



Master Plan
of the Spanish Cooperation
2013 / 2016



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Prologue

Spain is a supportive country that has always demonstrated its generosity with the poorest populations of the world and that stands by its commitment in spite of difficulties that shape the current context.

In 2000, with the signature of the Millennium Declaration, Spain and the rest of United Nation member countries defined a set of a common goals to focus efforts on, the Millennium Development Goals. These eight goals have been agreed upon internationally with the aim of reducing the levels of extreme poverty; to foster education and health; to promote women's rights; to protect the environment, etc. A number of targets have been established to reach these goals by 2015.

Spain has been one of the main driving forces behind the Millennium Development Goals. An enlightening proof of this reality lies in the Spanish MDG Achievement Fund, which has funded 130 programs in 50 countries and has had an estimated direct coverage of 9 million people and indirect of 20 million.

Our country targeted assigning 0.7 percent of its income to Development Aid by 2015; yet this goal is not within our reach at this moment. Spain is undergoing difficult times that call for a reduction of public spending, including cooperation, while simultaneously demanding increased efficiency and an adequate prioritization of resource allocation.

However, Spain's commitment to the Millennium Development Goals is still as solid as when they were initially defined. What is important, what must not be disregarded, is people. Our goal must be to build a world where everybody can access the opportunity to live a full life, with safety and dignity.

Development Aid is not just an act of generosity in itself, it is

also a supportive investment for the future, because global well-being is at stake. The only way to ensure our future is by also ensuring the future of all the people who share the planet and its limited resources with us.

That is the reason why Development Aid must be conceived as a National policy, with the participation of the entire political spectrum and considered as an investment in our common future. We must create a renewed cooperation project directed at achieving the greatest possible impact on the lives of those who need it the most, while, at the same time, enabling the Spanish people to know exactly how their money is spent, with complete transparency and accountability of results.

Over one hundred countries, including Spain, have endorsed the principles of aid effectiveness agreed in Paris, Accra and Busan, which clearly pave the way for us to follow. Let's not forget that our real goal here is not only to spend a determined amount of money, but to do so effectively, to foster a common future that is better for each and every one of us.

We must start by acknowledging that Development Aid is not the only flow of resources going from richer to poorer countries. Other flows of resources exist, flows of higher volumes, such as remittances of immigrant populations, trade or investments. Likewise, Governments are no longer the only actors of cooperation: civil society, the private sector and private individuals also play a leading role.

Development Aid must act as a catalyst of change combining all these resources and actors and channeling the efforts of the society through different instruments such as public-private partnerships, innovative financial mechanisms, Delegated Cooperation or by mobilizing the partner country's own domestic resources.

This is the path that the Spanish Cooperation sets in this fourth Master Plan that we have just approved for the 2013-2016 period. As recommended by the OECD's Development Aid Committee, in order to maximize effectiveness, the Spanish Cooperation must focus on a reduced number of countries and sectors where it is particularly competent and where it holds a comparative advantage.

There is one specific area where our Cooperation may play a distinguished role. Middle-Income Countries are home to 70 percent of the world's poor people and many donors are abandoning these countries at a moment where supporting consolidation of their progress is crucial. Spain will remain committed to Middle-Income Countries, exploring means of cooperation that are adapted to their needs, such as scientific and technological cooperation, technical assistance and Triangular Cooperation.

The role of our cooperation system shall be neither to promote nor to fund "one-size-fits-all" solutions; rather it shall focus on creating opportunities. We shall direct our efforts to fostering a setting where the most underprivileged have the opportunity and capacity to improve their lives, making their own decisions.

This requires, in the first place, inclusive institutions that allow for every citizen's participation in the actual development process. There is no real development without Human Rights, democratic governance and social inclusion of the most underprivileged populations.

In the second place, is it necessary to give an opportunity to those who do not have one today. To do so, the State must provide for safe conditions - not only in terms of physical safety, but also in order to overcome adversity. This may be

achieved through the public provision of minimum health and education services that allow them to build their life project.

Freeing men and women from poverty is not enough. We must strive to grant them opportunities to freely and safely develop a life project for themselves and their families, in an environmentally sustainable way and within societies that do not leave behind their most underprivileged members. Helping people today is not enough: we must also aspire to give them a future. Without a doubt, this must be our common challenge.

Mariano Rajoy Brey

President of Government

Prologue

In order to design a policy it is crucial to have a clear view of what are the defining characteristics of your country; to perfectly understand the context in which it acts and be able to identify its added value. We Spaniards are a supportive people and we believe in the fight against poverty. Undoubtedly, the Spanish Cooperation is one of the greatest assets of our country and one of the areas that connects Spain to its partner countries at a more emotional level.

While many years ago Kennedy talked about a new frontier, we are now facing a new reality in this world where the comparisons and rules of the game of Cooperation Policy have been radically transformed.

Globalization, migratory phenomena, global warming, agricultural issues, the rise of emerging countries and the arrival of new cooperation actors set us in a completely different framework for action as compared to years back.

The IV Master Plan for the 2013-2016 time period is a response to this new situation. There embodies a significant effort to renovate it and marks the beginning of an important internal restructuring process of our entire cooperation system. As Alvin Toffler said - new times call for new models.

In the first place, these changes involve a greater concentration of our efforts and resources on a reduced number of countries. For that matter, we will focus on the geographic areas where Spain has the most strategic interests: Latin America, North Africa, West Africa and Sub-Saharan Africa.

It also entails increased multilateral concentration; working in the International Organizations that have the highest impact on the fight against poverty and striving to contribute - with our specific criteria - to key institutions, such as the United Nations and the European Union.

Nowadays, Development Cooperation cannot be restricted to a mere financial contribution. By the same token, other aspects such as governance or knowledge transfer, turn out to be absolutely crucial, especially for Middle-Income Countries, a category under which are included many of our priority partner countries.

The challenges we face are immense and we need to build on the capacities of all the actors involved. Given the new context, we also have to change the way we work. We need to develop new skills that allow us to promote strategic partnerships with all actors and further involve the participation of the private sector.

In the coming years, the Spanish Cooperation will be shaped by all of the above-mentioned elements and by a clear mission: to be more effective, more transparent and more honest in terms of accountability to Spanish citizens. In the end, we must always bear in mind that all these efforts would not be possible without the solidarity and generosity of the entire Spanish population.

José Manuel García Margallo

Minister for Foreign Affairs and Cooperation



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Introduction

Introduction

The Spanish society has continuously been demonstrating its solidarity with the populations of the poorest countries for many years and, in the present context, it wishes to maintain that commitment. The Master Plan of the Spanish Cooperation 2013-2016 is a clear example of the strive of the Spanish people to support our partner countries' efforts to make progress towards development and, in general, to build a globalized world that is fairer and more supportive.

But the Spanish Cooperation is perfectly aware of the economic hardships its country is going through. In the past few years, the international economic and financial crisis has struck Europe hard and the measures to recover from it demand an extraordinary effort on behalf of governments and citizens. In our country, all policies are currently affected by budgetary discipline and development assistance is no exception. Spain's Development Cooperation policy will have to: make a considerable effort in the upcoming years - as our context of limited resources obliges us to be more effective -, to use more selective criteria and to concentrate its actions. It is indeed from the perspective of the challenges we are currently facing that we work towards a more efficient and better quality Spanish Cooperation policy.

Without a doubt, all these elements make up the context for elaborating a planning document that combines the built-in experience and particular guidelines of the government presently leading Spanish Cooperation policy. In that sense, we can say that this Master Plan uses a REALISTIC approach; endeavors to REDESIGN our cooperation and is oriented towards RESULTS and ACCOUNTABILITY.

This document is, mainly, REALISTIC. By realism we mean that, throughout the four years of application of this Master

Plan, we will approach defined objectives in a productive way, based on a rigorous analysis of our capacities, of available resources and lessons learned through experience.

That said, this approach presents us with the opportunity to REDESIGN our cooperation, determining more clearly where to concentrate resources and how we can implement them in a better way. For this, we must establish more solid relations of association and alliances with our partners in the South and reinforce the common work achieved by the actors of the Spanish system and of the donor community.

For this to happen, it is crucial that we increasingly orient our performance towards development RESULTS, according to the priorities of the partner countries we support. This goes beyond employing a specific methodology and implies deep institutional changes, strengthening our capacities in terms of dialogue and analysis and making progress in the field of monitoring and evaluation, in order to better support the decision-making process.

Finally, this Master Plan must mark a turning point in relation to the accountability of Spanish Cooperation to our society and our external partners. This requires increasing transparency by providing information, data and lessons learned from our experience in the easiest and most straightforward way possible so that people become familiar with our work and value the fulfillment of our commitments.

For this purpose, this document is structured in several chapters that correspond to the key questions any plan must raise. Thus, in the first chapter, the foundations that sustain the Spanish Cooperation's strategy are explained. In the first place, a brief analysis of the context and the international agenda for development's most relevant aspects, that is the

framework for actions to be undertaken in the next few years. The second chapter defines the general development aims to which our cooperation plans to contribute in this set period. The third chapter covers the main elements that characterize this new profile of the Spanish Cooperation, indicating the principle changes to be carried out and the elements that will be reinforced. It is complemented by the fourth chapter, which describes how we plan to put into practice our goal of a more effective and higher quality aid. The fifth chapter gives more details on our capacities to reach our established goals,

including human and financial institutions and resources. The Master Plan ends with a final chapter that explains how commitments will be monitored and how their degree of achievement will be analyzed at the end of the time period, important points which will enable us to correct our strategy and improve the Spanish Cooperation's planning capacity.



I.
What are the
foundations of
the Spanish
Cooperation?

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I. 1. A GLOBAL CONTEXT THAT RAISES OPPORTUNITIES AND CHALLENGES

I.1.1. The transformations of the International Development Agenda

The IV Master Plan is elaborated in a time of intense global transformation that affects all sectors and places Development Cooperation in a context of great changes. The international agenda of the next few years is marked by the conclusion of the **Millennium Development Goals (MDGs)** and the formulation of a new post-2015 agenda. It will also be a time for debates which have already started to take place and that the Spanish Cooperation has been carefully following and constructively contributing to with its experience and knowledge.

Indeed, since Spain adhered to the Millennium Declaration in the year 2000, the eight objectives the Declaration gathers have laid the foundations of our international development cooperation. During the validity of this Master Plan, the due date to reach the MDGs will pass, and a deliberation process has already been initiated to define a new framework for goals as of 2015. Specifically, this one is an open agenda that will set long-term objectives. Because even though emergent economies display high growth rates and extreme poverty is being reduced, the developing world still keeps facing great challenges in the achievement of goals related to maternal-infant health, HIV/AIDS and other transmissible diseases, gender equality, food security and environmental sustainability.

In addition, in the **post-2015 scenario**, it is vital to promote the missing dimensions from current objectives, such as democratic governance, citizen participation, human rights, food security or inclusive economic growth. Also, in an increasingly interdependent world, global public goods are considered especially relevant and must be included in the development agenda. **The Spanish Development Cooperation will participate in international fora to make sure all these dimensions are addressed in the post-2015 agenda; without neglecting the MDGs that are currently in effect, as they must continue to play a central role in international efforts to fight against poverty and inequality.**



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BOX 1. POST-2015 AGENDA: PARTICIPATION PROCESS AND FORMULATION

Under the auspices of the General Assembly and the leadership of the UN Secretary General, the debating process known as the Post-2015 Development Agenda was launched. The adopted approach is an inclusive bottom-up approach as it requires the participation of all the agents involved. They are invited to reflect on the achievements obtained with the MDGs, the challenges left to tackle and the next steps to follow. Key processes can be summarized as the following:

- The work of the High-Level Panel appointed by the UNSG at the end of July 2012, which will be based on the concept paper: "The Future We Want".
- The intergovernmental group formed to work on Sustainable Development Goals (SDGs), as a result of the Río +20 conference.
- Organization of national consultations (in one hundred developing countries) and thematic consultations (on eleven subjects) with all involved actors. Spain chose to be the host country for the thematic consultations relative to **Hunger, Food Security and Nutrition**.

The post-2015 agenda marks a crucial moment to influence the development agendas that will be implemented in the next fifteen or twenty years. Spain will be present at the intergovernmental negotiation process to be initiated at the MDGs conference in September 2013, and will defend its priorities as part of the European Union's position.

I. What are the foundations of the Spanish Cooperation?

Two other landmarks perfectly illustrate the world of challenges and opportunities that the field of cooperation will face in the next few years and that also have an impact on the development agenda. These are: the **Busan High-Level Forum on Aid Effectiveness** (South Korea) at the end of 2011 and the **Conference on Sustainable Development** - known as the Río+20 Summit - held in Rio de Janeiro (Brazil) in June of 2012.

In the first case, the goal was to start defining a new system of Development Cooperation that went beyond the classic model of donor from the North and receptor from the South, and that established principles and orientations to advance towards more effective development actions (Box 1). In the second case, the aim was to lay the foundation for the promotion of sustainable development models at the global level.

BOX 2. THE BUSAN ALLIANCE FOR AN EFFECTIVE DEVELOPMENT COOPERATION (2011): COMMON PRINCIPLES

One of the new features of the Busan Alliance, which attempts to be more inclusive, is the incorporation of the so called “shared principles to achieve common goals” which are the following:

- Ownership of development priorities by developing countries. Partnerships for development can only succeed if they are led by developing countries, implementing approaches that are tailored to country-specific situations and needs.
- Focus on results. Our investments and efforts must have a lasting impact on eradicating poverty and reducing inequality, on sustainable development and on enhancing developing countries’ capacities, aligned with the priorities and policies set out by developing countries themselves.
- Inclusive development partnerships. Openness, trust, and mutual respect and learning lie at the core of effective partnerships in support of development goals, recognizing the different and complementary roles of all actors.
- Shared transparency and accountability. Mutual accountability and accountability to the intended beneficiaries of our cooperation, as well as to our respective citizens, organizations, constituents and shareholders, is critical to delivering results. Transparent practices form the basis for enhanced accountability.

[Available at: <http://www.oecd.org/dac/aideffectiveness/49650173.pdf>]



부산 세계개발원조총회
**4th High Level Forum
on Aid Effectiveness**
29 Nov.–1 Dec. 2011, Busan, Korea

The European Union (EU) is reorienting its cooperation model in several ways. Its “Program for Change” constitutes a crucial agenda for Spain. The Spanish Development Cooperation policy presented in this present Master Plan is also aligned with these trends taking place at Euro-pean level.

of the Spanish Cooperation’s profile over the next years. Emphasize is on the following factors as specially relevant to development policy:

- **The reorganization of the worldwide economic and political system** due to the globalization process

BOX 3. INCREASING THE IMPACT OF THE EU’S DEVELOPMENT POLICY: AN AGENDA FOR CHANGE

The European Union, as the world’s first donor, will play a very relevant role in the new aid architecture. Through its well-known document “An Agenda for Change”, drafted in 2011 and validated by the Council in June of 2012, the EU demonstrates its commitment to increase the impact of its aid, concentrating efforts on fewer countries and on the sectors that are significant for long-term growth.

This document also strives to promote greater collaboration between the EU and its Member States in order to reduce segmentation, improve coordination and contribute to more effective results in a more efficient way. The Agenda will guide the design and implementation of external action instruments within the Multiannual Financial Framework 2014-2020.

[Available at: http://ec.europa.eu/europeaid/what/development-policies/documents/agenda_for_change_en.pdf]

Finally, the G20, since its beginning in the year 2008, as a high-level political forum, has created momentum which focuses its performance on the management of the world-wide economic crisis while advancing concrete proposals in areas related to development. The latter, specially since the creation of the Development Working Group in 2010. Its Multi-Year Action Plan still constitutes an important reference for our cooperation model, which we will continue to work on, driving processes to finance development projects and contributing to inclusive and sustainable economic growth as well as to the food security agenda.

In conclusion, on the horizon of the next few years, the situation is going to be evolving and, therefore, it is necessary to begin reorienting our cooperation to adapt to this shifting context.

For this aforementioned goal, it is important to define the structural transformations that shall influence the design

and to the emergence of new dynamic zones. The result is a more decentralized world economy, with increasing space for non-state actors and the so-called “BRICS” (Brazil, Russia, India, China and South Africa). These and other emerging economies are urging to participate in the global decision-making process and strive to renew traditional foundations of the cooperation system; contributing with lessons learned and resources drawn from their own experience. Another consequence of this situation is that the international economy has become more complex and unstable. The clearest example of this fact is the Euro crisis, which is putting the capacities of the current global and regional institutions to the test.

- A new “**poverty map**”: a more complex situation where inequalities prevail. Although some traditional receptors of the Spanish Cooperation are now considered Middle Income Countries (MICs), great inequalities, pockets of

I. What are the foundations of the Spanish Cooperation?

poverty and lack of social cohesion still persist in them. Additionally, rising insecurity in many of these countries increases its citizens' vulnerability. While some analysts believe that this tendency justifies donors withdrawing from MICs - since they are supposedly capable of solving their own problems-, other analysts (aligned with Spain's position) consider that it is important to keep supporting this group of nations. However, they advocate for a decrease in the volume of Official Development Aid (ODA) and the use of different approaches than those used in the past.

- **Environmental degradation and climate change** caused by the current predominant development model. It is already evident that climate change has consequences



on everyone, yet the poorest countries (and especially their most vulnerable populations) may suffer from its more serious effects. Addressing environmental degradation and climate change is a clear objective of Development Cooperation - although it must not consume resources saved to achieve other important objectives - and it is

also the aim of many other public policies considering it a multi-sectorial issue and integrating it to different actions.

- The current **economic crisis**, which will have long-term effects in many areas. The consequences of the European debt and the Euro crisis are causing budgetary restrictions on many spending policies of European countries and, among others, on Development Cooperation. The most direct impact on cooperation is a reduced margin to increase resources in many donor countries.



Foto: © Julian Behal / PA

These factors affect the entire donor community and are going to have a great influence on donor countries' options and opportunities in the next few years. Along these lines, practically all the countries that belong to the OECD's Development Assistance Committee (DAC) have initiated reforms in which **two common elements stand out: the intent to concentrate efforts and a drive for greater policy coherence**, in relation to main sectors and areas of work and regarding the countries considered high-priority.

I.1.2. A Master Plan that keeps up with the times

This Master Plan aims at driving the process of an increasing specialization of the Spanish Cooperation over the next four years, bearing in mind that the present context consists of uncertainties, in particular as to our country's economic situation. This drives the need to build different equilibriums and accelerates the decision-making process.

First, we find ourselves in a compromise between the obligation to plan (and, therefore to clearly define objectives, means and methodologies) and the need to count on flexible margins to be able to quickly respond to possible changes.

The second equilibrium refers to managing time periods. This plan is elaborated for a four-year period, which means it will not approach all the challenges from the first moment on, yet it is important to chronologically order the issues to be tackled.

The third and final balance has to do with the importance of maintaining a compromise between the desire to preserve and strengthen certain assets of the Spanish Cooperation (that have been validated over the years and that exemplify its good work) and the need to be more innovative in our approaches, work methods and relationships with other agents.

In this context, and as other donors are already doing, the Spanish Cooperation must define its profile and the development objectives to which it wishes to contribute. All this has compelled the acceleration of the decision-making process so as to be more effective:

- In the first place, **efforts will be focused and will be concentrated** on the geographic areas where our cooperation work clearly demonstrates an added value, while promoting a results-oriented Development Cooperation. An effort of multilateral concentration will be undertaken and alliances with other donors and key stakeholders of the Spanish Cooperation will be encouraged. The goal is to work together and to take advantage of synergies.

- Cooperation will focus on **institutional capacity-building** and **knowledge-transfer**, particularly among Middle-Income Countries. To achieve this, it is imperative to draw lessons learned from experience, to strengthen our cooperation's comparative advantages and to explore new ways of working in accordance with our times.
- **Resource mobilization for development** will be intensified, based on the Monterrey Consensus and its forthcoming Review Conference. In the past years, Spain has played a very active role in the international agenda for funding development, giving priority to the mobilization of national resources and to the quest for innovative sources of funding for development. In addition, leveraging private and public resources will be reinforced, and the coherence of the Spanish Cooperation's development objectives with other Spanish public policies will be strengthened.
- Finally, to be able to address new challenges more effectively, it is of vital importance to begin by **restructuring the Spanish Cooperation** as a whole



Foto: © Michael D. Yabut (PBSP)

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(within each organization that is part of it, as well as reorganizing the relations between the different areas). In this time-period, different alternatives will be analyzed, and the options that better provide for quality cooperation will be implemented. This transformation will be gradual, due to the restrictions generated by the present context of economic crisis and to its complexity. Emphasis will be made, among other, on the challenges raised by the consolidation and full integration of reimbursable financial aid for cooperation.

It seems evident that any possible future scenario will imply the **need to reinforce** the multilateral system, because of its significance in terms of global governance and because of its contribution to both global and regional public goods. Besides, as it has been stated, the impact and influence of the Spanish Cooperation's on influential international fora and debates relevant to the development agenda must be readdressed. We need to focus on the most pertinent forums for our cooperation's objectives, set achievable goals and set-up alliances with other countries whenever possible.

I.2. BUILDING ON OUR ACHIEVEMENTS AND LEARNING EXPERIENCE

During decades of work, the Spanish Development Cooperation has been acquiring certain symbols of identity. The formulation of the 2013-2016 Master Plan is based on evidence in order to learn from experience. This learning experience comes from some of the discussions and analyses carried out in 2011, such as: the OECD's DAC Peer Review of Spain; the Spanish Cooperation's 2009 - 2012 Master Plan Mid-Term Evaluation (2011); the report entitled: Evaluating the Implementation of the Paris Declaration (PD) within Spanish Cooperation (December 2010); and the report of the Congress



Foto: © Pablo Muelas

of Deputies' Subcommittee to Study the Spanish International Development Cooperation's Perspectives (2011). As a result of these analyses and other internal and external reflection processes, we are able to identify significant elements related to a common diagnosis that must help us consolidate our Development Cooperation system. In spite of advances made, an honest reflection must lead us to reconsider the Spanish Cooperation working methods in order to reduce the breach between discourse and practice. This reflection would help increase stability and predictability in such a way that would allow us to advance towards a trustworthy development policy for our partners.

The Spanish Cooperation has made progress in terms of integrating international aid effectiveness standards throughout the entire planning process. Country Partnership Frameworks (CPFs), Strategic Association Agreements with multilateral development organizations and the AECID's Operative Programming stand out as proof of this fact. Also,

and from a legislative point of view, with the approval of Law 36/2010, of 22 of October 2010, of the Fund for the Promotion of Development and the regulation that sustains it, the process of gradual elimination of Development Aid Fund (DAF) credits has reached its highest point. This marks an important advance in the promotion of non-tied aid.

The Spanish Cooperation must also take steps to decrease the high degree of dispersion and increase measures to be more effective. An example of this dispersion is, for instance, its attempt to cooperate with a great number of countries, from multiple fronts, while granting support to many international organizations. It is now necessary to reinforce capacities to better manage and monitor the system. Thus, and in order to obtain significant results, excessive fragmentation of interventions should also be avoided.

On the other hand, the Spanish Development Cooperation system must establish more strategic relations between its stakeholders. Important improvements in relation to field and headquarters coordination were achieved during the establishment of the CPFs. It is now necessary to go a step forward and promote a stronger and more strategic dialogue in order to favor synergies and to take advantage of the potential and the resources to which each actor could contribute.

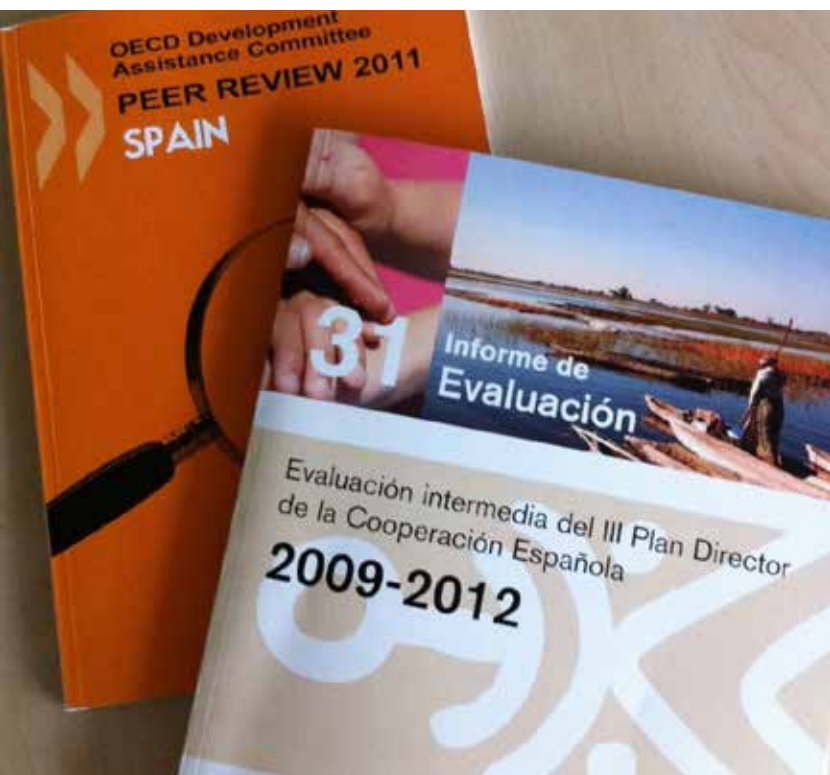
Likewise, several evaluations have demonstrated that completing the Spanish Cooperation's planning cycle is crucial, especially making sure to include the monitoring and evaluation phases, as well as systems that provide for management of knowledge and information.

Other evaluations have shown that the Development Cooperation policy must also improve transparency and accountability, building on an adequate communications policy that informs and raises awareness among citizens and on an updated and action-oriented strategy of development education.

Some recommendations based on evaluations of the SC underline the need to keep reinforcing mechanisms to promote more coherent development policies. Specifically, this would mean improving its capacity to analyze and manage the impact that some policies—that are not necessarily financed by ODA— can have on the developmental dimension of our partner countries.

As far as Humanitarian Assistance (HA) is concerned, Spain is acknowledged by its partners to be an active and responsible donor, which places the country in a favorable position. But some challenges still remain in this area and will have to be tackled in the next few years, as explained further on.

Additionally, Spain relies on an ample trajectory and solid experience in terms of culture for development. In the past



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years, the Spanish Cooperation developed its own strategic framework as well as a specialized institutional structure, which granted it a leadership role among donor countries in this field. This acquired experience in culture and development will support orientations provided in this Master Plan.

Finally, the area of human and institutional capacities is possibly the one where less advances have been reached, which means that work still needs to be done in this regard.

Accepting these initial conditions as the premise of this Master Plan means pushing for realistic proposals that consider available capacities and existing situations. However, we must not neglect the audacity that should drive Development Cooperation policy.

I.3. KEEPING OUR PROMISES ON HUMAN DEVELOPMENT AND CAPACITY-BUILDING

The Spanish Cooperation's final goals are to contribute to human development; to reduce poverty and to ensure full implementation of Human Rights.

Human development places people at its core and gives them control of their own development process, using a **human rights approach**. According to the UNDP's conception,

human development **consists of** expanding everyone's capacity to be able to make choices freely, for people to enjoy an extended, healthy and creative life; pursue objectives that they value and actively contribute to our shared planet's sustainable and fair development. Therefore, development is about freedom, but a real freedom. It is about guaranteeing a full exercise of fundamental rights, but also material means such as income and wealth, opportunities, access to education or health services. It means being able to express oneself in a democratic society and to live in a safe, healthy environment. It is also based on self-esteem and confidence in one's own vital project.

In relation to **capacity-building**, we must recall that development is, among other things, a question of social change. Using lessons learned from positive and negative experiences in a more effective manner actually has the potential to ameliorate one's living conditions. Although the economic aspect is an important one, it is not the only factor in human development. The experience exchange that takes place often has deeper and longer lasting effects on development. For that reason, and since this model is compatible with the strengths of the Spanish system, it is only normal to promote further knowledge exchange.



Foto: © Saikat Mukherjee UNDP

In addition, capacity-building supports the growing tendency for developing countries to look for solutions to their development problems in their own region and in other developing zones. In some ways, the Spanish Cooperation already connects offer with demand of knowledge and practical solutions in the Latin American region. Now, during this current period, it is time to consolidate and systematize these efforts. On the other hand, the capacity-based approach also implies reinforcing all of our cooperation's capacities, as a means of contributing to the common goal of human development of partner countries. In order to reach this objective, the Spanish Cooperation must direct its action in such a way so that we can actually verify achieving our objectives. Hence, when planning our objectives, it is of vital importance to adopt a **Managing for Development Results (MfDR)** approach.

The human development approach incorporates and is inspired by other great development principles which, for years, have constituted the essence of the Spanish Cooperation. Development approaches exposed in previous Master Plans are presently reinforced. Furthermore, international treaties - and the later optional protocols - that have been endorsed by Spain in relation to human rights are fully supported in this present Master Plan. All these elements make up the essence of our cooperation and its particular nature and methodology.

I.4. CONTRIBUTING TO A MORE COMPREHENSIVE EXTERNAL ACTION

The image of any country - its "brand" - currently reflects perceptions tied to diverse factors. The one that has acquired increasing importance in the past years is Official Development

BOX 4. HUMAN DEVELOPMENT POLICY APPROACHES

- Human Development Approach and Capacity-Based Approach - people-centered development
- Human Rights-Based Approach - development as full exercise of all human rights
- Gender in Development Approach - gender equality and empowerment of women
- Sustainable Development Approach - present and future rights
- Results-Oriented Management Approach
- Inclusive Approach
- Process Approach - development as a learning process
- Development Effectiveness Approach: beyond aid effectiveness

I. What are the foundations of the Spanish Cooperation?

Aid (ODA), since it is an indicator of the solidarity of a country's people with the poorest countries of the world. ODA is also a **way for a country to gain importance in the international arena** and to reinforce its credibility. The Spanish Cooperation will work to promote relations with other countries when this means that **Spain's strategic interests are compatible with global responsibilities**.

In this time of crisis, the interconnection between problems and solutions in the different countries is more and more obvious. Progress achieved by the Spanish Cooperation's partner countries in the fight against poverty are linked to growth-generation measures and to the establishment of trustworthy environments that help us overcome the crisis in our country.

A **more coherent external action** depends on the degree of effectiveness, stability and professionalism of a Development Cooperation policy, as it creates openings and positive synergies. These, in turn, improve the impact of other policies that the Spanish government is implementing in all of these countries and that, altogether, define the coherence of Spain's external action.

Development Cooperation has greatly contributed to increasing **our presence at the regional and international levels**. To a certain extent, Spain has managed to gain significant

relevance in Latin America thanks to increasing cooperation work over the past several decades. The Spanish Cooperation's leadership role in the EU region is acknowledged. Proof of this lies in the European Commission's numerous petitions to delegate resources to Spain.

To reach this objective, Spanish Cooperation is built as a system which comprises a wide variety of public and private institutions. These provide unique and distinctive elements which in turn contribute to the making of Spain's "brand". In particular, the Spanish Cooperation counts on a highly significant asset: its presence in partner countries, an aspect that plays a key part in Spain's image in these countries. Spain built its own network of consolidated and renowned cooperation management centers, training and cultural centers in its partner countries; all of which offer opportunities to create synergies with other areas of external action.

In addition to this institutional display, another important asset consists of the network of relations and trust that the Spanish Cooperation has been setting up over several decades, especially in Latin America, North Africa, the Philippines and some Sub-Saharan African countries. These strong points have allowed the Spanish Cooperation to play a significant role in the donor community, a role which does not exclusively depend on the volume of contributed funds.

#somoscooperación



II.
What are
we going
to do?

II. What are we going to do?

This present Master Plan marks a qualitative leap for the Spanish Cooperation by establishing a **results-oriented approach as its framework for action**, both at the national level and in partner countries. This section covers the SC's performance in its three main spheres: Development Cooperation, Humanitarian Assistance and Development Education.

The Spanish Cooperation's **final goal is to contribute to human development, to poverty eradication and the full exercises of fundamental human rights**. In order to reach this aim, we will use the following guidelines to steer our work over the next four years:

BOX 5. GUIDELINES OF THE 2013-2016 SPANISH COOPERATION

1. Consolidate democratic processes and the rule of law.
2. Reduce inequalities and vulnerability to extreme poverty and crises.
3. Promote economic opportunities for the poorest populations.
4. Foster systems of social cohesion, focusing on basic social services.
5. Promote women's rights and gender equality.
6. Improve the provision of Global and Regional Public Goods.
7. Provide a quality response to humanitarian crises.
8. Build a global citizenship committed to development.

Unlike previous cycles that structured action around sectoral and thematic priorities and instruments, the present Master Plan evolves and, instead, is strategically oriented around these general guidelines and their corresponding lines of action that help focus all efforts towards a specific direction (because they are channeled either by multilateral or bilateral channels). In what refers to the Country Programs, and **based on this strategic framework, the SC will initiate a consultation process with each partner country (CPF)**

to determine the development results to which it will endeavor to contribute in the upcoming years.

The **criteria** used to define these guidelines are derived from the main elements that drive our actions. They strive to respond at three interdependent levels: the **international development agenda**, the **regional levels** and the work at the **national level** - taking into consideration the added value that the SC is capable of providing. In this way, we will be able to define the thematic policy that is most helpful in reaching our objectives. The closer we find ourselves to the national (country) level, the greater the degree of definition.

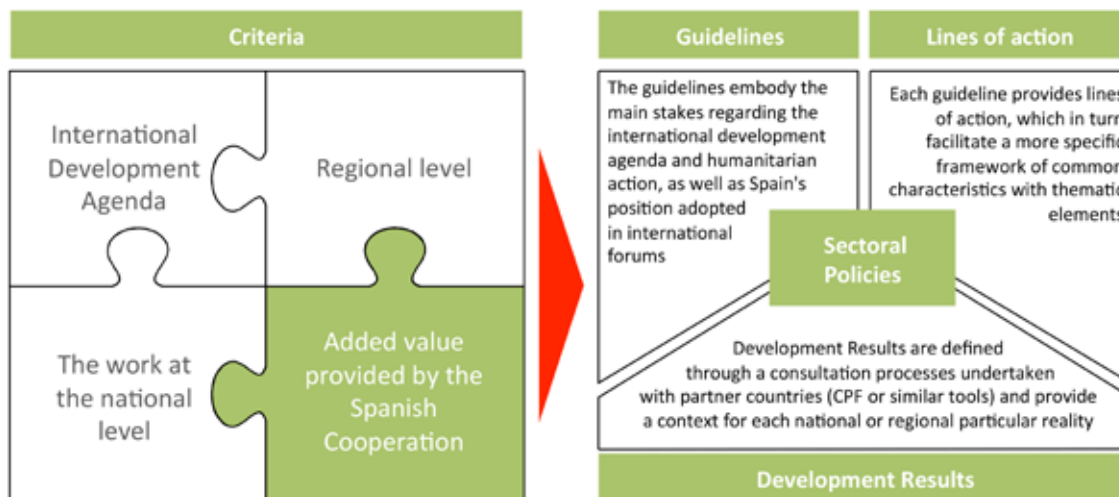
These three levels are the following:

- a. **Guidelines of the Spanish Cooperation** – these are outlined in a general way and embody the main stakes regarding the international development agenda (especially the MDGs) and humanitarian assistance, as well as Spain's position in international forums. They represent the great challenges and transformations which we aspire to contribute to as cooperation policy and cooperation system.

- b. Each guideline provides **lines of action**, which in turn facilitate a more specific framework of common characteristics with sectoral elements. These lines provide a set of categories that allow us to tailor the work to each context and help us set a final level of Development Results.
- c. **Development Results** are defined in the consultation processes undertaken with partner countries (CPF or similar tools) and provide a context for each national or regional specific reality. A real challenge at this stage consists in substantially defining these results in order to ensure a more effective performance.

II.1. CONSOLIDATE DEMOCRATIC PROCESSES AND THE RULE OF LAW

Democracy, good institutional governance and guaranteeing the application of fundamental rights constitute the essence of human and sustainable development. A State that aims to elaborate poverty-eradication policies requires effective and representative institutions, as well as an organized and influential civil society, where respect of fundamental rights is guaranteed. This implies focusing on the most vulnerable groups' rights and their full enjoyment, especially in terms of respecting cultural identity and the individual and collective rights of indigenous peoples.



Considering the strategic guidelines, with the help of the Spanish Cooperation's Sectoral Strategies and of the AECID's Sectoral Action Plans, we will define lines of action based on our partners' development priorities and our own comparative advantage as donor. The aim is double: to improve impact using fewer resources and to reduce fragmentation of each program.

In the quest to contribute to and finally reach these results, both the objective and the approach adopted in the Sectoral Strategy on Democratic Governance, Citizen Participation and Institutional Development, in the Spanish Strategy Paper for Cooperation with Indigenous peoples and the Peace Building Strategy Paper, are reaffirmed. In AECID, this work will be completed with the elaboration of the Sectoral Action Plan for Democratic Governance.

II. What are we going to do?



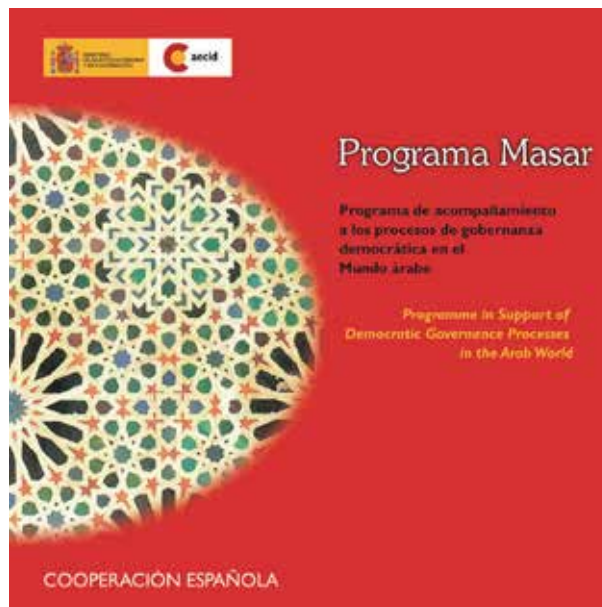
Our lines of work will be the following:

- **We will promote the quality of democracy**

We will do so by fostering political pluralism, reinforcement of the party system and support to representative and participative democracy mechanisms. We will especially foster the participation of women and guarantee equality in political decision-making areas. We will also strengthen civil

society and will participate in building an active citizenship, using access to information as a means of controlling public institutions. This in turn will lead to a more organized civil society and improved citizen participation.

Also, we will support the consolidation of the legislative, representative and control functions of Parliaments, as a guarantee for the rule of law.



- **We will reinforce public sector structure and management systems**

We will advance towards the modernization of public policy management and the professionalization of the public administration in partner countries, mainly in the areas that have a greater impact on social inclusion and cohesion, such as budgetary and fiscal policies. We will also drive public policies that promote gender equality between men and women, the creation of decent work, the enforcement of children's rights and the inclusion of people in situations of disability. As areas that favor the full participation of citizens, decentralization together with regional and local governments will be reinforced. We will support transparency and accountability and will fight against corruption, making sure to adopt the necessary measures in partner countries.



- **We will work to guarantee the Rule of Law and Human Rights**

We will support reforms of the justice system that aim to strengthen the judiciary so that it is truly professional and independent and fosters an equal access to justice for all

citizens. We will strive to make the justice system accessible to all citizens under equal conditions and to guarantee effective judicial protection and the right to a fair trial - both free and of high quality. Special attention will be given to women, girls and groups at risk of discrimination or vulnerability, such as the Indigenous peoples and people of African descent.

We will direct efforts at **consolidating human rights protection systems** and to ensure the respect and enforcement of effective regional and universal legal instruments. The fight against impunity and the promotion of an international legal system based on the respect for the law; the prevention of genocide, of crimes against humanity and of military crimes; together with the support to the prosecution of people found guilty are all elements that demonstrate a clear commitment to international law. Spain will promote accountability for the violation of international humanitarian law and of human rights.

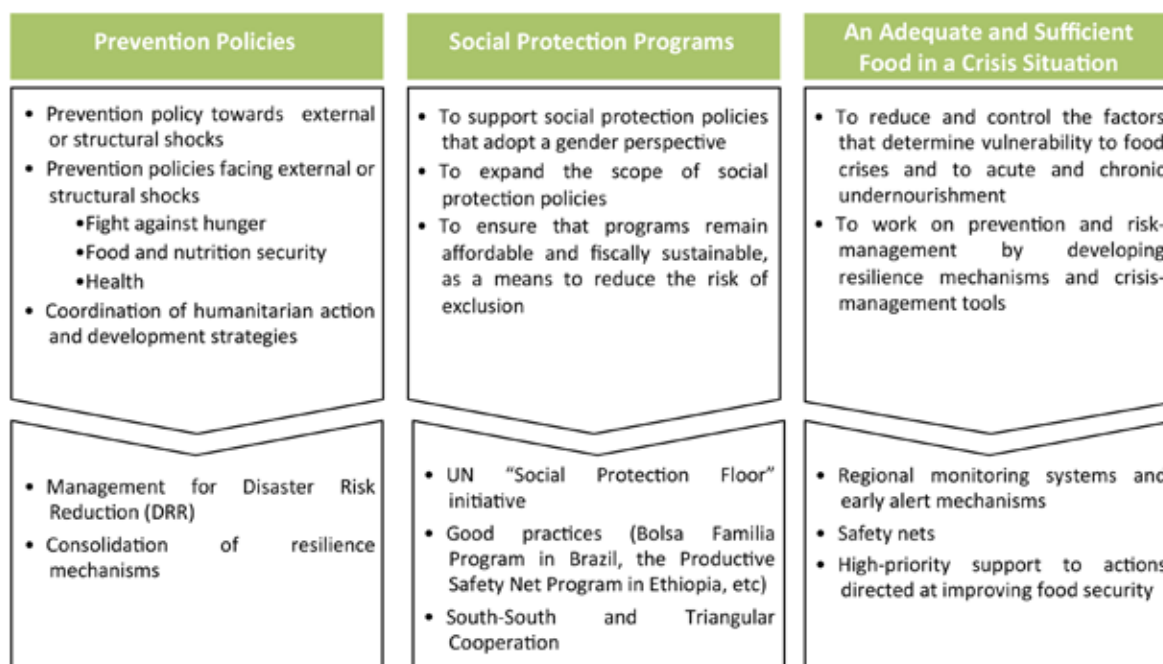
We will strengthen the public institutions that ensure public safety and the prevention of crimes and that manage the treatment of detainees in accordance with the democratic principles of responsibility, transparency and respect for human rights.

In countries experiencing situations of prolonged conflict and where the SC is working, **we will support efforts for peacebuilding** since this is closely tied to the goal of strengthening the rule of law and protecting human rights. Our work will be focused on structural factors that sustain the conflict and on elements of development that enable reaching a peaceful solution in the mid and long-term.

II.2. REDUCE INEQUALITY AND VULNERABILITY TO EXTREME POVERTY AND CRISES

Developing countries continue facing great challenges in terms of vulnerability and inequality from a human-rights approach and especially in the Low-Income Countries (LIC) and regions or in Fragile States (FS). In the same way, in Middle-Income Countries (MIC), alongside important increases of wealth, great pockets of poverty and inequality still persist. Vulnerability is the thin line that many people are walking on every day - the

one that separates survival from extreme poverty; availability from scarcity of means of living; the guarantee of security from conflict and displacement. Many events cause this line to be easily crossed, such as: public institutions in fragile conditions, armed conflicts, natural disasters or environmental degradation, the impact of external shocks or crises (such as those experienced in the past years: food, energy or economic crises). Therefore, we are dealing with situations that, on one hand, must be prevented, and, on the other hand, must be confronted. For this purpose, priority will be set on guiding the implementation of the following lines of action:



- **Prevention policies**

The Spanish Cooperation believes in adopting policies geared towards prevention in all sectors, as opposed to external or structural shocks, especially with regards to the fight against hunger, food and nutrition security and health.

For that reason, we must coordinate and guide humanitarian assistance and development strategies towards common risk analysis and planning in order to face the different forms of vulnerability, while focusing on the need to incorporate elements of rights protection to resilience. In this sense, the management for Disaster Risk Reduction (DRR) is one of the prevention policies that the Spanish Cooperation will continue to work on.



Foto: © Miguel Lizana (AECID)

Disaster Risk Reduction and the consolidation of resilience mechanisms will form the main axes of the SC's humanitarian work and of all other interventions, especially those implemented in fragile contexts or zones particularly vulnerable to disasters. To reinforce the resilience approach, the creation of coordination groups or working groups composed of designated subject-matter experts will be recommended.

- **Social Protection Programs**

Social protection is one of the policies that is delivering the best results in terms of reducing hunger, extreme poverty and inequality, while beginning to lay the foundations of the State's social structure (focused on the poorest sectors of society). Led by the UN "Social Protection Floor" initiative, social protection is on the agenda of the main institutions: the EU, the G20 and the World Bank. Additionally, the Spanish Cooperation will consider already existing good practices: for example, the Bolsa Família in Brazil, Oportunidades Program in Mexico or the Productive Safety Net Program in Ethiopia. The SC will also promote knowledge transfer, as well as South-South and Triangular Cooperation.

We will shoulder **social protection policies that adopt a gender perspective**, placing women's rights at the center. Moreover, whenever possible, **productive** conditional transfer programs will be promoted: meaning programs that offer protection while stimulating employment and community development. These come to support the recipients' autonomy and the rights-based approach. We will also work on broadening the scope of social protection policies and to ensure that programs remain affordable and fiscally sustainable, as a means to reduce the risk of exclusion.

- **An adequate and sufficient food in a crisis situation**

People need food security for adequate nutrition that guarantees minimum standards of living. For the sake of

II. What are we going to do?

mitigating the crises' consequences on food and nutritional security, we will intend to **reduce and control the factors that determine vulnerability to food crises and to acute and chronic malnutrition** (speculation, biofuel, climate change, etc.) At the same time, we will work on prevention and risk-management by developing resilience mechanisms and crisis-management tools. This will be carried out through:

- Setting-up and consolidating regional surveillance and early warning systems.
- Supporting safety nets that enable - on the short-term - the most vulnerable populations to manage food crises:



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for example with the strategic build-up of strategic food reserves that, together with other sectoral actions, allow for price-control and reduce the impact of other threats.

- Providing high-priority support to actions directed at improving food security in order to prevent malnutrition

and to respond to its consequences in women and children. We will also support access to and control of resources, technology and knowledge and women's participation in the decision-making processes.

II.3. PROMOTE ECONOMIC OPPORTUNITIES FOR THE POOREST POPULATIONS

To achieve balanced and sustainable development in a country, economic opportunities must be accessible to all of the population, especially to people who live in poverty and who are mostly located in rural areas and city suburbs. Inclusive and sustainable economic growth must be addressed from a multisectoral approach, using a gender perspective and taking into account the aid effectiveness agenda and complementary instruments available to the Spanish Cooperation. All of that with the final goal that people who are normally excluded from processes of income generation can contribute to, participate in and benefit from the countries' average growth.

Since poverty is a characteristic in rural and suburban areas of developing countries, it is crucial to ensure the adequate territorial integration linked to processes of inclusive economic growth the SC aims to contribute to.

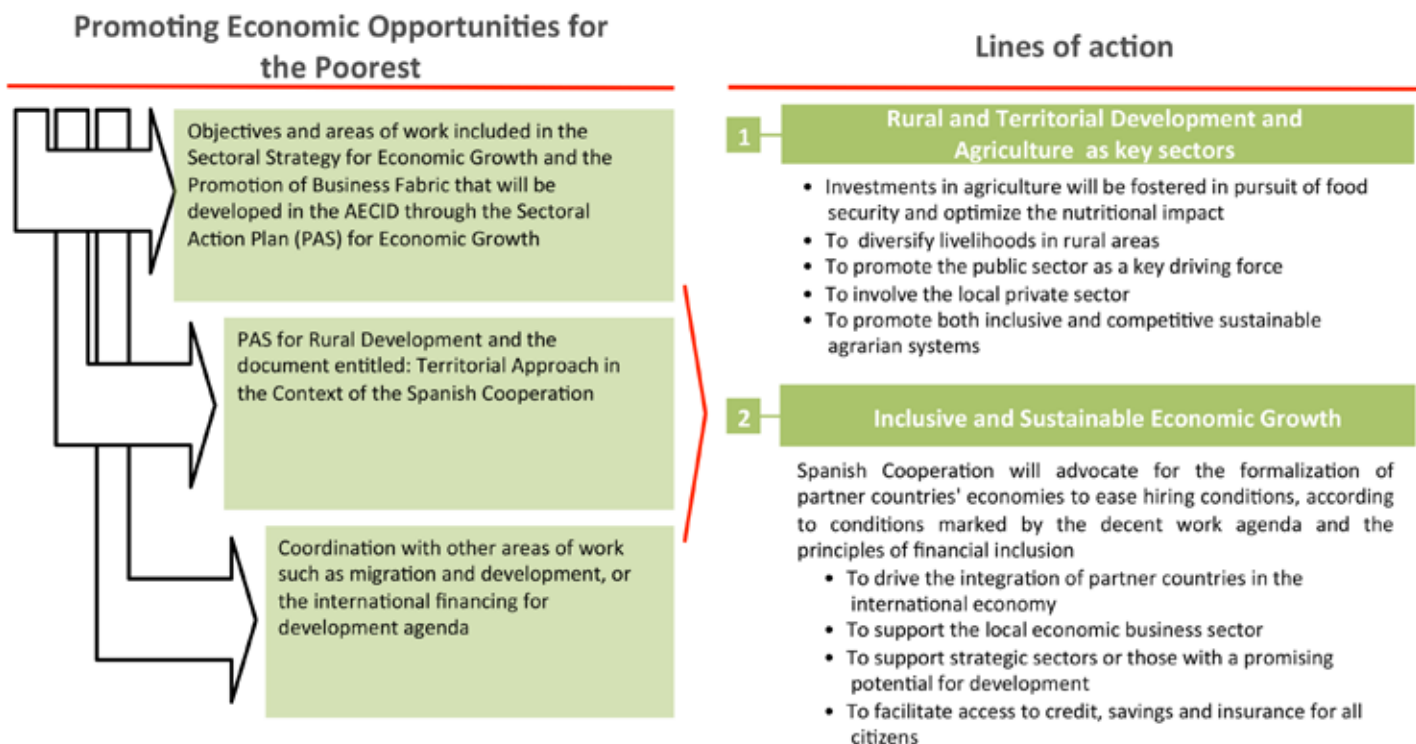
To contribute to this goal, we reaffirm and promote the objectives and areas of work gathered in the Spanish Cooperation's Sectoral Strategy for Economic Growth and the Promotion of Business Fabric that will be developed in the AECID through the Sectoral Action Plan (PAS) for Economic Growth. These strategic papers will be complemented with the PAS for Rural Development, and the document entitled: Territorial-wide Approach in the Context of the Spanish Cooperation. We will coordinate with other areas of work such as migration and development, or the international

agenda of financing for development (which includes Direct Foreign Investment coherent with development or with remittances), without neglecting the potential offered by the return of migrant human capital.

Lines of action that will be developed include:

- **Rural and territorial development and agriculture as a key productive sector**

In many countries, agriculture - conceived as a concept that comprises the primary sector like: fishing, cattle ranching, shepherding and forestry - constitutes the basis of the economy of rural territories. Therefore, **investments in agriculture will be fostered** in pursuit of food security, and so will approaches that endeavor to optimize the nutritional impact of these interventions.



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However, it is also essential to identify and enhance complementarity between agriculture and other occupations that generate rural income. It is necessary to pay special attention to the economic potential that assets related to Heritage have to offer - be it historical, cultural, or related to landscape or ecology. This should be conducted in an inclusive and participatory way. For that reason, **we will push for measures that aim to diversify livelihoods in rural areas** and that support the establishment and reinforcement of networks between sectors and actors.

We will promote the public sector as a key driving force of activities such as research and access to technology; agrarian extension and outreach services; the mechanisms of agrarian credit, funding and insurance - among others. Those are activities that are oriented to improve performance and productivity while adopting a sustainable development approach.

In the context of the implementation of national plans, **we will contribute to involving the local private sector**, pushing for agriculture to play the transformational role it is capable of playing in partner countries' economies.

Countries that are food importers usually have a great potential to raise their agrarian productivity. For this to happen, **we must encourage measures that promote both inclusive and competitive sustainable agrarian systems**. For instance, this may be achieved through support to: producers associations, diversification of production, agro-industry, reducing post-harvest losses, practices that promote ecological farming and low-input peasant agriculture. This would allow for increased income of small producers and for the reduction of long-term vulnerability of the populations, since it means more food will be available on the local markets.

Fostering small-scale production systems that are sustainable, fair and resilient will constitute a **high priority**. Among small producers, **priority** will be awarded to women, since access to existing agrarian resources is unequal. Women's access to land, credit and technology and their participation in the decision-making processes would lead to enhanced agricultural performance and productivity, which would in turn reduce the number of people suffering from food insecurity.

- **Inclusive and sustainable economic growth**

The Spanish Cooperation will advocate for the formalization of partner countries' economies to facilitate hiring of personnel according to the conditions marked by the **decent work agenda** and the principles of financial inclusion. The decent work agenda was elaborated under the ILO's leadership and with the support of the international community. It encompasses four interrelated and strategic targets which reinforce each other: promotion of employment with the



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Estrategia de Crecimiento Económico y Promoción del Tejido Empresarial



construction of an economically sustainable institutional environment; adoption and extension of social protection measures (including social security and workers' protection); strengthening tripartism and social dialogue; and finally, promotion and application of labor-related fundamental principles and rights.

Considering that these four objectives are inseparable, interrelated and mutually reinforcing, failing to promote any one of them would reduce chances of reaching the others. We will work to reduce poverty and inequality, striving for greater social and institutional stability.

To attain this goal:

- **We will drive the integration of partner countries in the international economy.**

We will push for **greater integration** through trade policies and the development of exporting capacities, value chains, South-South economic integration processes and responsible Foreign Direct Investment. We will foster better negotiation capacities with the use of Aid for Trade, among other methods.

We will ensure **external debt** will remain **sustainable**.

- **We will support the local economic business sector**

We will promote policies that help create greater employment opportunities for women and men, as well as an environment that favors business creation and business funding through credit and investments in production and in the business sector. This is true mainly for Micro, Small and Medium-sized Enterprises (**SME**) and for social economy companies located in partner countries. Throughout all these actions, adopting Corporate Social Responsibility (CSR) values and practices **will be encouraged**. For this purpose, the document entitled "The Socially Responsible Enterprise in Development Cooperation" and approved by the CSR Work Group of the Cooperation Council will have to be considered.

Social dialogue, conceived as the coordination between governments and organizations of workers and employers to jointly agree on work regulation, policies and programs of economic and social nature, will be reinforced. It will then be necessary to strengthen capacities of economic agents and other agents as a means to establish frameworks for negotiation in economic and social matters.

Measures will be adopted to increase the participation of the most impoverished sectors of the population, especially **women** and youth, in income generating activities.

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- **We will support strategic sectors or sectors with a promising potential for development,**

such as: the energy sector (in particular, the renewable energy sector, following the UN's initiative: "Sustainable Energy for All"), Information and Communication Technologies (TICs) - the small, medium and large infrastructure and sustainable tourism or transportation, depending on local demands. This will be a way to further develop markets and widen access to basic services for all of the population (pushing for the transition to "inclusive markets"). Promoting energy efficiency and green growth will be of high priority for the SC.

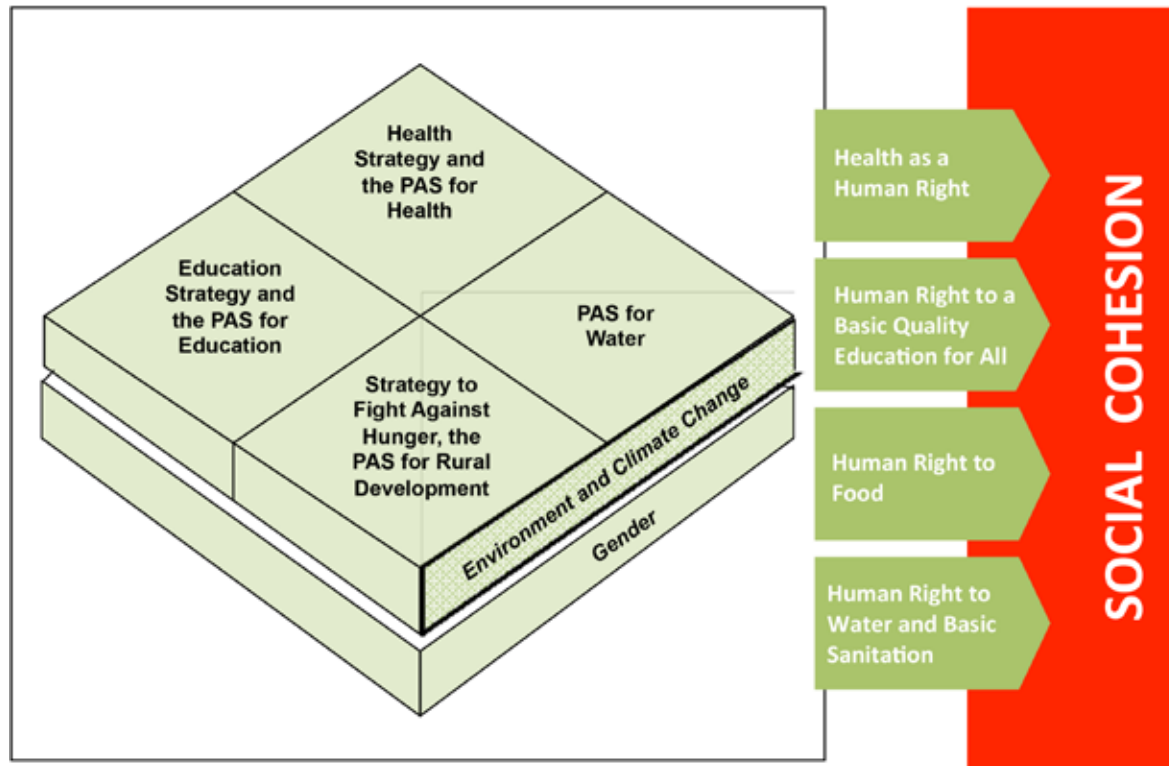
- **We will facilitate access to credit, savings and insurance for all citizens**

It will be a matter of developing and consolidating inclusive financial markets that facilitate access - for the population of limited resources - to a number of financial services designed to satisfy their specific needs at an affordable cost. The objective is to extend reach to a greater segment of the population - who are currently unbanked - by integrating services tailored to unbanked customers into the financial systems.

II.4. PROMOTE SYSTEMS OF SOCIAL COHESION, FOCUSING ON BASIC SOCIAL SERVICES

Access and coverage of basic social services make up the first echelon of social cohesion systems. Overcoming poverty requires undertaking actions on public policies that affect the population's well-being and quality of life; in particular, health, food, education, water and sanitation. These policies will be conducted to create the necessary conditions for opportunity and capacity-development that ultimately lead to increased social inclusion of the most disadvantaged people. It is important to emphasize the crosscutting nature of these policies and the need for synergies between them. Also, the **health approach** should be reinforced throughout **all policies**.

To reach this goal, the Spanish Cooperation counts on frames of reference to guide its performance (as confirmed in the present Master Plan), such as the Sectoral Strategies and - at the AECID's level - the Sectoral Action Plans (PAS): the Health Strategy Paper and the PAS for Health, the Education Strategy Paper and the PAS for Education, the Strategy to Fight Against Hunger, the PAS for Rural Development and the PAS for Water. Also, planning documents relative to Environment and Climate Change, as well as those related to Gender, will be used for effective mainstreaming of both perspectives. During this period, the Spanish Cooperation will formulate its Strategy Paper for Childhood. It will set the framework for intervention with children as a group that requires special attention. This objective comprises lines of action that correspond to redistributive tax policy. The latter allows guaranteeing fiscal sustainability of basic social services, from the social spending perspective. To reach these goals, we will carry out the following initiatives:



- **The Human Right to health: equity and universal coverage**

The main challenge in the world concerning access to health as a fundamental human right still remains **equity**. This also calls for reducing inequalities and promoting universal access to comprehensive quality health and social protection services.

We will contribute to **strengthening universal coverage** of equitable, sustainable, efficient and quality **public health systems**, including sexual and reproductive health, the fight against widespread and neglected diseases and access to essential drugs. This must be achieved using the primary health care approach and within the framework of the National Development Plans of this sector. To ensure equity, priority will be given to adopting a programmatic or sectoral wide approach of the health sector and implementing budgetary

support measures. We will also encourage verifying that the NGOs' actions actually show synergies with primary health care and support it.



Foto: © medicusmundi

II. What are we going to do?

Likewise, we will promote human resource **training** and capacity-building **programs** directed to improving governance, management and efficiency of the health systems. In doing so, **decisive social determinants** related to health shall be addressed through processes of democratic participation, with transparency and accountability.

In terms of global performance, we will operate within **global initiatives, multilateral bodies** and EU groups of experts. The goal here is to adapt specific policies on disease to the general mission of universal coverage and equity, reducing the risk of distortion of the health systems. Also, continued collaboration with international organizations that are references in the health sector will be pursued, especially with the WHO.

Furthermore, in this global context, we will promote and strengthen the public policies that are needed to offer greater protection in terms of social services directed to children, the elderly, as well as people with disabilities and in situations of dependency.

- **Human Right to a quality basic education for all**

Two main frameworks of action that are clearly agreed upon have mainly guided the international agenda on education: the **MDGs** and the **Education for All Framework for Action** (approved during the Dakar Summit). The main challenges that Education for All faces are guaranteeing children access to and permanence in the school system and also **increasing the quality of education** by building educational systems that are free, inclusive and that respect cultural diversity. We are confronted with an educational crisis of learning and of results. There is a clear lack of initiatives that take **human rights** into consideration and that create environments that favor peaceful coexistence and compassion. The Spanish Cooperation will continue to implement actions centered on:



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- Contributing to improve the **quality of education**, with the purpose of facilitating ownership of learning, abilities and basic capacities of the most underprivileged sectors of population and those in situations of greater vulnerability. Among others, improving evaluation, measurement and knowledge generation mechanisms; ameliorating school management; developing inclusive curriculums and **training teachers** are measures that **will be supported**. For this to be achieved, we will encourage actions carried out by civil society and the rest of actors.

- Under the spectrum of a gender perspective, we will contribute to sustainability of results through: **institutional strengthening**, planning of educational policies, financial and administrative management, support for educational systems reforms, acknowledgement and social support for education and the teaching profession.

- We will support quality education that facilitates access to and termination of the basic stages of the educational

system. Special attention will be drawn to literacy and professional training programs that enable inclusive and sustainable growth by means of integrating youth and adults into the labor market for decent employment. This will, in turn, support the eradication of discrimination against girls in the right to the education.



Foto: © Oriol Puig (AECID)

- **Public Policies that Guarantee the Human Right to Food**

Food insecurity and malnutrition undermine the progress achieved by most of the MDGs. We must keep supporting global governance instruments on food security such as the Committee on Food Security. We should also maintain participation in areas of global political dialogue and multilateral initiatives on agriculture, food and nutritional security, while simultaneously backing national and regional programs and processes. For these aims:

- On one hand, we will uphold an **active stance within the main international bodies and we will support**

a stronger leadership in partner countries and regional bodies on issues related to improving agriculture and food and nutrition security, by promoting the development of policies and plans on agriculture and food security.

- On the other hand, **national and regional public policies on development of rural territories** must establish and strengthen the chain of institutions able to coordinate these territories with sectoral policies. Shouldering the leadership of national governments and involving regional organizations, local governments, civil society, agrarian producers and the private sector should achieve this.

- In the fields of food and nutritional security, health and the fight against hunger, we will push for stronger public policies directed at developing legislation for the sustainable access, control and exploitation of natural and productive resources (ownership of land, water, forest resources, protection of biodiversity, etc.)

- **Human Right to water and basic sanitation**

The right to water and sanitation is a strategic element in Development Cooperation policies since it lays the foundations for the achievement of several MDGs and other human rights related to health, education, food security, agriculture, energy and, consequently, is a vital part of a country's human and productive development. For that reason, it is considered a crosscutting field, essential to development in general.

Nevertheless, desertification, climate change, pollution, water stress or increasing urbanization of territories lead to risk scenarios characterized by a critical level of water supply. These risk scenarios are already generating multiple conflicts between the different uses of water (human, productive, industrial or energy consumption). The provision of these

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services is closely linked to the management of the water cycle, governance or mitigation of the consequences of climate change on hydrographic river basins, and therefore, can hardly be treated separately. Spain has a long track record in this area.

Moreover, the UN General Assembly's acknowledgment of water and sanitation as a human right (2010) raises the issue that limited access to water and sanitation must be corrected using a rights-based approach and making a progressive yet significant political and normative commitment. We will establish a long-term strategy to conduct the application of this right, with plans of progressive accomplishment based on equity, gender equality and non-discrimination; while prioritizing the most vulnerable and marginalized social sectors.

To achieve this aim, our work will be based on the following three objectives:

- We will support the implementation of integrated water resources management policies to help manage water resources.
- We will improve access to sustainable water and sanitation services that are essential to basic habitability, to the promotion of improved hygiene habits and to facilitate water use and management for women. Special attention will be given to vulnerable groups (such as children).
- We will promote governance in this sector, as well as the acknowledgement and enforcement of the human right to water and sanitation.

II.5. PROMOTE WOMEN'S RIGHTS AND GENDER EQUALITY

Despite advances reached during the last decades in the enforcement of the CEDAW, the Beijing Platform for Action or UN Resolution 1325 on "Women, Peace and Security" - all of which are reference points in the reduction of the world's inequality breach - the feminization of poverty and discrimination against women continue to be universal and unquestionable phenomena. This is why gender equality is one of the fundamental development goals of the present Master Plan. Alarming situations of inequity, which lead to double or multiple discrimination, can aggravate inequality. This happens, for instance, when gender discrimination is combined with other forms of discrimination, such as discrimination based on: racial or ethnic origin, religion or convictions, sexual orientation or identity, age, disability or any



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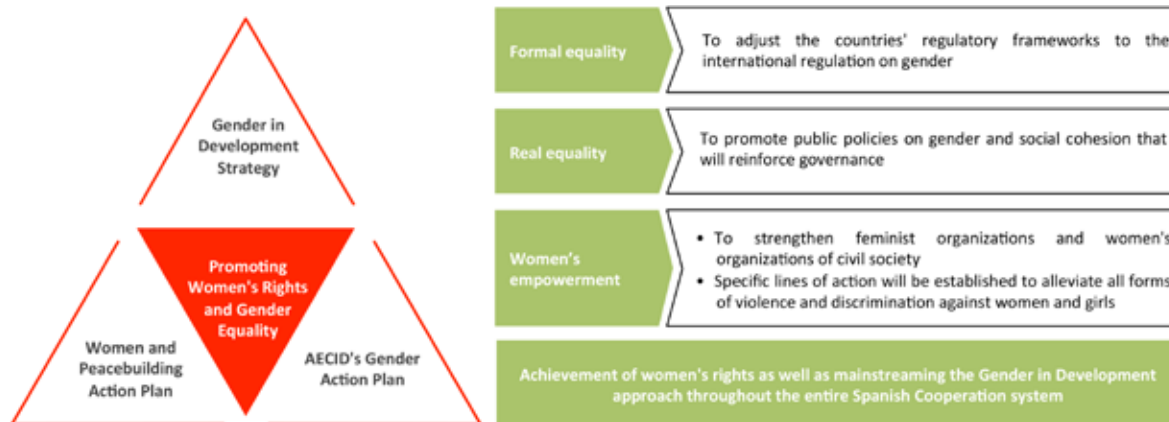
other condition or personal or social circumstance that may take place. Discrimination then acquires a multidimensional character that must be tackled in a crosscutting manner throughout all of development objectives.

On the other hand, the economic crisis has an especially negative impact on women, in terms of effective access to resources and the enjoyment of their fundamental rights. To accelerate progress made towards equality and considering this situation, designing the post-2015 agenda and organizing

other international forums have become targets to be reached in the near future.

The international agenda for women, established throughout a number of UN conferences and EU agreements, constitutes a roadmap to be followed where gender equality is conceived as an inevitable prerequisite for development, democracy and peace. Thus, to ensure continuity and **consolidation of the gender perspective as a symbol of the Spanish Cooperation's identity**, this Master Plan reasserts the SC's objectives as established in the Gender in Development Strategy Paper, in the Women and Peacebuilding Action Plan, as well as in the AECID's Gender Action Plan.

Lines of action to be implemented in the next few years will promote the achievement of women's rights and will push for mainstreaming the Gender in Development approach throughout the entire Spanish Cooperation system. This will have to be carried out with capacity-building actions, increased coherence of policies and of coordination between actors; and across the entire project cycle of interventions and areas (including planning, implementation, monitoring and evaluation).



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- **Specific lines of action to accelerate the achievement of women's rights**

In order to advance towards more effective development and the **achievement of women's Economic, Social and Cultural Rights (ESCR)**, it is necessary to combine true gender mainstreaming with specific policies that are defined at three levels of intervention: guidelines for formal equality, guidelines for real equality and specific actions for women's empowerment:



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- The guidelines for formal equality will aspire to adjust the countries' regulatory frameworks to the international regulation on gender, especially in relation to ESCR, sexual and reproductive rights and political rights (taking into account each country's particular circumstances). In that sense, Spain enjoys a comparative advantage of continuity, mainly in processes initiated by Latin American countries in terms of gender equality policies and policies on violence against women.

- The guidelines for real equality will promote public policies on gender and social cohesion that will strengthen

governance, as much in national as in local processes and in initiatives for the integration of regional processes.

- Specific actions for women's empowerment:

- They will set priority on strengthening feminist organizations and women's organizations of civil society, which can have multiplying effects in terms of access to full citizenship and of improving aid quality and effectiveness.

- On the other hand, specific lines of action will be established to alleviate all forms of violence and discrimination against women and girls. Special attention will be paid to situations of extreme difficulty, such as trafficking and sexual exploitation of women, female genital mutilation and its consequences, discrimination against women or vulnerability at the workplace and at the economic level (especially in relation to the care economy, the situation of domestic workers, the informal economy and of women in rural areas).

II.6. IMPROVE THE PROVISION OF GLOBAL AND REGIONAL PUBLIC GOODS

Global Public Goods (GPG) and Regional Public Goods (RPG) represent goals and opportunities that benefit the international community as a whole and whose management overreaches the national scope, as it is necessary to work at the global or regional level and in a coordinated fashion to reach them. Environmental goods and services that nature provides for, peace and security, economic and financial stability, global health or knowledge and culture are clear examples of GPG. All of these translate into strategic opportunities that must be addressed by means of a coordinated effort that transcends national borders.

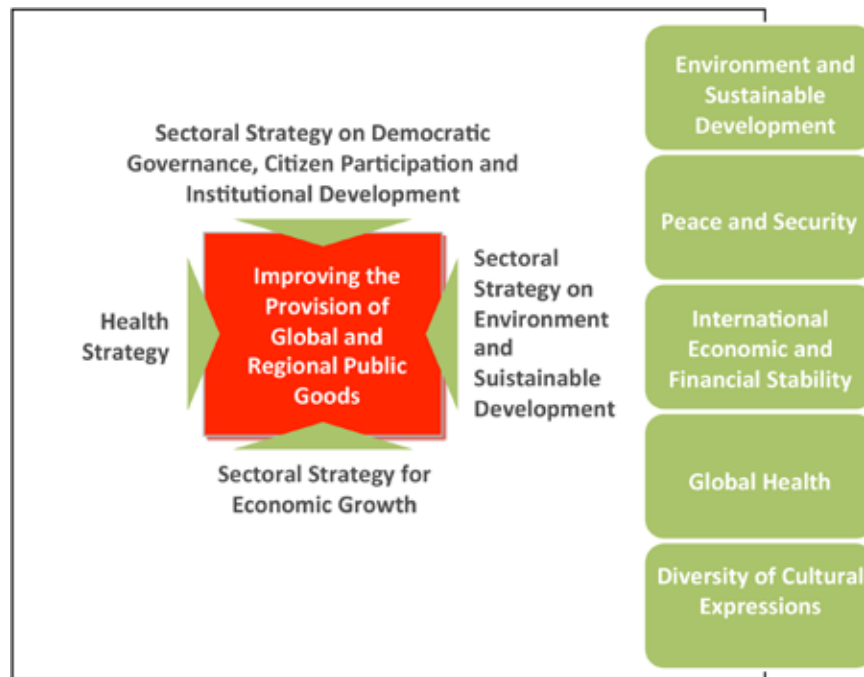
In many cases, the provision of GPG calls for the intervention of international institutions, for instance, for the implementation, reinforcement and often for the coordination of national actions such as channeling funds to national, regional or global programs; monitoring and tracking progress and in an increasing number of areas, to stimulate debates and execute decisions taken at the global level. Hence, legitimacy and governance, as well as the quality and management of capacities of multilateral institutions, are vital for the provision of GPG and RPG.

The different sectoral strategies drafted in the field of cooperation and the AECID's Sectoral Action Plans, and all the areas that have a crosscutting impact on GPG (such as Environment and Sustainable Development, Health, Economic Growth or Governance) constitute the basis of the following lines of action, which will remain a priority for the Spanish Cooperation:

- **Environment and sustainable development**

The importance of protecting the environment and ensuring sustainable development stands as a response to alarming scientific evidence of the general deterioration of ecosystems caused by mankind. The lack of attention to environmental issues conditions the attainment of development objectives in multiple areas and, among other consequences, can seriously affect human health. Therefore, investing on environment is an effective and cost-saving tool for development. It has been demonstrated that costs of inactivity are too high to bear. For that reason, environmental sustainability is part of the SC's mission, principles and sectoral priorities. Thus, we will continue working on the following actions:

- **Mainstreaming the environmental variable into all interventions and areas**, including sustainable management of Nature's capital and the fight against climate change, making it an essential prerequisite



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for funding projects. In this way, support to achieving environmental objectives will come from lines of action already established in the other guidelines, for example: the promotion of renewable energies and energy efficiency; effectiveness in the use and production of resources; rural development; sustainable forest and fishing policy and the promotion of integrated water resources management.

- As regards to **institutional coordination**, it is important to uphold international commitments that have been acquired over the past few years in the field of environment and sustainable development.

- **Peace and security**

Spain has assumed an increasingly active role within the international community in fundamental issues related to development and human security. The construction of peace and security, the promotion of development and the protection of human rights are issues that are strongly interrelated.

In this way, some of the objectives of the Spanish Cooperation continue to be: **conflict prevention and the return and consolidation of the conditions for peace, security, justice and equity within the framework of international law**. For this, the objective and lines of work set in the Peacebuilding Strategy and the Women and Peacebuilding Action Plan are reiterated. Among other measures, we will proceed with the adoption of early warning systems, provide social assistance to the victims of violence and terrorism and train human resources to operate in fragile contexts.

The increase in public insecurity in a country or region matches the decrease in development and democratic quality indexes, and the deterioration of the necessary conditions for democratic stability. The SC will leverage existing policies or strategies in that field (in particular the case of Central America), as well



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as existing areas and mechanisms that provide RPG. The SC will also work for increased coordination between donors, to join efforts and be able to reach – together - the necessary conditions for an economically and democratically sustainable development.

We will maintain awarenessraising actions that demonstrate Spain's commitment to a culture of peace.

- **International economic and financial stability**

Within the UN system and other governance bodies and international forums, the Spanish Cooperation will promote the idea of "international economic and financial stability" as a Global Public Good. Policies and actions that promote financial stability and that prevent instability are clearly of international public interest, since financial turmoil tends to extend across borders and cause important economic and social damages. In fact, one of the most famous cases of a



“global public bad” was produced by various international financial crises whose negative externalities were transferred from one economy to another due to the increasing instability of the national financial markets.

The struggle against **food prices volatility and speculation** deserve to be addressed separately, as it is an issue that will persist in the medium and longterm, due to high prices of fuels, worldwide threats like climate change, water shortage and the degradation of natural resources. To tackle this challenge, we must promote (among others) the exchange of information on stocks of cereals and raw materials, early alert systems and riskmanagement measures. **We will continue to support global measures against prices volatility and mitigation of its effects.**

- **Global health**

Health is a fundamental human right, as well as a key element to reaching equitable and sustainable development, including poverty reduction. Many issues transcend national health policies and become global questions, for example: **determinants of health**, diseases, their prevention and treatment. Migration movements of human resources, the increase in financial flows and products, access to medication, research, development and innovation, are some of the topics that call for global action. This reality has been acknowledged by the Economic and Social Council (2009); by numerous resolutions of the World Health Assembly; by the conclusions of the 2012 Summit on Sustainable Development and of the EU Council on Global Health in May of 2010. To be able to carry out these principles, several actions must be implemented:

- We will insist on ensuring that trade agreements and migration policies towards the EU do not affect availability of human and material resources that are key for health in Low-Income Countries. This is established by the WHO’s Code of Practice on the International Recruitment of Health Personnel and by the Doha Declaration on the Agreement

on Trade-Related Aspects of Intellectual Property Rights and Public Health.

- Concerning access to sanitary products, the Spanish Cooperation will keep participating in global and regional initiatives that have demonstrated they can effectively broaden access to these products. Also, the SC will participate in developing innovating funding initiatives that have also shown to be useful in providing the global goods and the basic sanitary services necessary to ensuring the right to health for everyone.

- Research in the health sector will be aligned with a global framework that more effectively addresses health priorities of Low-Income Countries and reinforces these countries’ own national research mechanisms. In addition, collaboration with global initiatives will carry on, as a means of facing worldwide health challenges in accordance with the strategy and conclusions of WHO experts presented on the occasion of the 65th World Health Assembly.

- **Diversity of cultural expressions**

Free access to culture, cultural heritage and diversity are GPG that make up sustainable human development. As acknowledged by the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, cultural diversity widens the range of possibilities and nourishes human capacities and values, which is why it is considered a significant element of sustainable human development. Besides, respect for cultural diversity and the promotion of intercultural dialogue lie at the core of cultural freedom, which - in turn - is indispensable for the full accomplishment of human rights and fundamental freedoms as proclaimed by the Universal Declaration of Human Rights and recognized by other international and national regulatory

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instruments. Furthermore, acknowledging diversity plays a significant role in peace and security at the national, regional and global levels.

For these reasons, and relying on experience gained with the formulation of its Strategy for Culture and Development and on the work of the country's Embassies and Overseas Cooperation Units (UCE) - especially the Cultural Centers - the SC will promote intercultural dialogue, freedom of expression and creation, respect for cultural diversity, and will encourage the effective participation of all people in cultural life. For this purpose, it will deepen understanding of different cultural contexts; foster networks of cultural exchange and cooperation; contribute to strengthening capacities of public and private actors and of the cultural sector in partner countries (special attention will be awarded to groups in situations of greater vulnerability). Finally, it will adopt a crosscutting approach to the sustainable management of cultural heritage.

II.7. PROVIDE A QUALITY RESPONSE TO HUMANITARIAN CRISES

During the past few years, Humanitarian Assistance (HA) has been facing a number of challenges derived from the transformations experienced in the international arena. On one hand, the causes, typology and dynamics of humanitarian crises have changed:

- We have observed a significant increase in victims due to the consequences of climate change and the degradation of environmental conditions. The latter, together with structural socioeconomic vulnerability, is placing an increasing number of people (and from a wider diversity of backgrounds) in high-risk situations.
- Some of the characteristics previously detected have been accentuated, such as the decline in conventional conflicts and the increase in violence on civilians, which generate pockets of vulnerability and flows of displaced populations.
- The turmoil in the global economy and volatility of prices of basic products have raised the degree of exposure to food crises.
- Situations of humanitarian crises mean deteriorated safety conditions as it becomes increasingly complex to access affected populations.

Aside from this situation, a number of opportunities arise:

- On one hand, there is a specific group of new actors who come to support humanitarian efforts (from new donor States to private corporations) and we can observe an increasingly active participation of actors from aid-recipient countries (public administrations or civil society organizations). The challenge is to combine their effort



Foto: © Rein Skullerud (PMA)

and capacities as new stakeholders with fundamental principles of Humanitarian Assistance in a sound manner and to consolidate their contribution beyond a merely economic one.

- On the other hand, the international humanitarian system has been making progress in achieving greater coherence in response coordination, as it has incorporated lessons learned drawn from previous responses to great catastrophes. One of the responses that embodies this advance is the Transformative Agenda driven by the UN to improve effectiveness, efficiency and accountability of the humanitarian response.

Spanish Humanitarian Assistance reaffirms its commitment with the humanitarian principles of independence, humanity, neutrality and impartiality, as well as the Oslo Guidelines, the Principles and Good Practice of Humanitarian Donorship and the European Consensus on Humanitarian Aid. These references also reinforce the content of the SC's Sectoral Strategy on Humanitarian Assistance. The Spanish HA will strive to apply these values to its own cooperation policy and

programs, to the Spanish national context (with other public administrations and private actors) and within international forums.

In general, **the Spanish HA will essentially be based on:**

- A response founded on humanitarian needs and on other criteria (political criteria or geographic priority), prioritizing interventions on the vulnerability criteria.
- Supporting victims' protection and the application of international humanitarian law using a rights-based approach.
- Promoting the protection of humanitarian space.
- Assuming the coordination and leadership of HA carried out by any State administration (of national, regional or local scope).
- Assuming the facilitator role for processes that strengthen humanitarian aid.
- When necessary, the SC will use and specify the approach denominated: Linking of Relief, Rehabilitation and Development (LRRD) for a more coherent intervention where synergies are created between the different aid instruments and modalities.



Foto: © María Larrea

II.8. BUILD A GLOBAL CITIZENSHIP COMMITTED TO DEVELOPMENT

A solid and relevant cooperation system does not only depend on individual efforts of the actors directly involved in its design, management and analysis, but must also be founded on the common endorsement of citizens. For that reason, **one of the SC's priority objectives must be to boost support and commitment of Spanish citizens** towards the development objectives it promotes.

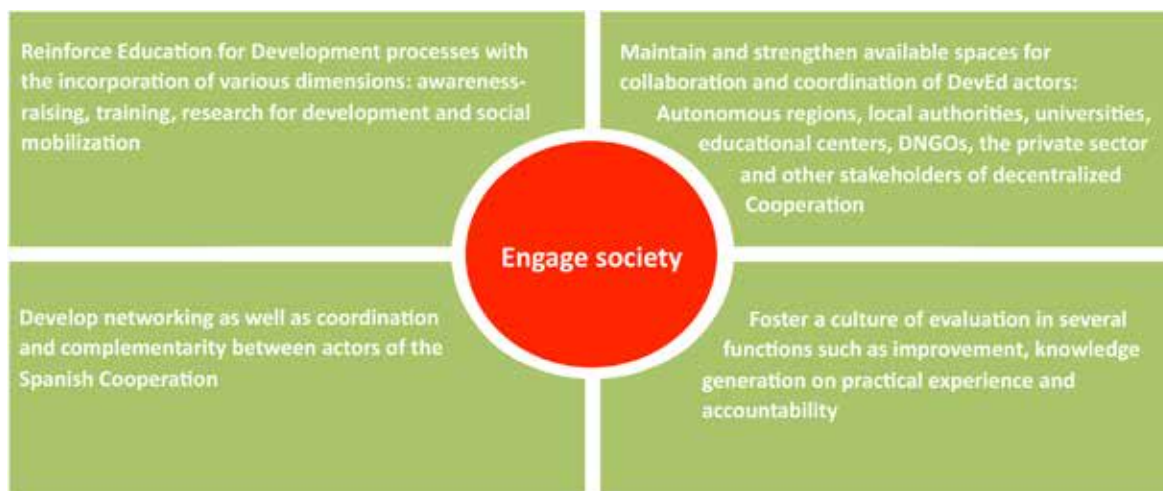
Reaching development results can only be achieved with an informed and responsible society committed to the eradication of poverty, to human and sustainable development and to the full exercise of fundamental rights.

For the Spanish Cooperation, Development Education is a critical process. Its goal is to build a dedicated citizenship that participates in the design and implementation of an effective and quality development policy based on knowledge, capacity-building, values and attitudes related to solidarity, social justice and human rights.

As actors of the Spanish Cooperation, we are called to work with more determination to "regain society"; so that citizens really understand the important role that cooperation plays

in development processes. This is a shared task that requires more team effort and that should be carried out under the leadership of public administrations, to better convey the work that is performed and, mostly, why it is important. For this purpose, we will take action on several levels:

- Firstly, **we will reinforce Development Education processes with the incorporation of various dimensions: awareness-raising, training, research for development and social mobilization**, as established in the Development Education Strategy of the Spanish Cooperation, and the Development Education Action Plan approved by the Cooperation Council in 2011.
- **Autonomous regions, local authorities, universities, educational centers, DNGOs, the private sector and other stakeholders of decentralized cooperation** enjoy a privileged position as agents of Development Education because of their closeness to citizens. For that reason, we will maintain and strengthen available spaces for collaboration and coordination of Development Education (DE) actors.
- **We will reinforce networking as well as coordination and complementarity between actors** of the Spanish Development Education Strategy, by



improving coherence and harmonization of strategic lines, searching for synergies and promoting complementarity between actors - from their own specific sector or area.

- Consolidating progress achieved in the previous cycle is necessary. To this end, we will have to analyze in depth the principles defined in the Development Education

Strategy, including measurement tools, evaluation and evidence of the most effective experiences. Within DE, we will foster a culture of evaluation in several functions such as improvement, knowledge generation on practical experience and accountability.

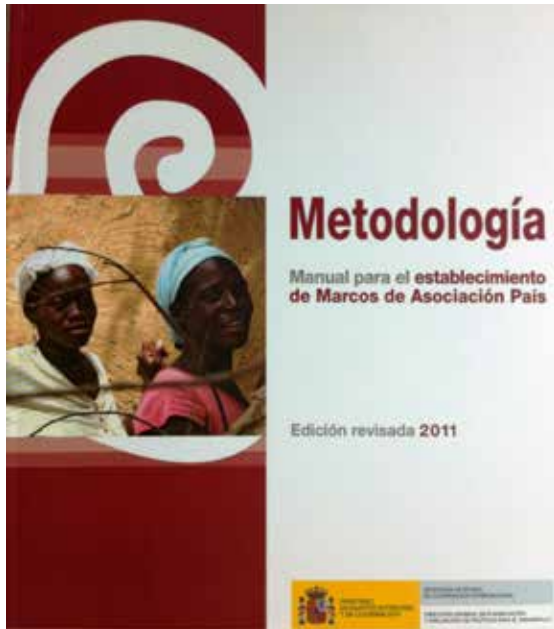


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III.
Which are the
elements of
the Spanish
Cooperation's
renewed profile?

III. Which are the elements of the Spanish Cooperation's renewed profile?



At this moment, the Spanish Cooperation faces the great challenge of having to reach a double objective: to **improve the impact of its performance** and, at the same time, to build and reinforce its **own specific profile** that sets it apart from other donors.

For this, the SC must, on one hand, introduce some new aspects that will lead it towards a modern cooperation system able to respond more effectively to development challenges. This may be achieved by following the footsteps of other nearby donors (for example, by using orientation to results, concentration, establishing more strategic relations, involving the private sector and designing differentiated strategies).

On the other hand, the SC is now investing in aspects hardly addressed until now, such as the introduction of a culture of learning and knowledge management, transparency and accountability. Progress made in these areas will provide evidence to support the strategic decision-making process, to help determine the SC's added value (in an informed and participatory way) and, therefore, will create the elements that form its profile.

III.1. DEVELOPMENT RESULTS WILL GUIDE OUR ACTION

If the Spanish Cooperation **wishes to truly advance towards a Managing for Development Results approach**, since it is a significant premise of aid effectiveness, it must overcome two (related) challenges:

To adopt this approach, the **first challenge** we face consists of a number of **internal changes** that we should carry out: changes in the way we work, in handling information, in knowledge management and in the decision-making process. To achieve this, the Spanish Cooperation needs to continue introducing changes in its organizational culture; in the way it structures its work around objectives or goals or how it uses information on performance to enhance functioning. Also, fostering better communication between the system's actors who tried to integrate this approach into their work is fundamental, to share experiences, systematize lessons learned and to boost the mutual benefits from our organizations' good practices.

The Spanish Cooperation has taken important steps in the practical definition of the aid effectiveness agenda with the implementation of the AECID's Country Partnership Frameworks (CPF) and Operative Programming. When the 2009-2012 Master Plan was in force, eleven CPFs were established. This experience has generated many lessons learned as far as results-oriented management is concerned. At the multilateral level, the Strategic Partnership Frameworks (SPF) adopted with multilateral development organizations depict the first shift towards a results-oriented approach, the concentration of resources and the quest for signing increasingly selective and strategic agreements with key multilateral actors.

In order for the Spanish Cooperation to adopt a results-oriented approach as a guiding principle for its action, we need to define concrete steps and measures that cover all of the areas of work of the Spanish Cooperation's actors, focusing efforts

on capacity-improvement. All the organizations cannot carry out this approach in an identical way, and for that reason, each one's particular characteristics and capacities must be taken into account. Therefore the current Master Plan has the different following stakes:

- **Improving planning**
 - Developing/making progress in results-oriented planning within organizations, including its link with the decision-making process as well as with budgetary management.
 - Improving the quality of the CPFs and other planning instruments at the country level, based on lessons learned.
- **Improving capacities for implementation**
 - Spreading access to training in Managing for Development Results (MfDR) to further areas (and to more people within the organizations). Adapt it to the changes and lessons drawn from the Spanish Cooperation's aid effectiveness agenda.
 - Building a network of focal points, at the headquarters as well as in the field, that are responsible for promoting the agenda throughout the different organizations.
 - Making progress in linking planning to identification and formulation of interventions (which eventually may lead to an update of the Spanish Cooperation's Project Cycle Management manual).
- **Making progress in learning and continuous improvement**
 - Implementing a system to monitor results in each organization (please refer to Ch. VI), fostering exchanges about them among the SC organizations
 - Improving the evaluation system and sharing lessons learned (please refer to Ch. VI).

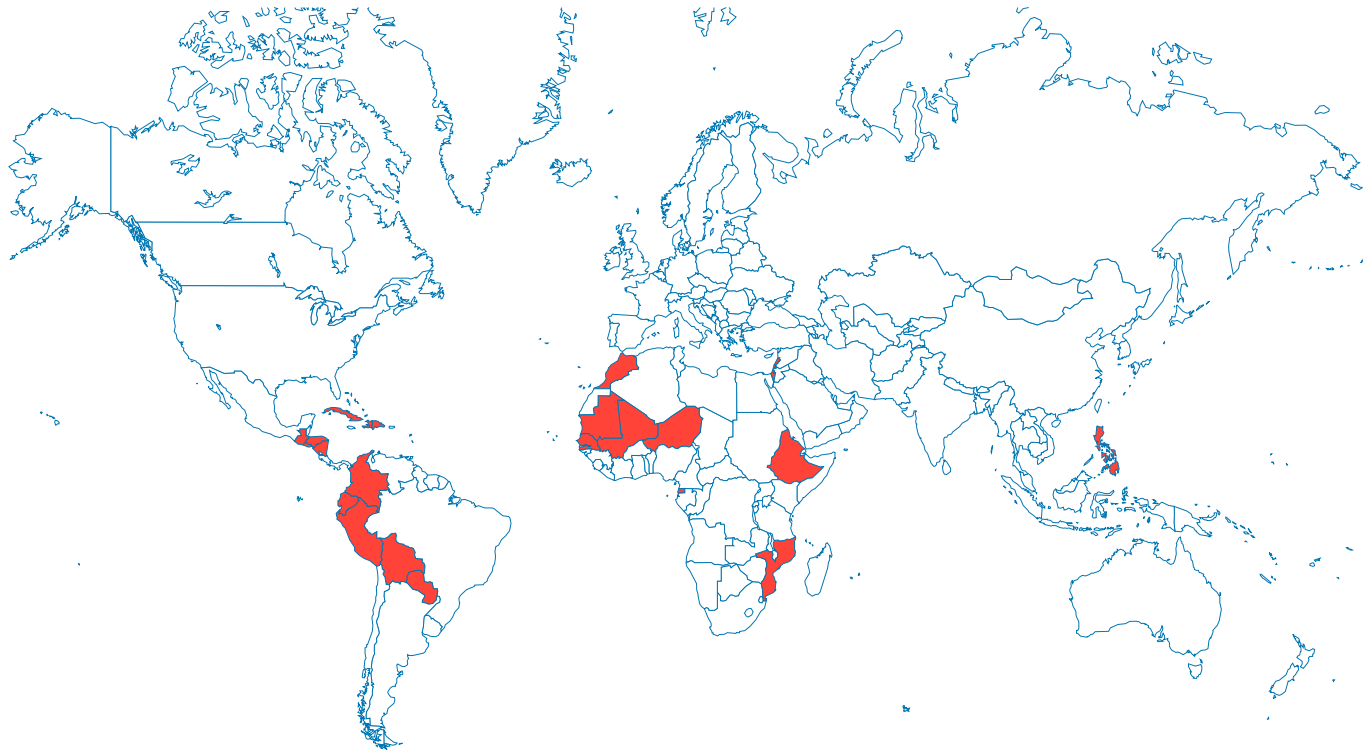
Regarding the **second challenge**, it is necessary **to be closer to our partner countries to strengthen their capabilities** to adopt this approach when planning,

implementing and monitoring their development strategies. This challenge is mentioned at the beginning of the 2011 Busan Declaration, in the section referring to focus on results, where involved governments commit to: "...scaling up our support, strengthening national capacities and leveraging diverse resources and initiatives in support of development results" (paragraph 12). Results-oriented management is the central axis of dialogue and the backbone of the SC's contribution. Our commitment is based on the idea that partner countries are the ones in charge of setting and reaching their own development results. Aid must be directed at helping partner countries play this role suitably, because this way, they will be in a better position to align external support to their priorities and systems. Aid should remain a flexible support that adapts to the specific context of each country, depending on the partners' degree of commitment to the aid effectiveness agenda. Transformation also involves granting the Overseas Cooperation Units (UCE) increased autonomy of decision and management (whether in the framework of a dialogue with a partner country, with other donors, or among the SC stakeholders, or in any other aspect of its intervention). In this context, we will elaborate guidelines and carry out trainings to improve skills for dialogue.

A first level of capacities that need to be reinforced in many countries - even Middle-Income Countries (MIC) – has to do with results-oriented identification and planning. For this purpose, the Spanish Cooperation will promote actions at this stage that can preferably be carried out jointly or at least in coordination with other donors and under the partner country's leadership (whenever possible). For this purpose, **we can acknowledge the fact that the SC's training centers located in Latin America** constitute assets for our cooperation system. At this given level, their use should be leveraged considering the significant impact they have on capacity-building, knowledge exchange and prospective synergies with bilateral and regional performances.

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III.2. WE WILL FOCUS ON THREE GEOGRAPHIC AREAS AND A MAXIMUM OF TWENTY-THREE COUNTRIES



- **Latin America and the Caribbean:** Bolivia, Colombia, Cuba, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Paraguay, Peru and the Dominican Republic
- **North Africa and the Middle East:** Mauritania, Morocco, the Saharawi Population and the Palestinian Territories
- **Sub-Saharan Africa:** Mali, Niger, Senegal, Ethiopia, Equatorial Guinea and Mozambique
- **Asia:** The Philippines

For any donor, Development Cooperation policy is defined to a great extent by its geographic priorities, sectoral and/or thematic specialisation and the fashion in which it channels its aid. These elements have become more and more vague, which entails a hurdle for the Spanish Cooperation and not only does it negatively affect its image but also the strategic impact of its actions. Therefore we must specify these elements much more in the IV Master Plan in order to better define the Spanish Cooperation's symbols of identity. One of this chapter's primary targets is to identify the partner countries for this time period. It will then be necessary to introduce the criteria used to determine the geographic concentration. Explaining how the SC will steer its work in these countries is another important objective related to the previous one and will be tackled in the following chapter.

As a result of the IV Master Plan, the Spanish Cooperation should focus its ODA on the countries where it can obtain greater impact and influence in matters related to the general guidelines it establishes. For such a purpose, we must focus aid on certain geographic areas. This goal is coherent with the need to improve aid effectiveness, but also with the obligation to be more cost-efficient, considering the budget reductions we are facing/enduring.

We therefore suggest **approaching the concentration process from a comprehensive stance**. That is to say, we must analyze how the Spanish Cooperation should focus its performance while simultaneously experiencing cutbacks in the ODA it manages. We must also consider the implications for the Spanish Cooperation itself as well as for partner countries. The idea is to **initiate a planning process where the goals of effectiveness and efficiency are intertwined**.

As other donors have already pointed out, emphasis should be placed on the fact that concentration is a **medium to long-term process**. It is progressive and, for that reason, must be treated with precision and by carrying out the necessary analyses and consultations.

Guidelines for Geographic Concentration

1. The starting point for this process rests on the **political will to focus the Spanish Cooperation - on the medium-term - on three high-priority regions**: (1) Latin America, (2) North Africa and the Middle-East and (3) Sub-Saharan Africa (with special attention given to the Western region).
2. Under the framework of these regional priorities, the SC will decide upon the **partner countries in which it will maintain a presence over the next few years and the country programs that will be closed**. In line with other donors' practice, the criteria used to designate partner countries are based on a combination of indicators on the partner country's situation, along with elements linked to the SC's potential impact (Please see Section 6).

III. Which are the elements of the Spanish Cooperation's renewed profile?

BOX 6. CRITERIA USED IN SELECTING THE SPANISH COOPERATION'S PARTNER COUNTRIES

The decision for selecting the Spanish Cooperation's partner countries was based on the following criteria:

- Degree of **Human Development** in the partner country. With this factor, the point is to foster a concentration on the countries most in need in relative terms, for which the following criteria are considered:
 - The Inequality-adjusted Human Development Index (IHDI), prioritising countries with an average or low HDI.
 - Income per Capita, prioritising Lower Middle-Income Countries (LMIC), Low-Income Countries (LIC) and Fragile States (FS).
 - In addition, in some cases, the percentage of the population living in situations of absolute poverty must be carefully considered (people living on less than 1.25 USD per day).
- **Potential impact of the Spanish Cooperation in the Partner Country:**
 - Minimum Average size of the country program (especially important for LICs). The issue is to analyze if the Spanish Cooperation can currently reduce the volume of its aid while maintaining a certain lasting impact in the country. This minimum volume varies depending on the region or national context.
 - Relative position of the Spanish Cooperation amidst donors. This criterion is used to bring us closer to the "comparative advantage" concept. The idea is that, generally, if the Spanish Cooperation is among the main group of donors, chances that its action will have an impact are higher.
 - Capacity for dialogue and existence of successful relationships based on trust.
- **Other factors to consider for this selection:**
 - Its relevance for existing regional programs or for the prospect of establishing a regional program.
 - The withdrawal of other donors. Although the established criteria are not met, there are some countries where it is recommended to maintain a presence for a few years at least, because when doing so, the Spanish Cooperation would be in a position to have a relevant impact, giving the partner country some time to adapt to the new situation.
 - It may be recommended to maintain a country program active in countries that are undergoing conflict if the Spanish Cooperation has been maintaining a long time commitment with such countries (for example, Colombia).

Geographic concentration will deliver the following results:

1. In the medium-term, the Spanish Cooperation will focus on a maximum of **23 partner countries**:
 - **12 in Latin America and the Caribbean: Bolivia, Colombia, Cuba, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Paraguay, Peru and the Dominican Republic;**
 - **4 in North Africa and the Middle East: Mauritania, Morocco, the Saharawi Population and the Palestinian Territories;**
 - **3 in Western Sub-Saharan Africa: Mali, Niger and Senegal;**
 - **3 in Central, Eastern and Southern Africa: Ethiopia, Equatorial Guinea and Mozambique;**
 - **1 in Asia: The Philippines.**

2. At the end of this period, most of the ODA will be focused on these partner countries.
3. The Spanish Cooperation will mainly focus its action on MICs in Latin America, the Caribbean, North Africa and the Middle East and on LICs in Sub-Saharan Africa.
4. In the coming four years, the Spanish Cooperation will have **closed or redesigned 29 country programs** that are in place at the moment:
 - 8 in Latin America and the Caribbean: Argentina, Brazil, Chile, Costa Rica, Mexico, Panama, Uruguay and Venezuela;
 - 9 in Sub-Saharan Africa: Angola, Cape Verde, Gambia, Guinea, Guinea-Bissau, Namibia, Democratic Republic of the Congo, Sudan and South Soudan;
 - 7 in North Africa and the Middle-East: Algeria, Egypt, Iraq, Jordan, Lebanon, Syria and Tunisia;
 - 5 in Asia: Afghanistan, Bangladesh, Cambodia, Timor-Leste and Vietnam.
5. In this last group of countries, **some of the AECID's Overseas Cooperation Units - UCEs** (Technical Cooperation Offices - TCOs, Cultural Centers and Training Centers) **will shut down** while other UCEs will be

redesigned in order to integrate new functions, including management of regional and thematic programs, humanitarian action, etc. In some cases, they may be transformed into **Regional Offices** to carry out some of the following functions:

- Managing support programs for regional cooperation, specifically through regional integration instruments (such as the SICA in Central America or ECOWAS in Western Africa).
- Coordinating progressive closure of the programs in several countries of the region. This implies backing responsible closure processes (finalization of programs, delegated cooperation if necessary and UCE closure, assuming responsibilities in terms of monitoring running projects and programs, etc.).
- Supporting management of interventions in countries of the region where there are no UCEs.

In relation to these offices, **regional programs** will be reviewed during this time period, with the purpose of improving the effectiveness of this complementary intervention modality (please refer to III.4).

We must underline the fact that selecting the partner countries is not the only step in the process of geographical concentration, as we then need to redirect the programs in these countries. This will take place within the framework of the dialogue with the partner country, other donors and actors of the Spanish Cooperation, eventually leading to the definition of **differentiated strategies** for each country. This change in direction suggests the need to rationalise resources, for instance by focusing on obtaining fewer results and adjusting the instruments that are used.

For example, **some High Middle-Income Countries will design differentiated strategies based on a horizontal model of cooperation**, with a special focus on contributing to Global and Regional Public Goods and using instruments



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such as Triangular Cooperation or others that are linked to knowledge exchange, innovation, research and development. In the cases where it is decided to shut down the country program, an Exit Plan will be elaborated in consultation with the partner country and other actors of the Spanish Cooperation. In each Phase-out Plan, several important points will be defined: the decreasing evolution of the budgetary framework, the decision to not initiate new activities, a strategy to conclude existing programs, as well as suggestions on the structure's evolution (i.e. staff reorganization, delegating responsibilities to the Regional Office or to another donor, etc.). It is worth mentioning the fact that closing the country programs that are currently running does not prevent the SC from maintaining simple cooperation schemes with these partner countries. Yet it will be necessary to define programming mechanisms and limit the extent of the collaboration and set goals to be met and instruments to be used.

III.3. WE WILL EMPLOY DIFFERENTIATED STRATEGIES BASED ON DIVERSITY AND HETEROGENEITY OF PARTNER COUNTRIES

Designing differentiated programs that take into consideration each country's specific context, the Spanish Cooperation's experience in that country, the performance of other donors and a number of other factors, constitutes an equally (or even more) complex task than selecting the countries where the SC is going to work. Hence, the IV Master Plan must reach another result, that is: clearly **differentiate between country programs** based on these factors. This objective is particularly meaningful when cooperating with Middle-Income Countries, which receive a considerable share of Spanish ODA, but is also relevant for Lower-Income Countries and States in situations of fragility.

BOX 7. HOW OTHER DONORS APPLY THE DIFFERENTIATION PRINCIPLE

Members of the DAC are increasingly incorporating a differentiation approach when defining their strategic stakes in the medium term. Nevertheless, there is no consensus on what this implies in general terms, nor is there one on its operational implementation. Normally, this principle is used when approaching cooperation with MICs, and within this wide and heterogeneous group of States, the so-called emergent economies. As a result of this, different work models with MICs have been established.

The European Union is the donor that has advanced the most in articulating a differentiation approach with its program entitled: "An Agenda for Change" that was endorsed by Member States in the Conclusions of the EU Council in May 2012. This approach was developed by the European Commission's proposal for the Multiannual Financial Framework 2014-2020, through the "graduation" of 19 countries from bilateral cooperation in the Development Cooperation Instrument (DCI) and with the creation of the Partnership Instrument to collaborate with MICs in new areas of work.

Meanwhile, Germany has been using the concept of "anchor countries" for several years to refer to regional leaders – such as Brazil in Latin America – who would be suitable partners for Germany in its quest to address Regional and Global Public Goods and to lead a cooperation strategy increasingly focused on mutual interests.

In its last strategic document, France mentions the launch of differentiated partnerships. This vision is reflected in specific approaches for working in different regions, in emergent economies and in States experiencing crisis situations. For each region, general data are provided to support the French cooperation's approach, to describe the main strategic targets, sectors and modalities and to facilitate an overall indication of budgetary contribution. Some regions are also divided into sub-regions and countries.

What does **differentiation at the country level** refer to? It basically refers to establishing a cooperation strategy with each partner country that takes into account the volume of ODA and main results and modalities (see Section 7 for other donors' methodology for achieving this). The Spanish Cooperation's approach is inspired by the EU's Agenda for Change, which is based on the following criteria:

1. The country's needs, which are assessed using indicators such as socioeconomic trends, size of the economy, as well as factors of vulnerability of population groups and signs of fragility.
2. The country's capacities, measured according to its capacity to generate sufficient financial resources (especially domestic ones), access to other financial sources, private investments and natural resources, and depending on quality of public management (including its capacity to absorb external funding).
3. Commitment to and performance in terms of major development goals (besides issues related to democratic governance and political economy), and in the implementation of a rights-based approach.

4. Potential impact of the Spanish Cooperation, according to the analysis on the possibilities of promoting and creating policy changes in favor of development.

The use of criteria to differentiate ODA is not new, yet **this concept has acquired increased importance among donors over the past few years. This is true for several reasons:** the will to improve effectiveness by means of reducing geographic dispersion; interest in establishing an approach more clearly focused on development in the geographic realm and/or to increase efficiency, sometimes linked to a reduction in the volume of aid.

There are three **types of differentiation** depending on the purpose/design/goal. The first type of differentiation consists of choosing the countries on which the ODA will be focused, which has been achieved in this Master Plan with the list of 23 partner countries. The second type of differentiation determines the volume of ODA earmarked for each country. The third form of differentiation, which is the most complex one, concerns the efforts needed to better guide country programs in terms of sectors and subsectors and in the use of instruments and approaches.

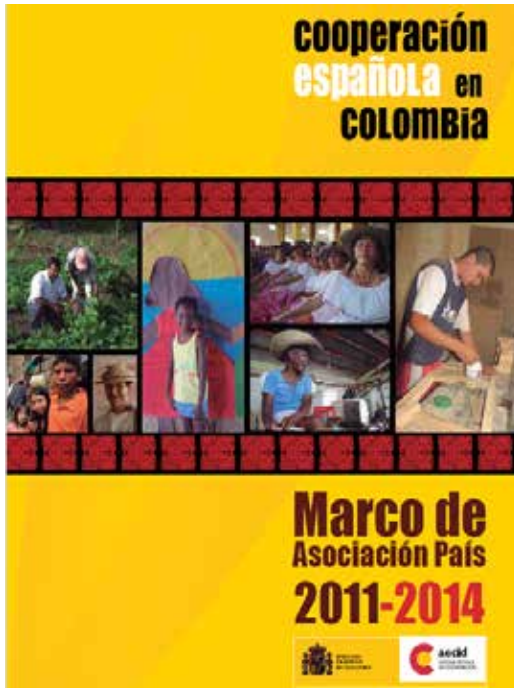
The SC's differentiation strategies will result from dialogue undertaken with partner countries, and consultations with other donors and actors of the system within the process of establishing Country Partnership Frameworks (CPF) - which incorporate the civil society's perspectives. Also, we must review the CPFs approved in previous years to adapt them to the new context and reorient the programs in the light of the priorities of the current Master Plan.

For the Spanish Cooperation, the **differentiation** - according to its profile of intervention in the **different regions** - marks another important level of analysis that is a reflection with a specific trajectory. In that sense, we could draft guiding



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documents where we analyze issues such as the relative volume of our ODA, the institutional presence, ability to negotiate with partner countries, the existing framework for coordination among donors, the range of available modalities and instruments, etc. This level of regional differentiation is very useful to determine the SC's potential or capacity to promote certain results linked to Regional Public Goods (water, environment, etc.) or areas of common interest (for example, institutional strengthening).

The will to cooperate with Middle-Income Countries is a topic that is deeply related to differentiation and where Spain plays a significant leadership role. As the number of MICs has been increasing, this point has been gaining increasing importance. Nevertheless, the debate on this subject does not take into consideration the high degree of heterogeneity that characterises this group of States. For that reason and based on its experience in Middle-income regions, the SC could go back to lead a reflection process - throughout the

international community - on the need to maintain support to MICs and, especially, on the best ways to work with them.

The Spanish Cooperation's performance in Middle-Income Countries suggests that differentiation involves a renewed drive for innovation, a subject that has been gaining relevance among debates on development since it can significantly contribute to building a fairer and more diverse global society. Lately, differentiation has been identified as one of the sources of economic growth, development and social cohesion. It seems especially pertinent for our work in regions like Latin America.

During this period, the SC will advance in the following areas of work related to innovation:

- a. Strengthening human, physical and institutional capacities of the developing countries' national innovation systems
- b. Research and innovation on major themes that are relevant to developing countries
- c. Business innovation to satisfy the developing world's needs

Different actors will participate in designing strategies to develop innovation (public and private sector, civil society, communities, academia) that, in many occasions and through networks, will provide the backbone of national innovation systems.

III.4. WE WILL IMPROVE COORDINATION OF REGIONAL PROGRAMS

A striking particularity of the Spanish Cooperation lies in its investment in spreading regional cooperation and integration processes throughout different regions of the world as a complementary way to contribute to development goals. Aside from their intrinsic value, regional programs that have been set up contribute greatly to a more comprehensive action in a

setting characterized by budget reductions/cuts and geographic concentration processes (especially in Latin America, but also in the Maghreb or Sub-Saharan Africa). At this new stage, the challenge is to reach an enhanced consistency with other interventions so that the SC's effectiveness as a whole may be improved.

Far from being new for the Spanish Cooperation, since it has proved being a strong support to the Latin American integration for over two decades by developing concrete and consolidated working instruments in collaboration with institutions of the region (for example with the Central American Integration System - SICA). Over the past years, this same impetus has reached Sub-Saharan African countries. During this period, the SC is trying to develop a regional framework to guide its actions in North Africa (for instance, by accompanying the democratic transition of the so-called "Arab spring" countries). In spite of the complex environments, regional integration processes and cooperation in priority regions for the Spanish Cooperation will gain relevance/weight when putting into practice some of the SC's own guidelines during the 2013-2016 period. Reinforcing integration and its legal and institutional framework has already proved its worth to help consolidate management structures and systems of the Member countries' public sectors. It has also proven its capacity to provide a more efficient context to create economic opportunities to participate in the international economy, to diversify livelihoods in rural areas and to promote social dialogue for an inclusive and sustainable growth.

Likewise, the SC has participated in advanced and valuable initiatives to ensure the provision of public goods, relying on regional integration plans and/or innovative frameworks for regional cooperation. Experiences drawn from the Spanish Cooperation's support to the Latin American and African integration processes (with the CAIS, the Andean Community, MERCOSUR, CARICOM and ECOWAS) in matters of security, promotion of agreements reached on gender equality, or in

the fight against vector-borne diseases (dengue fever and malaria), shows the possibilities that a coordinated coalition of actors offers. Regional or sub-regional frameworks of action facilitate such opportunities. These initiatives often create coordination platforms of bilateral cooperation agencies, multilateral cooperation organizations, private stakeholders and even civil society representatives.

Regional programs may also be considered a tool to support the aid effectiveness agenda. Regional integration processes significantly contribute to the member countries' ownership of national development strategies and policies – as they are included in regional initiatives. The united and coordinated action of countries strengthens the joint promotion of development goals by enhancing the capacity of partners to align common aims to their own goals and to lead a more efficient mobilisation and use of resources. Moreover, if institutional strengthening lies at the core of these programs,



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it allows for setting a framework oriented to results and mutual accountability.

Integration also acts as a favorable ground for cooperation among developing countries for sharing experiences and for taking advantage of good practices. The Spanish Cooperation's

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support to regional programs has allowed for good practices of certain countries to contribute - through regional schemes - to improve the policies of neighboring countries. As concluded by a recent evaluation of the SICA Program, this support to regional programs has also inspired other regional initiatives and motivated their promotion.

We will ultimately focus on systematising opportunities of reviewing regional programs and we will develop their full potential so that they can be used as instruments of the Spanish Cooperation during this time period. We must analyze the programs' effectiveness and their ability to adequately respond to institutional changes at the regional level and to variations in the adopted approach (that both require increased flexibility and inclusiveness of the actors involved), as has been proved in the South American case.

III.5. WE WILL BE MORE SELECTIVE AND EFFECTIVE AT THE MULTILATERAL LEVEL

In the past few years, multilateral cooperation has taken a leap, in terms of both volume and activity. Within multilateral forums, Spain has consolidated its position with the elaboration of two documents: the Multilateral Strategy of the Spanish Cooperation (that was agreed upon in 2009) and the III Master Plan of the Spanish Cooperation 2009-2012. These two documents determined the priorities that the Spanish multilateral policy would follow at the time, in compliance with the Paris Declaration and the Accra Agenda for Action.

In the 2013-2016 Master Plan, general priorities of multilateral action had to gather the lessons learned from our previous multilateral experience and incorporate the principles of aid effectiveness agreed on in Busan, as well as recommendations formulated by the OECD's Development Aid Committee (DAC). In the same way, we must take into account the present economic context and grant greater relevance to aid effectiveness, accountability and transparency.

In order to reach the general objectives established in Busan, the Spanish multilateral cooperation will be guided by four priorities:



1. **Focus:** following the observed evidences and received recommendations, Spain must focus on multilateral bodies that, apart from sharing common objectives with the SC, have proved to be more effective in high-priority thematic and geographic sectors for Spain. In short, it should concentrate efforts on multilateral bodies identified as high-priority and with which Spain has already developed strategic partnerships. The main reasons for this are

firstly: the need to enhance impact and, secondly: the will to carry out more exhaustive monitoring and evaluation of Spain's contributions to multilateral institutions involved in development.



2. **Effectiveness:** requires selecting multilateral institutions where the Spanish Cooperation's action has proven to be more effective, also considering the organizations' own effectiveness. In addition, it implies driving global processes that have demonstrated impact in reaching main targets like national ownership, alignment with national priorities, transparency and cost-reduction. The UN development system reform is an example of this.
3. **Mutual Accountability:** Spain's demands to multilateral institutions must be paired with greater responsibility of Spain as a donor. For the institutions that are recipients, it is important that Spain acts in a predictable manner. This is one of the aims of the Strategic Partnership Frameworks that also requires the implementation of control mechanisms, evaluations and accountability. Likewise, Spain must practice serious discipline and comply with internationally acquired principles, avoiding fragmentation of resources.

4. **Participation:** ensuring adequate participation of the Spanish Cooperation in open negotiation processes within different multilateral entities and forums will be key, in the international political agenda, monitoring currently implemented funds, or funds that will be newly implemented during this time period.

In the next few years, it will be especially relevant and a top priority for our cooperation to participate in:

- **MDG conclusion agenda and the post-2015 process.** Spain has been one of the main promoters of the MDGs, and must now actively participate in this debate providing also its relevant experience in the field of cooperation (refer to Section 1). We must mention the UN development system reform process, where Spain has actively participated through the "Delivering as One" initiative and the UNDP/Spain MDG Achievement Fund. Spain should keep fostering these tools by maintaining an active participation in negotiations where decisions are made. The country's participation in the international agenda will also be closely linked to the international financing for development agenda, during the next review of the Monterrey Consensus. Many of these perspectives are part of a **common EU position**, which is why it will also be a priority for our cooperation system to scale-up participation in the political agenda led by the EU and the presiding Member State at that moment.
- The **G20** and, particularly, the **Development Working Group**, with a multiannual action plan set by G20 leaders in 2010 and promoted by each one of the presidencies. Ever since its creation, Spain has very

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greatly contributed to this instrument by coordinating the domestic resource mobilization branch as well as actively addressing food security concerns.

- Regarding the **OECD's DAC**, we will direct our attention to designing the governance scheme for aid effectiveness and the monitoring system of post-Busan commitments.

meant to play in partner countries, the institutional framework previously depicted sets the stage for a new structure for institutional relations between the EU and its Members States. However, this structure is still being defined and will not be consolidated until the new DCI Regulation (financing instrument for development cooperation) comes into force in 2014 and allows putting into practice the (simpler) **programming** model and the (more ambitious) coordination model suggested by EU. Spain will participate in the European policy definition program, as well as in the implementation of the Agenda for Change.

We must keep implementing multilateral cooperation policy and action in a coherent way, building on past experiences, guaranteeing that attained achievements are consolidated and that findings are taken into account. Therefore, it is important that the following processes and lines of action are developed:

- At the **European Union** level, several measures have set the path towards a cross-cutting development policy integrated into the EU's foreign policy, with the purpose of improving coherence and effectiveness. These measures are the following: the adoption of the Lisbon Treaty, the establishment of a High Representative/Vice-President for the Commission and the creation of a new Directorate General (called DEVCO EuropeAid). Together with the reinforced role that the EU Delegations are
- We will consider lessons learned, recommendations and other aspects mentioned in the **evaluation of Spanish multilateral cooperation** (carried out in 2012) when making decisions in this area, including contributions to international institutions.
- We will review **Strategic Partnership Frameworks** (SPFs) jointly with international institutions, as these are **mechanisms that apply to** the previously mentioned criteria: concentration, predictability, monitoring, evaluation, responsibility and participation.
- We will improve **coordination**, starting with allocating sufficient material and human resources to be able to adequately monitor Spain's multilateral partners. This



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action will have to be complemented with steps aimed at enhanced internal coordination between the different departments that comprise the Ministry of Foreign Affairs and Cooperation. We will also have to improve external coordination with other Ministries that are competent in the matter (especially the Ministry of Economy and Competitiveness – MINECO) as well as with Spanish Autonomous Regions.

- Strengthening mechanisms for dialogue and information exchange between the EU and the Spanish Cooperation - at the headquarters and in the field – is a specific aspect to be improved.
- We will scale up **complementarity** with UN Agencies' planning in partner countries and with our bilateral CPFs. This will be carried out through an efficient bidirectional flow of information and thanks to our participation in the Executive Boards of the institutions we are present in.
- In **Multilateral Financial Development Institutions**, we will take advantage of all the new opportunities that arise from FONPRODE Law. Among other measures, it will allow to conduct operations using specific thematic trust funds in International Financial Institutions, or to identify credit or investment interventions that aim at reaching maximum impact in SC objectives.
- In **Multilateral Non-Financial Development Institutions**, we will work to maintain Latin America's position - in a balanced way - as recipient of multilateral funds by means of strengthening regional programs and specific funds in global organizations, as well as in some regional organizations.
- In relation to the **European Union**, taking into account its new institutional framework and strategic direction (whose main guidelines are included in its Agenda for Change), the Spanish Cooperation must consolidate its performance by focusing on two major priorities: (i) the active search for operational complementarity; and (ii) the intensification of joint work, making the most of opportunities to leverage additional resources (Regional Investment Facilities, delegated cooperation, etc.).



III.6. WE WILL STRIVE TO ESTABLISH MORE STRATEGIC RELATIONS WITHIN THE SYSTEM

The Spanish Cooperation has normally collaborated with a wide range of actors, yet in a sort of fragmented way. One of the elements capable of improving our performance's impact

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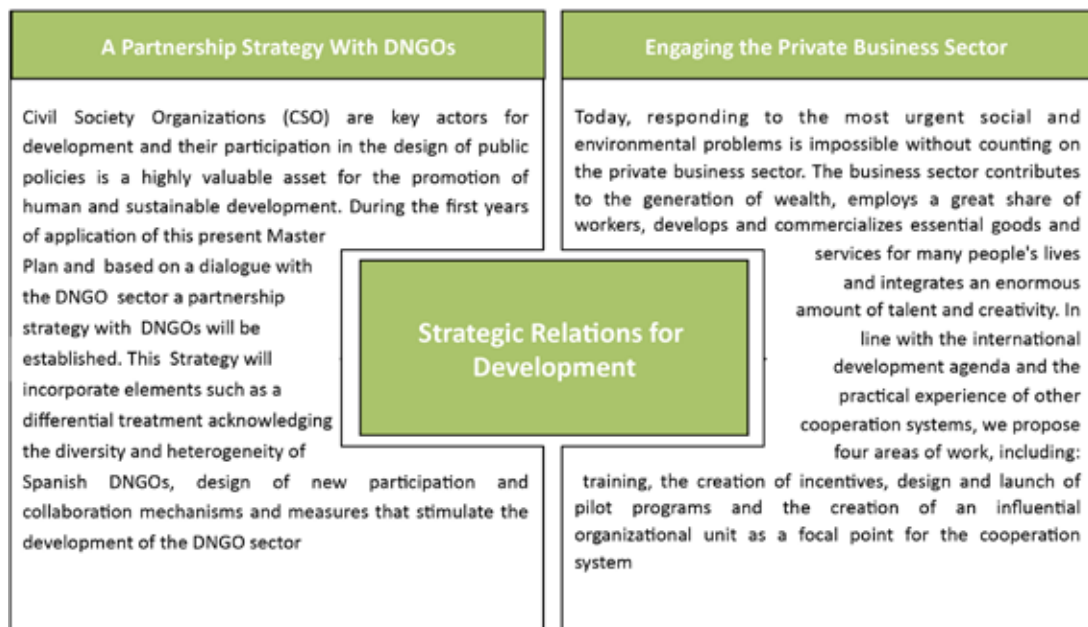
is related to building more solid and lasting relations with other cooperation actors, as a way of complementing relations established with partner countries and multilateral bodies and to help take advantage of the added value of each one in the quest to achieve common goals. For this to happen, we will clearly determine objectives and assign responsibilities. We will make an effort to better integrate each actor's capacities and experience and to foster synergies and complementarity between their strategies.

On the other hand, reinforcing collaboration with the "non-traditional" actors of our system, such as emerging donors, private foundations or the business sector, is also a key point. The presence of these "new actors" opens windows of opportunities for the Spanish Cooperation enabling it to: support South-South initiatives; increase the number of

relevant actors involved in regional challenges; leverage additional resources or confront complex challenges using a more comprehensive and multidisciplinary rationale.

Finally, a more strategic dialogue should be encouraged among actors of the current system, not only on the management and funding aspects of programs, but also based on a better definition of each stakeholder's contribution within the system and added value in tackling the challenges that the SC will face over the next few years.

Detailed next, we will lay out essential elements of collaboration with the system's internal **actors**, concentrating on two elements of change: the **involvement of the private sector** and the need to define a partnership strategy with **Spanish DNGOs**.



III.6.1. A Partnership Strategy with DNGOs

Civil Society Organizations (CSO) are key actors for development and their participation in the design of public policies is a highly valuable asset for the promotion of human and sustainable development. The Accra Action Plan, the European Consensus on Development and its Agenda for Change and, more recently, the Busan Global Partnership (2011) all acknowledge this fact.

This reflection directly concerns CSOs of the South and the North (including DNGOs within this last group) and must be addressed differently depending on the type of organization. In the Spanish case in particular, one of the recommendations of the last OECD DAC Peer Review of the Spanish Cooperation (2011) referred to the need to elaborate a work strategy with DNGOs and to clarify the purpose and scope of this collaboration. It also advocated for further defining used funding instruments in order to ensure that ODA channeled through Spanish DNGOs is actually carried out strategically and with guaranteed results.

That is why during the first years of application of this present Master Plan and based on a dialogue with the DNGO sector (taking into account its stances - among others, those described in the document entitled "Contributions of the Coordinator of DNGOs to the IV Master Plan" of 2012), a partnership strategy with DNGOs will be established, incorporating the following elements:



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- Definition of the different roles they can play in terms of development policy. We will need to highlight their role as liaison organizations and agents who help build stronger CSOs in developing countries.
- Acknowledgment of the diversity and heterogeneity of the Spanish DNGO sector and the consequent need for differential treatment, while guaranteeing equal treatment and nondiscrimination (two guiding principles for the allocation of public funds).
- Design of new participation and collaboration mechanisms, or development of existing ones by pushing for more effective roles.
- Review of current funding mechanisms (not only those managed by AECID, but also those administered by autonomous regions and local authorities). Analysis of possible improvements and design of innovative instruments that effectively respond to priorities set in this Master Plan.
- Measures that stimulate the development of the DNGO sector in the following aspects: enhanced participation in areas of work where it has normally been limited

(multi-stakeholder initiatives, private sector, programme-based aid, research and innovation, result-oriented management, etc.), diversification of financial resources and broadening of the social base.

- Operational measures that facilitate DNGOs' work in partner countries.

To design the strategy, an ad-hoc working group will be created. It will be comprised of representatives of the public administrations, of the Spanish NGO Coordinator (CONGDE) and of the DNGOs themselves.

On the other hand, during the period of validity of this Master Plan, the **Aid Workers' Statute** will be studied and, if necessary, it will be reinforced. For that reason, we will have to consider (among other aspects) conclusions and shared recommendations of the communication on regulation applicable to aid workers, which was approved by the Senate's Cooperation Commission in 2011.

III.6.2. We will involve the private business sector as a partner for the promotion of human development

The business sector contributes to the generation of wealth, employs a great share of workers, develops and commercializes essential goods and services for many people's lives and integrates an enormous amount of talent and creativity. The business sector, play the role of organizational units dedicated to industrial or commercial activities, or to the provision of services with the aim of making profit, is a recognized stakeholder of the Spanish Development Cooperation system. In addition, the business sector has been involved in cooperation for many years and throughout different activities (as a partner in philanthropy, as a recipient of funding, as a subject-matter of development, with evaluations of business activities, etc.). Nowadays, responding to the most urgent social and environmental problems is impossible without



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counting on the private business sector. Enterprises can play a significant role in the Spanish Development Cooperation system, including those of partner countries, especially in those areas related to promoting the economic fabric.



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The IV Master Plan takes on the challenge of moving towards a cooperation system with an increasingly flexible structure and enhanced capacity of adaptation. Both elements favor collaboration between the business sector and the rest of the system's stakeholders.

From the perspective of increasing coherence of development policies, the SC is also committed to influence the internationalization process of the Spanish enterprises in partner countries, so that these can get the necessary incentives and support to be able to act responsibly; contribute to the MDGs and, in the end, defend and protect human rights throughout the communities.

For this new period, the Spanish Cooperation should definitively work to be included in the group of donors with most experience in this matter, participating actively in joint initiatives, learning from the practical experience of other national cooperation systems and providing differential

value in the sectors in which our country is an internationally acclaimed leader.

Four main areas of work have been defined to increase participation of the business sector in the Spanish Cooperation system, while adopting this perspective of collaboration and partnership with the rest of the system's stakeholders:

- **Communication, training and capacity-building**

Communication and training activities that contribute to make the business sector's representatives understand the potential of their contribution to human development.

Reciprocally, we are considering actions for other actors to acquire capacities for dialogue and establishing partnerships with the business sector.



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- **Creation of incentives and development of a proactive environment**

Aside from risk-reduction (including the so-called "social licenses to operate"), companies dispose of incentives to enhance their impact - from a development standpoint - such as access to broader markets and improved corporate image, innovation, or meeting increasingly demanding social expectations.

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Design and implementation of a set of measures that push companies to launch initiatives that contribute to development and cooperation objectives in a significant and specific way.

- **Design and launch of pilot programs**

Launch of specific initiatives that help build practical experience in certain business sectors with a strong international projection in SC partner countries. The renewable energy and agro-industrial sectors could be particularly interesting, due to their importance for development and to existing experience in those fields.

- **Creation of an influential organizational unit as a focal point for the cooperation system**

Experience gathered from the previous Master Plan - and from other donors who are exemplary for their work with the business sector - reveals that it is advisable to set up a department integrated in the MFAC's structure to work with the business sector, with the scope of favoring the work in cooperation with other actors.

III.7. WE WILL BASE OUR PERFORMANCE ON ACQUIRED LEARNING AND KNOWLEDGE

Adequate knowledge management is crucial for the continuous improvement of any organization. Advancing in this direction is still one of the greatest challenges for the Spanish Cooperation system. In general terms, we may conceive knowledge management as a complex process comprised of several interrelated components. These include: generating relevant knowledge; detecting it and systematizing it (in a useful way); disseminating this systematized knowledge and making it available to the different kinds of actors (by setting up networks for mutual exchange and learning); and finally, adapting and applying knowledge to new contexts as well as obtaining feedback from the system. For this task, the TICs will play a fundamental role as a management tool that will significantly contribute to the sustainability of our cooperation system, by considerably improving efficiency ratios. The Spanish Cooperation has carried out some groundbreaking experiences in this area. It is now a matter of being able of consolidating and disseminating them. This challenge will provide us with



a leadership position in knowledge management within the field of international cooperation.

The Spanish Cooperation relies on different sources of knowledge, including: the practical experience of its different actors, networks of experts, information drawn from monitoring interventions, studies and research, conclusions and recommendations issued from evaluations and the comparative analysis of the experience of other donors and partner countries.

Given this diversity of sources of knowledge, improving knowledge management should not be seen as a separate task, but as the sum of all these different inputs. Knowledge management is closely linked to the effective availability of relevant information and to the development of the technical skills and means necessary to share and use knowledge proceeding from our own system as well as to assess and assimilate knowledge produced by others. Moreover, knowledge management highly depends on the creation of appropriate channels that facilitate both the dissemination of lessons learned and the generation of learning among the different actors.

By the same token, we must remember that results-based management is an ongoing process that aims at improving performance and, in the end, at attaining demonstrable results. It calls for feedback, learning and constant improvement,

which means that planning and implementation must be reviewed on a regular basis, modified and adapted accordingly (depending on contextual changes and on lessons learned from monitoring and evaluation). Yet, it also assumes that, right from the start, interventions are conceived with a global perspective, meaning that relevant information is collected in a systematic and organized way from the first moment on, and that the monitoring and evaluation phases are integrated into the global planning process.

The III Master Plan made possible for the Spanish Cooperation to improve the integration of the MfDR methodology and to extend the culture of evaluation among its actors. However, although the number of evaluations has considerably increased during this time period, certain gaps prevail throughout our cooperation system and along the different phases of our interventions. These gaps complicate identifying and extracting lessons learned and prevent us from achieving effective feedback from the knowledge produced.

For all the above reasons, we must work towards the consolidation of a system to manage and capitalize on knowledge. Steps taken in this direction will help us constantly to ameliorate the quality of our cooperation system, while favoring greater transparency. This system will comprise the following scopes:

- Strengthening the information systems.
- Improving monitoring with the inclusion of orientation to results.
- Reviewing the Evaluation Policy to raise quality and utility of evaluations and improve coordination between the different actors of the system.
- Reinforcing the evaluation function and promoting collaborative work inside the Spanish Cooperation system, as well as with our partners.
- Promoting research and studies on development.
- Fostering knowledge-generation in partner countries.
- Systematizing and disseminating learning.

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III.7.1. Information Management

In order to ensure adequate follow-up, to support the decision-making progress and to facilitate inputs for evaluations and knowledge management, collecting data in an organized manner and integrating it into systems that guarantee accessibility to relevant, trustworthy and updated information is crucial. Furthermore, intensive use of information supports results oriented management and increases efficiency of resource management. It is also an essential element to guarantee transparency and accountability.

To move forward in this direction, we will launch the following actions:

- Experience exchange and promotion of greater coordination in terms of information management inside the Spanish Cooperation system regarding other donors as well as partner countries.
- Consolidation of "Info@od": as the Spanish Cooperation's online data collection and publication system.
- Reinforcement of AECID's "Plan SIGUE": Information System Plan for Unified and Strategic Management. The AECID's internal management software, also used with the aim of facilitating access to information.



III.7.2. Monitoring Linked to MfDR

Constant monitoring and regular reviews are key to know if actions are being implemented according to what was initially planned and to verify if intended results are on the way to being attained. In addition to this, adequate monitoring must enable to detect changes in the context and to validate the logic behind the interventions. It must provide well-founded information in case these interventions need to be adjusted or reformed. As previously indicated, information generated through systematic monitoring also delivers fundamental inputs for evaluations, contributing to increase transparency and enhance accountability.

During the period of validity of this IV Master Plan, the Spanish Cooperation must keep making progress in strengthening monitoring systems and in adapting them in order to fulfill Spain's commitments on aid effectiveness and quality. To that end, we must take into account the targets set at the different levels of planning, as well as the specific characteristics of the different kinds of actors.

To achieve this goal, the MFAC will launch a series of actions, where will be fostered the participation of the different actors of the SC:

- Promoting specialized training in monitoring oriented to MfDR.
- Comparative analysis with other donors' systems, and elaborating and distributing manuals and methodological guidelines. These include standard reports and monitoring sheets that can be used as common references by the group of actors that make up the Spanish Cooperation.
- Reviewing the Strategic Partnership Agreements undertaken with international institutions and the CPFs to ensure the inclusion of the tools needed for adequate monitoring and that highlight the SC's contribution to development results.



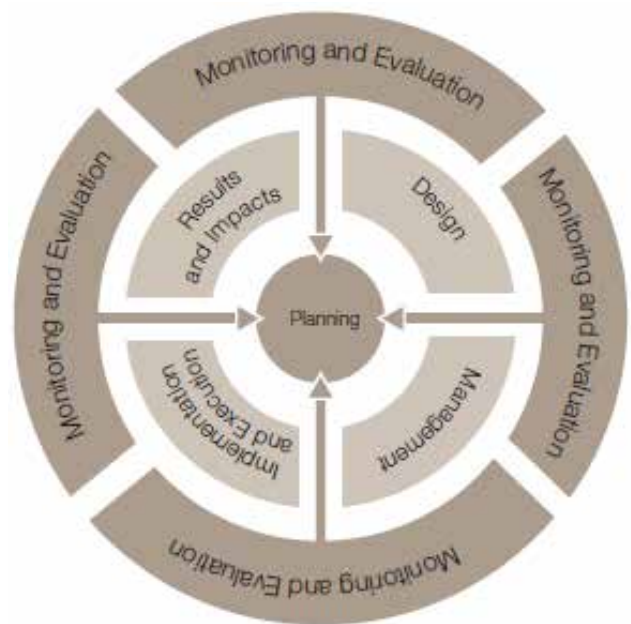
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- Establishing a results-oriented monitoring system in the AECID. Starting off with monitoring projects, programs and initiatives (including those that require a differential treatment due to their specificity). This system will enable us to aggregate information at each level of planning (by countries, sectors, regions, etc.).
- Within the AECID's network of focal points, naming people in charge of monitoring and evaluation. Review of coordination and exchange of information mechanisms among actors of the Spanish Cooperation. This would help us to build a monitoring structure integrated into our cooperation system as a whole.
- Strengthening capacities and monitoring systems of the SC's partner countries.
- Promoting dialogue with partner countries and other donors for enhanced harmonization of monitoring mechanisms, so that they facilitate coordination and collaboration and allow for full optimization of available resources and sources of information.

III.7.3. Evaluation for Continuous Improvement

Evaluation is a systematic and planned process of data collection that aims at analyzing, interpreting and assessing - in a critical and objective way - a Development Cooperation intervention, policy or strategy (including its design, implementation, management structure and yielded results).

In the specific case of the Spanish Cooperation, evaluation must be considered a relevant activity to understand our ODA's functioning, its products, results and impacts. The main goal is to produce useful knowledge and build on acquired learning. In addition, evaluation may contribute to the continuous improvement of management and accounting



mechanisms. Evaluations also help making informed decisions and, ultimately, enhance the effectiveness and quality of our interventions, which contributes to attaining development results. However, increasing the number of evaluations remains insufficient: we must adopt a more selective and strategic approach so that available resources are optimized and relevant conclusions and recommendations can have greater practical impact.

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Evaluation allows the use of different theoretical and methodological approaches and of a vast range of techniques. The choice of ones over the others will fundamentally depend on the objectives of the evaluation and the questions it is meant to answer. Depending on the phase of the process that the analysis focuses on, we may either use: design, process, results or impact evaluations.

The evaluation of the Spanish Cooperation will take into account this diversity of approaches and outlooks and will also develop specific tools to guarantee the integration –to its activity - of perspectives that respect human rights, gender equality, environmental sustainability and cultural diversity.

In order for evaluation to achieve a more effective feedback of the system, the following actions (directed to all the actors of the Spanish Cooperation) will be tackled:

- Strengthening the institutional integration of monitoring and evaluation systems through the creation of stable working groups on this matter within the advisory and coordination bodies of the Spanish Cooperation.
- Reviewing the SC's Evaluation Policy. This process shall be driven by the SGCID, yet it shall involve the participation of all relevant actors. Among other aspects, the review must tackle the following elements: purposes of the evaluation, ethical principles, cross-cutting perspectives, incentives to promote the culture of evaluation, guidelines for the distribution of evaluation reports, management of learning drawn from evaluations and, finally, accountability mechanisms. The structure of the evaluation system must also be analyzed (including the process followed to formulate multiannual evaluation plans and criteria to determine the subjects of the evaluation, which should both be defined).

- Based on criteria and procedures previously defined by the SC's Evaluation Policy, the SGCID will elaborate multiannual evaluation plans that cover the information needs of the SC's different actors and of our partners, while allowing to structure the implementation of the evaluations in a more strategic and organized way.
- The SGCID will publish and disseminate an annual report on evaluations carried out on the Spanish Cooperation including the systematization of the main lessons learned and an executive summary of each one of the evaluations.
- Reinforcing dissemination of the evaluations' results and elaboration of tools that facilitate the systematization, dissemination and adoption of recommendations



and learning. This includes following up the actual implementation of recommendations by setting up a system to monitor responses.

- Systematizing the inventory of evaluations financed with Spanish ODA and creating a public access database.
- Reviewing evaluations carried out by the different actors of the Spanish Cooperation between 2005 and 2012. Furthermore, the SGCID will carry out a meta-evaluation of a significant number of them. With the purpose of reviewing their quality, extracting lessons learned and setting standards that can serve as references for the Spanish Cooperation system.

- Updating existing manuals and guides; promoting training and research on evaluation; and supporting the systematization and dissemination of approaches, perspectives and methodologies. Aside from the MFAC, universities, research centers, experts and DNGOs will play a major role in the Spanish Agency for the Evaluation of Public Policy and Quality of Services (AEVAL) for this measure to be implemented.
- Promoting joint evaluations and fostering contexts for experience exchange and mutual learning among the different actors of the Spanish Cooperation.
- Improving coordination mechanisms between AECID and SGCID in matters of evaluation and strengthening AECID's institutional capacities in this field (throughout its central services and its network of focal points).
- Strengthening capacities and monitoring systems of the SC's partner countries.
- Promoting dialogue with partner countries and other donors to advance in the harmonization of evaluation mechanisms, to facilitate coordination and collaboration and allow for full optimization of available resources.

III.7.4. Development Research and Development Studies

If our wish is the IV Master Plan to be knowledge-intensive and correctly managed as previously explained, we cannot ignore the fact that development studies and development research constitute two of the major sources of knowledge. As mentioned in the 2005 UN World Summit final declaration, science and technology perform a crucial function in the attainment of the MDGs. Hence, international support is essential in permitting developing countries to benefit from

technological advances. Yet supporting research directed to the specific needs of developing countries and backing our partner countries' efforts in promoting national strategies on human resources, science and technology is not enough: we must also combine our own capacities in terms of Research, Development and Innovation (R+D+I) with those of our partner countries' centers. This type of research represents our comparative advantage as donor country and it is usually



referred to as Development Research. **Development Research** can be defined as the specialized research area that encompasses the set of knowledge generation activities that address the reality of development problems, in any possible aspect, disciplinary field or level of analysis. Besides, if we also wish to be part of the most active and prestigious group of donor countries within the international community, we must gear our efforts, just as these donors do, towards building a critical mass of research personnel and specialized centers on **Development Studies** for the future.

For that reason, improving the quality of the Spanish Cooperation to renew its profile must include actions to stimulate "Development Research, Innovation and Development

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Studies". Development Research and Development Studies are two of the driving forces of development and since they can be promoted in the donor country as well as in the partner country (or in both simultaneously), each proposed line of study might have a domestic and an international branch.

The promotion of quality research will require of three basic inputs: trained personnel with a research background in the specific field, financial resources to enable the existence of technical teams and to carry out studies and agreed procedures to evaluate research and to award merits points to the authors. These will be the three axes that will structure proposals to scale up Development Research, Development Studies and, in general, knowledge transfer in the field of international cooperation:

- A Plan on Development Research and Development Studies will be elaborated.
- We will carry out the necessary studies to decide whether or not to include the area of Development Studies within

- Elaboration of the National Strategy of Science, Technology and Innovation will be concluded, adapting it to the new context. The Working Group on Development Research, Innovation and Development Studies of the Cooperation Council will be consolidated.

In coordination with the Secretary-General for Science, Technology and Innovation of the Ministry of Economy and Competitiveness (MINECO) and within the framework of the Internationalization Strategy of the new National Plan for Scientific Research, Development and Technological Innovation, a proper mechanism for collaboration with third party countries in the field of R+D+I will be defined, in the medium and long-term. This instrument will include Development Cooperation and will take advantage of existing synergies with the Plan on Development Research and Development Studies.

There is no doubt that we are experiencing a complex moment in terms of availability of resources, which is why we will look to set up financing schemes that complement those that can be established with public funds. This will have to be arranged between the relevant public and private representatives in this field.

III.8. WE WILL PUSH FOR TRANSPARENCY AND ACCOUNTABILITY

All public policies must be accountable for their management to the country's democratic institutions and citizens. The Spanish Cooperation must be accountable for the effectiveness and quality of intended development results and report if these are actually reached in the end. This imperative is particularly necessary at this moment to ensure we reach a solid joint commitment on this policy together with the Spanish society.

the next Spanish National Plan for Scientific Research, Development and Technological Innovation.



To be accountable involves an obligation to inform and justify, as well as to provide quality aid, and to take on the consequent responsibilities. In the case of the different actors for Development Cooperation and Humanitarian Action, responsibilities includes three complementary and interrelated dimensions: the clear and appropriate definition of its mission and objectives; the ethical, transparent and efficient management of available resources (respecting legislation in force); and an activity (or products) that directly leads to development results (where its contribution to development impacts can be demonstrated).

According to the principle on accountability of Paris Declaration, which was reiterated at the Busan Global Partnership, accountability is mutual and also entails reciprocal commitments between donors and partner countries. This is why this objective is approached at two different levels: accountability within the actual donor (the Spanish Cooperation) and within the partner country on one hand, and accountability between both actors on the other hand.

Accountability is closely linked to results-oriented strategy, since in a partnership between donors and partner countries, achieved results must be monitored, evaluated and reported, in order for co-responsibility to truly exist on both ends. In the Spanish Cooperation system, the Country Partnership Frameworks are the main mechanism for this aim, but up to now; results have generally not really been addressed, due to limited capacities on both ends and to the lack of available time for these tasks.

Transparency, conceived as the set of procedures that allow all citizens to have open access to available and updated information on ODA expenditures, on the processes related to decision-making and on obtained achievements (information



that can be compared internationally benchmarked), is a key element of accountability.

According to international aid transparency indexes (QuODA 2011), the Spanish Cooperation is considered a lower-average level donor. Although the Spanish Cooperation adhered to the International Aid Transparency Initiative (IATI) and has achieved minimum standards set by this initiative; until now, it has not yet followed the footsteps of leading donors that have created open systems where this type of information is readily accessible.

In any case, **the Spanish Government has committed to advance towards these objectives in several forums**, emphasizing its Action Plan for Open Government Partnership (Partnership for a Transparent Government) that was adopted in 2012 as the contribution of Spain to the Partnership. This plan includes specific transparency and accountability measures in the area of Official Development Aid to be carried out between 2012 and 2013, such as improving the

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information system or publishing annual reports on budgetary management.

The Law on Transparency, Access to Public Information and Good Governance will in general terms be a useful tool for citizens and organizations interested in inquiring on the government's actions in this area. Consequently, they will be able to demand that public institutions be accountable for the obligations they contracted.

Facing the challenge of increasing transparency and improving accountability to its citizens and to partner countries, the Spanish Cooperation has no choice but to lay out **several general measures and concrete improvements to be considered during the period of validity of this present Master Plan:**

- Concerning **accountability**:
 - Within the Spanish Cooperation system, up to now, **accountability** has been constrained to the act of contributing additional information on interventions based on limited available information. **The focus for this period is to adopt a results-oriented approach.** In any case, improvements will go hand in hand with those achieved on the implementation of the MfDR approach (refer to III.1). Thus, in a first phase, accountability would mostly be based on the direct results of the Spanish Cooperation's performance (outputs/products) and on its management results (meaning what is changed within an organization to be able to contribute to broader objectives). Over time, we will integrate development results to the countries where these were defined from a collaborative planning perspective.
- In the same way, **the CPF monitoring process is the opportunity to make progress in terms of**

mutual accountability. For that end, we will design a methodology that provides simple directions that are agreed upon by the actors of the Spanish Cooperation system.

- **Consultative bodies play a major role in the accountability process**, as they carry-out ongoing follow-up of obtained results. Also, the SC's actors could increase transparency of their functioning. In this sense, the Cooperation Council can publish an agreed set of debates and documents (for instance, through a specific space of its website). **Reinforcing the role of Parliament** in this area is also an option. This can be achieved by broadening its access to information on major subjects and issues and by establishing mandatory deadlines for the presentation of information and documents related to planning and monitoring of the Spanish Cooperation. It will also be important to set standard formats to regulate the presentation and contents of this information, in such a way that assessment mechanisms would allow to return documents that are considered to be deficient, and establish the consequent sanction. Finally, scaling up the role of the Inter-territorial Commission for International Development Cooperation in matters of accountability and promoting the creation of a stable working group within the Cooperation Council to monitor and evaluate the SC's performance will be necessary steps to take.
- Accountability is also linked to knowledge management, and as such, **it must be based on evidence derived from the Spanish Cooperation's experience** and from the systematization of lessons learned.
- Finally, we shall underline the **importance of Education for Development** (refer to II.8), since

a citizenry aware of development issues, capable of demanding responsibilities to the Spanish Cooperation's actors and that knows it has a right to information, is the best guarantee for a solid and effective cooperation policy.

- In relation to **transparency**:
 - **Consolidation of "Info@od"** will be a fundamental step in the SC's transparency process. It consists of a



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tool that facilitates coordination among the actors of the Spanish Cooperation for data collection. It is a website open to all citizens and that will be a key element of the Spanish Cooperation system as a whole. It accompanies efforts to meet the international community's most rigorous standards concerning quality of information and that the Spanish Cooperation is committed to reach (for example, by adhering to common and open standards on transparency agreed upon in Busan). In any case, **we shall broaden the spectrum of available information**: not only is it necessary to provide statistics on ODA, but also to inform on the different levels of results

(improving existing information on interventions and to publish information on the results/products achieved in the medium term once this information has been consolidated). We must also reinforce the advertisement systems for contracts, agreements, public subsidies and grants in this area and publish information on non-ODA flows directed to developing countries. To this end, **we will improve coordination between relevant entities** of the Spanish Cooperation system. Since the Spanish model of cooperation is made of numerous bodies that act independently within a common frame, relying on a common information system that allows citizens to access a comprehensive set of information on the SC is essential. This step will allow surpassing difficulties brought upon by the fragmentation of information and that are an obstacle to the effective practice of transparency.

- On the other hand, the Spanish Cooperation, and more specifically the AECID, is making important efforts to develop a **comprehensive information system**, which will bring it to substantially improve availability of data on its performance in the medium term. An example of this is the plan to improve the Spanish Cooperation's communication system where the SC commits to publish the annual reports, country and sector sheets for all its partner countries, starting as 2013. Moreover, it is expected to broaden available information on a regular basis.

- Other actors of the Spanish Cooperation are making remarkable efforts in their area to enhance transparency, such as the Spanish Federation of Municipalities and Provinces (FEMP) in the case of local entities, or the Observatory of University Cooperation for Development. It is important to underline the work of the DNGO Coordinator (CONGDE) on this objective, as included in its

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1998 Code of Conduct. The commitment to transparency is highlighted in its "Tool for Transparency and Good Governance" (Herramienta de Transparencia y Buen Gobierno) whose third edition was approved in 2012.

- To complement previously described measures, we shall endeavor to **publish and explain the logic behind**

all documents related to strategic planning and resource-management, as well as that of the Action Plans of the different public institutions involved in cooperation, and the documents on monitoring and evaluation activities that have been carried out.



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IV. How will we work? Focusing on effectiveness and Quality

IV. How will we work? Focusing on effectiveness and Quality

Effectiveness, along with quality, has been for long one of the aims of cooperation. Donors strive to maximize their impact on partner countries' development process. This implies, mainly, the need to respect leadership of those countries, to contribute to reinforcing their capacities and to assist them in the definition of results on which they are held mutually accountable.

This agenda is constantly evolving, reflecting changes of the international system, the emergence of new themes, a broader spectrum of actors and modalities, lessons learned from experience, etc. At first, its outlook focused on effectiveness of aid (mostly of ODA), yet now, it is centered on the effectiveness of development in a more comprehensive way. This new approach requires emphasizing processes directed by partner countries, working with a more inclusive vision in terms of actors and mobilizing all types of resources to deliver stronger results.

The Spanish Cooperation is firmly committed to the effectiveness agenda. It has clearly demonstrated it by actively participating in the actual elaboration process of the effectiveness agenda, from the Paris Declaration (2005) to the Busan Global Partnership (2011), just to name a few examples of recent international milestones reached in this area. Its commitment is also present throughout its main planning documents and its cooperation policy.

This dedication will stay put during the implementation period of this Master Plan and will even be enhanced considering strong budgetary adjustments, as it becomes increasingly necessary to intelligibly explain our cooperation's *raison d'être* in terms of ethics and solidarity and to demonstrate its real incidence on development and the need to clearly define where public funds will be allocated.



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IV.1. MAKING PROGRESS TOWARDS EFFECTIVENESS AND QUALITY WITH DETERMINATION AND REALISM

In matters of effectiveness and quality, the great project for this period will be to consolidate achievements and to advance in the areas of effectiveness that were hardly addressed until now (especially in accountability, monitoring and evaluation). In addition, we will build the institutional foundations to ensure better support of this agenda and to progressively broaden its reach. This Master Plan starts off using a realistic approach, as it understands that progress will be achieved gradually and it will not be possible to simultaneously face all challenges with the same intensity.

This progressive direction must take into account several processes of the Spanish Cooperation that affect effectiveness. During this four-year term, one of the most interesting processes is concentration, geographic mostly, but also sectoral and multilateral. The objectives of concentration are closely related to effectiveness: to further focus the Spanish Cooperation enhances its capacity to contribute to development results. Nevertheless, this correlation is not automatic and must be explicitly promoted, as early as when designing these processes.

What we Have Learned and How we Have Progressed

After several years of making different efforts to move forward in the effectiveness agenda, considering processes initiated in the previous cycle and that have served as a trial to learn from and sharpen political and methodological guidelines, we are able to draw the following lessons:

- The application of the effectiveness agenda is a long-term task that necessarily calls for further systematization of lessons learned and good practices, as well as enhancing communication between headquarters and field offices in this aspect.
- In some zones, the effectiveness principles could not be suitably applied. For that reason, these will need to be adapted in countries of high-priority for the Spanish Cooperation, such as Middle-Income Countries, where foreign aid plays a relatively small part in their development.
- Effectiveness is approached differently depending on the concerned sector or area. For instance, we must distinguish the specific principles of Humanitarian Action or the particularities of Fragile States.
- In the field of development, processes can be as important as intended results. For example, in the case of the CPFs, dialogue with the partner country and the participation of concerned actors are key elements to ensure quality and ownership of the final document.
- Partner countries of the Spanish Cooperation must be committed to the effectiveness agenda and must be able to implement it. This is why Spain will participate in coordination mechanisms and joint actions with other donors, increasing that way the number of consultation processes on the theme of effectiveness.
- Maintaining continuous efforts is necessary at this point, resting on the leadership of the Spanish Cooperation, which

assumes this agenda as a central element of its mission and has decided to actively drive its implementation.

Without a doubt, the Spanish Cooperation has achieved crucial advances in this area, as recognized by the Mid-Term Evaluation of the III Master Plan and in the recent DAC Peer Review. In both cases, it is important to highlight that effectiveness has been considered as a central priority in agendas of the main institutions and that a results-based approach has been adopted when planning with partner countries - with the consensus of the different actors that comprise the Spanish Cooperation system. Regarding financial cooperation, we must underline the significance of launching the Development Promotion Fund (FONPRODE), since its operational guidelines are coherent with the principles of effectiveness. Criteria in favor of untying aid are particularly relevant.

This agenda will achieve progress as long as there are referents to follow or good practices to replicate, such as the Working Party on Aid Effectiveness (WP-EFF) created in 2008 - composed of representatives of different directorates of the AECID and SGCID. These referents push for the agenda's practical implementation and dissemination.



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Challenges to Move Forward in the Implementation of the Effectiveness Agenda

Since the agenda covers a number of issues, we must prioritize in order to optimize our efforts, especially as we are currently experiencing times of budget cuts. It is not a matter of neglecting other features, but of focusing our energy on essential aspects to achieve progress in areas where success

BOX 8. MAIN CHALLENGES OF THE SPANISH COOPERATION'S EFFECTIVENESS AND QUALITY AGENDA:

- Challenge n. 1: Assure that the Spanish Cooperation adopts a results-based approach as a guiding principle for its performance.
- Challenge n. 2: Support capacity-building of partner countries for them to steer cooperation towards the results they have previously defined.
- Challenge n. 3: Increase the Spanish Cooperation's transparency and improve its accountability to Spain's citizens and partner countries.
- Challenge n. 4: Reinforce the use of modalities that boost effectiveness (including directing other methods and instruments for programme-based approach).
- Challenge n. 5: Scale up relations between actors to improve implementation of the effectiveness agenda.

is relatively assured. As indicated at the beginning of this segment, the organization of challenges and proposals into five areas that contribute to the common principles gathered in Busan translate this need for prioritization (see Box 8).

It was decided to start working on one of the Paris Declaration principles: **Managing for Development Results** (MfDR), because it intends to reach the ultimate goal of Development Cooperation: achieve significant positive changes for partner countries' populations. However, its implementation requires making progress in fulfilling the other principles. Really, it translates into a strategic challenge in the medium term, which is why it is detailed in Chapter II, where we highlight the elements that form the Spanish Cooperation's profile over the next few years.

On the other hand, the Second Phase of the Evaluation of the Paris Declaration indicated that one of the most important challenges partner countries are faced with (including the Government, civil society, the judiciary, local authorities, etc.) is indeed **to strengthen their institutional capacities to be able to plan, manage and launch results-based national strategies**. As it is related to the previous challenge, this issue is addressed in the second Chapter.

Transparency and Accountability are other common Busan principles. These are two of the areas where less progress has been achieved since the Paris Declaration. These issues are included in the third Chapter, due to their relevance and to the fact that they will constitute one of the SC's symbols of identity in this new time period.

The fourth area that is addressed has to do with the practice of cooperation and specifically with how it takes shape in partner countries. In this respect, international experience indicates that **certain modalities and instruments better**



integrate the principles of effectiveness (refer to III.3), a reality that must be taken into account in the decision-making and planning processes.

Consequently, we may say that both the national Spanish context and the dominating trend in the field of cooperation at the international community level encourage interested actors to scale up joint efforts on the principles of effectiveness. To reach this goal, we must **intensify experience exchange and enhance collective thinking to determine how to better put this common agenda into operation.**

Just as it is critical for the Spanish Cooperation to increasingly work with other donors and partner countries, strengthening relations among its actors is fundamental to improve the implementation of the effectiveness agenda. During the

application of the III Master Plan, various of the system's actors have carried out specific initiatives in favor of effectiveness, yet sharing this agenda among the different actors has not been very usual. Clearly, the elaboration process of CPFs has been the most appropriate occasion for such a purpose. We will have to take advantage of the mechanisms that have



Stable Coordination Groups – SCG

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BOX 9. STABLE COORDINATION GROUPS IN THE FIELD

The Stable Coordination Groups (SCG, GEC in Spanish) formed in the field constitute the Spanish Cooperation's main mechanism for strategic management in partner countries. Led by the TCOs and brought together by the Spanish Embassy of the country, the SCG's objective is to ensure communication, coordination, coherence and complementarity of the Spanish Cooperation's actions in the country, during the entire course of the strategic partnership. The main actors of the Spanish Cooperation that are valued as relevant in reaching specific development results - results that are agreed upon in the country strategy - must be represented (taking into account the potential diversity of means of participation and representation).

Thanks to the experience drawn from setting-up the first CPFs, we are able to extract certain lessons learned to improve functioning and to raise the chances of reaching the SCGs' objectives. We believe that the following conditions must be met: (i) a group constituted at the beginning of the planning process and always built upon existing mechanisms; (ii) a wide and representative, yet balanced group composition; (iii) clearly defined roles and mandates for each actor; (iv) the participants must have a global and strategic vision (the SCG must not be a simple sum of particular interests); (v) adequate technical and strategic support; and (vi) agreement on the continuity of the group where a dialogue that transcends the initial planning phase can be established.

In this context, we should mention the work of the Joint Coordination Group as a key component of the SC's strategic planning in countries, which comes to complement the work of SCGs. The participation of representatives of the partner countries' institutions, government and civil society in these groups contributes to ownership and to aligning programs with the countries' priorities. Furthermore, they provide for better comprehension, communication and coordination with the partner country, and they enable to adapt the program to the country's actual situation, while offering the opportunity to lead an honest dialogue and to build real partnerships.

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been set up in partner countries (Stable Coordination Groups – SCG) and of medium term monitoring to be able to reinforce collaboration.

In the current situation, we may expect the actors of the Spanish Cooperation to increasingly come together in the quest for greater effectiveness and efficiency, based on experience drawn from lessons learned. In this sense, the Working Party on Aid Effectiveness (WP-EFF) is clearly inclined to opening up to other actors, as it has been demonstrated with certain actions it carried out in the past. This new phase marks the opportunity to institutionalize these efforts, creating mechanisms for technical exchanges on common challenges raised by the effectiveness agenda. Together with other actors, the WP-EFF may also lead the process of disseminating the agenda throughout the system. Ultimately, it is worth underlining the potential

role of the network of focal points that will be established on the ground as an attempt to reinforce horizontal exchanges; to strengthen exchanges with headquarters and with actors present in the field; to serve as a reference and to support the systematization of lessons learned.

Setting-up technical working mechanisms between the MAEC/MFAC and the different actors of the Spanish Cooperation system will facilitate putting certain aspects of effectiveness into practice. Such mechanisms may be multi-actor or specialized, depending on interests and capacities of involved organizations or entities. Shared training on results-oriented management is an important potential line of work.

At last, although it does not represent an additional challenge, we must mention the cross-cutting line that complements the five above-mentioned challenges: the follow-up of relevant



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international forums on the effectiveness agenda. The most important one for the Spanish Cooperation is surely the Global Partnership for Effective Development Cooperation proposed at Busan. This forum not only promotes political support to effectiveness, but also provides for useful frameworks and tools to advance in its implementation.

IV.2. PROMOTING A BETTER POLICY COHERENCE FOR DEVELOPMENT

Policies in general - not only cooperation policy - are known to have a strong impact on developing countries. The principle of Policy Coherence for Development (PCD) specifically intends to create synergies between policies and development goals, which turns it into a complementary tool to enhance aid effectiveness. For our country to contribute to a more stable international order and also, to defend our own interests,

an intelligent and strategic action to carry out is of course to integrate international development and the fight against poverty into political decision-making processes.

Actually, the public administration is the main actor in charge of guaranteeing PCD at its different levels (State, regional and local). However, the work of private actors is also relevant for PCD, which is why it is fundamental at this stage to develop the widest possible synergies between public development policy and business activities (since businesses are quite capable of achieving positive impacts on development goals). Likewise, aiming for a policy that fosters a type of Foreign Direct Investment that is more compatible with the country's development process can also be beneficial for our society as a whole.

Lessons learned from evaluations undertaken on DAC members show that there is increasing support and awareness on the issue of development policy coherence, but this does not automatically lead to the establishment of practical working mechanisms or in a vision shared by all the public administration's institutions. Most **recommendations** stress the need for **increased political commitment, improved coordination mechanisms and higher performance in the analysis, monitoring and dissemination of achievements**. Recommendations that the DAC issued to our country in the 2011 Peer Review are absolutely in tune with these assessments.

The General State Administration (GSA) has made some improvements, for example with the work carried out within the Consultative Commission for International Trade Negotiations, where the MINECO and the MAEC elaborated shared positions on this matter. The PCD principle has been incorporated in Spain's regulatory framework (Law 23/1998 of July 7 on International Development Cooperation), in certain work groups (the Cooperation Council's PCD Commission or



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the Network of National Focal Points for PCD in Ministries), in the methodological guidelines to elaborate CPFs or in the actual 2007 State Pact against Poverty. These accomplishments, although significant, remain insufficient.

In any case, development policy coherence must be treated as an ongoing process that leaves space for learning and improvement. By adopting sectoral approaches as a work reference – as recommended by the OECD, by the EU and by the entities that most have advanced conceptually on the PCD principle - the 2013-2016 Master Plan will progressively address the five global challenges related to PCD identified by the EU (food security, trade and tax evasion, immigration, security and climate change). Without ignoring the other challenges, we will start working in depth on the **economic** challenge (trade, foreign investment, foreign debt) and **tax evasion**, formulating a **roadmap** to this effect.

The 2013-2016 Master Plan's ultimate goal regarding the PCD principle is to convert it into a strategic public policy for international development, with a profile of its own and with the power of influencing the international community.

To be able to move forward in implementing the PCD principle, we will focus our efforts on the following **objectives and measures**:

- 1. Increase understanding of the PCD concept, of assumed commitments and their implications within the public administration and the rest of actors.** The present Master Plan will cover specific content on this matter with the training activities mentioned in the segment on institutional architecture and capacities. The actual ongoing dialogue and collaboration between administrations and the rest of actors will also foster understanding of this concept.
- 2. Improve PCD analysis, monitoring of achievements and dissemination of results and, as a result, facilitating accountability.** We must direct our efforts at reinforcing the capacity to analyze and manage the impact that policies (which are not necessarily financed with ODA) may have on the development process of our partners. As a first step to take, we will activate some of the existing mechanisms, such as the **Network of National Focal Points for PCD ("PCD network")** that has already been established between the different Ministries, since these mechanisms are exceptional means to identify the most relevant actions on PCD and to detect possible areas of conflict.
- 3. To make sure analysis capacity is adequate, the SGCID will strengthen available means by capitalizing existing resources that do not belong to the Government** and that come from (among others): the Cooperation Council, Universities (both their academic and applied work sections), research centers and DNGOs. Linkages with the accountability mechanisms proposed in the present Master Plan are evident (please refer to the relevant section).
- 4. Foster an adequate approach to PCD by improving coordination of actors at the headquarters, in the field and between both.** For this point, it is crucial to define clear mandates for all involved actors as well as the coordination protocols to be followed. Here, the PCD Network's correct functioning is essential: the focal points will have to ensure suitable coordination between headquarters and the field and that the different positions on PCD are properly transmitted to the relevant organizations or people.

IV.3. IMPROVING QUALITY AND COORDINATION OF OUR HUMANITARIAN RESPONSE

The new context we are experiencing pushes us to tackle a pending issue: to define the profile of the Spanish Cooperation's Humanitarian Aid (HA) in order to improve its quality, by promoting both effectiveness and efficiency.

The SC will strive to increase its contribution's **effectiveness** in attaining humanitarian goals by means of:



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- **Focusing on key sectors for the fight against hunger**, which is an important goal on which the Spanish humanitarian system has acquired experience and solid capacities that are well integrated into the international humanitarian system. This goal implies addressing complementary sectors such as **nutritional and food assistance, water and sanitation** or **health**, and also the **protection** of victims of humanitarian crises, which is to be considered a crosscutting sector.

- Support to the integration of quality tools that are common to the sector, such as The Sphere Project, the "cluster" system, among others.
- Spanish HA relies on a specific presence and a set of skills in certain contexts affected by humanitarian crises. In many cases, it has also built close relationships with all sorts of local actors. That is why it will take advantage of these assets and strengthen its capacity to intervene in regions affected by humanitarian crises and where it can rely on its operational, political and institutional capacities. Though Spanish HA can actively participate in defining, implementing and monitoring the humanitarian response in these specific regions, it can still contribute – in general terms - to the international humanitarian system's work in the regions where it does not possess said capacities. The latter can be achieved by supporting common response systems such as the Central Emergency Response Fund (CERF) or the calls of the International Committee of the Red Cross (ICRC) and of the International Federation of Red Cross and Red Crescent Societies (IFRC).
- The Spanish HA's efforts are directed at strengthening resilience mechanisms of riskexposed populations by backing the preparation of crisis response (emergencies or not), using early warning mechanisms and strategies, contingency plans and prepositioning plans, whether they are implemented alone or in coordination with those of other key humanitarian actors. The SC commits to support the development of the Hyogo Action Plan and to participate in its review, in the attempt to focus on preparation and reinforce the resilience of vulnerable populations to natural disasters.

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- Yet, because of the recurring or chronic nature of many of the crises it is called to respond, the SC is also obliged to maintain a strategic perspective based on assisting prevention, rehabilitation and capacitybuilding processes, in order to foster investment in sustainable development.



This need is coherent with the principles of Linking Relief, Rehabilitation and Development (LRRD) and should be carried out in coordination with structural or development initiatives (sharing responsibilities in this perspective).

About improving **quality**, the SC will push for the rationalization and optimization of available resources by means of:

- Strengthening coordination of HA, by avoiding duplicity, assuming HA coordination and leadership in the Spanish sphere, and by constructively participating in international coordination forums (at the EU, OECD-DAC and UN levels, and in specific forums on crisis situations where Spain's intervention can be relevant and provide added value). Special attention should be granted to supporting coordination and rationalization of the humanitarian crisis response, as suggested by the Agenda for Change, and to providing specific support to OCHA's leadership in coordinating the UN's humanitarian system and the international humanitarian system in general.

Promoting partnerships with specialized humanitarian actors (operational, technical, economical or political) as a means to channel humanitarian efforts mainly through the network of specialized humanitarian partners within

the UN system, the International Committee of the Red Cross and humanitarian NGOs. These organizations are selected according to the coherence of their humanitarian mandate, their response capacity and their level of accountability. The SC will promote the incorporation of research institutes and actors of the private sector to said network, in an adequate manner and respecting the needs of aid beneficiaries, humanitarian principles and good humanitarian practices.

- The allocation of resources will depend on objective criteria related to the supported interventions and to the partners in charge of carrying them out. Interventions will be selected based on their pertinence, adequacy and feasibility (this last criterion is supported by humanitarian access, allocating the necessary resources to reach the goals) all of which must respond to identified needs. On the other hand, implementing partners will be selected based on criteria related to a range of capacities: organizational, operational and technical, management capacities (administrative, financing and security), and based on their commitment to humanitarian principles and mandate.
- As part of the Spanish Cooperation's global commitment to improving aid quality, these actions will come to strengthen the evaluation system, learning and the experience exchange in a collaborative fashion, both within the Spanish system of cooperation and within international networks that tackle the quality of humanitarian aid (such as the DAC's GHD, ALNAP, Humanitarian Assistance Programs - HAP, or in donor forums in support of UN agencies).

IV.4. FOSTERING A MORE STRATEGIC USE OF MODALITIES AND INSTRUMENTS TO IMPROVE AID IMPACT

In theory, any cooperation modality or instrument can effectively promote development results. However, international experience shows that some modalities – depending on their characteristics - are more inclined to promote effectiveness than others that have to be adapted for that purpose. **Strengthening the use of modalities that are clearly directed at increasing effectiveness remains a key challenge for the Spanish Cooperation in this new period.** Another challenge consists of attempting to **regroup all instruments under the programmebased aid modality** (also known as the “programmebased approach”, according to the terminology used in international cooperation).

In any case, we must recall that projects remain the most common instrument used by the Spanish Cooperation. Projects are a basic tool for cooperation and public policies, but we must also emphasize the need to enhance their effectiveness,



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BOX 10. PROGRAMMATIC AID ELIGIBILITY CRITERIA

In order to ensure that an operation is, in fact, considered programmatic aid, the Spanish Cooperation uses the following criteria, which were developed by the donor community through the DAC:

- Is the host country or organization exercising leadership over the program supported by donors?
- Is a single, comprehensive program and budget framework used?
- Is there a formal process for donor coordination and harmonization of donor procedures in at least two of the following aspects: (i) reports, (ii) budgets, (iii) financial management and (iv) procurement?
- Does support provided to the program imply the use of at least two local systems in the following areas: (i) program design, (ii) program implementation, (iii) financial management and (iv) monitoring and evaluation?

Reference: DAC/OECD (2008). Reporting Directives For The Creditor Reporting System. Corrigendum on Programme-based Approaches.

Available at: <http://www.oecd.org/dataoecd/10/46/44479916.pdf>

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especially integrating projects into the programme-based aid modality. Linking projects to a strategic framework defined by the partner country, coordinating interventions with those of other donors and using national systems are equally important measures to carry out.

Many aspects of this instrument and of others guarantee their quality and have the capacities to contribute to raising effectiveness, for example: adequate identification and formulation, linking to broader development results and a focus on cross-cutting aspects such as gender equality or sustainability, etc.

Additionally, we must promote **complementarity between instruments and modalities** to extend the scope of intended results and to create positive synergies. In this sense, the recent establishment of FONPRODE opens windows of opportunities to enhance the impact of the entire Spanish Cooperation system. During this period, we will strive to better incorporate the actions of FONPRODE into planning frameworks.

Aside from each modality or instrument's specificities, **we must justify why and how we decide to use them based on rigorous and binding evidence and criteria.** We also plan to review legislation on interventions to integrate questions related to effectiveness and quality. Training plays an important role in terms of putting programmatic aid into practice and in the endeavor to contemplate effectiveness in modalities and instruments.

In general terms, we should be well aware that the Spanish Cooperation is faced with the challenge of **reducing its fragmentation and dispersion** since these weaken effectiveness of Spanish ODA. This Master Plan makes this aspect its main priority, which comes to influence the kind of modality or instrument used in each particular situation.

IV.4.1. We Will Strive to Extend the Use of Programmatic Aid

Moving towards a cooperation model that is further guided by programmatic aid is a key stake of this Master Plan, since until now programmatic aid was conceived in a partial way, limited to general and/or sectoral budget support instruments, pool funds or multi-donor funds. In the end, **programmatic aid must be understood as a broader modality** that not only includes these instruments, but also any Spanish Cooperation instrument that meets the criteria defined by the DAC (refer to Box 10).

Concerning the instrument of budget support, it is worth mentioning the European Commission's November 2011 Communication (and the May 2012 EU Council Conclusions that endorse it), as they introduce some new aspects to be taken into account in SC, such as a new criteria based on the partner country's budgetary transparency; the need to better weigh the risks derived from these operations in some of the countries; and increased emphasis on harmonization between the EU and its Member States.

The evaluation of AECID's management of programmatic aid programs between 2005 and 2010 was useful in determining



future challenges, such as (among others) the importance of conceiving programmatic aid as a strategic modality of the Spanish Cooperation and of developing the systematization of lessons learned. Other challenges concern improving harmonization with other donors' practices and consolidating the role of civil society of partner countries during operations. Likewise, it is crucial to carry out evaluations on development results of programmatic aid, for which it is necessary to partner with other donors. In this sense, it is expected to implement joint evaluations during the period of application of this Master Plan and following the DAC's new methodology.

As a means of measuring the degree of accomplishment of the Spanish Cooperation's goals - using international criteria admitted by the programmatic aid - we will establish a baseline, which will enable us to regularly monitor progress and we will adopt measures to increase their impact.

IV.4.2. We Will Fully Integrate Reimbursable Financial Cooperation into the Spanish Cooperation System

Since the approval of Law 36/2010, of 22 of October, on the Development Promotion Fund (FONPRODE), Spain's development policy holds the capacity to conduct reimbursable financial operations directly managed by the MFAC. Besides the management of the Microcredit Fund that has been in place for the past 10 years (and that was incorporated to FONPRODE), Spain's development policy is now able to provide untied loans, credits and credit lines. This new situation is consistent with the OECD's DAC Guidelines on Untying Aid and the Peer Review Recommendations it issued to the Spanish Cooperation in the past.

Likewise, there now is the possibility of acquiring temporary **equity** or quasi-equity in financial institutions and investment vehicles that aim at developing the endogenous production

sector and at supporting micro, small and medium-sized enterprises, as well as social economy enterprises whose capital comes from partner countries.

Reimbursable financial cooperation is part of the priorities set in the Strategy for Economic Growth and the Promotion of Business Fabric, which establishes a number of guidelines and goals to promote inclusive social and economic development, that is both sustained and sustainable in our partner countries. The new instrument is adapted to this Strategy's funding



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needs and helps reach goals related to funding infrastructure, promotion of productive investment, enhancement of financial services, support for technological improvement and innovation, promotion of trade openness, access to ICTs, etc.

It is important to stress the fact that the Spanish Cooperation can now rely on an instrument directed at stimulating the productive sector of partner countries, and in particular its micro, small and medium-sized enterprises that generate employment and social cohesion. This instrument is also capable of funding small and medium-sized productive infrastructures that have the potential to boost inclusive,

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sustained and sustainable growth, which in turn leads to development.

To make it a more effective instrument and improve its functioning, it is of high priority for us to elaborate a strategic document on reimbursable financial cooperation that may be incorporated into the international development agenda and integrated into Spain's priorities in terms of cooperation policy. Optimal results will only be achieved with financial instruments if these are integrated into the Spanish Cooperation's strategy in each country (via the CPFs). This will allow for optimal complementarity with the rest of instruments available to the Spanish Cooperation and, consequently, for the proposed strategy to reach maximum effectiveness and impact.

Financial cooperation opens new spaces to interact with the rest of European Development Finance Institutions (DFI) and to access additional financial resources and investment facilities that can complement the Spanish Cooperation's own funding, which is quite significant in the current context of budgetary restrictions. Because the Spanish Cooperation is capable of carrying out "investment" operations, it has access to mechanisms such as the European Investment Facilities of the European Commission (Latin American Investment Facility - LAIF, Neighborhood Investment Facility - NIF, Caribbean Investment Facility – CIF, etc.). Aside from contributing a considerable amount of economic resources, these instruments facilitate carrying out co-investment operations with other European and/or multilateral partners and formalizing delegated cooperation agreements with the European Commission.

In that way, development policy increases its capacity to maintain a broader political dialogue with its partners, involving the participation of other actors such as the partner countries' private sector, the financial community for international and multilateral development, all of which are

crucial to achieving more efficient partnership schemes and to improving attainment of development results that have previously been established.

In order to integrate this new financial element from a strategic point of view, we must consolidate the Spanish Cooperation's capacities to adopt new communication registers and relationships with actors of the private business and financial sector that are in line with the Busan Global Partnership.

The Spanish Cooperation has implemented a regulatory framework to manage reimbursable financial operations that includes, besides laws and regulations, a Code of Responsible Financing which guarantees that any financial operation



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will be regulated by compulsory environmental and social management standards. Similarly, its methodology allows clearly directing financial interventions to achieve development results. We will strengthen the control mechanisms necessary to better manage these funds, as well as the existing mechanisms to study the impact of foreign debt in recipient countries of this type of cooperation modality.

Being able to identify specific financial operations that are in line with the Spanish Cooperation's strategic goals in each partner country (as a result of engaging in political dialogue) also gives us the opportunity to open a very interesting space for synergies. These synergies are facilitated by the presence of Spanish companies in partner countries, since investment in productive activities and links to its business activity is coherent with and contributes to the development process of these countries.

At last, and in the perspective of improving compatibility between financial cooperation and other modalities employed by the Spanish Cooperation entities, we will conduct an evaluation on experience drawn from the first few years. Among other purposes, this evaluation is intended to better adjust the regulation, approach and procedures of financial cooperation. Along these same lines, it is important to recall that this modality is only at an early stage of its development. It will take time to be consolidated into the system and to find its place alongside other intervention modalities of the Spanish Cooperation. Besides, all this will heavily depend on the evolution of the national economic context.

IV.4.3. We Will Work More Closely to Other Donors and Cooperating Countries from the South

In the actual context of the Spanish Cooperation, it is crucial to scale up our resources and capacities – by increasingly collaborating with bilateral and multilateral donors and with countries that are leaders in the area of South-South Cooperation.

According to the principles of division of labor, operations of **delegated cooperation** constitute a specific type of collaboration between donors. These occur when a donor (named "silent donor") entrusts another donor (named "leading donor") to partially or fully carry out an operation.

This modality can contribute to achieving the goal of sectoral concentration, it may create synergies among different interventions of a same sector and favor mutual learning between the donor that delegates and the donor that is delegated according to their respective institutional culture.

This is not a modality that may be applied separately - it must be part of a broader strategy to either strengthen a country program (when the Spanish Cooperation chooses to be the leading donor), or to exit a sector or country (when the Spanish Cooperation delegates to another donor). Hence, and in order to boost efficiency, it must be part of the dialogue established with the partner country, linked to development goals and, evidently, linked to the donor community present in the partner country.

The Spanish Cooperation began carrying out actions of **delegated cooperation** with other European countries in 2009. In general, these were interventions of limited scope and of short duration, but they were useful to acquire basic experience in its use. Starting from 2011, this management modality has gained importance in Spain, especially once the AECID and the International and Ibero-American Foundation



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for Administration and Public Policies (FIAPP) were certified by the European Commission.

This marked the beginning of a new phase of collaboration with the Commission that bared significant challenges in terms of these entities' institutional capacities and procedures, as well as opportunities to strengthen the impact of its action in certain areas. Since 2012, the AECID has been invited many times to lead projects funded by the European Commission, mostly in Central America and in the Caribbean region.

In order to address the new institutional challenges that are brought upon by this peak in the history of delegated cooperation, we must undertake the following actions:

- Starting with the technical guidebook formulated by the Agency, a set of administrative guidelines has been prepared and an advocacy mechanism for operations has been settle up in view of being reinforced with time. Additionally, methodology exchanges on this modality between the AECID and other European agencies are increasing.
- Possibilities of carrying out delegated cooperation operations between the GSA and actors of the decentralized Spanish Cooperation will be explored, making good use of each entity's comparative advantage and searching to establish further complementarities.

Finally, besides its relevance in terms of effectiveness, this modality has the potential to become a strategic tool for the Spanish Cooperation to scale up its own resources: a key goal in moments of budgetary restrictions like these.

One of the most significant aspects of the current architecture of international



cooperation is the increasing importance of actual developing countries as providers of technical assistance, economic resources and relevant knowledge for development, through what is denominated **South-South Cooperation (SSC)**. It actually constitutes one of the reasons behind the shift from an aid effectiveness agenda to the development effectiveness set up in Busan forum, in where existing principles were adapted to approach this reality in a more holistic way.

The Spanish Cooperation has not been a mere witness of this transformation, yet has actively accompanied the process, mainly in collaboration with partners from the ibero-American system (where its support to SSC originated). The first Triangular Cooperation operations were carried out in the framework of this modality, by means of which the Spanish Cooperation partnered with a country from the South (offer of SSC) to contribute to a development goal in another (third) country. It first focused in backing initiatives in Haiti, the poorest country of the region. Today, Spain is considered one of the leading "traditional donors" of Triangular Cooperation in Latin America.

This tendency goes to show the weight that MICs have had and will maintain in our cooperation system as they are the offering countries that cooperate with the South. This is achieved through **support to SSC programs and institutional strengthening** to carry these on, as well as through the **implementation of joint Triangular Cooperation operations** in third countries considered to be less developed. These goals are part of framework agreements that the Spanish Cooperation has signed with Argentina, Brazil, Chile, Mexico and Uruguay in the past few years. Although operations have been concentrated in Latin America, transregional initiatives with Africa are being explored and some operations have already taken place in other regions.



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Support to SSC and Triangular Cooperation offer a privileged opportunity for the Spanish Cooperation to become a relevant actor in an increasingly important field: **knowledge exchange**. The search for responses to development challenges in other partner countries has intensified in the past years, because they are more adaptable to local contexts; because of reduced transaction costs; because of the possibility of transferring knowledge and learning at the same time and finally, because it contributes to improving international relations.

This new framework opens many windows of opportunity for other actors (donors, multilateral entities, foundations, etc.) that can contribute slight yet complementary economic capital and that can serve as “connectors” or “facilitators” of knowledge exchange between countries of the South. For the Spanish Cooperation, it is of strategic interest as it can help define its distinctive profile without needing to provide many resources. The Spanish Cooperation already relies on a dense network of institutional relations and structures (especially in Latin America), which can help it play this role. Yet, for this to happen, it must develop innovative measures and strengthen its own capacities to analyze, identify and initiate operations within a network. Spanish Cooperation training centers distributed all over Ibero-America represent ideal instruments

to this end, both to stimulate knowledge and experience exchange and to reinforce the partner countries’ institutional capacities.

South-South Cooperation also provides opportunities to learn from countries of the South that are in a position to offer experiences and solutions that are culturally “closer to home”, and, that, consequently, may be easier to adapt to the context of recipient countries and to be applied there. That is, SSC has the means to enhance the Spanish Cooperation in itself, bringing it increasingly closer to a more horizontal cooperation model of intervention.

It definitely constitutes a line of work with increasing relevance for the Spanish Cooperation, which is why it is important to establish **guidelines to reinforce it and to ensure its effectiveness**, for instance, on how to ensure an increased degree of ownership for the partner country that is the object of triangular operations or on how to reduce transaction costs.

In addition, Spain has the chance to contribute to the international reflection on SSC and TC with its own experience. During this new period, we will reinforce Spain’s participation in the Ibero-American framework, especially through the Ibero-American Program to Strengthen South-South Cooperation and other operational international forums such as the “Building Block on South-South and Triangular Cooperation” established in Busan, among others. The Spanish Cooperation can also play a useful lobbying role at the EU level, by calling on its European partners to become increasingly involved in this field.





V.
Which
capacities
will we
rely on?

V. Which capacities will we rely on?

One of the main lessons learned from the previous Master Plan is the realization that we need to adapt the system's capacities to intended goals. We must be realistic when defining the Master Plan's strategic goals and take into account the current system's capacities and limitations. Meanwhile, the Master Plan must remain ambitious in terms of promoting changes in the system and ensuring their implementation, by creating new capacities and redirecting existing ones to be able to properly contribute to common challenges.

As previously mentioned, the Spanish Cooperation must redefine its performance during this time period to be able to effectively respond to changes taking place both internally and externally. Our goal is to shift from a resource-intensive cooperation model to a more knowledge-intensive model, that is, from a system almost exclusively centered on resource-management to one that incorporates coordination, dialogue, conciliation, mediation, etc. This innovative cooperation model needs to involve new actors, modalities and instruments (reimbursable financial cooperation, business sector, delegated cooperation). The **change of direction** can only be successful if it **is supported by an adequate strategy to generate** the necessary **capacities**.

The current context of **budget cuts** also brings the **opportunity** to address our system's structural weaknesses and to build the foundation of an institutional architecture that can adequately support our future development policy. That way, a planned and well-designed investment in capacities is an unavoidable step that will produce positive effects in the medium and long-term. This is why the 2013-2016 Master Plan is placing a clear and strong focus on strengthening and consolidating its institutional, human and technical capacities. These necessary capacity-building measures must help our management be more effective and efficient, improving our contribution to development results in partner countries.

We suggest implementing the following measures, organized in various sectors and described as follows.

V.1. STRENGTHENING CAPACITIES OF THE PUBLIC INSTITUTIONS IN CHARGE OF DESIGNING AND MANAGING DEVELOPMENT POLICY

In this section, we will tackle the issue of improving effectiveness of GSA institutions that are competent in the field of development cooperation policy, in other terms, those that are at the level of the MFAC or of the SECIPI (the institution directly responsible for the formulation, direction, implementation, monitoring and evaluation of Spain's international development cooperation policy). The SGCID is also considered part of this group of entities, as it is the institution in charge of assisting the SECIPI in its mission. Its main responsibilities consist of aid planning and evaluation, together with the elaboration, coordination and monitoring of Spanish international cooperation policy. Finally, the AECID, the executive body for this policy. Meanwhile, the rest of the MFAC and other ministries also participate in ODA, to a lesser or greater extent. The work of the Ministry of Finance and Public Administration and of the Ministry of Economy and Competitiveness is especially significant.

Our goals for the next four years are:

1. Promoting a unified and coordinated **institutional architecture** of the Development Cooperation field within the **General State Administration**, prepared to face strategic challenges.
2. Reinforcing human and technical capacities to support this architecture.
3. Shifting towards administrative renovation to use available systems in an effective and efficient manner.

Measures that will contribute to one or several of the before mentioned goals that should be adopted are:

- Clearly defining roles and sharing responsibilities among the most relevant entities and organizations of the SC system, especially in the areas where there can be overlapping, striving to always maintain a unified front. Moreover, these actors need to scale up joint work for the system to be guided by a solid strategy.
- Strengthening the AECID's institutional and management capacities with the application of AECID's II Management Contract, in line with the priorities set in the present Master Plan. This management contract will incorporate measures that will assist the Agency in conducting the main modifications regarding aid management and in enhancing its capacities in terms of mediation, dialogue and coordination. This process involves increasing the degree of decentralization in terms of roles and resource management. It must also foster a results-oriented planning culture, able to deliver measurable and more transparent results, and to ensure accountability of its organizational performance.
- Furthermore, the AECID will conduct the analysis of its current model to know if it is adapted to its current challenges and, depending on its criteria, it will undertake the corresponding regulatory, institutional or procedural changes during this period.
- Adapting capacities of SGCID and AECID staff to the new needs established in the Master Plan: determining job profiles and reallocating workers throughout the organization to respond to these new needs.
- Strengthening the WP-EFF: the joint workspace shared by the SGCID and the AECID, and enhancing visibility of its activities.
- Designing a training strategy for MFAC workers – both at the headquarters and in the field – to set an itinerary for the medium term with a training plan reviewed annually on priority subjects for the Spanish Cooperation (to be carried out as of 2013). It will be crucial to rely on the experience and know-how of many actors who conceive knowledge transfer as part of their action (Universities and research centers, DNGOs, etc.). These training activities can also include staff from other sectors of the GSA.
- Implementation of mobility actions together with other donors and with international institutions (“secondment”) in order to learn from successful experiences linked to the priorities set in the Master Plan.
- Reviewing the procedures, defining the methodological tools, designing new financial instruments to promote the effectiveness of measures intended to redirect the Spanish Cooperation's action. Special emphasis will be placed on appropriately linking budgeting to planning and monitoring processes to improve coherence between strategy and practice.
- Improving the level of coordination and dialogue between the different ministries that are competent in aid-related fields. This is an essential element of policy coherence. In this case, the MFAC will have to assume leadership of the process.

The present 2013-2016 Master Plan tackles other measures (in different sections) that are closely linked to institutional architecture and capacities, such as transparency and accountability, effectiveness, monitoring and evaluation systems, etc. In that sense, and granted the key role consultative bodies play in the field of international Development Cooperation (in particular the Congress of Deputies and the Senate), we will make sure the necessary conditions are in

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place to guarantee accountability of the Spanish Cooperation. This will - in turn - ensure transparency and allow for the **participation of the Chambers** in reaching the SC's main goals. The set of initiatives taken in the different sectors will help correctly dimension the scope of the Spanish Cooperation system and contribute to its maximum quality performance.

In this section, it is worth mentioning the specific challenges faced by **decentralized cooperation** in this time period. The contribution of local and regional governments to development has been increasing in the past few years, as they provide distinctive elements due to their proximity to citizens. For these reasons, they are key actors in accompanying local development and decentralization processes, in launching projects geared towards institutional and civil society reinforcement and in raising awareness and social commitment to development challenges among citizens.

Local and regional governments definitely are significant actors for the SC system that have taken steps, in recent years, to elaborate specific regulation and strategic planning, with

autonomy and considering their own specificities. Nonetheless, the multitude and diversity of actors are aspects that raise many challenges for the entire SC system: challenges linked to the **need to facilitate coordination**, to the multiplication of initiatives, and to the dispersion and heterogeneity that characterize existing models and approaches. Finally, the international agenda on aid effectiveness must increase focus on the work of Spanish decentralized cooperation.

In this area, the IV Master Plan's goal is to contribute to a stronger model where actors of decentralized cooperation can play a more active role in the strategic design of Spanish Cooperation. It is also important that these actors can be better coordinated both between each other and with the GSA and that there is a shared interest in clearly defining complementarities and establishing differences. All of these elements are central in drawing a work division that leads to enhanced effectiveness in development. This involves a range of different measures: institutional measures, coordination and dialogue, methodological and procedural measures.



It is essential to set realistic priorities and timetables since these measures are taken at different levels and in a context of budgetary restrictions. Coordination will be improved with the work of entities established for such purpose, and Parliament will be informed of the follow-up of the agenda on decentralized cooperation (Portugalete Agenda).

The IV Master Plan's goal is to contribute to an effective and quality model of decentralized cooperation based on political dialogue and strategic partnerships, using the **Portugalete Agenda** as a reference framework. The agenda was adopted during the V Conference of Autonomous Regions on Development Cooperation in March of 2012. It constitutes a roadmap which includes:

- Coordination and harmonization based on the principles of Royal Decree 794/2010, of June 16th.
- Framework Agreements for Collaboration.
- Systematization of information.
- Representation of the Autonomous Regions on the ground.
- Education for Development as a defining element of decentralized cooperation, carry-ing out joint work.
- Participation in the Country Partnership Frameworks.
- Development of technical and institutional capacities and capacities in evaluation, mutual accountability and transparency.

The Master Plan also acknowledges that one of the goals of the **Spanish Federation of Municipalities and Provinces** (FEMP in its Spanish acronym) is to actively participate in planning SC political strategies and to develop relations with national and international institutions. Behind these objectives lies the will to ameliorate coordination of all interventions that are pertinent to our country's foreign policy and to improve support to public and local decentralized cooperation

activities. This in turn would allow for optimizing donors' resources, following the Paris Declaration principles and it would ultimately assist in reaching greater harmonization.

V.2. CHALLENGES FACED BY ALL OF THE SYSTEM'S ACTORS

The **complexity of development challenges** pushes all involved actors to **rethink and update their role** and their way of doing things - they must innovate to find solutions to more complex problems.

In this setting, characterized by complexity and interdependency, it is crucial to intensify joint work, while fostering a culture of collaboration and the creation of networks. As mentioned in the final declaration of the **Busan** High Level Forum on Aid Effectiveness (the Busan Global Partnership for Effective Development Cooperation), we must strive to establish **"Inclusive development partnerships**. Openness, trust, and mutual respect and learning lie at the core of effective partnerships in support of development goals, recognizing the different and complementary roles of all actors."

One of the best assets of our cooperation system is the entire set of actors that comprises it, such as the different agents of decentralized cooperation, Development Non Governmental Organizations, agents of the private business sector, Universities and labor unions. The variety of specialized and committed actors that make up the Spanish Cooperation system and that provide their experience is a feature that must be promoted and strengthened.

As explained before, the SC's main challenge in the coming years is to move towards a cooperation system increasingly based on learning and knowledge. Advancing in this aspect

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will only be possible if all actors commit to building a specific cooperation model shared by all, and where each actor provides the diverse and ample knowledge, experiences and capacities it has been accumulating over the years.

To that end, both the system's governing institutions and the rest of actors must work to overcome the traditional

Over the next few years, the Spanish Cooperation will implement a package of measures that will stimulate the following changes within the system:

- Fostering strategic partnerships to carry out several innovative lines of action, taking advantage of its greater experience in the subject.



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roles they have been assigned, notably the "donor/recipient" relationship, and strive to generate strategic partnerships where each actor can contribute its added value to help solve development challenges present in partner countries, building on clear and shared goals.

- Creation and/or review of more modern and flexible mechanisms and structures for dialogue and joint work – either permanent or ad hoc (networks, better use of ICTs) that allow for actors to correctly participate in developing the strategic features of the Master Plan.

- Creation of synergies between the different training initiatives within the system for a more effective impact of increased scope.
- Strengthening capacities of the different consultative and coordination bodies and work groups so that they can more effectively report on the strategic, political and technical decision-making processes carried out by the entire governmental machinery. To such an end, each institution's role and responsibilities will be reviewed so they can be adjusted to the institutional capacities of involved actors.
- A joint reflection process will be initiated with SC actors to review and update their role as cooperation actors within the system.

In addition to these measures, other aspects are described throughout this document, aspects that contribute to capacity-building within the system (knowledge management) and that enhance coordination and participation in policy-making and implementation. Moreover, these measures do not prevent the system's actors from developing more specific aspects further on.

V.3. A BETTER-INFORMED CITIZENRY

Even though the majority of Spanish citizens believe in the need to support developing countries, their understanding of these countries' problems and of the role of ODA is limited or partial - there is wide space for more and better



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quality information. In many cases, ignorance or the lack of information is due to different factors, starting with the actors' own responsibilities. Yet, and above all, it is the public administrations that have been unable to correctly convey how Development Cooperation is able to contribute to development, the implications cooperation has on our lives, on the improvement of human rights and on the construction of a fairer and more inclusive globalized world.

This situation has become more problematic in the actual setting, which pushes us to increase efforts to "engage society" in a way to really express the importance of cooperation. This is a shared task that requires more team effort and that should be carried out under the leadership of public administrations to better convey the work that is performed and mostly, why it is important. To this end, we will act on several fronts:

- In the first place, actions already described in this Master Plan that are intended to **improve information systems, transparency and accountability** are a basic element to give visibility to what we have achieved and to the results our actions have been delivering.
- In the second place, it is necessary to **improve quality, comprehension and accessibility of the information generated by the SC**, and to transmit it in a more attractive and communicative way. We should take advantage of new digital platforms used by more active communication strategies, such as the "Zero Poverty" campaign or the "End Poverty 2015 Millennium Campaign" available on the Spanish website: www.ytusinenterarte.org.
- In the third place, we will **reinforce the Spanish Cooperation's presence and participation** in different media and communication platforms in order to contribute to a better-informed and better-trained citizenship, that is, ultimately, committed to development.

V.4. A REALISTIC BUDGETARY FRAMEWORK

In the context of dominating uncertainty and volatility that has characterized the formulation of the present Master Plan, and considering the strong budget restrictions that will continue to be applied over the medium term, the task of planning for a four year-long period becomes extremely complex. In this situation, commitments must be made in a cautious and realistic manner, without losing the drive that all policies should have to move forward.

Measures described in this present Master Plan have been conservative in estimating ODA, as it has not counted on its increase, at least for the first two years of the Plan's application. Using expected ODA according to the 2012 PACI as a measure of our country's commitment (as a percentage of Spain's Gross National Income - GNI), we would have access to an estimated amount of 2.300 million euros net of ODA/year (considering all public SC actors in the system). This is, of course, a modest amount considering the magnitude of previous budgets managed by the Spanish Cooperation, but the seriousness of the current economic situation does not allow us to provide other estimations at the moment.

In this scenario, maintaining certain international commitments is simply impossible, for instance, the commitment acquired within the EU for ODA to reach the rate of 0,56% of GNI (a goal established for 2010), or the one to reach the highly demanded 0,7% ODA/GNI target. However, recovering the magnitude of aid managed in previous years still remains a priority for this Government, even though it does not only depend on efforts on behalf of the GSA, but also on efforts of all Spanish Cooperation actors. **With better conditions, we will be more prepared to submit solid growth**

estimations. Yearly budgets will guide us in specifying goals that, up to now, could not be detailed.

Despite this situation, the 2013-2016 Master Plan has determined the following goals to be reached by the end of its period of application in order to guide our work and – by the same token - to sketch the profile of the SC we wish to have in the future. **These commitments will be reviewed annually** (and this is especially important given the current context of uncertainty) **based on the evidence drawn from evaluations.**

- Cooperation with the 23 priority countries for the Spanish Cooperation will concentrate over 75% of gross bilateral ODA specified geographically for each country.
- ODA channeled through international organizations (multilateral and multilateral) will represent at least 55% of total ODA.
- Aid will be progressively untied by broadening the use of local tenders and management systems, both to LDCs and to Heavily Indebted Poor Countries (HIPC) that are not LDCs, to work towards the goal of fully untying aid.
- In 2016, 10% of Spain's total amount of gross ODA will be allocated to Humanitarian Action.



VI. Monitoring and Evaluation of the IV Master Plan

VI.1. MONITORING SYSTEM AND RESULTS FRAMEWORK

The IV Master Plan contains the main axes that define the Spanish Cooperation's priorities for the coming four years. Many lines of action, objectives and actions that concern all of the SC actors in their different sector are derived from these axes. In that sense, clearly outlining essential elements and the availability of relevant and sufficient information is a key factor in monitoring the IV Master Plan and in ensuring its evaluability. This is true to measure and control both the scope of established goals and the progress made on measures intended to reach these goals.

Under SGCID leadership, while encouraging the participation of other SC actors, a graphic representation of the **intervention logic** will be distributed during the IV Master Plan's first trimester of application in order to help build a common vision. Moreover, we will further specify the global monitoring system's design and complete the **management results framework**.

Apart from contributing to generating relevant information that is necessary to assess the present Master Plan and to ensure its accountability, the monitoring system will have to provide information that enables the SC to analyze the



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evolution of established priorities and commitments and to review adjustments made as a response to changes in the context. Secondly, the information facilitated must also help identify critical points and bottlenecks that arise in the management and implementation of planned measures. This would ease decision-making on corrective measures to be carried out if considered necessary.

- Data provision for its global Final Evaluation.

Depending on the quantity and quality of available information, the monitoring system will integrate a results framework to help review elements considered fundamental or high-priority from the strategic rationale of this Master Plan, allowing us to identify progress reached with the Plan and to measure its degree of implementation.



Foto: © medicusmundi

In that sense, the monitoring system will have to be designed to collect information to be used in at least four areas:

- Ongoing monitoring of the achievement of strategic results through continuous review and updating of the results framework.
- Regular elaboration of monitoring reports on the Annual Plan for International Cooperation (PACI).
- Data provision for the Mid-Term Evaluation of the IV Master Plan in 2014.

Therefore, the framework's design will not depend on the endeavor to be the most thorough and comprehensive possible, but on a strategic direction and practical usefulness. This is how it can remain a realistic monitoring tool that is both intelligible and attainable.

The global results framework will be set up as an active element that will gradually broaden its scope over time and that will address at least four levels of analysis:

- 1. Changes in system capacities and resources** necessary to reach management results.

VI. Monitoring and Evaluation of the IV Master Plan

- 2. Internal management results** that improve functioning of the Spanish Cooperation's system and that enhance our cooperation's effectiveness and quality.
- 3. Products** derived from the Spanish Cooperation's different interventions that help reach development results.
- 4. Development results** to which the Spanish Cooperation contributes to, together with partner countries and the rest of the international community, who also play a key role in reaching these results.

In a first phase, the results framework will focus on management results relative to the first two levels. The process needs to be progressive as it is only possible to anticipate indicators of the two last levels once the strategic negotiation with the Spanish Cooperation's partners has concluded, and after having decided on the monitoring strategy of products and development results within the results framework (integrated into SPFs and CPFs). In addition, this is consistent with the intervention logic of the actual Master Plan, because many of the changes necessary to ensure adequate monitoring oriented to development results must be previously addressed at the level of management results and capacities.

Building on the selection of strategic lines of action, the results framework will include indicators that provide for the adequate monitoring of achievements, including – for that purpose - baselines and intended goals. Also, when possible, the different actors of the system's share of commitments and responsibilities in achieving these results will be visible. Furthermore, available sources of verification will be reviewed and an information system will be set up to facilitate the periodic collection of necessary quantitative and qualitative data in a structured way.

Due to the nature of the Master Plan, the complexity of our cooperation system and to the difficult times the Spanish

Cooperation is experiencing, the global results framework alone is insufficient for our Plan's monitoring system. Indeed, data provided by the different actors' information and monitoring systems as well as the different levels of intervention within each one of them are elements that must also be taken into account in order to lead a broader analysis of all of the Plan's components. For that reason, as part of the follow-up of outcomes achieved with the PACI, the SGCID will prepare and distribute a yearly report. This report will detail the evolution of the IV Master Plan's results framework, explain the main changes that took place and set the context for accomplishments and remaining challenges.

VI.2. MID-TERM EVALUATION

In 2014, we will carry out a mid-term analysis of the Plan in order to provide a detailed review of progress made in achieving commitments and value the adjustments of the IV Master Plan's provisions to the new contexts. This evaluation will be based on data obtained from the monitoring system and will provide further information in the areas lacking data. This type of analysis led by the SGCID will guarantee the participation of the different SC actors. The SGCID will be in charge of publishing and distributing the resulting report and of coordinating the necessary changes to be made to the results framework.

VI.3. FINAL EVALUATION

Along the year 2016, a Final Evaluation of the IV Master Plan will take place. The evaluation will have to be presented sufficiently in advance so that its results can support the elaboration of the V Master Plan. This Final Evaluation's design will be shaped by the characteristics of the Master Plan

as a strategic document intended to guide the entire Spanish Cooperation system and by the context of its implementation in times of shifting economic and budgetary conditions.

The effective dissemination of the Final Evaluation's results, of the report obtained from the Mid-Term Evaluation and of annual monitoring reports shall contribute to foster learning and to make the use of findings more accessible to the varied group of SC actors who hold different levels of responsibility (decision-makers and managers). At the same time, it must also facilitate accountability to Parliament, to the Spanish citizenship and to our partners.

To that end, the SGCID will maintain open channels of communication with these actors during the processes of monitoring, review and evaluation of the IV Master Plan.

Apart from presenting it to the Cooperation Council and to the Congress of Deputies' Cooperation Commission, we will take the necessary steps to ensure an adequate dissemination of the Final Evaluation report and to adapt it to the different audiences.



Foto: © Araceli García de Rojo (HyD)



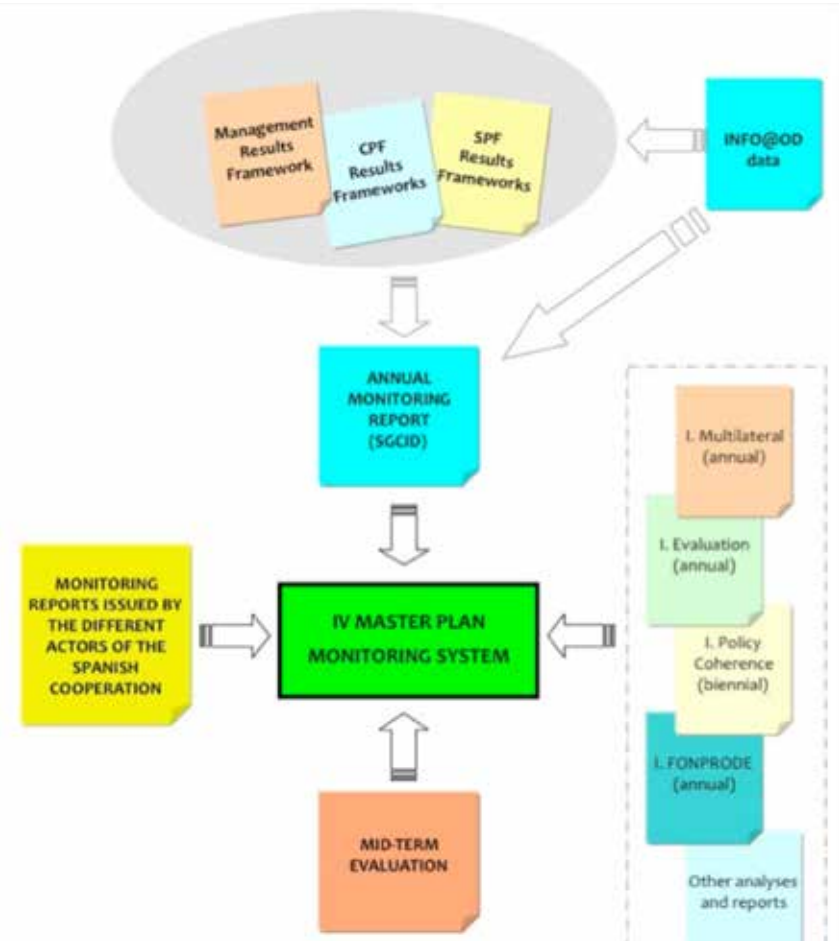
Annex:
Management
results
framework of the
IV Master Plan

INTRODUCTORY NOTE

The IV Master Plan contains the main guidelines that set the Spanish Cooperation’s priorities for the next four years. These, in turn, determine the goals and lines of action that affect all the actors of the Spanish Cooperation in their corresponding areas of responsibility.

To facilitate its monitoring, the IV Master Plan sets the stage for the creation of a system structured on different levels. That system must provide information that allows us to analyze

progress made in achieving priorities and commitments, to review adjustments made to contextual changes and to identify critical issues and bottlenecks in management and execution of planned measures. This system will assist decision-making on corrective steps that should be taken if considered necessary. Furthermore, the system will contribute to generate relevant information for the evaluation of the actual Master Plan and for accountability purposes.



Formulating a results framework is intended as part of the monitoring system. Although the Spanish Cooperation's final goal is to contribute to human development; to reducing poverty and to the full exercise of human rights, **the results framework will first focus on management results.**

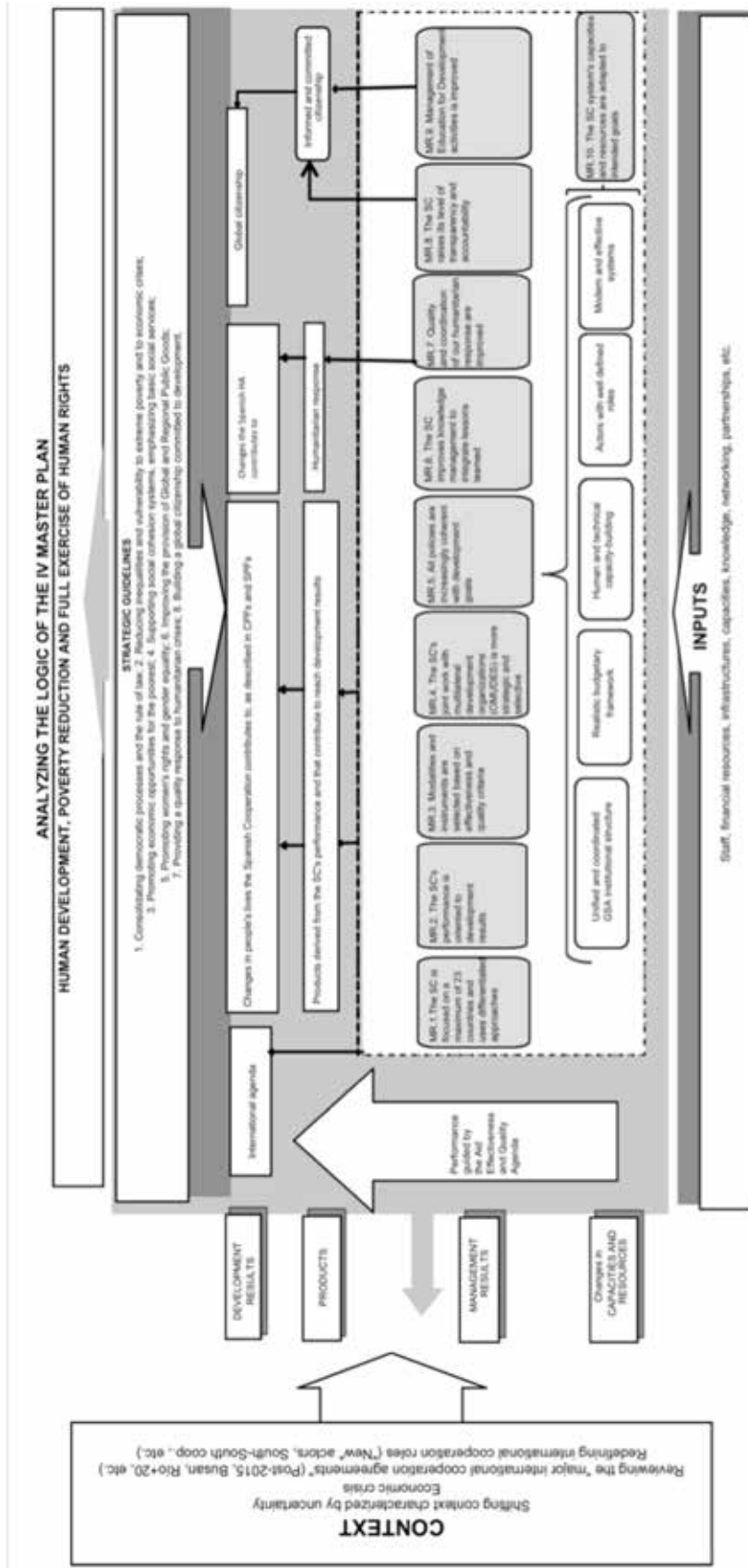
It is important to underline that **the results framework is a monitoring tool.** In that sense, its function is simply to systematize management results according to the intervention logic of the IV Master Plan, to define indicators that enable following-up its evolution over time and to verify if expected results are actually achieved or not. However, it does not explain the reasons behind achieved results, which is why it must be used together with other complementary monitoring and evaluation instruments.

We are also referring to a dynamic and flexible tool, which should be regularly reviewed and adapted to be able to verify if intended products are obtained or not and replace, if necessary, intermediate products by new products or lines of action.

On the other hand, and for the sake of remaining a practical tool, this framework is conceived as a scorecard for each one of the ten management results that are defined as especially relevant to this IV Master Plan. This is why it is not considered an exhaustive tool, but rather used as a **selection of a few key indicators that, all together, represent the progress achieved measured against the strategy laid out in the IV Master Plan.** The idea behind the results framework was to avoid excessive overload of complex data collection and analysis, which could even hamper its effective use as a realistic monitoring tool.

The previous fact does not entail overlooking the complexity of our Master Plan, of our cooperation system and of the contexts in which the Spanish Cooperation operates. Hence,

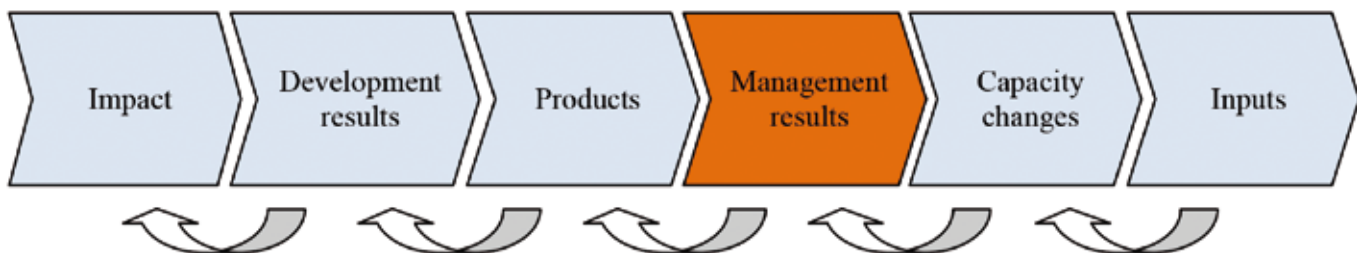
it is worth stressing the fact that **the management results framework is not the only element of the IV Master Plan's global monitoring and evaluation system.** For a broader and more in-depth analysis, we must also take into account the data provided by the different actors' monitoring and information systems as well as the progress reached in the results frameworks of CPFs and SPFs. In addition, we must also consider the information provided by partner countries; regular reports and analyses; the Mid-Term Evaluation and other evaluations and studies published during the validity of the Master Plan.



STRUCTURE OF THE MANAGEMENT RESULTS FRAMEWORK

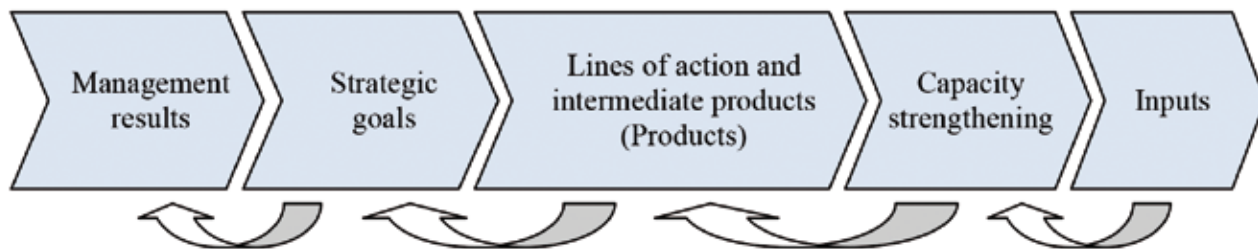
The management results framework is part of the results chain that forms the general strategic logic laid out by the IV Master Plan.

their sustainability. This last aspect is crucially relevant at this moment for the Spanish Cooperation, and that is why it was decided to give visibility to capacity building in a specific and differentiated way. Finally, some resources are needed to implement the actions planned.



The **underlying logic** assumes a specific approach in the particular area of management.

As specified in the Master Plan, the results framework only gathers some instructions in that respect, that will have to be completed as the budgetary forecast is further detailed.



The IV Master Plan identifies certain management results it considers to be essential and sets a number of strategic goals to reach them. In turn, these goals are defined by lines of action, which involve processes and interventions that generate certain “products” (outputs) that will be measured using indicators. On the other hand, there are “intermediate products” that represent pertinent landmarks. Besides, strengthening some of the capacities of the system as a whole or capacities of some specific sectors is necessary in order to make progress in achieving results and in ensuring

As a means to clarify this underlying logic, the results framework’s main elements are defined as follows:

MANAGEMENT RESULTS (MR): These are states that reflect critical changes in the Spanish Cooperation system’s functioning, structure and capacities. They represent the final goal to be reached in the field of management, and, as such, they direct goals and activities in that area during the period of application of the IV Master Plan. As long as it improves

the Spanish Cooperation's effectiveness and quality, achieving the management results will positively contribute, at least indirectly, to reaching development results.

STRATEGIC GOALS (SG): Goals in the area of management that are set as priorities for the IV Master Plan and whose achievement contributes to the progressive materialization of management results.

LINES OF ACTION (LA): Set of relevant measures and actions that will be carried out to reach the strategic goals and that lead to specific end products. For instance, the line entitled: "Review of the regional programs and incorporation of differentiated approaches" will eventually lead to a product named: "Regional programs which incorporate differentiated approaches". Beyond a mere phrasing matter, it was decided that this results framework include lines of action instead of products for a double-purpose. On one side, the aim was to focus on the need to carry out specific actions of temporary nature, and, on the other side, to avoid confusion that could be derived from calling two different types of "products" by the same name, although they are of a different nature given their position in the process: end products and intermediate products.

Indicators: Each line of action must be measurable with indicators that can be analyzed in successive periods of time to be able to appreciate the evolution over time. To maintain the practical use of the management results framework, it was decided to prioritize quantitative indicators that can be fed on an almost automatic basis from the Info@OD website or from other information systems that already exist within the Spanish Cooperation. Indicators that involve ad hoc data collection have been used in a select number of cases, but they do not require significant dedication in terms of time or money. As long as the sources of information permit it,

data will be presented in a disaggregated fashion in order to facilitate the analysis from both the gender and the human rights perspectives.

Baseline: Whenever possible, information on the situation of the 2012 indicator will be included to track evolution over time. When lacking sufficient information, the baseline will be created along the year 2013.

2014 progress and 2016 goal: Whenever possible, each indicator will include the goal set to be achieved in the year 2016 as well as the intermediate value planned for 2014.

Source of verification: Procedure or document that provides relevant information to verify or "measure" the degree of achievement of the indicators.

Responsible entities and actors involved: Each line of action will identify the actors in charge of promoting or directing its implementation, or whose activity has a significant impact on its implementation (responsible entities), as well as other agents who participate in the process (actors involved). As a means to ensure adequate monitoring of the indicators, all these actors will have to provide the SGCID with the information they hold on progress achieved.

INTERMEDIATE PRODUCTS (IP): These are documents or computer applications that are part of a broader process and that, once they are elaborated, must be developed or implemented. Indicators associated with these products assess attainment (YES/NO) or quality. This is why it was decided that they would be differentiated from lines of action (which are regularly updated and show progress over time) in order to be clearly identified. The management results framework only includes some of the intermediate products planned for in the IV Master Plan: those that mark a milestone in the achievement of intended results. Some products are directly associated with specific strategic goals, and for that reason,

they are included in the table next to the corresponding lines of action. On the other hand, products that are linked to the achievement of each management result in a general way and that are somehow related to several objectives are presented at the end of each table in a separate section.

Whenever possible, the deadline for the elaboration of each product should be specified, as long as it is determined beforehand and in a realistic manner. Information on the entities responsible for product delivery and other agents involved in their elaboration should also be included. The possibility of replacing some of the framework's products by specific lines of action will be studied on an annual basis, especially when referring to plans or strategies.

CAPACITY BUILDING (CB): Measures or actions specifically directed at building the system's capacities. Though there already is a management result specifically focused on capacities, it was considered necessary to include a detailed table on capacities because of the strong link between certain exceptional reinforcement measures and some concrete management results.

ANALYSIS OF PROGRESS ACHIEVED TOWARDS RESULTS (⇒): In some cases, the information provided by the indicators must be completed with detailed analyses of different documents in specific moments. These analyses are considered particularly relevant to verifying the degree of achievement of results and to incorporating and evaluating more qualitative aspects. However, as a means of avoiding excessively complicating the monitoring system (which could exceed the Spanish Cooperation's current capacities and generate bottlenecks), we preferred limiting the results to those where this type of additional information is considered vital, and to restrict them to specific moments: the IV Master Plan's Mid-Term and Final Evaluation. The SGCID will be the

entity responsible for carrying out these analyses, for which it will rely on the participation of the rest of involved actors.

MR. 1: THE SPANISH COOPERATION IS FOCUSED ON A MAXIMUM OF 23 COUNTRIES AND ADOPTS DIFFERENTIATED APPROACHES

SG.1.1. Focus the Spanish Cooperation's performance on a maximum of 23 countries (III.2).							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.1.1.1.	Responsible closure or redesign of 29 country programs	0	-	29		SGCI/AECID	THE WHOLE SYSTEM
	% of closed country programs based on a Phase-out Plans	0	-	100%	Phase-out Plans	SGCI/AECID	THE WHOLE SYSTEM
	N° of closed Overseas Cooperation Units (UCE)	0	-	-	Official State Gazelette (BOE)	SGCI/AECID	THE WHOLE SYSTEM
LA.1.1.2.	Focus of the Spanish Cooperation on the 23 partner countries	-	-	≥75 % of gross bilateral and geographically specific ODA (including multilateral)	Info@OD Data	GSA/AR/LA	
SG.1.1. Define the Spanish Cooperation's performance using a differentiated approach (country and region specific) (III.3 and III.4)							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.1.2.1.	Review of regional programs and incorporation of differentiated approaches	0	-	-	Elaboration documents of regional programs	SGCID/AECID	THE WHOLE SYSTEM

IP.M1	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.M1.1.	Review of the methodology used to elaborate CPFs following guidelines that allow us to simplify and improve processes, to adapt cooperation strategies to the different contexts, to promote enhanced policy coherence and to take steps to incorporate the gender in development approach, as well as the human rights and the sustainable development approach.	First semester 2013	SGCID	THE WHOLE SYSTEM

⇒ ANALYSIS OF PHASE-OUT PLANES, REGIONAL PROGRAMS AND CPFs

To assess progress made in achieving this management result, the monitoring of indicators associated with each action will be combined with a qualitative analysis of the phase-out plans, of regional programs elaboration documents and of the

CPFs that are formulated or reviewed during the period of application of this IV Master Plan. Said analysis will be carried out in 2014 and 2016, simultaneously as the IV Master Plan's Mid-Term Evaluation and Final Evaluation. In the case of CPFs and regional programs, the analysis will focus on assessing the incorporation of the differentiation principle.

MR. 2. THE SPANISH COOPERATION'S PERFORMANCE IS ORIENTED TO DEVELOPMENT RESULTS

SG.2.1. Make progress in results-oriented planning (III.1 y IV.1)								
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED	
LA.2.1.1.	Establish a CPF for every partner country	% of partner countries with a CPF	11/50 (22%)	-	100% of partner countries have a CPF	CPF signed	SGCID/AECID	THE WHOLE SYSTEM

SG.2.2. Integrate monitoring of development results (III.1 y IV.1)								
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED	
LA.2.1.1.	Launch a system to monitor results through the CPFs	% of CPFs where at least one mid-term report on results monitoring has been produced	N/A	-	% of CPFs with a report (depending on the period of validity of each CPF)	Results monitoring reports of the CPFs	SGCID/AECID	THE WHOLE SYSTEM

IP.M2	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.M2.1.	The CPF elaboration methodology includes a results monitoring handbook as well as guidelines on gender, human rights and environment	Second semester 2013	SGCID	THE WHOLE SYSTEM
PI.M2.2.	The Spanish Cooperation project cycle handbook is updated and includes guidelines for a development results-oriented approach	-	SGCID / AECID	

CB.2. Improve capacities to carry out results-oriented planning								
	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
CB.2.1.	Consolidation of the Network of Focal Points in matters of effectiveness, monitoring and evaluation	Level of implementation of the Network's Work Plan	0	-	100%	List of focal points per country and region	AECID	
		% of partner countries associated to a focal point	0	-				
CB.2.2.	Training in Managing for Development Results open to actors of the Spanish Cooperation and its partner countries	Nº of courses on Managing for Development Results open to the Spanish Cooperation and nº of participants	-	-	-	Reports on the courses	THE WHOLE SYSTEM	
		Nº of courses on Managing for Development Results open to partner countries and nº of participants	-	-	-			

⇒ CPF CONTENT ANALYSIS

To assess progress made in achieving this management result, the monitoring of indicators associated with each action will be combined with an analysis of Country Partnership Frameworks. Said analysis will be carried out in 2014 and

2016 and will focus on evaluating the results frameworks as well as the monitoring and evaluation systems included in each CPF, paying close attention to the incorporation of the gender, human rights and environmental approaches.

MR 3. MODALITIES AND INSTRUMENTS ARE SELECTED BASED ON EFFECTIVENESS AND QUALITY CRITERIA

SG.3.1. Direct Spanish Cooperation instruments towards program-based aid (IV.1 y IV.4)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.3.1.1.	Increase in the percentage of program-based aid interventions	% of ODA that is part of program-based aid	32%	-	-	Info@OD data	SGCID/AECID	THE WHOLE SYSTEM

IP.3.1. INTERMEDIATE PRODUCTS TO BE ELABORED BY RESPONS. ENTITIES ACTORS INVOLVED

IP.3.1.1.	Baseline on program-based aid			Second semester of 2013			SGCID	THE WHOLE SYSTEM
IP.3.1.2.	Program-Based Aid Technical Handbook			End of 2013			AECID	THE WHOLE SYSTEM

SG.3.2. Incorporate reimbursable financial cooperation to the rest of modalities and instruments (IV.1 y IV.4)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.3.2.1.	Incorporation of reimbursable financial cooperation instruments to CPFs	% of reimbursable financial resources committed to partner countries in priority sectors as defined in the CPFs	-	-	-		SGCID/AECID	

IP.3.2. INTERMEDIATE PRODUCTS TO BE ELABORED BY RESPONS. ENTITIES ACTORS INVOLVED

IP.3.2.1.	Reimbursable Financial Cooperation Strategy						SGCID/ AECID	THE WHOLE SYSTEM
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SG.3.3. Drive triangular and delegated cooperation (IV.1 y IV.4)							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.3.3.1. Increase in the amount of Spanish Cooperation funds managed through delegated cooperation	Nº of delegated cooperation interventions	3	-	-	Info@OD data	SGCID/AECID	THE WHOLE SYSTEM
	Amount of resources delegated to the Spanish Cooperation	-	-	-			
LA.3.3.2. Increase in the number of triangular cooperation interventions	Nº triangular cooperation interventions	-	-	-	Info@OD data	SGCID/AECID	THE WHOLE SYSTEM

IP.M3.	INTERMEDIATE PRODUCTS	TO BE ELABORED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.M3.1.	Guidebook on AECID modalities and instruments	Second semester of 2013	AECID	THE WHOLE SYSTEM

➡ **ANNUAL REPORT ON FONPRODE ANALYSIS**

To assess progress made in achieving this management result, the monitoring of indicators will be combined with an analysis of delegated and triangular cooperation operations

(carried out in 2014 and 2016), as well as with a critical review of the Annual Report on implemented operations funded by FONPRODE. It will also consider the Code of Responsible Financing and its degree of application.

MR 4. THE SPANISH COOPERATION'S JOINT WORK WITH MULTILATERAL DEVELOPMENT ORGANIZATIONS (MDOs) IS MORE STRATEGIC AND SELECTIVE

SG.4.1. Guide the Spanish Cooperation's participation in the multilateral sphere in a more strategic manner (III.5)

IP.4.1. INTERMEDIATE PRODUCTS		TO BE ELABORED BY			RESPONS. ENTITIES	ACTORS INVOLVED		
IP.4.1.1.	Document to establish priorities of multilateral cooperation	Second semester of 2013			SGCID/ AECID/ MINECO			
ACTIONS		INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.4.1.1.	Focus of the Spanish Cooperation on priority MDOs	% of multilateral ODA allocated to priority Financial MDOs % of multilateral ODA allocated to priority non-financial MDOs	-	-	>=80%	Info@OD data	SGCID/AECID/ MINECO	THE WHOLE SYSTEM
LA.4.1.2.	Renewal of Strategic Partnership Frameworks with non-financial MDOs	Nº of renewed partnership frameworks	-	-	-	SPFs that have been renewed and signed	SGCID/AECID	
LA.4.1.4.	Promotion of joint programming, delegated cooperation interventions and joint evaluations with EU institutions	Nº of interventions carried out with the EU	-	-	-	Info@OD data	SGCID/AECID	THE WHOLE SYSTEM

➔ ANALYSIS OF SPFs AND MULTILATERAL COOPERATION REPORTS

To assess progress made in achieving this management result, the monitoring of indicators associated to each action will be combined with a qualitative analysis (carried out in 2014

and 2016) based on signed SPFs, multilateral cooperation reports and other complementary sources of information. Besides other aspects, this analysis will assess the degree of achievement of intended results; the use of monitoring and evaluation systems and the incorporation of the gender, human rights and environmental approaches.

MR 5. ALL POLICIES ARE INCREASINGLY COHERENT WITH DEVELOPMENT GOALS

SG.5.1. Scale-up analysis capacity in matters of Policy Coherence for Development (IV.2)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.5.1.1.	Enhance policy coherence in relation to Spanish Cooperation country programs	% of SPFs that have been formulated by all the actors that implement cooperation activities in the country	-	-	-		GSA/AR	THE WHOLE SYSTEM

IP.5.1.	INTERMEDIATE PRODUCTS	TO BE ELABORED BY			RESPONS. ENTITIES	ACTORS INVOLVED
IP.5.1.1.	Road map on the issue of policy coherence in the sectors of trade and tax evasion	First semester of 2014			SGCID	THE WHOLE SYSTEM

CB.5.1 Increase comprehension on Policy Coherence for Development throughout the administration and the rest of actors

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
RC.5.1.1.	Launch of training activities on Policy Coherence for Development	Nº of courses taught Nº of participants	- -	- -	- -	Reports of the courses; lists of participants	SGCID	THE WHOLE SYSTEM

CB.5.2 Improve the analysis of Policy Coherence for Development (PCD)

ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
Consolidation of the Network of PCD Focal Points among Ministries	Level of implementation of the Network's Work Plan	-	-	-	PCD Report	GSA	THE WHOLE SYSTEM

⇒ ANALYSIS OF THE PCD REPORTS

To assess progress made in achieving this management result, the analysis of Policy Coherence for Development Reports will

be carried out in 2014 and 2016. Among other aspects, this analysis will take into consideration the Cooperation Council's statements and the Work Plans of the Network of Focal Points.

MR 6. THE SPANISH COOPERATION IMPROVES KNOWLEDGE MANAGEMENT TO INTEGRATE LESSONS LEARNED

SG.6.1. Strengthen the Spanish Cooperation's information management systems (III.7)

ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
Info@OD is consolidated as the integrated system of data collection and publication of the Spanish Cooperation	Nº of agents that report to Info@OD	90%	-	100%	Info@OD data	SGID	THE WHOLE SYSTEM

IP.6.1. INTERMEDIATE PRODUCTS TO BE ELABORED BY RESPONS. ENTITIES ACTORS INVOLVED

IP.6.1.	ODA data analysis module accessible through the Internet	Second semester of 2013			SGCID	THE WHOLE SYSTEM
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SG.6.2. Link evaluation to continuous improvement in a more effective way (III.7)							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.6.2.1. Evaluations driven by actors of the Spanish Cooperation follow a more strategic direction	% of evaluations carried out in relation to those forecasted in the biennial planning	N/A	-	80%	Annual Evaluation Reports	SGCID/ AECID	THE WHOLE SYSTEM
	Nº of joint evaluations among actors of the SC	-	-	-	Annual Evaluation Reports		
	Nº of joint evaluations between the SC and other actors	SGCID	-	-	Annual Evaluation Reports		
LA.6.2.2. Increased use of evaluations	% of evaluations of the Biennial Plan that have been followed by a management response document	N/A	-	90%	Annual Evaluation Reports	SGCID/ AECID	THE WHOLE SYSTEM
IP.6.2. INTERMEDIATE PRODUCTS			TO BE ELABORED BY		RESPONS. ENTITIES	ACTORS INVOLVED	
IP.6.2.1.	Spanish Cooperation Evaluation Policy		First semester of 2013		SGCID	THE WHOLE SYSTEM	
IP.6.2.2.	Biennial Evaluation Plans		First semester of 2013 (2013-2014 Plan) Second semester of 2014 (2015-2016 Plan)		SGCID/AECID	THE WHOLE SYSTEM	
IP.6.2.3.	Development of a global monitoring system for AECID		Second semester of 2014		AECID		

SG.6.3. Stimulate research, innovation and studies on development and cooperation (III.7)

IP.6.3.	INTERMEDIATE PRODUCTS	TO BE ELABORED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.6.3.1.	Development Research and Development Studies Plan approved	Second semester of 2015	SGCID/ UNIVERSITIES	THE WHOLE SYSTEM
IP.6.3.2.	National Strategy of Science, Technology and Innovation approved	First semester of 2015	SGCID/ UNIVERSITIES	THE WHOLE SYSTEM

CB.6.1 Improve coordination in terms of monitoring and evaluation

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
CB.6.1.1.	Coordinated work in the areas of monitoring and evaluation among actors of the Spanish Cooperation	Level of implementation of the Work Plan formulated by the Monitoring and Evaluation Working Group	N/A	-	-	Work Plan and Annual Report	THE WHOLE SYSTEM	

CB.6.2 Improve coordination and promotion of joint work in the fields of development research, innovation and studies

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
CB.6.2.1.	Coordinated action in the fields of development research, innovation and studies among actors of the Spanish Cooperation	Level of implementation of the Work Plan formulated by the Development Research, Innovation and Studies Working Group	N/A	-	-	Work Plan and Annual Report	THE WHOLE SYSTEM	

MR 7. QUALITY AND COORDINATION OF OUR HUMANITARIAN RESPONSE ARE IMPROVED

SG.7.1. Increase the effectiveness of the Spanish Cooperation's participation in humanitarian aid interventions (IV.3)								
	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.7.1.1	Focus on the fight against hunger	% of Humanitarian Aid Office funds allocated to food security and nutrition	-	-	-	Info@OD data	AECID	
LA.7.1.2.	Strengthening interventions in contexts where the AECID possesses operational capacity	% of Humanitarian Aid Office funds allocated to specific geographic contexts	-	-	60%	Info@OD data	AECID	
LA.7.1.3.	Strengthening resilience mechanisms	% of Humanitarian Aid Office funds allocated to humanitarian actions related to emergency preparation and early recovery	-	-	50%	Info@OD data	AECID	

0.7.2. Streamline and optimize available resources in the field of Humanitarian Aid (IV.3)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.7.2.1.	Support to OCHA leadership to reform the humanitarian system	% of Humanitarian Aid Office funds for direct support to OCHA	N/A	-	-	Info@OD data	AECID	
LA.7.2.2.	Allocation of funds based on needs and speed of response	% of Humanitarian Aid Office funds allocated to global humanitarian funds (CERF, DREF, ICRC)	-	-	30%	Info@OD data	AECID	

IP.G7	INTERMEDIATE PRODUCTS	TO BE ELABORED BY			RESPONS. ENTITIES	ACTORS INVOLVED
IP.G7.1.	Resilience strategy formulated integrating the gender in development and the human rights approaches	Second semester of 2013			SGCID/AECID	THE WHOLE SYSTEM
IP.G7.2.	Specific Agreement for the establishment of a Humanitarian Aid Fund of Autonomous Regions	Second semester of 2013			SGCID/AECID	THE WHOLE SYSTEM

CB.7.1 Specialized training in Humanitarian Action

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
CB7.1.1.	Specialized training in Humanitarian Action	Nº of courses taught (reported by agent) Nº of participants	- -	- -	- -	Reports of the courses	THE WHOLE SYSTEM	

MR 8. THE SPANISH COOPERATION RAISES ITS LEVELS OF TRANSPARENCY AND ACCOUNTABILITY

SG.8.1. Enhance public access to information on the Spanish Cooperation (III.8 y V.3)							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.8.1.1	<p>Broader and more direct access to information on the Spanish Cooperation</p> <p>Availability of information on: - ODA statistics - Budget execution - Achievement of results - Hiring, agreements, grants - Non-ODA flows to developing countries - Evaluations - Monitoring of the IV Master Plan</p>	N/A	-	Information updated and available	Spanish Cooperation Website	THE WHOLE SYSTEM	
LA.8.1.2	<p>Dissemination of debates and documents authorized by consultative bodies</p> <p>- % of published minutes (published/ approved) - % of published reports (published/ issued)</p>	N/A	-	90%	Spanish Cooperation Website	CONSULTATIVE BODIES	

SG.8.2. Improve Spanish Cooperation accountability of development results (III.8 y IV.1)								
	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.8.2.1	Increased access to CPF monitoring reports	% of monitoring reports of published CPFs	N/A	-	-	Spanish Cooperation Website	SGCID/AECID	THE WHOLE SYSTEM
LA.8.2.2	Improvement of mutual accountability with partner countries	% of CPFs with mutual accountability mechanisms	-	-	-		SGCID/AECID	THE WHOLE SYSTEM
LA.8.2.3	Relevant information from evaluations made available to the different actors	Nº of entries in the evaluation database	N/A	-	-	Public-access evaluation databases	SGCID/AECID	THE WHOLE SYSTEM

SG.8.3. Consolidate the role of Parliament (III.8)								
	ACTIONS	INDICADORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.8.1.1	Increase the amount of information submitted by actors of the Spanish Cooperation to Parliament	Nº of documents submitted Nº of appearances	-	-	-	-	SGCID/AECID	THE WHOLE SYSTEM

⇒ ANALYSIS OF INTERNATIONAL AID TRANSPARENCY INDEXES

In recent years, new key international initiatives have taken place: serial transparency studies have been carried out, such as the International Aid Transparency Initiative (IATI), Transparency International, Quality of Official Development Assistance (QuODA) and Open Government Partnership. To

assess progress made in achieving this management result, the monitoring of indicators associated with each action will be combined with an analysis of these indexes - to be carried out in 2014 and 2016. This analysis will take into account the evolution of Spanish Cooperation indexes from year to year and its position in relation to other surrounding countries.

MR 9. MANAGEMENT OF EDUCATION FOR DEVELOPMENT ACTIVITIES IS IMPROVED

SG.9.1. Improve quality, coverage and accessibility of the Spanish Cooperation's communication content on development (V.3)

IP.9.1	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.9.1.1	Active communication strategies are designed	First semester of 2014	THE WHOLE SYSTEM	THE WHOLE SYSTEM

SG.9.2. Making progress in implementing the Education for Development Strategy (V.3)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.9.2.1	Consolidation of the Teachers for Development Program	Nº of schools that participate in the Program	75	-	190	Program Report	AECID	

IP.9.2	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.9.2.1	AECID Education for Development Action Plan	End of 2014	AECID	

CB.9.1 Enhance coordination in matters of Education for Development							
ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
CB.9.1.1. Improved coordination between actors of the Spanish Cooperation who are active in the field of Education for Development	Level of implementation of the Work Plan elaborated by the Education for Development Working Group	N/A	-	-	Work Plan and Annual Report	THE WHOLE SYSTEM	

⇒ ANALYSIS OF THE CITIZENSHIP'S LEVEL OF KNOWLEDGE AND COMMITMENT TO DEVELOPMENT COOPERATION

To assess progress made in achieving this management result, the monitoring of indicators associated to each action will

be combined with an analysis – in 2014 and 2016 - of the information obtained through studies on the citizenship's attitudes and perceptions in matters of Development Cooperation, studies that were carried out by universities and research centers.

MR 10. THE SPANISH COOPERATION SYSTEM'S CAPACITIES AND RESOURCES ARE ADAPTED TO INTENDED GOALS

SG.10.1. Promote more strategic relations between actors of the Spanish Cooperation (III.6)

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.10.1.1	Involving the private sector as an ally in the promotion of development	N° of pilot programs running in business sectors of international scope in Spanish Cooperation partner countries	0	-	2		AECID/PRIVATE SECTOR	THE WHOLE SYSTEM

IP.10.1	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.10.1.1	MFAC – AR Framework Agreement of Collaboration signed by all the ARs	Second semester of 2013	SGCID/CCAA	
IP.10.1.2	DNGO Partnership Strategy designed with the participation of involved actors	First semester of 2014	SGCID/AECID/ CONGDE	
IP.10.1.3	A reference unit for the private sector has been created	Second semester of 2013	AECID	

SG.10.2. Strengthen capacities of public entities responsible for the design and management of development policy (V.1.)

IP.10.2	INTERMEDIATE PRODUCTS	TO BE ELABORATED BY	RESPONS. ENTITIES	ACTORS INVOLVED
IP.10.2.1	II AECID Management Contract approved	First semester of 2013	AECID	

	ACTIONS	INDICATORS	2012 BASELINE	2014 PROGRESS	2016 GOAL	SOURCE OF VERIFICATION	RESPONS. ENTITIES	ACTORS INVOLVED
LA.10.2.1	Implementation of mobility programs together with other donors and with MDOs	N° of people who participate in the programs	N/A	-	-	Program(s) Activity Reports	SGCID/AECID	GSA

ABBREVIATIONS AND ACRONYMS

- AECID** (Spanish Agency for International Development Cooperation)
- ALNAP** (Active Learning Network for Accountability and Performance in Humanitarian Action)
- AR** (Autonomous Region)
- CEDAW** (Convention for the Elimination of all forms of Discrimination against Women)
- CPF** (Country Partnership Framework)
- CSO** (Civil Society Organizations)
- CSR** (Corporate Social Responsibility)
- DAC** (Development Assistance Committee)
- DAF** (Development Assistance Fund)
- DCI** (Development Cooperation Instrument)
- DNGO** (Development Non-Governmental Organization)
- DRR** (Disaster Risk Reduction)
- ECOSOC** (United Nations Economic and Social Council)
- ESCR** (Economic, Social and Cultural Rights)
- EU** (European Union)
- FONPRODE** (Development Promotion Fund)
- FS** (Fragile State)
- GHD** (Principles and Good Practice of Humanitarian Donorship)
- GPG** (Global Public Goods)
- GSA** (General State Administration)
- HA** (Humanitarian Action)
- HDI** (Human Development Index)
- ICTs** (Information and Communication Technologies)
- IIFAPP** (International and Ibero-American Foundation for Administration and Public Policies)
- INCAF** (International Network on Conflict and Fragility)
- ISDR** (International Strategy for Disaster Reduction)
- LA** (Local Authority)
- LDC** (Less Developed Country)
- LIC** (Low-Income Countries)
- LMIC** (Lower Middle-Income Country)
- LRRD** (Linking of Relief, Rehabilitation and Development)
- MDGs** (Millennium Development Goals)
- MAEC** (Ministerio de Asuntos Exteriores y de Cooperación)
- MFAC** (Ministry of Foreign Affairs and Cooperation)
- MfDR** (Managing for Development Results)
- MIC** (Middle-Income Country)
- MP** (Master Plan of the Spanish Cooperation)
- OCHA** (United Nations Office for the Coordination of Humanitarian Affairs)
- ODA** (Official Development Aid)
- OECD** (Organization for Economic Cooperation and Development)
- OHA** (Office for Humanitarian Action)
- OMUDES** (Multilateral Development Organizations)
- PA** (Public Administration)
- PACI** (Annual Plan for International Cooperation)
- PAS** (Sectoral Action Plan)
- PBA** (Programme-based Approach)
- PCD** (Policy Coherence for Development)
- PPPD** (Public-Private Partnerships for Development)
- RPG** Regional Public Goods
- RU/FOGAR** (Regions United)
- SC** (Spanish Cooperation)
- SCG** (Stable Coordination Groups)
- SDG** (Sustainable Development Goals)
- SECIPI** (State Secretariat for International Cooperation and Latin America)
- SGCID** (Secretariat General of International Development Cooperation)
- SME** (Small and Medium-sized Enterprises)
- SPF** (Strategic Partnership Framework)
- SSC** (South-South Cooperation)
- TC** (Triangular Cooperation)
- TCO** (Technical Cooperation Office)
- UCE** (Overseas Cooperation Unit)
- UCLG** (United Cities and Local Governments)
- UN** (United Nations)
- UNDP** (United Nations Development Program)
- WHO** (World Health Organization)
- WP-EFF** (Working Party on Aid Effectiveness)



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Chapter 2: medicusmundi

Chapter 3: Naciones Unidas

Chapter 4: AECID

Chapter 5: Naciones Unidas

Chapter 6: PNUD

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