

Peace Building Strategy Paper

Spanish Development Cooperation

Executive summary



MINISTERIO
DE ASUNTOS EXTERIORES
Y DE COOPERACIÓN

SECRETARÍA DE ESTADO
DE COOPERACIÓN INTERNACIONAL

DIRECCIÓN GENERAL DE PLANIFICACIÓN
Y EVALUACIÓN DE POLÍTICAS PARA EL DESARROLLO

1. Strategy presentation

In the current **Spanish Cooperation Master Plan 2005-2008**, Peace Building (PB) is identified, for the first time, as a strategic sector “resulting from the interrelation, from contrasting standpoints, between the new agenda for peace and security and the new agenda for development”. Moreover, both the Spanish Constitution of 1978 and the International Development Cooperation Act 23/1998, of 7 July (Spanish Official Gazette No. 162), champion the defence of peace and declare the ambition of contributing to “a framework of stability and security to ensure international peace” (Article 3, para. b in the above Act).

Peace Building

The concept of Peace Building (PB) includes the prevention of violent conflicts, as well as crisis management, conflict resolution and peace consolidation. This latter concept represents the stage following the signing of a peace agreement or the end of generalized violence, with a widespread effort being made to avoid any further outbreak of hostilities. Thus, it is closely linked to post-conflict reconstruction and to the normalization of the social, political and economic life of the territory directly affected by the violence. It is, therefore, just one part of PB, which is understood to be an ongoing, permanent task. Therefore, in this Sectoral Strategy Document, the broader term ‘Peace Building’ is preferred.

The aim of this Strategy is **to contribute to raising awareness of the consequences of development with respect to security and stability, to lay the foundations of a development cooperation policy to achieve our goal of increasing human security, and to activate instruments and mechanisms in order to facilitate the peaceful resolution of conflicts.** It seeks to make Spain an active contributor to PB as an outstanding feature of a project based on foreign policy, security and development cooperation, in the knowledge that this is one of the most important issues in the world today.

The **Spanish Cooperation Strategy for Peace Building** will achieve its goals if it is capable of effective coordination with all the actors who provide their sectoral skills and experience to the cause of peace and the non-violent resolution of conflicts.

2. Background

The new approach to development and security, and the declaration of the relationship between them – **“there can be no development without security, there can be no security without development, and there can be neither security nor development without respect for human rights; if we do not work for all these causes, none of them can prevail”** – represented a quantum leap, following a lengthy process and the publication in March 2005 of the Report by the UN Secretary General “In larger freedom: towards development, security and human rights for all”. Showing that peace, security and development are all interrelated and, at the same time, that they reinforce each other, is crucial in order to obtain the commitment and resources necessary for setting up sustainable security systems that contribute in a positive way to development goals.

The best way to achieve a higher level of security is by means of comprehensive development, without neglecting the experience gained in previous stages of our history or the type of threats we must confront today. It is necessary to focus our efforts on preventive strategies, rather than the reactive type that were predominant before, in order to attain international security.

3. Reference framework

Institutional framework

This Framework defines the actors involved in the Strategy, together with the main institutions affected, both national (State-wide Administration, Autonomous Communities, Local Authorities, DNGOs, Spanish Rectors Conference (CRUE), trade unions and employers' associations, among others) and international (UN, EU, OECD-DAC, OSCE, NATO, the World Bank and other international financial institutions), as well as other States.



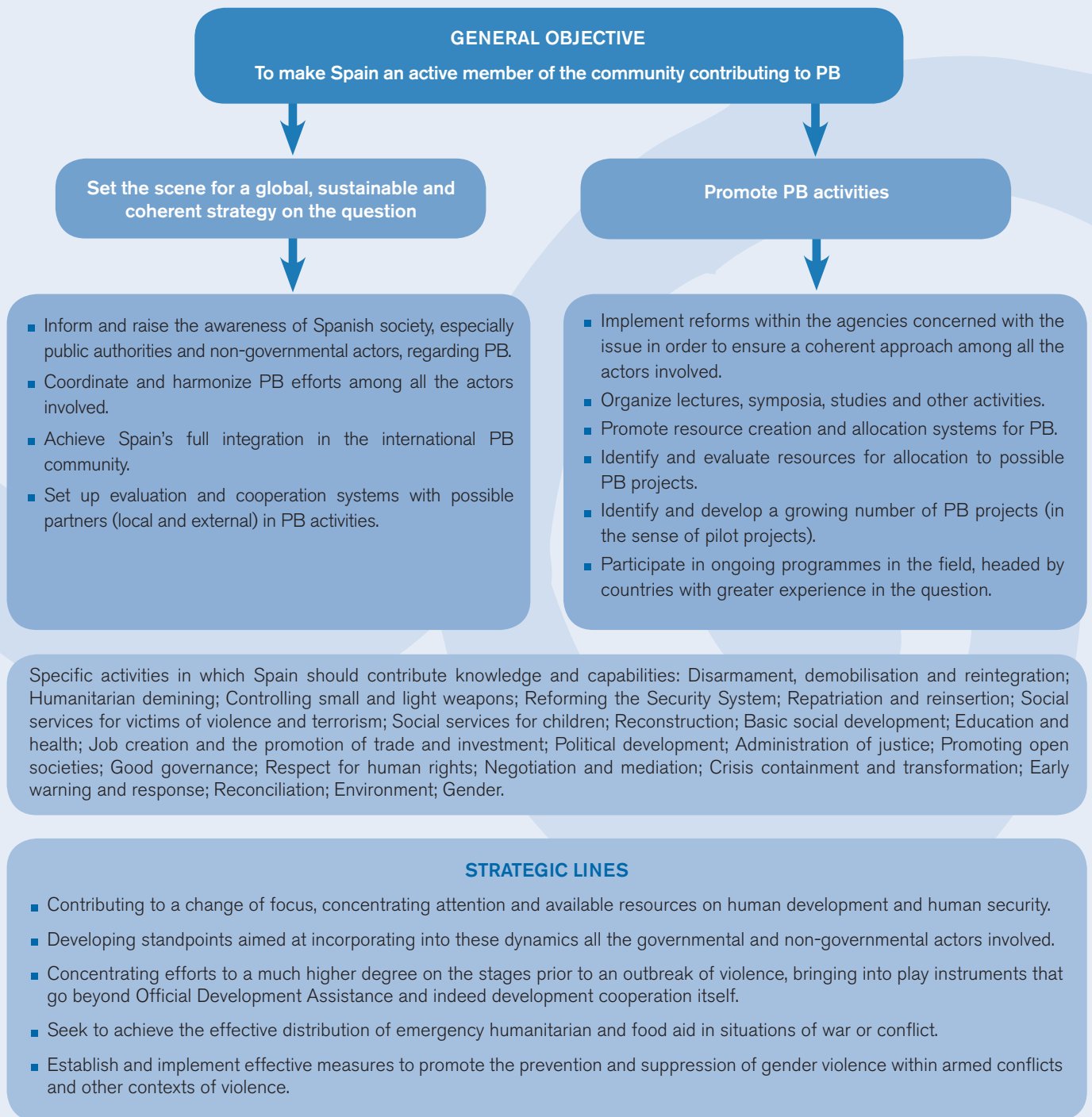
Theoretical framework

In the broadest sense, the concept of PB is related to, but should not be confused with, those of human development, respect for human rights and human security for the entire population potentially affected by violence, from a standpoint focused mainly towards achieving sufficient levels of welfare and security for all human beings, without overlooking crosscutting priorities such as gender equality and the protection of the rights of minorities.

The development approach on which this Strategy is based is that of sustainable development, with due respect for the fundamental rights of the people directly affected and seeking to ensure their participation in identifying necessities and planning the projects to be carried out in each case.

The focal point from which a strategy of this kind should be unfurled cannot be just that of preventing violent conflict - although this aspect is the most visible one (especially when violence has already broken out or is about to), it always reflects a certain degree of failure – but rather, and preferentially, that of peace building. In short, it is a task that affects all societies, both as regards consolidating their peaceful internal coexistence and contributing so that others may advance in the same direction. Therefore, it is manifest as an enduring concern throughout all societies worldwide, even those which, a priori, might be considered the most stable. Nevertheless, from the standpoint of development cooperation, we may identify those most liable to suffer violent conflict.

4. Framework for action



With respect to the instrumental framework, Spanish activities, based on the availability of internal instruments that are continually being improved, is clearly oriented towards the external sector, through bilateral or multilateral channels. On this basis, it is possible to structure the instrumental framework of the PB strategy in this context. In general terms, we must work on the basis of the existence of a central network, with the State Secretariat for International Cooperation (SECI) / the Spanish Agency for International Cooperation (AECI) as the focal point, as regards the contribution of Spanish Cooperation to the development of PB. This network should include all the available capabilities and resources and ensure contact and ongoing collaboration among all the Spanish actors involved in PB, not excluding the Technical Cooperation Offices (TCO). An additional priority is the full integration of Spain within the principal international PB frameworks.

Over and above the particular circumstances of each specific situation, which will determine the precise shape of the action plan to be activated, we recommend the establishment of collaboration frameworks among the above-mentioned actors, such frameworks being set up not case-by-case, but within the context of pluriannual, multilateral platforms for collaboration. Furthermore, it is necessary to improve the instruments used to evaluate Spain's PB activities, both in its direct actions concerning specific projects or programmes and in any others in which PB is considered a cross-cutting issue.

RELATION BETWEEN THE STRATEGY AND THE HORIZONTAL PRIORITIES OF THE MASTER PLAN

Fight against poverty	The lack of resources and, particularly, their unequal distribution, may alienate groups within society and, in consequence, cause tension that may eventually emerge as violence. This is all the more likely if the groups most affected are excluded from the institutional, economic or social processes active within such a context. Therefore, facilitating access by the least favoured social groups to the mechanisms of social fabric, increasing social mobility and creating societies in which the whole population may participate in social, economic and political life – and therefore have an interest of their own in maintaining a healthy, strong, non-violent civil society – are fundamental goals.
Defence of human rights	In the broadest sense, the defence of human rights and guaranteeing access to basic rights should be cornerstones in Spain's foreign action, and even more so within the framework of the PB Strategy. This, beyond doubt, is the predominant theme of Spanish development cooperation.
Gender equality	Among PB processes, the position of women, as active promoters of peace, is a fundamental question. Therefore, equality should be seen as a basic tenet of PB, and so it is essential to support initiatives and mechanisms for gender transversality in all actions taken, and to promote the empowerment of women within PB processes.
Environmental sustainability	The characterization of PB as a long-term, inclusive and sustainable process meshes perfectly with the need to guarantee environmental sustainability. It is necessary to promote activities in this field aimed directly at environmental aspects. The fight for the control of scarce resources, provoked in many cases by their squandering or by the methods applied in their exploitation and use, is clearly identified as one of the most important causes of conflict in the security agenda of the world today.
Respect for cultural diversity	The integration of cultural minorities, universal participation in national systems of a political or socioeconomic nature, and those concerning security and cultural diversity, are closely related to the framework of PB. The emphasis of PB in achieving the integration of all the groups identified within a society is a natural component of this horizontal priority of Spanish development cooperation.

Relation with humanitarian action. It is very closely linked to PB. In its widest sense, humanitarian action is involved in assisting victims, protecting them and bearing witness to their situation. Its principles of impartiality, independence and non-discrimination adapt perfectly to those guiding PB, thus making it unnecessary to promote coordination between the two. Humanitarian action in PB processes should avoid:

- Contributing to the escalation of armed conflict.
- Generating dependency on external aid.
- Eroding the capacities of the local population.
- Undermining the administrative and operational capacities of recipient countries.
- Endangering the area and the security of the population and of humanitarian workers.

Relation with Information and Communication Technologies (ICT). The current Master Plan 2005-2008 contains various guidelines concerning ICT and their impact on development processes. Likewise, the Guide for the Integration of ICT in Spanish Cooperation has taken a significant step as regards the role of ICT in development, giving general guidelines on implementing ICT in various sectors such as "peace building and conflict prevention". Therefore, it is necessary to assess the many possibilities offered by ICT to this sector: identifying conflict situations through early warning systems in order to prevent them; promoting the peaceful resolution of conflicts; supporting humanitarian activities, such as the protection of civilians in armed conflict, among many others.

INTERVENTION GUIDELINES

1. Inclusiveness: Reinforcing the relation between PB actors and the society of reference.
2. Sustainability (long term): Structural reinforcement of people's mechanisms, institutions and positions.
3. Support for civil society: Focusing efforts on linking, within the process, the various private and non-governmental acts instead of only reinforcing the capacities of State institutions.
4. Urgency/Seriousness: Prioritizing projects in fragile societies and in those with very weak PB structures.
5. Pairing needs and resources: Assessing the resources available in Spain and identifying projects that are appropriate, as well as relevant.
6. Fostering the involvement of local actors: Placing emphasis on local actors, both in deciding the project and in its launching.
7. Rewarding success: Selecting projects with actors and societies that have already proved they are able to use projects in a sustainable and successful way.

RELATION BETWEEN THE STRATEGY AND SECTORAL PRIORITIES

Democratic governance, citizen participation and institutional development	<ul style="list-style-type: none"> ■ Contributing, in the local sphere, to the reinforcement of structures and inclusive political decision-making processes and supporting the creation and maintenance of local early warning systems, as well as arenas for dialogue and negotiation. ■ Striving, in the international sphere, for a high level of coordination with other actors (UN, EU, DAC, OSCE, NATO and other governments).
Meeting social needs	<ul style="list-style-type: none"> ■ Preventing the exclusion of the most vulnerable. ■ Combating the causes of scarcity and unequal distribution. ■ Fostering public policies that create and reinforce local capacities in these sectors. ■ Ensuring universal access to the education and health systems, to drinking water, food and decent housing.
Promoting the economic and business fabric	<ul style="list-style-type: none"> ■ Supporting micro and small businesses to make economic development inclusive and universal. ■ Reinforcing institutions and markets to ensure the good functioning of economic activities. ■ Supporting the international insertion of the local economy. ■ Increasing the availability of vital resources for economic activity (raw energy materials, etc.).
Environment	<ul style="list-style-type: none"> ■ Fostering the conservation and sustainable management of ecosystems. ■ Reinforcing the availability of natural resources for local groups sustainably and inclusively. ■ Reinforcing institutions involved in the management of natural resources. ■ Promoting full citizen participation. ■ Drawing up regular risk analysis reports.
Culture and development	<ul style="list-style-type: none"> ■ Promoting the participation of minority groups in national life. ■ Designing mechanisms to reinforce the position of indigenous peoples. ■ Creating an institutional environment for the peaceful management of conflicts.
Gender	<ul style="list-style-type: none"> ■ Reinforcing the role of women as active promoters of peace. ■ Prioritizing the implementation of Resolution 1325 by Spanish Cooperation through a specific action plan to address the empowerment of women in peace building processes. ■ Paying special attention to the vulnerable position of women in situations of violent conflict.

5. Dissemination and implementation of the Strategy

The implementation of this Strategy could begin by a process including:

- Establishing a timetable, in order of priority, to implement the priority actions defined within the framework of the Strategy.
- Reinforcing the capacities of the Ministry of Foreign Affairs and Cooperation (especially of the State Secretariat for Foreign Affairs and of the Spanish Agency for International Cooperation) as regards PB and the prevention of violent conflicts. The need for more human, financial and physical resources for this task has already been pointed out as an absolute priority.
- Drawing up the corresponding Coordination and Action Protocols in this area, as well as Action Plans that elaborate on the points set out in Section 3 of this Strategy.
- The specific budget allocation of the financial commitments set out for the implementation of this Strategy.
- Initiating a dialogue process open to all Spanish Cooperation actors interested in PB, with the aim of setting up Spanish peace building activities.

Moreover, it is necessary to launch dissemination activities for this Strategy both in the national and in the international sphere. This includes the various public and private actors implementing activities in this field (including the TCOs and the Spanish Embassies abroad); as well as the most important bilateral partners and international organizations relevant in this sphere (both governmental actors and reference centres, institutes and NGOs).

To this purpose, the State Secretariat for International Cooperation must design a Dissemination Plan for the Strategy, with several dimensions:

- Holding a formal event to present the Strategy (aimed at the media and the Spanish PB community).
- Information and work sessions, to study its content and consolidate a regular contact network, with different departments of the Public Administration, at the State, regional and local level, and NGOs and other civil society agents.
- PB training courses aimed at personnel from the Public Administration, the world of NGOs and the academic sphere who are interested in this issue.
- Debate sessions with staff from the TCOs and, in general, from Spanish Cooperation structures abroad.
- Work sessions with representatives of countries that could be selected for the implementation of specific PB programmes or projects.
- Meetings with representatives from development agencies of countries that are relevant in PB and from the major specialized international organizations (UN, EU, DAC, etc.).

6. Follow-up and evaluation

The follow-up and evaluation system of this Strategy will be based mainly on criteria of internal and external coherence. The latter, in three different spheres of cooperation: strategic planning of Spanish Cooperation policy – Master Plan and geographic strategies –, initiatives promoted by international organizations, and national policies implemented in each recipient country. In addition, it will be based on its degree of integration and implementation in Spanish Cooperation interventions.

Within the framework of the assessment of public development policies in the PB sector, the provisions of the Master Plan and of this sectoral Strategy will be taken into account.

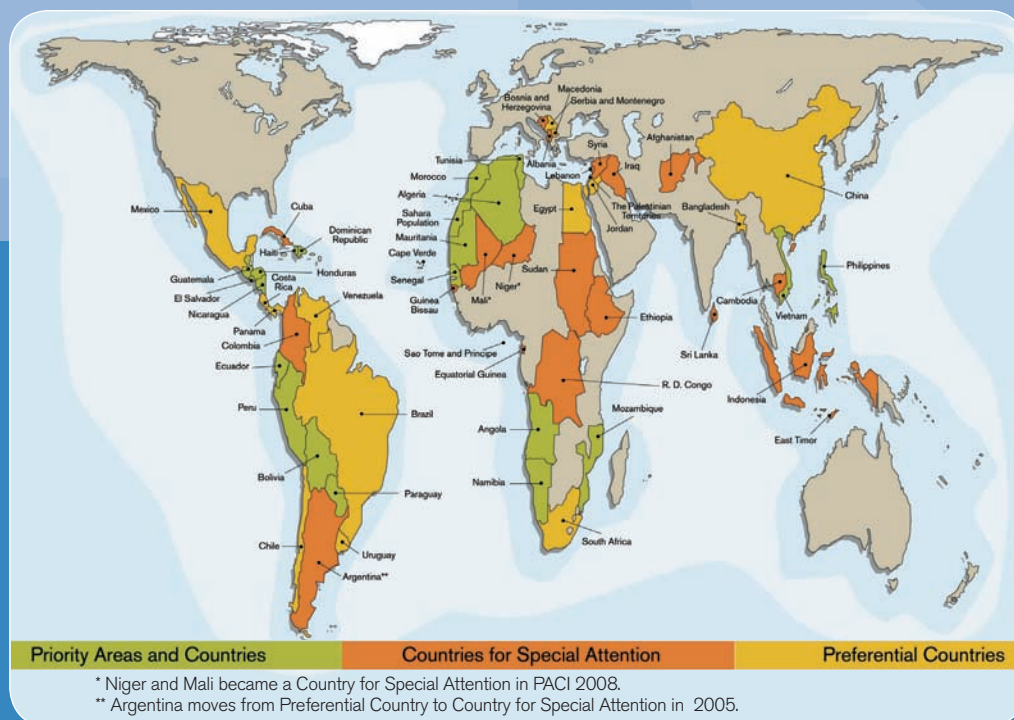
Geographic framework

The framework and geographic priorities of Spanish Cooperation as a whole have already been defined in Master Plan 2005-08, which sets out diverse criteria leading to classification according to three categories: priority countries, special attention countries and preferential countries.

In any case, and unlike others, the PB Strategy should not only focus its efforts according to strict, predetermined, geographic criteria but it should act according to the needs and seriousness of potential or ongoing conflict processes. The passage of time makes it necessary to constantly update the list of conflict-prone countries, which makes it somewhat impractical to define certain countries in advance.

It is worth highlighting, in any case, that, for the first time, the Master Plan 2005-2008 considers special attention countries or regions those that are in special conditions with consequences, in a great many cases, concerning post-conflict reconstruction. The circumstances included are: the need to prevent conflicts or to contribute to PB, weakness of respect for human rights and of the democratic system, crises resulting from natural catastrophes, or financial and social crises generating perceptible impact on the stabilization or an increase in poverty levels among the most disadvantaged sectors of the population. For those countries, a Special Action Plan (SAP) is planned, which must define and specify in each case the activities to implement and the instruments to use, and special consideration from the PB viewpoint must be included.

What is important is not so much a more or less detailed list, drawn up at a specific moment, as an ongoing political vocation and readiness to consider PB a priority in foreign action and in the more specific framework of development cooperation.



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