

“Gender Equality” Strategy Paper Spanish Development Cooperation Executive summary



MINISTERIO
DE ASUNTOS EXTERIORES
Y DE COOPERACIÓN

SECRETARÍA DE ESTADO
DE COOPERACIÓN INTERNACIONAL

DIRECCIÓN GENERAL DE PLANIFICACIÓN
Y EVALUACIÓN DE POLÍTICAS PARA EL DESARROLLO

1. Strategy presentation

The Spanish Cooperation's Strategy Paper for "Gender Equality" constitutes the basic instrument for meeting the gender priorities included in the Master Plan, Act 23/1998 of 7 July on International Development Cooperation, and Act 3/2007 of 22nd March on Effective Equality between Women and Men, within the development policy.

It is aimed at all Spanish Cooperation actors, and is intended to serve both as mechanism of reference and implementation for facilitating development policy management through all of its instruments, and as a cohesive element for strengthening policy coherence amongst the different administrations, as well as promoting complementarity and harmonization amongst all the Spanish Cooperation actors involved within gender and development actions.

Moreover, it once again takes up the Beijing Platform as a road map, focusing on women's human right (WHR) as the way to better reduce poverty, and positioning a Gender and Development based (GAD) approach with a dual strategy of integration and empowerment as an effective proposal for reducing discrimination against women. This is new since it incorporates, horizontally and sectorally, the operative application of the Paris Declaration principles to GAD actions.

Future challenges for this Strategy are: 1) **Within the international context**, to catalyse lessons learned from the Beijing Platform and the Millennium Development Goals (MDGs); to ensure that the GAD approach is adapted and strengthened with the implementation of the Paris Declaration principles; and to promote active and strategic multilateralism in the transition towards a new gender architecture within the UN reform. 2) **In the national context**, to be a reference point for integrating a GAD approach into the process of transforming the cooperation system at all levels, from planning to evaluation, and applying this to new instruments; to be a reference point in the institutional reform of the Secretariat of State for International Cooperation/Spanish Agency for International Cooperation (known by the Spanish initials SECI-AECID); and to be a plural and cohesive force bringing together the different actors involved in Spanish Cooperation in order to provide greater effectiveness and quality to Official Development Assistance (ODA) that addresses gender issues.

2. Justification

Based on a worldwide and regional diagnosis, built on the basis of analysing fulfilment of the strategic objectives established by the **Beijing Platform, the MDGs, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**, it can be concluded that gender discrimination against women is still overwhelmingly present in different regions of the world, making necessary a sector intervention in order to bridge the equality gap between men and women. The Strategy Paper includes an analysis of the evolution of a GAD approach within the Spanish Cooperation, until 2006.

3. Reference framework

The conceptual basics for the Strategy's policy positions has been designed based on a three-part reference framework: the **international and national regulatory framework**, including those most relevant regulations for the sector; the **institutional framework**, which encompasses those actors with whom coordination, coherence and harmonization of actions are needed; and the **theoretical framework**, with the principles, approaches, and concepts that guide the intervention framework.

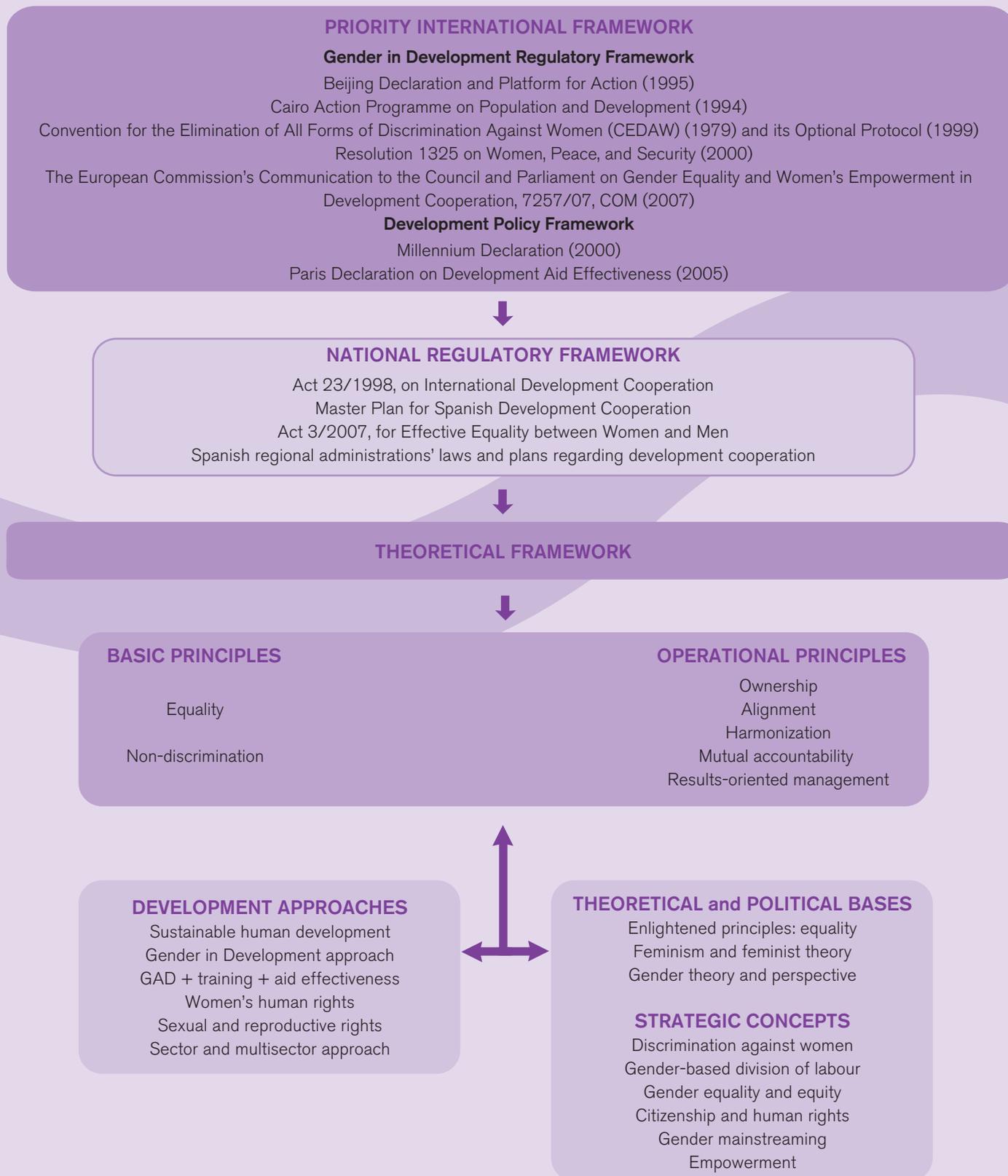
Institutional framework

The institutional framework inform about those Spanish Cooperation actors which apply the different ODA instruments that can be aligned with the Strategy. Moreover, it includes the international organizations (IO) which have a GAD mandate for harmonizing development actions.

National Cooperation and Gender Framework	International Bodies for Coordination and Harmonization
<ul style="list-style-type: none">■ Ministry of Foreign Affairs and Cooperation: Secretary of State for International Cooperation, Directorate General for Development Policy Planning and Evaluation.■ Consultive bodies of Spanish Cooperation: Cooperation Council and Gender Working Group; Inter-ministerial and Inter-territorial Commissions.■ Ministries with a gender and development mandate, especially the Ministry of Labour and Social Affairs: the Secretary-General for Equality Policy and the Women's Institute.■ Cooperation agencies or departments of Spain's regional administrations.■ Local administrations and local cooperation funds.■ Regional women's institutes and organizations.■ The Coordinator for NGOD and its Group on Gender and Development. NGODs and networks specialized in GAD and Sexual and Reproductive Rights (SRR).■ HR organizations.■ Research institutes and GAD units at universities.■ Trade unions, employers' organizations, and social groups with projects involving GAD or women in development.	<ul style="list-style-type: none">■ UN agencies with a specific mandate for gender equality or SRR: UNIFEM, INSTRAW, DAW, OSAGI, UNFPA, IANWGE, Inter-Agency Panel on Women, Peace, and Security.■ Gender units of IOs in the UN system, financial and nonfinancial: ILO, WHO, World Bank, etc.■ Unit on Women and Development of the DG-DEV, and Unit for Women and Development of the RELEX.■ The DAC-OECD Gendernet.■ International feminist and women's networks, both worldwide and regional: WEDO or WIDE, for example.■ International NGODs specialized in GAD.■ International study centres specialized in GAD.

Regulatory framework

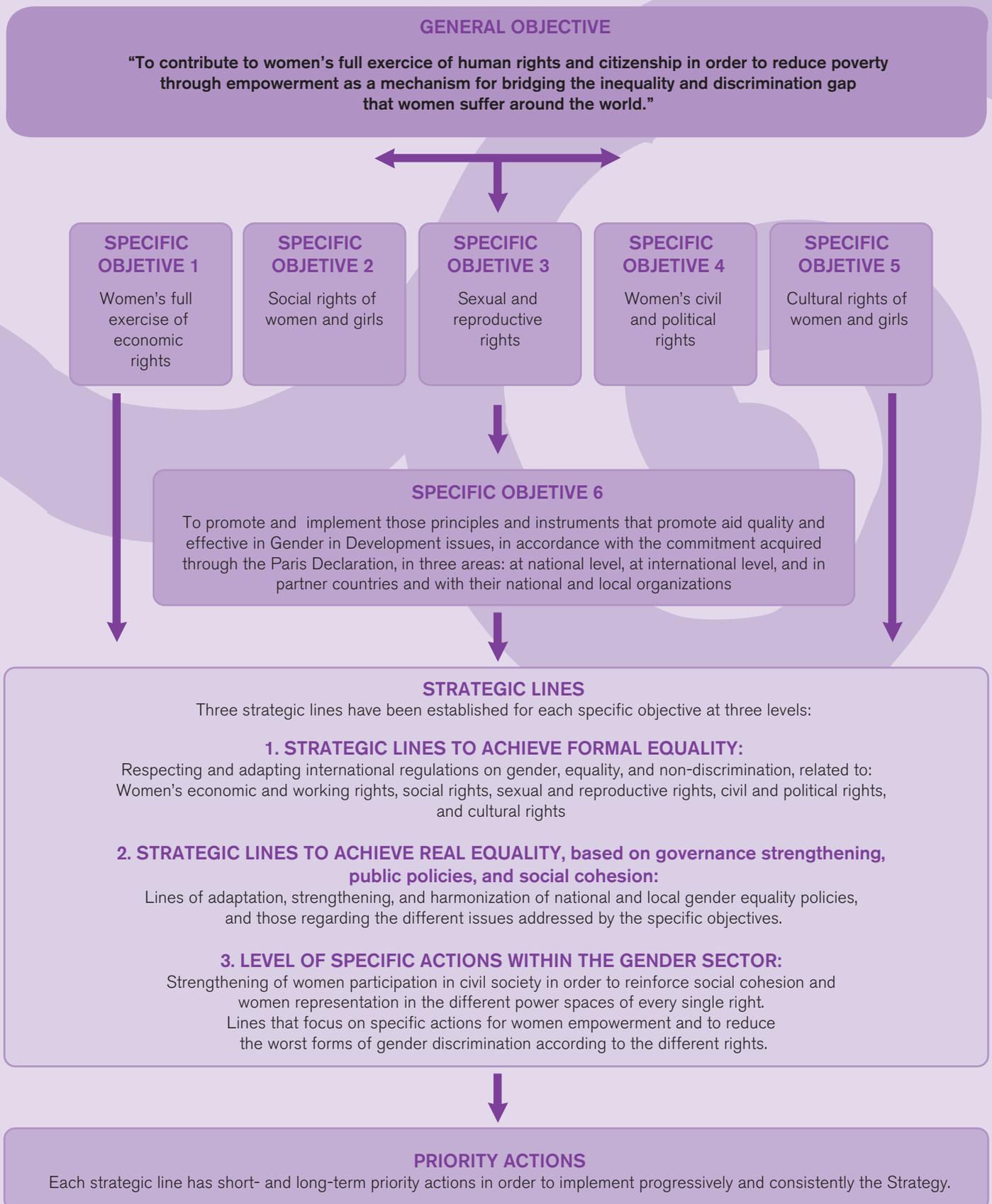
The priority international regulatory framework inspires the national regulatory framework for Spanish development cooperation, and both at the same time serve to underpin the content of the Gender Strategy's theoretical framework. As in the tables below, the theoretical framework builds up a doctrinal and political position, which is specified through principles, approaches, and theoretical and strategic concepts that guide Spanish Cooperation as a whole and upon those strategic lines and priority actions of the intervention framework are based on.



4. Intervention framework

Methodological framework

The overall objective of development is, in turn, broken down into five specific objectives linked to human rights. These is a sixth objective linked to the implementation of the Paris Declaration principles in this sector.



Instrumental framework

It contains all the instruments available for the Spanish Cooperation to effectively implement the Gender Strategy's methodological framework. The implementation of the Strategy should fit into the guidelines of the Paris Declaration, which involves new challenges in various aspects regarding operational principles of the Paris Declaration and the GAD approach, both regarding traditional instruments and new assistance methods. Moreover, it requires an effort to achieve coordination, policy coherence and harmonization amongst those actors involved in order to strengthen long-term development processes that go beyond the project view and aim towards a transformation of the cooperation system as a whole, reinforcing awareness and training in the application of these principles amongst Spanish actors, strengthening relations of association and mutual accountability with gender institutions in partner countries, and harmonization with IOs, in order to achieve greater quality and effectiveness of Spanish ODA in the gender sector.

INSTRUMENTAL FRAMEWORK

BILATERAL and MULTILATERAL ACTIONS

TRADITIONAL INSTRUMENTS ADAPTED TO AID EFFECTIVENESS

- **Planning instruments:** Sectoral and geographical tools, and Sectoral Strategy Papers (known by the Spanish initials DES), Country Planning Papers (DEP), Special Actions Plans (PAE), Annual International Cooperation Plans (PACI), Annual Operational Plans (POA), and Global Operational Plans (POG).
- **Management instruments:** Regional, sectoral, microcredit, rehabilitation and reconstruction programmes; AECID technical assistance, agreements and projects involving NGOD; projects of the Spanish regional administrations and the Women's Institute; local funds, research, management and training materials; resource banks; training programmes and grants; GAD networks; South/South-North exchanges; education for development; humanitarian, food, and emergency actions; DAF credits and foreign debt actions.
- **Follow-up and evaluation instruments:** System for compiling information; PACI monitoring; follow-up and evaluation of programmes, plans and projects; follow-up and evaluation methods for DEG/DES projects and protocols. upu;emtodologias de follow-up and evaluation de proyectos and protocolos DEG/DES

NEW ASSISTANCE METHODS

- **New instruments:** Sector-Wide Approach (SWAp), sectoral or general budgetary support.
- **New assistance methods:** debt-for-development swap, fiduciary funds, multidonor global funds, global programmes, the Education for All – Fast-Track Initiative, “quick win” projects.

Comparison with the Master Plan's horizontal priorities

Given the complexity when gender mainstreaming, the steps that must be followed have been defined in order to put into practice the horizontal priority of gender in any intervention. Furthermore, the Paris Declaration principles are also mainstreamed in order make GAD results in Spanish development cooperation more effective.

Basic steps for implementing the horizontal priority of gender in any action

1) Mainstreaming; 2) Institutionalization; 3) Transversalization, 4) Empowerment.

Steps to be followed in order to obtain more and better results in GAD regarding aid effectiveness

To promote the Declaration of Paris principles amongst all Spanish Cooperation actors in three areas:

1) National level; 2) International harmonization; and 3) In partner countries, with all of the organizations involved.

The basic guidelines for effective mainstreaming of the horizontal priorities which are defined in the Master Plan, for any Spanish Cooperation gender action, are described below.

MASTER PLAN PRIORITIES CROSS-CUTTING

PRIORITY	MINIMUM INTERVENTION GUIDELINES
Poverty Human Rights	These are simultaneously horizontal priorities and the Strategy's development objective, so that all actions shall be aimed towards achieving full citizenship for women and the eradication of poverty, mainstreaming minimum guidelines, from the reference framework, in the identification of actions, in HR training and awareness-raising, in management, in constructing indicators, and especially in specific actions aimed at overcoming the worst forms of discrimination and the feminization of poverty.
Gender, environmental sustainability and cultural diversity they both have sectoral and horizontal priority status in the Master Plan, so how they are dealt with has a great importance and a highly significant impact on the improvement and effectiveness of the quality of the Spanish ODA.	
Environmental sustainability	In both cases, the two priorities should be mainstreamed, from the reference framework to the identification, in awareness-raising and training, and in capacity strengthening, diagnosis and research, and in management; it is important to strengthen exchange and dialogue amongst them, to systematize good practices, and elaborate evaluation and follow-up indicators; moreover, it is necessary to prioritize specific actions that combine GAD and the environment and cultural and ethnic diversity.
Cultural diversity	

Intervention guidelines: General guidelines for GAD actions

- 1) In the declarative phase, political commitment needs to address this issue as a formal and real priority. 2) Reaffirmation of international commitments regarding gender issues. 3) Theoretical and conceptual redefinition towards a GAD approach, empowerment, and gender mainstreaming.
- 4) Mainstreaming and specificity in strategic planning. 5) In the management, follow-up, and evaluation stages (GAD awareness-raising and training, guaranteeing specialization as well as institutionalization and changes in the organizational culture). 6) To promote the Paris Declaration principles linked to GAD in order to strengthen coordination, policy coherence, and the harmonization of actors at both national and international levels.

Comparison with sectoral priorities of the Master Plan

The Strategy redefines the intersectoral relationship of gender with the Master Plans' sectoral priorities, and is oriented towards a change in Spanish Cooperation praxis regarding the multisectoral conception of the issue within the framework of aid effectiveness.

COMPARISON BETWEEN THE STRATEGY AND SECTORAL PRIORITIES Summarized below are the basic and essential lines in an intersectoral comparison with gender (including formal and real equality). For more information, see the full text of the Strategy	
PRIORITY	INTERSECTORAL ACTIONS INVOLVING THE GENDER SECTOR and OTHER SECTORS
Democratic governance, citizen participation, and institutional development	There is a dual interrelation between these sectors since human rights are a gender cross-cutting issue, and at the same time, gender is a governance cross-cutting issue. Its Strategic objective is aimed to achieve citizenship and women's human rights and to create full empowerment which promotes participation and social cohesion for real equality for democratic governance. It is mainly based on: the adaptation of national legislation to equality international agreements; a GAD based approach for gender specific legislation, strengthening of equality public policies and the State reform public awareness and training in democracy and citizenship of women; empowerment programs for discriminated women; programs of regional integration of equality policies.
Food sovereignty and the fight against hunger	Empowerment is fundamental in fighting against poverty and hunger. Local and national priorities: a) formal equality: legislative adaptation of gender and food sovereignty; Women's participation in fight against poverty and hunger plans, programs and projects and the control of GAD based approach natural resources; situation studies. b) Real equality (4lines): 1. Nutritional security and health protection; 2. Access to agriculture production; 3. Economic access to food. 4. Civil and politic rights: access to land property and commercialization and participation in decision.
Health	To promote GAD approach in the health sector and full exercise of the DSR and health risks reduction related to the lack of human rights exercise for all. Action lines will be focused on four priorities: 1. Health as a right for all. 2. Strengthening those public health systems that mainstreaming GAD approach. 3. To promote the full exercise of DSR and to improve the conditions of health and the integration of women and girls with Aids.
Education	Education promotes non-sexists and equitable changes for the full exercise of HR. These are three elements in order to foster formal and real equality: legislative adaptation for gender equality in education, non-sexist discrimination against women and girls and non-sexist education based on co-education.
Protection of the most vulnerable collectives	The GAD approach is not only a denunciation and transformation of inequalities in gender discrimination but it takes other inequalities into account based in culture, race, ethnic group, sexual orientation, nationality, etc. The Spanish Cooperation must prioritize those actions in order to reduce discrimination and vulnerability of women and girls which suffer from double and triple discrimination and for their empowerment within all the sectors so as to favour their integration and their HR exercise.
The environment, basic habitability, water and sanitation	The feminization of poverty has a direct relation with the use, deterioration, and scarcity of natural resources so gender and sustainability relation is very important. In spite of women's good relation with the use, management and sustainability of natural resources in rural areas, there is a lack of access to those environmental and economic policy making spaces. For that reason we must get deeper into the relation amongst these two sectors to improve participation and empowerment of women in the spaces where decisions regarding environmental, economic and social sustainability are taken. Actions on climate change, clean energies and water with a gender-based approach
Business and economic fabric protection	The exercise of labour and economic rights of women is built on the protection of the economic and social fabric based on equality sustainability and non-discrimination within the Spanish Cooperation areas of action. Therefore we must work on: fulfilling the international regulation and supporting strategies, programs and plans with a GAD based approach; strengthening of informal and social economy organizations; vocational training and new technologies; strengthening of equality and social dialogue issues within those trade unions and business organizations and Ministries involved; support to women initiatives in situation of discrimination regarding economic issues; support to corporate social accountability (RSC in Spanish); defence of migrants women's rights; strengthening of regional integration initiatives within the organizations of the sector.
Conflict Prevention and peacebuilding	Women has a fundamental role to play with regard to the social fabric sustainability and reinforcement, the organization of informal health services, the use of natural and economic resources, and to the nets of protection and security against the ways of violence during and after a humanitarian crisis. Furthermore, women are active peace negotiators in peace building all over the world. For that reason Resolution 1325 implementation will be a priority within the Spanish Cooperation by means of a specific action plan in order to tackle women empowerment in peacebuilding processes.

5. Dissemination and implementation of the Strategy

This is a very important section in order to implement the Gender Strategy Paper and to become a referente at both national and international level for those actors working in improving the quality and effectiveness of aid.

The dissemination and implementation transfer process has various phases:

1. **Preliminary phase:** Takes into account the transfer to actors beginning with the process of elaboration and consultation for building the Gender Strategy.
2. **Dissemination, training and transfer to actors:** Takes into account proposals for communication and training to transfer the Strategy's applicability knowledge to cooperation actors, using different communication vehicles.
3. **Creation of a Gender in Development and Aid Effectiveness Network:** It will be constituted progressively and different task teams will be created in stages, and expanded into different subnetworks: for General Administration, Secretary of State for International Cooperation, Spanish regional administrations, local entities, civil society, trade unions and corporations, networks of partner countries and international organizations, in order to achieve better coordination, transference, and fluidity in the implementation and information and follow-up of the Strategy.
4. **Mainstreaming the Strategy into all sectoral and geographic planning instruments.**
5. **Management and institutionalization.**
6. **Follow-up and evaluation processes.**

6. Follow-up and evaluation

The follow-up and evaluation system is based principally upon two criteria regarding those elements that justify its design and structure: internal and external coherence.

The follow-up of the implementation of the Sectoral Strategy Paper will be carried out when evaluating the Spanish Cooperation system. These evaluations will verify the integration of the strategic lines and priority actions within the Spanish Cooperation interventions.

The evaluation of the Sectoral Strategy will be carried out at various levels by implementing its instruments: multilateral and bilateral level at the institutional transformation process level and at the geographic level. The implementation of these instruments in those regions and countries where the Spanish Cooperation is acting, will be analyzed by crossing the geographic strategies (DEP or PAE) and the sectoral strategies (DES), the degree of involvement of the actors will be weigh up so as to adopt the established guidelines.

Within the evaluation framework of the development policies in the gender sector, the Master Plan and the Sectoral Strategy will be taken into account.

This document may be downloaded from these websites:

<http://www.maec.es>

<http://www.aeci.es>

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Geographic framework

The strategic lines and priority actions have been defined for every geographic area and partner countries in the Master Plan of the Spanish Cooperation.

LATIN AMERICA

- Adoption of Resolution 1325 on Women and Peace
- For real equality:**
- Strengthening public policy on equality and non-discrimination
- Regional integration: priority, Central American Integration System (SICA) and the Andean Community (CAN)
- Health programmes with a GAD focus, especially involving SRR
- Integrated security programmes for women and for reducing gender violence in the region
- Non-sexist education and gender parity in education
- Fight against hunger, food security and environmental sustainability
- Cultural diversity and gender

SUB-SAHARAN AFRICA

- Regional integration for women empowerment
- Priorities-first level:**
- Poverty reduction and peacebuilding: Implementation of Resolution 1325
- Coverage of basic social needs (health, environmental sustainability, water and inhabitability; parity in education and economic rights)
- Priorities-second level:**
- Democratic governance and women's citizenship
- Women's empowerment
- Security against gender violence

MAGHREB, MIDDLE EAST

In those countries with political and economic stability

- Strengthening governance and public policies aimed at women's development
- Public health policies, prioritizing sexual and reproductive health
- Non-sexist education and gender parity in education
- Women's entrepreneurship and professional training, and access to new ICT
- The environment, food security, and sustainable agriculture.

In those countries with ongoing peacebuilding processes

- Coverage of basic needs
- Integrated security for women
- Strengthening women's participation in political processes
- Promoting coordination and coherence amongst Spanish Cooperation actors, and with other Cooperation groups, with respect for cultural diversity

CENTRAL AND EASTERN EUROPE

- Democratic governance and participation for equality. Support to public policies
- Economic rights
- Health: Strengthening public health systems for awareness on SRR
- Education: Professional and ICT training to promote non-sexist educational systems

ASIA AND PACIFIC

In those countries with political and economic stability

- Democratic governance and equality policies and women's participation
- Improvement of economic and working rights
- Sexual and reproductive rights
- Improving of integral security of women
- Education for equality.

In those countries with ongoing peacebuilding processes

- Poverty reduction
- Meeting of basic needs (health and SRR, education and sustainable reconstruction and resources management)
- Economic rights of women
- Institutional strengthening for equality and democratic governance

Those priorities and guidelines will be taken into account in:

- Country Strategy Papers (Spanish initials, DEP) for Priority Countries
- Special Attention Plans (PAE) for Special Attention Countries and Preferential Countries
- Joint Commissions
- Operational programming, programmes, and projects