



# 2009 2012

## The Master Plan of the Spanish Cooperation

### Main Guidelines



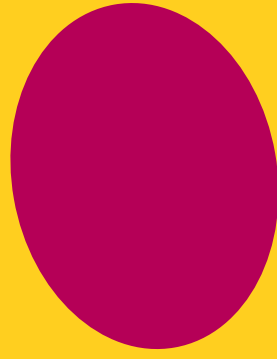
GOBIERNO  
DE ESPAÑA

MINISTERIO  
DE ASUNTOS EXTERIORES  
Y DE COOPERACIÓN





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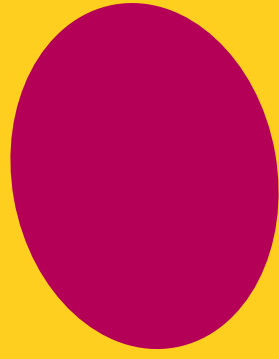


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## Introduction



## Introduction

A period is beginning in which Spanish Cooperation will have to contribute with redoubled efforts to meet the Millennium Development Goals (MDGs) in 2015 while confronting global challenges such as climate change, the global food crisis or the financial crisis. These challenges themselves constitute a problem for development to the extent that their adverse effects are particularly felt in the poorest countries.

In the previous cycle, the Second Master Plan contributed decisively to the consolidation of International Cooperation as a State policy. The Third Master Plan links harmoniously with its predecessor. It would make no sense to change priorities when there is a common and shared model reflected in the State Pact against Poverty signed by all the political parties represented in parliament, along with the Coordination body of Development NGOs (CONGDE). Thus the MP aims to continue and so to consolidate reforms already initiated, to enable Spanish Cooperation to move finally into its mature stage.

The Master Plan also seeks to move forward with lessons learned –being the first Master Plan of the Spanish Cooperation based on an explicit evaluation of findings, errors and successes– and attempts to make the structuring of its elements more substantial, with greater selectivity, and to align itself with the most cutting-edge proposals on the international agenda.

The new circumstances in which Spanish Cooperation operates makes it advisable to review the old Cooperation Act and draft a new one. The international framework has changed, with novel working formulas and new objectives shared with the entire international community. On the other hand, ODA volume is far greater in terms of quantity and there are clearer commitments to certain sectors. This new Law aims to benefit like its forerunner from participation, consensus and the support of the various political and social actors and sectors.

### Achieving 0.7% of ODA

Despite the economic difficulties, the Third Master Plan will be the 0.7% Master Plan. This commitment, assumed under the State Pact against Poverty, was restated by the Spanish Government at the High-Level Meeting on the Millennium Development Goals and at the Doha International Follow-up Conference on Financing for Development, both in the last quarter of 2008. Development aid is not just a policy for good economic times; it is more important than ever at difficult times to maintain the aid planned.

The road to raising ODA to 0.7% will have to be modulated during the course of these four years to reach 0.56% of GNI in 2010 and 0.7% in 2012.

### The Master Plan for Development Effectiveness beyond the Effectiveness of Aid

The Third Master Plan will be above all else the Plan for the quality and effectiveness of the Spanish Cooperation, with the ultimate and primordial aim of being genuinely efficient in development. Aid effectiveness will require Spanish Cooperation to adapt to the requirements of Paris, Accra and the EU Code of Conduct.

Thus, and as *sine qua non*, it will also be the Master Plan for endowing the human and institutional capacities needed for effective aid, completing the reform begun in the previous cycle

### The Master Plan of a Human Development Policy

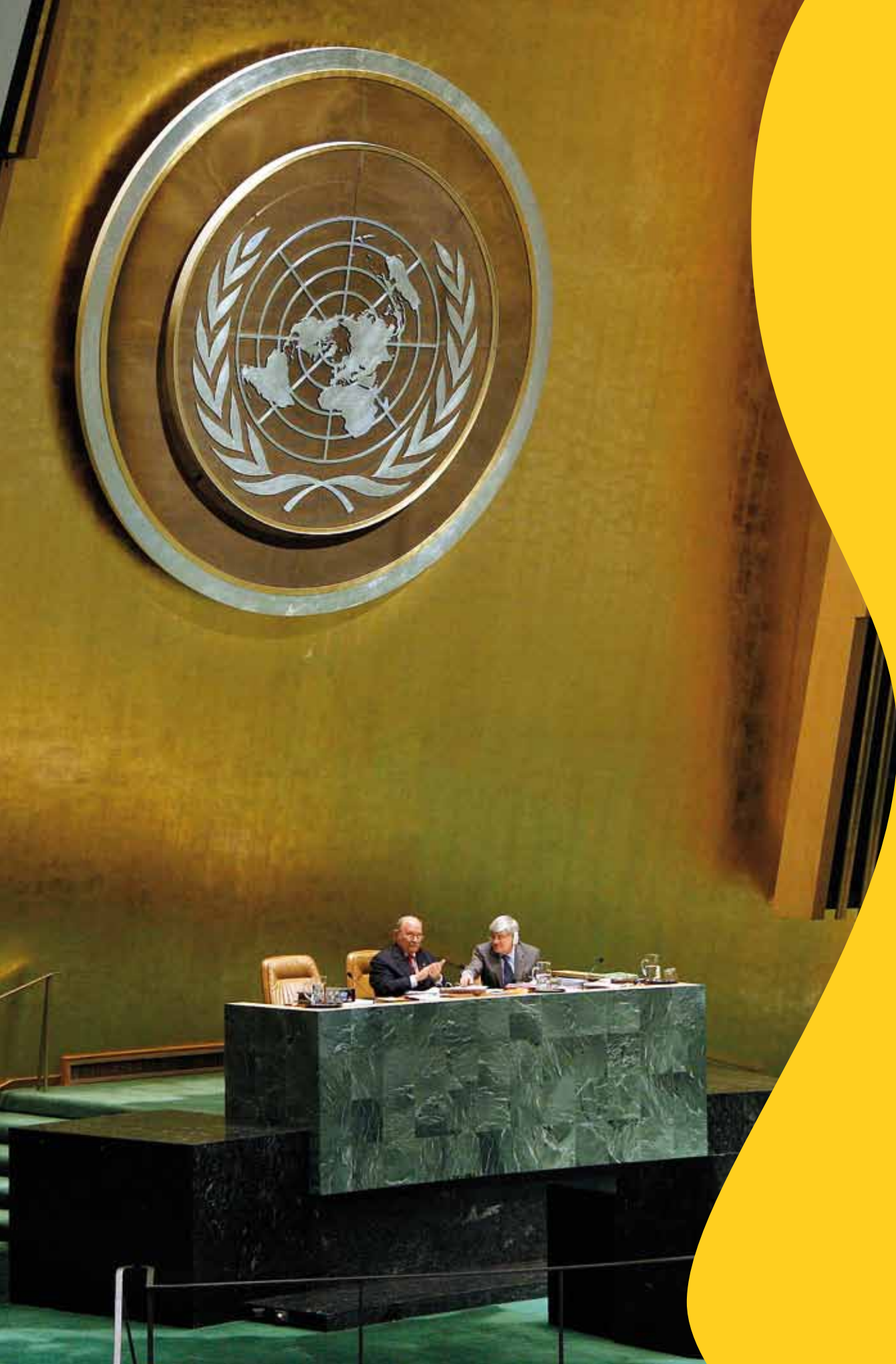
A feature of the Third Master Plan will be to initiate a Comprehensive Development Policy which supersedes aid patterns and works on the articulation of the policies and the actors involved in the quest for results in reducing poverty.

### Thematic Contents

In terms of content, this Third Master Plan consolidates the major commitments from the previous cycle such as basic social services (Education, Health, Water and Sanitation), Gender in Development, Democratic Governance, Culture and Development and Peacebuilding. It also gives a renewed boost to emerging priorities like Rural Development and the Fight Against Hunger, the Environment, combating Climate Change, and Habitat, Science, Technology and Innovation, the involvement of the Private Sector and Decent Employment to generate an inclusive growth model, or consideration of a consistent Migration and Development Policy.

This Document with the Main Guidelines sets out a synthesis of the principal text, together with which it constitutes the Third Spanish Cooperation Master Plan.





**Reaffirming our Commitments within  
the Development Agenda in a Complex  
International Context**

**1**



## 1

## Reaffirming our Commitments within the Development Agenda in a Complex International Context

In the current period, Spanish Cooperation will have to contribute with redoubled effort to reaching the Millennium Development Goals at the same time as confronting major internal and external challenges.

The process of globalisation is undoubtedly an imperfect one, demanding global management which requires the appropriate resources, institutions and tools, a demand which, until now, has not met a satisfactory response, made palpable in the scourge of tax evasion and the existence of tax havens to cite just one example.

A process of globalisation in an increasingly diverse and multi-polar world where the emerging countries form new focuses of political and economic influence means that novel channels must be sought for dialogue and coordination, for clear cooperative action on an international scale.

More inclusive and equitable globalisation is essential in order to confront inequalities and globally shared problems, among which poverty and environmental deterioration are at the very forefront. Acknowledgement of poverty as cause and effect of the denial of fundamental rights recognised in the Universal Declaration of Human Rights imposes an obligation on the international community.

Globalisation has meant that an economic crisis originating in the developed countries in August 2007 is affecting the developing world in different ways: access to financing, the price of oil and rising food prices. The slump in the demand for raw materials, in remittances, potential threats to Official Development Assistance from budget restrictions and possible protectionist reactions in developed countries may further aggravate its impact, especially in least developed countries.

### The Development Agenda

Spanish Development Policy reaffirms its commitment to the Millennium Development Goals, to the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action (AAA), to the Monterrey Consensus –recently renewed at Doha in 2008– and to the European Consensus on Development.

By the end of an international crisis of major/multiple dimensions was being experienced, calling into question the very configuration of the global governance architecture. Spanish Cooperation

is committed to a more democratic system which takes clear account of development objectives and the principles of aid effectiveness. It also backs strengthening a multilateral approach in forums development and cooperation problems are discussed –with the ECOSOC as possible centre of gravity– and promotes mutual accountability in the global sphere. Civil society's involvement in the local, state and global spheres is a key factor for transparency and mutual accountability.



Photo: UN Photo. Eskinder Debebe.



**Learning for Improvement: Lessons  
Learned from the Previous Cycle**

**2**

## Learning for Improvement: Lessons Learned from the Previous Cycle

The Third Master Plan is for the first time based on an evaluation of its predecessor, incorporating lessons learned from it, seeking to follow the recommendations resulting from the DAC's Peer Review of Spain in November 2007, and to respond to challenges raised by Cooperation Council reports.

It is the first which includes errors and shortfalls in addition to achievements, and offers an analysis of how to integrate the recommendations from the evaluation, whose main lines are set out on the following table.

### Recommendations from the Evaluation of the Second Master Plan

<b>To accompany aid scaling-up with a strong commitment to quality, for which the following is essential:</b>
1. <b>Concentration:</b> in sectors, in countries, and in multilateral contributions.
2. <b>Strategic selectivity. Prioritisation in each country,</b> concentration, and effective advances in fulfilling the Paris Declaration and the AAA.
3. <b>To configure strategic planning with decision-making</b> in operational programming, all in line with support for the partner country's priorities.
4. To consolidate the culture of planning, monitoring and evaluation, initiating an <b>integrated system for managing for development results</b> based on knowledge management and evaluation.
5. To <b>further coordination and complementarity</b> amongst those involved, including the General State Administration, Autonomous Communities, Local Entities, NGOs for Development and others.
6. To activate <b>coordination on the ground</b> permanently, where the negative impact of failure to coordinate is greater for partners.
7. To enhance <b>capacities and the necessary Human Resources.</b>
8. <b>To upgrade tools</b> and guarantee their correct use in each case.
9. To move forward decisively in <b>reforming the institutions of greatest importance</b> in implementing Spanish Cooperation and in <b>delegating competences</b> and decentralising to offices on the ground. Especially to consolidate the reform of the AECI's and the OTC's leadership role.
<b>To advance in Policy Coherence for Development and in Education for Development.</b>
<b>To consolidate participation and consensus as intrinsic features of development and cooperation policy, where the reinforcement and reform of the bodies for social participation to make them also more operative will be required.</b>





**Bases for a Common and Shared  
Policy for Sustainable Human  
Development**

**3**

## Bases for a Common and Shared Policy for Sustainable Human Development

### Approaches and Principles

The Third Master Plan is based on principles and approaches to be used in tackling the problem of poverty and under-development. These approaches and principles are crucial to understanding and implementing the Master Plan's content, but also as the shared starting point for all the actors, the foundations of the way in which Spain and its citizens perceive and deal with poverty.

The Development Policy of Spain conceives development as a right providing people with increasing opportunities to freely and securely choose, with respect for diversity, equality and justice, in a clean and healthy environment, guaranteeing at the same time this right to the development of future generations. This makes the fight against poverty a struggle for the full exercise of rights, implying not just their recognition but also people's empowerment to enable them to make use of their right to be heard.

In the field of gender equality, women empowerment in accordance with a Gender in Development Approach is an end in itself –as well as a means– for the complete implementation of rights.

Such development must prioritise the interests of those most excluded, building citizenship and enhancing the possibility for the exercise of rights. Development which is a complex and multidimensional process where learning, the capacity of adopting actions and policies to the changing environment, and social participation are important dimensions.

The aim of adopting of ensuring full implementation of rights, placing participation and the local context ("where people live") in the foreground, leads to a commitment to an endogenous and participative development and to supporting for partner countries' public policies.

A policy based on the association of equals on the assumption that the type of relations created among the people or the organisations involved will decisively determine their impact in development terms.

A policy transcending that for cooperation, seeking effectiveness in terms of development, meaning advances in what really matters: in solving people's problems, in widening their opportunities and making their rights effective, without taking into account whether this advance is generated by ODA or can be attributed to other factors.

A State policy for human development, common to and shared by all the stakeholders, understood as one actively fomenting the contribution of overall State Public Policy and its overseas action, of all agents, public and private, to overall development objectives and the eradication of poverty.

### Approaches and Principles of a Human Development Policy

1. A Human Development and Human Capacities-Based approach. People - centred development.
2. A Rights-Based Approach. Development as full exercise of all Human Rights.
3. A Sustainable Development Approach. Present and future rights.
4. A Participative Approach and Empowerment. To Changing power relations.
5. A Gender in Development Approach. Gender Equality and women empowerment.
6. Process Approach. Development as a learning process.
7. Development effectiveness, beyond aid effectiveness.
8. Endogenous development and support for inclusive public policies.
9. Partnership for Development.
10. An integrated policy for international development to improve people's living conditions.



## Values, Vision and Mission

According to the evidence, the way of “being” and of “performing” in cooperation relations is of prime importance for their effectiveness, and because a donor’s comparative edge must be based on a “distinctive identity trait”, this Third Master Plan is committed to making the values of *freedom, responsibility, equality, justice, non-discrimination, solidarity, active respect, dialogue, coherence and transparency* –based on the Human Rights value system– the touchstone for our action, driving the attitudes and changes demanded by the drive to eradicate poverty.

Spanish Cooperation does aspire to **achieving the MDGs by 2015, so as to define new targets to poverty eradication, to which it is hoped it will contribute actively.**

Thus the **shared mission** of Spanish society and its citizens, public administrations, civil society organisations and the private sector is to **fight against poverty towards its complete eradication and actively build peace**, making a positive contribution in the implementation of their responsibility, mission and particular competences

The **specific role** of those engaged in Spanish Cooperation is to *accompany the development processes of people, groups and societies in attaining full exercise of their rights in association with other actors (local and international) to fight poverty coherently, comprehensively and effectively, promoting a transformation of the international order and building a balanced and inclusive global governance.*



Photo: AECID. Miguel Lizana.







## The Architecture of Development Policy

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## 4

## The Architecture of Development Policy

The rationale underlying the approach of the Third Master Plan represents a commitment to meeting MDGs by the planned 2015 deadline and to surpass them with more ambitious targets from then on, until poverty is eliminated.

To make the policies contributions to development goals as much effective as possible, it will also be necessary to set up a development policy by 2012 for the most productive, coherent and sustainable development to be possible.

This implies a twin dimension to the work –and structuring– of the Master Plan and Development Policy, correspondent to the two effects which this Master Plan aims to generate:

- On the one hand, the thematic contents of Development Policy –objectives, lines of action, etc.– which are reflected in sector and horizontal policies and other development policies (external impacts)
- On the other hand, the measures and actions which must be put in place in the Spanish Cooperation system to implement and deploy development policy like the one described, depending to a large extent on the willingness of those involved to change, subject to accounting which demands the greatest possible quality and excellence in the fight against poverty (institutional changes outcomes).

### GENERAL OBJECTIVE: THE EXPECTED IMPACT

*There has been a contribution to substantial progress toward human and sustainable development, eradicating poverty and full exercise of rights.*

### SPECIFIC OBJECTIVES: THE EXPECTED OUTCOMES FROM THE MASTER PLAN IN 2012

The possibilities for reaching the MDGs on expected time have risen appreciably in relation to 2008, with a substantial contribution from development policy shared in Spain.

*(External impacts).*

By 2012 a more integrated and coherent development policy will be in place, sustainable more effective and greater quality, based on a consensus among those involved, broad-based public support.

*(Institutional changes outcomes).*

Development Policy must –if it is to be consistent, integrated and effective– be designed for implementation in three fundamental spaces:

1. Association on the ground with partner countries.
2. In multilateral forums and bodies.
3. Through the Policy Coherence for Development (PCD).

However, in addition, for it to be sustainable medium- and long-term, it also requires:

4. Citizens' Education for Development.
5. Knowledge to be placed at the service of human development.
6. Appropriate institutional and human capacities.
7. The effective coordination and complementarity of those involved in Spanish Cooperation.

Action Plans will be developed in each of these seven strategic fields with specific objectives and measures so that the Spanish Cooperation system can benefit from the best possible conditions for development policy to have a positive impact.

The combination of a strongly structured action, simultaneous and coordinated in these seven strategic fields and in each sector, can maximise the potential for contributing to global development results like the MDGs and other international agreed development targets to which Spain has subscribed.



Photo: Laura González Martínez.





## The Strategic Fields of Development Policy

5

## The Strategic Fields of Development Policy

### Association on the Ground: Quality and Aid Effectiveness

Implementing the aid effectiveness agenda implies promoting the advance of traditional relations between donors and those recipient countries, towards a genuine development association among partners on power balanced manner. The aim of this strategic field is to achieve cooperation which effectively supports development processes led by partner countries, harmonised with the other donors and with mutual accountability.

Spain conceives this agenda as a process of democratic and local leadership, closely linked to governance, bringing citizens, governments, communities, local authorities, civil society, research centres, the private sector and parliaments in partner countries into an inclusive the process. In this sense, broad-based participation, bottom-up, is fundamental both in defining priorities and in achieving the development, results especially in terms of mutual accountability.

To these ends, a Plan of Action will be put in place for Effective Aid, with the following objectives:

- To enhance the Spanish Cooperation sector concentration, to be defined in each concrete country with regard to the donors' presence in each, and in close dialogue with them and with the partner country itself, in order to comply with the EU's Code of Conduct.
- To assess the comparative advantages of the Spanish Cooperation in each sector and country, according to the partner country's view by 2012.
- To use multiannual disbursement frameworks and move forward in the identification and use of programmed-based support.
- To make use as a first option of partners' national systems and help to strengthen them.
- To examine the necessary changes within the Spanish regulatory framework, to adapt them to the principles of aid effectiveness.
- To take decision-making closer to field where partnership and policy dialogue are put into practice.

- To progressively eliminate political and economic conditionalities, applying only those based on advances in poverty reduction, and to enhance transparency in relation to their use.
- To untie aid progressively, extending use of country systems.
- To explore structures for cooperation which allow for an efficient division of labour amongst donors.
- To implement technical cooperation defined by local demands and needs, oriented towards reinforcing national systems, their capacities and those of local expert staff.
- To foster coordinated work of all the Spanish Cooperation system actors, optimising the added value of each of them in implementing the aid effectiveness principles.
- To support the creation of symmetric mechanisms for mutual accountability both internationally and at country level, and which incorporate civil societies.
- To strengthen international mutual accountability mechanisms.

To facilitate local leadership in development processes, Spanish Cooperation backs the incorporation of dynamics which allow aid at the community, local, territorial or regional level to be more effective, at the same time as enhancing institutional engagement in this area. With this in mind Spain will, in specific local interventions, adopt a territorial approach and examine the tools most suited to making it effective, in a framework of support for partner countries' public territorial development policies.

### Active and Effective Multilateralism

The main objective of the active and effective multilateralism to which Spain commits with this Master Plan is to contribute to the fight against global poverty, seeking to make the Millennium Development Goals to come true by means of a cooperative drive on an international scale. To this end, Spanish Cooperation's fundamental commitment will be to consolidate the Spanish position in multilateral forums, to initiate the Multilateral Strategy, and to create and enhance human and organisational resources to ensure that the multilateral funds are properly managed, monitored and evaluated.



### **General Priorities of Multilateral Action during the 2009-2012 Master Plan**

- To improve the selectivity and concentration of multilateral aid.
- To reinforce the effectiveness of the Multilateral Development Organizations (OMUDES) by means of more strategic aid, less earmarked and more predictable, in exchange for more accountability. This will be done by (i) consolidating or when necessary enhancing “core funding”, which is not earmarked, so moving forward in the reinforcement of the multilateral system, and (ii) A limitation on the creation of bilateral funds in the Multilateral Development Organizations, particularly those within the UN, except in justified priority cases.
- To enhance the complementarity and synergies between bilateral and multilateral aid at country level.

### **Priorities related to Multilateral Organizations**

The priorities will be: (i) To advance in the reform of the United Nations development system as part of the “Delivering as One” approach; (ii) To form closer relations with the International Financial Institutions (IFIs) and in particular with the main Multilateral Development Banks (MDBs); (iii) To enhance Spanish involvement in European Union development debates and policies, particularly with any eye on the Spanish Presidency; (iv) To increase and reinforce cooperation with regional bodies; and (v) To make participation in the main Global Funds more active, reflexive and critical.

### **Improved Internal Coordination of the Spanish Administration in its Multilateral Action**

An interministerial working group –as part of the International Interministerial Cooperation Commission– will be set up with strategic functions for multilateral issues. Enhanced cooperation is particularly relevant between the Ministry of Foreign Affairs and Cooperation and the Ministry of the Economy and Finance, the two ministries with the greatest multilateral competences.

### **Monitoring, Evaluation and Accountability**

A special effort will be made to deepen and strengthen monitoring, evaluation and accountability mechanisms of those funds and programmes financed by Spain as part of the multilateral's actions.

### **Policies Coherence for Development (PCD)**

The commitment to move forward substantially in the coherence of the overall policies is one of the main challenges of this period. The International Cooperation Law, No. 23/98 of 7<sup>th</sup> July, already sets up the regulatory base in which the principle of policy coherence appears (Art. 4), clearly stating that “The principles and objectives set out in the Cooperation Law, No. 23/98, will inform all policies applied by the public administrations within each of their competencies framework and which may affect developing countries”.

The European Consensus for Development defines this principle as *“the commitment whereby Development Assistance policies can assist developing countries in achieving the MDGs”*.

The development policy coherence must be seen as an on-going learning and process. The Third Spanish Cooperation Master Plan proposes to advance in the implementation of this principle with the aim of seeking the necessary synergies among the Administration's policies so as to ensure the greatest possible impact on internationally agreed development goals.

The Delegate Commission on Development Cooperation will be created and given the political assignment to advance in this field. Its agenda will be shaped around the priorities arising from an analysis of sector policies and other development policies under the Master Plan.

In addition, coordination working groups or technical and/or sector commissions will be set up within the General State Administration and the necessary specialised personnel will be provided, mobility will be promoted among civil servants, and monitoring and technical reporting on those issues prioritised in the Policy Coherence for Development agenda will be consolidated through R&D agreements for development.

Likewise, consideration will be given to the suitability of seeking synergies in contributions to development goals between public development policy and policies for corporate social responsibility and, to this end it will be proposed to establish a working group within the Cooperation Council whose output is remitted to recently-created State Council for Corporate Social Responsibility.



## Education for Development

Education for Development (EdforDev) promotes global citizenship that generates a culture of solidarity through knowledge, attitudes and values.

With the Action Plan arising from Spanish Cooperation's Third Master Plan, based on the Education for Development Strategy and in line with the recommendations established in the *European Consensus on Development in the matter of awareness and education for development*, Spanish Cooperation will promote this strategic field, facilitating formal, non-formal and informal spaces. The commitment during this cycle will be to move forward substantively in bringing Education for Development into the formal education system.

In all of these, the participation, coordination and complementarity of the social agents will be promoted: DNGOs, new social movements, companies and entrepreneurial organisations, the media, international platforms and networks, including networks of local authorities, promoting global citizenship, and incorporating into its initiatives representatives from these institutions and movements. Especially in the formal sphere, it will foment the coordination and complementarity of the whole General State Administration.

To implement all these actions, specific instruments will be established, resources will be provisioned to both the AECID and the DGPOLDE. In addition, a working group will be set up, with all those actors involved, to ensure that all the public administrations' actions are consistent and will, along with the AECID and the Sector Conference on Development Cooperation, promote EdforDev programmes and actions generating coordination and the complementarity of all those engaged in all national, autonomous and local spaces. These programmes and actions will be carried out in the EdforDev areas of awareness, training, social mobilisation and research, working intensely with the media. Finally, evaluation in Education for Development will be enhanced.

## Development Research, Innovation and Development Studies

One of the fundamental pillars for the comparative advantage and quality of development policy lies in the presence of a high critical mass of research personnel and specialised centres in Development Studies, and the capacity to generate, manage, transfer and apply the know-how in sectors where the policy is



Photo: Gabriel Ferrero.

engaged. This means that, in the sectors where Spanish Cooperation seeks to have a comparative advantage, it will have to define its own R+D+i capacities, in association with centres in partner countries, research usually known as Research and Innovation for Development (I>D).

Throughout this cycle, the Ministry of Science and Innovation will, together with the Ministry of Foreign Affairs and Cooperation, develop an Action Plan to promote Research and Innovation for Development, as well as Development Studies, with incentives making it possible to enlarge and consolidate our base of research personnel and research centres specialised in development studies, on a multidisciplinary basis and in its multiple facets. In particular, research capacities on and for development in our partner countries will be enhanced, consideration of participation in Research and Innovation for Development programmes and projects and specialisation in Development Studies when evaluating the teaching and research curriculum of the researchers and teachers and the next National R+D+i Plan will, from its conception, incorporate its contribution to development as a priority line.

Additionally, a Development Studies Network linked to the Ministry of Foreign Affairs and Cooperation will be set up, a feasibility study will be made of the suitability of creating the multidisciplinary "Development Studies" area of knowledge and a financial instrument will be implemented in the AECID for pluriannual projects and agreements supporting Development Studies.

### **Strengthening Institutional and Human Capacities**

Implementation of the Development policy proposed in this Third Master Plan means that the cooperation system's institutional and human capacities must be enhanced. As suggested in the DAC 2007 Peer Review report, it is essential to provide and properly manage human resources if adequate levels of quality are to be maintained.

#### **Human Capacities**

Sustained growth in ODA demands parallel growth in the conditions for the stability of specialised human resources. Maximum use will be made of the know-how and potential of existing human resources and mobility will be encouraged between headquarters and the field offices, there will be a detailed study of the problems of the professional career in Spain in the cooperation sector, and the necessary measures will be proposed to boost it.

The aim of such measures is to promote a standard of professionalisation, training in skills, know-how and values which enable Spanish Cooperation to reach the levels of quality to which it aspires.

#### **Institutional Capacities**

The DGPOLDE was created during the Second Master Plan to enhance Spanish Cooperation's planning and evaluation system. This Directorate-General's organic structure is to be strengthened during the current term. Moreover and as already indicated, a Unit will be created for the Policy Coherence for Development to promote the fulfillment of this principle.

At the same time, the current AECID reform began, designed to confront the new geographical, budgetary and institutional challenges demanded by the system, and these changes must be consolidated. To this end, during the effective term of the Third Master Plan, the AECID will promote a) full adaptation of the Paris Declaration and the Accra Agenda for Action on aid effectiveness; b) further decentralisation and review of the structure and functions of cooperation bodies overseas; c) increased staff and the startup of a system of mobility between headquarters and the overseas network; d) transparency and public accounting; and e) an extension of the implementation of operational programming to all AECID units.

The second Management Contract which must be approved at the end of 2009 will be for a four-year term, and will be adjusted

to Spanish Cooperation's strategic planning and to this current Master Plan.

### **The Coordination and Complementarity of the Actors**

Spanish Cooperation derives a great diversity of views from the plurality of its actors, generating a richness of its cooperation. The DAC has however warned of the possible risk of the dispersal of aid when this model is used.

Thus the joint construction of a consensus-based, shared, public policy on cooperation for development among all those engaged is essential, demanding advances in coordination and so in the complementarity of action. This means that the forthcoming International Cooperation Act will reinforce and guarantee this common, shared, development policy, with coordination and complementarity as its central focuses.

In order to move forward along these lines, measures have been introduced like the recently-created Delegate Cooperation Commission, or the Sector Conference, designed to ensure coordination between public administrations and to boost policy coherence.

Moreover, the Third Master Plan makes it possible to transform the Development Cooperation Council into a Consultative Development Policies Council. It also proposes other measures to strengthen this Council and the Interterritorial and Interministerial Commissions, such as a clearer definition of their working agendas and functions, and creating communication channels between these consultative and coordinating bodies.

The Master Plan attaches great importance to coordination on the ground. This must be done in the common strategy partnership framework, bringing in all players with potential influence or impact on development, and in close dialogue with the partner country, strengthened by a greater communication between headquarters and level. The Technical Cooperation Offices are a key element here, facilitating coordination and driving complementarity.

At the same time, where possible and in a way which is adapted to each country's context, Spanish Cooperation's strategic coordination on the ground will be implemented by a stable group assigned to ensure that all Spanish stakeholders involved are effectively associated. This will be compatible with the creation of other coordination mechanisms linked to specific programmes,

sectors or geographical areas, such as the complementarity forums.

Finally, measures will be put in place to promote a more strategic Decentralised Official Cooperation according to the principle of mutual responsibility and always respecting the autonomy of each public administration. This will be done by promoting the consolidation of a culture of planning and of strategic, coordinated and shared management. Likewise, encouragement will

be given to (i) the adoption of measures for complementarity, harmonisation of tools and internal procedures and information, (ii) geographical concentration and the predictability of ODA, (iii) identification of a system for the division of labour, (iv) the development of programmes enabling the active participation of all public administrations or measures during monitoring (construction of specific networks and reinforcement of information systems) and evaluation, encouraging joint actions.



Photo: Laura González Garcés.





**Managing for Development  
Results: Monitoring, Evaluation and  
Knowledge Management**

**6**

## 6

## Managing for Development Results: Monitoring, Evaluation and Knowledge Management

Lessons learned and recommendations concerning monitoring and evaluation from both DAC Peer Review and internal Evaluation of the Second Master Plan emphasise the need to consolidate monitoring and evaluation policy and move towards a comprehensive knowledge management system.

During the term of this Master Plan, monitoring and evaluation will become essential functions of Managing for Development Results (MfDR) as a way of disclosing Spanish Cooperation's performance in terms of contributions to development results and to generate information of use of all those involved so as to enhance public decision-making (*knowledge management*).

Associated with the Third Master Plan, during its first year an integrated strategic management system will be developed oriented toward development results, updating or generating methodological guides for the purposes, and including the methodology for strategic management on the ground and its fundamental tool, the "Country Partnership Framework (CPF)", which will indicate the resources it is planned to destine to the country in the following 3 to 5 years. Renovation of Country Strategy Papers (DEPs) –towards the new Partnership Frameworks– will be implemented according to the rate and timing

appropriate for each country, as an essential condition of ownership.

An independent local organisation will evaluate the Partnership Framework, and traditional "Annual International Cooperation Plan" Monitoring will be replaced by a Report on the contribution to Development Results.

Accountability will be a central issue at the various levels of Development Policy, with partner countries in each case, at the international level and to the Spanish society. This will be done by implementing the measures set out on the table below.

To these ends, it will be necessary to advance toward a monitoring system which reports and relates the results to which each action contributes. In turn, monitoring and evaluation functions must provide with suitable data representative of the whole of Spanish Cooperation. This means increasing the outreach and the quality of evaluations in accordance with the principles of rigour, utility, independence of criteria, participation and decentralisation, adapting those functions to the commitments of the new aid architecture and the challenges involved in consolidating active and effective multilateralism.



Photo: Laura González Martínez.



<b>MUTUAL ACCOUNTABILITY AT COUNTRY LEVEL</b>	<p>Evaluation of the CPF by an independent local entity.</p> <p>Transparency in relation to the political and conditionalities of the ODA.</p> <p>Each partner country to be provided with its ODA information transparently and publicly.</p> <p>A joint, harmonised monitoring mechanism between the partner country &amp; Spanish Cooperation.</p>
<b>MUTUAL ACCOUNTABILITY AT INTERNATIONAL LEVEL</b>	<p>Furthering of multilateralism in forums debating the problems of development cooperation –especially the ECOSOC.</p> <p>Promoting and assessing independent reports to evaluate performance as aid workers.</p> <p>Promoting the involvement of civil society, locally, nationally and globally, as a key actor in transparency and accountability.</p> <p>Evaluation by two partner countries using the DAC Peer Review procedure.</p> <p>Join the International Aid Transparency Initiative.</p>
<b>ACCOUNTABILITY TO SPANISH SOCIETY</b>	<p>Traditional “Annual International Co-operation Plan Monitoring” will be replaced by a Report on contribution to Development Results.</p> <p>An Annual Multilateral Action Report, tabled and debated by the Cooperation Commission in the Congress of Deputies and the Senate.</p> <p>Reports on Policy Coherence for Development drawn up by the Cooperation Council.</p>

It will be essential to (i) enhance or create those structures, incentives and capacities needed to collect and have evidence of development results which assist in the decision-making process; (ii) reinforce the link between planning and implementation with monitoring and evaluation; and (iii) strengthen coordination of all actors involved towards a common evaluation agenda in terms of purposes and principles, completing any necessary joint assessments within Spanish Cooperation and/or with partner countries and other donors. The aim is, in short, to comply with the commitment of mutual accountability amongst governments to their parliaments and for them to do so with their parliaments and civil society as an exercise in public responsibility and transparency before citizens.



Photo: UN Photo by Marie Frechon.







## Thematic Contents of Development Policy

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## Thematic Contents of Development Policy

### Cross-Cutting Priorities

This Master Plan acknowledges that it will not be possible to reach the Millennium Development Goals without considerable advances in other fields. In this sense, Spanish Cooperation has set five cross-cutting priorities. Advance in these areas is of value in itself, but it is also considered to be decisive for achieving sustainable development results.

These five **cross-cutting priorities** are (i) social inclusion and fighting against poverty, (ii) democratic governance and promotion of human rights, (iii) gender in development, (iv) environmental sustainability, and (v) consideration of the cultural dimension and respect for diversity.

The essential aspects of these cross-cutting lines are set out in international conventions, declarations and treaties. That means that the objectives have already been set globally as part of the international agenda and that Spanish Cooperation will contribute to achieving them from its different levels of action. Thus the cross-cutting priorities will be worked on in the political, institutional, strategic, operational and management spheres.

In order to move towards these objectives, the Spanish Cooperation will develop manuals for the integration of the five main-stream priorities, as a guidelines for all the Spanish stakeholders.

### Sector priorities

#### Democratic Governance

Spanish Cooperation considers democracy to be a universal value based on the right of peoples to determine their own political, economic, social and cultural system. Democratic Governance stems from people's right to choose their path towards sustainable development and focus their attention not just on the performance of institutions but also on their weak legitimacy should they fail to guarantee access to certain basic services, recognition of rights and gender equality.

Thus the **General Objective** of the Spanish Cooperation is *to promote the quality of democracy and respect for fundamental rights in the terms of real and effective public participation, exercise of human rights and the capacities to promote development with Social Cohesion as the basic principle in this sphere. Each*

context (fragile and/or post-conflict situations) demands specific priorities and sequences.

To fulfil this objective, the Spanish Cooperation will (Specific Objective 1 – **SO 1**) strengthen public administrations which enhance social cohesion and contribute to the creation of sustainable state structures; (**SO 2**) strengthen public security, promoting access to justice and human rights; (**SO 3**) support the organisation of civil society and citizens' participation, particularly emphasising the women empowerment; and (**SO 4**) support territorial democratic institutions and the strengthening of local authorities.

#### Rural Development and Fighting Against Hunger

The fight against hunger must be incorporated into existing international commitments to eradicate it, with the intermediate target set by Millennium Development Goal 1 (Target 2) of halving the percentage of those suffering from hunger by 2015.

Thus the Third Master Plan sets a **General Objective** of *helping to make the right to food effective and to improve the living conditions and food security of rural and urban populations.*

To these ends, Spanish Cooperation will (**SO 1**) promote access to adequate and decent food for urban and rural populations in the most vulnerable situations, to guarantee food security; (**SO 2**) promote sustainable production systems and support for small producers, using a territorial approach to incorporate the vulnerable population and all actors into developing the potential of rural areas; (**SO 3**) promote scientific and technological food and agriculture and rural research for development; and finally, (**SO 4**) at the international level, promote those agreements necessary to make use of the right to food and improved living and nutritional conditions of the population, particularly those most vulnerable, paying special attention to childhood.

#### Basic Social Services: Education

Spanish Cooperation considers education to be a human right, as well as the lever with which to strengthen equity and social cohesion as part of the fight against poverty. It has decisive influence on multiple sectors: health, income levels, social mobility, equality of men and women or environmental conservation. Internationally, education plays a preponderant role in the Millennium Development Goals (MDG 2 and Target 4 of MDG 3), reinforced



in the Dakar Framework for Action (2000) setting “Education for All” targets.

In developing the Education Strategy, the Spanish Cooperation makes a commitment to Basic Education, understood in the broad sense as a unit of the fundamental knowledge needed by people for their own development and their performance in society, adapting it as necessary to the context of the priorities defined by each country.

The **General Objective**, guided by a Human-Rights-Based Approach, centres upon *contributing to attaining the right to inclusive, free and quality basic education by strengthening public education systems and civil society organisations in countries and groups with lower educational indices.*

The **Specific Objectives** are **(SO 1)** to contribute to education and basic training which is inclusive, intercultural and free for everyone; **(SO 2)** to promote quality education and training by constructing and strengthening a public policy; **(SO 3)** to help with access and permanence in the education system and to the completion of education cycles equitably and with gender equality; **(SO 4)** to contribute to the linking and flexibility of education systems so that they are able to offer people opportunities for life-long learning, access to productive activity and a decent job.

UNESCO, UNICEF, the OEI and the Fast Track Initiative are the main multilateral partners in education, with whom alliances will be fostered and strengthened so as to prevent dispersion amongst multiple education initiatives.

### Basic social services: Health

Spanish Cooperation has taken on board the WHO definition of health as a fundamental human right and a basic tool for development, responsibility for which is public, both locally and internationally. Such responsibility must translate into leadership by the recipient country and donor countries’ commitment to work together in the interests of more effective cooperation focused on attaining the Millennium Development Goals on health. These require a reduction in children and maternal mortality, a cut in the impact of diseases such as AIDS, malaria and tuberculosis and other prevalent, neglected conditions.

Thus Spanish Cooperation takes on the **General Objective** in this sector of *contributing effectively to the creation of conditions*

*to improve people’s health particularly those subject to greater poverty and vulnerability.*

The **Specific Objectives** are: **(SO 1)** To contribute to the design, consolidation and sustainability of efficient, equitable healthcare systems; **(SO 2)** To contribute to the development of sufficient, motivated human resources; **(SO 3)** To help developing a citizenship which is able to take part in the design and orientation of an equitable healthcare system taking into account cultural characteristics and ensuring gender equity and a commitment to human rights; **(SO 4)** To contribute to the availability, accessibility, acquisition and use of the healthcare technology and supplies needed to provide essential healthcare goods and services; **(SO 5)** To contribute to a reduction in the burden of disease particularly the most prevalent conditions, borne by the population and especially those suffering the greatest discrimination (children, women, youth, indigenous populations and those of African descent, the disabled and the rural population) with a priority approach to Public Health; and **(SO 6)** To contribute to the growth of research and development systems.

Spanish Cooperation will work with multilateral bodies and with public-private partnerships and innovative financing mechanisms which share its vision and objectives. Such action will be coordinated with bilateral cooperation and guided by transparent and ethical criteria. Budget support will be the main instrument cooperation in the Health sector.

### Basic Social Services: Water and Sanitation

Target 10 of MDG 7 (to halve by 2015 the percentage of people without access to drinking water and basic sanitation) is still far from being met. The United Nations Economic and Social Council (ECOSOC) acknowledges that the human right to water is “the right of everyone to sufficient, safe, acceptable, accessible and affordable water for personal and domestic uses”. Given its importance to health, food security, productive development, energy or habitability, water must be dealt with in a multi-sector focus via the concept of Integrated Water Resource Management.

Access must be guaranteed to adequate sanitation services, and training in hygiene must be improved, both to protect the quality of water resources and to enhance people’s health and basic habitability. It would be desirable for governments as far as possible to guarantee these services and the human right to water

through comprehensive national strategies in which all actors participate and which are backed where necessary by international cooperation.

The **General Objective** of Spanish Cooperation is to *promote the human right to water and enhance and extend cover and access to drinking water and basic sanitation, ensuring its sustainability by integrated management of the hydrological cycle.*

The **Specific Objectives** will be **(SO 1)** to back public, integrated water management, ensuring the right to sustainable supply and sanitation, conserving the hydrological cycle and promoting responsibility in its proper use; **(SO 2)** efficiently and equitably to upgrade and extend water and sanitation services as indispensable elements of basic habitability, paying particular attention to vulnerable groups and hygiene policies; and **(SO 3)** to enhance the capacities of institutions and local communities to participate effectively in water and sanitation services.

To deploy this sector policy on the ground, Spanish Cooperation will be able to draw on the Cooperation Fund for Water and Sanitation in Latin America.

### Economic Growth for Poverty Reduction

Spanish Cooperation acknowledges the relevance of economic growth as an essential component in achieving the Millennium Development Goals because of its potential to break the trap of 'income poverty' and mitigate the multiple deprivations characteristic of poverty.

Poverty reduction requires sustained, sustainable and inclusive growth, supported by private sector entrepreneurial activity and above all by increasingly involving the poor population in generating earnings, by access to employment and a decent income in line with the International Labour Organization's Decent Work Agenda and in public policies redistributing the benefits of growth, favouring particularly those in precarious situations and excluded from access to the opportunities for a decent job or to the markets for goods and services.

The **General Objective** is to *support and promote inclusive, equitable, sustained economic growth respectful of the environment, based on generating the economic, business and associative fabric in partner countries, and under the principles of decent work and economic policies favouring poverty reduction and social cohesion.*

Spanish Cooperation works in five strategic areas in this sector in partner countries.

- *Stable institutional*, legal and regulatory frameworks affecting productive activity, investment and decent employment.
- Public policies for the *equitable redistribution of the benefits of growth*, contributing to greater social cohesion in partner countries, particularly fiscal and social protection policies.
- Backing and incentives for public policies which promote job-creation, making use of and developing *entrepreneurial capacities*, above all in groups in vulnerable situations.
- *Enhanced incorporation* into the international economy, especially in relation to capacities for export and the negotiation of international agreements, South-South economic integration and responsible foreign direct investment.
- Spaces for *dialogue and cooperation* and the capacities for analysis, proposal and negotiation of organised agents in partner countries, together with the role of the private business sector in achieving development results and implementing the global development agenda.

### Environmental Sustainability, Climate Change and Habitat

Wellbeing, healthcare, food, shelter, a significant part of income and, human development as a whole, depend on those goods and services generated by ecosystems and the environment. Alterations to the natural environment are causing a change in climatic conditions and are impairing Nature's ability to provide these services securely and sustainably. It is the poorest who most depend on these services and who are most vulnerable to the impacts of environmental degradation. Reaching MDG7 to guarantee environmental sustainability is fundamental to reach the other MDG's and to guarantee the right to healthcare, a decent shelter or respect for the local culture now and for future generations.

On the other hand, currently more than half of the world's population lives in cities and urban settlements, many them large metropolises with serious flaws of territorial organisation or urban planning. Construction of a sustainable habitat implies work on access to clean water, basic sanitation, waste management, public health, hygienic habits, territorial organisa-

tion or good governance. For this reason, and because this is a key element in contributing to the environmental sustainability of urban ecosystems, habitat is also included in this sector priority.

The **General Objective** of Spanish Cooperation policy is to *contribute to sustainable management of natural capital and development models making it possible to enhance the population's wellbeing and quality of life.*

Specifically **(SO 1)** institutional capacities in environmental management and participation processes will be strengthened, to reduce the impact of climate change and the population's ecological vulnerability, favouring environmentally sustainable human development, **(SO 2)** will promote conservation and sustainable use of the services provided by ecosystems to improve people's living conditions, **(SO 3)** will foment diversification of environmentally respectful economic initiatives, to favour sustainable development, conservation of ecosystems and enhanced human-development capacities, and **(SO 4)** will facilitate the population's basic habitability conditions and for the construction of an environmentally sustainable habitat integrated into its surroundings.

### **Science, Technology and Innovation**

The strengthening of a country's scientific and technical capacities has a strong multiplying effect in areas such as health, agriculture, fighting against hunger or climate change. A society's greater technological and innovative capacity determines to a large extent the degree of sustainability of its development model and its economy's capacity to adapt. Spanish Cooperation already supports scientific and technical training programmes which must now, more than ever, seek to consolidate a country's local capacities and direct them towards its development objectives.

The **General Objective** of Spanish Cooperation for Development in the research field, technology and innovation is *to favour processes for the generation, ownership and use of scientific and technological know-how to improve living conditions, economic growth and social equity.*

To that end, the Ministry of Science and Innovation will, along with the Ministry of Foreign Affairs and Cooperation, develop a Plan throughout this period to promote Research and Development (R&D) with the means so as to reach the following specific

objectives: **(SO 1):** To aid in the creation and enhancement of political, institutional and human capacities for the development of research and innovation activities in Spanish Cooperation priority countries; **(SO 2):** To promote the generation, spread and transfer of know-how and technologies to deal with critical human development, social and economic problems; **(SO 3):** To promote a system of innovation which helps to make the most of resources, enhance productive processes and develop business initiatives as support for economic development, the innovation culture of business sectors being a key to development; and **(SO 4):** To promote the involvement of universities and research institutions and Spanish research personnel in multilateral programmes and international bodies which Spain belongs to and supports financially.

### **Culture and Development**

Culture is a fundamental element for sustainable human development, necessary for attaining the MDGs. Citizen's access to culture is made a right and a responsibility of public institutions and civil society, as well as a means for avoiding social exclusion. The UNDP's Human Development Report (2004) "Cultural liberty in today's diverse world" and the UNESCO Convention (2005) on the protection and promotion of the diversity of cultural expressions are adopted as international references. Cultural policies for development must encourage the social agents to participate in order to guarantee respect for diversity as a democratic way of life. Spanish policy here arises from the valuation of the document on the Culture and Development Strategy; the challenge for the coming period will be to consolidate and implement this Strategy.

The **General Objective** is *to promote the tangible and intangible opportunities and cultural capacities of individuals and communities as substantive elements of sustainable human development.*

Spanish Cooperation will contribute to **(SO 1)** the enhancement of the development of the cultural sector as a factor of social cohesion in partner countries, promoting the institutional nature of inclusive public policies and strengthening the articulation of the social and cultural fabric; **(SO 2)** promoting economic development from the cultural sector with support for creative movements, promoting cultural output and exploring new forms of distribution; **(SO 3)** encouraging individual and collective rights of access, creation and the spread of cultural expressions as part of the promotion of cultural diversity.



## Gender in Development

Development Gender policy constitutes a double priority for Spanish Cooperation, being both a cross-cutting priority and a specific sector priority for the Third Master Plan as a way of consolidating its predecessor's achievements. Spanish Cooperation's Gender in Development Strategy Paper is not just the fundamental tool for the effective application of the equality Law between men and women in development policies: it is also the vehicle for securing more effective action in the application of the Gender in Development approach in all Spanish Cooperation instruments and for progress in terms of policy coherence between the sectors of development and equality. Spanish Cooperation reaffirms the most significant international commitments: the Millennium Development Goals (MDGs), the Beijing Declaration and Action Platform, the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) and the Cairo Action Plan.

The **General Objective** of the sector policy for gender in development *is to help to reach full exercise of human rights and the women's citizenship by means of empowerment*. This will contribute to overcoming the inequality and injustice gap suffered by women in their gender relations, at the same time as being the best way to fight against poverty. Initiatives will be promoted which contribute to full exercise of women's economic rights and the strengthening of processes of change towards formal and real equality which guarantee full use of the social, civil and political rights of women and girls. These initiatives will pay special attention to preventing gender violence and to peacebuilding, and to spreading and promoting women's sexual and reproductive rights and respect for diversity, in particular cultural diversity.

## Migration and Development

The Third Spanish Cooperation Master Plan incorporates for the first time a specific sector dedicated exclusively to Migration and Development. Its point of departure is that the fight against poverty is an end in itself, its cause not immediately related to migration, and a conviction that migration must be the upshot of a free decision, a personal option, and not of need.

In these terms and from its international leadership position in Migration and Development, the **General Objective** of this third Master Plan in this sphere is to *promote the positive effects between migration and development*, in its five **Specific**

**Objectives: (SO 1):** To support countries of origin and transit in the establishment of public frameworks and mechanisms for management and information on migrations to maximise positive effects and minimise the negative consequences of migration for development, ensuring that human rights are respected and promoted; **(SO 2):** To promote spaces for dialogue, coordination and the articulation of joint action on migration and development by the public and private sectors, migrant associations and civil society organisations in both the countries of origin and in Spain, paying particular attention to the creation of transnational alliances and local initiatives to start codevelopment initiatives; **(SO 3):** To promote training in the countries of origin, to create and improve professional capacities to promote capacities and opportunities aimed at effective insertion into the labour market, particularly coordinated with sector policy promoting the economic and entrepreneurial structure; **(SO 4):** To promote the coherence and positive contributions which Spanish State public policy on other than ODA may have on development objectives in migrants' countries of origin and transit; **(SO 5):** To generate and manage know-how and enhance the available human capital capacity of Spanish Cooperation to identify, analyse and promote areas of action and specific initiatives in the framework of migration and development and to give backing to the know-how generated in countries of origin and immigrant associations in Spain.

Through the five strategic areas into which this sector is distributed, the Third Master Plan seeks to make all action consistent, in accordance with strict observance of migrants' human rights throughout the process, in the countries of origin, transit and destination, particularly emphasising the multilateral field and protection of those especially vulnerable such as women and children and in fulfilment of European and international consensus Spain has helped to promote.

## Peacebuilding

A specific Law was passed in 2005 (Act No. 27/2005 of 30 November promoting education in and a culture of peace) calling on the Government to promote peace in coordination with the Autonomous Communities, Local Entities and other entities and bodies of the State itself and to establish collaboration agreements with international bodies and the most significant organisations and NGOs in the realm of peace. Likewise, in the international context, the UN Millennium Declaration underlies the relation between development and security, a link recognised in the Spanish Cooperation's Peacebuilding Strategy.

The Third Master Plan takes up Peacebuilding as a fundamental pillar of its action. Thus the **General Objective** is *to contribute to the development of peace, justice, equity and security in conflict and post-conflict situations by implementing preventive action, respect for international law, defence of human rights, support for victims and the recovery of the physical, economic and social environment, including actions to strengthen institutions, transitional justice and the empowerment of civil society.*

Thus is done via the following **Specific Objectives: (SO 1)** To incorporate peacebuilding as the approach for integrated, mainstreamed work in cooperation strategies in countries or areas in conflict and post-conflict situations, considering structural (political, social, environmental) and cultural factors which favour it; **(SO 2)** to establish and apply effective measures to prevent and eradicate gender and ethnic violence and infringement of the rights of youth and children rights in contexts of armed conflict; **(SO 3)** to enhance institutional and social capacities for the peaceful settlement of conflicts and to build a culture of peace; and **(SO 4)** to increase the understanding and the commitment of citizens and those engaged in Spanish Cooperation to matters of peace and peaceful conflict management.

## **Policies for the Development of Children and Youth, Indigenous Peoples and African descendant**

### **Children and Youth**

Spanish Cooperation pays particular attention in its development cooperation policy to more vulnerable age groups with greater exposure to exclusion and social marginalisation. These groups include children and the youth, who are fundamental to development and essential driving forces for change and future social transformation.

Spanish Cooperation aligns in its Development Policy for children and young people with the International Agenda, being the main regulatory specific framework the *Convention on the Rights of the Child (UNCRC)* and the Ibero-American Convention on the Rights of Young People dealing with civil and political rights as well as with economic, social and cultural rights.

The **General Objective** is *to contribute to the fulfilment of the rights of children and young people to improve the quality of their*



Photo: UN Photo.

*living conditions in an inclusive society.* The **Specific Objectives** are defined in terms of recognition of rights and improved conditions and quality of life for children and youth.

With a view to coordinated and effective action, strategic alliances will be promoted and strengthened with multilateral bodies specialised in questions of childhood and youth such as UNICEF, ILO, IYO and the UNDP-Spain Fund for the Millennium Development Goals.

### **Indigenous Peoples**

The vulnerability of the world's indigenous peoples arises from a lack of legal recognition or effective application of their individual and collective rights. Spanish Cooperation focuses on their right to exist as differentiated peoples and to define and implement their own development models. Together with Spanish Cooperation's Strategy for Indigenous Peoples, the *United Nations Declaration on the Rights of Indigenous Peoples* and *ILO Convention No. 169* are mandatory references.

Spanish Cooperation's **General Objective** in this field is *to contribute to the recognition and effective exercise of indigenous peoples' right to articulate their own social, economic, political and cultural development processes, to the benefit of society as*

a whole. The **Specific Objectives** deal with support for indigenous peoples for **(SO 1)** their full and effective involvement in the recognition and effective exercise of their rights; **(SO 2)** the development of capacities and individual and collective empowerment and internal processes to define and implement their own political and social development strategies and models; **(SO 3)** the protection and control of their territories, environment, cultural systems and cultural heritage, with actions to influence and promote their defence; **(SO 4)** to develop and strengthen economic systems defined by them and based on the sustainable exploitation and management of their lands, territories and resources and in accordance with their cultural norms. Spanish Cooperation's strategic lines and priority actions for effective action on the ground, in dialogue with partner countries, emerge from these specific objectives.

### African Descendant Population

Given the vulnerability of the population of African descendants in Latin America, Spanish Cooperation will take account of the history of privation of rights under slavery, the social, demographic and cultural dimensions fundamental to grasping the reality of their lives, and the obstacles and strengths for their development. Spanish Cooperation conceives the population of African descendants as an ethnic group with rights, and acknowledges

the inequality gap between societies and institutions in the light of the territorial dimension and structural racism. The international reference is in the Universal Declaration of Human Rights, the Declaration and Programme of Action from the Durban Third World Conference against Racism, Discrimination, Xenophobia and related intolerance (September 2001) and ILO Convention No. 169.

It is the **General Objective** of Spanish Cooperation to *contribute to the recognition, enjoyment and full exercise of the rights of the population of african descendants, focusing on backing and strengthening activities, initiatives and processes of public institutions and social organisations so that latin american and caribbean populations of african descendants can be protected and may develop fully in conditions of equality, respect for difference and ethnic identity.*

To these ends, the following **Specific Objectives** are identified: **(SO 1)** To contribute to their cultural and material protection and preservation; **(SO 2)** To help overcome their exclusion, poverty, marginalisation and discrimination; **(SO 3)** To encourage their full participation in planning and development processes from an ethnic, cultural and territorial perspective; and **(OE 4)** To contribute to an understanding, respect for and the development of their identity and cultural diversity.





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Humanitarian Action

The Third Master Plan for the first time treats Humanitarian Action as a specific chapter, thereby highlighting its specific nature and its independence from other agendas.

Spanish Cooperation takes on the principles of humanity, impartiality, neutrality and independence, seeking to further those of universality and non-discrimination based on the main international standards (International Humanitarian Law – IHL): the four 1949 Geneva Conventions and the three additional Protocols, dated 1977 and 2005; International Refugee Law: the 1951 Convention relating to the Status of Refugees and the Protocol relating to Refugee Status; Resolution No. 46/182 of the United Nations General Assembly and International Human Rights Law.

On the basis of these principles, the **General Objective** of Humanitarian Action is to *contribute to improving the situation of populations affected by humanitarian crises via prevention, emergency aid, rapid rehabilitation and reconstruction, enhancement of the spanish response and prevention system, along with impact and awareness, ensuring respect for the humanitarian space and principles, guaranteeing protection to victims and their access to help, with a focus on reducing vulnerabilities and strengthening capacities, cooperating with the beneficiary population and partner countries, without compromising development processes, contributing to and coordinating with global humanitarian action.*

More particularly, the following are the **Specific Objectives** of Humanitarian Action:

- **(SO 1)** To improve the capacity and effectiveness of Spanish Cooperation's humanitarian response, increasing its scale and quality, placing Humanitarian Action adequately within Spanish Cooperation as a whole while maintaining its specific nature and promoting synergies with other sectors and instruments, upgrading the components for relation and coordination among all those involved, and stimulating the involvement of civil society.
- **(SO 2)** To raise Spanish Cooperation's commitment to international initiatives in the field, and coherence at the national and international levels by fulfilling international undertakings subscribed.
- **(SO 3)** To contribute to reducing risks and combating extreme vulnerability, strengthening the capacities of local agents and configuring short term responses with those over the medium and long terms.
- **(SO 4)** To contribute to greater national and international awareness of the need to prevent and respond more efficiently to all types of disasters.

Spanish Cooperation underlines the need to coordinate the action of all those engaged in Humanitarian Aid and to harmonise the response, and to operate within a framework which aligns Humanitarian Aid with other policies.



Photo: AECID/Daniel Martin.





**Geographical Priorities**

**9**



## 9

## Geographical priorities

The geographical priorities for the period 2009-2012 are established according to criteria of effectiveness: development indicators, the presence and configuration of Spanish Cooperation in the partner country, the possible association framework in that country, the country's potential as development partner and the relative position of Spanish Cooperation to other donors. On the basis of these criteria, three categories of association are established:

**Group A - Broad Association:** with least developed countries, Low income countries or Low- Medium Income Countries where there are opportunities to create a long term association framework based on principles of aid effectiveness allowing high volumes of ODA to be channelled and a wide range of instruments to be used.

<b>Latin America</b>	Honduras, Nicaragua, El Salvador, Guatemala, Haiti, Paraguay, Bolivia, Peru, Ecuador and the Dominican Republic.
<b>Maghreb, Middle and Near East</b>	Morocco, Mauritania, Algeria, the Palestinian Territories and the Saharan Population .
<b>Sub-Saharan Africa</b>	Ethiopia, Mali, Mozambique, Senegal, Cape Verde and Niger.
<b>Asia and the Pacific</b>	Philippines and Vietnam.

**Group B - Focused Association:** With Least Developed Countries, Low Income Countries or Medium-Low Income Countries where the cooperation programme does not allow for a Group A Association and increases its impact on development if focused on a single key sector or on more than one but with a common approach, identified jointly with the partner country and with a selective use of instruments.

<b>Latin America</b>	Colombia.
<b>Middle East</b>	Iraq and Lebanon.
<b>Sub-Saharan Africa</b>	Equatorial Guinea, Sudan, Guinea Bissau, Gambia, Angola, the Democratic Republic of Congo and Guinea Conakry.
<b>Asia and the Pacific</b>	East Timor, Afghanistan, Cambodia and Bangladesh.

A minimum of 85% of the ODA geographically allocable for 2012 is distributed between groups A and B so that category A countries account for two thirds and those in category B a fifth of that aid.

**Group C - Association for the consolidation of development achievements:** Countries where specific association strategies can be created to promote development through (i) The strengthening of inclusive public policies, (ii) Promotion of South-South cooperation, (iii) Triangular cooperation and (iv) provision of global public goods.

<b>Latin America</b>	Costa Rica, Brazil, Mexico, Venezuela, Panama, Argentina, Uruguay and Cuba.
<b>Maghreb, Middle and Near East</b>	Syria, Tunisia, Egypt and Jordan.
<b>Sub-Saharan Africa</b>	Namibia.

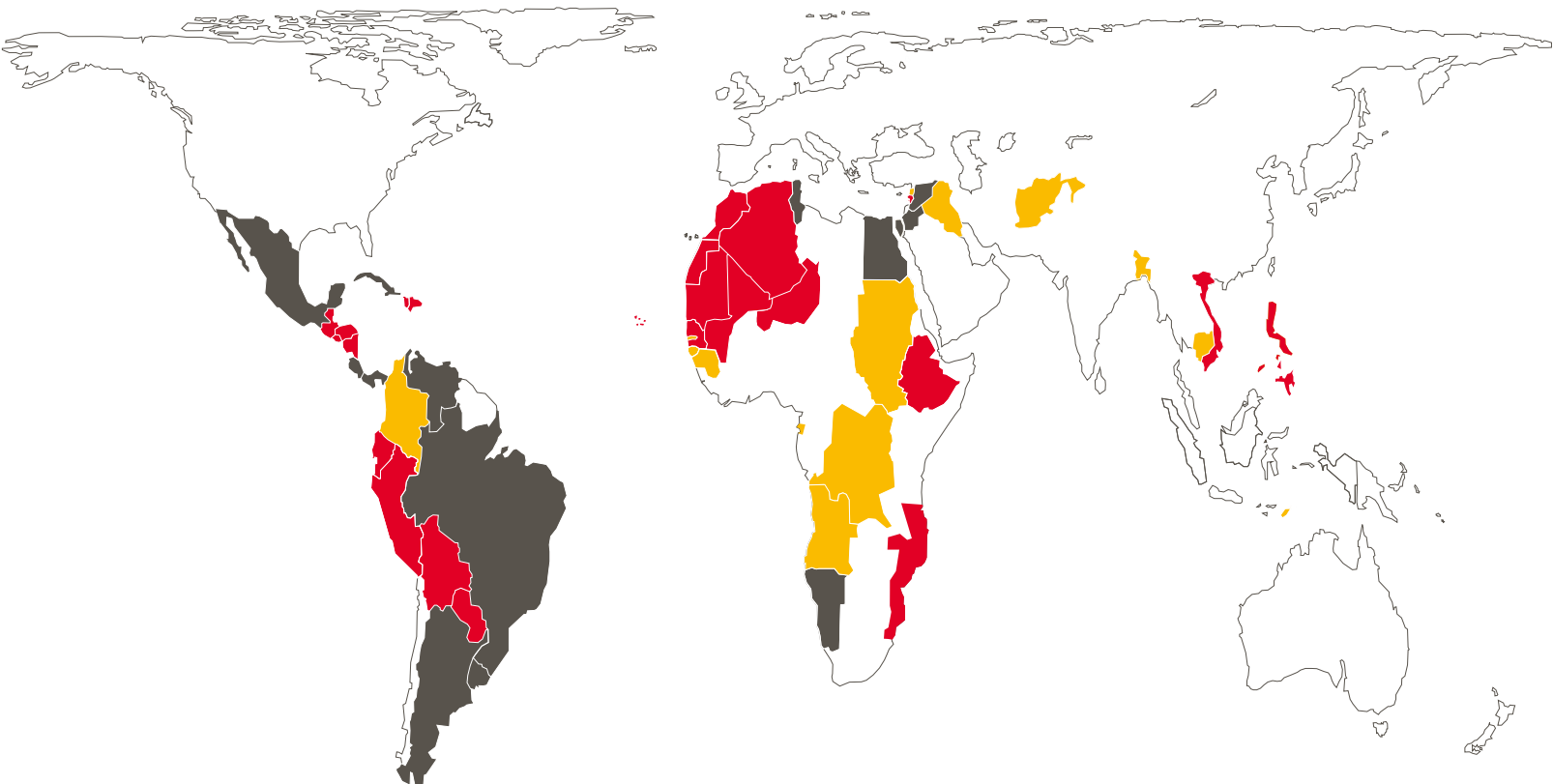
Spanish Cooperation confirms its will to move towards compliance with the international commitment taken on by donor countries to assign 0.15% of their GNI to Least Developed Countries (**LDCs**), first meeting that to allocate at least 25% of the geographically allocable ODA to LDCs before 2015 as stated in the State Pact Against Poverty.

**Regional focus:** in line with the geographical priorities defined at the country level, some initiatives will be treated by sector and/or region.

In multilateral terms, Spanish Cooperation will give its backing to the African Union, NEPAD (New Economic Partnership for Africa's Development), ECOWAS (the Economic Community of West African States), SICA (the Central American Integration System) and CAN (the Andean Community of Nations).

West Africa will be treated as a priority region for Spanish Cooperation and a structurally endowed Regional Plan will be brought on stream, with multilateral and bilateral facets, focusing its attention on states in fragile or post-conflict situations. Mechanisms enabling countries in this region to make the very most of multilateral funds will be reinforced.

Geographical priorities



GROUP A

**Latin America**

Honduras,  
Nicaragua  
El Salvador  
Guatemala  
Haiti  
Paraguay  
Bolivia  
Peru  
Ecuador  
the Dominican Republic

**Maghreb  
Middle and Near East**

Morocco  
Mauritania  
Algeria  
the Palestinian  
Territories  
the Saharan Population

**Sub-Saharan Africa**

Ethiopia  
Mali  
Mozambique  
Senegal  
Cape Verde  
Niger

**Asia and the Pacific**

Philippines  
Vietnam

GROUP B

**Latin America**

Colombia

**Middle East**

Iraq  
Lebanon

**Sub-Saharan Africa**

Equatorial Guinea  
Sudan  
Guinea Bissau  
Gambia  
Angola  
the Democratic Republic  
of Congo  
Guinea Conakry

**Asia and the Pacific**

East Timor  
Afghanistan  
Cambodia  
Bangladesh

GROUP C

**Latin America**

Costa Rica  
Brazil  
Mexico  
Venezuela  
Panama  
Argentina  
Uruguay  
Cuba

**Maghreb, Middle and  
Near East**

Syria  
Tunisia  
Egypt  
Jordan

**Sub-Saharan Africa**

Namibia







Instruments

10

**Programmed - based approaches:** In accordance with DAC recommendations, during the 2009-2012 cycle programmatic aid will take on a special protagonism and will be one of the tools which will channel a greater volume of ODA.

**Delegated cooperation:** The administrative procedures needed to promote use of delegated cooperation will be improved.

**Triangular and South-South Cooperation:** Triangular cooperation will be substantially increased, with emerging donors as partners.

**Projects:** The methodology for the management of interventions will provide guidelines for incorporating the principles of aid effectiveness into project management.

**Programmes:** Advances will be made toward more powerful and integrated intervention tools.

**Technical Cooperation:** There will be a strategic redefinition in the light of the Accra Action Agenda and in line with the European Commission's work under way. De-coupling will be furthered.

**Subsidies to DNGOs:** The shared work model arising from the AEC 1303/2005 Bases Order will be developed and improved. Additional Provision 18 of the General Subsidies Act will be developed as provided for in the State Pact Against Poverty.

**Public-private Alliances for Development:** Association will be enhanced among different agents around shared objectives in combating poverty, through specific agreements.

**Reform of the Development Assistance Fund (FAD):** The Development Promotion Fund (FONPRODE) will be the upshot of the reform of the Development Assistance Fund, in the form of an instrument exclusively for development cooperation, and all its operations will be untied.

The Company Internationalisation Fund (FIEM) will also arise from the reform of that fund, a tool for commercial policy designed to internationalise Spanish enterprises and managed by the Ministry of Industry, Tourism and Trade. With loans destined to developing countries, the principle will be observed of policy coherence for development and the sustainability of external debt. When adjusted to the guidelines in Spanish Cooperation's planning documents and in compliance with DAC criteria they may be computed as ODA.

**The Concession of Microcredits Fund (FCM):** The FCM's existing regulations will be amended to extend the Fund's operational mechanisms.

**Management of External Debt:** The aim in the field of external debt will be to fight over-indebtedness problems. Spain will play an active and notable international role in questions of debt management as provided for in Act No. 38/2006, to ensure that levels in the over-indebted developing countries are made sustainable.

**Instruments for multilateral cooperation:** Spain will boost core funds which back implementation of bodies' strategies, enabling them to better attain their objectives. Contribution to the Global Funds will take particular account of the criteria of aid effectiveness. Use of specific funds and multi-bilateral programmes will be limited and the mechanisms for monitoring, evaluation and participation in decision-making will be enhanced.

**Contributions to the International Financial Institutions (IFI):** Through the Ministry of the Economy and Finance, Spain will contribute to the capital of these financial and banking institutions, to periodic replenishment of their soft windows, to uni- and multi-donor thematic funds, to a variety of technical assistance funds in the IFIs and to funds for the exchange of professionals. Cooperation instruments in the field of Education for Development: Local programmes and specific financing lines will be promoted.

**Cooperation Instruments for Development Research:** A financing instrument will be started up which aims to promote development studies. The Inter-University Cooperation Programme (PCI) and the scholarship programmes will be directed toward the objectives of the fight against poverty. The necessary measures will be taken to minimise the risk of a brain-drain.





Volume and Indicative Distribution of  
ODA

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## Volume and Indicative Distribution of ODA

The 2009-2012 cycle will see fulfilment of Spain's commitment to reach 0.7% of Gross National Income (GNI) in Official Development Assistance. This figure will reach 0.56% of ODA/GNI in 2010, in line with the EU commitment.

### Indications referring to Strategic Areas of the Master Plan

- There will be an increase of resources in Research and Innovation for Human Development and for Development Studies, to approach 3% of distributable ODA at the end of the previous period.
- There will be a sustained increase in resources allocated to reinforce institutional and human capacities in the General State Administration.
- A minimum of 5% of all resources channelled through the DNGOs and 3% of gross bilateral ODA will go to projects in Education for Development.

### Indications referring to Sector Priorities

- At least 25% of ODA distributable by sector will be allocated to the provision of basic social services.

- There will be a move toward allocation of 15% of ODA distributable by sector to gender and reproductive health programmes (9% to gender and 6% to reproductive health).
- At least 10% of ODA will be allocated for the promotion of rural development and fight against hunger.
- Input to the Water Fund will be completed, with Spain contributing up to 1,500 million dollars (approximately 1,050 million euros).
- Contribution will be made to the EU commitment to increase the input from Member States as a whole to technical assistance for trade and other related areas.

### Indications referring to Geographical Priorities

- The tendency will be for Group A and B countries to take up in turn two thirds and a fifth of aid so that, in 2012, they will together receive 85% of the geographically allocable ODA.
- There will be a progressive concentration of resources in Least Developed Countries (LDCs), toward the target of assigning aid equivalent to 0.15% of GNI. As an intermediate goal, at least 25% of the geographically allocable ODA will be destined to LDCs before 2015, as provided for in the State Pact Against Poverty.



Photo: ILO Photo, K. Sovannara.



## Monitoring and Evaluation of the Master Plan

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## Monitoring and Evaluation of the Master Plan

Monitoring and evaluation of the Master Plan are essential tasks for an understanding of how it is being implemented and its advancing toward its objectives, so that the information obtained helps in decision-making while it is being managed. In turn, the mid-term review (2010) and the final evaluation (2012) will allow the results to be presented to all those involved, with an explanation of how they were achieved, and for lessons to be learned from practice. Analysis will include both the extent to which the Master Plan itself can be evaluated along with the implementation of its basic elements and the successes in its 'external' and 'internal' strategic ambits.

These actions, promoted by the DG POLDE and managed in a decentralised way, involve a major effort of coordination and co-

llaboration among the Spanish Cooperation actors. They also imply the integration of monitoring and evaluation into decision-making and management bodies and teams, so that they do not operate in parallel or remain outside planning and implementation. This will make it feasible to move toward a network for knowledge management channelled and compiled –from the most operational to the most political levels, on the ground (where the AECID's Technical Cooperation Offices -OTC- are key) and between institutions– information which is pertinent to the interests and information requirements of individuals and bodies responsible for the management of the Master Plan and its derivative programmatic products and to whom those improvements are addressed.



Photo: UN Photo.





Results Framework

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## 13

## Results Framework

For the first time in a Spanish Cooperation Master Plan, an Annex to the main text includes a results framework to facilitate its monitoring, startup and evaluation.



Photo: UN Photo by Martine Perret.



## Abbreviations and Acronyms



## Abbreviations and Acronyms

**AAA** Accra Agenda for Action  
**AECID** Spanish Agency for International Development Cooperation  
**AU** African Union  
**CAN** Andean Community of Nations  
**CEDAW** Convention for the Elimination of all forms of Discrimination Against Women  
**CONGDE** Coordination Body of Development NGOs  
**CPF** Country Partnership Framework  
**DAC** Development Assistance Committee-OECD  
**DEP** Country Strategy Papers  
**DGPOLDE** Directorate General of Development Policy Planning and Evaluation  
**ECOSOC** Social and Economic Council of the United Nations  
**ECOWAS** Economic Community of West African States  
**EdforDev** Education for Development  
**EU** European Union  
**FAD** Development Assistance Fund  
**FCM** Concession of Microcredits Fund  
**FIEM** Company Internationalisation Fund  
**FONPRODE** Development Promotion Fund  
**GNI** Gross National Income  
**I>D** Innovation for Development  
**IFIS** International Financial Institutions  
**IHL** International Humanitarian Law  
**ILO** International Labour Organization  
**IYO** Ibero-american Youth Organization  
**LDCs** Least Developed Countries  
**MDBs** Multilateral Development Banks  
**MDGs** Millenium Development Goals  
**MfDR** Managing for Development Results  
**NEPAD** New Economic Partnership for Africa's Development  
**NGOs** Non Governmental Organizations  
**R+D+ i** Research and Development and Innovation  
**ODA** Official Development Assistance  
**OEI** Organization of Ibero-american States  
**OMUDES** Multilateral Development Organizations  
**OTC** Technical Cooperation Office  
**PCD** Policy Coherence for Development  
**PCI** Inter-University Cooperation Programme  
**SICA** Central American Integration System  
**SO** Specific Objective  
**UN** United Nations  
**UNDP** United Nations Development Programme  
**UNESCO** Organisation des Nations unies pour l'éducation, la science et la culture.  
**UNICEF** United Nations Children's Fund  
**WHO** World Health Organization





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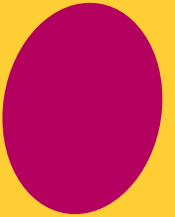
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