

## **MASTER PLAN FOR INTERNATIONAL COOPERATION AND SOLIDARITY 2006-2008**

**“BARCELONA SOLIDARY CITY: A COMMITMENT TO THE WORLD”**

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## 1. Introduction

Barcelona City Council began its task of international cooperation for development and for solidarity over ten years ago, in a context marked by the citizen revindication of 0.7%, by the Balkans War (and particularly by the impact of the events in the city of Sarajevo) and by the citizen movement of solidarity that the war aroused.

One decade later, the development cooperation of Barcelona City Council has become a distinguished key policy that displays both the profile and the leadership of Barcelona in the growing international activism of the cities involved in a positive transformation of the world and of international relations, as well as the support of and commitment to the active solidarity of the citizenry and of their organisations in civil society, committed to the same effort of solidarity and transformative cooperation.

In other words, it is a policy that combines its own goals and actions with the support, projection and strengthening of the citizen task.

### *1.1. Why a Master Plan for International Cooperation and Solidarity of Barcelona City Council?*

With the experience acquired after a decade of work, and considering the commitment to promote the policy of solidarity and cooperation – and proceeding, among other things, to substantially increase funding for development cooperation and solidarity activities - there is a clear need for a document of political definition which specifies goals and criteria, that will set out the international standards and best practices, with a clear and explicit budgetary definition. This document has been prepared with the participation of the sector, dialogue with it and its consensus.

The final result is precisely what was stated explicitly by one of the goals of this municipal mandate: the approval, by the highest municipal bodies, of the Master Plan for International Cooperation and Solidarity of Barcelona City Council, understood as a document that, while respecting municipal autonomy, is based on the legal and the strategic-planning frameworks in matters of Spanish and Catalan development cooperation, specifically the respective Master Plans 2005-2008 and 2002-2006, and also their annual applications; and as a document that establishes the directives and commitments in respect of the City Council.

Consequently, this Master Plan is a tool of pluriannual strategic planning, a guide for the applications that makes it possible to plan the implementation of the development cooperation policy with respect to the next three years, and that likewise makes it possible to assess its impact and quality.

Accordingly, it has been conceived as a document that is:

- a. **Validatable and coherent** with the internationally accepted orientations, standards, practices and goals and, of course, with the legislation, goals and guidelines consensuated and/or effective in the country itself and the City Council itself.
- b. Reasonably **ambitious**, in terms of both its marked municipalist nature and the transformative will that it seeks in the projects carried out directly by the City

Council and in the support for projects, programmes and actions of other actors of the city.

- c. Possessed of a **will of stability and of strong consensus**, which is why its period of effectiveness (2006-2008) covers the present mandate of the City Government and also one and a half years of the next mandate.

Overall, it has been the wish of Barcelona City Council that the Master Plan for International Cooperation and Solidarity be based on the values of equity, justice, democracy in proximity, participation, transparency and good governance.

### *1.2. How it has been prepared*

With respect to its development, the Master Plan has been prepared by means of a participative process, with the help of experts of the Autonomous University of Barcelona.

Initially, the starting point was a preliminary diagnosis, debated at two workshops (with municipal actors and with actors of civil society, respectively), of a questionnaire that was answered by persons and/or groups of the two aforementioned groups. Then on the basis of this, together with consultations with the Catalan Federation of Development NGOs and the political and technical managers, the university experts prepared a draft of the Master Plan.

Accordingly, a preliminary version was debated in two participative workshops, and it was submitted to the municipal groups. Lastly, after receiving amendments and suggestions, the Plan was discussed and received a favourable report in the Plenary Assembly of the Municipal Council for Development Cooperation.

## 2. The framework of reference

Presented below are the main external referents that have shaped and will shape the development cooperation policy of Barcelona City Council and, consequently, of this Master Plan and the actions that are derived from it.

### *2.1. The new doctrine and the agenda of development and of development cooperation*

The multilateral organisations, the United Nations system, the OECD, many countries of the North and the South, and also most of the private and public actors of the development cooperation system undertook a commitment, not long ago, to an international agenda aimed at reducing poverty in the world. The date set to achieve this reduction of poverty is the year 2015. The commitment is expressed through eight goals, 18 specific milestones to be achieved by the year of reference, with an established system of indicators and of procedures of analysis, follow-up and assessment, including intermediate examinations of the evolution of the commitments (the first one precisely in the year 2005).

Additionally, in addition to the commitments in matters of development and eradication of poverty, the Millennium Declaration includes a series of commitments that also set the agenda of the actors of the international system of development cooperation and of improvement of international relations. Specifically, it includes commitments in matters of: the building of peace (peace, security and disarmament); equity of gender and promotion of women's independence; environment; democracy; human rights, good governance and management of public affairs, protection of vulnerable persons and groups; special attention to the specific needs of Africa, and strengthening of the United Nations system.

Of course, the Declaration, its Goals and the rest of the linked commitments will be a basic guide for the cooperation and solidary action of the City Council.

In the field of the "doctrine" of development and cooperation that is necessary to achieve it, it should likewise be mentioned that, in the last two decades, the dominant current of the idea of development has given rise to an array of consensuses and of best practices that are taken for granted.

In other words, we possess a series of ideas, concepts and consensuses that work everywhere and for everyone as guides for action, as elements that allow public policies of quality to be shaped in the field of development and cooperation.

For the purposes of this Master Plan, the following may be highlighted among these concepts:

1. The consideration of development as an overall public good and as a right of a permanent structural nature. The consideration of development cooperation as a temporary limited goal, merely aimed at assisting or enabling development policies but marked – in accordance with the conception of the term – by a transformative orientation far removed from assistentialism.
2. The consideration of development as a multidimensional process centred on the satisfaction of the needs of persons and on the constant improvement of their welfare, a process that may have various models depending on the restrictions,

conditioning factors, options and decisions in environmental, cultural, social, economic and political matters in each case. In short, the consideration of development as a process that seeks to help to resolve the structural causes of poverty, inequalities, exclusion and injustice.

3. The singularisation of international references and standards that allow the planning and making of decisions on public policies, with sectoral and thematic priorities, for the various actors of the system, inter-relating the policies and establishing best practices when defining the basic considerations with respect to planning and performance.

Lastly, it should be recalled that the Master Plan of the City Council, as well as its development cooperation policy, must take into consideration and adopt the legal and strategic-planning frameworks in matters of Spanish and Catalan development cooperation, specifically the Master Plans 2005-2008 and 2002-2006 and the respective annual applications of both.

## *2.2. Best practices and international standards, a guide in the quest for quality and coherence*

Decades of development aid and cooperation, and the eighth goal of the aforementioned Millennium Declaration (development association strategy), allow the establishment of a catalogue of best practices and international standards that will serve as a guide for action.

Specifically, the following should be noted, from a greater to a lesser degree of specification:

1. The latest goals of the development and development cooperation policies, which are marked by the focus on the promotion of the **capacities** of persons, communities, cities and nations, a focus especially promoted by Amartya Sen, Martha Nussbaum and the UNDP, which incorporates the gender perspective into the analysis and practice of these capacities in order to assure an genuinely universal perspective.
2. The way of conceiving the relationship between the various public policies (with diverse actors) that affect the development and development cooperation process, which are summarised in the quest for **coherence, coordination and complementarity** between policies and between actors.
3. The orientations relating to the planning and instruments, phases and modalities of performance that are to allow the diverse actors involved to adopt the processes and to become particularly **co-responsible**.
4. The engagement to the **development association strategy** (Eighth Goal of the Millennium Declaration), which establishes that development cooperation and aid will be effective to the extent that they are based on or provide support for medium- and long-term development strategies conceived and led by the national authorities or the community organisations of the South, in collaboration or association with civil society or the many political and social sectors and actors of each country. These strategies should allow the preparation of integrated and coherent policies for fighting poverty and exclusion and in favour of social development.

5. The quest for **stability**, by means of cooperation modalities and instruments that go beyond the annual projects and focus on strengthening and improving the social, economic and institutional capacities.
6. The establishment of **specific goals and milestones**, achievable in a reasonable specific period of time, the fulfilment of which may be followed up and assessed by means of clear explicit consensuated indicators that allow the measurement of the degree of actual accomplishment, the specific impact.
7. The **application**, to the greatest possible extent and respecting the existing rules of law (for example, protection of personal data), **of practices that assure participation, information and transparency throughout the whole process** of planning and performance of the development cooperation policies, as well as the concurrence and equality of conditions between the beneficiaries and between the possible actors with whom an action will be agreed.
8. The **fostering and use of assessment**, in the twofold sense of analysis of the impact of the policies and actions, and of improvement of the development cooperation policy by means of the lessons learned.
9. The consideration of the development cooperation policies and actions, regardless of the real medium- and long-term impact, as an opportunity **to foster** inexcusably – in the North and in the South – the **empowerment**, the **participation** and the **values** and patterns of conduct that mark solidarity and internationalism. In short, a conception of development cooperation understood as a bidirectional practice of mutual learning and not simply one of paternalistic assistentialism to the actors of the South.
10. The quest for **coordination and synergy** between actors.
11. The quest for **coherence between policies** (development and cooperation, international relations and/or internationalisation, commercial and touristic promotion, human rights, education, etc.), and also for medium- and long-term **temporal coherence** in the policy of development cooperation.

Consequently, in accordance with the limited capacity of a municipal actor in matters of development cooperation and the internationalist, solidary and sponsoring commitment of the United Nations system, of the city and of the City Council, this Master Plan makes its own the commitments, goals, milestones, orientations, agenda and dominant doctrine of the conception of development and of development cooperation, and it undertakes to incorporate them into every part of its development cooperation and solidarity policy.

### *2.3. The local governments and development cooperation: local responses to global problems*

There is also a local framework of reference that centres on the cities as international actors and on fostering municipalism, which must be kept in mind and incorporated. Specifically, we must consider at least the following elements and factors:

- One: By calling and experience, the local government can help to correct some of the negative effects that are generated everywhere by the globalization process, effects that make themselves felt especially in the urban sphere.

Two: The local governments – by their legitimacy, representativity, flexibility and capacity for adaptation – are in many cases the most efficient administrative tool for solving problems of the citizenry. Hence the principles of proximity and efficiency, together with the importance of the participation processes, are an added value for the actions of local authorities.

Three: For some time now the cities have been international actors of a growing importance. This emergence onto the international scene is linked to complex processes of change in international and institutional relations which have caused the network of cities, on a universal scale, to be led by a model of city and of local authority that is characterised by:

- a) the promotion of **public policies** to answer the problems of global dimensions, but with clear local repercussions.
- b) the presence of an active and engaged **citizen movement** that demands, from its authorities, actions that are consistent with the challenges posed.
- c) a system of relations based on the **creation of municipal networks** and of city-to-city commitments which, in turn, establish relations and commitments with the supra-state bodies.

This is why local governments' international development cooperation has an evidently specific nature that is structured round such concepts and practices as decentralisation, subsidiarity and the inclusion of the various agents operating in the system.

This specific nature is enhanced in a constructive vision of the proximity policy which, in view of the complexity of the powers in an increasingly globalised world, obliges the solutions to problems to be drawn as near as possible in order to solve them.

In short, it is vital for cities to equip themselves with resources to cope with contemporary challenges, and to state their will to address them.

Making conflicts rise to the surface, identifying them and being able to channel solutions is also a working method that can only be applied from the front line.

#### *2.4. The framework of reference and the commitments of Barcelona*

In the specific case of Barcelona, it may be observed that all three elements are fulfilled.

More specifically, the importance and significance of two of them should be emphasized. Firstly, Barcelona has categorically opted for integration in the various structures, networks and organisations that the cities have established, assuming in them an acknowledged and accepted leadership. Secondly, the open cosmopolitan character of the people of Barcelona has favoured the process of opening up to the international context.

It may thus be observed that the citizenry of Barcelona looks favourably upon the exterior projection of the city and has clearly and explicitly expressed its will for local government not to remain passive to matters of global justice, as has been shown by the campaign to allocate 0.7% of GDP to development cooperation, the mass movement of solidarity with the city of Sarajevo, or the huge demonstrations on the



streets of the city against the military intervention in Iraq and against the negative impact of globalisation. These movements have had a great influence on the design of an international policy of our city and on the shaping of our city's international character.

The end result is a clear commitment of the City Council in terms of contents, forms and procedures, which may be summed up as follows:

1. The assumption of a facilitating role in the building of a citizenry defined by the culture of peace, human rights and solidarity. This is an informed, aware and engaged citizenry that maintains and strengthens the participative and associative dynamics, and that has the capacity to incorporate the new realities present in the city, which often bring us face-to-face with problems brought about by unfair international relations that have prevailed in recent years.
2. The conception of development cooperation as a political option and a strategic course of work, which is enhanced in bilateral and multilateral projects, in programmes of direct cooperation from the City Council, or in subsidies for the projects of diverse bodies, and so on. This was strengthened in the decision to devote 0.7% of the direct municipal taxes to the financing of cooperation and solidarity actions. This commitment will be strengthened and expanded during the period of effectiveness of the Master Plan.
3. The development, corroborated by years of on-site work, of formulas of city-to-city collaboration and of collaboration between local governments, which have demonstrated their effectiveness.

With this Master Plan, the city of Barcelona seeks to revindicate and echo the ideological and political heritage that the municipalist movement has created, through the assumption of the commitments, declarations, agreements and treaties of both international scope and of the municipal authorities themselves, assuming the terms and responsibilities of the Charter of Local Self-Government, the Charter of Educating Cities (Declaration of Barcelona, 1990), the Barcelona Commitment proclaimed at the Universal Forum of Cultures of 2004, the Charter for the Safeguarding of Human Rights in the City, the Agenda 21 for Culture, the constituent Bylaws of the Network of United Cities and Local Governments, the Agenda 21 of Barcelona and others.

No city is an island. The network of cities covers today's world and makes it a living, agile, permanently connected organism. The future of the world looks to be eminently urban, with cities that are linked by reciprocal duties of solidarity and that preserve a common cultural heritage: local autonomy and democracy, which should revert to the building of a globality based on solidary values.

### 3. General orientations: values and principles that inspire the Master Plan

For practical purposes, a Master Plan shall possess three basic elements, namely: a) general orientations, values and principles; b) strategic goals, and c) modalities of action.

Afterwards, these three elements allow the establishment of priorities, instruments of action and the budgetary horizon, both general and specific for each of the modalities.

Specifically, the general orientations, values and principles are philosophical support and the normative foundation that inspire the strategic goals and lines, and the modalities of action. Their importance does not end here, however: they should also be kept closely in mind when programming each year the specific actions in the framework of the Plan, as well as the resources that are assigned and the rules that are derived from it.

This Master Plan, in accordance with the framework of reference described above, establishes two main types of general orientations, values and principles: **generic** (pertaining to development cooperation and solidarity), and **specific** (which are derived from the local and municipalist nature of the commitments and history of the city).

#### 3.1. Generic values and principles

The development cooperation of the city of Barcelona, understood as a facilitating element of development processes, will always be guided by the following principles and values:

- A respect for the **commitments, doctrine and best practices** agreed on in a consensuated way by international society and/or arising from the development community. Specifically, considering their relevance for development and development cooperation, special consideration will be given to the commitments of Copenhagen on social development (assistance to less advanced countries and the 20/20 commitment), of Beijing (on equity between men and women and the gender perspective), and of Cairo (on population and sexual and reproductive health).
- A focus on **persons and on the needs and welfare of human beings** and, consequently, a preference for programmes and actions that are concentrated on the development processes, with particular attention to the most vulnerable groups and areas and to the quest for impact.
- An orientation towards satisfying **social, institutional and democratic capacities**, with particular emphasis on local institutional capacities and on support for the self-determination processes of peoples and communities.
- A conception of development cooperation as an integrating and harmonising **public policy** based on the application of the principles of initiative of the South, subsidiarity, association and concertation of development cooperation. Thus, as a policy that does not seek to be substitutive of the various roles, tasks and responsibilities of the private and public actors.

- The fostering of **sustainability, empowerment, good governance and the quest for equity** between men and women, through the most usual international focuses and methodologies, specific work with women's groups and gender transversality in all processes of human development.
- The use of procedures that will assure **transparency, information, concurrence, participation and mutual trust** between actors, as well as accountability and assessment.
- The promotion of **sustainability** of actions. That is, the fostering of actions apt to maintain themselves with the highest possible probability, once the external support provided through development cooperation comes to an end.
- **Coherence** with respect to municipal policies, within the framework of the commitments, goals, milestones, orientations, agenda and doctrine prevailing in the conception of development and development cooperation.

### 3.2. *Specific values and principles*

Considering the specificities of the vision and mission of Barcelona, the development cooperation promoted by the city (understood as a facilitating element of the development policies) will always be guided by the following specific values and principles:

1. **Municipalism and local democracy:** The priority goal of municipal cooperation is to strengthen the capacities of the local governments to cope with the needs of their citizens, in accordance with the principles of autonomy and local democracy since, in both the North and the South, capable transparent and efficient city councils are the best instrument for solving the everyday problems of citizens.
2. **Transversality and solidary use of the accumulated practice:** The experience accumulated over the course of recent years in municipal management in many areas, which is recognised internationally as a reference in the urban sphere, allows the globalisation and transversalisation of best practices, as a process of learning and of the socialisation of knowledge. It is precisely the best of this experience that can be offered to countries of the South in order to progress more quickly in the quest for their own solutions.
3. **Concertation:** Beyond the financing of initiatives of the NGOs of the city, the development cooperation of the city of Barcelona will also seek to create spaces of concertation with the fabric of solidarity in order to create synergies and complementarity, and to contribute to improving the capacities of all the development cooperation actors present in the city and, therefore, to achieving the international goals. Accordingly, whenever possible, it will be sought to establish local cooperation between cities and not just between city councils.
4. **Creation of networks with other cities:** Beyond the concertation that is sometimes obliged by the international financing programmes, Barcelona has also been committed to joint, concerted and networked action with the rest of the cities of the world in order to carry out cooperation projects. In accordance with the aforementioned values and principles, these concerted actions will seek to favour local autonomy or the creation of lines of financing for the international bodies that will allow pressing urban problems to be approached.

5. **Support for the multilateral system.** In the global world in which we live, it is indispensable not only to strengthen the role of the local governments and to foster proximity solutions, but also to strengthen the multilateral system of good governance that is represented, above all, by the United Nations. Accordingly, the cooperation of the city will seek to support the multilateral system.

#### 4. Strategic goals

A capital element of a Master Plan, and one that is crucial for planning, performing and, later, assessing the impact, is to establish major strategic goals that are pursued by all the modalities, instruments and actions.

Best practices show that it is better for the number of goals to be quite small and that they should be generic, although it is advisable to establish an orientative list of what may be included within each goal in order to favour permanence and stability and to prevent discretionality as far as possible.

Accordingly, the following strategic goals are established:

##### 1. **To foster institutional capacities:**

The strategic goal includes, as a minimum, specific goals and actions aimed at fostering municipalism, democracy, participation, governability and good governance, cultural and educational capacities, the protection of human rights, empowerment and community and local development, seeking equity between men and women.

In this way actions are strengthened that are not addressed solely to improving the structures and management of the basic services under municipal responsibility, but also actions addressed to exchanging experiences and knowledge, best practices, training, capacitation, support for transparency processes and concertation.

The actions will be inspired by the principles of sustainable local development, equality of opportunities and respect for diversity.

##### 2. **To foster human and social capacities**

These are specific actions aimed at welfare and covering basic social needs in the areas of health, education, basic sewage systems, the creation of productive capacities and of the entrepreneurial fabric, and environmental sustainability.

This strengthens the actions seen as transformative options, that is, those conceived to favour the overcoming of collective shortages and the advance towards social justice.

The actions may lend special attention to groups with special vulnerabilities, owing to age, discrimination or the starting situation, or inequalities between women and men.

##### 3. **To foster and strengthen the building of peace and the culture of human rights in the cities.**

This strategic goal includes, as a minimum, the specific goals and actions aimed at building a city centred on peace, support for peace processes, non-formal diplomacy, the creation of a culture of peace, the fostering of the values and practice of human rights, and the fostering of diversity and positive coexistence.

In this respect, everything possible should be done to create and/or consolidate spaces and instruments to ensure rights and peace, the empowerment of civil society and the generation of values and practices that are coherent with a free solidary citizenry with the capacity to decide on its present and to plan its future.

**4. To foster and strengthen the task of raising awareness and education of the citizenry and of the various actors present in the city.**

The strategic goal includes specific actions and areas of work addressed to raising the awareness of the citizenry about North-South relations, the causes of the poverty and exclusion of the South, education for peace, solidarity and development, fair trade and responsible consumption, the knowledge and respect of human rights, as well as support for specific campaigns and the fostering of the fabric of solidarity.

In doing so it will be sought to strengthen the capacity of the actors, the diversity and capacity of coordination and complementarity of the various agents, the complementarity of and synergy between the public and private sectors, and support for small citizen initiatives of solidarity for bodies/institutions of similar characteristics that strengthen North-South relations.

## 5. Modalities of action

With the general orientations, values and principles, and the major strategic goals having been established, the third capital element of a Master Plan are the modalities of action, which are the basic instrument for planning the achievement of goals in a stable and predictable way.

Specifically, the following modalities of action, which are flexible and in many cases complementary, are foreseen for the development of the strategic goals:

1. Development cooperation of direct municipal initiative.
2. Development cooperation of municipal initiative in agreement with other actors.
3. Development cooperation by initiative of private non-profit bodies.

### *5.1. Development cooperation of direct municipal initiative: definition, programmes and resources*

Development cooperation of direct municipal initiative is considered to be that which encompasses all the actions for development cooperation and for solidarity, carried out directly and exclusively by Barcelona City Council.

Accordingly, from the standpoint of the series of the project or programme (identification, preparation and formulation, planning of stages, performance, follow-up and assessment of results and of impact), in this case the responsibility of each and every one of the stages is held exclusively by the City Council, always within the provisions of this Master Plan and the rules in force.

Direct cooperation may be carried out by means of the following programmes:

1. **Multilateral programmes**, in particular for the building of peace and post-armed conflict reconstruction, and support for municipalism, for local democracy and government, and for the entrepreneurial capacity of cities.
2. **Direct cooperation through the agreements and accords with specific cities and/or through networks of cities** (both cases could include private actors through the beneficiary cities).
3. **Programme for raising awareness**, fostering citizen solidarity and education for development.

25% of resources will be assigned to direct cooperation during the overall period covered by the Master Plan. Owing to the need to plan the progressive increase of resources three years in advance, this figure may undergo minor variations during some periods.

### *5.2. Cooperation of concerted municipal initiative: definition, resources and implementation procedure*

Concerted development cooperation is seen to be that in which one or more of the basic stages of the cycle of the programme or project (identification,

formulation/planning or performance) are carried out in a concerted way, in other words, without the responsibility being held completely by the municipal actors or decision-making bodies.

Throughout the whole period covered by the Master Plan, concerted cooperation may receive 10% of all resources. Owing to the need to plan the progressive increase of the resources three years in advance, this figure may undergo minor variations in some years.

With respect to the procedure, following well-verified experiences and practices of public development cooperation, the award shall be made by means of mechanisms of transparency, concurrence and equality of conditions, either through a public periodic call to establish lists of possible collaborators for each of the programmes, or through public calls on a restricted basis. In order to provide the greatest assurance of consensus, as specified in the section on instruments, some regulating rules and best-practices guides for concerted cooperation will be prepared and made public in autumn 2005.

### *5.3. Development cooperation at the initiative of NGOs and non-profit bodies: definition, programmes and resources*

Development cooperation at the initiative of NGOs and non-profit private bodies seeks to assure the engaged transformative task of the social fabric, the organisations of civil society and, especially, the non-governmental development organisations.

Consequently, in accordance with the legal obligation and the usual practice, it will be carried out by means of public calls with criteria of concurrence, transparency and equality of opportunities.

Two basic programmes are foreseen:

#### **Development programme in countries of the South**

##### **Awareness raising programme and education for development programme**

The development programme in countries of the South will be performed along two lines: pluriannual programmes and annual programmes.

60% of all resources will be assigned to this modality. Owing to the need to plan the progressive increase of the resources three years in advance, this figure may undergo minor variations in some years.

More specifically, the development programme in countries of the South will possess some specific rules for the annual call and for the pluriannual call, as well as for the call for the programme for education and raising awareness about development.

The awareness raising programme and the education for development programme will be assigned 20% of all resources, a figure that may undergo minor variations owing to the need to plan the progressive increase of the resources three years in advance. It will possess specific rules within the annual call.

In all cases it will be sought to lend stability to the normative framework established by the rules. From the procedural and regulatory standpoint, the forms, requirements and follow-up mechanisms will be adapted to the characteristics of each of the calls.



#### 5.4. Other contributions of funds regulated by the Plan

Aside from these three basic modalities of action, the Master Plan foresees two further contributions of funds and regulated lines of action:

1. Humanitarian and emergency aid, which will be coordinated within the framework of the Catalan Committee for Humanitarian and Emergency Aid, and which will have the basic purpose of contributing from the city to the post-natural disaster and/or post-armed conflict reconstruction tasks in coordination with the United Nations. A maximum of 2.5% of the annual budget will be assigned to it.
2. The expenses of management<sup>1</sup> and assessment of projects, programmes and modalities. In accordance with international practice, assessment is conceived in the twofold sense of analysis of the impact of the policies and actions on site, and of lessons learned and improvement of the policy itself on the basis of such lessons.

#### 5.5. Summary chart of modalities, programmes and percentage of resources to be assigned

<b>Modality</b>	<b>% of total resources</b>
<b>Direct municipal cooperation</b>	<b>25% of the total</b>
<b>Concerted municipal cooperation</b>	<b>10% of the total</b>
<b>Cooperation at the initiative of non-municipal private bodies, through an open public concurrent call:</b>	<b>60% of the total</b> , distributed as follows:
<ol style="list-style-type: none"> <li>1. Programme for development of the countries of the South</li> <li>2. Programme for raising awareness, fostering solidarity, and education for development</li> </ol>	<ol style="list-style-type: none"> <li>1. Programme for development in the South <i>60% for pluriannual programmes</i> <i>20% for annual programmes</i></li> <li>2. <i>Programme for raising awareness and education, 20%</i></li> </ol>
<b>Emergencies and humanitarian aid</b>	<b>2.5%</b>
<b>Assessment and management of programmes</b>	<b>2.5%</b>

<sup>1</sup> Additionally, the City Council defrays other management expenses not recorded in this section: the wages of technical experts, the amount for premises and the derived consumption or consumable material, for example.

## 6. Sectoral and geographical priorities

The specificities of the development cooperation of cities cause this Master Plan to be selective with respect to sectoral and/or thematic priorities and more flexible and open with respect to geographical priorities.

### 6.1. Sectoral and thematic priorities

Considering the specific characteristics of the cooperation that is to be unfolded by a city and a city council, it is chosen to establish general sectoral priorities which will consequently be pursued in a transversal way.

1. **The strengthening of the social, human, institutional and democratic capacities** of the local administrations. According to their strategic goals, everything possible will be done so that most of the actions will strengthen the capacities of the local governments in accordance with the principles of local democracy and autonomy, and the social and human capacities of their citizens to cope with their basic needs (particularly in the sectors of health, education, basic sewage systems, the creation of productive capacities and the entrepreneurial fabric).

Accordingly, municipal action will lend as much or more priority to financing services and infrastructure, to exchanging experiences and transferring knowledge in matters of organisation and management of basic services.

2. **The fostering of municipalism, democracy and participation.** Considering that fostering the processes of participation and democracy of the local governments is a strategic goal of this Plan and of the development cooperation of the city of Barcelona, it will be sought for most of the actions to foster, either directly or indirectly, the creation or strengthening of the associative fabric and the participation of the citizenry in the management of public affairs.
3. **The fostering of peace processes, of human rights and of self-governance processes.** According to the strategic goals, it will be sought to achieve, and priority will be lent to the activities of support for democratic processes, resolution of conflicts, fostering of respect for human rights, building of peace, and the involvement of civil societies and cities in the quest for peace, respect for human rights and the consolidation of the Rule of Law. Specifically, municipal action will lend support to the process of building the diplomacy of cities.
4. **The strengthening of actors, the gender perspective and the quest for equity between women and men.** Considering the general principles and values and the strategic goals, work will be carried out so that all the actions will seek the strengthening of actors, persons and groups. In particular, work will be carried out from a gender perspective, understood as a political option of transformation that seeks a new model of relations between women and men, according to the international standards and practices promoted by the “gender in development” current. The starting point will be the conviction that the work from a gender perspective, the quest for equity and the empowerment of women are essential conditions for any policy, strategy or development and development cooperation action.

5. **The promotion of sustainability.** Considering what is established by the general principles and values and the strategic goals, it will be sought to foster environmental sustainability in all actions.

### 6.2. *Geographical priorities*

In the establishment of geographical priorities, the cooperation of the city of Barcelona is based on two criteria:

- a) **Proximity**, understood not only as a geographical reality but also from the standpoint of cultural aspects, the strategy of internalisation of the city, and connection with groups of migrant population showing a major presence in the city.
- b) The **need**, deemed as a priority, to follow the international commitments and practices in matters of development and development cooperation of the most impoverished and least developed countries of the South.

Accordingly, following the distinction in three modalities (direct, concerted and at the initiative of non-profit private bodies), the following geographical priorities are established:

1. For the modalities of **direct cooperation** and **concerted cooperation**, priority is attributed to the cities of the Eastern and Western Mediterranean and those of Latin America.
2. With respect to the modality of **cooperation at the initiative of private non-profit bodies**, priority is attributed to the following: the least developed countries (particularly in Sub-Saharan African and, as the case may be, areas and/or cities of Latin America that do not have priority owing to strictly geographical criteria), areas and countries of the Mediterranean (North Africa, Palestine, Sahara and the Balkans), and countries of Latin America (Cuba, El Salvador, Ecuador, Guatemala, Honduras, Nicaragua and Colombia).

Each year, within the Municipal Council for Cooperation, with sufficient time to be able to take it into consideration when planning the actions for the following year, a decision will be made, if appropriate, on the specific areas that may be considered preferred areas in the various calls and/or possible prioritisations that are additional and/or supplementary to those already foreseen in the Plan.

## 7. Instruments for the performance of the Plan

For its performance, the Master Plan will possess three types of instruments:

1. Instruments for planning, performance and assessment
2. Legal instruments
3. Instruments of participation

The first type of instruments should allow the performance and follow-up of the Plan in accordance with the general orientations, values, principles, strategic goals and modalities that have been foreseen.

The second type should provide generic regulatory frameworks, considered to be framework norms, to assure full legal security, according to the laws, rules and best practices, for each of the development cooperation and solidarity actions and for the diverse actors who may take part in them.

The third type should ensure that the means and ends will be coherent in view of the importance of capacities and participation.

Exceptionally, on the occasion of awareness raising and solidarity engagement campaigns of great international or citizen importance and scope, instruments that are more political may be considered, such as institutional declarations at the highest level, at the proposal of the bodies and instruments of participation.

### *7.1. Instruments for planning, performance and assessment*

Specifically, the following four instruments are foreseen:

1. **Annual working plan.** A concise document on planning and performance, with the assignment of resources according to the budget, coherent with the values, principles, strategic goals and pluriannual budgetary horizon.

It shall be reported on by the Municipal Council for Cooperation before being approved by the City Council and it shall be approved, to assure planning, in December of the previous year.

2. **Unified call** for the various goals and modalities, with specific rules for development cooperation.

The set of assessment criteria and the scores that will be used shall be included as an annex to the call. This call will be made distinguishing the pluriannual and annual lines of financing, which shall be exclusive, and with the lines for raising awareness and education for development.

This unified call includes two documents of special importance:

- **Rules and criteria of assessment for both the pluriannual and the annual call.** They shall be approved in time for the call of 2006.
- **Rules to assure concurrence and transparency in concerted cooperation.** This is a document to be consensuated with the Municipal Council for Cooperation and it shall be understood as a guide and an

engagement of best practices. It shall be readied to assure it is applied in 2006.

3. **Triannual assessment** of the Master Plan on International Cooperation and Solidarity of Barcelona City Council and the pertinent adaptations or modifications.
4. **Annual assessments and follow-ups of projects and programmes on site.** These shall be carried out annually on a sample of projects and organisations. They seek to increase the quality of actions, to technically improve the projects and programmes, and to optimise the positive impacts and results on site. In short, they seek to assure as far as possible that the funds for development cooperation, humanitarian aid and solidarity are efficiently applied.

Moreover, in accordance with the usual rules and practice, the City Council will apply the appropriate controls to ensure good use of public resources.

## *7.2. Legal instruments*

It will be necessary to develop the following legal instruments:

1. **Collaboration agreements or framework agreements**
2. **Standard agreements** (consultations, assessments, technical assistance)
3. **Pluriannual framework agreements for the strategic goals**

## *7.3. Instruments of participation*

The **Municipal Council for Development Cooperation** is the instrument of participation par excellence. It is the advisory and consultative body for the municipal policy of development cooperation. It is also a forum for dialogue and concertation with the solidary fabric in order to create synergies and complementarities with a view to analysing, reflecting on, assessing and influencing the international development cooperation actions aimed at contributing to the creation of a positive social climate and to steer municipal activity in matters of international cooperation towards development, in accordance with the pertinent Regulatory Rules.

## 8. The budgetary horizon: the global scenario of growth and distribution according to modalities and performance years

One of the commitments of the Municipal Action Plan is to achieve, during the present mandate, that the figure of 1% of municipal taxes shall be devoted to cooperation and development.

In view of this commitment, it is established that the overall budgetary effort at the end of the period of effectiveness of the Master Plan shall be €8 million, with the following scenario of growth: year 2006, €6 million; year 2007, €7 million, and year 2008, €8 million.

### 8.1. Distribution according to modalities, ceilings of resources by modalities, and performance years

In order to assure planning capacity, stability and foreseeability for all the actors involved, the following distribution is established. It shall be considered to be an overall commitment, approved by the Plenary Assembly of the City Council, which may be subject to minor percentage variations each year, always with the countersignature of the Council for Cooperation and of the competent government bodies.

	2006	%	2007	%	2008	%
<b>Overall budget</b>	<b>6,000,000</b>	<b>100.00</b>	<b>7,000,000</b>	<b>100.00</b>	<b>8,000,000</b>	<b>100.00</b>
<b>Direct municipal cooperation</b>	<b>1,500,000</b>	<b>25.00</b>	<b>1,750,000</b>	<b>25.00</b>	<b>2,000,000</b>	<b>25.00</b>
<b>Concerted municipal cooperation</b>	<b>570,000</b>	<b>9.50</b>	<b>700,000</b>	<b>10.00</b>	<b>800,000</b>	<b>10.00</b>
<b>Cooperation at the initiative of private non-profit bodies</b>	<b>3,600,000</b>	<b>60.00</b>	<b>4,200,000</b>	<b>60.00</b>	<b>4,820,000</b>	<b>60.25</b>
Pluriannual	1,800,000	50.00	2,450,000	<b>58.33</b>	3,000,000	<b>62.24</b>
Annual	1,050,000	29.17	900,000	<b>21.43</b>	850,000	<b>17.63</b>
Awareness raising and education	750,000	20.83	850,000	<b>20.24</b>	970,000	<b>20.12</b>
<b>Emergencies and humanitarian aid</b>	<b>150,000</b>	<b>2.50</b>	<b>160,000</b>	<b>2.29</b>	<b>180,000</b>	<b>2.25</b>
<b>Assessment and management of programme</b>	<b>180,000</b>	<b>3.00</b>	<b>190,000</b>	<b>2.71</b>	<b>200,000</b>	<b>2.50</b>

## **ANNEX. Specific commitments of Barcelona City Council**

Aware of the political and technical importance of this Master Plan – the first, in the strict sense, to be approved by a Spanish local body – the City Council wishes to emphasize a set of especially significant commitments, which are already contained in the Plan itself.

As part of the general commitment to promote the policy of solidarity and international cooperation, Barcelona City Council especially wishes to encourage, during the performance of this Master Plan, actions that involve the following:

- The promotion of transformative cooperation, accompanied by the will to find suitable mechanisms of assessment, while providing sustainable models of integral development and of strengthening of the democratic local governments.
- The promotion of citizen sensitisation to foster awareness about cooperation and solidarity between peoples, especially through the programme of activities of Casa del Món (World House).
- The diversification of the paths of collaboration with the associative sector in the spheres of cooperation, peace and active human rights in the city, in order to generate mechanisms that are more flexible and appropriate to the reality of international development cooperation and which will especially provide for the aspects of pluriannuality and concertation.
- The broadening and improvement of coordination mechanisms, both between the various levels of the public administration and with the departments and services of the City Council – especially Personal Services, Citizen Participation, and Culture and Education – in order to increase efficacy and efficiency in the preparation, performance and assessment of the cooperation projects in all their modalities.
- Active participation in emergency programmes, contribution to exceptional emergency and humanitarian aid campaigns, and collaboration on subsequent projects of reconstruction and recovery.
- The strengthening of a broad plural Municipal Council for Solidarity and Cooperation, and the creation of Solidarity and Cooperation Councils in the Districts.
- The broadening and diversification of the active agents of the city in cooperation projects in order to foster diverse possibilities of knowledge of the North-South realities and to favour exchanges that will enrich the citizen culture.
- The fostering of the implantation of fair trade and responsible consumption as a means of strengthening economic development that is fair, sustainable and respectful of fundamental rights, and as a means of introducing it into all the spheres of the Municipal Administration.
- The establishment of a closer tie between cooperation policy and immigration through specific projects in the countries of origin of most of the immigrant groups that are in Barcelona.
- The increase of the budget earmarked for international cooperation to a minimum of 1% of direct municipal income.