

Multilateralism and Development Cooperation

Catalan Cooperation

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1. Decentralised cooperation

Globalisation and the transnational model have brought change to international relations in recent years, having been monopolised by national governments until quite recently. In this sense, this has nurtured and encouraged **the role of cities and regions in international relations**.

In fact, there is major awareness that the international situation has a direct effect on the economic and social development of local areas – due for example to the relocation of production, huge migration movements, and so forth. In addition to the individual needs of local development or the growing pressure of the people in general this create an obligation for local and regional governments to take action at an international level.

*So international cooperation between sub-state (or decentralised) governments has appeared as an emerging phenomenon as it changes how local agents work while providing **new perspectives and innovative models** for the world of development cooperation.*

In the case of the Spanish state, an autonomous state, whereby the historical Autonomous Communities have been given a great range of competencies, autonomous communities have dramatically increased their foreign activity. We naturally take a positive view of this boom as a natural and integral process towards an autonomous state. In any case, our understanding is that the foreign activity of the autonomous communities should be coordinated and be of a complementary nature in order to prevent harming common interests.

One of the dimensions in which foreign activity of the autonomous communities can be felt, especially in Catalonia is the development cooperation and humanitarian action.

Briefly during my presentation, for time concerns, I will try to explain to you what the Catalan Agency for Development Cooperation (CADC) is, as well the modes, instruments and priorities of development cooperation of the Catalan government.

2. Catalan development cooperation

- **Decentralised public cooperation** offers a range of clear specifications in relation to state cooperation, making it a supporting party in the sphere of development cooperation:
 - It is not linked to geostrategic interests
 - Increased flexibility
 - Answers to an administration that is closer to the people, which means capturing social sensibilities as they demonstrated locally
 - Greater capacity for building alliances between multiple parties, including in partners countries in the South. Therefore it can help to define other relationship models between parties involved.

- Also, in the case of **Catalonia**, we should add its **capabilities** in the area of development cooperation, which means a lot of potential opportunities arising in this area. In my opinion this is due to a variety of factors:
 - The very decentralisation of the territorial organisation of the Spanish state: as has been said before, a significant range of competencies have been transferred to the Autonomous Communities.
 - Catalonia has developed a regulatory and institutional framework in the area of development cooperation, which means that it can avail of a diverse set of instruments and action modes. We will be looking at these next.
 - The existence in Catalonia of a significant volume of parties (public and private) in development cooperation, some of which are very experienced.
 - The existence of considerable financial framework, with a significant volume of public funds destined towards development cooperation and humanitarian action.
 - Catalonia has considerable experience in managing and providing public services: recognised experience that can be ‘exported’, such as in hospital management, territorial planning, local management, and in other areas.

3. Regulatory and institutional framework

On this point, let me briefly describe the regulatory and institutional framework for Catalan Cooperation to give a better understanding of its capabilities and areas of action.

3.1. Regulatory framework

a) Catalan law on development cooperation

- Unanimously approved by the Parliament of Catalonia in December 2001
- Objective: to establish the legal provisions which the Catalan Government must follow when acting in matters of development cooperation and international solidarity.

- Process of participation: consultation in which diverse agents from both institutions and civil society had very active participation.
- Contents:
 - Establish values, ends, priorities and principles for the activity of this cooperation
 - Establish the planning, instruments and modes for development cooperation
 - Organisation for development cooperation

b) Catalan Law for Promoting Peace

- I also wish to mention the Catalan Law for Promoting Peace, which complements the Catalan Law on Development Cooperation approved by the Parliament of Catalonia in 2003, the purpose of which was to decide which actions the Catalan administration would undertake and to choose the local entities for promoting the cultivation of peace, dialogue between cultures and religions, to help eradicate violent conflicts and deal with its causes.
- This law is the product of the strong commitment made by Catalan society to building peace, respect for human rights and democratic consolidation, as the many popular initiatives clearly show.

c) Development cooperation Master Plan

- The Master Plan is the basic technical expression of the Catalan Government policy in terms of development cooperation
- Four-year basis. The 2007-2010 Master Plan is currently in use
- Unanimously approved by the Catalan Parliament
- The Master Plan sets out the following:

1. **Mission:**

- To eradicate poverty
- To reduce inequalities
- Sustainable human development

This falls within a transformed conception of development cooperation which places development on the agenda, beyond the fight against poverty, and which makes the case for:

- Generating capacities in the south
- Promoting local leadership that is capable of creating indigenous development processes
- Effort to fight against the structures that encourage an unequal distribution of resources and power

2. Sector priorities, based on strategic lines of activity. There are three strategic lines:

1. A strategic line for **development**, to which 75–78% of resources should be destined. For these resources as a whole:
 - a. 80% must be allocated to 7 strategic objectives:
 - Right to health and access to water
 - Right to education
 - Capacities for production, employment and workers' rights
 - Human rights, democratic governance and strengthening of the association network
 - Empowering women
 - Environmental sustainability
 - Building peace
 - b. The remaining 20% will be destined to other actions, such as cultural cooperation, cooperation with indigenous peoples, support for processes of linguistic standardisation in countries that have minority languages, and so on.
2. Strategic line in **humanitarian action**, to which 7–10% will be allocated
 - a. 35% must be destined to satisfy the immediate need of peoples affected by natural or man-made disasters.
 - b. The other 65% will be destined to alleviate the suffering of peoples affected by long-term crisis and to help reduce the future vulnerability of populations that have suffered natural disasters
3. Strategic line of **education for development and capacities** to which between 13-17% should be destined
 - a. Two thirds needs to be spent on promoting development education and awareness in Catalonia.
 - b. One third will be spent specifically on improving the capacity of the Catalan development cooperation agents, thus placing the emphasis on improving the quality of the aid.

For the same end, this Plan has also established some **cross axes** which must affect all of the development cooperation actions of the Government of Catalonia:

- Equality, in the sense of the equal right of men and women in terms of gender.
- Democratic governance, the promotion of human rights and strengthening the social fabric
- Three-dimensional sustainability: social (which also includes cultural), economic and environmental

3. **Geographical priorities:** where the major percentage of Generalitat funds ought to go. The Master Plan, when it comes to setting geographical priorities, using the concentration of efforts as its criteria, distinguishes between:

- Priority Countries (60% of resources):
 - ✓ Mediterranean: Morocco, the Palestine and the Sahrawi Arab Democratic Republic (SADR)
 - ✓ Central America: Nicaragua, Guatemala and El Salvador
 - ✓ South America: Bolivia, Ecuador and Colombia
 - ✓ Sub-Saharan Africa: Mozambique and Senegal
- Special Countries (20%):
 - ✓ Mediterranean: Lebanon and Algeria
 - ✓ South America: Peru and Brazil
 - ✓ Sub-Saharan Africa: Cameroon, Gambia and Ethiopia
- Other regions:
 - ✓ Post-conflict situation: Balkans, Afghanistan, East Timor
 - ✓ Embargo situation: Cuba
 - ✓ Historical Catalan development cooperation with countries under construction: Bosnia, Kosovo, Eritrea
 - ✓ Nations without a state: Chechnya, Kurdistan

In any case, there are modes and instruments that will allow us to 'go beyond' this geographical logic when it comes to considering where to cooperate:

- Working as a network
- Regional actions
- Three-sided cooperation, south-south

4. **Modes** of cooperation:

- Bilateral development cooperation under a **direct initiative** of the Generalitat of Catalonia: the Generalitat retains the power to make decisions through all stages of the project cycle Together with multilateral development cooperation it should reach up to 20–35% of the funds.
- Bilateral development cooperation by the Generalitat of Catalonia **in coordination** with other development cooperation agents: one or more stages during the project cycle will be coordinated with another cooperation party, to which 10–25% will be dedicated
- Bilateral development cooperation **under the initiative of other parties**, particularly that of DNGOs (development NGOs): other parties to development

cooperation will have responsibility during all stages of the project cycle, subject to a minimum of 55% of the funds

- **Multilateral** development cooperation, in collaboration with multilateral organisations

It is possible and even likely that all these modes will be subject to allowing for the direct cooperation with the South DNGO, as an agent of Catalan Cooperation

5. Cooperation instruments:

- Technical cooperation: transferring knowledge and know-how, and training (significance of the Generalitat ministries)
- Economic and financial cooperation (essentially through donations)
- Co-development refers to the experiences that create a positive relationship between migration and development, making the first a driving force behind the latter

6. Budget (millions of Euros): this budget is obviously little compared to what state cooperation might manage, but it is of considerable importance in terms of decentralised cooperation, especially when taking into account the quantitative and qualitative leap made by the Government of Catalonia cooperation since 2003.

Budgets	2007	2008	2009	2010
CADC	52.1	67.4	87.4	113.4
Catalan Ministries	13.6	14.5	15.5	16.6
TOTAL	65.5	81.9	102.9	130

3.2 Institutional framework

Having looked at the regulatory framework, I would like to focus briefly on the institutional framework. Both frameworks, the regulatory and the institutional, decide what capacities Catalan Cooperation will have as a development agent.

a) Directorate General of Development Cooperation and Humanitarian Action

- Answers to the Secretary of Foreign Affairs (who in turn reports to the Ministry of the Vice-President)
- Its main functions are as follows:
 - Planning, implementing and monitoring Catalan policy for development cooperation and humanitarian action.
 - Drawing up guidelines and basic principles for the Government of Catalonia's development cooperation programmes.
 - Drawing up guidelines for ensuring the effectiveness and efficiency of the Catalan Agency for Development Cooperation.

b) Catalan Agency for Development Cooperation

- Formed in 2003, under the Directorate General of Development Cooperation and Humanitarian Action
- It has the task of managing and implementing the development cooperation and humanitarian action policy of the Catalan Government (while the various ministries are also entitled to conduct development cooperation directly)
- Organisation:

1. **Cooperation:**

- Geographical areas:
 - South America
 - Central America and the Caribbean
 - Sub-Saharan Africa
 - Mediterranean and Asia
- *Sector or cross-section areas and units:* until now, this has been working according to a geographical logic. Now the objective is to work along a matrix that has a dual logic that is both sectorial and geographical. So we are in the process of transforming this sector units into total of 7, consisting of the strategic development objectives outlined in the Master Plan:
The gender, peace-building, health and education units are already up and running, while the others should be on-line during the course of the year.
- *Permanent representatives abroad:* Bolivia, Ecuador, Colombia, Nicaragua, Guatemala, Morocco and Mozambique. Our aim over time is to have representatives in all priority and special-case countries. This aim is threefold: (a) to galvanise Catalan cooperation where these delegations are located; (b) to get a better understanding of the needs and possibilities for cooperation in those countries; and (c) to make it possible to coordinate mechanisms for organisations in the South to participate directly in the stages of identifying, monitoring and evaluating cooperation actions.
- The Area of Education for Development and Capacities: for actions in the North, even while organisations in the South are being encouraged to take part in the awareness campaigns conducted in the North.
- Humanitarian Action Area

2. **Planning and Assessment**, acting in conjunction with the Directorate General of Development Cooperation and Humanitarian Action

3. **Administration**

4. **Communication** (as different to Awareness)

There are 60 or so of us working in the CADC

c) Other consulting and coordinating bodies

- Advisory Council of Cooperation: the Administration's consulting body in participating in the defining development cooperation policy. People acting as representatives of society as a whole and social cooperation agents work alongside representatives of the Catalan Administration itself. Its functions are as follows:
 - To provide information on legal bills in matters concerning development cooperation
 - To provide information on master plans and annual plans
 - To pass on to the Government any initiatives or proposals that it may consider convenient for improving actions in this area
- Inter-ministerial Development Cooperation Committee
- Committee for coordinating local organisations
- Catalan Committee for Emergency Humanitarian Aid, attached to the CADC, as the associated body that has powers to coordinate and make recommendations on what actions Catalan institutions and organisations should take in emergency situations, both natural and man-made, which arise in developing countries or those affected by conflict, for the purpose of facilitating and reacting quickly to humanitarian actions.

d) Other parties

- Catalan Development Cooperation Fund (FCCD): made up of 290 members, mainly from local government and other organisations, development NGOs and social organisations
- Local councils
- Catalan Federation of Development NGOs
- Others

All in all, we can see that over the past few years Catalonia has acquired an institutional and regulatory framework that, together with a significant volume of Catalan parties in cooperation, some of which have many years' experience, and the considerable financial resources that it has at its disposal, would lead us to think that Catalan Cooperation has all the abilities to situate itself as a reference point in the area of decentralized development cooperation.

Naturally, this is not to be taken as the objective to be achieved, rather as a starting point for making a greater contribution in terms of effective aid, as considered in addition to efforts that other development cooperation parties are making – be they governments and companies in the south, development NGOs, donating states, and so on.

4. Paris Declaration on Aid Effectiveness

The Government of Catalonia took part in some of talks at the recent High-Level Forum on Aid Effectiveness in Accra. Our active role was based on the lines:

a) Regarding the Paris Declaration:

- *Harmonisation*: the great variety, in both number and form, of the sub-state or decentralised public parties creates a need for them to be taken into account and to acquire a more relevant role in the international arenas of aid coordination and joint decision. This means both a power and a challenge, in so far as this plurality can lean to fragmentation, diffusion and increased transaction cost for aid. For this reason it is necessary to establish new coordination mechanisms together with ‘incentives’ for successfully coordinating.
- *Appropriation and alignment*: the capacity of decentralised cooperation’s to establish alliances and partnerships with local and regional governments in the South may help lead towards a greater democratic enfranchisement for them in terms of development policy and strategies. Also, it may help to incorporate local and regional agendas, as well as those of social movements, into the national development strategies. All in all, it may help include the plurality of existing actors in the South.
- *Mutual responsibility*: a great range of possibilities is opening up in terms of controlling the resources, ways of participating, financial transparency in the management and surveillance of society in providing accounts. It also encourages democratic governance.

All in all, elements can be incorporated from decentralised cooperation to enrich and amplify the aid effectiveness agenda, departing from the actual specific qualities of decentralised cooperation.

b) Contributions to the debate on aid effectiveness in general:

- Need to place the emphasis on the human rights focus, to complement the Millennium Development Goals on the international agenda for development cooperation. These have established the eradication of poverty as an essential goal. The poverty indicator reduces the presence of bilateral and multilateral agencies in countries where there are significant pockets of exclusion and inequality, in all senses.
- To give improved compatibility between international funds dedicated to public policies and those dedicated to encouraging the strengthening of the social fabric in countries in the south, as an essential driving force in transforming structural relations at a social, political and economic level. The reduction in funds destined towards civil society came about as a result of the prioritisation of public policies and also the lack of effective participation of civil society in the aid effectiveness agenda.
- The ‘management by results’ principle of the Paris Declaration should not distract us from development cooperation. The aid effectiveness agenda does not need to

- be an end in itself, but a means to achieve a greater quality of development cooperation. On the other hand, it is important to have foremost in mind a vision of development cooperation as promoting processes, whereas results are produced in the long term.
- To integrate the gender as a cross-section focus in aid effectiveness while defining relevant indicators to measure how gender equality is being applied. It is understood that gender equality is not among the realistic priorities of development agendas.
 - The harmonisation principle must be amplified or reinforced by a certain coherency of policies (immigration, business, defence, etc.).
 - To improve and to continue to elaborate and at the same time allow for a wider participation in the new modes and instruments of aid with channels for multi-donor financing. For the same purpose, mention should be made of the strategy with multilateral organisation that is being defined by the Directorate General of Development Cooperation and Humanitarian Action and the CADC. Also, new joint financing formulas and instruments for decentralized cooperation could be explored.

5. The Government of Catalonia multilateral cooperation strategy

Under the present Statute of Autonomy of Catalonia, in the framework of recognised powers for foreign action by the Catalan Government, it is set down that ‘it has the obligation to take part in international organisations in matters of interest relating to Catalonia’. It also recognises the power to enact **collaboration agreements** (which are not international treaties, as these are the exclusive competence of the Spanish State) with foreign territorial entities or states.

Beyond these established competencies, one thing for certain is that in recent years the CADC has been working jointly with international organisations in implementing the development cooperation policy of the Government of Catalonia. The increasing significance of this mode of cooperation has made it abundantly clear that multilateral cooperation strategy is needed for the Government, and which is currently being worked on, conducted by Professor José Antonio Sanahuja.

We appreciate the key role of the multilateral system in development cooperation:

- In providing the **Global Public Goods** (GPGs) that help create the appropriate environment for development processes
- In **mobilising resources** and in assigning them according to development criteria and not in the particular interests of the donors, so as to improve the efficiency of the help.
- In **increasing the capacities** both in the sum of efforts at different levels of public administration and of private parties.
- In cultivating **regulatory frameworks** and in building consensus

In this respect, we have opted for a new kind of multilateralism, one that is based on the following:

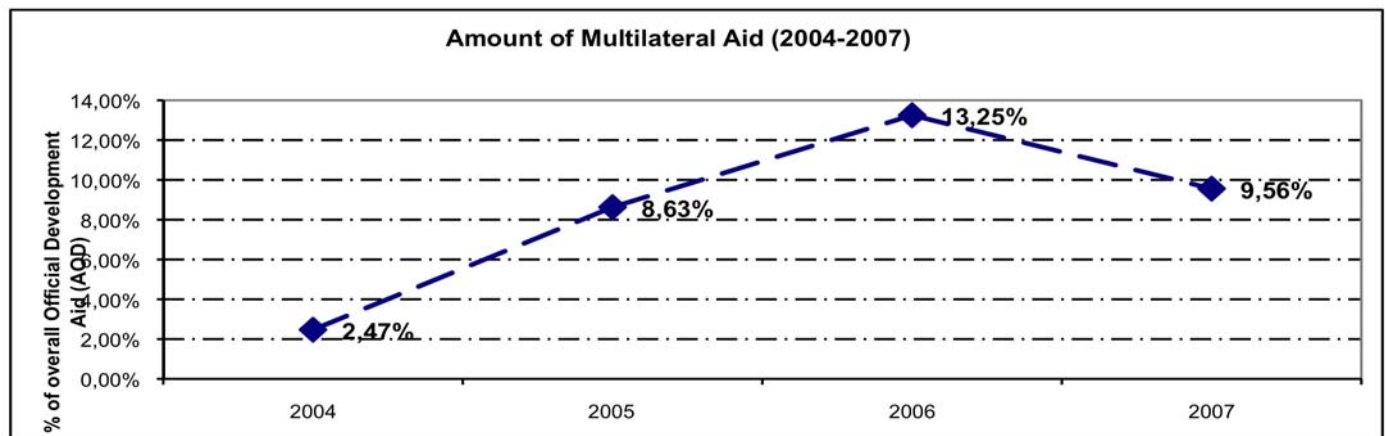
- The multilevel governance factor affecting development processes – at local, regional, state, and super-state levels, based on subsidiary principles.
- The recognition and participation of non-state parties that actively take part in development processes: sub-state governments, NGOs, and civil state organisations.

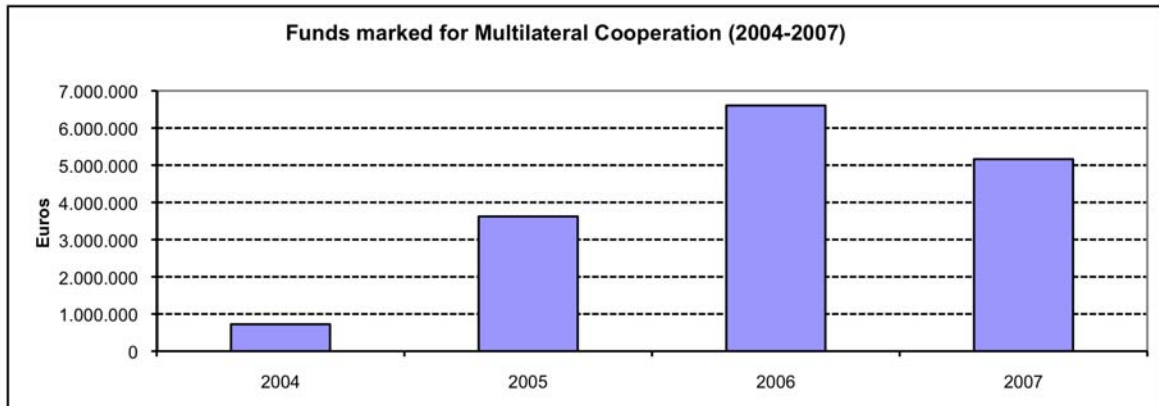
Hence, we have a need to establish a multilateral government cooperation policy, given that:

- The cooperation policy of the Catalan Government, in order to be efficient and coherent at the same time, must place the emphasis, from the Catalan reality, on improving the capacities of the multilateral system for the effective democratic governance in terms of globalisation and providing GPGs, as factors that have a decisive effect on development processes.
- The capacities of the multilateral system must be reinforced for mobilising and channelling financial and other resources towards developing countries.
- Greater participation must be encouraged from the Catalan cooperation parties and other areas of the reform process and change in the multilateral system.
- To allow for local level response in matters of global importance, and at the same to translate world matters into realistic terms for Catalonia.

The capacities of Catalan development cooperation have been mentioned above.

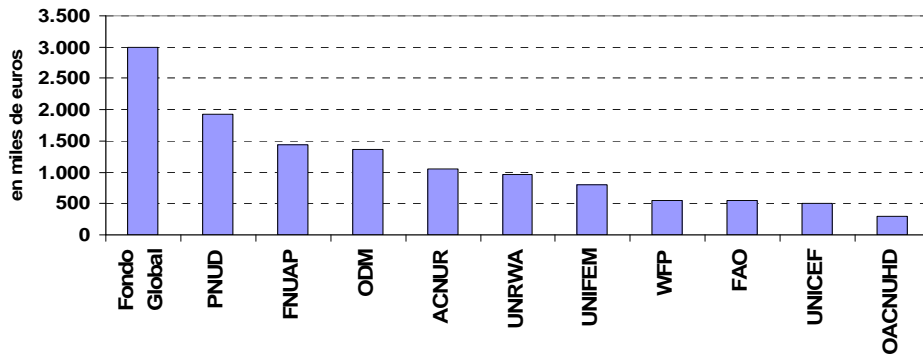
To provide further description, allow me to give some data on main international organisation associates that Catalan public cooperation is working with (source: Sanahuja).





Multilateral beneficiaries (2006–2007 total)

Receptores multilaterales (acumulado 2006-2007)



6. Working dynamics

And lastly, I should mention a whole series of initiative either currently under development or due to be launched that will affect the quality of development cooperation

- Assessment guidelines
- Country strategies – over time these will include the priority countries for Catalan Cooperation
- Co-development strategy
- Education for Development strategy