action

The criterion underlying all Spanish cooperation's humanitarian action will be **directed at the victims of any form of disaster, with the aim of meeting their basic needs, re-establishing their rights and ensuring their protection.** Prevention and relief of suffering, motivated by humanity and according to principles of impartiality, neutrality and non-discrimination, are the fundamental premises of any humanitarian action. Spanish humanitarian action will be based on a profound respect for internationally agreed humanitarian principles and values, according to International Law.

For satisfactory results, the following **strategic lines** will be worked on:

- From the institutional standpoint, to adjust existing Spanish cooperation bodies to the particular requirements of humanitarian aid, so as to ensure greater efficacy in both its configuration and implementation.
- The concept of humanitarian aid to be applied will take account of all phases prior to a disaster (preparation, mitigation and prevention) and those following (rehabilitation in general with its components of reconstruction, reconciliation, etc.), as part of an operational continuum leading to lasting solutions, with an integrated focus on activities to do with humanitarian aid, rehabilitation and development as different scenarios or times forming part of a single process guided by the fight against vulnerability. At all events, formulation involving medium- and long-term actions will not be a pre-requisite in cases where the assistance and protection is urgent, and the lives and dignity of the victims depends on that.
- Actions in preparation for disasters, and their prevention and mitigation must be incorporated at all levels of development planning (country-strategies, programs, projects), particularly in countries prone to such crises. Spanish cooperation's humanitarian actions will seek the participation of local agents in the various phases of aid, and will incorporate the focus on gender in its actions. Particular attention must be given to post-war rehabilitation and peace-making, fomenting the coordinated use of a variety of aid instruments, but eliminating those which are inadequate linked to needs in these contexts.
- Spanish humanitarian action must direct efforts toward awareness and its bearing on humanitarian questions. This type of work will be promoted in international forums and in Spanish society.

3.4. Priority actions

To enhance the efficacy and impact of humanitarian action, the role must be defined of the various players, their jurisdictions, and the coordination mechanisms. Senior management of all official Spanish humanitarian action must be in the hands of the Ministry of Foreign Affairs and Cooperation, with the basic functions of coordination, financing and implementation. The flowchart, personnel and specific operational procedures are beyond the scope of this Master Plan, although some questions can be anticipated.

- A Humanitarian Aid Office will be created, with sufficient logistic capacity, and human resources adequate for efficient operation.
- Coordinated systems for information, identification and analysis of needs will be set up, to avoid duplication of ex-

ploratory missions and optimise the resources of the various national and international players.

- The role of the Technical Cooperation Offices and of Spain's Embassies will be strengthened, particularly in priority countries prone to disasters or crises of all sorts.

Any improvement to Spanish humanitarian action must be matched with increased resources and a demand for an approximation to the most committed humanitarian aid donors. Here:

- The goal is to approach the average of Development Assistance Committee donors, i.e. **7% of bilateral ODA** in 2008.
- A specific several-year fund will be set up for humanitarian aid, channelled via the appropriate budget and administrative instruments, and taking account of requirements in emergency and post-emergency situations. Other players, in autonomous and local cooperation, and private companies, may participate in this fund.
- Funds assigned to humanitarian action will be non-repayable and untied, following the international rules in the field.
- Specific financing procedures will be created for NGO humanitarian action with study, among other possibilities, of framework agreements, program contracts, greater inclusion of humanitarian components in conventions, and programs signed by the AECI with NGOs or other agents who might act in such cases.
- Accounting of the cost of military operations as humanitarian aid and ODA will follow DAC guidelines.
- Any increase in the amount of aid must be paralleled by improved systems of control and quality guarantee, and the establishment of mechanisms for evaluation, transparency and rendering of accounts, in line with international recommendations in this field.

These proposals will take form in a **humanitarian action strategy** exhaustively setting out the concepts and criteria for action, the goals, instruments, coordination, procedures, and resources, etc., providing a reference in Spanish humanitarian action, to ensure coherent and effective action. This Strategy will, along with others, include the following dimensions of humanitarian action: prevention, disaster response, post-disaster rehabilitation and reconstruction, incidence and awareness, and the institutional dimension.

4. A new framework for DNGO collaboration, dialogue and public financing

The public funding of Development NGOs will be linked to application of the principle of coherence with the principles, objectives and priorities of Spanish international cooperation policy, and collaboration in the development of the shared goals pervading Spanish cooperation's activity: the Millennium Development Goals and the priorities defined in this Master Plan, also forming part of DNGO patrimony.

Access to public resources for the funding of DNGO actions is provided for in the General Subsidies Act, which defines such subsidies as "a means of fomenting certain conducts considered of general interest, as well as a procedure for collaboration between the Public Administration and private individuals for the management of activities of public interest".

The following principles inform these subsidies:

- a) Collaboration**, the element configuring the unity of the process, a process which is the subject of dialogue as from the moment of the very design of the development cooperation, and given form in shared references. This collaboration is linked to the parties' joint responsibility in reaching the goals set.
- b) Complementarity**, among the various cooperation agents, understood as the sum of the synergies of those working in cooperation and the implementation of a shared development policy. Complementarity implies dialogue on goals, how to achieve them, and the spread of responsibility.
- c) Aid quality**, through enhanced planning, greater coordination among those involved in cooperation, with the promotion of more suitable instruments, and reinforcing evaluation and learning.

Collaboration between State administrations and the Spanish Development NGOs, through their public funding, represents a strategic commitment to move forward in the attainment of the MDGs in general and the aims of the Master Plan in particular. In this sense, the State Administrations will support Spanish DNGOs as agents of social, economic and political change.

A scenario is proposed with two instruments for financing DNGO collaboration with Spanish ODA: **cooperation agreements** and **cooperation projects**.

Here, lines will be considered for specific activities, making it possible to concentrate resources for some which have not been the subject of financing, and for some subject areas.

The new instruments and guidelines will be regulated in a new General Bases Order, to replace the existing one dating from 31 January 2001.

The following will be the features of the **cooperation conventions** for development:

- They will form part of Spanish cooperation operations in priority countries or regions and the priority sectors defined in this Master Plan, and those more precisely delimited by Ministry of Foreign Affairs and Cooperation structures, and will be developed in sector strategies and country-plans. DNGOs will be able to make proposals since, thanks both to their counterpart networks and their work on the ground, their capacity to identify is fully acknowledged.
 - Cooperation conventions will be created defining objectives, geographical scope, the sectors, subject-matter, the evaluation and monitoring plan, and the tools to be used.
 - DNGOs availing themselves of this instrument must be recognised by the AECI as qualified entities; the qualification process will be regulated in consensus with DNGO Coordination.
 - Cooperation conventions will be established in agreements between the AECI and DNGOs or consortiums which have been assessed according to the terms of the new Bases Order.
 - They will be for several years (with the commitment of funds for several budget periods), up to a limit of 4. Depending on the nature of the intervention, a convention may be renewed by common accord between the two parties, for a limit of two further years.
 - The development intervention will be financed as a whole, including the identification and formulation phases.
 - Major importance will be assigned to technical monitoring (reducing the bureaucratic burden), intermediate evaluation, and final impact analysis.
 - The creation of consortiums will be promoted, evaluated and facilitated when understood not just as an accumulation of organisations, but as a combination of complementary capacities. Regulation of the concept of the consortium will be studied with the DNGOs.
- The applicant DNGO must be in the AECI register.
 - The funding instrument must be annual, that is the total subsidised sum must be charged to the budget for the year in which approval is given, although its duration may run to a longer period (24 months).
 - There must be technical monitoring, and an evaluation plan according to the terms of the Bases Order and the annual announcements.
 - They will be implemented in countries where Spanish cooperation acts, and must be framed in the general policies fixed in the Master Plan. Innovative DNGO proposals will be studied.
 - The applicant DNGO's record and experience will be considered, as will the fact that the project is part of a longer-term working strategy.
 - They are accessed through open calls for subsidies in line with the requisites set in the Order for the associated announcement.

Cooperation projects are a set of actions designed to attain a specific development target in a given time, in a country and/or for a pre-determined beneficiary population which has been involved in the design of the project, and whose effects must be lasting in time. Implemented by the DNGOs, the following must be features of the projects:



To define as far as possible the areas of collaboration between the Spanish International Cooperation Agency and the DNGOs, and to strengthen some Non-Governmental Organisation's actions, specific lines of common work will be opened throughout the period:

- Enhancement of the presence of Spanish DNGOs in international forums and initiatives.
- The strengthening of networks and specific or sectorial consortiums in civil society, nationally, regionally and continentally.
- Support for governance and democracy.
- Culture and Development.
- Education for Development and Awareness will be a standing feature, with a budget allocation fixed in annual announcements, and with tools adapted for their formulation and monitoring.
- Evaluation of impact and identification, not necessarily linked to the time-frame for the financing of the actions.

All these lines may be sought, either for cooperation conventions or in Project announcements.

As part of the budget assigned each year to the DNGO financing program, in dialogue with the GDE, a suitable balance will be sought between instruments extending over several years, and projects, which will be made clear in the annual call.

5. Instruments for the support of micro and small enterprises. Microcredits

The Microcredit Fund is a tool for endowing microfinance services in developing countries, aimed at the fight against poverty. The strategic view of its use must be updated so that it meets that end and contributes to the goals of Spanish cooperation for development, reinforcing the integration into its administrative structure in the areas linked to its management and evaluation.

Action in this field must be refined according to the following considerations which, on the other hand, are to be found in the bases for the action of the main donors in the area of microfinance:

- Those excluded from the traditional financial system need not just microcredit but also a varied range of microfinance services: savings, remittances, collections and payments, insurance, etc.
- Microfinance is an important arm in the fight against poverty, but is not the only one, nor is it always valid, for all persons and situations, at any time and in any place.

- Microfinance is not a universal instrument for action in the microenterprise field. A reasonable design of these actions must foresee several procedures combining in a common strategic end: to collaborate in the creation of an environment favourable to microenterprise development.
- The enhancement, improvement and sustainability of microfinance services is based on the efficient financial mediation of the institutions present in the microfinance field. An essential and fundamental requisite of such efficiency is the attraction of savings and their conversion to investment.
- A key factor in the increase, improvement and sustainability of microfinance is greater competition among those acting as suppliers. The presence of competition prevents the transfer, through higher prices, of potential inefficiencies on the part of the supplier institutions to those using microfinance.
- The provision of microfinance services can be profitable if properly managed. There are many examples today. Public and private development cooperation has played, is playing and will play a major role in the support, promotion and dissemination of microfinance services and the know-how associated with them.
- The main bottleneck in micro-finance is not a lack of funds for loans, but the limited number of strong institutions with solid growth prospects, and of efficient managers.
- The State Secretariat for International Cooperation and AECI will use their two instruments for micro-financing:
 - Technical assistance, promoting innovation, spreading best practices, collaborating in the training of those acting as micro-finance managers, and fomenting suitable regulation for microfinance.
 - Financial cooperation, where careful consideration must be given to all variables so that, without significantly losing sight of the parameters of lenders already acting in microfinance, they provide micro-finance services with range, depth and enhancement, they create incentives for the attraction of internal saving, and they offer the fund stability. This must all be achieved, in order to deal seriously with the growth programs of the micro-finance markets, and collaboration with International Bodies which have started microcredit schemes.
 - During the first year of the four-year term, entry into the Consultative Group Consortium for Assistance to the Poor (GCAP/CGAP), which brings together the most important donors in the area of microfinance.

6. The Development Aid Fund

Development Aid Fund credits constitute an instrument through which Spain offers governments, institutions or companies in developing countries funding grants partially tied to the acquisition of goods and services produced by Spanish companies. Some DAF credits are untied.

Likewise, capital input and financial contributions charged to the DAF are made to financial institutions or multilateral trust funds to which Spain belongs or with which it has concluded financing agreements. In such cases, the Multilateral Financial Institution is the target of the credit rather than the recipient country, which does not therefore commit its sovereign repayment guarantee.

The granting of Development Aid Fund credits aims chiefly at the financing of projects for infrastructure and development of the productive base, along with basic social development, and comes within the overall strategy of this Master Plan, dealing with the objectives and priorities referred to here, the recommendations of the OECD's Development Assistance Committee and the OECD consensus, like the other countries forming part of that consensus taking account of its "Ex ante guidance for tied aid subject to the discipline of the Helsinki consensus".

Therefore, as indicated in the Master Plan's sector guidelines, it must be remembered that for a country to generate sustained social development, it is necessary to promote the enlargement of its productive capacity, enabling it to reinforce its infrastructures and create a solid economic fabric. The Development Aid Fund must, given its economic nature and specialisation, be oriented principally to attaining these objectives, so that there will be a strengthening of the advance analysis of its impact in development, its monitoring and the subsequent evaluation of the impact of projects whose financing is charged to it.

Through the Directorate-General of Trade and Investment, the Ministry of Industry, Tourism and Trade assesses proposals for financing to be charged to the Fund, before they are tabled with the Interministerial Commission for the Development Aid Fund, the body entrusted with review of these proposals and the decision on their referral to the Council of Ministers, subject to the general competences to ensure policy coherence assigned to that Commission in the International Development Cooperation Act.

The current provisions entrust the management of Development Aid Fund credits to the Ministry of Industry, Tourism and Trade through the State Secretariat of Tourism and Trade. However, Royal Decree No. 28/2000 of 14 January, implementing Arti-

cle 28 of the Cooperation Act provides that credits for basic social development programs and projects whose funding is to be charged to the Development Aid Fund will be administered jointly by an ad hoc Joint Committee comprising representatives from the Ministry of Foreign Affairs and Cooperation and the Ministry of Industry, Tourism and Trade.

Chapter VIII (2.3) details the actions designed to guarantee the coherence of policies on repayable cooperation.

6.1. Criteria for the Development Aid Fund

Special attention will be paid to the financing of projects for basic social development, infrastructure, and developing the productive base in the light of a country's debt position, when it comes to granting credits and defining their classification as grants. Companies availing themselves of the incentives and facilities of this instrument will thus be required to comply with international practice and regulation (the ILO, UN, and the OECD), and that at the national level, in the realm of corporate social responsibility (CSR).

- DAF programming will as far as possible be integrated into the country provisions arising from this Master Plan. Therefore, Country-Strategies must include provision concerning DAF credits. The Fund will deal with the Plan's geographical priorities, although exceptionally projects of special interest in other developing countries may be funded, according to OECD Development Assistance Committee classification.
- Studies will be run to guarantee that projects submitted for FAD financing incorporate both development targets and those for internationalisation, and that they are in line with the needs stated by the country's authorities.
- The evaluation methodology of this instrument must be consistent with that applied to other Spanish cooperation instruments. The evaluation plan and the evaluations of projects whose financing is charged to the Development Aid Fund will be closely coordinated with the State Secretariats for Tourism and Trade and for International Cooperation.
- The Development Cooperation Council will, in implementation of its authorities (Art. 2f of Royal Decree No. 2217/2004 26 November), "report annually on compliance with the principle of coherence in the actions of the bodies of the General State Administration. This report will be delivered to the Parliamentary International Cooperation Commission".

7. Action on external debt

7.1. Guiding principles

Unsustainable debt situations represent a burden on the development possibilities of highly-indebted countries. In such cases, debt relief combined with the necessary policies addressing the resolution of the underlying problems is an effective form for promoting development.

Debt relief plays a role in cooperation for development, not as an alternative or substitute for existing instruments, but as the right tool for confronting the problems of unsustainable debt.

In its role as creditor, Spain will implement a development cooperation policy which keeps this dimension very much in mind, and the following will be guiding principles of this policy in the area of external debt:

a. Multilateral coordination, with both the International Financial Institutions and with other creditors, particularly in the context of the Paris Club. The shift from the bilateral to the multilateral approach represents a benefit for debtor countries since, in this situation, it is easier for them to arrive at coordinated solutions with creditors as a whole; restructuring or forgiveness by just one creditor often just succeeds in releasing resources to pay another, and does not have a clear positive effect on the debtor country's development.

b. Conditionality: The treatment of debt – including forgiveness – is not of itself sufficient if not accompanied by policies which attack the causes of a debtor country's overindebtedness. Thus, any measure in this direction must be conditional on the correct application of suitable economic policies.

c. Coordinación interna: The different dimensions of external debt have impact on areas of action in a number of administrative departments, so that this policy will be coordinated from the Ministry of the Economy and Finance with the Ministries of Industry, Tourism and Trade and of Foreign Affairs and Cooperation.

d. Adaptation to debtor countries' development needs. On this point, particular protagonism will be assigned to the involvement of the debtor countries in the design of the solutions to their sustainability problems.

In the application of these principles, Spain will promote a number of multilateral initiatives – in which it is already actively involved – and will also undertake its own bilateral initiatives designed to provide the necessary debt relief. Of those multilateral initiatives, given their importance, Spain's participation in the HIPC Initiative and the actions of the Paris Club may be highlighted. Debt conversion is notable among bilateral initiatives.

Chapter VIII (2.4) details the actions which will be taken to guarantee policy coherence in relation to debt restructuring designs.



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7.2. The HIPC Initiative

The Highly-Indebted Poor Countries Initiative (the HIPC) designed by the International Monetary Fund in coordination with the World Bank, is intended to help the world's poorest countries to move into a situation of long-term sustainable debt. This goal is sought through sharp reductions in the debt burden of the beneficiary country, and with the adoption of reform programs which address poverty-reduction.

The experience accumulated since its inception reveals that the significant effort being made is not sufficient for a final solution to the problem of these countries' overseas debt.

Aware of this limitation, Spain will forgive debt beyond strict HIPC terms, as a complement to the initiative. The purposes of such additional effort will be to furnish HIPC countries with a margin of security against external crises, taking their debt to levels below the precise limit of sustainability. At the same time, Spain is engaged in a quest for multilateral solutions which might complement those in place and are aimed at guaranteeing the sustainability of the final debt of the poorest countries.

7.3. The Paris Club

The Paris Club is the forum where the main public creditors seek solutions adapted to payment difficulties experienced by debtor countries. It has already been seen in lower-income states that problems of debt sustainability are dealt with in the framework of the HIPC Initiative, in which the Paris Club is an active participant.

For middle-income countries with overindebtedness problems, the Paris Club has developed what is known as the "Evian approach", which seeks to design an ad hoc treatment for each country which guarantees the long-term sustainability of its debt. As a complement, the Spanish government will study new formulas which might be proposed to the international community to deal with this problem.

7.4. Development debt conversion

Debt conversion agreements allow a debtor country to channel its payment obligations into the financing of development projects in that country, so that debt service or repayment reverts to the funding of projects in sectors of particular importance in the fight against poverty and for sustainable development. Under public investment conversion agreements, rather

than paying its creditors, the debtor country pays the debt service into a "Countervalue Fund" used to finance development and poverty-reduction projects in the debtor country, allowing relief of the debt burden of the beneficiary country, and increased investment.

Private investment conversion programs involve sale of the debt, by the creditor – at a price below the nominal value – to an investor wishing to invest in the debtor country. This investor in turn resells the debt to the authorities in the debtor country at a level slightly above the purchase price (always below the nominal value, so that there is always an element of forgiveness), and this is made effective in local currency.

Spain will continue to be one of the countries most active in introducing this type of solution to problems arising from overindebtedness, in conversion both in public and private investment.

The following are the criteria which will govern Spanish conversion policy:

a. Adequate multilateral coordination demands that the debtor country's relations with Spain and with the international community in general are regular. Debt conversion can only be applied in a situation of normal financial relations, that is only in the absence of financial controversy.

b. Coherence and coordination with general policy on the beneficiary country. The signing of conversion programs must be consistent with Spain's cooperation and financing policy with the recipient country, and with international and multilateral programs, and will take account of the budget effort involved, so that the beneficiary country receives solid incentives from the international community as a whole. Therefore, Spanish conversion policy will also take as a reference the cooperation and financial policy being implemented internationally with the debtor country.

These criteria will allow efficient pursuit of Spanish conversion policy in line with the other activities in overseas and cooperation policy, and consistent with the actions of the international community, management of which will be reported annually to the International Cooperation Commission of the Congress of Deputies.



Image: ACNUR. S. Kanelstein, July 2004.

In connection with the sectors targeted by conversion, Spain will defend and ensure a leading role for the recipient country, enabling it to select projects, and the sectors to which they are directed. That will be done through a Binational Committee which will choose the projects and programs. In any event, and respecting local priorities at all times, the education sector is acknowledged to play a key role in development, and so is defined as a basic reference sector for these programs, even though there may be other debt-exchange schemes, for social and for environmental development.

8. Development education, and social awareness

The concepts of development education (DE) and social awareness are defined in Article 13 of the International Development Cooperation Act as an on-going educational process favouring understanding of the economic, political, social and cultural interrelations between North and South, promoting values and attitudes related with solidarity and social justice, and seeking ways to act to attain human and sustainable development. This is socio-political education, based on social justice, applied in formal and informal educational arenas, a process which has to be implemented medium- long-term, and where the cognitive dimension and that of attitudes and values cannot be separated.

The following are the **objectives** which must guide the actions and programs of DE:

- To enhance understanding of the economic, political, social and cultural interrelations between North and South.
- To promote attitudes among citizens favourable to cooperation, peace, justice, respect for human rights and solidarity between peoples.
- To foment participation in fields related with cooperation, awareness and education.
- To favour sustainable human development at the individual, local community and international levels.

The following **strategic lines** will be started up to meet these goals:

a. To incorporate DE as a priority strategy of Spanish cooperation

- Studies and research into the development agenda backing the action being taken in the countries of the South.
- Official education and awareness campaigns.
- Mechanisms for the evaluation and systematisation of development education programs.
- For the financing lines of the DNGOs and other organisations to take account of actions for education and awareness in public opinion and the institutions.
- The complementarity of several-year DE programs in Spain with other financing lines promoted by the European Union.
- Favouring financing sources which foment consortium work and collaboration among those involved in DE.

b. To promote DE in the formal and informal educational system.

- Promoting creation of DE teaching resource centres (in collaboration with the Ministry of Education and the Ministry of Foreign Affairs and Cooperation) making possible the dissemination and systematisation of DE materials and experiences.
- Promoting reflection on curriculum content, with the participation of consultative bodies like the State Schools Council.
- Promoting review of school texts, facilitating contents and methodological strategies related to development and gender equality.
- Promoting the integration of DE objectives into educational curriculums at all levels, including its promotion in the universities as a horizontal line and as a course, incorporating international commitments signed by this country.

- Promoting the inclusion of education for development in school programs, courses and prizes, among other things.
- Promoting development education in informal spheres, through participation by infant and youth organisations, adult centres and leisure-time training schools.

c. To promote training in education for development.

- Enhancing teacher training and that of other players in development-related matters, and in methodological strategies for its implementation.
- Fomenting good-practice exchange.
- Introducing DE training in the initial preparation of teachers in Teacher Colleges, Pedagogical Adaptation Courses, and as part of standing training plans for that.

d. To foment coordination among those involved in development education.

- Promoting coordination between Development Cooperation institutions and Education Councils.
- Establishing coordination mechanisms and structures among the Public Administrations with jurisdiction in cooperation and in education, to make use of synergies and prevent dispersal and/or overlap, and the duplication of competences.
- In the State Secretariat of International Cooperation and all the education system's administrations and institutions, appointment of a head of DE coordination for clear tasks focusing on the management and boosting of education for development in their institutions, and to be in close contact with them, with the Cooperation Council and with specialists operating in this type of education.
- Articulating policies for backup and structuring of DE which complement those promoted by the European Union.
- Enhancing the creation and strengthening of platforms, networks and consortiums among those involved in cooperation, to facilitate the connection and coordination of DE work between them and with European and international DE networks, platforms and campaigns.

In the field of **social awareness** of development, and to obtain results from awareness activities in society, spaces will be placed on public television, with specific content on cooperation and development education, and support will be given to advertising campaigns, in training/awareness work with reporters and the media and, to this end:

- Providing on-going training for media professionals, with tools and resources for them to develop responsible reporting, committed to values of solidarity, public participation and social justice.
- Concluding pacts and conventions in universities with media schools for the inclusion of a course on "Communication for Development" as part of the "theory and structure" field of knowledge in the training of future reporters or communicators.
- Training community heads of the various players in cooperation, to improve the capacities for communication and relations with reporters and the media.



Image: OTC Senegal, AECI



7

The players in Spanish international cooperation policy

7 The players in Spanish international cooperation policy

This Master Plan is based on a plural design and points to the mechanisms which will allow consensus among the various public and private players in the framework of international cooperation policy.

This multiplicity of players contributes to the special nature of the Spanish system, differentiating it from other donors and giving it greater richness in its variety, while requiring mechanisms which make coordination possible among them, to prevent its actions from fragmenting.

Coordination must be applied among all cooperating agents: in the Administration, between the General State Administration and the Autonomous Communities and Local Administrations, and between the state and civil society.

The principles of the plural participation model in international development policy are collaboration, complementarity and quality.

A policy of cooperation for development can only be understood as a multi-sectored process of players in the context of development cooperation of high quality and impact, where all those involved are, with their independence and specificity in a process of **collaboration**, jointly responsible for the actions.

Complementarity is understood in terms of the synergic character of a common strategy and specific action which, through the various interventions, adds up to a shared development policy. Complementarity is secured with dialogue on objectives, about how they are to be achieved, and the distribution of responsibilities.

Account must also be taken of complementarity with EU policies and those of other multilateral bodies.

The sharing of the same planning by development objectives means that aid can be structured linking objectives and agents so that, once the development objectives for a territory of country are defined, it can be planned to attain them with the most suitable players and tools.

Aid **quality** is one of the essential aspects of cooperation policy and comprises four elements which configure the notion of **quality**: planning, improved coordination, the suitability of the instruments, and evaluation. These four facets come fully into the conceptualisation of the financing procedure, and act as guidelines throughout the process.

It is common thinking in all areas of Spanish cooperation – the Public Administrations, social agents, DNGOs, experts, universities, and those implementing the cooperation – that one of the weakest points of the cooperation system is the scant weight assigned to the evaluation of results and impacts, and their almost exclusive replacement by the financial justification of the use of the funds.

Among this Master Plan's clear objectives is the enhancement of the quality of ODA.

1. Parliament

The Congress of Deputies plays a most important role in international cooperation development policy, through its Plenum or the International Cooperation for Development Commission set up under Article 15.3. of the International Development Cooperation Act.

Thus, in the first place, the Congress is responsible, every four years and on the Government's recommendation and initiative, for establishing the general lines and basic directives of Spanish cooperation policy for development, which is implemented in debate and a report on the Master Plan once it is approved.

Secondly, the Congress of Deputies exercises its function of control of the Government with reports and debate on the Annual International Cooperation Plans, and by requesting appearances or tabling parliamentary petitions and questions.

It is worth emphasising that, in reinforcing the role assigned in the legislation to the Congress of Deputies, the reform of the Development Cooperation Council at the end of 2004 gives it, for the first time, the function of addressing the suggestions and proposals it deems fit to the Congress of Deputies' Commission for International Cooperation for Development.

For its part, the Senate, as the house of territorial representation, has to play a relevant role in the formation of international policy on cooperation for development as a state remit, with the General State Administration and the territorial administrations respecting the independence of each, acting according to common principles.

2. The General State Administration

Through the Ministry of Foreign Affairs and Cooperation, the General State Administration directs overseas and international cooperation policy, according to the Government's directives and subject to the principle of unity of action overseas.

On the other hand, its departments guarantee Spain's presence in international bodies and forums where questions related to cooperation and development are debated.

Finally, it disburses about 85% of ODA Aid, basically through the Ministries of Foreign Affairs and Cooperation, of the Economy and Finance, and of Industry, Tourism and Trade. These three account for more than three quarters of total ODA and, in addition to them, there are others which operate in cooperation in each of their fields.

With this structure, **coordination of actions and their adaptation to the general lines of policy on cooperation for development** is fundamental, in line with the principle of coherence provided for in Art. 4 of the International Development Cooperation Act, enhancing the role of the Interministerial International Cooperation Commission.

In that sense, the General State Administration will seek mechanisms for support and promotion of decentralised cooperation, either by creating collaboration agreements, or by the joint financing of programs and projects. It will likewise stimulate coordination in stable municipal cooperation networks, which have shown themselves to be efficient mechanisms for joint action.



Image: Pepa Acedo, AECI

2.1. The Ministry of Foreign Affairs and Cooperation.

The Ministry of Foreign Affairs and Cooperation is responsible for the direction of international cooperation development policy and the coordination of the General State Administration bodies to operate in this field in accordance with the principle of unity of action overseas, pursuant to Article 17 of the International Development Cooperation Act.

Within the Ministry, the **State Secretariat for International Cooperation** implements the authorities assigned to the Ministry to direct, formulate and implement the planning and coordination of development cooperation policy; to administer the cooperation resources the Ministry manages; to ensure Spanish participation in international bodies on aid for development; and to define Spain's position in Community development policy. It also assesses development cooperation policy and the programs and projects financed with state funds.

For technical assistance to the head of the Secretariat, in addition to the Secretariat Office and the Deputy Directorate-General of Cultural and Scientific Programs and Conventions, there is a Deputy Directorate-General of Development Policy Planning and Evaluation, whose tasks include the drafting of the proposed Master Plan and Annual Plans, and the initiation of actions for aid evaluation. This Deputy Directorate-General also coordinates the Spanish presence at some national and international technical forums on development aid and, in particular, at the OECD's Development Assistance Committee.

Attached to the Ministry of Foreign Affairs and Cooperation, through the State Secretariat for International Cooperation, is the **Spanish International Cooperation Agency (AECI)**, an independent body responsible for the management of Spanish cooperation policy, without preclusion of competences assigned to other ministerial departments in the terms of Article 25 of the International Development Cooperation Act.

In addition to its central services, AECI has Technical Cooperation Offices and cultural and training centres overseas. The Technical Cooperation Offices ensure the implementation of cooperation resources in their geographical areas, and coordinate with the administrations (Autonomous and Local) and other cooperation agents in drafting strategic country documents, at all stages of the management of the development intervention cycle.

Within the framework of this Master Plan, one of the main objectives will be reform of the State Secretariat for International Cooperation and the International Cooperation Agency to secure greater quality, dynamism and flexibility in the design and management of public policy on international cooperation for development.

There are other units in the Ministry of Foreign Affairs and Co-operation with competences connected to a greater or lesser degree with cooperation for development. The Directorate-General for Integration and Coordination of European Union General and Economic Business, monitoring EU development cooperation policy, and the Directorate-General for International Terrorism, the United Nations and Multilateral Bodies, with authorities in political and juridical questions linked to the operation of the main United Nations bodies and their committees and working groups, and the financial contributions to them.

Mention should finally be made of Spanish cooperation's consultative and coordinating bodies, the Interterritorial Development Cooperation Commission, the Interministerial Commission for International Cooperation, and the Development Cooperation Council, which are attached to the Ministry of Foreign Affairs and Cooperation, the last two through the State Secretariat for International Cooperation.

2.2. The Ministry of the Economy and Finance

The Ministry of the Economy and Finance handles a significant volume of Spanish Official Development Aid, both through its competences as permanent Spanish representative and coordinator of economic and financial policy in multilateral Financial Institutions, and its authorities in the bilateral and multilateral refinancing and restructuring of external sovereign debt and in contributions to EU funds for external cooperation.

Given the importance of these instruments in total Spanish ODA, maximum coordination will be encouraged in the design and management of policies related to these resources, between the Ministry of the Economy and Administration departments directly responsible for cooperation, most especially policy with International Bodies and that for debt restructuring between the Ministry of the Economy and Finance and the Ministry of Foreign Affairs and Cooperation. At the same time, mechanisms will be promoted for the interchange of experiences and the unified management of Spanish representatives in International Bodies – financial and non-financial – so that Spain's multilateral action is integrated into a global strategy.

The overall objective set is the progressive incorporation of all these tools into the principles and objectives of Spanish policy on cooperation for development, in line with an increasingly coordinated direction in this field.

2.3. The Ministry of Industry, Tourism and Trade

The Ministry of Industry, Tourism and Trade, through the Deputy Directorate-General for the Financial Promotion of Internationalisation (the Directorate-General of Trade and Investment), takes on management of the Development Aid Fund, which accounts for a significant percentage of Official Development Aid.

As with the instruments handled by the Ministry of the Economy and Finance, its importance for Spanish ODA explains the need for credits charged to the Development Aid Fund to be adjusted to this Master Plan's general lines for policy on international cooperation for development.

2.4. Other ministries

Apart from the ministerial departments just mentioned, virtually all ministries are involved, to a greater or lesser degree of financial commitment, in activities in cooperation for development. In general, this is done within each ministry's particular field, thus concerning agents of particular relevance for the transfer of know-how to institutions in developing countries.

Care will be taken that the actions of these three ministries are integrated into the cooperation policy defined in this Master Plan, with special application of the principle of interdepartmental coordination, through the Interministerial International Cooperation Commission and with the involvement of those most relevant on the Development Cooperation Council and the Interterritorial Development Cooperation Commission.

3. The Autonomous Communities and Local Administrations

The decentralised structure of the Spanish administration is also reflected in international cooperation for development, taking in not just the General State Administration but also Autonomous and Local Authorities. The resources allocated by these two administrations in recent years merit special consideration in the future planning of Spanish cooperation. As reflection of this reality, the Master Plan deals throughout with the principle of coordination and collaboration with Autonomous and Municipal Cooperation Authorities.

The importance of the Autonomous Communities lies on the one hand in the fact that they are major financiers of cooperation, backing other agents' programs and projects, mainly those

of NGOs. In 2003, the Autonomous Communities paid out 197.5 million euros (compared with 120 million in 2001), about 11.4% of total net ODA for that year.

On the other hand, these Communities are direct agents of international cooperation for development which have been starting up a variety of activities, projects and programs in various countries, in sectors where they have had their own experience.

The Spanish Constitution and the regions' Statutes of Autonomy assigned a number of competences to the Autonomous Communities which affect sectors related with the enhancement of the human, social and institutional capabilities of countries receiving Spanish ODA; education, health, protection of vulnerable groups, decent housing, water, the environment, equality of gender, etc. are all questions which come within the Autonomous Communities' jurisdiction.

Such distribution of competences has led to the design and implementation of sectorial and horizontal strategies and policies, the passage of regional legislation, the launch of development models, and training and specialisation of human resources. In short, the Autonomous Communities have accumulated experience and an *acquis* which may serve as reference for countries, regions or municipalities engaged in processes to improve and consolidate their own institutional and social capabilities.

For their part, Local Administrations (municipalities, Diputaciones, councils and Development Cooperation Funds) disbursed 89 million euros in 2003, 5.1% of total net ODA, a figure highlighting the great strength of local authorities' cooperation.

The Local Administrations have areas of authority where they may represent an added value, such as in aspects related to management of public policies like housing, waste collection, education, urban development, the environment, training of public managers, capacitation of technical teams implementing these and other public policies etc. Clearly, depending on their size and input in terms of resources, they are able to participate one way or another in cooperation.

Selection of these areas follows the guidelines for the conduct of municipal action, and focuses on the advantages this can offer in relation to other types of cooperation. Studies indicate that sectors centre their action on areas with a high "social component", such as basic social infrastructures and education. These actions, most of them in the hands of DNGOs, could be complemented with others where local authorities' added value is ideal: the reinforcement of institutions and of civil society.

Moreover, the greater proximity of Local Authorities to citizens gives them an edge in the promotion of education for development, and public awareness of development problems.

Notwithstanding the accumulation of benefits engendered by the multiplicity of players in the Spanish system, it must also be kept in mind that this involves a risk of fragmentation, with its resulting loss of efficacy and quality.

Thus it is of the greatest importance that policy on cooperation for development take the form of a state policy in which, with maximum respect for the independence, plurality and the particular features of the Autonomous Communities and Local Authorities, some common general lines are established, with the consensus and coordination of all Public Administrations.

This will require reinforcement of existing coordination mechanisms and the creation of others:

- Two Sub-Commissions, autonomous and local, will be set up in the Interterritorial Development Cooperation Commission, the coordinating body established in the International Development Cooperation Act to deal with relations between the General State Administration and the Autonomous Communities on the one hand, and with Local Authorities on the other.
- Similarly, working groups will be created for debate and coordination of various aspects of cooperation policy, such as planning, evaluation, education for development, and awareness, the definition of financing mechanisms with private entities, humanitarian and emergency aid, and information exchange mechanisms.
- The participation of the Autonomous Communities and Local Administrations in Joint Cooperation Commissions.
- The creation of formulas for cooperation agreements between the General State Administration, the Autonomous Communities and the Local Authorities to launch and implement activities extending over several years in sectors where they have greater experience at home.
- Cofinancing of programs and projects with the Autonomous Communities and Local Authorities.
- The stimulation by the General State Administration of coordination in stable municipal networks for cooperation.
- The design and startup of dynamic mechanisms for information exchange, such as data bases.

In terms of aid instruments, and independently of the arrangements just mentioned, care must be taken to ensure that actions are in accordance with the general lines agreed on and which have been referred to, whether opting for a model giving primacy to subsidies for DNGO projects or programs, or a direct cooperation model is preferred. On the other hand, for improved planning and greater efficacy of action, advances must be made toward medium- and long-term programming mechanisms, rather than more specific actions.



Image: OTC Senegal, AECI

4. Non-Governmental Development Organisations (DNGOs)

The International Development Cooperation Act establishes the principle of state **promotion** of activities by social agents in the field of international cooperation for development, where DNGOs have an unquestioned leadership role, not just as channels for social participation and from working directly with the peoples of the South and their social organisations, but also because of their capacity to communicate and make known the reality of the South and, therefore, the awareness of Spanish society, and their capacity to make proposals in designing cooperation policies.

Article 32 of the International Development Cooperation Act defines DNGOs as “legally constituted not-for-profit private law entities whose aims or express purpose according to their statutes is the performance of activities related to the principles and objectives of international cooperation for development”.

These Organisations are ideal agents for both the startup of development aid actions and for social participation in the design and implementation of cooperation policy.

They are also agents of change for the realisation of the Master Plan, helping to introduce new thinking into Spanish society about the pursuit of development, and constituting an area of association, debate and action for citizens.

DNGOs have acquired growing protagonism in Spanish development cooperation policy, enlarging the fields of intervention and planning and carrying out actions in the longer term, contributing decisively to the volume of resources and projects channelled from decentralised cooperation (the Autonomous Communities and Municipal Authorities).

In this sense, the DNGOs and their coordinating bodies are entities of public interest and as such, Public Administrations must support and collaborate in their stability and sustainability. It is the wish of all parties that the base of the relations should be mutual trust and shared objectives.

One objective of this Master Plan is backing for the consolidation and stability of DNGOs that comply with the requisites and Codes of Conduct they have set themselves. Such support must be given without impairing their most important values, their autonomy and independence.

5. The universities

The Universities constitute a privileged realm for development cooperation from two fundamental standpoints: firstly as institutions with highly qualified technical and human resources taking in all fields of knowledge, and whose projection in the development of the countries and societies receiving Spanish aid may be of the greatest importance.

Secondly, they are an area of enormous interest for awareness and education among a significant segment of the population, and for spreading values of solidarity and universality in a sector of young people set to play a relevant social role in the future.

During recent years, university cooperation for development has extended its fields of action. The importance of this cooperation is reflected in the “Strategy for University Cooperation for Development” drawn up by the Conference of Spanish University Rectors in 2000.

However, the increasing overseas projection of the universities' work has produced an overlap of various international university activities in many countries and with different counterparts. This requires a precise delimitation of the scope of cooperation for development, as far as possible distinguishing it from the universities' other facets of international cooperation.

In this sense the following may be considered areas of university cooperation for development:

- Research for development.
- Applied research and the transfer of technology adapted to local conditions.
- The institutional reinforcement of universities in developing countries.
- Education for development and awareness.
- Technical consultancy in the various phases of the cycle of projects.
- The training of professionals in the fields of cooperation and development.
- Promotion of volunteer work and initial training of students.

Nonetheless, within their own financial structures, universities must be able to implement projects of their own for development cooperation in sectors which are particularly appropriate to their characteristics, such as professional training or social education.

It has also to be remembered that the Universities' high technical capacity may benefit the actions of other cooperation agents like the DNGOs or the business sector, through the establishment of formulas for association.

Greater and more express recognition is needed from the public administrations of the role of universities in cooperation for development, which must translate into mechanisms for the coordination of actions allowing their full inclusion in general cooperation strategies. That implies the need to strengthen the relation between universities and the various public and private players in cooperation, and promote instruments and frameworks allowing closer collaboration between them for starting joint projects and programs. So the public administrations must create spaces for convergence which recognise the role of the universities as agents for cooperation, enhancing the complementarity of efforts and the use of existing resources. That means that the universities' involvement in Cooperation Councils at both the state level and among the Autonomous Communities must be boosted.

Also in this direction, the strengthening of the universities' structures for cooperation will be one of Spanish cooperation's objectives, to which end it will support coordination among universities, placing a premium on their commitment by backing actions which draw on their contributions and, among these, which involve greater participation of sectors of the university community, and improved coordination of actions and instruments.

5.1. Reference to Spanish cooperation programs

Spanish cooperation has traditionally invested significant resources in promoting higher education and research in developing countries. Most of this cooperation has been implemented in programs of scholarships and inter-university cooperation.

Spanish cooperation will review these instruments to **adapt them to association mechanisms** so that they are in line with criteria and priorities formulated in this Master plan and with the development strategies designed by the countries receiving aid, prioritising actions intended to enhance the institutional capabilities of public bodies assigned the management of scientific and educational programs.

Scholarship Programs have historically been a favoured tool of bilateral cooperation with many countries. The offer of post-graduate university education through general and annual Scholarship Programs (the Ministry of Foreign Affairs-International Cooperation Agency, the Carolina Foundation) for foreigners or for Spaniards to study in Spain and overseas, continues to account for a high level of budget resources in the context of the ODA financed by the Cooperation Agency in this field.

In the future, Spanish cooperation scholarship programs must be considered in the framework of integrated actions in support of other universities, or cooperation projects for development with other institutions and organisations containing an educational component, in any event seeking official encouragement. To strengthen the link between academic cooperation and development policy objectives, selection processes for scholarship programs must be able to draw on the advice of experts from the recipient Spanish universities and the Technical Cooperation Offices through which the coordination and participation of the authorities in the countries of origin will be organised. Scholarships must also always adapt to the conditions set by the Development Assistance Committee for classification as ODA.

The Inter-university Cooperation Program in Spanish cooperation must in coming years promote a strategic framework in which more effective use can be made of highly qualified university resources, with a view to advancing human development and sustainability in countries receiving aid. Policies will thus be encouraged which **foment applied research**, which are related to the objectives and projects promoted by cooperation agents, and which favour an appropriate transfer of results.

Thus the main instrument for cooperation in this field, although not the only one, will be the Inter-University Cooperation Program (PCI), which is designed to strengthen stable teaching and research links in the subject-areas and with Spanish Cooperation's priority countries. The aim is thus to create a system for research in fields which are pertinent to development, while forming a community of researchers and experts in the field. Its geographical scope currently covers two countries in the Maghreb and, through the "Intercampus" Program, all the Latin American countries.

The aim of the Inter-University Cooperation Program will be to foment research in questions of development and, as a complement, teaching in those fields. The long-term target is to create **stable research groups specialised** in the matters on which Spanish cooperation's different players normally operate. Support will also be given to **publications** which gather the results and experiences of applied research in the area of cooperation and development.

A specific objective of the greatest importance is the enhancement of higher education systems in countries receiving aid. This affects various aspects related to teaching, research, management, infrastructures and the reinforcement of institutions. The resources applied until now have been sharply focused on individual training (post-graduate and doctorate scholarships); the future must see greater attention paid to programs which foment research projects. The "Intercampus" Program must therefore be completed with a "Mediterranean" Program extending from Morocco and Tunisia, as at present, to other priority countries in the region. The capital-transfer component of these programs must also be enhanced in order to endow research centres in recipient countries.

These instruments or programs are based on framework agreements between the Spanish International Cooperation Agency and Spanish and foreign Universities, and their enabling operational plans. These agreements will be extended to other non-university bodies for senior education and research, such as the INAP, the CSIC (Senior Scientific Research Council), the CEDEX, the Carlos III Health Institute, the Carolina Foundation, the CIEMAT (Centre for Energy, Environmental and Technological Research etc.). The agreements are intended to allow greater co-financing of these instruments which, at present, remains insufficient. The Autonomous Communities must also be included in this effort, along with the corresponding private sector bodies like, for example, the foundations.

Apart from these, other university-targeted programs might be created in the future, individually or in consortium with other agents. Such programs would have to adapt to the lines set in Spanish Cooperation's planning instruments.

6. Companies and entrepreneurial organisations

According to Article 1 of the Spanish International Development Cooperation Act, the aim of international cooperation for development is to facilitate and promote the economic and social growth of developing countries, and to help to eradicate all forms of poverty.

To meet these ends, one of the principles which must guide this policy, (Art. 2.d of the Act) is the promotion of countries' lasting and sustainable economic growth, accompanied by measures fomenting equitable wealth-redistribution and to enhance living conditions and access to health, educational and cultural services and the welfare of their populations.

Account must be taken here of the importance of DAC Guidelines on the role of cooperation for development in backing the private sector as the force driving progress in developing countries.

Such an expansion of the private sector would favour economic growth and efficient development, and represents a source of wealth, competitiveness and know-how.

Development of the private sector also commits individuals more actively in the production and decision-making processes which influence its existence, so that progress can be made toward the objectives of participative development and the good management of public affairs, generating a multiplicity of forms of enterprise. This is particularly important in local development, where collective or individual entrepreneurs carry on economic activity using their own resources, thereby avoiding unnecessary and painful migratory flows.

In line with these criteria, Spanish companies and the entrepreneurial organisations representing them, acknowledged as cooperation agents in Article 31 of the International Development Cooperation Act, have sought to channel their efforts in this field towards enhancement of private sectors in less developed countries by initiating actions designed to create the economic and business fabric, and to consolidate that already in place.

In practice, this general objective takes in a broad range of actions translating into programs and projects of cooperation for development, from the formation of human capital, transfer of business know-how, good practice and technology transfer, to the creation and development of infrastructures and social services, promotion and reinforcement of entrepreneurial associations as a means for the creation of Governments' social interlocutors, participation

in the processes of social dialogue proper to democratic states, technical assistance to create national and regional entities for economic and social integration, etc.

In other words, the objective of corporate cooperation for development is to promote the private sector in the broad sense as a creator of jobs and of wealth, to advance sustainable economic growth and fair redistribution of wealth. All these initiatives pay particular attention to the most disadvantaged social groups such as the young and women, to integrate them into society in general and in particular into the labour market.

Business organisations are involved in a number of national and international public arenas from where they can influence deployment of a more active policy on the part of the international community benefiting the development of the people of the South, playing an important role in processes of democratic consolidation – as one of the tripartite agents represented in the International Labour Organisation – considered a necessary condition for promoting human development. For all these reasons, entrepreneurial organisations are a key agent in the strategy of cooperation for development.

Apart from these initiatives, given the challenges posed by a globalised world, the society of which they form a part, and their own reality, as part of so-called Corporate Social Responsibility (CSR) companies have begun a process by which to redefine their role in society, in relations with their shareholders, customers, consumers, employees, suppliers and the administrations, and in ways of reconciling growth and progress with respect for the environment, human rights and labour rights. The application will be encouraged of policies and rules on CSR among companies and business organisations acting in cooperation.

On the other hand, as part of the MDG in the fight against poverty, initiatives are being promoted for collaboration between the public and private sectors in the framework of the association known as the “public-private sector partnership” (PPP), following the thinking developed in the Report of the European Union Committee of the Regions on association between local and regional authorities and socio-economic organisations: the contribution to employment, local development and social cohesion. PPP goes beyond the view of a company as a player whose business ends with the sale and delivery of goods, or which is limited to participating in public tenders. On the contrary, the mechanism seeks to combine the efforts of private enterprise and the state to meet development targets in partner countries.

“Public-private” associations allow for greater economic efficiency of projects, while also providing them with a longer time horizon, the upshot of the search for the enterprise’s profitability in a project. Moreover, this co-financing mechanism can cut the costs of cooperation institutions’ activities.

Spanish cooperation will promote pilot initiatives for public-private associations, which will be governed by the following criteria:

- a. **Compatibility:** The project must be compatible with social, ecological and development objectives.
- b. **Complementarity:** The actions of the public institutions and private enterprise must be complementary, so that the two players’ objectives are attained as efficiently as possible.
- c. **Company input:** A company must make a significant financial and/or human contribution to the project.
- d. **Competitive neutrality:** in the design of a project of these characteristics, all interested companies must be duly informed.
- e. **Subsidiarity:** It is important to know whether a company’s involvement would receive public support.

7. Trade unions

Trade unions have a very important role in the construction of their countries’ social and economic models, and there is a strong correlation between the degree of social and economic development and the strength of the union movement, so that the countries of the North have not just more regulated labour relations, but their trade unions always play a relevant political and social role allowing them to defend workers’ interests when it comes to improving the quality of their work.

The fundamental task of these organisations in this field is based on the defence and promotion of Labour and Union Rights – demand for the right to a decent job – as a basic condition for the realisation of economic, social and cultural rights.

Trade unions are involved in a variety of national and international public spheres where they are able to have a bearing on deployment of a more active international community policy, to the benefit of the development of the peoples of the South, playing an important role in democratic consolidation processes – as one of the tripartite agents represented in the ILO – which is a necessary

condition for the promotion of human development. All that makes trade unions one of the key agents in the strategy of cooperation for development.

As a result, trade unions are important players as agents of change in the countries of the South, and their actions contribute to the promotion of Democracy and the Rule of Law, and the reduction of poverty.

The trade unions act as an organisation in the social fabric specialised in development aid, and have in many cases created their own DNGOs for these purposes, through them supporting many initiatives in the field of social economy as an alternative to unemployment, and providing technical assistance, particularly in the field of training and professional qualification policies. They have also seen the growing linkage of women in the labour world, and the special problems involved in their participation in social arenas and organisations, and have backed civil society and its representative organisations to enable them to participate and decide in processes of change, asserting and defending their interests.

Trade unions have started many initiatives through training programs, communication campaigns, studies and the mobilisation of their members and of workers in general, with the aim of allowing working men and women to participate in defending a decent lifestyle and job for all. At the same time, the work done by the trade unions in the creation of Observatories on the labour practices of transnational companies must be highlighted.

The formulas of development cooperation the trade unions will promote, with respect for the principles of participation referred to, will target the following:

Firstly, to promote programs of support for the reinforcement of union organisations in the South, enhancing their technical and organisational capacity in consolidating stable labour frameworks in which workers' rights are respected, and social dialogue and collective negotiation are fomented. Respect and exercise of labour and union rights must also be monitored, with recognition of the close link between them and sustainable development.

In the second place, to start development activities in the South related to the creation of jobs and productive activities, promotion of prevention policies, labour health and safety at work, improvements in the social field, equal treatment for women and men at work, eradication of child labour, and progress in social participation and governance.

Thirdly, to support the formation of regional and sub-regional trade union networks as part of regional integration processes and free trade areas.

And finally, with awareness campaigns and education for development, to generate a growing understanding among Spanish workers of the tasks for international solidarity.

In their activity in international cooperation, trade unions must be governed by the principles of the plural participation model, and so are represented on the Cooperation Council.



Image: Jesús Carrasco

8

The quality of aid



8 The quality of aid

1. Toward quality cooperation

The Spanish Government takes up the commitment acquired in international institutions to promote better quality Official Development Aid. The process of enhancing quality will demand major modifications to various policies and for coherence between them to be enhanced, at the same time redefining and strengthening the institutions assigned the management of international development policy.

Improvement to quality means making changes to objectives, to geographical and sector priorities, to procedures for relating the various players involved, to the management of tools and categories of action, and to the institutions entrusted with the management of cooperation, particularly the State Secretariat for International Cooperation and the Spanish International Cooperation Agency. Likewise, participation by the various players in international development will be promoted.

The following will be necessary:

- Clear definition at the various stages of cooperation planning of the objectives and the results expected from action taken.
- In line with those objectives, to define the intervention strategies and select the tools needed to implement them.
- To reinforce functions for the planning, monitoring and evaluation of the administrations managing development actions.
- To reform the mechanisms for management of human and financial resources, which will require changes to the Spanish International Cooperation Agency, and reinforce the Technical Cooperation Offices' management capabilities.
- To create the regulatory and legal conditions making it possible to adopt new instruments and manage actions dynamically.
- To enhance capacitation, including the gender perspective, of all those involved in aid management.
- To introduce Information and Communication Technologies in areas where this may help to enhance quality.
- To increase the coherence of policies in the community of donors and target countries, between the public administrations and Spanish cooperation agents, and in the General State Administration and the Ministry of Foreign Affairs and Cooperation itself.

1.1. Result-based management: planning, monitoring and evaluation

Throughout the term of this Master Plan, mechanisms will be started which will allow advances in the planning and management of all actions, based on the results obtained in the countries receiving the aid. Result-based management involves changes in thinking and action: rather than dealing with the resources and tools to be used, and later analysing the results and impact, the results and impacts desired will be clearly stated and, depending on that, the resources and action needed to attain them will be identified.

At the various stages of the **process of planning** the actions of Spanish cooperation, and in their monitoring and evaluation, the participation of all those involved will be encouraged, both Spanish institutions and bodies but also especially those in the countries receiving the aid. Planning of cooperation activity must be in line with the priorities of the countries in which the action is implemented. **It must be guaranteed that the Strategic Country Documents (SCD) incorporate the strategies or programs for the fight against poverty in the target country or countries, and Spain's cooperation policy priorities. A SCD must define the framework for the related Joint Commission negotiation.**

Following approval of the Master Plan, SCDs will be drawn up in a first group of countries considered priority. Existing sector strategies will gradually be reviewed and updated and new strategies will be drawn up according to the terms of this Master Plan.

The SCDs, sector strategies and annual plans must incorporate the specific objectives and targets in each case which Spanish cooperation proposes to meet. All these documents must present indicators which allow results to be monitored and evaluated.

Because of the major synergies which can be obtained by combining different types of cooperation, programming by countries must involve a mix of instruments. Their selection, and the balance between direct cooperation and that through third parties will be the result of analysis of each country's requirements, defined in dialogue with the government and the others involved.

Spanish cooperation intends to limit the proliferation of development actions and, in certain countries and when circumstances permit, to use sector approaches, Aid-Program, and even budget support, so as to respect partner countries' development priorities. In this sense, Spain will help partner countries to acquire greater capabilities for the management of these forms of aid.

As far as possible, a several-year time horizon will be adopted for programming and financing.

The different phases of the Project Cycle Management will be dealt with in integrated form, or some other type of development intervention, making habitual use of the Logical Framework Focus or appropriate tools for actions other than the projects which, following identification, allow objective- and result-oriented planning. This will require the review, updating and complementing of the existing *Methodology for Management of Spanish Cooperation Projects* as a tool for standardised identification, design and management in the Spanish International Cooperation Agency, Technical Cooperation Offices, Autonomous Communities, local bodies and those working in cooperation. Likewise, other Spanish Cooperation planning and analysis methodologies (like the *Practical Guide for the integration of the gender focus into Spanish Cooperation projects*) will be revised and used, and their systematic application encouraged.

More resources will be reinforced and assigned for the work to identify and formulate the actions of Spanish cooperation. Identification must clearly establish local needs, through relevant technical studies in each case – studies of the regional and national context, institutional diagnosis, socio-economic and cultural studies, market and feasibility studies, gender analyses, environmental impact studies, and the identification of other donors' activities. Similarly, in line with the principles set out above, participative techniques must be implemented.

Formulation of actions will be based on the results of the identification and diagnosis work, and the related document must be drawn up clearly setting out the results and objectives which are to be achieved, the activities to be implemented, and their budget and duration, as well as indicators allowing for suitable monitoring and evaluation.

To guarantee quality **monitoring**, those involved in Spanish cooperation will systematically monitor ODA, coordinated and motivated by the State Secretariat for International Cooperation and the principles of interinstitutional harmonisation and coordination, with on-going data collection and annual publication of the progress on Annual International Cooperation Plans. There must be further central and local coordination among those involved in Spanish cooperation for the delivery of statistical ODA data. This

coordination will use Spanish Cooperation's Consultative Bodies (the Development Cooperation Council and the Interterritorial and Interministerial Commissions), and create specific working groups.

Evaluation of the policies, programs and projects in cooperation for development is one of the most pertinent activities for data on the operation, results and effects of Spanish development aid, and is a tool particularly necessary to improve the quality and efficacy of Spanish overseas cooperation.

Apart from a tool for analysis, evaluation in cooperation for development must be used as an essential mechanism providing a source of information on the performance and results of an activity. It is also a learning instrument from which lessons can be drawn about improving the activity assessed, or others of a similar sort, a fundamental aspect for the management and planning of development aid in current actions and future directions. One fundamental task associated with evaluation involves the effective use and application of its findings and recommendations. It will be significant to link those involved in Spanish cooperation with the State Agency for the Evaluation of the Quality of Services and public policies.



Image: SGPEPD

Evaluation must be independent of Spanish cooperation management, to guarantee its credibility and efficacy. Through the Deputy Directorate-General for Planning and Evaluation of Development Policies (the SGPEPD), the State Secretariat for International Cooperation will foment outside evaluations (hiring of technical assistance), internal evaluations (by assessment personnel from the Deputy Directorate-General) or mixed procedures (combining external and internal assessors), with a tendency toward the last of these, at all times respecting principles of impartiality and independence.

To ensure their credibility, evaluations must be transparent, by encouraging the participation of the counterparts evaluated and guaranteeing disclosure of results. They will be done by qualified, independent assessors.

Collaboration between the various agents of Spanish cooperation and between them and other bilateral and multilateral donors is an essential aspect of mutual learning, and to prevent the duplication of effort. For these purposes, joint evaluations will be carried out and there will be an on-going exchange of information.

Spain's participation in Spanish evaluation networks and those of the international bodies, particularly in the "Network for evaluation of development cooperation" of the OECD's Development Assistance Committee, will be fundamental for coordinating efforts, harmonisation and mutual learning.

Through the SGPEPD, the State Secretariat for International Cooperation will program evaluations on an annual basis, seeking data from the AECI and other cooperation agents, and defining policies, instruments, programs or projects, horizontal subjects and the geographical areas to be evaluated. In general, priority will be given to evaluations referring to actions whose features are of particular interest and which may instruct further.

To guarantee adequate management of the evaluation process, those involved in Spanish cooperation must use the "*Spanish Cooperation Evaluation Methodology*", which will be revised and complemented with practical manuals for the implementation of the evaluations.

From the outset of the evaluation work, the activities must be defined for the return of results and for feedback, and synthesis studies (sectorial, by subject-matter or geographic, so that good-practice manuals can be prepared), seminars, workshops, presentations, etc. at which the focus to be used must involve participation. At the same time, all evaluations must be systematically disseminated and made public by the necessary means.

To facilitate the work for the preparation of the 2009-2012 Master Plan, **there will be a mid-term Master Plan evaluation, in three years.**

1.2. Reform of the State Secretariat for International Cooperation, AECI and professionalisation

The public policy of international cooperation for development proposed, and orientation toward increases in the quantity and quality of aid demands changes to the objectives, functions and procedures, and in the organic structure and personnel practices of the State Secretariat for International Cooperation as a whole and in the Spanish International Cooperation Agency in particular.

The aims is for more flexible and less bureaucratic administration:

- making its financial management and administrative mechanisms more dynamic,
- separating the planning and evaluation of management functions;
- balancing the sectorial and geographical vision inside the organisation;
- advancing toward decentralisation of programs by countries, and strengthening the structure and capacity of the Technical Cooperation Offices;
- reinforcement its know-how management capabilities;
- renewal of the information and communication infrastructure;
- combining program and project focus with the sectorial approach, and;
- prioritising manager training and capacitation.

More flexible and efficient human resources management mechanisms will be put in place. Greater flexibility will be fomented in the hiring of personnel specialised in relevant development and cooperation questions. The necessary legal reform mechanisms or personnel policies will be applied to end situations of job instability and to guarantee the consolidation of professionalisation in cooperation.

At the same time, there will be significant and on-going promotion of training, capacitation and updating mechanisms for Spanish cooperation personnel on matters of the most pertinent content for international cooperation – new aid categories, the socio-economic situation of priority countries, the state of international cooperation, gender analysis, etc. – and on technical and methodological questions of the planning, management and evaluation of development for cooperation.

In the current panorama of those involved in development cooperation, account must be taken of volunteers, the individuals forming part of the public or private not-for-profit organisations, who participate according to the legal provisions in the management or implementation of official Spanish cooperation for development programs.

1.3. Information and communication technologies (ICTs)

The utility of ICTs will be valued as a tool for attainment of the objectives defined in the various priority strategic sectors, thereby responding to the requirement of target 18 of the eighth Millennium Development Goal: "In collaboration with the private sector, to provide access to the benefits of new technologies, particularly those for information and communications".

In addition, a guide will be drafted for the introduction of ICT in Spanish Cooperation activities.

2. Policy coherence

2.1. Special consideration of multilateral policy, repayable cooperation and debt forgiveness in policy coherence and joint development

Development Aid is just one chapter within the set of public policies adopted by the industrial countries, and affecting developing countries. In fact, some of these, like commercial, agricultural or fisheries policies, that for the internationalisation of enterprise, emigration and asylum or security and defence, may have effects of as much importance, or more, in the developing countries than ODA itself. It means little to have a committed and quality development aid policy if other public decisions run in the opposite direction, limiting the opportunities for progress in the countries of the South. The international community has thought so and so has incorporated a demand for greater policy coherence in the matters on its agenda, to attain effective targets in terms of international-scale development. As the OECD pointed out in 2003, a higher level of "consistency in the political approaches of OECD governments will allow the benefits of globalisation to be more equitably distributed and shared".

On the other hand, the search for greater consistency is a mandatory response to a legal remit. Under the expressive heading of principle of coherence, Article 4 of the Spanish International Development Cooperation Act of July 1998 provides that "the principles and objectives referred to in the previous Articles –that is, those inherent to cooperation for development – will pervade all policies applied by the Public Administrations in the context of their competences, and may affect developing countries".

Finally, the encouragement of coherence is also a necessary response to the commitment taken up by Spain in various in-

ternational spheres such as the European Union, the OECD's Development Assistance Committee, and the United Nations.

- In the European Union, the Maastricht Treaty did not just put down the legal bases of community policy on cooperation for development, but also introduced the principles of coherence, coordination and complementarity (the so-called 3Cs) to govern its implementation, raising them to the rank of basic EU regulation. Specifically, according to Article 130 V (178), the Community shall "take account of the objectives referred to in Article 130 U (177) (alluding to those inherent to development cooperation) in the policies it applies and which may affect developing countries". And the common provisions of the Union Treaty provide in Article C that "the Union shall ensure in particular the coherence of its external activities as a whole, in the context of its overseas relations, security, economic and development policies". These provisions were restated in the Treaties of Amsterdam and Nice, and brought into the recast texts. Naturally it is assumed that the criterion of coherence, binding on the European Union, must also inspire the action of each Member State in its political action.
- In its strategic 1996 document *Shaping the 21st Century. The Contributions of Development Cooperation*, the OECD's Development Assistance Committee confirmed the central role of policy coherence in achieving more efficient development cooperation. Specifically, it says that "The ramifications and opportunities of policy coherence for development now need to be much more carefully traced and followed through than in the past", later concluding with the commitment that "We will work to assure that development co-operation and other linkages between industrialised and developing countries are mutually reinforcing".
- This aspect also concerns the UN. The Eighth Target of the Millennium Development Goals refers to the need to "promote a global association for development", which is contained in the set of actions required to obtain greater consistency between ODA proposals and those in other areas of public policy (market access, the treatment of external debt or access to the new technologies) with some effect on developing countries. This same proposal underlay the Conference on Financing for Development held in 2002 in Monterrey, which covered a broad agenda dealing with areas related to trade, investment, external debt or the mobilisation of developing countries' internal resources, establishing a principle of joint responsibility in the achievement of development targets.

Thus, as a consequence of interest in the efficacy of cooperation, pursuant to a legal mandate, and under international commitment, Spain must pay greater attention to the coherence of policies and their impact on developing countries.

This section deals with three of the most significant matters in the Spanish cooperation system, with the aim of enhancing coherence with the development objective: repayable cooperation, the restructuring of debt, multilateral cooperation and joint development.

2.2. General aspects

Advancement in coherence of policy will be one of the central objectives of Spanish cooperation policy in the period covered by this Master Plan. A technical working commission will be set up, formed by the Ministries most directly concerned, to make the appropriate proposals for enhancement levels of this aspect of policy.

Without preclusion of the competence of each department, the Interterritorial Development Cooperation Commission (IDCC) will be considered the area of technical coordination in all spheres and instruments connected with development cooperation. To harmonise cooperation in the various areas of work, the (IDCC) will study and analyse the impact and potential combined efficacy of cooperation tools (including microcredits, multilateral cooperation, Development Aid Fund credits, the restructuring of External Debt, and the Non-Repayable Projects and Programs).

The Ministry of Foreign Affairs and Cooperation, the Ministry of the Economy and Finance and the Ministry of Industry, Tourism and Trade will particularly monitor the startup and application of the criteria of consistency affecting repayable cooperation and debt restructuring, dealt with the related chapters of the Development Aid Fund, and actions in the field of external debt, and will participate actively and with

a leading role in the design and redrafting of the planning documents defining Spanish cooperation policy: this Master Plan, the Sectorial Strategies and the Country Strategies. They will also be involved in the processes of dialogue with the partner countries (Joint Commissions) to analyse the cooperation commitments.

2.3. Repayable cooperation

Action on this form of cooperation considered as part of policy coherence will be governed by the following.

- a. As with other instruments of Spanish cooperation, repayable cooperation will analyse the impact of projects on development, with the inclusion of a prior study on the development impact. In the case of the Development Aid Fund, this impact analysis will be done by its manager (the State Secretariat for Tourism and Trade) or through an external consultancy.
- b. The Tourism and Trade Secretariat will start a plan to evaluate operations financed by the Development Aid Fund in close coordination with the evaluation office of the State Secretariat for International Cooperation. In addition to other possible aspects, the evaluation will contain the dimensions proper to the recipient's development, to which end the criteria applied by Spanish cooperation will be taken into account.
- c. The Development Aid Fund is defined for the most part as a credit instrument with sovereign guarantee although, in exceptional conditions, it may take the form of a donation. In such cases, the work will be fully coordinated with the State Secretariat for International Cooperation, in order to improve the efficacy of joint intervention.



Image: European Community 2004

- d. The extent to which the credit is tied is defined according to the conditions of the operation and the country funded. In any event, the Development Assistance Committee Recommendation will be followed to Untie Aid to Least Developed Countries. The Tourism and Trade Secretariat will, in close coordination with the Secretariat for International Cooperation, decide on the amount of untied or partially untied credits to be granted in each financial year.
- e. The possibility will be examined of integrating Development Aid Fund credits when considered suitable into the new structuring of Spanish Cooperation associated with broad sectorial focuses in partner countries. The Development Aid Fund may also become an appropriate instrumental resource by which to incorporate Spain into Poverty Reduction Strategies –poverty reduction strategic paper – with credit lines in areas considered of interest.
- f. Whether to externalise to the company the identification and formulation charges, or to promote untied operations with a social content, the work of public and private external agencies and consultants may be drawn on.

2.4. Debt restructuring schemes

Spanish Cooperation's actions on debt reorganisation will take the following form:

- a. Cancellation of ODA debt will be actively promoted in the poorest countries, where debt sustainability is a fundamental problem for development. For these purposes, the discretion allowed under international provisions will be used as far as possible.
- b. The State Secretariat for the Economy will study formulas which might be proposed to the international community for external debt treatment and relief in middle-income countries with debt sustainability problems.
- c. Debt conversion will continue to be promoted, in both private and public investment. In the latter, in Latin American countries, debt conversion will be promoted preferably in education, without preclusion of other types of debt exchange, for social and environmental development.
- d. Debt relief will, whenever possible, be shaped by the strategies and new instrumentation of Spanish cooperation, with backing for sector programs and approaches..

- e. Those managing the countervalue Funds generated by debt conversion operations (the State Secretariat for the Economy) will coordinate closely with the International Cooperation Agency to ensure that the cooperation strategy with the recipient country is consistent.

2.5. Multilateral policy

In multilateral policy, in line with the Government's commitment:

- a. The resources destined to multilateral cooperation will be increased, particularly to offset Spain's relatively low level of presence in international financial and non-financial bodies.
- b. This increased multilateral commitment will be the result of a more selective and committed policy, identifying the institutions with which it is wished to collaborate according to properly reasoned criteria.
- c. The IDCC will study and analyse the multilateral policy as decided internally, actively involving the three Ministries with competences to monitor the Spanish presence in multilateral bodies.
- d. To define and monitor the policy of the Spanish representatives in the IMF, the State Secretariat for International Cooperation will be informed regularly of the business dealt with or the postures agreed to as part of ECOFIN. Should it be required, a coordination meeting will be called of the Ministries involved, including the Ministry of Foreign Affairs and Cooperation.
- e. Ahead of each meeting of the Monetary and Finance Committee, the Development Committee and Regional Development Banks, and when necessary, a meeting will be called of the Ministries involved, including the Ministry of Foreign Affairs and Cooperation.
- f. The Economic and Trade Offices and the Technical Cooperation Offices will participate, always in coordination, in the formation of World Bank Consultative Groups and the negotiation tables of the multilateral bodies on the ground..
- g. Spanish presence in the multilateral system will be fomented, making use of the experiences in this field of the Ministry of Foreign Affairs and Cooperation, the Ministry of the Economy and Finance and the Ministry of Industry, Tourism and Trade.
- h. Parliament must be informed of positions taken in multilateral bodies, with periodic reports to the Development Cooperation Commission and the Commission for the Economy.

2.6. Joint development

The co-development policy will be implemented in line with the policies defined by the Ministry of Labour and Social Affairs and, specifically, by the State Secretariat for Immigration and Emigration, in coordination with other administrations and cooperation agents.

The certification will be dealt with of a multilateral model based on migratory flows as a source of wealth for the countries of origin and destination, and co-development as an area of multicultural and transnational activity.

It is essential to create a system for the coordination, monitoring and evaluation of projects and policies, where all players are represented, and linking with international experiences.

The following are some lines of action which might guide the focus of joint development:

- a. Quantitative and qualitative consideration of migratory flows, to prioritise regions, zones or countries and establish co-development strategies..
- b. Backing for development at source, by economic promotion, support for small enterprises and reinforcement of the productive sectors.

- c. Boosting the participation of immigrants in co-development strategies, in coordination with immigrant associations in Spain and cooperation agents as a means to foment integration.
- d. Involvement of immigrants as development agents and as contributors to the social, economic and cultural advancement of their countries of origin.
- e. Design of a decent and sustainable return model which includes professional and business training, financial support (microcredits or other financial instruments) and guidelines on the feasibility of socio-productive initiatives proposed for development in the countries of origin.
- f. Encouraging actions on the rational use of remittances, channelling of deliveries of currency and favourable financial products, fomenting initiatives for information and advice to immigrants in this field.

Spanish cooperation will initially give priority to co-development actions in two countries which, because of the volume of their immigrants to Spain, are of great importance: Morocco and Ecuador.



Image: Jesús Carrasco



9

An orientative budget framework

9 An orientative budget framework

It must be emphasised that this budget is indicative, although it does enable Spanish cooperation actions to be foreseeable. Annual International Cooperation Plans set the annual budget in accordance with the criterion of the Master Plan and with respect for the strategy of association for development.

In any event, it is the Government's commitment to reach ODA of 0.5% of GDP by the end of this parliamentary term, while complying with the commitments made in the European Union and at the Monterrey Summit.

Assignment by instruments and players

- Significant increase to **multilateral cooperation**.
- Significant increase in bilateral cooperation through programs or projects, and in the Ministry of Foreign Affairs and Cooperation's multi-bilateral cooperation.
- An increased budget for **humanitarian and emergency aid**, aiming for 7% of bilateral ODA.

- Increased allocations to programs dealing with equality of gender and gender analysis, with the data on the action taken broken down by sex.
- Maintenance of a highly active position in renegotiation processes, conversion of development debt and cancellation of **debt**.
- Finally, **DNGO** subsidies will be increased, particularly to support public **awareness** and education campaigns.

Geographic assignment

- At least 20% will be allocated to Least Developed Countries, and at least 40% to Latin America.
- A tendency toward 70% of bilateral ODA directed to priority countries.

Sector assignment

- 20% of bilateral Official Development Aid directed to covering basic social needs.



Annexes

Annexes

Acronism list

ACP	African, Caribbean, Pacific countries
ADF	Aid Development Fund
AECI	Spanish International Cooperation Agency
AU	African Union
BSD	Business Development Services
CAP	Common Agricultural Policy
CAS	Country Assistance Strategies
CDM	Clean Development Mechanism
CEDAW	Convention for Elimination of all forms of Discrimination Against Woman
IDCC	Interterritorial Development Cooperation Commission
CONGDE	Spanish Coordinator for Development NGO's
CSD	Country Strategy Document
CSR	Corporate Social Responsibility
DAC	OECD's Development Assistance Committee
DCC	Spanish Development Cooperation Council
DE	Development Education
DNGO	Development Non Governmental Organization
EBA	Everything But Arms EU Initiative
EBRD	European Bank for Reconstruction and Development
ECOSOC	United Nations Economic and Social Council
EDF	European Development Fund
EIB	European Investment Bank
EU	European Union
FAO	United Nations Food and Agriculture Organization
FTI	Fast Track Initiative of education for all
GDP	Gross Domestic Product
GEF	Global Environment Fund
GFD	Gender Focus in Development
GSA	General State Administration
HDI	Human Development Index
HIPC	Highly Indebted Poor Countries
ICIC	Interministerial Commission for International Cooperation
ICT	Information and Communication Technologies
IDB	Interamerican Development Bank
IDCA	International Development Cooperation Act
IFAD	International Fund for Agricultural Development
IFI	International Financial Institutions
ILO	International Labour Organisation
IMF	International Monetary Fund

ISO	Iberoamerican States Organization
IYO	Iberoamerican Youth Organization
LDC	Least Developed Countries
MDG	Millenium Development Goals
MEDA	Financial Instrument for Euromediterranean Partnership
NEPAD	New Partnership for Africa Development
NGO	Non-Governmental Organization
ODA	Official Development Aid
OECD	Organization For Economic Cooperation and Development
OIJ	Ibero-American Jouth Organization
OIS	Ibero-American States
OISS	Ibero-American Social Security Organization
OTC	Technical Offices overseas for Cooperation*
PACI	Year International Cooperation Plan*
PAE	Special Plan of Action for countries*
PCI	Inter-University Cooperation Program*
PD	Master Plan For Spanish Cooperation
PHC	Primary Health Care
PPP	Public-Private Partnership
PRGF	Poverty Reduction and Growth Facility
PRSP	Poverty Reduction Strategies Paper
SCD	Strategic Country Document
SECIPI	State Secretariat for International Cooperation for Latin America
SGPEPD	Deputy Directorate General for Planning and Evaluation of Development Policies*
SPA	Spanish Public Administrations
SWAP	Sector Wide Approach
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VITA	AECI's Health Program
WB	Worl Bank
WHO	UN-World Health Organization
WTO	World Trade Organization

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SG de Planificación y Evaluación de Políticas de Desarrollo
Ministerio de Asuntos Exteriores y de Cooperación
C/ Príncipe de Vergara 43, 4ª planta
28001 Madrid
Tel.: +34 913 799 686
Fax: +34 914 311 785
dgpalde@mae.es

