

Garapenerako Politiken Koherentzia  
Euskadin: diagnostikoa eta proposamenak

Coherencia de Políticas para el Desarrollo  
en Euskadi: diagnóstico y propuestas

Policy Coherence for Development  
in the Basque Country: diagnosis and proposals

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EUSKO JAURLARITZA



GOBIERNO VASCO

# Garapenerako Politiken Koherentzia Euskadin: diagnostikoa eta proposamenak

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## Coherencia de Políticas para el Desarrollo en Euskadi: diagnóstico y propuestas

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### Policy Coherence for Development in the Basque Country: diagnosis and proposals



**Eusko Jaurlaritzaren Argitalpen Zerbitzu Nagusia**  
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Egileak • Autoría • Authors: Hegoa Institutuaren (UPV/EHU) Garapen eta Lankidetzako Politikei buruzko Ikerketa Taldea  
Grupo de Investigación sobre Políticas de Desarrollo y Cooperación del Instituto Hegoa (UPV/EHU):  
Koldo Unceta (zuzendaria) Natalia Millán, Yesica Álvarez, Iratxe Amiano,  
Jorge Gutiérrez, Irati Labaien, María José Martínez, Michel Sabalza, Unai Villena,  
Idoye Zabala

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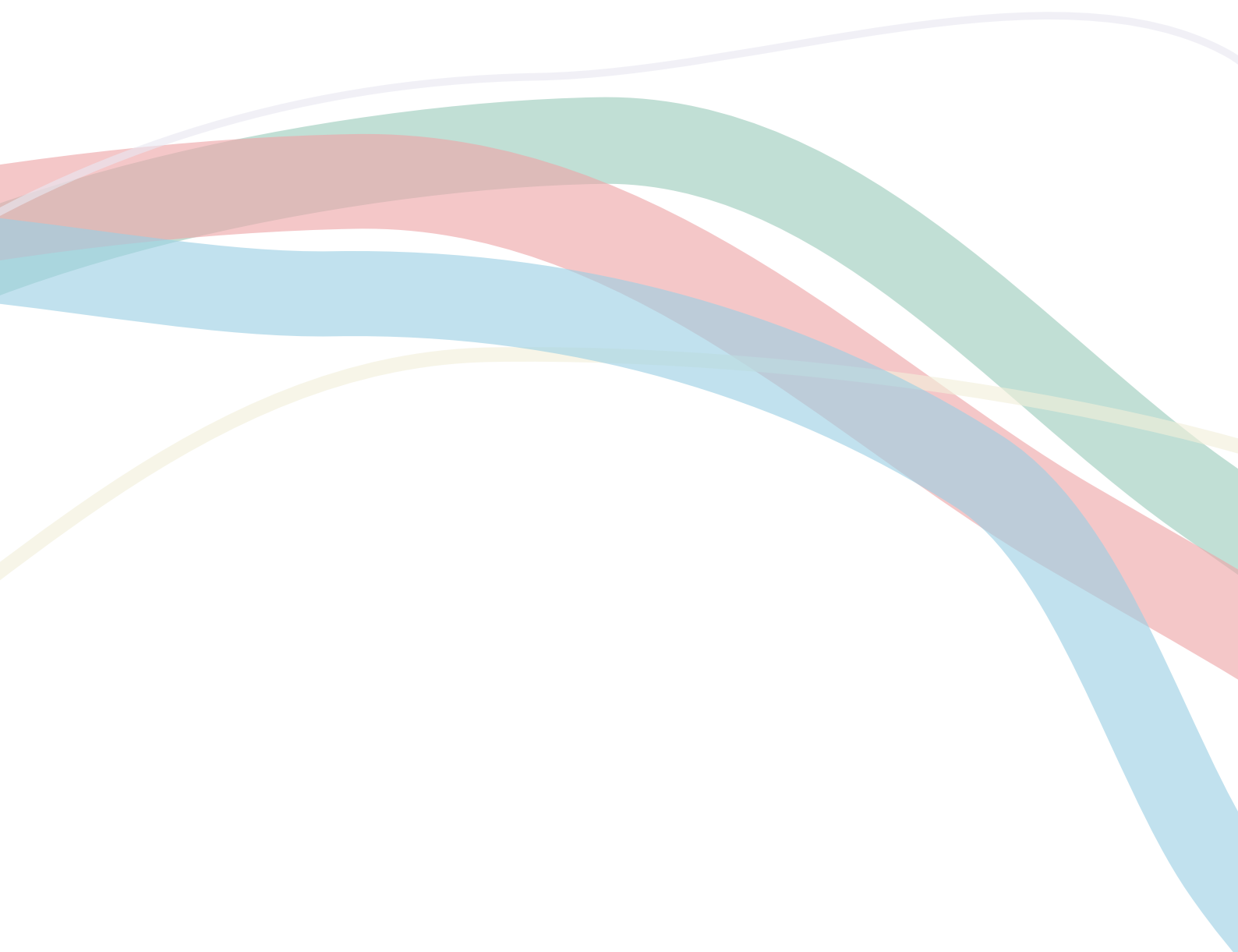
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Policy Coherence for Development  
in the Basque Country: diagnosis and proposals



## Foreword

It has been 30 years since the Basque Government and other public Basque institutions, in response to public demand, began to take part in development cooperation and international solidarity. The experience has been both positive and rewarding. Most of the support has been in the form of economic assistance from our institutions and of efforts by NGOs working in collaboration with organizations and communities in solidarity with people of the south, all within a cooperative regulatory and planning framework.

The task of developing a decentralised model for cooperation, one that is increasingly more supportive, efficient and far-reaching within Basque society, forces us to rethink, renew and renovate Basque cooperation. This approach is reflected in the Third Master Plan for Cooperation 2014-2017, whose key pillar is the firm commitment to policy coherence for development.

Policy Coherence for Development, a constant demand by NGOs and solidarity movements, has become a global commitment for the Basque Government and a fundamental point of reference for reflecting on the future of Basque cooperation. We must face new development challenges and new scenarios in the world of international cooperation.

Policy Coherence for Development poses key challenges that must be addressed by Basque cooperation – in particular, the challenge of greater involvement on the part of public institutions. We must move beyond mere financial support to promote synergies between policies and stakeholders.

For this reason, we take great pleasure in presenting: *"Policy Coherence for Development in the Basque Country: diagnosis and proposals"*, a study commissioned by the Basque Government's Agency for Development Cooperation, and conducted by the Development and Cooperation Policies research group of Hegoa Institute (under the auspices of the University of the Basque Country UPV/EHU).

We would like to underline the fact that this is the first study of its kind to be undertaken by a sub-national government.

We would also like to mention that a number of people from different departments and agencies of the Basque Government and NGOs took part in this effort. They played a fundamental role, attending several sessions and participating in the way of interviews. We extend our most sincere gratitude and appreciation to them all.

One final thought: it is our belief and hope that this information will serve as an important tool in the Basque Country for enhancing greater policy coherence for development. With the publication of this study we hope to disseminate the ideas included in the study and raise their public profile, extending them political and social spheres for study and discussion – even beyond the Basque borders. We also hope this study will help promote the implementation of the initiatives in the Basque Country.



Paul Ortega  
Director, Basque Agency for Development Cooperation

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## Introduction

The text presented herein is a summary of the report commissioned to Hegoa, Institute of Development and International Cooperation Studies, (University of the Basque Country UPV/EHU) by the Basque Agency for Development Cooperation, on the analysis of Policy Coherence for Development (PCD) in the Basque Country. The work was conducted between April and September 2014 and its realization was responsibility of the Research Group on Development and Cooperation Policies (IT 651-13). The full report is available on <http://www.elankidetza.euskadi.eus>.

This job stems from the growing importance attached to the issue of PCD in the international arena and has also to do with the need posed for quite some time on the Basque Council for Development Cooperation to undertake a specific diagnosis of the situation and possibilities of progress existing in this field within the Basque Country.

PCD view emerged in the nineties within the framework of discussions on development cooperation, centering the debate on issues that affected the development processes in countries receiving Official Development Assistance (ODA). It is a broad and multidimensional concept although, as discussed below, by presenting the challenge of policies coherence it aimed to highlight the importance and influence of other interventions apart of those of cooperation -both internal and external- in the objectives and processes of development in other places. It tried to draw attention to the danger that other policies of donor countries might ruin the desired effects of development cooperation, but also on the possible generation of positive synergies arising from these policies. This PCD research in the Basque Country has been addressed from this theoretical approach, analyzing the potential consequences of Basque policies to other countries. Furthermore, although the analysis is centered on the impact on the policies of cooperation and not so much on the model of human development in the Basque Country, the projection that the PCD could and should have on the latter issue is discussed in the epilogue accompanying the study.

Regarding the scope of the investigation, it must be stated that the specific purpose of the analysis is the promotion of PCD in the Basque Government. However, the particular characteristics of the Basque Country Autonomous Community (BCAC) and its complex institutional reality impose the necessity of considering other aspects of public policy that are

beyond the scope of the Government. Therefore, in some sections of the report reference is made to such institutional reality -which also includes provincial and town councils- in that it influences the coherence of the Basque Government policies.

The report is divided into three parts:

1. **Theoretical framework:** summarizing the main existing debates on PCD, in both academic and political spheres, specifying some aspects related to the sub-state cooperation.
2. **Diagnosis:** studying the situation of PCD in the Basque Country, as well as the main potentialities and challenges arising for its promotion within our specific realm.
3. **Proposals:** where some recommendations are put forward in order to make progresses in PCD in the Basque Country starting from the theoretical considerations and diagnosis already established.

This executive summary makes a brief tour on the main elements that are highlighted in the various sections and chapters of this report. The final part of the report presents, as an epilogue, a reflection on the projection of work on PCD beyond its specific relationship with the policy of development cooperation.



# 1. Theoretical and analytical framework for research

## 1.1. The Policy Coherence for Development within the framework of recent debates on development and cooperation

### *Why does the debate on Policy Coherence for Development arise?*

This is a concern which is part of the changes in the international system in recent decades, which have altered the character of the traditional North-South relations, have modified the development agenda on a global scale, and have put in crisis the system of cooperation that had been working since the end of World War II. In paragraph 1.1 the report describes this process, raising the question that, as a result of all these changes, ODA has clearly evidenced a limited impact unless it is accompanied by a comprehensive agenda as proposed by the PCD.

Thus, the globalization process in recent decades has led to a profound reshaping of the conditions of the development process in either one or the other part of the world, a significant change in the role of different actors (governments, companies, civil society) and an alteration of the traditional North-South divide, resulting in an international system with more diffuse profiles where interdependence, risk and uncertainty are important aspects that affect the development processes.

All these changes have had a direct impact on the development cooperation system and on the objectives of ODA, putting in crisis their meaning and questioning the scope thereof. In this context, the traditional instruments of cooperation related to ODA have shown increasing limitations to address both the problems of development of the poorest countries and the challenges of global development. This has come to pose a strong debate on the future of development cooperation and on the reform of the cooperation system.

Worries about PCD express the need to take into account that development problems are not solely related to ODA.

In the face of the crisis of identity and legitimacy of development cooperation, mixed reactions and proposals have been raised. Those that have emerged from official sectors and traditional cooperation agencies -such as the Development Assistance Committee (DAC)- although they have raised the issue of the PCD, have placed their emphasis mainly on issues of extreme poverty -establishing an agenda focused on the Millennium Development Goals (MDGs)- and the malfunction of the aid chain -Paris Declaration and its subsequent developments-. However, from other sectors, the need has been stressed for a major redefinition of cooperation and its aims taking into account new problems and conditions, and the role of different actors.

In this context, the worry about the PCD reflects the need of taking into account that development problems are not only related to aid policies, but have to do with the way development processes are dealt with from a wider perspective that affects many different actors and the entirety of policies, calling for a greater coherence of them.

Finally, it is noteworthy that in the present circumstances the PCD is a requirement to deal with the global politicization of the development and the demands derived from the most disadvantaged countries and social sectors and also from global problems affecting the world as a whole. In this sense, there is an increasingly broad academic and political consensus on the need to place the PCD in the center of the debate on the future of cooperation and the promotion of a global, equitable and sustainable development.

## 1.2. The Policy Coherence for Development: overall approach

*What does the concept of Policy Coherence for Development intends to express and what are its implications?*

The PCD should be understood as the integration of the development perspective in the design, implementation and evaluation of all public policies of a government.

From an overall perspective, coherence is a desirable goal for any government action, since incoherent practices have negative consequences on effectiveness -failure to achieve objectives-, on efficiency -lack of optimization in the management of public resources-, and on the credibility of the country as a whole. Moreover, progress towards greater policy coherence is an improvement in the quality, coordination and transparency of governance, since it can detect interferences and identify complementarities. Hence the

coherence becomes a must dimension for efficient and quality governance; section 1.2 thoroughly describes the features, dimensions, categorizations and definitions of PCD.

## 1. Theoretical and analytical framework for research

The objective of the PCD implies, in principle, a global commitment of governments in promoting development, which makes it an especially appealing notion, beyond the problems associated with its implementation. It should be noted that coherence has an *instrumental value* that is subordinated to the objectives defined as priorities within public administration. That is, the coherence among goals, values, policies and instruments can be influenced by various interests, among which human development is not always conceived as a priority. Also, it is worth to remember that in a democratic system coexist by definition contradictory and legitimate interests that represent the diversity of opinions and groups that make up a plural political model. Therefore, only in cases where the behavior and preferences of individuals are expressed homogeneously, or where there is an authoritarian regime, absolute coherence would be possible. Since the first scenario is completely removed from reality and the second case would be a system contrary to any respectful perspective on human rights and freedom, achieving an absolute degree of coherence can become an incompatible and undesirable objective for a pluralistic, open and participatory system.

Although several theoretical conceptualizations have been developed to address the concept of coherence, it is necessary to highlight those involving the dissemination of the development approach all over the governmental action of a government. This perspective has been called by some donors "*the whole of government approach*". In theory, taking this holistic approach to government would mean that donor countries should consider the prospect of development as a priority (although not necessarily unique) area in the processes of public decision making. In this regard, the PCD should be understood as the integration of human development in the design, implementation and evaluation of all public policies of a country, which means spreading the work for development all over the government action. This view is a shared responsibility that must be assumed by all levels of government beyond the specific agenda of cooperation policy. Additionally, it is necessary to integrate the concept of Coherence in the need to move towards a collective and concerted action to manage development problems that have become a worldwide political issue. From this perspective, states should not only promote the development work at the household level, but also to develop mechanisms, together with other states, to cooperatively manage the new transnational challenges.

The political will and commitment of a government are the cardinal elements to progress in the agenda for Coherence.

However, beyond the goodness and the potentialities of a holistic view of the PCD as above, the approach to this notion has evolved gradually, expanding the scope thereof step by step. So, at first, the PCD was considered from the perspective of "*do no harm*", i.e. try to limit to the maximum the negative impact on development processes of other policies different from those of external cooperation. In a second approach the PCD raised the need to go further, building on and implementing in external cooperation resources and proposals relating to other policies, generating positive synergies. Finally, and from a comprehensive perspective, the PCD linked –as it has been already pointed out– the reflection on the objectives of cooperation with internal development strategies and development global challenges.

With regard to the practice of the PCD, it is noteworthy that the political will and commitment to advance are the fundamental elements in this regard. Therefore, analysis of political will, authorities for negotiations, commitments made by the different actors, electoral strategies, power share and specific pressures of each stakeholder are fundamental elements to assess the true capacity of any government to move towards greater PCD. In this context, it should be noted that the transverse commitment to development usually meets institutional resistances of a more or less systemic character. This is due, on several occasions, to the fact that "national" or short-term interests seem to be set up against the promotion of human, global and sustainable development.

There is a broad international framework for promoting PCD formed mainly by United Nations, the OECD and the European Union.

Besides the importance of governments (both state and sub-state) it is necessary to mention the different actors involved in the practice of PCD, both globally and domestically. On the one hand, there is a relatively wide international framework to promote PCD that transcends the policies developed by national states; in this framework three international organizations have participated, from different positions, to promote the work for PCD; these are United Nations (UN) -which has included the perspective of the PCD in the MDGs and the post 2015 agenda-; the Organization for Economic Cooperation and Development (OECD) -which has contributed a working group on this aspect- and the European Union (EU) that urges its members to make greater progresses on this agenda. Also, it is worth to highlight the work of CONCORD (European NGO Confederation for Relief and Development) which plays an important role of political incidence at European level (see section 1.2.6).

It is also necessary to point out the work of Non-Governmental Organizations for Development (NGOD) that are critical for political incidence, awareness and mobilization. The work of the NGDOs in these areas has prompted a greater commitment from public opinion to the issues related to development promoting specific achievements in the work for coherence.

Finally, companies are also mentioned as relevant actors but from another, theoretical, perspective. It is well known that while these companies are not formally responsible for the policies developed by the governments -of both the countries of origin of these companies and the countries of destination of their investments- they usually exert significant pressure in defense of their interests, which sometimes has meant limiting the ability of these governments to prevent or restrict practices contrary to human rights, environmental protection, or other. In this sense, it is necessary to include in the analysis the work of companies and their lobbies. Furthermore, governments should exercise a significant control over the companies that use public money to develop their activities in other countries. In this sense, if corporate actions are carried out with public money, mechanisms should be demanded that look for the promotion of human development integration in all the activities of these companies. So, from the perspective of impact on development, monitoring and control instruments applied to the work of multinational companies in developing countries become a matter of great importance to the PCD (see section 1.2.8).

### 1.3. Approaches and experiences in dealing with the Policy Coherence for Development in some countries

#### *What practical experience does actually exist in the implementation of an Agenda for Policy Coherence for Development?*

Although experience is still limited, various governments of donor countries (such as Austria, United Kingdom, Norway and Germany) have addressed over these last years the issue of the PCD, implementing plans and instruments specifically targeted at its promotion. Although there is no model of PCD, diverse experiences have been developed whose disparate results may shed light on the practical problems arising in its implementation. To this end, the report specifically focuses -in section 1.3- on the way PCD is approached in three specific cases: Sweden, the Netherlands and Spain.

Sweden's case, with its Global Development Policy, is perhaps the most significant advance in the field of PCD. The doctrine underlying this policy, at least in theory, assumes that all ministries must integrate development objectives in their policies. If a ministerial action conflicts with the interests of development, then this ministry would be responsible for finding an alternative solution without prejudicing the interests of the poorest countries. Since the *Global Development Policy* was introduced, the government has made significant efforts to explain that coherence is the responsibility of all government spheres, beyond the responsibilities of cooperation departments and agencies. The cooperation for development plays an important role assuming a continuous activity of reporting to different ministries about the possible impacts of their policies in South countries. However, the Swedish government has consistently insisted on the need to consider that PCD is a task for all ministries and not only the exclusive responsibility of the area of international cooperation. At the same time, PCD has emerged as a consensus policy, which involves a comprehensive agreement that transcends the government of the moment.

Several donor governments have addressed the issue of PCD launching specific plans and tools in this area.

In contrast to this comprehensive approach, the Netherlands has developed a targeted strategy for promoting PCD. This work is performed around the Policy Coherence Unit, created in 2002. Directly or indirectly, the unit feeds, promotes, or is involved in many of the specific mechanisms that work in different areas of government action to promote coherence. It would be worth mentioning as examples the review and monitoring of the proposals from the European Commission, the revitalization of tasks among various ministries, or the promotion of specific studies and seminars to generate knowledge on specific areas of development. Within this context, the Dutch doctrine states that any public policy should also promote the interests of the Netherlands. However, it is not a zero-sum game where you have to choose between donor's or partner's interest, but the Dutch strategy is built on the basis of mutual benefit. Thus, the very policy of cooperation is based on the argument that promoting global

development also benefits Netherlands since, in the long term, it will allow for building a safer world with greater business opportunities for all. Consequently, development and safety goals are closely intertwined in foreign policy strategies. From this point of view, coherence would be necessary to promote the development of the poorest countries, optimize public resources that are geared to these objectives, and increase the chances of success of foreign policy as a whole.

As far as Spain is concerned, during the period between 2004 and 2010, when the agenda of PCD played a certain role in the Spanish strategic documents, a variety of mechanisms were proposed, but neither processes or channels were specified for interaction among actors, nor the necessary complementarities that should be promoted. Subsequently, no program for promotion and implementation of PCD has been defined to explain and contextualize the methodology and calendar of implementation thereof. In this sense, it looks as if Spain had been unable to agree formally on a political commitment to PCD. This lack of actual political commitment and base seems to be due to various political and technical constraints relating to transverse work for development. The lack of strong and consistent guidelines from the highest political level in order that all public policies of Spain integrate a development perspective seems to denote the existence of a devalued perception of development work. Furthermore, transcending the government, the limited room for maneuver existing in the parliament in support of development policies has weakened as a result of changes in the political agenda resulting from the economic crisis.

Likewise, the evidence seems to prove the existence of rather limited perceptions and considerations by many Spanish actors on development strategies and challenges. In foreign policy, Spain has established an agenda of priorities which clearly differentiates "hard" policy or higher politics from "soft" policy or lower politics. In this context of hard agenda, Spain considers itself a mark that "competes" with other countries and, therefore, its citizens are also attached to this dynamic. The strategy of "Marca España" (Spain Brand) explains this view better than any other, assuming that the international system is a market where every "brand" -each country- should bid to attract both foreign investment and the attention of international consumers, in a perspective that clearly favors promotion and / or consolidation of processes of commodification of public space.

In any case, beyond the scope of one or other experience, the constraints on PCD have to do with multiple issues affecting the way of understanding development, international solidarity and responsibility, but also with bureaucratic resistances, corporate logics and other interests that influence the decision-making processes.

## 1.4. The Policy Coherence for Development and sub-state spheres

*How should PCD be brought in both sub-state spheres and their cooperation? Which are the main strengths of this task?*

The importance of local government role in promoting human development and sustainability has been increasingly taken into account in recent decades, both in the near field and in the global context. As explained in section 1.4 of the report, it is necessary to strengthen the role of local actors in the agenda for global development, also incorporating the processes of transparency and accountability to increase the democratic legitimacy of governments and to strengthen their relationship with the civil society. Thus, as progresses are made in the debate on the post 2015 agenda, the crucial role of local governments and authorities is increasingly recognized and incorporated both in shaping this agenda and in allocating specific policies and programs aimed at promoting local development. This is an area of great importance because if we are to move towards a multilevel global governance to manage global public goods and evils, it is necessary to incorporate to the transnational agenda local actors and governments who, because of their proximity, are key elements in promoting sustainable development and fighting poverty.

The importance of local government role in promoting human development and sustainability has been increasingly taken into account in recent decades.

In addition, globalization has also led to a new configuration of social, political, economic and cultural processes that affect different territories. Thus, being this globalization an extremely complex phenomenon, the activities carried out within it require an organization and a place to materialize, so that local spheres have a fundamental role to play in this process. Thus, the enhancement of territorial actors in development strategies has been accompanied by a greater awareness of their potential role in international cooperation. In this context, the cooperation of a local or decentralized basis has come to fill an important gap, in line with the new concerns on local issues arisen in recent decades.

The potentialities of actors involved in sub-state cooperation should be highlighted when promoting a citizenship critical and committed to development problems. Thus, awareness and education programs for development are fundamental to sensitize public opinion about the importance of understanding international solidarity as a must for any public policy sphere (local, national or international). Thus, local governments are in a good position to actively participate in cooperation activities, putting their resources at the service of them, promoting local development in its various aspects and helping, from the perspective of PCD, to strengthen institutions and organizations responsible for carrying out development programs in other countries and territories.



PCD studies in sub-state areas are scarce because this agenda has been traditionally approached from a state perspective.

In any case, the different impact of diverse approaches to PCD on sub-state governments should be duly noted. On the one hand, many of the policies with greater negative impact on development processes in other countries -such as on trade, agriculture, taxation, legislation on patents, etc.- depend on either state or European Union governments, so the chances of influencing them are indeed limited. However, as for generating positive synergies by leveraging

and bringing to bear for cooperation resources linked to other policies, the margin of maneuver is by far higher.

PCD studies in sub-state areas are still scarce, an issue duly explained in paragraph 1.4 of the report. However, as noted in it, understanding the PCD as an integral task for human development and sustainability is a necessity, which unavoidably should integrate all levels of government political action (global, regional, national and local). In this sense, the incorporation of the local perspective to the work for PCD can't be disregarded.

## **1.5. Problems and challenges for promoting Policy Coherence for Development in sub-state spheres: a first approach**

### *What are the key elements and limitations to promote PCD in a sub-state level?*

There are seemingly some key elements for integration of PCD agenda in sub-state governments as detailed extensively in section 1.5 and briefly described in this executive summary.

First of all, both at state and local level, political will is the basic element in promoting PCD. In the case of decentralized actors it is necessary to include in this analysis the power relations and policies of state governments. In this regard, although a sub-state government be firmly committed to work for human development, progress will be very limited if the central government has divergent policy guidelines and objectives for this agenda. It is therefore essential that the work in favor of PCD implies opportunities for coordination and complementarity with both the central government and other local communities and governments.

Secondly, it is necessary to analyze the powers of sub-state governments for designing and implementing public policies. This affects the approach to PCD in this area. On the one hand, some policies with a particularly negative impact in other countries are -as already said- designed and managed from higher levels. But, at the same time, there are areas of proprietary performance, where the search for synergies and complementarities between strategies can play an especially important role from the viewpoint of PCD.



## 1. Theoretical and analytical framework for research

In the third place, citizens who are both critical and committed to human development can be a key element to press governments to further incorporate PCD to public policies. This is a critical aspect in the case of local governments since they are in a closer position to training and education of citizens.

Fourthly, the proximity of local governments with different social organizations enables them to develop capacity building programs to promote a more comprehensive and systematic work of these institutions to promote PCD, with follow-up actions and criticism of practices incoherent with regard to human development and also on the matter of education for development.

In the fifth place, the fact of sub-state administrations becoming more inclusive areas linked to a smaller number of actors can stand out as a positive element for PCD, which necessarily involves shared decision-making and consensus processes among various sectors of a government. This requires, in any case, an environment favorable to a shared view of public management away from vertical and/or fragmented practices.

Sixthly, it is worth remembering that to achieve results in PCD, it is necessary to transcend abstract political commitments to establish concrete goals and specific mechanisms. In this regard, it is necessary that local governments identify priority areas for promoting PCD, define specific (and gradual) commitments and objectives in these areas, devising afterwards concrete action programs.

Finally, a particular PCD promoting factor is the establishment of a system of cooperation technically and politically consolidated. This could represent a limitation for some sub-state governments since they rarely have established systems of cooperation with adequate human and technical resources.

There are key elements to consider for the promotion of PCD in the sub-state level: political will, cooperation system, jurisdictional spaces, public opinion and NGOD.

## 2. The Policy Coherence for Development in the Basque Country Autonomous Community: diagnosis

### 2.1. Policy Coherence for Development and policies for development cooperation in the Basque Country

*How does the notion of PCD integrate in the legal framework of Basque cooperation and how do their agents contemplate it?*

The Basque Country has a relatively extensive legal and planning framework for development cooperation. This framework relies on a wide range of documents including legislation, master plans, regulations, and official announcements dedicated to regulate public policy for cooperation. Section 2.1 of this study discusses how the concept of PCD has been treated in various official documents of Basque cooperation, especially in the Basque Act for Development Cooperation (2007), the Act of the Basque Agency for Development Cooperation (2008) and Basque Government master plans for cooperation (2004, 2008, and 2014). Likewise, the position of Basque NGOs on this issue has been considered.

The *Basque Act for Development Cooperation* was passed in 2007, wherein objectives, goals, tools and instruments governing the policy on this issue are collected. It is significant that in the preamble of the Act itself explicit mentions be made to the need of progress toward a greater coherence between cooperation policy and the rest of public policies. In addition, the Act states that the Basque Council for Development Cooperation has to prepare an annual report on the degree of compliance with the principle of coherence of the actions of Basque public administrations.

On its part, the *Act of the Basque Agency for Development Cooperation* makes several references to the principle of coherence, although this concept is here more oriented to progresses in consistency and coordination among actors of the Basque cooperation than to mainstreaming an integral

PCD mandate has been progressively integrated into official documents for Basque cooperation.

perspective of sustainable and equitable development in all public policies of the Basque Government.

Lastly, the three master and strategic plans for Basque cooperation have progressively integrated the PCD mandate into their strategic guidelines. Thus, even though the *First Strategic and Master Plan of Basque Cooperation* (2004) does not explicitly mention the concept of PCD, it explains that the problems of poverty and human violations are due to structural causes that refer to asymmetric relations between North and South (Basque Government, 2004). Likewise, the *II Strategic and Master Plan of Basque Cooperation* (2008) also maintains a theoretical and analytical line similar to the previous document starting from the basic premise that the international community should mainly orientate itself to the promotion of human development.

Finally, the *III Quadrennial Master Plan of Development Cooperation* (2014) uses the concept of coherence in a systematic way throughout the document. The need to progress in coherence is highlighted in the document, although using this concept either to signal the necessary coordination, complementarity and coherence between the different agents and actors of Basque cooperation policy –including departments that might participate in this policy– or to refer to the broader concept of PCD that implies broadening the perspective to the whole of the Basque public policies and their impact on development.

Regarding civil society, the NGOs have played an important role in claiming PCD in the Basque Country as explained in paragraph 2.1.3. In that sense, it is important to highlight the work on PCD by the NGOs Coordinating Agency and especially by the political mediation group formed within it, which carries out the monitoring of public policies of cooperation by Basque institutions. For the time being, this group has oriented itself to generate a statement on PCD and to try to include this issue in the agenda of the debate on development cooperation in the Basque Country, although no concrete proposals have been developed on the subject.

In the *Master document for political mediation* prepared by the NGOs Coordinating Agency eight key positions are collected to guide mediation work. One of them –the second– focuses

NGOs Coordinating Agency of the Basque Country has a political mediation group with the promotion of PCD as one of its main objectives.

on promoting PCD. This assumes that there is, in practice, a mechanism formed by civil society actors aimed at both promoting a political agenda in PCD, and tracking policies incoherent with human development. However, it should be noted that this is a very recent process that, although it has served to promote the agenda of PCD in the Basque Council for Development Cooperation, it has not yet developed mechanisms for monitoring, evaluating and controlling public policies.

Furthermore, it must be mentioned that NGOs have important knowledge and know-how on some issues related to development and processes being carried out in impoverished

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countries. This experience, generated in the work carried out in various fields such as gender issues, education for development or health, can be of great interest both to analyze problems related to PCD and to develop proposals on them.

However, it should be noted that, along with these potentialities, NGOs also have some limitations for work in the field of PCD. So, to monitor and develop concrete proposals other expert knowledge is required that may not exist in these organizations. This is particularly important in the current context, in which the complexity of public policies is ever-growing and the monitoring and criticism of them requires greater specialization.

### 2.2. Policy Coherence for Development and Basque Government's internationalization strategies

*How do the cooperation for development and the concept of human development integrate in the internationalization strategies of the Basque Country?*

Section 2.2 is dedicated to analyze the Basque Government documents related to the internationalization policy as a whole, in order to examine their relationship with the objectives from the policy of cooperation for development. The *Internationalization Master Strategy 2014-2016 - Basque Country Strategy* is presented as the umbrella that should cover, guide, identify and contain the rest of international strategies. Three main areas of activity are envisaged within the *Basque Country Strategy*:

1. The External Action Plan that aims to promote Basque interests abroad and to position the Basque Country as a global actor.
2. The Businesses Internationalization Plan 2014-2016 whose main agents are the Basque companies.
3. The Sectorial Internationalization Plans that have not yet been developed, although some departments have participated in the development of the Basque Country Strategy.

The *Internationalization Master Strategy* notes that international solidarity and development cooperation are an important area of action which is a positive fact for the analysis of PCD. Thus, the view presented in the *Basque Country Strategy* implies that promoting development and shared management of global challenges is an objective and a dimension required in the Basque foreign public action. Similarly, the *External Action Plan* sets as one of its objectives to contribute to building a fairer and more

Basque Government internationalization plans contemplate the international cooperation dimension.

balanced world, which also represents a clearly positive development from the standpoint of PCD.

Furthermore, the *External Action Plan* appeals to the principle of coherence as one of its foundations, which is also a good starting point. However, both the *Internationalization Master Strategy* and the *External Action Plan* present a world view in which the objectives related to competitiveness on the one hand, and those relating to the welfare and development on the other, seem to overlap and complement without considering the existence of possible conflicts between them. This may explain why no specific mechanisms have been incorporated

However, development cooperation is seen as an element compartmentalized and separated from the rest of the Basque external action.

to ensure coherence, which is relegated to a mere declaration of intent. This view is fully perceived when establishing that the promotion of Basque interests abroad is in line with the configuration of a fairer and more sustainable international order, a formulation that ignores potential conflicts in this area. It should be noted, in this respect, that advancing on greater PCD involves a progressive change towards incorporating the view of development into public action which, in practice, can mean the eventual emergence of debates and conflicts the identification of which is advisable in order to duly advance on this agenda. Therefore, the idea that the mere promotion

abroad of Basque interests and companies will contribute to building global development can be a confusing approach poorly adapted to actual challenges of working in PCD and all the more so when considering that the strategy does not provide mechanisms binding on companies receiving subsidies for their projection abroad with regard to meeting certain performance requirements on human rights, the environment or others.

As for the consideration of development cooperation within the strategies of internationalization, it should be noted that, in spite of being expressly included in the central points of the Basque foreign action, it is treated either in a subordinate manner, or separated from the rest of the strategy. Cooperation policy is contemplated within the sectorial policy areas, without giving consideration to the *Plan for Business Internationalization* or to the *External Action Plan*. In addition, the entire strategy seems to opt from the outset for the search for competitiveness rather than for collaboration or cooperation, which has a clear impact on the overall strategy, when contemplating issues regarding cooperation to development in a secondary or subordinate way. The interpretation that can be made on this issue is contradictory. On the one hand, it can constitute a positive aspect, since it protects cooperation policy against the risks of instrumentalization, that is to say that this policy be used to promote objectives contrary to the promotion of human development and poverty reduction. In contrast, from the perspective of the PCD, the idea of "isolating" cooperation policy could be negative because understanding it as a compartmentalized and different field, the rest of departments can think that the promotion of development and the fight against poverty are goals only of cooperation and not a responsibility across all of them as would follow from the notion of PCD.

Finally, mention should be made of the absence of mechanisms to promote progresses on the agenda of the PCD. On the one hand, a clear concern is appreciated for improving

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coordination and coherence in the *External Action Plan*. However, coherence is usually used from the viewpoint of coordination and complementarity among different institutions and exterior areas of the Basque Country, which represents a restricted or weak view of the concept. In addition, neither lines of action nor mechanisms have been established that promote or ensure the incorporation of a development perspective in the external action of the Basque administration.

The concept of coherence is generally used in the sense of coordination and complementarity, being this a restricted or weak view of said concept.

### 2.3. Policy Coherence for Development and their relation to internal policies applied in the BCAC

#### *How are development issues contemplated in the BCAC internal strategies?*

Once international strategies have been duly analyzed, the report devotes a section to examine the internal strategies of the BCAC and their consideration on development issues. In that sense, section 2.3 presents the most relevant conclusions derived from the study conducted on diverse plans developed by various departments of the Basque Government, in order to identify those aspects of them that may be more relevant from the perspective of the PCD. The documents studied are those that at the time of preparing the study were already approved and/or in an implementation phase. They are: *Peace and Coexistence Plan 2014-2016*; *Employment Plan 2014-2016 (Employment Reactivation Program)*; *Industrialization Plan 2014-2016*; *Public Innovation Plan 2014-2016 (Euskadi Public Innovation Strategy)*; *VI Plan for Equality of Women and Men in the BCAC*; *Health Plan 2013-2020 (Health Policy for the Basque Country)*; *Basque Language Strategic Agenda*; and *IV Environmental Master Program 2015-2020*.

In connection with this, it is necessary to highlight in the first place the importance of the affirmation of *human development* as the central concept of many of these policies and strategies. While it is true that the mere appeal to this notion does not guarantee the taking into account of the different requirements it poses, its assertion -in the very frontispiece of the government program- is a good starting point which allows to discuss the most effective and coherent way to progress in such a direction. Nevertheless, as it has been already stated, there are evident difficulties to extend human development across all the policies, in some of which it is mentioned only as a general statement. In this sense, one could speak of a more open and multidimensional treatment regarding policies of a more social character -health and equality- than those which fall within the hard sphere of productive activity and/or having to do with the role of businesses. It could be said in this regard that it has opted for a more complementary approach, instead of an inclusive one, in an attempt for some policies to include development dimensions that are absent in others which limit themselves to explore and/or enhance the factors related to competitiveness.

Human development is used in various documents of the Basque Government as a unifying concept of a good part of public policies.

Unlike previously analyzed international policies, those policies of a domestic character contain few references to the international framework and external dimension of policies carried out. In the same vein, most of these documents omit the issues of cooperation, international solidarity and global challenges to development. The exception to this is undoubtedly the *IV Environmental Framework Program*, which not only poses a transnational analysis but expressly refers to international solidarity with the most disadvantaged countries and introduces even the concept of policycoherence. But beyond this particular case, an overview confirms the idea that cooperation policy is an element separated from the rest of public policies developed in the Basque Country and that this policy has its own objectives, approaches and priorities.

The theoretical and analytical foundations used in cooperation policy diverge (and are sometimes in direct contradiction) from the governing principles of other public policy plans of the Basque Government.

Thus, it is easy to conclude from the content and analysis of the various *Strategic and Guiding Plans for Cooperation to Development* that the theoretical and analytical foundations used in cooperation policy diverge (and are sometimes in direct contradiction) from the governing principles of other public policy plans of the Basque Government. So, while in the documents of cooperation the need is stated to reflect critically on the asymmetries and inequalities generated by a model that is considered unsustainable, the Plans closer to the sphere of the Department of Economy and Competitiveness, are committed to the full inclusion of that model, on the basis

of the internationalization of Basque companies, the priority commitment to competitiveness and the opening of new markets.

Another aspect that has been examined is related to the coordination among different policies. This is a qualitatively different issue, but worth of being analyzed, because it can help to make progress toward coherence and be a first step for it. In this regard, it should be noted that in all the plans studied systematic reference is made to the need to improve coordination, although each of them provides for coordination at different levels. So, while some plans include coordination within the Basque Government, others also take into account other institutions, such as the EU or the Spanish State.

It is noteworthy that for the different departments of the Basque Government, the work on PCD is perceived as a relatively new challenge. While there seems to be some interest to start working from this perspective, it has been repeatedly stated in interviews that this is a new job for the Basque public administration. In this sense, it is necessary to mention the low level of awareness on this issue existing nowadays within it.

Because of the importance of education policy for the promotion of solidarity and commitment to global problems, the heading 2.3.3 performs a specific analysis of this issue in terms of policy coherence. In this regard, it should be noted that the education issue is a problematic area from the perspective of boosting PCD in the BCAC. Thus, despite the importance given to education for development (ED) in the cooperation policy, the strategies developed by the Department



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of Education have not echoed these concerns, with even a certain decline from some actions taken more than a decade ago. This distancing maintained by the Department of Education for the past ten years has caused that the initiatives developed within the framework of the ED can be regarded as peripheral actions regarding education policy, the responsibility of which has ended up on social realm institutions such as NGOs.

Finally, the interest should be noted of some initiatives from the point of view of the PCD that, beyond the strategic plans of either department, have been promoted by the Basque administration. This applies, among others issues, to health care to the migrant population, an issue on which the Basque Government has maintained its own position against the criteria of the central government on this question.

### 2.4. The Policy Coherence for Development and the institutional structure of the Basque Country

#### *How does the PCD agenda affect the institutional structure and the culture of the Basque Government?*

In paragraph 2.4 of the report, an analysis is carried out of the institutional structure, the culture of government, the training of civil servants in human development issues and the role of the cooperation system itself within the Basque Government.

The first thing to note is that the form of work that has traditionally characterized the Basque Government has been of a vertical and compartmentalized type. In this context, policies are evaluated in terms of their own objectives and not in relation to possible transverse axes (with the exception, perhaps, of the gender perspective), which in practice makes it difficult for coordinated views prevail over the specific objectives of departments. This is a real challenge for PCD, which necessarily implies the existence of transverse instances for decision-making.

However, the above statement does not prevent noting that in recent years progressive advances have been done in promoting greater coordination, coherence and dialogue among different public policies of the Basque Government. This starts not only from the conviction of recent governments in terms of promoting greater coordination, but also from the increased awareness in the various departments on the importance of improving the articulation among public policies.

Furthermore, since training on issues of human development is a basic and priority element to address the work on coherence,

Various limitations are observed with regard to the (still) weak coordination among departments, lack of training in human development, and limited capabilities of the cooperation system to promote PCD.



this has serious limitations. The first thing to note is that in the staff selection processes -complying with the criteria that are prioritized in calls and competitive examinations- issues related to development, sustainability and cooperation are not taken into account. But besides, these issues are not addressed in the training and refresher courses. In this sense, although some interest has been observed in the Administration staff to work on development and cooperation issues, there is a significant lack of information and knowledge on these issues.

As regards the Basque cooperation system, it is worth noting that both the creation of the Agency -and the provision of highly qualified personnel for it- and its location in the organization chart of the Government, represent clearly positive aspects when designing a possible agenda for promotion of PCD. However, various difficulties have been also observed, due to a limited supply of human resources and a highly fragmented cooperation model, which requires many efforts to the management and hinders the incorporation of an overall view.

Finally, we must mention the Basque institutional complexity that, being not a central element of the analysis of PCD -since it affects above all a question of institutional coordination and coherence of each policy separately- it must be taken into account as a possible additional difficulty to progress in some specific issues in the BCAC.

## **2.5. Limiting and enhancing factors of the Policy Coherence for Development in the BCAC: a first approach**

As a conclusion of this second part, chapter 2.5 of the report summarizes the main identified potentialities and limitations for promoting an agenda of PCD in the Basque Country. They relate to the following categories: i) related to the Basque system of cooperation and consideration of the agenda of PCD; ii) related to consideration of the notion of development and its treatment in the Government action; iii) related to laws passed and programs and policies deployed; iv) related to the political will and the organizational culture of the Government; and v) related to existing social capabilities in the BCAC.

Issues related to the Basque cooperation system and consideration of PCD agenda

### ***Potentialities***

First of all, it must be stressed that the mandate of PCD is integrated into the main strategic documents that make up the Basque cooperation. In addition, the doctrinal approach adopted by the cooperation policy -which is mainly expressed in the master plans- links work in this field to other policies that are deemed necessary to progress in human development and sustainability, which is in line with concerns arising from the PCD. In addition, there is considerable interest in various departments of the Basque Government with regard to participate and work together on development cooperation programs.

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### *Limitations*

With regard to possible limitations in this area, the existence should be highlighted of a significant gap (doctrinal, political and technical) between the scope of cooperation to development (the Basque Agency for Development Cooperation) and the other departments of the Basque Government. Thus, a considerable distance is appreciated between the approach taken in the strategic cooperation documents -which raise the need for a thorough examination of the existing model- and other strategic documents of the Basque Government that, in spite of incorporating in some cases the view of human development or making a mention of gender, human rights or sustainability issues, do not question the viability of the existing development model.

A significant gap (doctrinal, political and technical) is observed between the scope of cooperation and the rest of Basque public policies.

Moreover, although some official documents state that progress is needed in PCD, the truth is that no doctrine has been developed about what the Basque Government -or the Agency itself- thinks about this matter, and the scope, dimensions and characteristics that should have an agenda of PCD for the Basque Country. In addition, there are specific risks of the Basque system of cooperation that could represent a restriction to progress in PCD: i) insufficient allocation of human resources to the Basque Agency for Development Cooperation, so it is unable to deal with new challenges such as those derived from PCD; ii) the inertia of a work aimed primarily to tasks related with the management of calls for projects and cooperation programs; iii) the widespread perception that cooperation is primarily a sphere for NGOs activities, where the Basque Government is mainly responsible of a driving and financing role.

Issues related to the consideration of development notion and its treatment in government action

### *Potentialities*

There is in both the government program and in most of the documents analyzed a clear political commitment to put people at the center of public action, which is in line with the notion of human development. The incorporation into the design of all public action of a philosophy based largely on human development is a hallmark of the Basque Government neither found in other cases of sub-state governments nor in the central government.

There is in both the government program and in most of the documents analyzed a clear political commitment to put people at the center of public action.

### *Limitations*

In some planning documents of the BCAC -especially in those most closely related to economic spheres- persists a too conventional and unilateral view of development, distant

from what constitutes the foundations of human development. The notion of development in these documents is based on ideas such as growth or competitiveness expressed and handled without excessive nuances. Additionally, the concept of competitiveness is presented at times as a goal in itself, without considering that it should be linked to the achievement of greater social and ecological efficiency.

### Issues related to passed Acts and to deployed programs and policies

#### *Potentialities*

Regarding the legal framework and beyond what is contemplated in the Basque Act for Development Cooperation, there are in the Basque Country quite remarkable experiences that relate to the PCD question. This is the case, for example, of the passing in 2004 by the Basque Parliament of the People's Legislative Initiative known as Letter of Justice and Solidarity with Impoverished Countries. Also, it is worth noting the experience of the Basque Government in its opposition to the central government on the withdrawal of the card for healthcare to all immigrants in an irregular situation.

With regard to the Plans and Policies approved by the Basque Government there are some aspects worth of being highlighted and providing a good starting point to raise questions relating to the PCD. This is the case with the provisions of the Basque internationalization strategy itself -Basque Country- on the need to address global problems and the responsibility of the Basque Country in these problems as an international actor. And it is also the case, significantly, with the comprehensive approach adopted in the *IV Environmental Master Program*, where a transverse view of the problem is contemplated, expressly going for coherence of policies.

Also, given the importance for PCD of everything relating to accountability and transparency, it is appropriate to emphasize the efforts made by Irekia in favor of a policy of public information and accountability.

#### *Limitations*

The design and implementation of public policies of the Basque Government do not consider, in a general sense, the external impacts that such policies might have.

The first thing to note about this area is that the design and implementation of different public policies developed within the Basque Government do not consider the external impacts that such policies might have. A case of particular importance in this regard are the programs of support for Basque businesses internationalization that neither value possible conflicts nor establish mechanisms to monitor and control the activities of Basque companies abroad.

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Another issue related to the approved policies is the existing separation in the *External Action Plan* between politics as a whole and the part relating to development cooperation. This separation is a clear handicap when it comes to incorporating the human development approach to the whole external action and to propose specific goals related to PCD in this area.

It is also necessary to mention the limitations resulting from the existing separation between the Department of Education (and the strategies developed in it) on the one hand, and the bodies responsible for development cooperation within the Government on the other. This is an especially important limitation considering the relevance of training in development for the advance of PCD.

### Issues related to Government political will and organizational culture

#### *Potentialities*

Within this area it should be noted in the first place that great strides have been made in recent years in promoting transverse objectives and lines of action related to some public areas and policies. Some of these areas are gender equity, environmental sustainability and human rights so that they coincide with the transverse priorities identified in the strategic plans for development cooperation. Also, the existence of a Bureau for Coordination is an important potentiality since it can represent an institutional body of extraordinary importance for progressing on these issues.

An important potentiality is the will of the Basque Government to advance in the work for PCD within the BCAC.

On the other hand, it is necessary to refer to the will itself expressed by the Basque Government to advance in the diagnosis of PCD in the BCAC and in the study of those measures that could be implemented in this field. All of this shows signs of an initial commitment that is an element of great potential for PCD.

#### *Limitations*

With regard to possible limitations in this field we point out in the first place the existence of bureaucratic and corporate logics that seemingly lead to a culture of compartmentalized and vertical government, which could create additional difficulties for PCD. Another issue that may be a limiting factor is the lack of knowledge by the majority of Basque civil servants of both the development perspective as a multidimensional notion and the issues related to global problems.

Finally, it seems that there are some institutional resistances to incorporating the vision of human development to the Basque public action. Thus, besides the limited knowledge and

training on these issues, some resistances could be identified in regard to two main issues: on the one hand, because it can be understood as an additional task to the already busy schedule of civil servants and, on the other hand, because the integration of human development could pose conflicts with other goals of "hard" policy.

### Issues related to the competence framework and institutional structure of the BCAC

#### *Potentialities*

As considered positive aspects it is worthwhile to point out the existence of a wide leeway for the Basque Government in promoting policies aimed at advancing human development. Many of the competences relating to policies with an impact on development –especially those related to the environment, social policy, gender equality or education policy in itself– reside partially or totally in the Basque Government. The financial capacity of the Basque institutions is in itself superior to those of other autonomous communities, which affects the possibility of developing some policies with an ampler scope, and even affecting incentives to certain activities.

#### *Limitations*

However, the fact of not having competences in some matters very sensitive for PCD may represent a clear restriction to boost this agenda in the Basque Country.

However, the fact of not having competences in some matters very sensitive for PCD represents the other side of the coin and is a clear restriction to boost a public agenda more committed to human development and sustainability. In this regard it should be noted that some core competences in this regard –such as agriculture, fisheries, trade and foreign investment– reside mainly in the EU, while others are held by the Spanish Government, all of which reduces the capacity of the Basque Government to cope with an agenda of PCD in an integral sense.

Finally, we have to point out the limitation to the advance in the PCD posed by the complexity of the institutional structure of the BCAC and by the existing distribution of powers within the same among government, provincial and town councils, which should require a specific effort aimed at the assumption by the Interagency Commission for Development Cooperation of a greater role on this issue.

Issues related to the powers of civil society organizations existing in the BCAC

### *Potentialities*

One area of interest lies in the work done by NGOs and the position of the Basque Country NGOs Coordinating Agency favorable to progresses in an agenda of PCD. This Coordinating Agency has developed a line of political action aimed in part to promote coherence, which equals to saying that there are some especially significant social energies that support the boost to PCD. Furthermore, these organizations have been calling also for the need to promote the ED as a fundamental element to the creation of critical and committed citizens, capable of assuming that the policies developed by governments have an impact on the rights and opportunities of other societies.

In this same sense, it is advisable to include the work of other social organizations such as the Basque NGO Coordinating Agency for Support of Immigrants, *Harresiak Apurtuz*, whose work is an incentive to progress on some issues related to PCD.

### *Limitations*

In spite of what is stated in the previous point, a large part of Basque society organizations that are attuned to the idea of the PCD have certain limitations to progress in this field. This has to do both with the heterogeneity and different degree of sensitivity to the issue of such organizations and with the technical difficulties involved in monitoring and criticizing many public policies. In addition, many social organizations (such as environmentalists, feminists and others) have focused themselves on the problems that exist in the Basque Country, regardless of their outward projection, limiting so their ability to contribute to the promotion of PCD.

The different views and sensitivities of social organizations, including NGOs, and the technical difficulties of the issue, limit the ability of society to influence the claim and the promotion of greater PCD by the Administration.

## 3. The Policy Coherence for Development in the Basque Country: proposals

### 3.1. Sense, areas and scope of the proposals made

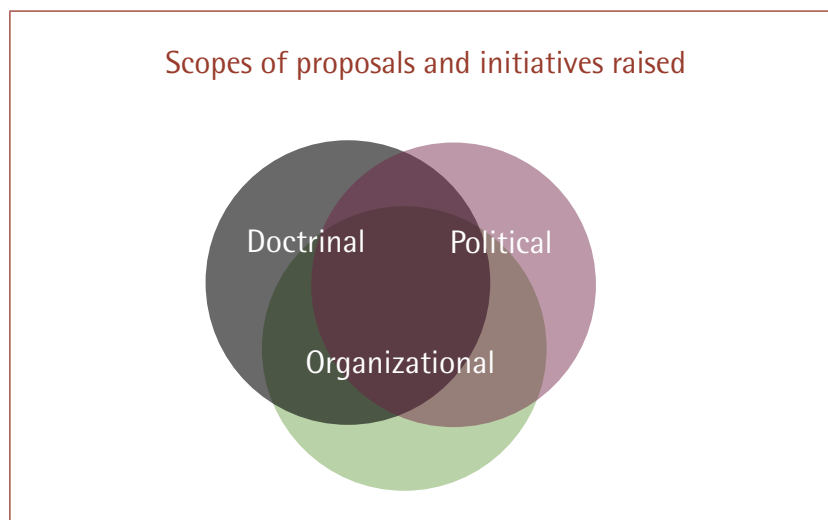
In the chapter of proposals a roadmap has been drawn that takes into account the difficulties that have been exposed and analyzed throughout the work. It should be emphasized, therefore, that is not a question of proposing immediate action lines -although some of them could be implemented in a more or less brief term- but of marking out a way that takes into account the objectives pursued and, at the same time, the framework and the specific conditions in which they are suggested.

The proposals made start from the consideration of some particularly relevant constraints such as the novelty of the issue, insufficient knowledge thereof within the Basque Public Administration, or the scant awareness of its importance and significance. Likewise, the usual practice in policy development and the difficulty of introducing a more transversal and coordinated work logic have been taken into account. Finally, in the third place, the conditioning itself derived from the institutional and organizational structure of the Basque Country has been duly considered.

Based on the foregoing considerations, the proposals contained in the final chapter have been articulated around three central aspects: the doctrinal, the political and the organizational:

- a) **The doctrinal scope is the basis of the whole strategy.** It seems difficult to progress in the PCD if its meaning, its foundation, its scope and its implications are unknown. Therefore, some of the proposals must be necessarily aimed at promoting within the Government a clear awareness of this issue and, at the same time, to generate a broad political consensus around it, which should include both political forces and other social agents. The foundation of the strategy and being clear about the *why* of the PCD is therefore an inescapable first step.

- b) The **political scope** constitutes the next link, being necessary to propose some priority areas in which to shape an agenda for PCD, changing the planning logic and incorporating a broader view with regard to human development in general. In this sense, consideration must be given to the fact that the proposals should also point out some concrete ideas to integrate the PCD in the policy of some departments, or in the general framework of government planning. Setting some priorities and lines of political action is important for defining the initial content of an agenda of PCD, that is to say **what** can or should be done.
- c) Finally, it is necessary to look at the **organizational level**. Such as it has been pointed out, the implementation of an agenda for PCD requires structures and resources capable of driving along and copying with the requirements of a strategy of this nature. Therefore, we understand that the proposals should also point out some ideas on this issue, which directly affects **how** and with what resources the implementation of that PCD agenda must be addressed.



As it has been explained in section 3.1, the level of detail of the proposals and initiatives put in these three areas is different in each case, since it depends on many factors, among which stand out the degree of complexity of the issue, the existing experience in one or the other fields of action, the existing social demand, and others. In any case, in addition to the axes presented here, several concrete initiatives for development in a nearer horizon are raised in section 3.3 of the study.

### **3.2. Strategy for progressing in Policy Coherence for Development, and priority action lines**

Progress towards PCD can't be reduced to a declaration of intent and requires a clearly defined strategy. In this context and taking into account the three areas already identified a comprehensive strategy arises, for which different initiatives are drawn:



#### Doctrinal scope

There is a notorious gap between the principles that international agencies advocate for policies to boost the development (justice, fighting poverty, sustainability ...) and those concerning to many public policies of the various donors in other cases (unqualified competitiveness, unsustainable growth...).

This tension is also observed in the Basque Country, although mention should be done, as a positive aspect, to the frequent reference to concepts such as human development and sustainability in the reference documents of various policies. To secure the most supportive views and limit the scope of the most conflictive ones, these measures are considered priority tasks:

- a) To state a doctrinal framework within which to bring up the PCD in the Basque Country, on the basis of principles of human development, sustainability and equity. The statement of such a framework and some basic references associated with it serves to give clear proof of the political will of the Government, and to point out the need to put the goals ahead of the resources.
- b) To proceed, according to what is stated in the previous point, toward a shared view of the idea of development that inspires public policies in the Basque Country, both internally and externally, clarifying the meaning of some terms and avoiding, as far as possible, the juxtaposition of approaches between growth and human development, competitiveness and cooperation, etc.
- c) To contribute to the dissemination of that shared view in all the spheres of Government and the Basque public administration, favoring the mechanisms that serve to an actual apprehension of it by both people with political responsibilities and civil servants. In this area, the defense of the internal coherence of the cooperation policy of the Basque Government is considered a reference to be taken into account.
- d) To promote at all levels of the educational field the dissemination of the principles underlying a model of humane, sustainable and equitable development, so that the Basque curriculum favors a cosmopolitan education of new generations, in order to better interpret the current world problems and face with both responsibility and solidarity the challenges for the welfare and dignity of people in the Basque Country and in the rest of the world.
- e) To bring up to the whole of society and especially to the media of a public character the need to work for a development model -for the Basque Country and the rest of the world- based on the abovementioned principles, so that the same will gain ground in different social environments, thus favoring a better understanding and acceptance of the work of public institutions for PCD.

### Political scope

In this area the question is to promote an action plan that sets priorities and serves as a guide shared by the different actors to integrate PCD in political action.

To this end it is necessary to overcome the separation that development cooperation has so far kept within government action. Moreover, different planning logics have been observed in different cases, as well as rather distant approaches between departments linked to the economy and those with a more social orientation, issues where progress is needed. All this adds to the difficulty of including transversal issues in public policy, so that the work of persuasion and the need to convince different departments will be key points in this area. Starting from this basis, it is proposed:

- a) To activate the integration of a global and cosmopolitan view in the development of different public policies, so as to contemplate in all cases the external effects thereof, in order to which procedures should be established to ensure that objective.
- b) To be aware of all the activity in the field of development cooperation carried out by different departments and instances of the Basque Government, so that those experiences can be taken into account and draw from them some conclusions that assist with the debate on PCD.
- c) To promote, in the interest of PCD, a gradual integration of the cooperation policy in the external action of the Government. This convergence should be brought up so as to contribute to a more cohesive and responsible insertion of the Basque Country in the world, thus avoiding that such integration enables other interests (commercial or political) to denature the cooperation policy itself.
- d) To undertake the necessary integration, with an overarching perspective, of Education for Development, -or Education for Global Citizenship- in the Government's education policy. To this end, a comprehensive and coordinated drive is considered essential, with an active participation of the educational community and the various stakeholders and sectors involved, so as to overcome the repeated shortcomings observed and identified in this area throughout the study.
- e) To advance in the knowledge of the implications, from the perspective of the PCD, of sectoral policies and strategies in some specific areas of the Basque public action -such as agriculture, environment, internationalization of companies, or others- undertaking the necessary studies to identify conflicts and propose future lines of action.

f)

#### Organizational scope

Finally, progressing in the PCD also entails a change in the organizational structures and ways of working within a complex environment such as that of public policies, with its legal, technical and administrative conditionings.

In order to address the changes it is necessary to start from the fact that existing inertias may go against the PCD, since it is an agenda somewhat removed from immediate requirements. On the other hand, it is necessary to strengthen the interdepartmental dialogue, together with the definition of specific instruments and agencies to promote initiatives and the implementation of mechanisms for monitoring and control.

With this aim in mind, within this strategic framework, some initiatives are proposed in the organizational plan, such as the following ones:

- a) To encourage the creation of specific structures that serve to promote, coordinate and lead the PCD, whose structures should count (to be effective) on political support at the highest level within the Government, given the complexity of the issue and the existing inertias.
- b) To study how to ensure that different departments and instances of government have to comply with certain formal requirements related to PCD when developing the various sectoral policies, which requires consideration of instances and instruments specifically geared to that end.
- c) To analyze the experience, objectives, functions and composition of the different existing interdepartmental committees so that these experiences serve to progress in PCD. This could also be useful to streamline the functioning of these committees, avoiding overlaps among them.
- d) To ensure the monitoring and control tasks on PCD, with a special relevance in everything related to the operation of the Basque Council for Development Cooperation and the implementation of some of the tasks entrusted to it by the current legislation on the subject.
- e) To study and favor possible ways to promote an active presence of the Basque Government in policy-making spheres located beyond the Basque Country, wherefrom policies can be derived that are contradictory with development objectives presented from the Basque Country that affect the PCD.

## Epilogue: The Coherence of Development Policies in the Basque Country, beyond ODA

such as it has been explained in the presentation of this work, the PCD is a notion that has emerged in the field of development cooperation in the heat of the debates in recent decades about the limitations of the ODA to address development challenges in nowadays globalized world. Accordingly, the research has been focused specifically on this field, trying to analyze various policies of the Basque Government in the light of the requirements of coherence arising from existing plans for development cooperation and international guidelines and recommendations on this matter.

However, as it has been already pointed out, development problems currently affect all types of societies and they can't be considered something characteristic or exclusive of the so-called *poor countries*. Certainly, there are societies that need more external support to deal with some problems, but the challenge of achieving a more just, more human and more sustainable development is something that concerns all countries, and none of them can be considered free to suffer the problems associated with growing inequality, instability and economic uncertainty, the loss of rights, or environmental threats and risks. Therefore, some of the issues herein highlighted about the need to address comprehensively and coherently the challenges of development in other countries are also applicable to the case of the Basque Country.

Over recent decades the Basque society has reached high standards of welfare, adopting a system of social protection that has helped to alleviate some of the negative effects of the economic and social deterioration that plagues a large extent of Europe. Also, environmental policies implemented in the Basque Country evidence the concern for progressing towards a more sustainable model of development, although the environmental impact -and the risk to future sustainability- of human activity in the Basque Country is still very important. Gender policies sponsored by both Emakunde and the Basque Government are also an essential reference point for building a more just and egalitarian society. However, despite being among the territories of the world with a higher Human Development Index, the present and the future of the Basque Country raise many questions from the point of view of its development model.

The current that is installed in the global economy, aiming to deregulate an increasing number of activities, to eliminate social rights, to make the labor market more flexible and precarious, to violate international agreements on a host of subjects, to avoid environmental regulations that would limit short-term profits of businesses, to tolerate almost everything in the name of growth ... is a threat that affects all countries, constraining increasingly the public space for making decisions -many of which are gradually falling into private hands- and for political action by governments. In these circumstances, it seems reasonable that the coherence that is claimed to cooperation policies -in the sense that they do not contradict in practice with the objectives of equity, sustainability and respect for human rights that are being pursued- also constitutes an unavoidable reference for the internal policies themselves. It would not be logical that the demands being made on cooperation policies regarding these issues will not be then taken into account when considering the development itself pursued in the Basque Country.

Therefore, we believe this work opens the door for a broader discussion that Basque society and their political representatives should address in the coming years, since it affects all those issues which being the responsibility of public Administrations, can contribute to move us closer or further away from the goals of human development and sustainability that are being advocated for. Issues such as procurement policies of both Government and public companies regarding social rights, gender equality and the defense of decent work; procurement policies and their relationship with their environmental impact and the manufacturing processes that have been followed; the promotion of one or other modes of transportation; the defense of responsible consumption and recycling; the promotion of healthy eating; the promotion of education in values and citizenship in the Basque curriculum; defending the rights of immigrants, etc. ... are some examples of Government actions that, beyond international cooperation for the development of the more disadvantaged countries, represent an opportunity to make Policy Coherence for Development an instrument to progress towards a Basque Country more just and habitable, within a world also more just and habitable.

Garapenerako Politiken Koherentzia funtsezko erreferentzia da garapenerako lankidetzaren eta laguntza sistemako aldatzeko buruzko nazioarteko eztabaidetan. Testuinguru honetan, aurkeztu den txostenaren laburpen honek debaterako ekarpen bat suposatzen du, azpi-estatuko esparru administratibo batetik (Euskal Autonomia Erkidegoa) abiatuta. Txostena gaiari buruzko diagnostiko zabal batetik abiatzen da, ekintzarako lerro batzuk aurkezteko asmoarekin.

La Coherencia de Políticas para el Desarrollo constituye una referencia fundamental en los debates internacionales sobre la cooperación para el desarrollo y la reforma del sistema de ayuda. En este marco, el Informe cuyo resumen se presenta aquí constituye una aportación a dicho debate desde la perspectiva de un ámbito administrativo subestatal –como es el caso de la Comunidad Autónoma de Euskadi–, a partir de un amplio diagnóstico sobre el tema y de la presentación de algunas posibles líneas de actuación

Policy Coherence for Development is a key reference in international discussions on development cooperation and aid reform. In this context, the report, whose summary is presented here, is a contribution to this debate from the perspective of a sub-state administrative level, in this case the Basque Country, based on a broad analysis of the issue and the presentation of some possible action lines.

