
MASTER PLAN FOR DEVELOPMENT COOPERATION 2015-2018

FOR A COUNTRY COMMITTED TO GENDER EQUALITY AND HUMAN RIGHTS



Agència Catalana
de Cooperació
al Desenvolupament



Generalitat de Catalunya
Government
of Catalonia

MASTER PLAN
FOR DEVELOPMENT
COOPERATION
2015-2018

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Master Plan for Development Cooperation 2015-2018

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The Government of Catalonia, the Generalitat, reaffirms its commitment to building a fairer and more democratic world by implementing transformative development cooperation policy. It is aware of challenges confronting people around the world and accepts the responsibility to assist where it can. This new rights-based agenda aims to construct peace by addressing pervasive gender inequality and by championing the human and collective rights of peoples around the world, particularly those of women.

01 INTRODUCTION

This fourth Master Plan for development cooperation policy puts into practice Catalonia's commitment to freedom, global justice and international solidarity under the terms expressed by Catalonia's Development Cooperation Act 26/2001, of 31 December 2001, hereinafter the Cooperation Act.

01 Introduction

The Government of Catalonia is reaffirming its commitment to enact development cooperation policy in this new planning cycle. It is aware of its responsibility to help address the challenges facing citizens across the globe.

Catalonia is adopting a participatory and participated cooperation policy to help build a fairer world and more democratic global governance. It will do this through first-rate transforming cooperation which is based on rights, addresses gender inequalities and promotes and guarantees women's human rights and the collective rights of peoples, with special attention to the construction of peace.

The Catalan Government believes that one of the factors by which the democratic health of a country can be assessed is its international commitment to a freer, fairer and more peaceful world. Hence defending, protecting and guaranteeing individual and collective human rights are its main blueprint for action in development cooperation and this is given shape in the mission of the Master Plan.

This interpretation of the world based on the enforceability and guarantee of human rights coincides with the commitment to transformation that Catalan cooperation has always pursued. Consequently its efforts are focused on those sectors of the population which are especially vulnerable both individually and collectively.

In terms of individual rights, striving to reverse situations of discrimination against women constitutes one of the Catalan Government's firm commitments in this planning cycle. Inequality between men and women persists in virtually every sphere. It affects half of the world's population and is an obstacle to the development of society as a whole. In previous master plans women's empowerment has been recognised as a priority objective, focussing the awareness and capabilities of Catalan society in this direction. This Plan steps up this commitment and uses a rights-based approach to situate women's human rights as one of the distinctive elements of Catalan cooperation.

This plan situates women's human rights as one of the distinctive elements of Catalan cooperation using a rights-based approach.

With regard to collective rights, the global challenge of democratic governance means reinforcing processes for democratic deepening and strengthening sovereignties which place the rights of peoples at the forefront of movements for transformation around the planet. It is an agenda which connects with the national transition process that is taking place today in Catalonia. Hence this Plan seeks to deepen democracy, strengthen sovereignties and defend national identities and cultural and linguistic rights while ensuring respect for the right of peoples to freely decide their own future. It does this based on the conviction that the domination or subjugation of peoples constitutes a great obstacle for peace and security and that reversing such a situation is a key element in deepening the quality of a democracy.

In order to make these commitments effective and enhance public policy, work will continue in the three strategic areas: development, development education and humanitarian action. The Master Plan envisages working on them in a more integrated way with actions that connect the contributions each of them can make towards the achievement of the priority strategic objectives.

Development education (which is the process of generating critical, active and committed global citizens), raising awareness and communication are key factors in fostering a new alliance between cooperation

stakeholders and active citizens which enhances Catalan society's commitment to the values of development cooperation and international solidarity. The Plan echoes this idea and envisages promoting awareness, education, advocacy and research.

Finally, this Master Plan seeks to incorporate learning gained from earlier cycles. The latter showed that doctrinal frameworks and planning need to converge more closely with real execution so that they can become a useful tool for following up on commitments. It has also become clear that greater sector focusing improves quality and prevents fragmentation leading to action excessively subject to management and supervision.

02

OPPORTUNITIES AND CHALLENGES IN A CHANGING CONTEXT

The 2015-2018 Master Plan has been drawn up in cognisance of major international and national changes transpiring. The degree of global transformation has compelled reassessment of previous development agendas which are now deemed outdated.

02

Opportunities and challenges in a changing context

The appearance of new actors has prompted the revision of international development cooperation agendas.

As for actors, new regional and international economic powers have arisen with an increasingly significant presence in international relations and development cooperation. Countries that have traditionally been classed as developing economies now have constantly growing economies and their capacity for international impact is increasingly greater. This phenomenon means new opportunities for south-south cooperation and new challenges for the governance of the system.

In addition to this, recent decades have produced a proliferation of non-state actors that have signalled a challenge in terms of coordination while also being an opportunity for innovation in cooperation methods and instruments.

In relation to development and cooperation agendas, there are a number processes for review sponsored by multilateral bodies which encourage the emergence of critical readings and alternative proposals arising from social movements. Since Rio+20 Declaration, the agenda for sustainable development and the agenda for eradication of poverty (MDG 2015) cannot be decoupled and they are being revised into a single Global Agenda for Sustainable Development in which the priorities for the post-2015 period will be debated.

In lockstep preparatory discussions are taking place for Beijing+20, which includes a review of commitments made and still not achieved in the 1995 Beijing Platform for Action as part of the 4th World Women's Conference.

These review processes have still not concluded but they all identify the main challenges for construction of an inclusive, fair and sustainable development agenda:

- Development challenges are identified as global challenges and not as a problem belonging to southern countries. Debate is therefore growing on the provision of global public assets and the responsibilities shared between countries traditionally considered donors and receivers who have to coordinate joint responses. Interdependencies are increasingly more evident in spheres such as migration, global health, climate change, the loss of biodiversity, etc.
- Cooperation policies that concentrate on managing ODA are insufficient to tackle the global challenges which form part of the commitment of all governments and citizens of the whole planet. This responsibility therefore has to be translated into broad cooperation that infuses all other public policy and brings on board new actors and fresh voices.
- There has been an improvement in levels of human development and a reduction in poverty on a global scale, the consequence mainly of the sustained growth of emerging economies. Nevertheless, the UNDP's latest Human Development Report indicates that this growth is accentuating the gap between rich and poor and increasing inequalities. Thus income differences between countries are reduced while inequalities are increased inside them; 'norths' are created in the South and 'souths' in the North and as a result the North/South divide is blurred.
- Development is addressed in terms of guaranteeing rights, which means it can be linked with collective responsibility for protecting human rights. As a result the logic of human rights is built into the development agenda.
- The international commitment to equality between men and women is reinforced. Global gender inequalities have increased in recent years and development agendas stress the need to guarantee women's human rights, in particular for young women and girls, to empower them in all spheres and build the gender perspective into all policies and programmes.

Simultaneously, evolution of human rights doctrine has shaped a category of collective rights that enable the exercise of fundamental political and individual rights as well as economic, social and cultural rights. These include the right to self-determination, linguistic rights, educational rights, and the right to a healthy environment and sustainable development of natural resources. The existence of collective rights alongside individual rights is essential and as pointed out by Héctor Gros Espiell, the Special Rapporteur of the UN Sub-commission on the Prevention of Discrimination and Protection of Minorities, “the presumed incompatibility between the two types of rights is inadmissible”.

The Master Plan reflects these debates and supplements the goals of the official agenda discussed within the framework of the OECD and the United Nations with contributions made by civil society at a time of special energy and growing prominence for citizen initiatives.

In Catalonia this revitalising of the social fabric has entailed a deepening of democracy that brings with it agendas advocating a change in the status quo. The process of national transition is the most illustrative of them.

The process of national transition is an opportunity for this policy since it entails the creation of a framework for Catalonia’s commitments and responsibilities in a world that is facing increasing global challenges in sustainable human development: peace and human security, the eradication of poverty, international health, climate change, the loss of global biodiversity, freedom, decent employment, migration and population movement, etc. The recommendations and proposals made by civil society and expressed in the Acord Nacional d’Acció Exterior (National Agreement on Foreign Action) are a good starting point for ensuring a responsible international presence.

Thus cooperation policy needs to meet our responsibility as a country committed to the challenges which involve the whole of the planet and leverage the links that the people of Catalonia have with other countries as capital for cooperation that engages the public.

When analysing the progress of the Catalan Government’s cooperation strategy, it is worth recalling that it is a relatively recent policy which has rapidly expanded in resources, strategic and management tools, alliances, coordination mechanisms and dialogue. Capabilities

Cooperation policies that concentrate on managing ODA are insufficient to tackle the global challenges which form part of the commitment of all governments and citizens of the whole planet.

have been affected in the years prior to the approval of this Plan by the budgetary restrictions resulting from the country’s economic situation and the Catalan Government’s financial position, which have had a much greater impact on development cooperation than in other fields. In conjunction with the international debates mentioned above, this has fast-tracked discussion on the changes that have to be made in cooperation policy.

Hence we now have a golden opportunity to confirm the commitment to and awareness of Catalonia’s global responsibility and advocate cooperation as a public policy which is international yet has national roots. This policy projects an image of the country worldwide with its most cherished values such as freedom, solidarity, equality, fairness, participation, dignity and justice, promotion of human rights, peace and non-violence. These are also key factors for recovering the necessary political and social consensus and people’s commitment to international solidarity.

03 VISION AND MISSION

VISION

Catalonia is a committed and responsible country that aspires to create a world where people are equal and free; where government is fair; development sustainable; and where human rights are respected, protected and guaranteed.

MISSION

The mission of this public policy, which flows from the values established in the Act, is to foster sustainable human development by driving processes for democratisation, good governance, and by promoting peace and the full enjoyment of human rights regardless of gender. The policy sustains that people are endowed with rights and governments are obligated to respect them.

The Catalan Government uses a gender, individual, and collective human rights-based approach in all public policies in order to thoroughly transform inequalities.

04

STRATEGIC APPROACH: GENDER AND HUMAN RIGHTS FOR SUSTAINABLE HUMAN DEVELOPMENT

The strategic approach specifically defines the position and structure of the Master Plan by reinforcing the value of using cooperation to achieve its mission.

04

Strategic approach: gender and human rights for sustainable human development

The starting point of this approach was determined by revisiting the commitments of previous planning cycles in order to identify the key opportunities and challenges.

Hence the Master Plan maintains the commitment to the paradigm of sustainable human development, under which the generation of wellbeing is a process of extending each person's capabilities and their options for living the life they desire within a political and social framework that guarantees equal opportunities.

Sustainability is an indissoluble part of this paradigm. It entails tackling the environmental limits of prevailing development models and comprehensively addressing the links between economic, social and environmental aspects of development processes in order to achieve a more harmonious relationship between people and their natural environment.

Together with this paradigm, the Master Plan places the gender approach and the individual and collective human rights-based approach (HRBA) in a central position due to their transforming and emancipating character and an orientation to strengthening capacities and reducing vulnerabilities. The contributions made by each of these approaches are integrated into this Plan and permeate its mission, strategic and specific objectives and deployment in an implementation proposal.

Hence the Master Plan reaffirms the commitment of Catalan cooperation to the cross-cutting objectives set out in the previous cycles and looks to advance towards more comprehensive treatment. This chapter describes the elements that characterise this strategic approach and sets out the main implications for cooperation which the Catalan Government seeks to promote.

The gender perspective

The gender approach is an essential requirement for equitable development which encompasses half the world's population. It involves analysing and transforming the structural causes which lead to inequality and discrimination towards women in all fields (financial, work, political, social, cultural) by means of strategies to eradicate them. To advance in this direction, the guidelines on equity between men and women in the Catalan Government's development cooperation are used as a reference point and priorities are established to avoid excessive technicality in the approach.

Interpreted in this way, the gender perspective advocates its political stance which has been developed to criticise the patriarchal system. It involves placing centre stage the debates on the sustainability of human and environmental life, redistribution of caring and production work, a life free from violence, sexual and reproductive rights and women's economic, employment and political rights, among other issues.

The inequalities suffered by women due to the fact of being women intersect with other forms of discrimination which detract from and worsen the full exercise of their human rights. These multiple discriminations include age, nationality, ethnicity, origin, social class, disability and sexual option. The gender approach puts special emphasis on these intersections in order to empower grassroots women's groups experiencing various forms of discrimination towards the search for their effective equality and full development.

Based on the method used in earlier master plans, effective application of the gender approach requires a twin-track strategy which combines the adoption of specific objectives designed to promote women's rights and their empowerment with mainstreaming the gender perspective when designing, applying, monitoring and evaluating this public policy.

The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) is the reference framework for establishing a consensus about what discrimination against women means and also an agenda for the fight against such discrimination. This framework is completed with the Beijing Platform of Action, led by UN Women, and its programme of commitments which have to be achieved in terms of women's rights.

Conceptual framework of the human rights-based approach (HRBA)

The HRBA is a conceptual framework for the process of sustainable human development that from a legislative viewpoint is based on international human rights law, and from an operational perspective is aimed at promoting and protecting human rights. This means taking individual and collective human rights as a reference framework and using them as the foundations and tools of this policy.

The Master Plan starts from a vision which goes beyond the concept of right in its uniquely legal meaning and addresses the agenda which binds the institutions responsible for guaranteeing the exercise of rights (in the quadruple dimension of recognition, respect, protection and guarantee) and the one for collective action to demand their effective exercise. Hence priorities can be addressed to the various parties involved: the institutions which are the holders of obligations (with special attention to public authorities); holders of rights (individuals and collectives); and the holders of responsibilities (which include companies, NGOs, the media, communities, etc.).

Simultaneously, this viewpoint which emphasises the transforming potential of human rights does not merely demand formal recognition of such rights. In addition it calls for all dimensions (availability, accessibility, quality, acceptability, achievability and sustainability over time) and principles (non-discrimination, access to information, participation, accountability) to be guaranteed.

The Master Plan argues that human rights are not exclusively individual and advocates effective guarantees for the rights of peoples based on a universal and transforming vision. Hence it is accepted that collective rights are crucial in understanding and accepting the fullness and implications of individual human rights. Human rights cannot be understood or fully developed if the peoples to which each individual belongs are not respected. They are thus related to the values set out in the Cooperation Act (Article 3: the right of peoples to the defence and promotion of culture, language and own identity) but additionally go further and become the cornerstone for democratic governance.

Integrated treatment of the gender and human rights-based approaches

The HRBA is explicitly focussed on discrimination and marginalisation in development processes because it confronts persisting patterns of inequality in the exercise of rights. Consequently solutions proposed by rights-based cooperation must take into account the structural causes that allow a political and social environment to foment exclusion, marginalisation and, in the last instance, negation of human rights. The gender and human rights approaches draw on this strategy and they should be used together to address cooperation which focuses on the causes that generate inequalities.

Rollout of the strategic approach

This integrated treatment of the above factors has implications for the Master Plan's strategic commitment and the implementation proposal. These are set out in the following points and discussed in subsequent chapters:

With relation to the strategic commitment:

- View the rights and gender approach as a shared responsibility. The gender approach allows identification of the factors which obstruct women in the full exercise of their individual and collective rights. At the same time it enables a renewed reading of human rights which had previously been envisaged with male-centred parameters focused on public space.
- Consequently adopt women's human rights as a strategic element in Catalan cooperation policy and defend, protect and guarantee them as a priority for progress in the inclusive and sustainable human development of the whole of society.
- Ensure the success of this strategic commitment through including the collective dimension of human rights as a distinctive trait in Catalan cooperation and support processes for deepening democracy and good governance.
- Prioritise mentoring change processes instead of direct service provision: empower holders of rights to assert and exercise them and holders of obligations to guarantee compliance.

With relation to the implementation proposal:

- Move from being predominantly a donor to a position of partner and responsible international actor with the capacity to create an agenda and make a difference. This means having an impact on all cooperation activities interpreted as action geared towards influencing holders of responsibilities and obligations based on the enforceability of rights and to eliminate the causes that generate inequalities.
- Accept that change processes are complex and slow and develop tools that allow such change to be suitably mentored from a viewpoint of horizontality and knowledge exchange.
- Incorporate new stakeholders into cooperation policy and work for their empowerment: human rights organisations, women's and feminist organisations and social movements and networks.
- Apply HRBA principles in policy planning and when mapping out actions that are consistent with the gender perspective: i) the link with human rights; ii) participation; iii) transparency and accountability; iv) strengthening of capabilities; v) equality and non-discrimination with special attention to the most vulnerable groups.
- Include systems and mechanisms for protecting and guaranteeing human rights and those which are specifically for the human rights of women as sources of information and analysis and for use in action, especially in the field of political impact.
- Apply gender perspective analytical elements and strategies in planning, monitoring and evaluating policy and actions: i) gender mainstreaming and empowerment of women; ii) the gender division of work; iii) women's practical needs and strategic interests compared to men; iv) gender roles and identities; v) gender condition and position; vi) access, control and use of resources and benefits; vii) power relationships between women and men; viii) public and private space.

05

PARTICIPATORY, COHERENT AND TRANSPARENT COOPERATION

The principles of participation, consistency and accountability, set out in the Cooperation Act, played a crucial role in determining the the post-2015 development agenda. This sections elaborates the relevance of these principles in the cooperation model.

- 5.1. Participation and collaboration as an added value in Catalan cooperation
- 5.2. Policy coherence for development
- 5.3. Transparency and accountability

5.1

Participation and collaboration as an added value in Catalan cooperation

One of the most important assets of Catalan cooperation is the variety of stakeholders who take part in this public policy and the added value which they bring.

For this reason, the Catalan Government will work both to maintain this asset and to increase its existing capacities. It will collaborate with all the stakeholders who make a relevant and strategic contribution to the implementation of this public policy, heeding their diversity and utilising their experiences and expertise. Participation will be guaranteed by respecting the time and means of actors in favour of quality representative participation.

To improve participation and collaboration the capacities of the actors in Catalonia and in the partner countries will be reinforced. In addition permanent dialogue will be established about the agendas for development, peace, gender and individual and collective human rights that goes beyond the specific actions which are promoted.

The capacities of the actors in Catalonia and in its partner countries will be reinforced in order to improve participation and collaboration. Additionally, permanent dialogue about the agendas for development, peace, gender, and individual and collective human rights will be established to surpass the specific actions promoted.

With regard to stakeholders, participation and collaboration will be arranged by:

- The map of actors defined in previous master plans: non-governmental development, peace and human rights organisations, groups and funds of local authorities, trade unions, business organisations, chambers of commerce, universities and research centres, and migrant organisations.
- Other potential partner stakeholders for specific actions: educational institutions, the media, social movements, youth associations and non-governmental environmental organisations.
- Local authorities. The Government of Catalonia considers municipal cooperation in Catalonia an integral part of a cooperation model that seeks to approach realities, promote change and transform the attitudes of citizens through proximity. It will promote coordination with local authorities and joint work when shared aims and priorities are identified. It will foster coordination and joint actions with the Catalan Fund for Development Cooperation as a leader in cooperation at the local level and it will drive joint actions with local councils and supra-municipal bodies. This coordination is especially relevant in spheres such as co-development due to the proximity between local councils and migrant groups.
- In terms of development efficiency principles, relations with governments and organised civil society in partner countries will be stepped up and forums for participation will also be guaranteed.
- Social movements and women's and feminist organisations as stakeholders in the cooperation policy. Strategic alliances and networking between these organisations and with other cooperation actors will be put in place.

With regard to forums for participation and consultation, these will take shape in:

- The Consell de Cooperació al Desenvolupament (Development Cooperation Council), the main consultative and participatory body.
- The Comissió Interdepartamental de Cooperació al Desenvolupament (Interdepartmental Development Cooperation Commission) and the Comissió de Coordinació amb els Ens Locals (Local Authorities Coordination Commission) which will continue to operate as forums for participation, coordination and knowledge exchange.
- The Consell Català de Foment de la Pau (Catalan Council for the Promotion of Peace) and the Comitè Català d'Ajut Humanitari d'Emergència (Catalan Committee for Emergency Humanitarian Aid)
- Specific participation forums which other stakeholders can join that enable the commitments in the Master Plan to become operational.
- Promotion of new communication channels previously agreed with second-tier organisations that enable participation around Catalonia and generate new lines of joint work shared by all participating actors.
- Other participatory and consultative development cooperation forums run by the Catalan Government, such as the Comissió interdepartamental d'Immigració (Interdepartmental Immigration Commission) and the Pla d'acció enfront del VIH/Sida (Action Plan against HIV/AIDS) working group, or in conjunction with civil society, such as the Consell de l'Associacionisme i el Voluntariat (Associations and Volunteering Council).

Chapters 7.3 and 9.2 of the Plan outline proposals to advance the implementation of this principle.

5.2

Policy coherence for development

One of the most important assets of Catalan cooperation is the variety, quality and value-added by stakeholders who take part in this public policy.

This commitment involves identifying and reversing the negative effects of public policies on development. Policy coherence for development is a key principle in a cooperation that seeks to be a cross-cutting policy in all Catalan Government action. Implementation of this principle covers different spheres of action in which progress must be made gradually and goals set to enable evaluation.

Policy coherence for is crucial in two spheres:

- 1.** In the Catalan Government's cooperation policy. The Master Plan reinforces the role of the Directorate General for Development Cooperation (DGCD) in coordinating and overseeing the coherence of actions by all Government departments and units taking part in it, and also in leading the rollout of the objectives and priorities established in this Master Plan.
- 2.** In the Catalan Government's actions. The DGCD is tasked with assessing and acting on the impact of other governmental policies with a foreign policy dimension so that they contribute to sustainable human development of the peoples they influence.

Chapter 7.1 of this Plan outlines the implementation proposal to move forward in rolling out this principle.

5.3

Transparency and accountability

The Government of Catalonia will enhance the transparency of decision-making and management processes that help to implement its cooperation policy. Support will also be given to initiatives meant to improve tools used to ensure accountability in all its actions.

The principles shared by all signatories to the Busan Global Partnership for Effective Development Cooperation include transparency and mutual responsibility with beneficiaries, the public, partners and the parties involved, and this is one of the principles it sees as being an essential requirement for achieving results.

In order to give effect to this principle, the international community calls on all donors to provide maximum dissemination of information about development aid and recommends using national monitoring systems to guarantee that accountability is linked to the priorities defined locally. Furthermore, these measures should contribute to democratic control within countries and not be restricted to external oversight between the donor and receiving country.

Furthermore, the framework defining the international development agenda post-2015 emphasises the

importance of linking the adoption of global development commitments to the establishment of local milestones and the multi-level distribution of responsibilities. This will require the adoption of various mechanisms for accountability among partners and with the general public in both the North and the South which are essential for monitoring results and maintaining the legitimacy of this public policy.

Hence existing mechanisms will be continued and also extended to make decisions in awarding and implementing grants more transparent. At the same time, enhanced evaluation in line with the evaluation guidelines of Catalan cooperation will mean that accountability in this cycle will go further than information about resource assignment (ODA) and will publicise the actions taken on the ground and progress in the development processes to which they contribute.

There will be innovation in monitoring to tailor it to the support of processes such as the publication and dissemination of Catalan cooperation data and results in tandem with the Catalan Development Cooperation Fund, local authorities, the media and NGOs. Innovation will mean adopting new formats and the use of social media so as to reach the public via all possible channels.

There will also be accountability with partner countries in terms of existing plans and strategies and adaptation to local priorities and procedures. Catalan Government representatives on the ground will oversee this principle and make it effective.

Chapters 7.5 and 9.2 of the Plan outline proposals to make progress in rolling out this principle.

06

OBJECTIVES OF THE MASTER PLAN

This chapter describes the strategic and specific objectives of the Master Plan, which brings together the Government's sector and geographical priorities in cooperation for the next cycle.

6.1. Strategic objectives regarding rights

- 6.1.1. Strategic objective: women's human rights
- 6.1.2. Strategic objective: collective rights for peoples

6.2. Strategic objectives regarding territories

- 6.2.1. Move forwards in the geographical focus of Catalan cooperation
- 6.2.2. Localising development cooperation

6.1

Strategic objectives regarding rights

The Master Plan incorporates sectoral concentration in its approach to human rights. It establishes priorities for action that address individual rights through women's rights and collective human rights through the rights of peoples.

In the former case, women's exclusive rights are not prioritised but the focus is on achieving universal human rights, based on the premise that empowerment of women in these spheres is a necessary condition for their real achievement.

The criteria applied by this sectoral approach in this Master Plan stem from an analysis of: (a) the international context and agenda for sustainable development, human rights and gender equity, (b) the Catalan Government's cooperation track record, and especially the lines which make it most transforming, and (c) the awareness and capacities making up Catalan cooperation given the diversity of its actors.

The intersection of these three criteria means special attention is paid to the rights with greatest capacity to transform and which are geared towards the people and groups who suffer the most marked situations of inequality, oppression and subordination. In lockstep, it has been taken into account that in the earlier master plans Government cooperation had already demonstrated sensitivity to democratic governance, peace, gender, national identities, cultural and linguistic rights and to respecting peoples in deciding on their own future. This ongoing work conducted in conjunction with what has been done by many Catalan actors has become an added value in Catalan cooperation, as is noted in the National Agreement on Foreign Aid. This Master Plan seeks to enhance this added value so that it becomes a distinctive feature of Catalan cooperation.

Hence the Plan is fully committed to further work in areas where Catalan cooperation has a long track record and which are key in responding to the challenges posed by sustainable and inclusive human development, such as the construction of peace.

Hence the Plan is fully committed to further work in areas where Catalan cooperation has a long track record and which are key in responding to the challenges posed by sustainable and inclusive human development, such as the construction of peace.

The absence of violence is a precondition for sustainable human development and to guarantee, protect and promote human rights, especially in the cases of women and peoples. Hence in order to roll out the Master Plan in a way consistent with the paradigm and strategic approach that sustain it, development cooperation policy has to undertake initiatives for building peace and promoting the culture of peace. These initiatives will help prevent, manage and transform violent conflicts and conduct based on a human security and safety approach combined with examining and raising awareness about the underlying causes, dynamics and consequences of armed conflicts and the culture of violence.

In Catalonia, the Cooperation Act and the Promotion of Peace Act express the Catalan Government's commitment and obligation to promote the culture of peace and actions that foster peace around the world. Catalan cooperation can also count on a series of public and private institutions and bodies dedicated exclusively to promoting the culture of peace and the peaceful resolution of conflicts and on institutional capacities in this field such as the International Catalan Institute for Peace. The Master Plan reflects these capacities and its strategic objectives will enable them to be enhanced based on acknowledgement of the right to peace as an indispensable step forward. The focus on human rights for women and the collective rights of peoples makes it possible to identify specific areas of work in which to promote the right to peace.

Lastly, bearing in mind that the strategic and specific objectives are to permeate all measures put in place by the Government of Catalonia, they have been defined in such a way that they enable the consolidation of added value supported by the wide range of solidarity awareness, expertise and ties in Catalonia.

The Catalan Government is aware of the capabilities the country has in spheres where accumulated expertise exists, such as promoting municipalism, local and multi-level democratic governance, managing public policy, defence and inclusive promotion of cultural and linguistic rights, environmental stewardship, promoting models of state education, education in one's own language, intercultural education, promoting peace culture and building peace, co-development, global health, and so on. The strategic objectives seek to articulate all these forms of expertise and ensure they take on board the gender and human rights-based approach.

6.1.1

Strategic objective: women's human rights

**Strategic objective:
Contribute to the defence,
guarantee and exercise of women's
human rights which enable
transformation of the structures
perpetuating inequalities between
men and women.**

In 1993 the United Nations explicitly recognised at the Vienna World Conference on Human Rights that human rights for women are human rights in equality with men and that there is an historical attitude to women which treats them as invisible, situated in a position of subordination and structural inequality. This recognition is the fruit of the struggles and critiques by feminist movements around the world, particularly since the 1970s, which show that until then human rights had been markedly male-orientated and centred on public space, with men as the centre and parameter of what is human, thereby forgetting that more than half the world's population consists of women and girls with different, specific and diverse realities, voices and needs, especially in the personal sphere.

In spite of advances in the recognition of these rights, there is still a long way to go in their protection, guarantee and enjoyment and exercise by women. Catalan cooperation already has a track record of commitment to equality between men and women that in previous cycles had taken shape in a twin-track strategy. Hence concurrently with mainstreaming gender equity, women's empowerment was established as a strategic objective which was made a priority due to its transforming capability.

This Master Plan aims to reinforce this commitment on the premise that it reflects a track record, awareness and institutional capabilities that make it possible to promote women's rights as a transformational element within wider society. The proposal for sectoral prioritisation within this strategic objective does not describe exclusive women's rights but aims to develop the entire community in these spheres by stressing women's empowerment, their full participation and how violation of rights specifically affects women.

Definition of the objective based on women's human rights is due to the adoption of a human rights-based approach and enables deployment of an extensive working agenda that unites all the actors in Catalan cooperation around a common objective. As a result there are five sector fields: civil and political rights, economic, social and cultural rights (ESCR), the right to peace and a life free from violence, and the participation of women in the resolution of armed conflicts and building peace, environmental sustainability and the global challenges of sustainable development.

The translation of these five sector fields into specific key objectives draws on two sources. Firstly there is the CEDAW as an instrument of international law and the international commitments reaffirmed in Beijing +20. Secondly, there are the women's rights movements from the North and from the South and the agendas that aim to transform the structures which lead to their subordination.

Specific objectives in relation with civil and political rights

The action of the Government of Catalonia in this sphere is focussed on political empowerment of women which includes, as CEDAW states, the right to political participation and the promotion of transforming female leadership, with emphasis on those collectives of women who are more excluded or lack a voice. Discrimination in political and public life calls for special emphasis to be placed on guaranteeing equality of starting conditions in the right to vote and to stand as a candidate, the formulation and implementation of public policy and participation in civil society organisations.

- 1.1.** Promote the political empowering of women to increase their capacity to demand their rights and combat their exclusion at both local and global levels.
- 1.2.** Foster processes for political and social coordination that enable women's participation in creating, implementing, monitoring and evaluating socially fair public policy that addresses development objectives.

Specific objectives in relation to economic, social and cultural rights

This is an extensive agenda within which the sectors that have traditionally been covered by actors in Catalan cooperation are prioritised with the aim of building on the capabilities available and addressing the strategic objective. Hence women's economic empowerment, health and education are considered key sectors for a concrete approach. This sphere also includes employment rights, as high-quality employment is key to sustainable development and improvement in individual earnings. According to the ILO, over half of women are in a vulnerable employment situation, yet this figure reaches 70% in some of the priority zones for Catalan cooperation.

- 1.3.** Promote women's economic rights focussing on their empowerment and financial autonomy.
- 1.4.** Promote the right to health and especially the right to one's own body, sexual rights and reproductive rights, the right to care, healing and self-care.
- 1.5.** Promote the right to quality state education for women and children at all educational stages from a coeducational and prevention standpoint.
- 1.6.** Defend the right to productive work under decent employment conditions of equality between men and women and promote social dialogue, paying special attention to young people and employment situations that require special protection (pregnancy, birth, post-natal and maternity).
- 1.7.** Promote co-responsibility in reproductive and community work among men and women, emphasising its importance for the functioning of societies.

Specific objectives in relation to the right to peace and the right to a life free of violence

The United Nations Charter establishes in its preamble that peace is a universal value, and also a prior condition for and a consequence of the exercise of human rights. Since the signature of the Charter in 1945 there has been an important evolution of the idea, which has crystallised in recent years in an effort to codify the human right to peace so that human life is guaranteed by a social system in which the values of peace and solidarity are essential and in which conflicts are resolved through dialogue and other peaceful forms of social action.

At the same time, in lockstep there has been a process of convergence among the agendas for peace, security, human rights and development, leading to a sustainable and “positive” concept of peace which goes much further than the absence of violence and which this Master Plan accepts.

Likewise, Resolution 1325 of the UN Security Council and the agendas for the construction of peace by movements for gender equality are taken as reference points in order to view women as protagonists in processes for building peace and to address violations of human rights in conflicts.

- 1.8.** Prevent violent conflicts, paying special attention to the analysis and transformation of their causes linked to inequality, financial and political interests, and access, control and use of natural resources, including long-lasting conflicts and forgotten conflicts.
- 1.9.** Contribute to a negotiated, fair and lasting peaceful solution to violent conflicts, supporting inclusive processes for dialogue, negotiation and peace, and ensure the protection and defence of human rights and international humanitarian law.
- 1.10.** Promote the rights of victims, based on their practical needs and strategic interests, which include humanitarian rehabilitation, reconstruction of the psychosocial fabric, and actions related with transitional justice (truth, justice, reparation and historical memory).
- 1.11.** Contribute to post-conflict rehabilitation and to reinforcing local capacities to transform violent conflicts.
- 1.12.** Promote the full participation of women in the transformation of conflicts and the construction of peace while building tools for conflict awareness into development cooperation.

The right to a life free of violence, as set out in Catalonia's Act 5/2008 on women's right to eradicate gender violence, has to be addressed comprehensively in all its forms (physical, sexual, psychological, economic and institutional) and all its realms (the couple, the family, at work, socially and in the community). Specifically, the Master Plan puts special emphasis on tackling violence against women in the framework of armed and violent conflicts, as is set out in the aforesaid Resolution 1325.

- 1.13.** Contribute to the prevention, detection and eradication of violence against women in all its forms (physical, sexual, psychological, economic and institutional) and all its realms (the couple, the family, at work, socially and in the community), paying special attention to situations of armed and violent conflicts.

Specific objectives in relation with environmental sustainability

The reference points in this area are firstly the right to a healthy environment, and secondly the post-2015 and post-Rio+20 MDG debates, which identify the link between sustainability, eradication of poverty, reduction of inequalities in and between countries and the promotion of gender equality as the road towards sustainable, free and equitable human development. In addition the right to the city is promoted as a key element for sustainability with a clear social component. Here the Plan works to improve environmental sustainability throughout the community, specifically addressing the participation of women and their organisations and the inclusion of their needs, priorities and alternatives as well as the strengthening of their social network and collective action in the following sectors:

- 1.14.** Access, control and sustainable, inclusive and fair use of natural resources and their benefits (especially water).
- 1.15.** Promote the right to food sovereignty in partner countries, defined as the right of peoples to determine agricultural and food policies that affect them within the framework of fair and sustainable development.
- 1.16.** Contribute to increasing resilience in the face of natural or socio-natural disasters by way of adopting disaster risk reduction strategies (prevention, preparation, mitigation).
- 1.17.** Contribute to reducing the environmental impacts and risks of the partner countries, placing special emphasis on climate change and encouraging education on sustainable development.
- 1.18.** Contribute to the conservation and sustainable use of biodiversity and the maintenance of ecosystems and their assets and services.
- 1.19.** Promote the right to the city based on public policies for environmental sustainability through planning energy and natural resources, with special emphasis on access to services and resources, water supply and sanitation for communities and waste treatment.
- 1.20.** Contribute to achieving the right to the city as shelter for communities that have been expelled from their rural environment by promoting actions to help guarantee the right to a dwelling and decent neighbourhoods, accessible and sustainable mobility; a city, in short, that is fairer, more equitable and safer, and which fosters inclusion and social participation.

Specific objectives in relation with global challenges in sustainable development

The Master Plan seeks to put gender equality challenges on global development agendas. In addition, cooperation policy will ensure monitoring and implementation of international agreements to meet global development challenges (international health, debt, development financing, international oversight, migrations, climate change, biodiversity, etc.).

- 1.21.** Promote active participation of women's networks and feminist movements in international agendas linked to global sustainable development challenges.
- 1.22.** Actively promote the building of global partnerships to meet global sustainable development challenges.

6.1.2

Strategic objective: collective rights for peoples

**Strategic objective:
Contribute to democratic
governance through respect,
protection and effective exercise of
the collective rights of peoples to
decide on their future and promote
their own language and culture.**

The absence of a universally accepted definition of the concept of “people” makes clear that this is a dynamic and not a static concept. History teaches us that certain human communities, recognised as peoples, have appeared and disappeared, or have re-emerged later on the international stage under other names. Nevertheless, acceptance, negation or limitation of collective rights cannot depend on the evolution of human communities or peoples. The rights of peoples always maintain the same self-identity. It corresponds to human communities, throughout the course of history, to form themselves into peoples and therefore become subject to collective rights.

The democratic governance of societies is directly related not only with the protection and enjoyment of individual rights but also with recognition of the collective rights of peoples.

The strengthening of good government through a greater deepening of democracy and transparency in taking public decisions are key elements in ensuring that all the population can participate under equality of conditions when deciding on their own future, that of their community and their own model of development.

As part of its commitment to democratic governance, participation, inclusion and transparency in taking public decisions, in recent years a key feature of Catalan cooperation has been promoting guarantees for and the effective exercise of all individual and collective human

rights, together with empowerment of actors and the social fabric with greatest transforming capacity. However, it is in the defence of the collective rights of peoples, municipalism and the principle of subsidiarity, managing cultural and linguistic diversity and strengthening the capacities of indigenous and marginalised peoples that Catalan cooperation has been able to deploy its capacities to greatest effect. It is also where Catalonia, at this time of its national transition, can also become an example of the deepening of democracy around the world and especially through its development co-operation policy.

Individual human rights cannot be fully developed if the peoples to which each individual belongs are not respected by everybody, especially by international bodies and other peoples. This is why collective rights enable us to go from the defence of a generic or abstract human being to a specific human being in his or her diverse concrete ways of existing in society. Hence language and culture rights, no matter how recognised they may be, cannot be fully exercised if the people with which they are identified is kept in a condition of inferiority, minority status or dependency.

This Master Plan is based on the belief that the recognition of a collective legal entity with corresponding rights contributes to a deepening of democracy that encourages development and peace.

International recognition of these rights is an incomplete and controversial process in a markedly state-centric international system. Even so, there are international instruments which refer to it:

The principles of the United Nations Charter guarantee “equal rights and self-determination of peoples” (Article 1.2), and also, in the case of territories that have not achieved full sovereignty, recognition of their inhabitants’ interests, respect for their culture and the progressive development of self-government in accordance with their political aspiration (Chapter XI).

Article 1 of the International Covenant on Civil and Political Rights (ICCPR, 1966) establishes that all peoples have the right to self-determination and, in virtue of this right, can freely decide on their political status and freely aspire to economic, social and cultural development.

The Declaration on the Rights of Indigenous Peoples, adopted by the UN in 2007, clearly affirms the existence of the collective rights of peoples, starting with the right to self-determination. These rights urge states to recognise their subjects – peoples – and facilitate their realisation. Furthermore, the United Nations unanimously adopted the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities (47/135, of 18 December 1992) to guarantee the rights of minorities.

This framework lays bare the limitations still existing in an approach to collective rights that enables progress in the legislative field or in enforceability instruments. Proposals are being made in civil society for an approach that enables adoption of a transforming vision of collective rights in order to universalise them. The 2009 World Social Forum (WSF) marked the inclusion of the collective rights of peoples on this Forum's agenda by accepting that recognition of this dimension of rights enables progress in solving some of the problems and challenges posed in the international arena.

Aware of this scenario, this Master Plan adopts a collective rights viewpoint that goes beyond indigenous peoples and places the focus on minority nations in defence of their rights in two areas: linguistic and cultural rights, and the right to democratically decide on their future. In every case, and consistent with the strategic approach adopted and as indicated by CEDAW, it must be ensured that the cultural rights of peoples do not promote or justify discriminatory practices towards the women of these communities.

Linguistic and cultural rights of peoples

- 2.1.** Help to improve the legislative and executive capacities of authorities tasked with guaranteeing the right to quality education with a sense of cultural belonging, including one's own language as a basic element of cultural transmission.
- 2.2.** Empower organised civil society, paying special attention to the participation of women, for the defence, recognition, enhancement and development of minority cultures and languages.
- 2.3.** Protect the rights of women in those situations where they are the main carriers of their peoples' cultural and linguistic values, due to their lesser assimilation into the dominant culture.

Right of peoples to decide their future through democratic participation

- 2.4.** Provide support to organisations and social movements in the enforceability and effective enjoyment of peoples' collective rights with respect to their ability to decide on their future and manage their resources while guaranteeing women's full participation.
- 2.5.** Promote public policies aimed at deepening democracy based on recognition of the collective rights of peoples and opening forums for participation and the inclusion of development models that are consistent with their values and proposals.
- 2.6.** Strengthen indigenous organisations, movements and authorities to ensure their full participation in decision-making processes and bodies and in defence of their own development model.

6.2

Strategic objectives regarding territories

This section details the geographical priorities of the Government of Catalonia's cooperation policy for the next cycle, divided by geographical focus and the location of actions.

6.2.1

Move forwards in the geographical focus of Catalan cooperation

**Strategic objective:
To move forward with the geographical concentration of effective mentoring and development processes by building alliances and forming new methods in countries where the ACCD has a permanent presence.**

Geographical focus avoids the dispersion of resources and enables associative relationships in the medium to long term along the lines of the cooperation model that this Master Plan espouses. Likewise, this prioritisation will be compatible with the commitment to the local-global relationship of rights and adopting a cross-border vision when necessary to be able to work with collectives whose identity does not always correspond with state borders.

Given this approach, progress is to be made in the geographical concentration of previous cycles that is realistic and consistent with the proposed cooperation model. This will involve taking into account:

- Catalan cooperation's track record and experience. This stems from the geographical prioritisation established in previous master plans, which reflects the map of strategic alliances, capabilities and accumulated knowledge of Catalan cooperation.

The appearance of new national conflicts in which the collective rights of peoples are violated in a context of physical violence or lack of democratic guarantees:

- The systematic violation of the rights of women, peoples and the most disadvantaged groups in specific countries or territories as revealed by reports produced by independent specialist organisations.
- A permanent presence on the ground and the capacity to implement cooperation projects. This cooperation is designed to support processes and enhance capacities and calls for knowledge and permanence in order to guarantee accountability, dialogue and the identification of opportunities.

This geographical point of departure is not intended to be exclusive or excluding and must enable continuity in support for countries and regions where Catalan cooperation has capacities in place.

Hence the Master Plan takes as a reference point the geographical concentration in earlier cycles which establishes eleven priority countries and peoples: Nicaragua, Guatemala, El Salvador, Bolivia, Colombia, Ecuador, Morocco, Western Sahara, Senegal, Mozambique and Palestine.

This geographical point of departure is not intended to be exclusive or excluding and must enable continuity in support for countries and regions where Catalan cooperation has capacities in place.

Nonetheless, in order to make progress in the Master Plan's strategic objectives, Catalan cooperation will include two more countries as priorities:

Firstly, the Gambia based on the idea that what is sought is support for processes and bearing in mind that in many cases these cross a state's political borders and have a significant regional dimension.

Secondly, Tunisia will also be the recipient of preferential actions by Catalan cooperation due to its importance in the democratisation process in the Mediterranean region and the importance of existing civil movements.

Finally, in view of the situation of conflict in the area and the priorities established in the earlier master plans, the Kurdish refugee people will receive special attention in this cycle.

The aim of this Master Plan is to progress towards greater concentration consistent with the strategic approach, where the global-local dimension and the strategic objectives become the pillars for guiding this transition to the end of the planning cycle. This is to be a gradual process, more intense at the beginning

in certain instruments or options and progressively expanding to the other cooperation actions. Hence the start-up of cooperation clusters (see Section 7.3) will be concentrated in these countries while in the case of other instruments, such as calls for funding, it will be undertaken progressively in accordance with the agendas of the Catalan organisations.

The transition towards a greater geographical focus will always be carried out with the participation and maximum possible consensus of cooperation actors. Therefore it will be ensured that the participation, consultation and information organisations established by the Cooperation Act are involved when making changes to the initial geographical concentration proposal.

As for humanitarian action, its technical and operational features mean that its criteria for action are different from those of development cooperation and are not linked to priority countries. Instead priority in humanitarian action is afforded to people in situations of greater vulnerability and contexts in long-term crisis. In the case of natural, socio-natural or human emergencies, the needs and the capabilities of Catalan cooperation will be assessed before deciding on intervention.

6.2.2

Localising development cooperation

**Strategic objective:
to support processes
linked to local and regional
development strategies
involving stakeholders in the
territory in the framework
of multilevel democratic
governance.**

The recommendation of sustainable development objectives with regard to local development will be adopted as a viable and valid strategy for overcoming global development problems, as recognised in the debate on the Post-2015 Agenda.

The Catalan Government's cooperation policy takes on board these principles and seeks to consolidate a model based on the localisation of its action. The local-global approach of Catalan cooperation recognises that achieving the objectives of this Master Plan will always entail beginning with actions that are accepted and led by the territory concerned, which has its place in the global governance of development cooperation.

This means that in partner countries proposals will always have a strong territorial organisation and clearly dovetail with the local and regional sphere. The idea that development must be defined through the identification of strategies within the territory and that the local sphere is the one closest to the reality of the population is fully accepted as this makes the enforceability of rights more viable. In many cases, support

for processes in partner countries will be concentrated in a defined geographical area to ensure that it contributes to the territorial organisation of development. This provides continuity and reinforces a way of working that is integral to Catalan cooperation and which has enabled bonds of solidarity to be established with the region of Kolda in Senegal and Inhambane in Mozambique, among others.

The Government of Catalonia's development cooperation also promotes the creation of forums and means to implement development strategies in the territory. It supports initiatives by local, national and regional governments, along with other actors in local governance, to build and maintain transforming partnerships that foster and demand the guarantee of individual and collective human rights.

The Catalan Government recognizes that achieving the objectives of this Master Plan will always entail beginning with the actions accepted, and led, by the territory concerned. Such follows the local-global approach of Catalan cooperation.

07 IMPLEMENTATION PROPOSAL

This chapter sets out the features of Government of Catalonia action during the upcoming planning cycle in order to further achievement of its strategic objectives.

7.1. Encourage coordinated and coherent action by the Catalan Government

7.2. Work in a more comprehensive manner for development, humanitarian action and development education

7.3. Encourage new alliances for development. Cooperation clusters

7.4. Adapting modalities and instruments to the strategic approach of gender and human rights

7.5. Promoting communication for development

7.6. Promoting global advocacy

7.1

Encourage coordinated and coherent action by the Catalan Government

Forge alliances, create capabilities and develop incentives and monitoring tools to advance in the various dimensions of consistency in development policy.

Development policy consistency is a gradual process that has to take into account the point of departure and the specific features of the Government of Catalonia as an international actor. The next planning cycle will operate in both spheres of policy coherence for development.

At the heart of cooperation policy, cohesion will be ensured around the strategic approach and the objectives of the Master Plan. The following work areas will be implemented through bilateral relationships and the interdepartmental commission:

- The DGDC will provide knowledge and ownership of the Master Plan by all Government of Catalonia departments and organisations and develop training and support tools designed to improve capabilities.
- The DGCD will lead annual planning and reporting to ensure they form a continuous process of joint implementation of the Master Plan by all departments and organisations participating in the policy. Simultaneously, operational planning and budget preparation in the area of development cooperation will be shared to identify synergies and opportunities for joint work.
- Provide support from the DGCD and the ACCD for the actions of Catalan Government departments and organisations taken in response to the approach and objectives of the Master Plan, identify joint actions, include them in the cooperation clusters and make good practices and lessons learned from actions clearly visible.

Catalan Government action will include the following areas:

- Promote research and analysis on the impact of the Catalan Government's policies and actions abroad to obtain a solid reference framework in relation to the Government of Catalonia's "footprint" abroad.
- Set in motion incentive frameworks and encourage coordinated actions between the DGCD and departments or organisations within the Government of Catalonia in areas relevant to policy coherence for development, and continue to pay special attention to the policy of responsible internationalisation of Catalan businesses following recognised international frameworks, such as the United Nations Guiding Principles on Business and Human Rights.
- Lastly, alliances will be promoted in all Catalan Government action between the DGCD and Catalan Government units with shared agendas in the area of human rights and women's rights to encourage comprehensive and consistent treatment of the development education (DE) line, especially with regard to the criteria that guide procurement of goods and services and principles and values in communication.

7.2

Work in a more comprehensive manner for development, humanitarian action and development education

Ensure coordination between the areas of development, humanitarian action and development education in order to enable comprehensive progress to the strategic objectives based on a gender and human rights approach.

Interdependencies, a new global citizenry, the link between local and global problems and the universality of rights are among the dynamics which encourage going beyond the restrictive treatment of the three strategic lines established in the previous master plans: development, development education and humanitarian action.

The way in which these lines were dealt with was based on the logic of North/South differentiation which suffused the objectives and work methodologies. The current global challenges transcend this limitation and make it appropriate to establish common objectives and work on them through a number of lines of action with complementary initiatives. At the same time, this more comprehensive approach will take into account the identification of the gender needs, interests and impact of the actions.

It will be a gradual process to be implemented throughout the cycle which is not intended to detract from the specific factors which contribute quality to work on development, humanitarian action and development education. Instead it is to use specific actions to foster communication, feedback and coordination between the initiatives which are carried out in each line.

This commitment has implications for the way in which the various actions are to be carried out and will have to

imbue both the calls to give support to the initiatives of other actors and also the coordination processes which are conducted. The strategies to be followed in the treatment of each line are set out below.

In humanitarian action, although assistance in emergencies will be maintained, support will be given to action in the long-lasting conflicts in Sub-Saharan Africa and to strategies for disaster risk reduction. In these areas, priority will be given to the protection of people and the empowering of actors, with special attention for women and building bridges through actions for reconstruction of the physical and psychosocial environment. In lockstep support will be given to education and awareness actions addressed to the public to make them aware of the causes of the crisis and its impact, both those brought about by armed conflicts and those caused by natural, social-natural or human disasters, and to enhance their involvement in prevention and resolution.

Catalan Cooperation sees humanitarian action as aid actions which are designed to assist and protect the victims of humanitarian crises brought about by natural or human causes. It is geared towards alleviating suffering, guaranteeing subsistence, protecting fundamental rights and protecting people's dignity. Based on principles of humanity, independence, impartiality and neutrality, the Catalan Government's humanitarian action will be centred on activities in the long-lasting conflicts in Sub-Saharan Africa and will give support in emergencies and to strategies reducing the risk of disasters to the extent that such action generates added value for the peoples to whom support is given.

Development actions are not to be tackled in an isolated way. In some cases they are the continuation of emergency actions and in all cases they take a strategic view of global inequalities. Actions orientated to promoting knowledge and understanding of inequalities (transnational research) and the enforcement of rights in the national arena and in supranational structures

(advocacy) will be taken. Likewise, dissemination and awareness strategies will be implemented about the reality of the countries where work is being done to strengthen an overall understanding of the world, tighten links and promote the construction of a global citizenship based on national roots.

The Catalan Government accepts the challenge of improving the support of the Catalan public for development cooperation policy as an expression of Catalonia's commitment to the construction of a fairer and more sustainable world. This support requires transparency and communication to increase knowledge, but also development education as a process which enables public understanding and co-responsibility.

Hence development education actions in Catalonia will be stepped up to tackle the challenge of constructing global citizenship and a commitment based on national roots. DE is a process of knowledge and encouragement of critical analysis of the local and global reality, designed to generate people who are more active and committed to transforming the world towards a fairer, more equitable, supportive and sustainable system based on respect for human rights and the attainment of a dignified life for all peoples and individuals. Knowledge, understanding and reporting of situations which lead to violation of fundamental rights, violent conflicts (amendment 103) and gender inequalities will be fostered. Work will be done in this direction in all the areas of DE: awareness, education, research and advocacy.

The quality of DE will be reinforced, stimulated and improved in each of the strategic intervention areas and the synergies between them will be encouraged. These strategic intervention areas are mutually reinforcing and share actions which address them in a comprehensive way. It is obviously still necessary to improve the impact of the actions in each of these areas and they also need to be worked on specifically. It is based on this premise that the next cycle needs to enhance the implementation of research and advocacy, which until now have occupied a secondary place in the Catalan Government's action. For this reason, and to ensure that driving these two areas is not detrimental to education and awareness, at least 20% of the total resources must be allocated to this strategic line.

Boost for research and advocacy to strengthen development education.

Research is a key area for generating knowledge and promoting innovation. This Master Plan aims to tap the potential of universities and research centres in Catalonia to achieve cooperation policy objectives in the following ways:

- Identify and highlight the initiatives sponsored by universities.

- Enhance research on peace, human rights, development, cooperation and transformational education that leverages the experiences and capabilities of the different actors in Catalan cooperation by including the objectives of the Master Plan in it.
- Promote a presence and participation in international institutions whose purpose is study and actions in areas related with cooperation and development (United Nations University, UNU, The Global University Network for Innovation -GUNI-, etc.).
- Encourage and facilitate the participation of universities and research centres in transnational programmes that connect theory and practice in partnership with civil society and also emphasise analysis of causes and processes of violation of human rights due to gender.
- Promote and add to partnerships between universities and other cooperation and development actors in Catalonia and partner countries via the various cooperation methods and instruments.
- Disseminate and use the results of research to strengthen actions in education, advocacy or to set in motion innovative actions.

Advocacy is the meeting point for enforceability of rights by an informed, committed and responsible citizenry. Successive annual plans will specify actions in the following key areas:

- Use the HRBA to address advocacy actions aimed at holders of rights (the public), obligations (public authorities) and responsibilities (companies, the media).
- Foster and facilitate participation by Catalan civil society in local and international advocacy networks and thereby provide support for advocacy actions by Catalonia's civil society.
- Support advocacy in the civil society of the south, either directly or through Catalan civil society.
- Promote the use of instruments of the international human rights system for advocacy.
- Monitor the evolution of the international legal framework concerning human rights in order to help accomplish them as well as the international sustainable development agenda, assuming that Catalonia is a carrier of its own agenda.
- There will be special monitoring of the assessment, revision and implementation of the Platform for Action 2015 (Beijing+20).

7.3

Encourage new alliances for development. Cooperation clusters

The Government of Catalonia will take on new roles and responsibilities to establish frameworks for stable cooperation based on each actor's and partner's added value to achieving the strategic objectives.

As mentioned in discussing the participation principle, Catalan cooperation is characterised by a richness and variety of actors that must be leveraged and used to resolve current challenges. This variety will mean a multidisciplinary vision of rights can be used to ensure that all the disciplines of a right or several rights may be tackled by the participating actors.

To make this possible, the Government of Catalonia wishes to incentivise this work through cooperation clusters, which will add to and not exclude other partnership mechanisms which are to be maintained. The cluster format will contribute to a more efficient and effective use of available resources; avoid dispersion and overlapping; rise above the logic of projects and the short term; improve foresight; and move towards a degree of specialisation in Catalan cooperation that is an introduction to the world and a mechanism for joining international forces (alliances with other agencies) and mobilising financing for the objectives.

The Government of Catalonia will promote the clusters as a form of collaborative work between actors that increases the effectiveness of their development action. This method of working will be introduced gradually and take into account existing projects to reinforce or add to them, while at the same time starting up new ones based on the priorities established in the Master Plan.

The clusters will bring together actors of different types that share an awareness, interest or experience in the prioritised sectors. Therefore participants will include Catalan Government departments and organisations, provincial

The Government of Catalonia will promote the clusters as a form of collaborative work that increases the effectiveness of their development action between actors. This method will be gradually introduced and will take existing projects into account to reinforce or add to them whilst starting up new ones based on the priorities established in the Master Plan.

councils, town councils, the Catalan Development Cooperation Fund, municipal networks, NGOs and/or networks, business organisations and unions, chambers of commerce, human rights movements, gender equality movements, migrant collectives, youth organisations, universities and research centres, educational institutions and so on. Participation will be organised according to the added value that each actor can bring due to its expertise, the alliances it may have, its social deployment and its transformational capability, among other factors.

These clusters may perform many functions and will have to adapt in each case to the diagnosis of participating actors, their agendas, interests and needs and the specifications of the sectors or spheres in which they work. Thus the idea is to build a shared agenda with common objectives and strategic approaches that can range from generating collective knowledge in the alliance to promoting joint actions.

The Government of Catalonia will use this method of working in sectors that have a track record in some of the prioritised countries in this Master Plan based on prior knowledge and experience. The cluster in Catalonia will have a counterpart on the ground to ensure ownership and horizontality and promote alliances with homologous entities in these countries. The identification of needs and priorities in tackling a right in a partner country will in all cases be made by the local actors in that country and must take into account other convergent actions.

The clusters will have their own governing bodies and their financial continuity will depend on the actors or participants. Shared leadership means that the ACCD can take on different, non-exclusive roles depending on needs: cluster facilitator, alliance with other actors to lead it, financial partner, a participant providing technical expertise and so on. The clusters will play a key role in giving shape to the commitment to coordination and support for processes, since they are a suitable forum for innovation in cooperation management and financing modalities and instruments.

These clusters will take into account that they are based on public and private accumulated expertise and future potentialities.

7.4

Adapting modalities and instruments to the strategic approach of gender and human rights

Launch arrangement mechanisms with other cooperation agents in bilateral cooperation and make selective and strategic use of multilateral cooperation.

This Master Plan includes contributions made by previous planning cycles that draw a distinction between the three modalities of bilateral cooperation:

- a) Bilateral development cooperation of the Government of Catalonia by arrangement with other development cooperation agents.
- b) Bilateral development cooperation on the initiative of other development cooperation actors when the Government of Catalonia finances the initiatives of others.
- c) Direct bilateral development cooperation when the Government of Catalonia organises and undertakes an action directly.

Bilateral cooperation by arrangement presents possibilities that have not been undertaken in previous planning cycles. It is linked to a more participatory model of cooperation and has become an excellent way in which to channel the tasks of cooperation clusters and multi-actor initiatives. Furthermore, it is the option which best adapts to a more horizontal type of cooperation that accompanies processes in which different agents make contributions based on their own specialised areas. Arranged cooperation establishes a link between the public initiative of the Government of Catalonia and the expertise and innovation of society which means it is appropriate for consolidating cooperation with added value and distinctive features.

In this cycle bilateral cooperation by arrangement will be implemented in a gradual manner and by applying

transparency and coordination in the process as a basic principle. By launching this method, the Catalan Government adds other roles and responsibilities to its task of donor and will thus channel initiatives in Catalonia and in partner countries or in the international arena. For the partner countries, this method may be applied to support territorial development processes that enable different actors to come together around the same development plan. In no case will this coordination between the Government of Catalonia and the other Catalan cooperation actors be to the detriment of the leading role taken by the local actors in partner countries.

At the same time, and in order to overcome the difficulties encountered in previous cycles when using this modality, arrangement elements will be introduced into bilateral action as a whole.

Bilateral cooperation on the initiative of other actors will be planned in such a way that it does not result in resource dispersion and this will ensure that it is focused on the objectives established in the Master Plan. This will facilitate the identification of additional elements in the agendas of the actors and it will bring them closer to the coordination areas which are set up. This method will be supported by coordination mechanisms that are sensitive to the diversity of the actors and contribute to their establishment throughout Catalonia.

Direct bilateral cooperation will concentrate on actions in sectors and countries with greatest potential for gradually involving, supporting or complementing other actors. Analysis of the status of the Catalan Government's alliances with government authorities and civil society in partner countries and determining priorities in accordance with available resources must be undertaken first. This analysis will consider the added value that the Government of Catalonia can provide based on its expertise and experiences, the potential for bringing other Catalan or international actors closer to the process and the contribution made to strategic aims as key factors for determining direct bilateral support.

In order to give follow-through to the participatory approach of the Government of Catalonia's cooperation, the bilateral method on the initiative of other actors will be assigned at least 50% of the resources that the Government of Catalonia is to allocate to development cooperation, while at least 10% will go to the coordinated bilateral modality, since these are the two options that most directly express civil society initiatives .

Finally, the multilateral cooperation modality will be used in a more strategic manner than in previous cycles. It will focus on initiatives for coordinating actors that are directly addressed to the Plan's specific aims and on participation in multilateral forums to draw up development and cooperation agendas or to promote a new multilateralism.

Promoting technical cooperation focused on knowledge exchange and innovating in funding instruments in order to follow development processes.

Working towards the aims and priorities established in the Plan, technical cooperation becomes a key instrument. It is especially important in terms of moving towards a model that is intensive in knowledge and which seeks to support processes rather than just finance the provision of services. The Catalan Government's technical cooperation will always seek to address the development needs and priorities that have been identified by local partners and their cooperation requirements.

This premise is compatible with a more horizontal type of cooperation, one that is appropriate for a relationship between partners. It will allow mutually beneficial contact between Catalan expertise and experience and partner countries. Support will be given to technical assistance and efforts will be made to ensure that change processes are part of a mentoring framework rather than isolated actions. This will be one of the factors to be included in the coordination of actors which is being promoted by the Government of Catalonia through cooperation clusters and which will be incorporated in all multi-actor cooperation frameworks.

The expertise and experiences provided via the Government of Catalonia's technical cooperation may come from the Government's departments and organisations, local bodies (Catalan Development Cooperation Fund), universities or societal organisations. Exchanges between peers will be promoted, and in the case of Government of Catalonia departments and organisations this will be strengthened in joint work between the ACCD and other Government of Catalonia departments and organisations. In addition, specific tools will be developed that facilitate the participation of public workers in the provision of technical assistance.

Arranged cooperation establishes a link between the Catalan Government's public initiative and the expertise and innovation of society, thus strengthening cooperation with added value and distinctive features.

Furthermore, new instruments will be adopted to support processes led by local agents in priority countries in a flexible and sustained manner. These instruments need to deliver the speed required to identify opportunities in real time without this involving a reduction in accountability and transparency. Women's funds will be supported in partner countries as mechanisms to drive and empower local grassroots movements and organisations for gender equality.

The modality based on initiatives by other actors will be progressively equipped with instruments to support long-term action strategies by organisations and gradually link research, advocacy and action agendas drawn up in the cooperation cluster framework.

Finally the Catalan Government is committed to co-development in the next cycle. Although the Cooperation Act refers to co-development as an instrument, its subsequent development in the Green Book and the Co-development Strategy has broadened this vision. Through co-development the Government of Catalonia will build the migratory factor into the development, education and advocacy processes it mentors and supports, and it will ensure an active role for migrants organised in new citizens' groups or joint organisations. This dimension will be present, as envisaged in the Co-development Strategy, in specifying the geographical and sector priorities, in strengthening the capacities of the actors and also in applying the policy consistency principle.

7.5

Promoting communication for development

Incorporate communication as a strategic tool of the Master Plan, especially to enhance accountability and development education.

Based on the communication for development standpoint, the communicative dimension must be present in all actions in order to provide continual support to the aims of the Master Plan and must therefore consider all audiences, whether internal and associated or external.

Transparency and accountability will be stepped up with information provided on what is being done, as well as why and how, in order to increase the level of understanding and knowledge of the cooperation being promoted by the Government of Catalonia: its focal points, objectives, mechanisms, results achieved, and the management of resources.

In addition in DE, and especially in the area of social awareness and advocacy, communication is a basic ally when working on contents, information and arguments in general, as well as for evaluating the efficacy of the messages and their adaptation to different audiences and communication channels. From this perspective, communication is focused on transforming attitudes based on understanding the structural causes that lead to inequality in human rights.

In order to advance in this direction, it will be critical to build alliances within the Government of Catalonia and with other actors that support the construction

and expansion of contents. The DGCD will provide Government of Catalonia departments and organisations with tools and forums while enhancing coordination and monitoring the communicative dimension of development policy consistency.

Work will be undertaken jointly with NGOs, universities, trade unions and other agents from Catalonia and partner countries. In addition these actors will be brought into contact with conventional and non-conventional media with which the Government of Catalonia will establish stable working structures to draw up contents together. The Corporació Catalana de Mitjans Audiovisuals (Catalan Broadcasting Corporation) will play a key role in fostering the presence of development cooperation values, objectives and actions in the media. However, in order to bring these messages to the public work will also be undertaken with local media in conjunction with municipalities, groups of municipalities and especially with the Catalan Development Cooperation Fund as a leader in cooperation at the local level.

Finally, innovation in communication will be promoted throughout the cycle by taking part in European or international communication initiatives about cooperation aims and making more efficient use of new technology. Social media presence will also be enhanced along with information websites and online resources.

7.6

Promoting global advocacy

Have an impact on the international agenda for development with the special intentions of democratising forums and debates, defending gender equality and reinforcing individual and collective human rights.

The implementation of the gender and human rights approach focuses on inequalities between and within countries in all their aspects and interdependencies. It also establishes cooperation that helps correct unequal practices in the distribution of power that prevent the effective enjoyment of rights.

Hence Catalan cooperation needs to participate in and have an impact on global debates on the effective enjoyment of the right to development, in particular in forums run by United Nations bodies and non-governmental development aid organisations.

Likewise, in today's polycentric and multi-polar world democratic governance of globalisation, especially with respect to global public assets, is essential. Due to the global nature of these assets (human rights, international health, peace, security, a healthy environment, biodiversity and natural heritage, decent employment, migrations, etc.), the direct advocacy of the Government of Catalonia in international forums is an operational objective of this Plan, as it has been in previous plans.

Cooperation policies will therefore ensure that all these open debates are followed and will continue to define foundations for critical alignment, using the agenda that emerges from the Master Plan and which supports locating gender and human rights at the centre of development processes.

With respect to the OECD's Development Assistance Committee effectiveness agenda for development cooperation, after years of requesting the presence of decentralised governments in its construction their importance and significance were recognised in 2014 with their acceptance as full members of the Steering Committee of the Global Partnership for Effective Development Cooperation. This opens the way to greater advocacy in the global debate in order to include the defining features of Catalan cooperation.

As for the United Nations' Global Development Agenda, which includes the SDOs and Post-2015 debate, Catalonia took part in the Global Task Force of Local & Regional Governments for the Post-2015 and Habitat III agendas that were organised by the UCLG in order to obtain the recognition of these governments within the Agenda and attempt to "territorialise" their objectives, targets and indicators. Catalonia also took part in the intergovernmental processes of Post-Rio+20 through the Network of Regional Governments for Sustainable Development (nrg4SD). These areas of advocacy will be given special attention in this planning cycle due to their reach and significance and because they coincide with the geographical objectives of this plan (see Chapter 6.2.2).

In addition to these more established forums, Catalan cooperation will be active in international forums and debates in which advocacy enables progress towards achieving the strategic objectives of global human rights for women and collective rights for peoples as defined in this Plan, as is the case of the evaluation and review of the implementation of the Platform for Action 2015 (Beijing +20).

08

KNOWLEDGE MANAGEMENT, PLANNING, MONITORING AND EVALUATION

08

Knowledge management, planning, monitoring and evaluation

Implement tools for knowledge management that improve planning, monitoring and evaluation cycles and connect it with the practice of Catalan cooperation.

The development cooperation effectiveness agenda places special emphasis on the need to incorporate the evidence and lessons drawn from undertaking strategic planning exercises. It is therefore necessary to link knowledge management to planning, monitoring and evaluation and to ensure they do not become exercises detached from reality.

In the knowledge society, information is one of the main resources used by organisations since proper knowledge management has direct repercussions on the effectiveness of development processes. Hence the DGCD's need and interest in implementing structures and mechanisms to capture, process and disseminate information, a process in which new technology takes on a leading role.

Knowledge management consists of the implementation of processes and mechanisms that seek to ensure that the individual and implicit knowledge possessed by professionals becomes part of the collective knowledge of the explicit intellectual capital of an organisation.

In this process, knowledge becomes a resource and an added value that is considered to be essential for Catalan cooperation. The Master Plan will initiate the process for the creation of foundations for knowledge management, which are understood as the series of modalities, practices and technologies that facilitate the generation, analysis, selection, storage and sharing of the knowledge created. This process will begin in the ACCD and the DGCD and later on will be extended to Catalan Government departments and the various stakeholders involved in cooperation.

The development cooperation effectiveness agenda places special emphasis on the need to incorporate the evidence and lessons drawn from undertaking strategic planning exercises.

With the same aim there will be fresh impetus for evaluation, the latter being understood as a process for creating useful learning and accountability for taking decisions that provides feedback for planning. In the next cycle and after gradual implementation, the Government of Catalonia's Evaluation Guidelines for Development Cooperation will be established as a priority working area for Catalan cooperation.

Strategic documents prepared in earlier cycles will be considered as capital for Catalan cooperation and work will be done to update, prioritise and include their contents in the successive annual plans, giving special attention to guidelines on evaluation, gender equity, sustainability (in progress), priority country strategies and multilateral strategies.

With respect to more operational monitoring and evaluation, process mentoring, which is one of the hallmarks of this planning cycle, requires a step forward and a re-reading of the mechanisms of results-focused monitoring and evaluation. In this cycle pilot initiatives using new methodologies will be carried out, taking as a starting point Development Education initiatives in Catalonia and lines of action within the clusters.

One priority in this period will be to improve planning, monitoring and evaluation of the actions of the different Catalan Government units that are participating in the

Government's development cooperation: promoting their programming, technical training, support for evaluation, and in general anything required to ensure that these functions contribute to the quality and efficacy of the ODA as a whole.

Finally, and with respect to the monitoring and evaluation of the Plan itself, Chapter 10 sets out the commitments and goals required to guide annual programming towards the established objectives and facilitate final evaluation. The role of plans and annual reports as monitoring mechanisms in the implementation of the Master Plan will be enhanced.

09 RESOURCES AND CAPACITIES

9.1. Economic resources

9.2. The capacities of the actors

9.1 Economic resources

Development cooperation is one of the country's main international policies and must enable continued progress towards recognition of Catalonia abroad. Achieving first-class public policy on cooperation will allow us to place Catalonia in the group of countries which believe freedom and democracy are fundamental values for peoples and human beings.

It is an essential tool for establishing solidarity relations between countries and groups from the North and the South and for driving social and political transformation for the benefit of peoples and of individuals.

Over the last thirty years Catalonia has demonstrated its solidarity and commitment to the defence of human rights. In the present context of pressure on public spending, it is important to continue working to ensure that the principles and values of justice are essential elements for our country, and this has to be done by building new parameters and social stakeholders into our strategies.

For 2015, the first year of application of the new Plan, the budget of the Catalan Agency for Development Cooperation has been set at €8,610,545, which represents a 38% increase with respect to the previous year. For the following years of the Master Plan (2016, 2017 and 2018), and while the financial situation of the Government of Catalonia remains unstable, its priority is to make progress in compliance with the Cooperation Act and achieve the envisaged volumes of ODA through the following commitments:

1. There will be a sustained percentage increase in the Catalan Government's development cooperation budget items during the current period with the objective of achieving 0.4% of current uncommitted income by 2018. However, a figure for an annual increase in millions of euro will also be set alongside the percentage rise.
2. Each year the cooperation budget will be increased by at least the following amounts: €5 million in 2016, €10 million in 2017, and €10 million in 2018. This absolute increase will be allocated to the ACCD, in view of the fact that the departments calculate their respective contributions according to budget availability and do not have specific headings in this area.
3. As long as the Government of Government does not have available all the resources generated in Catalonia, the percentage effort dedicated to development cooperation will have to be weighted in relation to the rest of the public authorities financed by taxes on the citizens of Catalonia which allocate resources to ODA.
4. The Government undertakes to open a debate at the midpoint of the term on what percentage of the development cooperation 0.7% corresponds to each public authority financed by taxes on the citizens of Catalonia in order to establish an equitable division based on the degree of authority and share of the total.
5. As the Government begins to collect all taxes paid by Catalans, it will have to approve a credible and ambitious calendar to achieve the 0.7% of GDP allocated to development cooperation within a deadline agreed with the sector.

9.2

The capacities of the actors

The capacities of the public and private actors involved in Catalan cooperation need to be improved in order to attain the objectives of this four-year plan.

Initially efforts will be made to strengthen capacities to move forwards in terms of rights-based cooperation, especially in the human rights of women and the collective rights of peoples, given that these are the strategic objectives that this Plan focuses on. Capacities to implement the gender and human rights-based approach will also be strengthened. Staff from the ACCD and other organisations and units implementing the Government of Catalonia's ODA will therefore have the knowledge required to properly put into practice aspects arising from this Plan's strategic focus.

This process of strengthening capacities will be especially addressed to NGDOs, who are the main actors in Catalan ODA, and it will also include migrant or joint organisations that wish to take part in cooperation policy. Hence in this planning cycle organisations will be mentored and it will be ensured that they have the tools needed to use the gender and human-rights based approach if need be.

Likewise the capacities of other actors with responsibilities, such as businesses and the media, will be enhanced so they can understand and adopt the gender and human-rights based approach in their ordinary operations. The intention is to foster country-wide, cross-cutting cooperation which involves all stakeholders even when they are not development cooperation actors.

In an increasingly interconnected world, the establishment of international alliances is required in order to access numerous sources of finance. The ACCD and the DGCD will promote strategies in accordance with the current debate on the financial review of development cooperation policies in order to increase the sustainability of actions and the commitments of the various actors. This will be essential in promoting and consolidating partnerships with other leading international stakeholders.

At the same time establishing alliances is essential in order to access information and amplify capacities for action and international financing. Hence the ACCD and the DGCD will drive strategies to increase the degree of co-financing of actions through solid partnerships between actors who undertake to support them.

As for organisational capacities, the gender approach places a special emphasis on promoting change in the organisational culture of the bodies that promote gender equality in development cooperation. Here the ACCD and the DGCD will drive changes in the organisation's culture in line with the guidelines on equality between men and women and will support the pro-equality organisational change made by the other Government of Catalonia cooperation actors .

10

THE COMMITMENTS AND GOALS OF THE MASTER PLAN

This section sets out the commitments accepted by the Catalan Government's Master Plan that are in agreement with the goals of this planning cycle. Each goal is listed with the actions that make its attainment possible and that will be specified and scheduled in successive annual plans.

10

The commitments and goals of the Master Plan

01

The strategic gender and human rights approach has been applied to the entire cycle of development cooperation policy.

1. The majority of the actions carried out respond to the strategic approach established in the Master Plan, in accordance with the criteria and mechanisms specified in order to apply it.
2. Gender equality guidelines have been revised in accordance with the strategic focus and a new action plan will be implemented to apply them.
3. The sustainability in cooperation guidelines have been approved, tailoring them to the rest of the guidelines and the contents of the Master Plan, and the priority actions derived from them have been started up.

02

Participatory, consistent and transparent development cooperation has been fostered.

4. New activities have been promoted in the current areas of participation and in relation to knowledge management.
5. New tools have been promoted to foster ownership of the Master Plan by Catalan Government departments.
6. New mechanisms for transparency and accountability have been established which incorporate all their actions.

03

Women's human rights and the collective rights of peoples have been placed at the centre of development cooperation policy.

7. New lines of collaboration have been deployed with the Catalan Women's Institute and the International Catalan Institute for Peace
8. Collaboration agreements have been signed with organisations and movements which run projects in defence of democratic governance and collective rights, women's rights and the promotion of peace.
9. Initiatives focusing on each of the specific aims of the Master Plan have been promoted.
10. 80% of the actions promoted by the ACCD involve one of the two planned strategic aims: women's human rights and the collective rights of peoples.
11. New mechanisms have been promoted by the DGCD so that cooperation actions taken by Government of Catalonia departments and organisations progressively address the strategic objectives.
12. Collaboration agreements have been signed with organisations whose purpose is to defend the collective rights of peoples.

04

Actions have been focused on the priority countries of the Master Plan.

13. The coordinated cooperation modality is mainly concentrated on those countries where the ACCD is present on a permanent basis.
14. The presence of Catalan cooperation has been enhanced in member countries by means of ACCD delegations and alliances with other governments.
15. A line of support has been established for actions in countries in long-term crisis.

05

Coherent and consistent action by the Catalan Government has been promoted with respect to the objectives of the Master Plan.

16. Instruments and resources have been provided to Government of Catalonia departments and organisations to plan their development cooperation actions in accordance with the Master Plan.
17. Government of Catalonia departments and organisations have been invited from the beginning to take part in cooperation clusters promoted by the ACCD.
18. Analysis reports have been drawn up and actions taken to ensure COHERENT between development policies and other Government of Catalonia policies and actions with a foreign dimension.
19. Joint missions with shared agendas have been carried out in all the forums where the various Government departments and units coincide with an impact on development: multilateral forums, Beijing+20, missions to partner countries, etc.
20. Economic, social and humanitarian criteria which are in line with the values of Catalan cooperation detailed in the Plan have been included in the Government of Catalonia's procurement procedures for goods and services.

06

Complementarity between development, humanitarian action and DE has been promoted in order to attain the strategic objectives.

21. The mechanisms for coordination and cooperation between the ACCD and the Department of Education and the Department of Economy and Knowledge have been improved through the Office of Universities and Research, and the Department of Social Welfare and Family through the General Directorate of Youth and the International Catalan Institute for Peace.
22. Progress has been made in the promotion of a structured and cross-sector presence of development education in the educational curriculum in Catalonia in education at all educational levels, while enhancing educational actions that serve the community.
23. Progress has been made in promoting the DE training of teaching staff through permanent training programmes.
24. DE has been promoted in the area of non-formal education, especially in the area of educational associations.
25. Every annual plan has established campaigns that promote awareness, educate or influence Catalan society and the Catalan Government with respect to the processes mentored in partner countries or in the international arena.
26. Advocacy actions have been promoted in accordance with the HRBA that are aimed at the holders of obligations and responsibilities in accordance with international law.
27. Catalan participation has been promoted in local and international advocacy networks and in institutional forums for debate related to the strategic objectives of the Master Plan and which encourage effective multilateralism.
28. The Catalan presence has increased in international research forums that are linked to the plan's strategic objectives.
29. At least one research project has been promoted that focuses on each one of the Plan's strategic objectives.
30. Joint actions between universities, research centres and NGOs have been fostered.
31. A minimum of 20% of the Government of Catalonia's development cooperation resources have been allocated to initiatives involving Development Education.

07

The modalities and instruments of cooperation used to achieve the strategic objectives have been adapted.

- 32. A flexible and transparent finance instrument is available that is linked to those cooperation clusters which apply the arranged cooperation modality.
- 33. Funds have been established to promote the actions of organisations, movements and networks of women and feminists.
- 33. Calls for grants for initiatives undertaken by other actors include criteria that facilitate the mentoring of processes and guide the focus and strategic objectives of this Plan.
- 34. At least 50% of the Government of Catalonia's development cooperation resources have been channelled through the bilateral modality on the initiative of other actors.
- 35. At least 10% of the Government of Catalonia's development cooperation resources have been channelled through the arranged bilateral modality .

08

Strategic alliances for development have been promoted, such as cooperation clusters.

- 36. The criteria for the creation of a cooperation cluster have been defined.
- 37. The creation of a cluster has been promoted around the sector-based priorities defined in the Master Plan and with the participation of the different actors involved in cooperation, research, advocacy, cooperation on the ground and awareness, among others.
- 38. A working unit has been created in the ACCD that is responsible for analysing and making operational opportunities for participation, promotion or activation of cooperation clusters.

09

Communication has been strengthened as an objective and a strategic tool in order to attain the objectives of the Master Plan.

- 39. A communication plan has been drawn up in accordance with the objectives of the annual plans.
- 40. A pilot scheme for the presence of cooperation in local and regional media has been run with all the actors involved, and especially with local authorities.
- 41. Joint campaigns have been run with actors involved in Catalan cooperation, establishing incentives in public calls or through specific agreements.

10

A contribution has been made to the defence of individual and collective human rights and to gender equity through the impact on international of development cooperation and development agendas.

- 42. The Government of Catalonia provides contents and participates in the monitoring and the review of the development cooperation effectiveness agenda in accordance with the objectives of the Master Plan.
- 43. The Government of Catalonia will have participated in the debate on SDOs and Post-2015 in accordance with the focus and the objectives of the Master Plan.
- 44. The Government of Catalonia will have participated in the Beijing+20 debate in coordination with organised civil society.

11

Knowledge management has been promoted in order to improve the development cooperation policy cycle.

45. Information management systems have been implemented that provide a database on the cooperation fostered by the Government of Catalonia.
46. The plans and annual reports of Catalan cooperation progressively deploy the contents of this Master Plan and include the operational plans of the ACCD and the principal departments and organisations which take part in the policy.
47. Evaluations of actions involving direct, on the initiative of other actors and coordinated bilateral cooperation have been undertaken and the results have been shared with Catalan cooperation actors, with special attention being given to the exchange of lessons learned with the Catalan Development Cooperation Fund as a leader in cooperation at the local level in Catalonia.

12

The technical and organisational capacities of cooperation agents have been strengthened.

48. Capacity instruments have been created around the strategic approach which deliver training in the ACCD, the Catalan Government and agents involved in cooperation.
49. Specific training areas have been made available in order to improve the capacities of the actors and contents have been coordinated in order to make use of other areas, such as those provided by the Pla de Formació de Voluntariat de Catalunya (Catalan Volunteer Training Plan) among others.
50. A training plan has been implemented that is aimed at Catalan organisations in partnership with the Coordinadora d'ONGD i altres Moviments Solidaris de Lleida (Coordinator for NGOs and other Humanitarian Movements in Lleida), the Coordinadora d'ONG Solidàries → CeDRe (Coordinator of Humanitarian NGOs – CeDRe), the Coordinadora d'ONG de Tarragona (NGO Coordinator of Tarragona) and the Federació Catalana d'ONG (the Catalan Federation of NGOs).
51. The capacities of Catalan actors involved in cooperation have been improved in order to identify and make use of international funding instruments using an approach tailored to the diversity of the social fabric.
52. The capacities of actors involved in the Catalan model of co-development have been improved to work in a coordinated way, apply the gender and human rights-based approach and make use of the international funding instruments that exist in this area.
53. There has been collaboration and cooperation with the Catalan Development Cooperation Fund in strengthening the capacities of local authorities so that local initiative continues to be a distinctive feature of Catalan development cooperation that engages with the public.

11 EXECUTIVE SUMMARY

The Government of Catalonia's Master Plan for Development Cooperation 2015-2018 serves as the main strategic planning instrument of this public policy. It marks the fourth planning cycle since the Catalan Development Cooperation Act was passed in 2001.

In accordance with the Act, the Plan lays down the principles and values that inspire and characterise this public policy, along with the geographical and sector-based priorities of the period, the strategic objectives, the results and also the human, material, financial and management resources necessary for their attainment.

The Plan's contents are divided into ten chapters that correspond to four blocks of content: a first block contains the chapters that relate to the context, the opportunities and the challenges facing Catalan cooperation, the vision and the mission of this public policy, the strategic focus adopted and the principles and values that characterise it. The second block contains the chapters that refer to the efforts in geographical and sector-based concentration of development cooperation made by the Catalan Government. The third block involves the implementation proposal that is required to execute the previously defined priorities. Finally, the last block of chapters sets out priorities in the planning, monitoring and strategic assessment of this public policy, the capacities and resources with which it must be equipped for proper implementation, and lastly the commitments and goals for the next four years.

The most relevant ideas from each chapter are detailed below.

OPPORTUNITIES AND CHALLENGES IN A CHANGING CONTEXT

Analysis of the Catalan and international context is crucial to understanding the strategic commitments undertaken for the cycle. In the Catalan arena, the difficulties faced by cooperation policy and the actors involved in it in recent years have been taken into account, along with the opportunity afforded by the country's current national transition process to enhance its value.

In the international arena, there are a number of reviews of development and cooperation agendas (SDO, Post-2015, Beijing+20). Many of these debates converge on identifying the global challenges and point to the key issues needed to tackle them: focusing on inequalities, taking on new commitments in addition to managing ODA, approaching development in terms of rights, and addressing equality between men and women with greater determination.

VISION AND MISSION

. A renewed reading of the mission and the vision of the cooperation policy of the Government of Catalonia has been taken from the contextual analysis:

Vision

Catalonia, a committed and responsible country which aspires to a world with greater freedom, fairness, equality, sustainability, equity and peace, where individual human and collective rights are respected, protected and guaranteed.

Mission

Consistent with the principles and values of the Act, the mission of this public policy is to promote sustainable human development by driving processes for democratisation, good governance, encouraging peace and the full enjoyment of human rights by men and women, considering people as the holders of rights and governments as the holders of obligations.

To this end, the Catalan Government continues to apply in all public policies a gender and human rights-based approach which addresses individual and collective rights to transform inequalities.

STRATEGIC APPROACH: GENDER AND HUMAN RIGHTS FOR SUSTAINABLE HUMAN DEVELOPMENT

En aquest capítol s'exposa el marc analític i conceptual que adopta la cooperació del Govern i que ha d'impregnar el conjunt d'actuacions que s'acompanyin per tal que siguin transformadores. S'assumeix el paradigma de desenvolupament humà sostenible entenent que la «humanització» real del desenvolupament passa per entendre'l en termes de drets i d'equitat de gènere. L'enfocament basat en drets humans posa el focus en la discriminació en els processos de desenvolupament perquè confronta les pautes persistents de desigualtats en l'exercici dels drets. Al seu torn, l'enfocament de gènere posa el focus en l'equitat entre dones i homes i en la discriminació que pateixen les dones en els processos de desenvolupament. És des d'aquest plantejament que ambdós enfocaments es troben i es complementen i, tractats d'una manera integral, permeten apoderar les persones, enfortir llurs capacitats i adreçar-se a les causes que creen desigualtats.

PARTICIPATORY, COHERENT AND TRANSPARENT COOPERATION

In the definition and updating of the cooperation model that the Catalan Government seeks to promote, the Plan contains the set of principles established in the Cooperation Act and these three tenets are noteworthy for their relevance with respect to the challenges described and the strategic focus that has been adopted. In this way the distinctive features of Catalan cooperation are enhanced which give rise to the specific key work areas for this cycle.

OBJECTIVES OF THE MASTER PLAN

This chapter details the sector-based and geographical priorities of the Catalan Government's cooperation.

With respect to sector-based priorities (objectives with regard to rights), a commitment to a progressive approach has been adopted which contributes to increased efficiency, added value and coordinated work among actors. The human rights of women and the collective rights of peoples have been identified as strategic objectives.

With regard to human rights for women, there are five sector areas: civil and political rights (centred on political empowering), social and cultural financial rights (centred on health, education, financial empowering and employment rights), the right to peace and a life free of violence, environmental sustainability and global challenges for sustainable development. It is not, therefore, an agenda that exclusively involves the rights of women, but one that focuses actions around their full participation combined with attention to the more aggravated violations of rights inflicted on them. This focus is a path and a requirement for the development of the entire community.

With respect to the collective rights of peoples, an agenda has been given priority where the ownership of rights corresponds to peoples and which is divided into two distinct areas: the language and cultural rights of peoples and the right of peoples to democratically decide their future by means of participation.

These two strategic aims will enable the gradual transmission and convergence of the capacities and awareness of the actors that participate in the Catalan Government's public cooperation policy.

In relation with geographical priorities (objectives with regard to territories) the Plan takes as a starting point, which is neither excluding nor exclusive, the 11 priority countries of the previous cycles (Nicaragua, Guatemala, El Salvador, Bolivia, Colombia, Ecuador, Morocco, Western Sahara, Senegal, Mozambique and Palestine), adds Gambia and Tunisia and makes a special mention of the Kurdish refugee population. It envisages a progressive focusing of support processes which require a permanent presence of Catalan cooperation on the ground.

In every case and based on the localisation recommendations in the post-2015 development agenda, the geographical dimension seeks to ensure territorial articulation of development processes. They will be accompanied by local and regional strategies that involve local agents in the context of multi-level governance.

IMPLEMENTATION PROPOSAL

This chapter details the six features of the way the Government of Catalonia undertakes development cooperation in accordance with the challenges that have been identified, the gender and human rights-based strategic approach and the principles of participation, consistency and transparency:

- **Encourage coordinated and coherent action by the Catalan Government.** Key work areas have been established in order to align the cooperation undertaken by all departments with the objectives of the Master Plan and to promote the consistency of all actions taken by the Catalan Government abroad with the principles, values and aims of development cooperation policy.
- **Work in a more comprehensive manner with development, humanitarian action and development education.** A commitment has been made to improve coordination and feedback in actions of each of these aspects, enhance the quality of DE and as part of it drive research and advocacy.
- **Encourage new alliances for development. Cooperation clusters.** Regular cooperation frameworks are to be set up for Catalan cooperation actors and partners based on the added value of each one and to attain shared goals.
- **Adapt modalities and instruments to the strategic approach.** Support has been reaffirmed for the initiatives of other actors and a commitment has been made to set up mechanisms for coordination and drive technical cooperation that focuses on innovation and knowledge mobilisation.
- **Promote communication for development.** Communication has been incorporated as a strategic tool to improve accountability and development education.
- **Promote global advocacy.** The advocacy of the Catalan Government in the definition of the development agenda is enhanced and promoted in order to democratise debates and introduce gender equality and human rights.

KNOWLEDGE MANAGEMENT, PLANNING, MONITORING AND EVALUATION

New information systems will be commissioned in order to improve knowledge management. This, combined with renewed impetus for evaluation, will enhance ongoing learning and feedback between thinking and action. Furthermore, a commitment has been made to improve annual planning and monitoring and relate these factors to the contents of the Master Plan. In this respect, Chapter Ten of the Plan, Commitments and Goals, will guide planning, monitoring and the final evaluation of how far Plan objectives have been achieved.

RESOURCES AND CAPACITIES

This chapter sets out the Government's commitment to progressively increasing the budget allocated to development cooperation with the objective of reaching 0.4% of the Government's current uncommitted income by 2018. At the same time, minimum annual growth targets are set for the ACCD budget in absolute figures. In lockstep, and in line with the idea that the Government has other functions besides those of providing funding, there is a commitment to strengthen the capacities of Catalan cooperation actors and provide training tailored to the needs of the various actors in key topics for the implementation of the Master Plan.

Acronyms

SDG	Sustainable Development Goals
MDG	Millennium Development Goals
ODA	Official Development Assistance
UNDP	United Nations Development Programme
OECD	Organisation for Economic Cooperation and Development
UN	United Nations
HRBA	Human Rights-Based Approach
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women.
PCD	Policy Coherence for Development
DGCD	Directorate General for Development Cooperation (Catalan acronym)
NGDO	Non-governmental Development Organisation
SCER	Social, Cultural and Economic Rights
DRR	Disaster Risk Reduction
WSF	World Social Forum
ACCD	Catalan Agency for Development Cooperation (Catalan acronym)
DE	Development Education
DAC	Development Assistance Committee
UCLG	United Cities and Local Governments

Annex 1.

Systems and mechanisms for the protection of human rights

UNIVERSAL SYSTEMS OF PROTECTION

CONVENTIONAL MECHANISMS

The Universal Declaration of Human Rights			
ICERD	The International Convention for the Elimination of All Forms of Racial Discrimination.	1965	The Committee for the Elimination of Racial Discrimination (CERD)
ICCPR	The International Covenant on Civil and Political Rights.	1966	The Human Rights Committee (HRC)
ICESCR	The International Covenant on Economic, Social and Cultural Rights.	1966	The Committee on Economic, Social and Cultural Rights (CESCR)
CEDAW	The Convention on the Elimination of All Forms of Discrimination Against Women.	1979	The Committee on the Elimination of Discrimination Against Women (CEDAW)
CAT	The Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment.	1984	The Committee Against Torture (CAT)
CRC	The Convention on the Rights of the Child	1989	The Committee on the Rights of the Child (CRC)
ICMW	The International Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families.	1990	The Committee on the Protection of the Rights of all Migrant Workers and Members of Their Families (CMW)
CPED	The International Convention for the Protection of all Persons from Enforced Disappearances.	2006	The Committee on Enforced Disappearances (CED)
CRPD	The Convention on the Rights of Persons with Disabilities.	2006	The Committee on the Rights of Persons with Disabilities (CRPD)

NON-CONVENTIONAL MECHANISMS

- Special procedures: 37 thematic and 14 geographical procedures
- Universal Periodic Review
- Complaints procedure

REGIONAL SYSTEMS FOR THE PROTECTION OF HUMAN RIGHTS

EUROPEAN SYSTEM

- The European Court of Human Rights
 - The Council of Europe and its treaties
 - The European Union Court of Justice and the Agency for Fundamental Rights
-

INTER-AMERICAN SYSTEM

- The Inter-American Commission on Human Rights
-

AFRICAN SYSTEM

- The African Commission on Human and People's Rights
- The African Court of Human and People's Rights

Annex 2. Methodological note

The Master Plan for Development Cooperation 2015-2018 is the result of a process of reflection and consultation that was run between May and November 2014 by the Directorate General for Development Cooperation pursuant to the Development Cooperation Act 26/2001.

Firstly, the stages to be followed, the actors to be included and the consultation and participation areas were identified. This methodology was validated by the Executive Committee of the Development Cooperation Council in order to involve all the actors from the start, and this procedure has guided the entire preparation process.

In the diagnostic stage, the relevant documentation was read and analysed (evaluation of the previous Master Plan, strategic documents from other cooperation projects), over 50 in-depth interviews were held with relevant actors, 4 external reports were commissioned on key elements of the proposal, an advisory group was formed with the participation of 20 experts who held five working meetings, and a Development Cooperation Council meeting was held on the issue.

With the systemisation of all this information, the main aspects of the plan were identified in the following stage

and were presented and discussed by the coordination, consultation and participation bodies with the advisory group as well as at 7 more working sessions with the main actors in Catalan cooperation (Alliance for Children, Catalan universities, the Catalan Committee for Emergency Humanitarian Aid, the Coordinator of Humanitarian NGOs in Girona, The Federation of Catalan Organisations for Global Justice, The Coordinator of NGOs and other humanitarian movements in Lleida and trade unions).

Based on these areas and the opinions gathered in the sessions, an initial draft of the Master Plan was drawn up which was sent to the coordination and cooperation bodies and the advisory bodies for Catalan cooperation as established in the Cooperation Act, in order to open the period for the submission of amendments. The majority of these were accepted either in whole or in part as it was considered that they enhanced or improved the text. The resulting version of the text was approved by these bodies in November, thus initiating the process of adoption by the Catalan Government and its later presentation to the Parliament of Catalonia.

