

Spanish Cooperation Feminist Cooperation Strategy



Spanish Cooperation Feminist Cooperation Strategy



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FOREWORD

In an increasingly complex international scenario, marked by multiple crises, setbacks in rights and resistance to gender equality, there is an urgent need to renew and strengthen the frameworks that guide our foreign policy from a feminist perspective. For this reason, our Gender Strategy for Development in Spanish Cooperation, approved in 2007 and pioneering at the time, now needs to be revised in light of conceptual, political and regulatory advances in gender equality.

This **Feminist Cooperation Strategy** stems from the need to update the previous one and from a firm commitment: to move towards cooperation that addresses **gender inequalities** with an **intersectional approach** aimed at transforming the power structures that perpetuate them in order to achieve equal access and **fair and sustainable redistribution**. The foundations of this Strategy are based on all the previous experience that has made gender equality a hallmark of Spanish Cooperation. Likewise, the reference framework reflects the valuable international and national heritage currently in force.

Spain has an international cooperation policy for sustainable development that recognizes that equality must be a central principle of all our actions, as stated in our Act 1/2023 of 20 February on Global Solidarity and Sustainable Development Cooperation and the Spanish

Cooperation Master Plan 2024-2027. This is also in line with **the Feminist Foreign Policy** promoted by the Spanish Government.

It is an ambitious and necessary framework, built in a participatory manner and in collaboration with feminist organizations and various actors of the Spanish cooperation—public institutions (including decentralized cooperation), civil society, the private sector and academia—and enriched by the shared learning by and with our cooperation partner countries (both governments and local civil society organizations) and by the work with multilateral and regional organizations. It is therefore intended to guide the policies, programs and actions of Spanish Cooperation.

To this end, feminist cooperation is based on **four pillars: rights, representation, resources and alliances**. This implies, first and foremost, the full realization of the **human rights** of women, adolescents and girls, and the strengthening of the civic and democratic space. Secondly, it requires the effective and equal **participation** of women in decision-making, transforming power structures. Thirdly, it requires an increase in **economic and human resources** in order to eliminate gender inequalities, and at the same time, it must entail building and strengthening **alliances** for sustainable development and equality through collaboration with entities

of all kinds committed to achieving a better world for all women and, therefore, for all people.

Adopting feminist cooperation means looking at the world from a different perspective: through listening, shared responsibility and a commitment to development that leaves no one behind. This Strategy is therefore a living tool that enables us to build cooperation that is transformative, equitable, democratic, fair, inclusive and sustainable. A cooperation that is consistent with the values and objectives that inspire our external action.

Because without a feminist approach, there can be no transformative cooperation. And without gender equality, there can be no development. Feminist cooperation is a necessary condition for continued progress, and the most profitable investment for achieving social justice and a dignified future for all people.

José Manuel Albares Bueno

Minister of Foreign Affairs,
European Union and Cooperation



1. METHODOLOGY

The development of this strategy was coordinated by the Directorate for Sectoral, European and Multilateral Cooperation of the Spanish Agency for International Development Cooperation (AECID), through the sub-directorate responsible for feminist cooperation, seeking to compile information and bring about a process of critical reflection that might allow for the collective

construction of transformative knowledge. To this end, the following phases were followed, in accordance with the methodology developed by the Directorate General for Sustainable Development Policies, with the participation of AECID and adopted for the drafting of the new thematic strategies of Spanish Cooperation:



1. **Literature review and analysis:** The most relevant documents were analysed, especially the *Spanish Cooperation "Gender and Development" Strategy (2007)*, on the basis of which a document was drawn up with a proposal to update it, taking into account the contents that are still in force.
2. **Online questionnaire:** An online survey with 10 closed-ended multiple-choice questions with the option of adding comments in open spaces was carried out using the SurveyMonkey platform and sent to 45 Spanish Cooperation Offices overseas. A total of 36 responses (71%) were obtained.
3. **Semi-structured interviews:** key interviewees with a script of questions covering the different sections of the contents of the Strategy. A total of 16 interviews were conducted: AECID (Department of Sectoral Cooperation–Gender Unit, OAH, DCALC, DCAA and OCE), DGPOLDES, Human Rights Office, Ambassador Special Mission for Feminist Foreign Policy, FIAP, Autonomous Communities, Spanish Development NGO Platform and universities.
4. **Face-to-face workshop:** held at the AECID as part of the participatory process of reflection and debate with a view to the drafting of a Zero Draft Feminist Cooperation Strategy. Both staff from different AECID units and members of the Feminisms Working Group of the Spanish Development NGO Platform participated, combining a plenary format with work in subgroups.
5. **Inputs through forms:** taking into account the contributions at the workshop, the preliminary draft of the Strategy is shared with a small group of stakeholders for input through a specific form.
6. **Internal validation:** With all the above, it is forwarded for comments to AECID management, to the DGPOLDES and finally to the SECI. After incorporation of the inputs, the zero draft is sent to DGPOLDES.
7. **Coordination and consultation bodies:** DGPOLDES carries out regulated consultations within the framework of the Sectoral Conference on Sustainable Development Cooperation and Global Solidarity and the Development Cooperation Council, in accordance with the provisions of their respective regulations and operating agreements. The Council plenary unanimously adopted the opinion on the new Strategy for Feminist Cooperation¹.
8. **Integration of contributions** received into the document.

¹ The opinion, dated 19 September 2025, is available on the Council's website: <https://www.consejocooperacion.es/informes-del-consejo>.

2. CURRENT CONTEXT, LESSONS LEARNED AND FRAME OF REFERENCE

2.1. Current context

Since the approval in 2007 of the *Spanish Cooperation's Gender and Development*

Strategy there have been significant changes, both at the domestic and international levels. At the global level, the spectre of multiple crises (economic,



ecological, social), the HIV/AIDS pandemic and armed conflicts have led to an increase in inequalities and violations of the rights of a large part of the world's population, especially women, adolescents and girls.

One highlight, however, has been the role of civil society, especially feminist movements and women's and human rights organisations, which have resolutely taken to the streets to defend the feminist agenda, receiving broad public support. Some of the demands have gained social, political and institutional recognition. Nevertheless, we have seen an advance of anti-rights discourses and positions that seek to delegitimise and curb these achievements, questioning and undermining equality policies and the human rights of women, adolescents and girls, including sexual and reproductive rights (SRHR), which are in danger of being rolled back in many parts of the world.

Other factors that have become particularly important since 2007 are the increase in natural disasters and other consequences of the climate emergency, which disproportionately affect women, adolescents and girls, especially those living in contexts of poverty or marginalisation or in rural areas. Violence against

human rights defenders and territorial defenders (many of them women) also stands out, underlining the need for visibility, recognition, support and protection. In this context, the ecofeminist movements, which speak out against the structural causes of these realities, among other issues, are also growing in importance.

We also face a growing rise of anti-rights social movements rooted in denialism, as well as actors challenging international equality, diversity and inclusion agendas, and shared agendas and regulatory frameworks on sustainable development, human rights and international humanitarian law.

In short, despite significant progress, 30 years after the Beijing Declaration and Platform for Action (BPfA) and with only a few years to go before the deadline for achieving the Sustainable Development Goals (SDGs), none of the indicators or sub-indicators of SDG5 (gender equality) have been met. This is reflected in the latest UN Women report: *Progress on the Sustainable Development Goals: The gender snapshot 2024*. In the same vein, the World Economic Forum estimates that it will take 131 years to close the current gender gap worldwide².

2 [Global Gender Gap Report 2023](#).

The UN Women report reveals the following data in relation to SDG 5:

- The percentage of women, girls and adolescent girls living in **extreme poverty** has fallen below 10 per cent, following a sharp increase during the COVID-19 pandemic. However, at this rate, it will still take 137 years to lift everyone out of poverty.
- **Discriminatory legal frameworks** prevail in many regions of the world. For example, in 18 per cent of countries women still do not have equal rights to pass on citizenship to their spouses and offspring.
- 54% of countries do not have laws that base the legal definition of **rape** on the absence of freely given consent.
- In 51% of the countries there is at least one restriction that prevents women from doing the same **jobs** as men.
- 1 in 8 women, adolescents and girls aged 15-49 have experienced **sexual** or physical **violence** inflicted by an intimate partner in the past year.
- Countries that make legislative provision for **domestic violence** have lower rates of intimate partner violence than those that do not (9.5% vs. 16.1%).
- 18.7 per cent of women in the 10-24 age cohort were **married before the age of 18**, compared to 24.1 per cent in 2003. If this progression continues, child marriage will not end until 2092.
- Across the world, women dedicate approximately 2.5 times more time to **domestic work and unpaid care** than men.
- In 2023, women held 26.9 per cent of parliamentary seats, 35.5 per cent of local government positions and 27.5 per cent of leadership positions. At the current rate, gender **parity** in parliaments would not be achieved until 2063.
- Women account for less than 40 per cent of **ownership** or other rights to agricultural land in 32 of the 49 countries with available data.

Spanish Cooperation, in line with the international commitments and national policies outlined above, has defended gender equality as one of its hallmarks.

Spain is currently pursuing a feminist foreign policy³ and feminist humanitarian and cooperation action, encompassing gender equality as a priority, while seeking to advance towards effective equality between women and men and accelerating the achievement of the 2030 Agenda as a whole along with the other SDGs.

The principles of **feminist foreign policy**, from which this Strategy also draws, are:

- **Transformative approach** in **work methodologies** and **institutional culture**.
- **Committed leadership**. Political **representation**.
- Appropriation by Foreign Service personnel.
- Inclusive **participation** and partnership building.
- **Intersectionality** and diversity.

This feminist commitment has permeated Spain's external action and has been developed in documents such as the *Feminist Foreign Policy Guide: Promoting Equality in Spanish External Action* (hereinafter, FFP Guide) and the *Action Plan for Feminist Foreign Policy 2023-2024*.

With respect to cooperation and humanitarian action, this approach has been incorporated into both the *Act 1/2023 of 20 February on Global Solidarity and Sustainable Development Cooperation* (hereinafter the GSSDC Act) as well as in the *Spanish Cooperation Master Plan for Sustainable Development and Global Solidarity 2024-2027* (Master Plan 2024-2027), which adopts a dual strategy by placing both gender equality as a priority area of action and the feminist approach as a cross-cutting axis throughout all Spanish international development cooperation policy.

It is worth highlighting the role of the Cooperation Council's Working Group on Gender in this process which, in 2022, produced the report *Cooperation to strengthen the inclusion of the feminist approach within Spanish Cooperation*.

This step has been taken in line with significant advances at national level such as the State Pact against gender-based violence in 2017 and its recent renewal in February 2025 (which extends the measures of the Pact from 290 to 462 and introduces new axes such as vicarious, economic and digital violence, and has 50% more funding), *Organic Act 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom*, *Organic act 2/2024, of 1 August, on equal representation and balanced presence of women and men*, and the *State Care Strategy*, which are detailed in the reference framework included in the annex.

3 In 2021, Spain became the sixth country to adopt this approach after Sweden, Canada, Luxembourg, France and Mexico. In 2022, the Netherlands, Germany and Chile; and in 2023, Slovenia, Argentina and Colombia, together with the devolved government of Scotland, would do so. However, at the end of 2022, Sweden's new conservative government abandoned the feminist approach in foreign policy, and in 2024, Argentina did the same.

2.2. Background: experience in the sector and lessons learned

2.2.1. Experience in the sector: gender equality as a hallmark of Spanish Cooperation

- **1988:** Constitution of AECI and creation of the Women and Development Program, at the initiative of the Women's Institute.
- **1990s:** Participation of Spain in the negotiations for the Beijing Declaration and Platform for Action.
- **1998:** first cooperation law (*Act 23/1998 of 7 July 1998 on International Cooperation for Development*) passed, linking gender equity with the achievement of human development.
- **2001:** *1st Spanish Cooperation Master Plan (2001-2004)* established the promotion of gender equality as a horizontal priority.
- **2005:** *2nd Master Plan (2005-2008)* incorporates the Gender and development based approach (GAD) and the Sexual and Reproductive Health and Rights (SRHR) approach.
- **2007:** *Spanish Cooperation's Gender and Development Strategy and the 1st Women, Peace and Security Action Plan.*
- **2009:** *1st Women and Peacebuilding Action Plan.*
- **2010:** Creation of the AECID Gender Unit within the Sectoral and Multilateral Directorate.
- **2011:** *Gender and Development Action Plan 2011-2013*, complemented in 2016 by the *Sector Paper*.
- **Network of gender experts**, with staff from headquarters and Technical Cooperation Offices (TCOs).
- **2015:** *AECID's Guide to Gender Mainstreaming.*
- **2015:** *Spanish Cooperation's Children's Strategy* incorporates gender equality and the empowerment of girls and women as a strategic direction, adopting a gender approach with a children-centered perspective to address the specific position of girls and adolescents within the context of the feminisation of poverty and inequalities.

- **2017-2023:** *2nd Women, Peace and Security Action Plan.*
- **2018:** Of the 21 countries with Partnership Frameworks, only 6 of them have prioritised gender as a strategic direction⁴.
- **2018:** *Report on the gender approach in Spanish Cooperation policy.* Prepared by the Gender and Development Working Group. Unanimously approved by the Plenary of the Development Cooperation Council.
- **2018-2021:** Of the 13 Country Association Frameworks (CAFs) approved in the timeframe of the 5th Master Plan, 12 establish gender as an area or direction⁵.
- **2019:** The *Spanish Cooperation's 2019-2026 Humanitarian Action Strategy* is committed to strengthening the gender approach in all phases of the project cycle.
- **2021:** *The Ellas+ Programme*, programme launched by AECID to promote and accelerate the full participation and real leadership of women at all decision-making levels in the political, economic, social and cultural sphere⁶.
- **2021:** 25% budget reserve is introduced for the first time under the Humanitarian Action Call for gender-specific projects addressing the specific humanitarian needs of women and girls and with the main objective of promoting gender equality and women's empowerment, with a transformative and intersectional approach.
- **2023:** Act 1/2023 of 20 February on Global Solidarity and Sustainable Development Cooperation passed, encompassing gender equality promoted from a feminist approach.
- **2024:** Spanish Cooperation Master Plan 2024-2027 introduces the feminist approach as one of its cross-cutting approaches.
- **2024:** *Systematisation of the Gender and Development approach in Spanish Cooperation* Brings together information, inputs and lessons learned from across the Spanish Cooperation system over 30 years, especially in relation to efforts to mainstream gender.

4. *Report on the gender approach in Spanish Cooperation policy.* Prepared by the Gender and Development Working Group. Unanimously approved by the Plenary of the Development Cooperation Council at its meeting of 17 May 2018.

5. MAUC (2024). *Systematisation of the Gender and Development approach in Spanish Cooperation.*

6. In 2023, within the framework of the European Union's GAP III (3rd Gender Action Plan), it was selected by the European Commission as a good practice in "Leadership and equal participation".

2.2.2. Lessons Learned

A) The transformative potential of the GAD approach and the need to enrich and expand it.

Since 2005, Spanish Cooperation has explicitly adopted the Gender and Development (GAD) approach, based on the World Conferences on Women, in particular Beijing (1995) and the contributions of feminist movements and theories. The aim was to go beyond the Women in Development (WID) approach, which was basically about bringing women into development without necessarily questioning unequal power relations.

The GAD approach advocates the need to incorporate a gender perspective and

analysis into development processes in a way that focuses on structural transformations of established unequal relations. To this end, the dual approach proposed by the Beijing Platform for Action is established: mainstreaming and specific actions for gender equality.

In the implementation of this approach, difficulties have been encountered in maintaining its transformative vision. There are still projects and actions that are more in line with WID than GAD (or even remain gender-blind). There has also been a technicalisation of the approach and a progressive depoliticising and impoverishment of the transformative potential. Empowerment is often reduced to economic empowerment and all-too-frequently *mainstreaming* has led to an “evaporation” of gender.



Therefore, the adoption of feminist foreign policy and Spanish Cooperation's embracing of feminism represents an opportunity to harness the transformative capacity of the GAD approach and to enrich it with different concepts and approaches that will permeate this Strategy, such as the human rights-based and cultural diversity –two of the cross-cutting approaches included in the Spanish Cooperation Master Plan, together with those concerning the fight against poverty and inequalities, environmental sustainability and climate justice, and peacebuilding–, from intersectionality, ecofeminism, and the feminist and care economy.

B) Need for sufficient means for implementation.

The Master Plan 2024-2027 sets as an objective for Spanish Cooperation that at least 60% of the actions of new interventions incorporate development results with a clear positive impact on gender equality and equity. This 60% is seen as a first step towards the 85% marked by the *Action Plan for Gender Equality and Women's Empowerment in External Action 2021-2025 (GAP III)*⁷ (GAP III) of the EU.

To achieve this, a significant, progressive and stable increase in budgetary commitments is needed, accompanied by a reflection exercise aimed at ensuring that actions have a significant,

transformative, coherent and coordinated impact. Such an exercise should take into account the different voices and proposals of partner governments and civil society.

On the other hand, to determine which actions have an impact on reversing gender inequalities, the OECD marker in development contexts and the IASC/ECHO markers in humanitarian contexts will be taken into account.

As a lesson learned, the document *Systematisation of the Gender and Development approach in the Development of Spanish Cooperation* (MAUC, 2024) highlights the acquisition of a concrete commitment to a gradual percentage-based budget increase in the Strategic Plans for Equal Opportunities (PEIO I and II), which has helped secure funds ring-fenced for gender equality in cooperation.

7. Extended until 2027.

On the contrary, the AECID sectoral paper *Perspectives and Recommendations for the Gender in Development Sector* 2016, highlights the negative impact on the gender priority that the process of geographical and sectoral concentration, recommended by the OECD DAC Committee, and assumed by donors such as the Spanish Cooperation, had at the time. When it came to prioritising sectors, gender was discarded as a priority in different countries and was left only as a cross-cutting issue where it risks being diluted due to lack of resources and personnel. For this reason, it is necessary for **the dual strategy to ensure that gender equality is both specific and cross-cutting.**

As far as **human resources** are concerned, the *Evaluation of the Fifth Master Plan for Spanish Cooperation* (MAUC, 2022) stated that “since the beginning of the economic cuts, there has been a significant loss of specialised personnel, both at headquarters and in the field, and the near disappearance of gender focal points in cooperation units abroad. In addition, high staff turnover due to unfavourable working conditions greatly complicates the institutionalisation of the approach, the consolidation of achievements and networking”.

Both evidence and studies show that having sufficient trained staff is essential in order to assume the commitments of gender mainstreaming and sectoral prioritisation. This is especially true when making the step towards feminist cooperation, as the process requires sufficient specialised human resources and tools for adequate planning and management.

“The existence of gender specialist staff in some Technical Cooperation Office (TCOs) has proven a decisive factor in the mainstreaming of the gender approach in the design of the Country Assistance Frameworks (CAFs), in their visibility and in the direct technical support for some actions”⁸.

“The existence of specialised units and their active collaboration with the rest of the organisation makes it easier to place these priorities at the centre of actions, which is the goal of gender mainstreaming”⁹.

The Master Plan 2024-2027, as part of which this Strategy is framed, highlights the need to promote changes in the organisational culture of Spanish Cooperation stakeholders and to deepen awareness-raising and training on gender equality and feminist cooperation.

8. Summary of evaluations of CAFs (2015-2021).

9. MAUC (2024). Systematisation of the Gender and Development based approach in Spanish Cooperation.

The new Statute of the AECID¹⁰ creates the Deputy Directorate for Feminist Cooperation, Economic and Human Development and Governance. This Deputy Directorate reports to the Directorate of Sectoral, European and Multilateral Cooperation, whose functions include mainstreaming a feminist and gender equality approach in all AECID activities. AECID is also taking steps to strengthen its sectoral capacities in gender equality both at headquarters and in the field through the call for project officer positions, which includes a specific family specialised in gender equality and governance. For its part, FIAP has also created the position of Specialist Technical Officer for Gender and Human Rights as part of the institution's structure, and the Carolina Foundation has achieved an equal presence of female and male researchers in the area of Studies and Analysis.

2.3. Reference framework

This Strategy for Feminist Cooperation is based on a reference framework that includes the most important national and international commitments on gender equality assumed by Spain, and the political will to make this equality real and

effective. It is therefore not an isolated element, but part of a comprehensive, cross-cutting and transformative vision that recognises that there can be no sustainable development without gender equality.

This solid framework gives the Strategy coherence and legitimacy, setting priorities, concrete objectives and accountability mechanisms towards transformative goals such as the political, economic and social empowerment of women and girls, the fight against gender-based violence, and equal participation at all levels of decision-making. It also ensures the need for systematic integration of the gender and feminist approach throughout the entire cooperation architecture, thus facilitating an integrated vision of sustainable development.

Annex 2 of this Strategy contains the details of the domestic and international reference texts considered most important for the drafting of this Feminist Cooperation Strategy. In turn, some of these international texts, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) or the Beijing Declaration and Platform for Action, have served as the basis for key national legislation on gender equality and gender-based violence.

¹⁰ Royal Decree 1246/2024, of 10 December, approving the Statute of the State Agency «Spanish Agency for International Development Cooperation (AECID)».

3. STRATEGIC FRAMEWORK

3.1. Feminist Cooperation in Spanish Cooperation

Spanish Cooperation, like feminist cooperation, includes gender equality as a priority sector, in compliance with the dual strategic focus of the Beijing Declaration and Platform, included in the Spanish Cooperation Master Plan 2024-2027, incorporating

a cross-cutting gender perspective in all its actions and empowering women, adolescents and girls to transform unequal power relations in the broadest sense. This entire strategic approach must be marked by an intersectional perspective.



Thus, we define feminist development cooperation as a form of cooperation that addresses structural gender inequalities from an intersectional approach, transforming the power structures that perpetuate them in order to achieve an equitable and sustainable redistribution.

This **feminist cooperation** rests on **4 pillars**:

- **Rights**
- **Representation**
- **Resources**
- **Alliances**

1. Rights

Feminist Cooperation aims to help achieve gender equality and the promotion and full realisation of the rights of women, girls and adolescent girls, with particular emphasis on the fight against gender-based violence, ensuring its prevention and protection in humanitarian contexts, against gender-based discrimination, in strengthening the effective exercise of all human rights, including sexual and reproductive rights, and the closing of gender gaps.

Feminist Cooperation also works to strengthen civic and democratic space, especially for feminist, women's, rights and environmental organisations, especially in Spanish Cooperation partner countries.

2. Representation

Feminist cooperation aims to transform power structures in order to achieve equal representation and participation of women and men in decision-making.

The empowerment and full participation of women in decision-making in different spheres of life is a priority, in particular in the political, economic, social, education for sustainable development and global citizenship, in tech and digital, environmental, in humanitarian action and peace and security processes at global, regional, national and local levels. Feminist cooperation must also pay special attention to promoting feminist leadership in partner countries, both in institutions and organisations as well as among rights defenders, by recognising and valuing their solutions and knowledge due to their capillarity and their close work with and from diverse communities and social collectives.

Feminist cooperation is nurtured by feminist leadership and the participation of women from different communities and feminist and women's rights organisations in decision-making. It is also involved in the construction of sustainable development models that promote gender equality, as well as in conflict prevention and resolution processes and in peace processes.

This requires strengthening regulatory frameworks and public policies to ensure balanced representation and participation of women and men, with special attention to extra burden in the provision of care. It will also be necessary to promote changes in the organisational culture of Spanish Cooperation's stakeholders and further awareness must be raised of gender equality and feminist cooperation, including training in these areas.

3. Resources

As established in the GSSDC Act, Spain will allocate at least 0.7% of gross national income to Official Development Assistance (ODA) by 2030. In turn, according to the Master Plan 2024-2027, Spanish Cooperation will aim for at least 60% of the actions (and progressively increasing towards the 85% proposed by the EU) undertaken by the stakeholders of the Spanish Cooperation system to incorporate development results with a clear positive impact on gender equality and equity.

The progression in budgetary terms of the resources allocated to gender equality reflects the picture that validates and

confirms the **commitment to explicitly feminist cooperation since 2021**, when we shifted towards Feminist Foreign Policy and Feminist Cooperation.

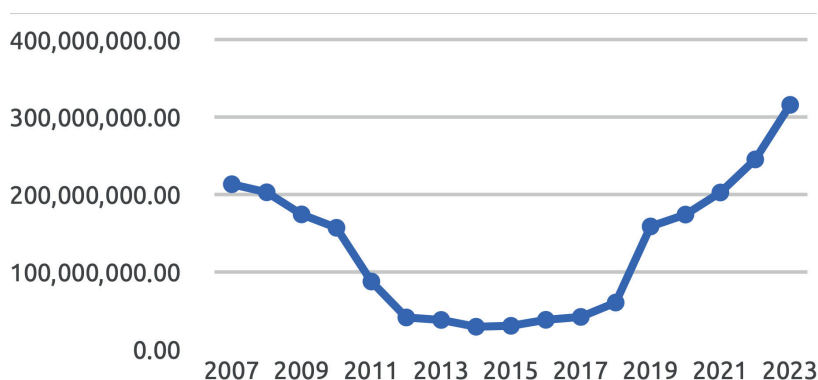
According to existing data (see more detailed information, data and graphs in Annex I), the ODA Grant Equivalent (ODA GE) allocated to gender has been experiencing a gradual reduction since the 2008 crisis. This reduction intensified in the period 2011-2014, from a gender ODA GE of €157.01 million in 2010 to €29.15 million in 2014. From that point, it starts to rise again progressively until 2018 to intensify its volume, very significantly, in the period 2019-2023, as it went from €60.4 million in 2018 to €315.86 million in 2023.

As stated in the document *Systematisation of the Gender and Development approach in Spanish Cooperation* (MAUC, 2024), this rise relates to "the renewed commitment to gender equality, which had remained somewhat stable over previous years, but which has been reinforced as part of initiatives, both bilateral and with international organisations, from 2018 onwards". It is also noted that in this period there was an increase in ODA as a whole, which also affected the other sectors.

YEAR	TOTAL (EUROS)
2007	213,323,005.73
2008	202,876,218.47
2009	174,314,498.11
2010	157,011,811.43
2011	87,608,182.93
2012	41,147,088.50
2013	37,929,329.22
2014	29,151,864.58
2015	30,373,491.19
2016	38,098,194.03
2017	41,843,556.75
2018	60,403,811.61
2019	158,749,204.91
2020	174,078,990.25
2021	202,639,488.31
2022	245,366,178.15
2023	315,864,043.66
TOTAL	2,210,778,957.85

The Fourth International Conference on Financing for Development in Seville in 2025 called on us to ensure a gender focus in financing for development, as investing in the empowerment of women and girls is not only the right thing to do, but also the smartest thing to do for the development of the countries involved. Spain has proposed a feminist approach to financing for development as a way of promoting inclusive and sustainable economic and social development.

EVOLUTION OF TOTAL GENDER ODA (2007-2023)



Source: Prepared by the author based on data from Info@od.

4. Partnerships

Working in partnerships for feminist cooperation is considered an essential element to achieve SDG5, through multi-stakeholder collaborations that combine the resources, skills and capacities of different public, private and civil society actors, both from Spanish Cooperation and partner countries, to develop initiatives to achieve gender equality from a feminist perspective.

As stated in the GSSDC Act, strategic alliances may be established between one or several public or private entities to make use of one or several of the co-operation instruments, as well as share knowledge, technical capacities and financial and non-financial resources. Specifically, the generation of partnerships with public and private institutions and civil society organisations and platforms, in particular feminist organisations, will be promoted in order to operationalise and channel the needs identified in this Feminist Cooperation Strategy.

3.2. Applied cross-cutting approaches

In relation to the cross-cutting approaches of the Master Plan 2024-2027, a brief presentation of these approaches is given below, followed by their application in feminist cooperation.

3.2.1. Human rights approach

The GSSDC Act places the recognition and protection of human rights as the **guiding principle** of Spanish development cooperation policy.

This Act makes it a central goal to strengthen, as a fundamental part of human rights, and within them, the **sexual and reproductive rights** of women, girls and adolescents, both from the perspective of universal public health and as a principle *per se* in defence of gender equality and respect for diversity.

For its part, the Master Plan 2024-2027 argues that, within the framework of feminist cooperation, the rights of women and girls will be addressed through effective compliance with the main international frameworks in this area, including the CEDAW Convention and the DPfA, which the Plan develops specifically and in greater detail, under the cross-cutting feminist and gender approach.

Within the framework of feminist cooperation, the actions carried out will incorporate a human rights approach, taking into account the intersection with other intersectional factors that interact and intensify situations of gender-based inequality and discrimination. Emphasis will be placed on those listed in the Master Plan 2024-2027, but this does not mean others will not be taken into account:

- **Adolescent girls and young women.** Adolescent girls and young women may face multiple forms of discrimination such as limited access to education and sexual and reproductive health, gender-based violence, forced marriages, harmful traditional practices (FGM), digital divide and care overload, among others.
- **LGBTI persons.** LGBTI women may face structural discrimination on the basis of their sexual orientation, sexual identity, gender expression or sex characteristics, as well as family and social exclusion, criminalisation in many countries, difficulties in accessing health services, education and employment, and high levels of harassment, stigmatisation and risk of physical and sexual violence.
- **Disability.** Women with disabilities may face discrimination in access to education, employment, health, and social and political participation. Barriers to access impede the full exercise of rights.
- **Seniors.** Older women may face age discrimination that translates into social invisibility, economic precariousness, limited access to adequate health services, increased risk of loneliness, and exclusion from decision-making spaces.
- **Indigenous peoples.** Indigenous women can suffer multiple discriminations based on gender, ethnicity and class, which manifest themselves in structural racism, exclusion from basic services, loss of territories and ancestral knowledge, sexual and environmental violence, political marginalisation and the denial of their collective and individual rights, especially in contexts of extractivism and dispossession.
- **Afro-descendants.** Women of African descent face discrimination based on racism, sexism and socio-economic inequality, translating into exclusion from the education and labour system, precarious access to health care, cultural stigmatisation, institutional and gender-based violence, political invisibility and lack of recognition of their identity, history and contributions.

3.2.2. Combat poverty and inequality approach¹¹

The fight against inequality and poverty is a basic principle enshrined in the GSSDC Act. The Master Plan 2024-2027 states that all actions should integrate the perspective of fighting inequalities by promoting inclusive and sustainable societies, reinforcing the objective of ending poverty, including child poverty, and the generational transmission of poverty.

The **feminisation of poverty** is rooted in discrimination and a patriarchal system that makes women's work invisible and devalues it. In turn, women and girls living in poverty face multiple forms of discrimination and, as a result, are also at greater risk of violence, and may face increased precariousness, unemployment and economic dependency.

The factors that increase women's poverty are the burden of invisible and unpaid care work, the lack of access to the labour market in decent conditions, over-representation in informal work, the precariousness of feminised labour sectors, the wage gap, the lack of access to land ownership, the lack of control over their own and their family's income. Climate, humanitarian or health crises worsen the situation. These factors particularly affect women who accumulate other reasons for exclusion, such as rural women, racialised women, migrant

women, older women, women with disabilities or those who belong to the LGBTI community, among others.

Feminist cooperation, in the cross-cutting fight against poverty and inequalities, will maintain an approach that embraces the multiplicity of causes and effects of the feminisation of poverty and the unequal distribution of income, wealth and opportunities.

3.2.3. Climate justice and environmental sustainability approach

The Spanish Cooperation Master Plan 2024-2027 is committed to climate justice and environmental sustainability and declares that "climate change is the greatest social, intergenerational and gender injustice of our time". It also mentions recognition of the right to a healthy environment as a human right. It also states that **ecofeminist** and sustainable living and **care policy** contributions must be taken into account in order to realise the environmental sustainability approach in both rural and urban settings.

¹¹ December 2024 saw the publication of the *Guide for Mainstreaming the Inequality Reduction Approach in AECID*.

An intersectional approach to climate change reveals that the risks are particularly acute for women and girls, especially those who accumulate other grounds of exclusion or discrimination. Causes include lack of access to and control over resources, limited educational opportunities, exclusion from decision-making and planning, and restricted access to climate-related information and technologies¹². In turn, natural disasters and other consequences of climate emergency and other environmental crises have a greater impact on those most dependent on natural resources for their livelihoods, in turn leading to migration and disproportionately affecting women, adolescents and girls.

- Feminist cooperation recognises that the consequences of the climate emergency and other environmental crises do not affect everyone equally and exacerbate existing inequalities, including gender inequalities, making it necessary to take into account the gendered impact of climate change with an intersectional approach.
- From a feminist view of cooperation, we will promote the incorporation (with sufficient resources and training) of an eco-feminist approach to the sustainability of life and care, placing the care of the planet and of people at the centre, without this necessarily having to fall to women.
- It is necessary to make visible that women have great power of agency in the face of climate emergencies, because of their knowledge, experience and resilience, and because of their greater propensity, according to the evidence, to adopt sustainable measures and practices¹³.

12 For more information see the UN Women article *How gender inequality and climate change are interconnected* (February 2022), which states that **“Women and girls bear the brunt of its impacts, which amplify existing gender inequalities and pose unique threats to their livelihoods, health and safety.”**

Other relevant documents include the report prepared by UN Climate Change published at the Climate Change Conference in Bonn (June 2022) titled *Dimensions and examples of the gender-differentiated impacts of climate change, the role of women as agents of change and opportunities for women. Synthesis report by the secretariat. This text explains why women tend to experience the effects of climate change differently from men, while highlighting the key role women play in responding to climate change.*

13 Female-led companies have higher environmental, social and governance scores than other companies, and that companies with higher representation of women in management positions have better track records of adopting environmentally friendly practices. *Gender Diversity and Climate innovation, 2020.*

3.2.4. Cultural diversity approach¹⁴

The Spanish Cooperation Master Plan 2024-2027 states that Spanish Cooperation “must adopt a cross-cutting approach to cultural diversity in all of its programmes, from planning processes to formulation, implementation and evaluation, fully recognizing the importance of intercultural understanding in societies”. The construction of horizontal and respectful relations will be promoted, allowing for mutual enrichment between ethnically, linguistically and socio-culturally diverse entities, groups and peoples.

Cultural diversity is indispensable for peace and security at local, national and international levels, for the full realisation of human rights and fundamental freedoms, for social cohesion, as well as being one of the main drivers of sustainable development.

Feminist cooperation will incorporate a gender perspective into the cultural diversity approach, with an intersectional approach, and vice versa. The construction of horizontal and respectful relations will be promoted, allowing for mutual enrichment between ethnically, linguistically and socio-culturally diverse entities, groups and peoples, as well as the construction of proposals to address possible discrimination, asymmetries and exclusion on the basis of gender.

3.2.5. Peacebuilding and peacekeeping approach

The Spanish Cooperation Master Plan 2024-2027 incorporates this approach aimed at “preventing conflict, fostering peaceful resolution of conflicts and a culture of peace and promoting peacebuilding” through a vision of a triple humanitarian-development-peace nexus that implies strengthening coordination, complementarity and coherence between “humanitarian action, sustainable development policies and peacebuilding, while respecting the principles for action and added value of each area”.

Resolution 1325 (2000) and subsequent resolutions in the framework of the Women, Peace and Security Agenda highlighted the use of sexual violence as a specific form of violence used as a strategy in conflict situations. It also highlights how gender inequalities are exacerbated during armed conflict, as well as the need to promote women’s participation in peace negotiations and peacekeeping.

14. AECID has a Guide for Mainstreaming Cultural Diversity, which was published in 2020.

“In 2023, the proportion of women killed in armed conflicts doubled compared with the previous year, the number of United Nations verified cases of conflict-related sexual violence was 50 per cent higher than the year before, and the number of girls affected by grave violations in situations of armed conflict increased by 35 per cent. And yet, even basic public awareness about these injustices is lacking”¹⁵.

- Feminist cooperation incorporates the peacebuilding and peacekeeping approach in a cross-cutting manner in coherence with the commitments acquired in relation to the Women, Peace and Security agenda, both in humanitarian action and in development and education for development actions.
- Peacebuilding from a gender and feminist approach seeks to prevent violence, address its structural causes, repair its effects and build just, inclusive and sustainable societies. It is committed to a positive peace, based on the transformation of the conditions that generate violence. The approach not only broadens the traditional concept of peace, but seeks a transformation that places gender justice, reparations, care and equity and redress as central pillars.
- The triple nexus: humanitarian-development-peace, with a gender and feminist approach, will be included in all Partnership Frameworks, strategies, planning instruments and actions carried out in these contexts. Actions will also be aligned with the provisions established for Spanish Cooperation within the framework of the various national action plans that will be launched in relation to this issue¹⁶.

3.3. General goal

Contribute to the elimination of structural gender inequalities, using an intersectional approach, by transforming the power structures that perpetuate them in order to achieve an equal, inclusive and sustainable redistribution of opportunities and resources in all countries.

15. *Women and Peace and Security*, Report of the Secretary-General. United Nations Security Council 2024.

16. 2nd *National Action Plan for Women*, Peace and Security (2017-2023). MAUC 2017.

3.4. Specific objectives

- Strengthen the four pillars of Feminist Cooperation: Rights, Representation, Resources and Partnerships in all Spanish Cooperation policies, instruments, tools, resources and actions.
- Integrate the feminist approach into the diagnosis, design, implementation, monitoring and evaluation of all processes, policies, instruments, tools, resources and actions of Spanish Cooperation, in both a cross-cutting and a specific dimension.

3.5. Strategic lines

In order to achieve the specific objectives of this Feminist Cooperation Strategy, which will feed into the general objective, five Strategic Lines (SLs) are proposed. The first four are taken from the sectoral priority of gender equality in the Master Plan 2024-2027¹⁷ with a fifth added, which is transversal to all of them and derived from the feminist approach that permeates Spanish Cooperation as whole. The strategic lines and their relationship to the SDGs are detailed below:

Strategic lines	SDG targets
Fight against all forms of gender-based violence and develop legislative frameworks to guarantee the rights of women, girls and adolescents.	5.1, 5.2 and 16.1 and 16.2.
Promote women's civil and political rights and their real and effective participation.	5.1 and 5.5.
Foster and protect the sexual and reproductive rights of all women, girls and adolescents and combat harmful practices .	5.3 and 5.6.
Advance towards care-centred societies, policies, and economies, and promote women's economic and employment rights for sustainable development.	5.1, 5.4 and 5. A.
Advance in the integration of the feminist approach within Spanish Cooperation by reinforcing institutionalisation and mainstreaming.	

17. For the Line of Action *Gender equality and empowerment of all women, girls and adolescents*, within Social Transition.

3.5.1. Actions within the framework of the four pillars of feminist cooperation

In order to develop the strategic lines, a series of actions are proposed within the framework of the 4 pillars of feminist cooperation: rights, representation, resources and partnerships.

1. Rights

Women, adolescents and girls, in all their diversity, have the right to life and to a life free from violence. They must also be able to have their civil, sexual, reproductive, economic and employment rights guaranteed. As well as the right to care, to be cared for and to self-care.

To this end, the following actions will be strengthened:

- Promote, from an early age, awareness and prevention of gender-based violence, including vicarious, economic and digital violence. Harmful traditional practices such as child marriage and female genital mutilation are also addressed.
- Develop care and support networks for victims and survivors of gender-based violence, and design and implement legislative frameworks that guarantee their rights with a focus on comprehensive and multi-disciplinary care.
- Emphasise the fight against trafficking in women and girls, particularly for the purpose of sexual exploitation and/or in emergency and conflict contexts.
- Pay special attention to the assistance and protection needs of women, girls and adolescent girls, including those arising from sexual violence in situations of armed conflict, and those posed by other groups in situations of vulnerability from an intersectional perspective, promoting their autonomy.
- Support actions against violence, abuse, harassment and sexual harassment in the world of work.
- Work to improve access to the justice system for all women, adolescents and girls, and support the improvement of justice systems at all levels.
- Carry out actions to promote economic and labour rights in feminised sectors. As well as increasing women's access to male-dominated and better paid sectors, such as STEM careers or vocational training in areas such as mechanics.
- Move towards a care society that recognises its irreplaceable value and positions it as a right, putting the sustainability of life and the planet at the centre and resolving the unequal burden that women and girls assume in this area.

2. Representation

In order to ensure the fulfilment of the strategic lines, it is essential to promote initiatives aimed at ensuring full representation and participation, as well as the empowerment and active and effective leadership of women and equal opportunities at all decision-making levels in the political, economic, social and cultural spheres.

To this end, the following actions will be strengthened:

- Promote women's civil and political rights, encouraging their real and effective participation in all areas of decision-making.
- Strengthen public policies for formal equality (norms and laws) and for real equality (national equality mechanisms and management programmes and initiatives).
- Strengthen the promotion of political participation of all women, girls and adolescents at global, regional, national and local levels.
- Work to promote women's empowerment and leadership as agents of social, economic and cultural dialogue.
- Promote the creation of decent jobs in the care sector, with a special focus on boosting productive initiatives, employment and entrepreneurship opportunities for women.
- Promote the visibility and empowerment of women in the informal economy, as well as in all paid and unpaid household and care work, in order to formalise, value and dignify this work.
- Promote actions for the recognition, reduction and redistribution of unpaid care work, as it disproportionately affects women and girls from an early age, promoting training initiatives in new positive masculinities.
- Promote specific programmes to support the construction and strengthening of public care systems, encouraging social and state co-responsibility in care.
- Ensure the guarantee of equal access to and permanence in decent employment in the formal economy.
- Promote rural women's access to and tenure of land and means of production.
- In the face of gender-based violence, ensure women's resilience to recover their livelihoods and to strengthen their role in society.
- Ensure women's participation in humanitarian management, food distribution, security forces and health workers is necessary to meet the assistance and protection needs of women, girls and adolescent girls in situations of armed conflict or natural disasters from an intersectional perspective.

3. Resources

We will not be able to achieve any of these objectives without devoting financial and human resources to their fulfilment. It is therefore necessary to increase the resources available for gender equality and to redistribute existing human and material resources within Spanish cooperation to advance feminist cooperation.

To this end, the following actions will be strengthened:

Human Resources

- Strengthen the feminist approach in the organisational culture of all Spanish Cooperation stakeholders by carrying out a transformative process at all levels of each organisation to institutionalise the feminist approach so that it endures over time and shows the extent of their real commitment to feminist cooperation, for example, through the implementation of equality plans.
- Train all staff working in Spanish Cooperation in feminist cooperation.
- Specifically address the implementation and monitoring of measures to prevent and respond to sexual exploitation and abuse (PSEA), both in the various Spanish Cooperation stakeholders and in the organisations working with them.

Financial resources

- Promote access to funding for women's and feminist organisations through innovative mechanisms including support for smaller third party organisations.
- Increase resources for multilateral agencies, national and local governments, feminist organisations, universities and the private sector focused on gender equality, combating gender-based violence and fulfilling the rights of women and girls.
- Fund international, regional, national and local women's, youth and feminist organisations and collectives working for the defence of sexual and reproductive rights and the practical delivery of these rights.
- Promote access to credit for rural women, as well as for women working in the informal economy, in the green economy and for the ecological transition.
- Initiatives based on gender budgeting and satellite accounts in public budgets at regional, national and local levels will be supported.
- Research and knowledge management will be promoted in relation to good practices in alternative programmes based on the policy and care economy approach.

- Promote studies related to remittances from a feminist perspective, taking into account the differences between the amounts and percentages sent by men and women.

4. Partnerships

The building of partnerships will be promoted in order to operationalise and channel the needs found in the approach to the strategic lines. These will be carried out with public, private, international, regional, national and local institutions, as well as civil society organisations and platforms¹⁸.

To this end, the following actions will be strengthened:

- Strengthen and renew partnerships with public, private, international, regional, national and local institutions, and especially with local women's organisations and feminist groups that work in the **fight against gender-based violence, the defence of sexual and reproductive rights, civil, economic and labour rights, ethical issues and the care economy**.
- **Ensure** horizontal and equitable partnerships that break the donor-beneficiary logic, that promote the leadership of women's and

feminist organisations and that value and incorporate their knowledge on an equal footing.

- Channel work in partnerships with **women's rights**, territorial and environmental **defenders**, with a special focus on strengthening local women's organisations and feminist collectives.
- Launch collaboration initiatives with **Spanish and overseas research centres and universities** to generate networks of university and scientific cooperation and to share knowledge on issues of gender equality and feminism, the fight against gender violence, and to ensure civil, sexual, reproductive, economic and employment rights.
- Highlight the role of **civil society**: citizen mobilisation, the struggle of women through feminist civil society organisations, are the cornerstone of this Cooperation emanating from the feminist movement.
- Articulate joint work mechanisms with **Spain's regional governments and local authorities** to address the challenges related to the fight against gender-based violence, ensuring civil, sexual, reproductive, economic and employment rights in partner countries.

18. For more information on Partnerships, see point 5.3 of this Strategy.

- Foster the participation of the **private sector** in financing for development, focused on Sustainable Development Goal 5 and, in particular, on the strategic lines defined here. This will be done by catalysing the outcome of the Seville International Conference on Financing for Development and on the basis of mutual trust.
- Establish multi-stakeholder partnerships with different entities in line with the objectives of this Strategy.

3.5.2. Actions for the mainstreaming of the feminist approach

For the development of Strategic Line 5, we will ensure that 60% of the actions in new interventions incorporate

development results with a clear positive impact on gender equality and equity. That 60% figure is considered as a first step towards the 85% target set by the EU's Action Plan for Gender Equality and Women's Empowerment in External Action 2021-2025 (GAP III). This will be done by increasing the number of initiatives with a major gender impact, as well as mainstreaming the feminist approach using the three transitions reflected in the Master Plan 2024-2027.

- Social transition.
- Ecological transition.
- Economic transition.

The feminist approach of Spanish Cooperation, therefore, cuts across the 3 transitions, and in line with them, the following are common actions necessary to address them and others specific to each of the transitions.

Actions common to all 3 transitions:

- Promote **policy coherence, coordination** with other stakeholders, the building of **partnerships** and networking in the actions carried out.
- Allocate **resources** and guarantee the **presence** and knowledge of women, adolescents and girls from partner countries in the actions to be implemented, as well as their **protection**, paying special attention to the **prevention of, and fight against, gender-based violence**, as well as to the provision of comprehensive care services for survivors.
- Ensure the **inclusion of** women in all their diversity (older women, indigenous and Afro-descendant women, women from cultural and linguistic minorities, rural populations, refugees, displaced women, women with disabilities, LGBTI persons) **in leadership positions** and in the **decision-making** process related to the planning, identification, formulation, implementation and evaluation of actions in the different sectors. Promote the active participation of women at and from the local level.
- Include the **feminist approach** in all phases of planning, implementation and monitoring. In the planning phase, it is encouraged for strategic documents (Master Plans, Partnership Frameworks and Partnerships for Sustainable Development, sectoral strategies, etc.) to include a specific section detailing how the feminist approach is applied to objectives, results and resources. In implementation, mechanisms for real and binding participation of feminist or women's organisations will be deployed, ensuring their presence in decision-making and monitoring bodies. Strengthen and ensure the **inclusion of the feminist approach in all** Spanish Cooperation **evaluations**, in coordination with the Spanish Cooperation Evaluation Office, which allows for disaggregated analysis of access to resources or the impact of the actions undertaken. In order to assess the correct integration of gender mainstreaming approaches, the analysis of diagnostic elements in the design of the strategy and the inclusion of appropriate indicators for monitoring will be included, making it possible to analyse the degree to which the gender perspective has been mainstreamed and an intersectional and transformative approach to unequal power relations has truly been incorporated.
- Ensure the **participation of women's and feminist organisations** and women environmental and rights defenders from partner countries, recognising their agency and leadership in interventions, and enabling existing mechanisms for their protection and security and for preventing repressive or intimidating actions.

- Ensure the inclusion of **gender equality experts** in the teams.
- Carry out **specific training** on gender equality in the different sectors, including for actions aimed at policy building and capacity building of the different public administrations.
- Encourage the **breakdown of data by sex and other available variables**; the inclusion of specific gender indicators (qualitative and quantitative); and a gender diagnosis in the actions promoted.
- Promote feminist communication to raise awareness, disseminate results and strengthen transformative narratives, as well as to reinforce alliances and position Spanish Cooperation as a leader in its sector.

3.5.2.1. The Social Transition

According to the Master Plan 2024-2027, “the social transition entails recognition of the fact that global challenges —such as climate change, poverty and inequalities— call for joint responses and coordinated action that prioritizes the well-being of the population, ensuring gender equality and human rights, including civil and political rights, and the rights to health, education and culture”. The lines of action for this transition are:

1. Democratic governance.
2. Global health and healthcare systems.
3. Food security and the ending hunger.

4. Inclusive and equitable quality education and lifelong learning opportunities for all.
5. Gender equality and empowerment of all women, girls and adolescent girls.
6. Culture and sustainable development.

Line 5 is gender-specific, given that the Master Plan 2024-2027 identifies gender equality as a priority area, as well as a cross-cutting approach. This line 5 will not be addressed in this analysis as it constitutes the specific subject of this strategy as a whole.

The following section mainstreams feminist cooperation across the remaining lines of action.

1. Democratic governance. SDG 10 and SDG 16.

The promotion of a participatory, representative and plural democracy sought by Spanish Cooperation must be accompanied by a feminist vision that has an impact on the construction of fairer,

more inclusive, participatory, transformative and stable democratic systems. To this end, the actions implemented in the area of democratic governance will seek to:

- Support the construction of **legislative frameworks and public policies** that promote real and effective equality between women and men.
- Strengthen and promote **equality mechanisms** for the access of women in all their diversity to political, economic, social and cultural power.
- Strengthen the **institutions** of the judicial system to ensure that they incorporate a gender perspective.
- Reinforce measures and funding aimed at combating **political violence** against women working in this field.
- Support interventions aimed at protecting, mitigating and combating **violence against women, adolescents and girls**, with a special focus on their exposure to sexual violence and the invisibility of their needs in migration processes and forced displacement, both in transit and destination countries, and in situations of armed conflict and natural disasters.
- **Effectively integrate the gender approach** into all actions in the areas of prevention, management, **conflict resolution**, reparation and recovery for victims and peacebuilding.
- **Support and protect, specifically, women's and feminist organisations**, including those at the local level, and for women, girls and adolescent girls working on the **Women, Peace and Security** Agenda, before, during and after the conflict.
- Support gender-sensitive **transitional justice** processes.
- Incorporate **women, adolescents and girls** into **decision-making** spaces before, during and after the conflict; highlighting their role as agents of change, networks of women mediators, as well as women's and feminist organisations, academia, researchers and others working in the field of conflict prevention.
- Incorporate a **human security approach** based on people's needs.
- Promote gender **budgeting** and gender mainstreaming in fiscal policies.

2. Global health and healthcare systems. SDG 3.

As stated in the Master Plan 2024-2027 and the Spanish Global Health Strategy 2025-2030, health is “a fundamental human right and an essential condition

without which no development is possible”. To ensure the inclusion of a feminist vision in this area, Spanish Cooperation will seek to:

- **Support and strengthen sustainable health systems** that are accessible to the whole population, including mental health and social health services, and that value community health with an intercultural and care-centred approach.
- Promote **research on health and gender** and **identify gender biases** in health care, public health and sectoral public policies, and promote a feminist perspective in science and scientific evidence, among others.
- **Promote** and **protect** the **sexual and reproductive rights** of all women, girls and adolescents for universal access to health care services, including menstrual hygiene and health, the use of contraceptives, voluntary interruption of pregnancy, assistance in pregnancy, childbirth and universal and humanised puerperium; protocols for the detection and diagnosis of gender-based violence or the elimination of harmful health practices such as FGM.
- **Support organisations** working for the **defence of sexual and reproductive rights** and **affective, sexual and gender diversity**.
- **Recognise the role of women** as community health promoters, including in the field of “safe, effective and people-centred traditional medicine for the health and well-being of the whole population” (WHO 2024), based on the promotion of intercultural dialogue.
- Promote the **incorporation of women in global health decision-making** spaces.
- **Apply** the **gender dimension** to the holistic and unifying “**One Health**” approach that takes into account that animal and human health are interconnected and linked to ecosystems.

3. Food security and ending hunger. SDG 2.

Global food insecurity and inadequate nutrition are aggravated by the invisibility and undervaluing of women's role in this area, as a result of gender inequalities and discrimination. As a result, women, girls and adolescent girls have

less access to, and control over, the land they often work and the food they eat, resulting in lower food intake and lower-quality food, which can chronically affect their health. Feminist cooperation will therefore place special emphasis on:

- Promoting the **participation of women** in all their diversity, and women's and feminist **organisations** in the **planning, drafting, management and evaluation** processes **of public policies** in support of the Human Right to Food and national food security strategies, especially during humanitarian crises.
- Supporting **food sovereignty and food security** initiatives promoted by women's and feminist organisations.
- Supporting **rural women, adolescents and girls**, making visible their key **role in food sovereignty** and in situations of crisis and conflict.
- Promote **access to land ownership** from a multidisciplinary approach that includes the legal, economic, social and cultural spheres (among others), also taking into account communal ownership or management systems.

It is important to highlight that Spanish cooperation is working on a new

strategy related to the right to food and adopting a feminist approach.

4. Inclusive and equitable quality education and lifelong learning opportunities for all. SDG 4.

Education is a fundamental human right with a crucial impact on the physical, psychosocial and cognitive development of girls and adolescents, and on the generation of employment opportunities for young and adult women, in both cases fostering their full empowerment. It also has the enormous transformative potential needed to change mentalities. Spanish Cooperation action will cover basic education,

technical and vocational education and training, higher university education and the development of Spanish Cooperation expertise, seeking to guarantee the inclusion, equity and quality of education systems. Special emphasis will be placed on protecting the right to education of girls and adolescents, women in contexts of humanitarian crises, especially in situations of conflict, violence and insecurity.

Feminist cooperation will promote actions that seek to:

- Promote a **policy dialogue with partner countries** that seeks to eradicate gender gaps in education systems and addresses the educational exclusion of women, adolescents and girls in all its diversity.
- Support the **presence of women** (in all their diversity) in **leadership positions** within education systems, whether in senior roles in schools or in technical and managerial positions in institutions responsible for educational planning, programming and management.
- Support initiatives aimed at the implementation of **transformative co-education models** that guarantee the questioning of gender inequalities, identify sexist stereotypes, value the role of men and boys as agents of change and make visible the contributions of women to society and to the different fields of knowledge.
- Ensure **quality education** for women, adolescents and girls in **emergency situations**.
- Support actions aimed at **capacity building** with a gender and feminist approach, both for **teachers** and for the planning, management and evaluation of **educational policies and actions**.
- Promote the inclusion of **gender equality, sexual and socio-affective education** and the promotion of education for **peace** with a feminist approach and ensuring the inclusion of children and adolescents.
- Promote **access** to **technical and vocational education and training** for girls, young women and adults, especially in areas related to science, technology, engineering and mathematics (STEM disciplines) and the digital and green transitions, to ensure labour insertion in quality jobs outside traditional gender biases and the sexual division of labour.
- Support women's **access to higher education** and their **participation** in **scientific research** institutions, centres and networks.
- To set up **collaboration initiatives** with Spanish and foreign research centres and universities in order to **generate** university and scientific cooperation and knowledge exchange **networks** in the field of gender equality and feminism.
- Foster **education in financial and digital skills**, as well as **leadership** training for women, adolescents and girls to enable their empowerment and social participation.
- Promote critical thinking with a **feminist approach** in the use of **social media and the internet** in the educational sphere and include children and adolescents.

5. Culture and sustainable development. SDG 11.

According to the Master Plan 2024-2027, culture should be addressed in a two-pronged approach: “as a cross-cutting approach affecting all areas of human development and as a specific sector of intervention”. A new Spanish

Cooperation Culture and Sustainable Development Strategy is currently being developed, which will also include a feminist approach. Feminist cooperation will encompass the following:

- The **promotion of women’s cultural creations** in all their diversity.
- The promotion of measures to ensure **greater participation of women, adolescents and girls** in the activities that are implemented.
- The reinforcement of the **gender perspective**, as well as **staff trained** in this area, in the actions carried out within the framework of the **Heritage for Development** Programme.
- The inclusion of specific **training on gender equality** in all training and capacity-building programmes in the cultural sector and in the actions carried out by the **ACERCA Programme**.
- The reinforcement of a transformative gender and feminist perspective with an intersectional approach in the programmes of **AECID’s Cultural Centres**.
- The **support of actions and research** in the field of culture with a gender and feminist approach from academia, women’s organisations and experts.

3.5.2.2. Ecological transition

According to the Master Plan 2024-2027, “this transition requires unsustainable development models to be challenged; instead, practices that are beneficial for the environment, the preservation of biodiversity and the appreciation of local and Indigenous peoples’ knowledge must be fostered. Furthermore, this transition

will seek to ensure the active and significant participation of women, Indigenous peoples and people of African descent in decision-making and the creation of sustainable development models compatible with the conservation of natural resources and the preservation of biodiversity, promoting gender equality and

socio-environmental justice. The lines of action for this transition are:

1. The fight against climate change
2. Access to clean energy
3. Protection and promotion of biodiversity
4. Water and sanitation

It is worth mentioning here that a new Spanish Cooperation strategy on climate change and environmental issues is expected to be drafted and will include a feminist approach.

1. Combating climate change: adaptation and mitigation. SDG 13.

To address climate change, feminist cooperation will promote:

- The **participation, inclusion and leadership** of women and their organisations and associations in efforts aimed at the **adaptation and mitigation** of the adverse effects of **climate change**, as well as in humanitarian work.
- Promotion of **education, training and awareness-raising** initiatives on **climate change and gender equality** that include an eco-feminist vision and are designed to include experts in this field.
- Support for climate change planning and management initiatives for **risk prevention and mitigation**, with a **gender analysis and eco-feminist approach**.
- The **generation of university networks**, research centres, institutes and others for the **study of climate change**, planetary boundaries, and how to approach and work in this area from an ecofeminist perspective.
- The work of **education for global citizenship** in favour of changes in **environmental** care and consumer habits from an ecofeminist perspective and the ethics of care.
- Promote the **analysis** of how the **climate and environmental crisis** affects **migratory movements** and its **impact on women** who often suffer high levels of violence and discrimination in the migration process and forced displacement.
- The **participation of women** in the mechanisms of accountability, complaint and reporting of operations carried out within the framework of **public-private partnerships** and with private sector resources, ensuring the human rights and ecofeminist-based approach is upheld.

2. Access to clean energy. SDG 7.

In actions aimed at promoting clean energy, feminist cooperation will promote:

- Actions that take into account the specific **impacts of women's lack of access to energy**, due to, among other factors, gender roles and stereotypes and the sexual division of labour, considering how women have different needs and consumption patterns than men. Thus, the lack of access to energy for cooking has an impact on the workload of women and girls; it also has an impact on their health, as traditional fuels such as wood pollute the air and increase the likelihood of accidents.
- Actions aimed at tackling **energy poverty**, which particularly affects people who suffer from discrimination and lack of access to resources, especially **women, adolescents and girls**.
- Actions to reverse the **under-representation of women** in the **energy sector**, both in training and related studies, in the workforce and in decision-making spaces.
- Support for **research and initiatives** that analyse, from a **gender perspective, the renewable-energy models** being promoted and their impact on local populations, especially women, adolescents and girls.

3. Protection and promotion of biodiversity. SDGs 14 and 15.

Loss of biodiversity forces women and girls to spend more time and travel greater distances to collect water, firewood and animals and plants for food and medicine, activities that are determined by existing gender roles. This, in addition to putting them at risk of sexual violence, affects their access to education, making it more

difficult for them to have a voice in the conservation and management of their own communities' natural resources.

To address the promotion and protection of biodiversity from the perspective of feminist cooperation, the following actions will be supported:

- Support actions for the **promotion and protection of biodiversity led by women**.
- Give visibility to **women's use and knowledge of natural resources**, especially **indigenous and rural** women.

- Delve deeper into the **gender-differentiated impacts** of **biodiversity loss** and other intersecting variables.
- Ensure **women's active participation in decision-making** spaces.
- Encourage **exchanges of** ancestral knowledge, know-how, experiences and good practices between countries, academic centres and civil society in Spanish Cooperation partner countries in order to promote and preserve **biodiversity**.

4. Water and sanitation. SDG 6.

Spanish Cooperation affirms its commitment to the human rights to water and sanitation, and has played a leading role in this area. Access to these services is key to sustainability and particularly

affects women and girls, reinforcing gender inequalities. From a feminist co-operation perspective, the following is proposed in this area:

- Recognise and address the different needs, responsibilities and barriers faced by women, men, girls and boys in the **planning and management of water, sanitation and hygiene services and facilities** (including water collection, maintenance, repair, cleaning, management decisions and tariffs), promoting the **effective participation of women, adolescents, and girls** in all their diversity in all WASH-related processes, so as not to reproduce traditional gender roles.
- Promote the **participation of women in management and decision-making spaces** in **departments and institutions with competencies for water, sanitation and hygiene issues** and on Water and Sanitation Boards, and integrate a gender perspective in a cross-cutting manner in the institutional strengthening of the sector, promoting the continuous training of all personnel and ensuring the active and meaningful participation of women, adolescents and girls in related processes, decision-making spaces and institutional structures.
- **Ensure that women and girls** are able to meet **their specific health, hygiene and safety needs** (e.g. gender-segregated toilets, adequate lighting, security and privacy).

- Ensure the **availability of accessible facilities, products and information** that enable **women and girls** to meet their **health, hygiene and menstrual management needs with dignity**, paying particular attention to key spaces such as schools, health centres, markets and other public spaces, where the main barriers affecting their daily lives and well-being are concentrated, with a particular focus on an intersectional approach. Particular attention will be paid in the contexts of conflict and other humanitarian crises.

3.5.2.3. Economic transition

The Master Plan 2024-2027 proposes a shift to more sustainable production models that take into account existing inequalities, including gender inequalities, ensure decent working conditions, value unpaid work such as domestic and

care work, and improve the living conditions of rural communities.

In the specific actions on economic transition, feminist cooperation will place special emphasis on:



1. Rural territorial development and sustainable agrifood systems: SDGs 2, 11 and 14.

Rural territorial development actions will make visible and will, from a feminist perspective, be geared towards improving the situation of rural women, especially their lack of access to land ownership, informal work, lack of social coverage, overload of unpaid work and

difficulty in accessing resources such as water, agricultural inputs, financing, insurance and training. Such actions will also be geared towards more equitable, sustainable, safe and inclusive rural and urban environments from the perspective of SDG 11.

- The incorporation of a **gender and feminist approach** in urban and **land-use planning** is sought, along with the development of **public policies** that promote **gender equality**. **Gender-sensitive** policies in **urban planning and design** will be supported, with a special focus on safety, the care economy and equal and personal development for women of all ages.
- The role of **women** as **key stakeholders** will be highlighted and the **value** of their **paid and unpaid work** will be recognised, as well as the need to adopt measures for **reconciliation** and **co-responsibility** between women and men in care and domestic tasks.
- National and regional processes aimed at strengthening the implementation of laws **protecting** the **rights** of **rural women** will be supported.
- **Women's** systems of **access to land ownership**, shared ownership or communal management will be supported.
- **Environmentally friendly forms of production** that involve **equitable and egalitarian power relations** between women and men and between people and territories and that build food sovereignty will be promoted.
- **Support will be given to actions** based on the initiatives of local women's, feminist, indigenous, eco-feminist and environmental **organisations**, etc.

2. Inclusive and sustainable economic development: SDGs 8, 9 and 12.

Feminist cooperation will support initiatives that create decent work opportunities that ensure labour rights for women, as well as their professional development, and the equal sharing of care and domestic tasks between

women and men and the reconciliation of personal, family and work life, in line with applicable ILO Conventions and the UN Guiding Principles on Business and Human Rights and the principle of due diligence.

- The promotion of **women's economic and labour rights** will be supported, in particular for women who are exposed to multiple inequalities, such as domestic workers, migrant women or rural women.
- **Spanish Cooperation stakeholders** will be encouraged to develop an **institutional culture** that avoids the precariousness and devaluation of work, stimulating, among other things, hiring with decent conditions, implementing equality plans and promoting measures that foster conciliation and co-responsibility.
- This culture should **address inequalities in the labour market**, the pay gap and the need for balanced participation of women and men in managerial and decision-making positions, promoting universal social protection systems and social safety nets, with special attention to those engaged in care work.
- When designing economic development actions, the **sexual division of labour and the workload of women, girls and adolescents** will be analysed and measures put in place to reduce it.
- The possibility of **establishing alliances between Spanish private companies** that work with a gender perspective **and companies** in the **countries where Spanish Cooperation has a presence** will be addressed, with special attention to micro-enterprises, women's cooperatives or companies involved in the social economy.
- The projects will promote **equality and social dialogue measures**, the training and articulation of women workers and leaders, and their representation in social and trade union organisations, particularly in feminised sectors.

3. Digitalisation for sustainable development. SDGs 4, 9 and 16.

Feminist cooperation proposes different actions in the field of digitalisation for sustainable development, addressing in particular the gender digital divide, digital violence against women,

the gender biases of artificial intelligence and the need for education for global citizenship with a feminist perspective in the digital sphere.

- The **gender digital divide** will be addressed both in terms of **access to and use of** the internet and ICTs, lack of access to infrastructure and equipment, as well as the **skills** needed to access the job opportunities and benefits that digital transformation can offer.
- Priority will be given to actions to **prevent and combat digital violence** against **women and adolescent girls**, including in the political sphere, also involving men and adolescents.
- Support will be given to **research with a feminist approach** and the creation of tools to counteract **gender biases** in **AI** and in information and communication technologies in general.
- **Education for global citizenship with a feminist perspective** will be promoted **in the digital sphere** as a strategic tool for training young people in the responsible use of social media and combating hate speech and anti-rights discourse.

4. OPERATIONAL FRAMEWORK: MODALITIES, INSTRUMENTS AND PARTNERSHIPS

This section refers to the modalities and instruments available to Spanish Cooperation to respond to the commitments made in relation to the effectiveness and financing for development agendas, with the aim of achieving maximum

impact and effectiveness in sustainable development. These modalities and instruments are also essential for the implementation of this Feminist Cooperation Strategy.



Within Spanish Cooperation, the terms “modality” and “instrument” are often used interchangeably to refer to the different aid distribution and delivery options available to donors. **Modalities** are the general options available to donors for channelling and delivering aid funds. These possibilities are classified according to the nature of the aid being transferred, the conditions attached to delivery, the channels open and the level of alignment, i.e. alignment with the recipient country’s development strategies and policies. Cooperation **instruments** are the final options and tools through which aid is delivered and implemented in a given context to

support the achievement of the stated objectives.

According to the Master Plan 2024-2027, during the implementation period “*the AECID handbook on cooperation modalities and instruments will be updated to adapt it to the new context*”, so it is likely that some of the aspects addressed below will undergo some modification that will have to be taken into account.

When approaching this framework, and taking the GSSDC Act as a reference, we can differentiate the different instruments and modalities according to the following categories:

Planning instruments and strategic programming	• Spanish Cooperation Master Plan for Sustainable Development and Global Solidarity 2024-2027. • Annual communications of Spanish Cooperation. • Partnership Frameworks, Alliances and Strategies for Sustainable Development. • Regional strategies. • Multilateral Strategic Partnership Frameworks. • Thematic strategies for sustainable development.
Management modalities and instruments	The following will be used, among others: • Programmatic support to partner countries. • Projects and programmes. • Technical cooperation. • Multilateral cooperation. • Financial cooperation for sustainable development • Participation in EU instruments, including delegated cooperation. • Debt relief. • Triangular cooperation. • Strategic multi-stakeholder partnerships. • Generation and transfer of knowledge. • Cultural cooperation. • Bilateral cooperation.

Both the GSSDC Act and the Master Plan 2024-2027 and the Humanitarian Action Strategy (2019-2026) recognise the specificity of humanitarian action, based on humanitarian principles and aimed at protecting and saving lives, as well as alleviating suffering from a human rights and feminist approach. For this reason, Spanish Cooperation will consolidate the feminist approach in its humanitarian action, based on the accumulated work experience, adapted to the reality and specificities of humanitarian action, based on the recognition of the different impact of crises on women and men, aimed at addressing the needs and interests of women and men in a differentiated and specific way, from an intersectional approach.

Feminist humanitarian action will mainstream the feminist and gender approach in all its actions and will continue to prioritise prevention, protection and a comprehensive response to all gender-based violence in humanitarian crises (including sexual abuse and exploitation), and in particular sexual violence in armed conflict, on the understanding that these are life-saving actions. Feminist humanitarian action starts from a victim/survivor-centred approach, and together with victims and survivors, and with specialised local organisations. Action that prioritises the needs and protection of the rights of displaced women and girls, refugees, migrants and human rights defenders, as well as the prevention of, and protection against, violence in contexts of armed conflict or natural disasters.

Similarly, feminist humanitarian action will be geared towards ensuring the response to humanitarian needs regarding sexual and reproductive health and rights of women, adolescents and girls, and ensuring the full and effective participation of women and local women's and feminist organisations in all phases of aid, as well as in the leadership and decision-making spaces relating to humanitarian action. The role of women as front-line actors in anticipatory action and humanitarian response is also recognised. The access and permanence of girls and adolescents in education in emergencies will continue to be promoted.

It is important to note that international protocols already exist, developed by agencies such as UNFPA and UN Women and endorsed by the IASC (Inter-Agency Standing Committee) to ensure gender mainstreaming and a feminist approach in humanitarian contexts. It is essential that, in addition to channelling resources through these lead agencies, specific allocations are also made for projects driven by women and local organisations, including cash transfer programmes and the use of cash where appropriate, and that the active participation of affected women, including displaced, refugee and migrant women, is ensured in the planning, implementation and evaluation of responses. This way, transformative humanitarian action is achieved, helping to strengthen the resilience and autonomy of communities. It will also contribute help finance coverage of essential

nutritional services for women and girls through, among others, micronutrient supplementation for pregnant women and ready-to-use therapeutic foods for severe acute malnutrition.

Feminist humanitarian action will work to operationalise the triple humanitarian-development-peace nexus approach as a key element for the achievement of gender equality and the full realisation of the rights of women, adolescents and girls in all their diversity. It will also promote the implementation of humanitarian actions within the framework of Resolution 1325 and the Women, Peace and Security Agenda.

It is worth highlighting, as does the GSSDC Act and the Master Plan 2024-2027, the fundamental role **Education for Sustainable Development and Global Citizenship** represents as a modality and, therefore, in Feminist Cooperation itself. In this regard, Spanish Cooperation in general and AECID in particular will maintain and strengthen working spaces with all Spanish Cooperation stakeholders to promote transformative changes in gender equality. Spain's regionally governed autonomous communities, local authorities, universities, educational centres and civil society organisations have a privileged position as educational agents due to their proximity to citizens, and Global Citizenship Education is a crucial cooperation modality for Feminist Cooperation. In the same vein, global citizenship initiatives and alliances in feminist cooperation will be promoted both in the Ibero-American

and European spheres and in Spanish Cooperation priority countries.

4.1. Planning instruments and strategic programming

As highlighted in the Spanish document titled ***Systematisation of the Gender and Development approach in Spanish Cooperation*** (MAUC, 2024), gender equality has been incorporated into most Spanish Cooperation strategic planning instruments, both as a cross-cutting and sectoral priority. This is the case in the different Master Plans, sectoral strategies and action plans of AECID, MAP, MAE, and others.

At this point, it is important to further explore the process of incorporating a feminist approach that drives a transformative proposal with a multi-focal and intersectional approach. This commitment is reflected in the GSSDC Act which, among the Basic Principles of Spanish Cooperation, includes: "Gender equality, promoted from a feminist approach, as an essential, transversal and distinctive element of Spanish cooperation to reduce inequalities between women and men, intensify efforts to close the gender gaps, combat all forms of violence and discrimination and promote the empowerment of women, adolescents and girls, as well as to strengthen their sexual and reproductive rights from the perspective of human rights and universal public health".

In this new period, the efforts made since the publication of the 2007 Strategy will be continued in order to make further progress in planning with a feminist approach and with a transformative and realistic vision, both in terms of objectives and results and in terms of the

deadlines and the resources needed to meet them. This planning and programming must also endeavour to simplify in order to expedite the processes of appropriation and integration, as well as to provide the appropriate tools and resources for implementation.

Key actions related to strategic planning instruments:

- In line with feminist foreign policy, in the field of development cooperation and humanitarian action, we will further the fulfilment of the international commitments acquired, promoting or supporting global instruments whose final objective contains a transformative proposal for the defence of the rights and freedoms of women, adolescents and girls in all their diversity.
- Measures and tools will be put in place to ensure that the Beijing DPfA dual strategy is addressed in planning and programming documents. Gender equality will thus remain a specific sector, while efforts to mainstream gender in all areas of Spanish Cooperation will continue. In this regard, the incorporation of a gender and feminist approach in all thematic strategies to be updated, as well as in the Multilateral Policy Strategy for Sustainable Development, is of particular importance. It is worth noting that, in the humanitarian field, the *Spanish Cooperation's 2019-2026 Humanitarian Action Strategy 2019-2026* already incorporates this approach.
- In order to advance in gender mainstreaming, the institutionalisation of a feminist culture in the different Spanish Cooperation stakeholders must be strengthened, incorporating the resources (human and economic) and training necessary for implementation. This is particularly necessary when negotiating bilateral regional, global or multilateral instruments (such as Partnership Frameworks or Partnerships for Sustainable Development or Cooperation Strategies). Across the board, priority will be given to dialogue with women's organisations, feminist movements, experts, rights defenders and other stakeholders, through participatory assessments. Among other benefits, this will serve to incorporate the intersectional approach.

4.2. Management modalities and instruments

The GSSDC Act expresses the commitment to: “consolidating of the gender approach in the development of all management instruments, building capacity, assuming a greater commitment to the fight against all forms of gender-based violence and discrimination, and promoting the empowerment of women, girls and adolescents in all areas”.

Similarly, the Master Plan 2024-2027 also reflects that its cross-cutting approaches and sectoral priorities “will be implemented through the different instruments”, and specifies those that will be used as a priority “in order to meet Spain’s commitments to the development effectiveness and financing for development agendas, with a view to achieving the greatest impact and effectiveness in sustainable development.” The same Plan states, in addition to programme aid, projects and programmes, that a “renewed impetus will be given” to the following modalities: technical cooperation and knowledge transfer, financial cooperation, delegated cooperation and triangular and south-south cooperation.

As we have seen, Spanish Cooperation boasts a great diversity of management modalities and instruments that each administration and institution uses according to its characteristics and needs. One of the challenges for feminist cooperation will be how to embed its principles across all of them.

In the area of **financial cooperation**, the Spanish Sustainable Development Fund (FEDES), attributed to AECID, will be accompanied by the creation of a group of experts who “will work to formulate a proposal for the future institutional design of financial cooperation”, ensuring the incorporation of a feminist approach. Experts and women’s and feminist organisations will be involved in the drafting of the successive FEDES roadmaps (which is planned in a participatory manner). In this regard, it is important to follow up on what the Master Plan 2024-2027 sets out regarding the direct funding that the FEDES will be able to grant to “feminist, women’s and rights organisations”.

So far, gender-focused cooperation has not covered the full range of Spanish Cooperation instruments. According to the document *Systematisation of the Gender and Development approach in Spanish Cooperation* (MAUC, 2024), which gathers information on the period 2007-2021, the predominant Spanish Cooperation instrument in the area of gender equality and sexual and reproductive health and rights is **project** funding, followed by funding through **international organisations**. It should be noted that delegated cooperation is not counted as Spanish ODA, although the European Union has entrusted “the administration of the budget to Spain, via AECID and FIAP, as reliable agents for the sectors of gender equality and the elimination of violence against women and girls” (MAUC, 2024).

The document explains that the concentration on these instruments “may be due to the fact that this is the general behaviour of Spanish ODA, but also the fact that gender equality in the international landscape remains fundamentally based on the implementation of programmes and projects, and other funding instruments have not been meaningfully explored for equality policies, except in cases of multi-donor funds from international organisations, with limited or no use of cooperation instruments or modalities such as sectoral budget support or debt cancellation”.

It remains a challenge, therefore, for feminist cooperation to diversify the instruments upon which it is focused and to promote processes with a long-term strategic vision, going beyond the time limits of programmes and projects. This needs to be accompanied by coordination with different actors (both at headquarters and in the field) so that the actions promoted are within a broader and more effective framework that seeks common and harmonised goals to avoid overlaps and gaps.

The **instruments** to be put in place should **pay particular attention** to the following aspects:

- Ensure support to women’s organisations, feminist movements, human rights defenders and environmental organisations, without leaving behind those organisations that, due to their characteristics, do not have the structure or the capacity to access standard funding mechanisms.
- Reflect on the need to promote direct funding instruments for organisations on the ground, such as AECID’s Ellas+ Programme.
- Consider the fact that women’s economic and political rights, equitable economic transformation, the care economy or respect for diversity are at the forefront of operations as an element that favours gender equality.
- Carry out analyses with ambitious labour, gender, environmental, social and human rights standards. Due diligence guidelines will therefore be considered, in line with international developments such as the European Due Diligence Directive.
- Assess how to act to avoid negative impacts on women, adolescents and girls when cooperation is suspended with countries whose governments do not respect human rights. To this end, the implementation of instruments that allow local women’s and feminist associations and movements (among others) to continue accessing funding will be promoted.

- In addition to establishing specific set-asides in the different grant calls (as is already done, for example, in the AECID's Humanitarian Action call for proposals, where a 25% allocation for gender-focused projects was introduced), it is necessary to guarantee that all actions implemented through the different instruments incorporate a feminist approach. Funding gender-sensitive assessments of projects, programmes and other actions is a tool that would undoubtedly help ensure their inclusion.
- The issue of Spanish Cooperation resourcing of gender equality must be addressed. Implementing the Beijing dual approach across the instruments implies having sufficient and adequately trained staff in place.
- In addition to including sex-disaggregated indicators, as well as specific indicators that measure progress towards equality, it is also necessary to include indicators that capture changes of power relations, the redistribution of resources and care work, and the reduction of gaps in access to economic, social, sexual and reproductive rights, among other aspects.

4.3. Alliances

Within the different Spanish Cooperation modalities and instruments, it is important to highlight the role of partnerships, one of the essential pillars of Feminist Cooperation.

According to the United Nations General Assembly Report 2005 A/RES/60/215, a partnership is understood as a voluntary and collaborative relationship between various parties in which all participants (partners) agree to work together to achieve a common goal or to carry out a specific task and to share risks, responsibilities, resources, competencies and benefits.

As already mentioned, working in partnerships is considered an essential

element in achieving the objectives of feminist cooperation, through multi-actor collaborations that combine the resources, skills and capacities of different public, private and civil society actors, both from Spanish Cooperation and partner countries, to develop initiatives to achieve common objectives.

The GSSDC Act gives a **central role to partnerships** in Spain's international cooperation policy, and recognises that collaboration between **diverse actors** is essential to effectively address global challenges and promote sustainable development. In addition, and as defined in the Master Plan 2024-2027, in order to effectively and flexibly implement the objectives of the cooperation policy and

the partnership between various actors or entities, in particular with regard to the provision of global and regional public goods, strategic alliances may be established between one or more public or private entities that may make use of one or more of the instruments described in this strategy, as well as share knowledge, technical capacities and financial and non-financial resources. There is also a guide for multi-stakeholder partnerships that clearly defines the steps to be followed for the creation of partnerships, incorporating lessons learned.

Specifically, the creation of alliances with public and private institutions and civil society organisations and platforms will be promoted to operationalise and channel the needs identified in the framework of the 2030 Agenda for the fulfilment of SDG5 and the objectives of the Feminist Cooperation Strategy. In addition to the different actors from public administrations, civil society, academia and the private sector, it is important to highlight role played by the Spanish Parliament and parliamentarians in building consensus and promoting cooperation policies for sustainable development, as well as the potential of parliamentary diplomacy to strengthen initiatives such as the parliamentary fronts against hunger and with a gender perspective that Spanish Cooperation has been supporting.

The following is a list of the main stakeholders that form part of Spanish Cooperation and that align themselves with the contents of this Strategy for Feminist

Cooperation. The main international bodies with competence in this area, as well as other important stakeholders, are also included, although this is by no means intended as an exhaustive list.

4.3.1. International level

At the **European Union** level, it is worth highlighting the following:

- The European Commission's Directorate-General for International Partnerships (DG INTPA), which is responsible for the European international partnership and development policy.
- The Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

Within the **United Nations**, although all agencies have a mandate to mainstream gender, it is worth highlighting the role of entities such as:

- UN Women.
- United Nations Population Fund (UNFPA).
- Economic Commission for Latin America and the Caribbean (ECLAC), especially its Gender Affairs Division.

Within the **Organisation for Economic Cooperation and Development (OECD)**, alongside the political impetus provided by the Gender Equality Forum and the follow-up of the informal group "Friends of Gender Equality Plus", the Development Assistance Committee

(DAC) and its Gender Equality Network (GENDERNET) play a key role bringing together experts on gender and women's empowerment from member states and works to promote the adoption of recommendations and standards that promote gender equality. Extensive data collection and reporting is also carried out through tools such as the OECD Development Centre's Social Institutions and Gender Index (SIGI). Finally, the OECD is part of the "Equal Pay International Coalition–EPIC" together with UN Women and the ILO.

It is also worth highlighting the work undertaken with countries that share a feminist foreign policy, and the importance of having an Ambassador on Special Mission for Feminist Foreign Policy in the Ministry of Foreign Affairs, European Union and Cooperation.

Other international and regional organisations involved in cooperation work with a gender perspective include the following:

- Ibero-American General Secretariat (SEGIB).
- Inter-American Commission of Women of the Organisation of American States (OAS).
- The Caribbean Community (CARICOM).
- Fund for the Development of Indigenous Peoples of Latin America and the Caribbean (FILAC).
- The African Union (AU) and the African Union Development Agency–New Partnership for Africa's Development (AUDA–NEPAD).

It is also worth noting:

- International networks of feminist and women's organisations.
- The EU-CELAC Summits, and especially the approval of the "Bi-regional Pact on Care" on 9 November 2025 at the Fourth Summit, which took place in Santa Marta, Colombia.
- Centres for international gender studies, development cooperation and humanitarian action.
- The role of international organisations related to the **private sector and philanthropy**, such as the Gates Foundation, with whom Spanish Cooperation works closely for the eradication of cervical cancer by combating the human papilloma-virus (HPV). HPV can be eradicated by vaccinating all adolescent girls. Since 2024, and through contributions to the WHO and PAHO, Spanish Cooperation is working to ensure that no additional women contract this virus and that it can be detected early and treated.

The importance of partnerships with organisations, communities and other stakeholders in Spanish Cooperation partner countries, in particular **women's and feminist organisations in all their diversity**, should also be emphasised. Feminist cooperation emphasises the need to ensure horizontal and equitable alliances that break the donor-recipient logic, strengthening the roles of these stakeholders and valuing and incorporating their knowledge on equal terms.

At the **International Conference on Financing for Development** in Seville, Spain has put forward a feminist approach to financing for development. The world cannot afford development

financing that does not take gender issues into account. Investing addressing women's political and economic representation, in the needs of women and girls, upholds their rights.

In our Elements Paper we reaffirm our commitment to transformative financing for the development agenda based on the following elements:

- Promoting **gender-transformative fiscal policy**; with a gender-responsive approach to budgeting and taxation that incorporates a **feminist vision in the design and implementation of policies and the generation and transfer of knowledge**. Spanish Cooperation considers that fiscal policies should promote access to essential services such as health, including universal access to sexual and reproductive sex and rights.
- Integrating a **gender perspective in debt relief programmes**. Essential services must be protected and access to markets and credit must be facilitated for women, especially women entrepreneurs in the rural sector and for women moving into the informal sector.
- Inclusive labour policies are also necessary to ensure **equal** pay for equal work and **decent working conditions for all**.
- Expanding the fiscal space to finance public policies and systems such as care, and debt cancellation.

The Conference Outcome Document (Seville Commitment) includes a more cross-cutting and substantive affirmation of the gender perspective in the sustainable development financing agenda, including, in Article 11, an explicit recognition of women's rights, the feminisation of poverty and the need to invest in the care economy, with a commitment to the elimination of violence against women. The document includes specific actions on taxation (call for gender-responsive budgeting and taxation), private finance (support for women's economic empowerment), trade (integration of women-led businesses into global value chains), economic governance (call for gender parity in international financial institutions), science, innovation and technology (actions to reduce the digital divide affecting women), and data (sex-disaggregated data).

In parallel, Spain, together with UN Women, has presented an initiative to the Seville Platform for Action: “Financing for Gender Equality: A Multistakeholder Partnership for Action”. This initiative, already supported by 15 countries and 5 international organisations, is a roadmap with clear and measurable actions: for governments to institutionalise gender-responsive budgeting, for the private sector to increase gender-responsive investment, for international financial institutions and development banks to mainstream gender equality in all their operations, and for civil society organisations to strengthen accountability mechanisms to track gender-related expenditures.

4.3.2. National level

At the national level, the leadership of the Ministry of Foreign Affairs, European Union and Cooperation (MAEUEC) should be mentioned first of all, especially through the State Secretariat for International Cooperation (SECI), its Directorate General for Sustainable Development Policies and the Spanish Agency for International Development Cooperation (AECID), which operates under the auspices of that body.

The GSSDC Act recognises the AECID as a key actor in the management of public cooperation policies and **as a facilitator of partnerships between different Spanish cooperation stakeholders**. Similarly, the GSSDC Act also **strengthens the AECID** as the cornerstone of the cooperation system, endowing it with a new Statute that reinforces its structural capacities, with a specific directorate for partnerships on sustainable development and innovation.

The role of the Foundation for the Internationalisation of Public Administrations (FIAP) and the Carolina Foundation in their respective specialised fields of action should also be highlighted.

Mention should also be made of other ministries active in the field of sustainable development cooperation and gender equality at the international level, especially the **Ministry of Equality**, to which the Women’s Institute and the Government Delegation for Combating Gender Violence are attached. Also worthy of mention are the Ministry of Inclusion, Social Security and Migration; the Ministry of Health; the Ministry of the Interior; the Ministry of Social Rights, Consumption and Agenda 2030; and the Ministry of the Presidency, Justice and Parliamentary Relations, as well as the General Council of the Judiciary (CGPJ) and the Attorney General’s Office, among others.

Another key actor for feminist cooperation is **decentralised cooperation**. The GSSDC Act recognised the importance of cooperation programmes, projects and actions for sustainable development carried out by the autonomous communities and from local and regional authorities (city and local councils, provincial, foral and island councils), within their remits, as one of the hallmarks and strengths of Spanish Cooperation, and its capacities, contribution and distinctive value as a plural and supportive expression. Decentralised cooperation has adopted feminist cooperation in its policy in recent years, developing frameworks for action and specific protocols that allow for reinforced and coordinated action. There have also been various initiatives developed jointly in this field for some years now, with both FEMP and CONFOCOS. Within the framework of this Strategy, the role of the working groups of the Sectoral Conference on Sustainable Development Cooperation and Global Solidarity will be promoted, as spaces to advance in the operational articulation of a more coordinated and aligned implementation by all actors.

The role of **civil society** is one of the strengths of Feminist Cooperation, and allows feminist cooperation actions to have content, capillarity and impact. Citizen mobilisation, the struggle of women through feminist associations in civil society, is the cornerstone of this cooperation emanating from the feminist movement. The association-based fabric of feminist cooperation is enormously rich and plural, and makes us

diverse and therefore resilient. Special mention should be made of the feminist group of the Spanish Development NGO Platform.

Trade union organisations carry out various cooperation initiatives, in collaboration with AECID, various international organisations and other Spanish Cooperation stakeholders. These stakeholders are putting forward proposals to improve the working conditions of women in all their diversity through social innovation, promoting equal pay for all.

The role of business organisations is also increasingly important in development cooperation and gender projects. The business and social economy sector plays a key role in addressing the systemic and structural challenges of the 2030 Agenda and the achievement of SDG 5. That's why this Strategy, coming as it follows the Spanish Cooperation Master Plan 2024-2027, promotes public-private partnerships and collaboration with companies and social enterprises for the fulfilment of SDG 5 in Spanish Cooperation partner countries and the promotion of good practices regarding women's labour rights, the defence of the environment, compliance with due diligence requirements regarding human rights, the inclusion of women and girls in the workplace, the fight against labour exploitation and trafficking, transparency and the mobilisation of resources for the achievement of SDG5, in accordance with Spanish and European Union regulations in this area and international standards.

Partnerships with universities and research centres are also essential for feminist cooperation. Feminist cooperation in the field of **higher education, innovation and knowledge transfer** will be promoted. **Training** programmes, **scholarships and support for research** applied to Feminist Cooperation will be established. In this regard, the CRUE (Conference of Rectors of Spanish Universities) and the Observatory of University Cooperation for Development should be highlighted. Universities have

potential in the field of both the training of experts and academic research that has not yet been sufficiently exploited. On the other hand, the Carolina Foundation offers postgraduate, doctoral and academic mobility scholarships (including on gender equality issues) and has made a great effort to boost women's participation in STEM careers. In addition, the Cooperation and Leadership area helps to strengthen women's leadership through its programmes.

5. GOVERNANCE FRAMEWORK AND POLICY COHERENCE

5.1. Governance

In line with the principle of policy coherence, this strategy highlights the need for an efficient, participatory, transparent, flexible and accountable governance structure. This structure will seek

to accommodate the cross-cutting representation of all Spanish Cooperation stakeholders with the aim of achieving active involvement that will provide the necessary solidity for the implementation of the Strategy.



Leadership in the design and coordination of the Strategy's governance will lie with the Ministry of Foreign Affairs, European Union and Cooperation through the State Secretariat for International Cooperation, which is directly responsible for international cooperation policies for sustainable development.

The governance of the Strategy will focus on enhancing existing structures rather than creating new ones. This will avoid duplication of efforts, confusion or overburdening existing resources. Mechanisms that are already in place with a remit that can include the governance of this Feminist Cooperation Strategy include:

- a) The coordination and consultation bodies defined in the GSSDC Act:
 - The **High Council for Sustainable Development Cooperation and Global Solidarity**.
 - The **Sectoral Conference on Sustainable Development Cooperation and Global Solidarity**.
 - The **Interministerial Committee for Sustainable Development Cooperation and Global Solidarity**.
- b) Others:
 - The **High-Level Advisory Group on Feminist Foreign Policy**, established to improve coordination and harmonisation between stakeholders.
 - The **Spanish Cooperation Network of Gender Experts**, managed by the AECID.

5.2. Sustainable Development Policy Coherence Framework

Both the Master Plan 2024-2027 and the GSSDC Act assume policy coherence for sustainable development as a principle and a fundamental element of our country's contribution to the achievement of global development goals. This concept is further specified in SDG 17, target 17.14: Enhance policy coherence for sustainable development.

The implementation of policy coherence will be based on an analysis and adaptation to the reality of the different contexts in which it is developed, and will take into account the following aspects:

- Horizontal vision: aligning the framework of commitments and policies related to sustainable development cooperation, humanitarian action and education for sustainable development and global citizenship from the perspective of feminist cooperation.
- Vertical vision: incorporating this vision in the actions of the different Spanish Cooperation stakeholders.
- Understand that our action goes beyond Spanish Cooperation stakeholders and can influence other national policy areas (trade policy, migration policy, etc.), as well as policy in other countries and areas of operation. To assess this impact, it is important to monitor the actions that are implemented place to see how they are

affecting the policies implemented on the ground. It is also important to assess the long-term impact and how it may affect future generations.

This must be accompanied by political will and leadership at highest level to address all the challenges involved in implementing policy coherence with a feminist approach.

Feminist cooperation has important contributions to make to policy coherence for sustainable development. The feminist approach promotes a holistic view of public policies and allows for the analysis of interactions between economic, social, human rights and cultural dimensions. This is the case because gender cuts across all these areas. In its way, ecofeminists contributions develop critical analyses that contribute to policy coherence, as they are based on the interactions between the current social, economic and cultural model and the sustainability of life systems. The intersectional approach also contributes to coherence between different public policies by focusing on the interaction between multiple discriminations and the interrelation of different factors of oppression.

The Master Plan 2024-2027 mentions the link between feminist mainstreaming and policy coherence. Mainstreaming implies the inclusion of a gender perspective in all policies, at all levels and across all actors. In order to do so, it is necessary to assess the gender implications of any planned

action. Mainstreaming therefore helps to ensure that all policies reflect commitments to equality.

Furthermore, to advance mainstreaming and policy coherence, common tools are required, such as inter-ministerial and multi-stakeholder dialogue (both at national and field level) during the design, implementation and evaluation of policies and actions; prior analysis, consultation, transparency, accountability and knowledge generation.

The fact that Spanish external action is committed to gender equality is consistent with national policies at the domestic level. In this regard, the FFP Guide mentions that “the same level of commitment to equality must be maintained in all public policies, including those with an external and global dimension”.

The main national equality instruments also refer to external action and, in particular, to international cooperation:

- Organic Act 3/2007 for the effective equality between women and men recognises the Spanish Cooperation’s Gender and Development Strategy as the instrument of application of the legislation in the development field.
- The National Strategic Plans for Equality I, II and III incorporate specific actions for both cooperation and foreign policy.

In turn, feminist foreign policy and feminist cooperation are geared towards

advancing the international commitments mentioned in the corresponding section of this Strategy for Feminist Cooperation.

For its part, the GSSDC Act emphasises coordination, complementarity and coherence, particularly with regard to cooperation within the framework of the European Union and its Member States. It also establishes that the Interministerial Committee and the Sectoral Conference on Sustainable Development Cooperation and Global Solidarity will monitor the principle of policy coherence for

sustainable development, within the Central Administration and with decentralised cooperation, respectively.

With regard to the stakeholders, the FFP Guide identifies those whose collaboration is essential for implementing feminist foreign policy, including ministries (especially the Ministry of Equality), regional and local administrations, NGOs and civil society from the North and plural South, the private sector, universities and multilateral and regional organisations (especially UN Women and UNFPA).

6. MONITORING, EVALUATION AND KNOWLEDGE MANAGEMENT

6.1. Monitoring

The GSSDC Act establishes the mandate for Spanish Cooperation to have a system for monitoring its actions. At the same time, it highlights the need to incorporate the actions into the

monitoring system through the entities responsible for managing or implementing them, defining the specific responsibilities of each agent and the means envisaged to meet them.



The monitoring system will be defined based on the considerations outlined in this section. This system will combine a quantitative dimension that will collect information on disbursements related to the work streams, volume of resources and results, with a qualitative dimension that will allow analysis of progress and the transformative approach of the strategy. Good practices, experiences, analyses, evaluations, etc., will also be compiled in order to document progress and reflect on the different lines of action. As part of this system, monitoring or systematization reports will be prepared to serve as a tool for accountability and progress review, as well as to identify possible difficulties that may affect the development of the Strategy.

For a progressive implementation of the Strategy, Spanish Cooperation stakeholders can develop specific action plans, in which the incorporation of indicators and mechanisms that facilitate a clear understanding of the actions that are being carried out in the field of gender equality and that maintain a transformative and intersectional approach is considered important.

The inclusion of data and indicators broken down by sex as well as specific qualitative and quantitative data and indicators that measure possible impacts on gender relations, will continue to be promoted in Spanish Cooperation instruments. This will not be limited to gender-specific actions, but also

to all other Spanish Cooperation aid operations.

The aim is to comply with the mandate of transparency and accountability that results in greater knowledge of the performance of feminist cooperation, increased trust in institutions and ownership of development and participation processes.

In order to carry out this monitoring and accountability process, it is essential to define joint work and information gathering mechanisms, involving the different Spanish Cooperation stakeholders.

At the same time, it is necessary to open a process of reflection on possible improvements in the system of accounting for ODA data related to gender equality through the Creditor Report System (CRS) and the OECD/DAC Gender Scoreboard. This reflection will be applied not only to ODA, but to the Total Official Support for Sustainable Development (TOSSD), so that all flows with an impact on sustainable development dedicated to gender can be accounted for, including those from non-OECD countries, South-South and triangular cooperation and non-concessional flows. The findings will be shared within the OECD and the International Forum on TOSSD (IFT) in order to move towards systems that more accurately quantify aid for transformative, feminist and intersectional action.

Some bodies for monitoring and policy coherence for sustainable development,

in addition to those already mentioned in section 4, include:

- Inter-ministerial Equality Commission.
- Sustainable Development Council.
- Consultative Group of the III National Action Plan for Women, Peace and Security¹⁹.

6.2. Evaluation and knowledge management

Evaluation has been one of the fundamental pillars of the Spanish Cooperation system, not only as an accountability tool, but also as an indispensable source of learning and knowledge generation. Within the framework of the GSSDC Act, the SECI continues to uphold this commitment to evaluation through the new Spanish Cooperation Evaluation Office (OECE), which is responsible for coordinating the evaluation processes of Spanish Cooperation strategies and programmes.

As part of this evaluation process, the OECE will develop an evaluability report on the Strategy, in accordance with the Act 27/2022 of 20 December on the institutionalisation of public policy evaluation, which will verify the inclusion of the minimum elements in the design, monitoring system, governance and resources necessary for its evaluation.

The scope of the evaluation will be designed according to the evaluability analysis and will be conducted as set out in the current methodology published on the Spanish Cooperation website. In this regard, the evaluation process will be external in order to independently and objectively assess the degree of integration of the priorities set out in the feminist cooperation actions, their degree of flexibility and capacity to adapt to changing contexts, the implementation of the planned instruments, as well as the assessment of the mainstreaming and contribution of the strategy in the programmes of different Spanish Cooperation stakeholders. In this regard, it will focus in particular on the results of the Strategy.

The purpose of the evaluation will be to contribute to the improvement of the strategy by providing lessons learned and good practices to guide the next planning cycle, as well as accountability and in-depth reflection on the actions carried out by Spanish Cooperation in the area of feminist cooperation and gender mainstreaming.

On the one hand, the OECE will promote this evaluation in coordination with the AECID, setting up the Management Group and ensuring that the evaluation is carried out in accordance with the established procedure and the planned phases, promoting the participation of all stakeholders.

19. The IIIrd National Action Plan for Women, Peace and Security is currently being drafted.

The AECID, in coordination with the OECE, will also be responsible for drafting a management response as the main tool for reflection on and uptake of the evaluation results on the part of the administration, ensuring that the recommendations and lessons learned are incorporated into planning, fostering continuous improvement processes.

Finally, through the steering group, the dissemination process of the strategy's evaluation and other dissemination exercises will be planned through systematisation and good practice within the

framework of feminist cooperation. The information will be published and disseminated both on the Spanish Cooperation website and on the AECID website.

For its part, the Carolina Foundation will also contribute through its role in the generation of expert knowledge recognised by the GSSDC Act, also through the production of contributions and the systematisation of information in the areas of feminist cooperation and the financing of sustainable development with a feminist approach in the Ibero-American sphere.

ACRONYMS

AECI	Agencia Española de Cooperación Internacional (Spanish International Cooperation Agency)
AECID	Agencia Española de Cooperación Internacional para el Desarrollo (Spanish Agency for International Development Cooperation)
AGE	Administración General del Estado (Central Administration)
AU	African Union
CC AA	Autonomous Communities
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COE	Council of Europe
CONFOCOS	Confederación de Fondos de Cooperación y Solidaridad (Confederation of Cooperation and Solidarity Funds)
COVID-19	Coronavirus disease 2019
CRS	Creditor Reporting System
CRUE	Conferencia de Rectores y Rectoras de las Universidades Españolas (Conference of Rectors of Spanish Universities)
CSW	Commission on the Status of Women
DAC	Development Assistance Committee
DCAA	Dirección de Cooperación con África y Asia de la AECID (Directorate for Cooperation with Africa and Asia of AECID)
DCALC	Dirección de Cooperación con América Latina y el Caribe de la AECID (Directorate for Cooperation with Latin America and the Caribbean of AECID)
DG DEVCO	Directorate-General for International Cooperation and Development of the European Commission
DGPOLDES	Dirección General de Políticas de Desarrollo Sostenible (Directorate-General for Sustainable Development Policies)
DPfA	Beijing Declaration and Platform for Action
ECHO	Directorate-General for Civil Protection and European Humanitarian Aid Operations
EE LL	Local authorities
EU	European Union
FEDES	Fondo Español de Desarrollo Sostenible (Spanish Fund for Sustainable Development)
FEMP	Federación Española de Municipios y Provincias (Spanish Federation of Municipalities and Provinces)
FGM	Female Genital Mutilation
FIAP	Fundación para la Internacionalización de las Administraciones Públicas y Políticas Públicas (Foundation for the Internationalisation of Public Administrations and Public Policies, formerly FIIAPP)
FONPRODE	Fondo para la Promoción del Desarrollo (Development Promotion Fund)
GAD	Gender and Developed based approach
GAP	Gender Action Plan
GENDERNET	Gender Equality Network

GSSDC Act	Act 1/2023 of 20 February on Global Solidarity and Sustainable Development Cooperation
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
LGBTI	Lesbian, gay, bisexual, transgender and intersex persons
MAE	Marco de asociación estratégica (Strategic Association Framework)
MAEC	Ministerio de Asuntos Exteriores y Cooperación (Ministry of Foreign Affairs and Cooperation)
MAP	Marco de asociación país (Country Partnership Framework)
MAUC	Ministerio de Asuntos Exteriores, Unión Europea y Cooperación (Ministry of Foreign Affairs, the European Union and Cooperation)
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
OAHC	Oficina de Acción Humanitaria de la AECID (Humanitarian Action Office of AECID)
OCE	Oficina de la Cooperación Española (Spanish Cooperation Office)
ODA	Official Development Assistance
ODA GE	Official Development Assistance Grant Equivalent
ODH	Oficina de Derechos Humanos del MAUC (MAUC Human Rights Office)
OECD	Organisation for Economic Cooperation and Development
OECE	Oficina de Evaluación de la Cooperación Española (Spanish Cooperation Evaluation Office)
PEF (FFP)	Política Exterior Feminista (Feminist Foreign Policy)
PEIEMH	Plan Estratégico para la Igualdad Efectiva de Mujeres y Hombres (Strategic Plan for the Effective Equality between Women and Men)
PEIO	Plan Estratégico de Igualdad de Oportunidades (Strategic Plan for Equal Opportunities)
SDG	Sustainable Development Goal
SECI	Secretaría de Estado de Cooperación Internacional (State Secretariat for International Cooperation)
SEGIB	Secretaría General Iberoamericana (Ibero-American General Secretariat)
SL	Strategic line
TCO	Oficina Técnica de Cooperación (Technical Cooperation Office)
TOSSD	Total Official Aid for Sustainable Development
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
WASH	Water, sanitation and hygiene
WID	Women in Development approach

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ANNEX 1: OFFICIAL DEVELOPMENT ASSISTANCE (ODA) IN THE GENDER SECTOR²⁰

Official Development Assistance (ODA) data are analysed according to the OECD DAC CRS sectors, specifically for the Gender Sector:

- **CRS 15170** “Women’s Rights Organisations and Movements”.
- **CRS 15180** “Prevention and elimination of violence against women”. Incorporated by the DAC in 2016, prior to that date, ODA for combating violence was included in CRS 15170.

Also, given its importance, reference is made to **DAC Sector 130** on “Population and Reproductive Health Programmes/Policies”.

As it can be seen in the data analysed (see more detailed information, data and graphs in Annex I), ODA Grant Equivalent (ODA GE) ringfenced for gender saw a gradual reduction in the

wake of the 2008 crisis. This reduction intensified in the period 2011-2014, falling from €157,011,811 in 2010 to €29,151,865 in 2014. From that point on, it did begin to rise again progressively until 2018 to intensify its volume, and then rise sharply in the period 2019-2023, from €60,403,812 in 2018 to €315,864,044 in 2023.

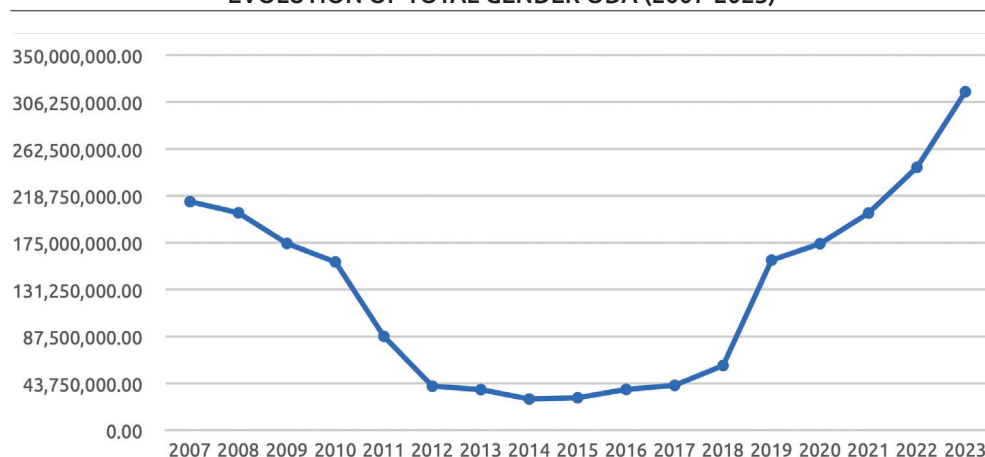
As stated in the Spanish document *Systematisation of the Gender and Development approach in Spanish Cooperation* (MAUC, 2024) this rise relates to “the renewed commitment to gender equality, which had remained somewhat stable over previous years, but which has been reinforced as part of initiatives, both bilateral and with international organisations, from 2018 onwards”. It is also noted that in this period there was an increase in ODA as a whole, which also affected the other sectors.

²⁰ For this section, we have consulted the Info@od portal, extracting statistical information for the period 2007-2023 (the latest year for which data is available at the time of writing).

**TABLE 1. ODA GE DATA ACCORDING TO CRS 15170 AND 15180, AND DAC SECTOR 130.
(2007-2023)**

YEAR	CRS 15170	CRS 15180	DAC SECTOR 130	TOTAL
2007	123,990,907.73	0.00	89,332,098.00	213,323,005.73
2008	117,806,351.01	0.00	85,069,867.46	202,876,218.47
2009	105,062,527.84	0.00	69,251,970.27	174,314,498.11
2010	108,096,761.55	0.00	48,915,049.88	157,011,811.43
2011	58,420,388.09	0.00	29,187,794.84	87,608,182.93
2012	28,653,856.00	0.00	12,493,232.50	41,147,088.50
2013	24,402,371.27	0.00	13,526,957.95	37,929,329.22
2014	18,652,910.64	0.00	10,498,953.94	29,151,864.58
2015	24,033,774.25	0.00	6,339,716.94	30,373,491.19
2016	23,263,916.44	6,842,932.65	7,991,344.94	38,098,194.03
2017	25,545,931.22	9,402,459.65	6,895,165.89	41,843,556.75
2018	27,438,495.46	20,869,731.40	12,095,584.75	60,403,811.61
2019	121,847,882.02	25,004,960.11	11,896,362.78	158,749,204.91
2020	134,609,771.14	21,649,211.79	17,820,007.32	174,078,990.25
2021	148,386,071.23	26,998,472.11	27,254,944.97	202,639,488.31
2022	176,736,775.01	32,859,655.62	35,769,747.52	245,366,178.15
2023	243,746,747.04	39,070,224.04	33,047,072.58	315,864,043.66
TOTAL	1,510,695,437.95	182,697,647.36	517,385,872.54	2,210,778,957.85

Source: Prepared by the author based on data from Info@od.

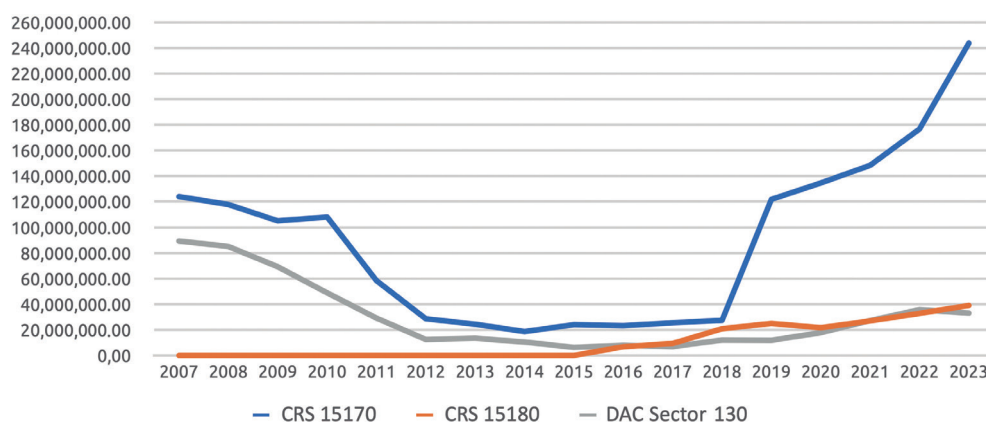
EVOLUTION OF TOTAL GENDER ODA (2007-2023)

Source: Prepared by the author based on data from Info@od.

It is also important to note that this increase has not had the same impact on the two CRS and DAC 130. Most of this growth, as can be seen in the graph below, has been in CRS 15170, affecting CRS 15180 and DAC Sector 130 to

a lesser extent, where there has also been some evolution, but not to the same extent. In fact, in the DAC 130 Sector there has been a decrease in ODA in 2023 from €35,769,748 in 2022 to €33,047,073.

GRAPH 2. ODA EVOLUTION CRS 15170 AND 15180, AND DAC SECTOR 130 (2007-2023)



Source: Prepared by the author based on data from Info@od.

If we also take into account Spanish Cooperation's total ODA GE to CRS 15170 and 15180 and to DAC 130, we can see how it has also fluctuated over the period analysed. From 5.68% of the total in 2007, there was a gradual decline from that year onwards, reaching its lowest point in 2016 (1%), with an uptick in

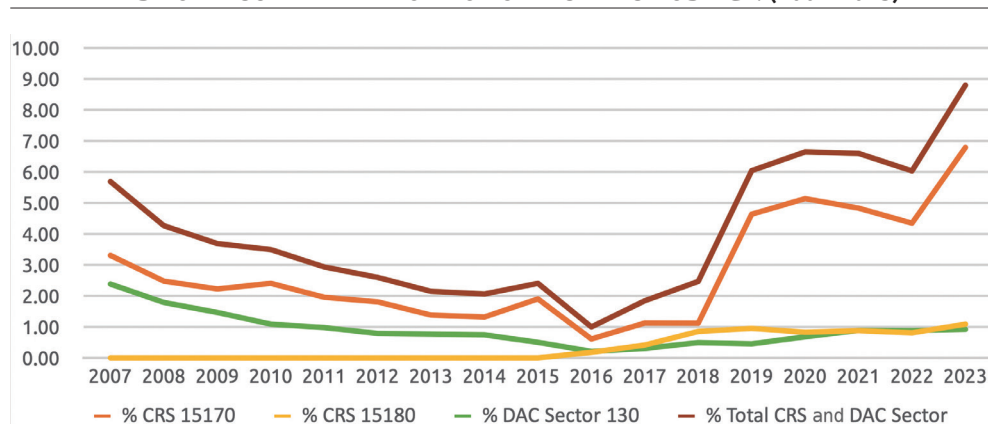
2015 (2.4%). From 2017 on, the figures recover again, with a significant jump from 2019 on, surpassing 6%, reaching 8.79% in 2023, mainly due to the increase of more than two points in CRS 15170, which went from 4.34% of total ODA in 2022 to 6.79% in 2023.

**TABLE 2. % OF TOTAL SPANISH ODA GE FOR CRS 15170 AND 15180
AND DAC SECTOR 130. (2007-2023)**

PER YEAR	% CRS 15170	% CRS 15180	% DAC SECTOR 130	% TOTAL CRS AND DAC SECTOR	TOTAL SC ODA
2007	3.30	0.00	2.38	5.68	3,752,633,585.26
2008	2.47	0.00	1.79	4.26	4,760,266,198.66
2009	2.22	0.00	1.46	3.69	4,728,414,073.51
2010	2.40	0.00	1.09	3.49	4,495,825,618.81
2011	1.96	0.00	0.98	2.93	2,987,548,840.67
2012	1.81	0.00	0.79	2.60	1,585,538,730.70
2013	1.38	0.00	0.76	2.14	1,768,727,711.11
2014	1.32	0.00	0.74	2.06	1,414,780,156.73
2015	1.90	0.00	0.50	2.40	1,263,905,014.37
2016	0.61	0.18	0.21	1.00	3,819,605,622.35
2017	1.12	0.41	0.30	1.84	2,271,208,623.27
2018	1.12	0.85	0.49	2.47	2,448,942,065.38
2019	4.63	0.95	0.45	6.04	2,629,604,073.27
2020	5.14	0.83	0.68	6.64	2,620,906,543.91
2021	4.83	0.88	0.89	6.59	3,072,841,135.45
2022	4.34	0.81	0.88	6.03	4,069,941,838.18
2023	6.79	1.09	0.92	8.79	3,591,839,116.09
TOTAL	2.95	0.36	1.01	4.31	51,282,528,947.72

Source: Prepared by the author based on data from Info@od.

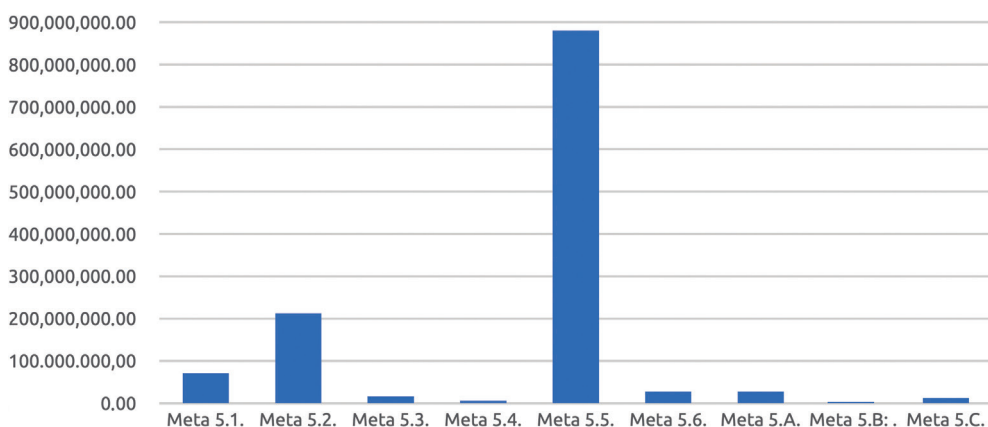
**GRAPH 3. EVOLUTION % CRS 15170 AND 15180, SECTOR DAC 130
AND TOTAL SUM IN RELATION TO TOTAL SPANISH ODA GE. (2007-2023)**



Source: Prepared by the author based on data from Info@od.

Since the adoption of the 2030 Agenda, ODA can also be analysed according to the different SDG5 targets, where we can observe the evolution of this period which indicates a primacy of Target 5.5.

on women's participation, followed at a considerable distance by Target 5.2. which addresses the fight against gender-based violence.

GRAPH 4. ODA GE ACCORDING TO SDG5 TARGETS (TOTAL PERIOD 2016-2023)

Source: Prepared by the author based on data from Info@od.

The data are presented below, disaggregated year by year.

TABLE 3. ODA GE DISTRIBUTION ACCORDING TO SDG5 TARGETS (2016-2023)

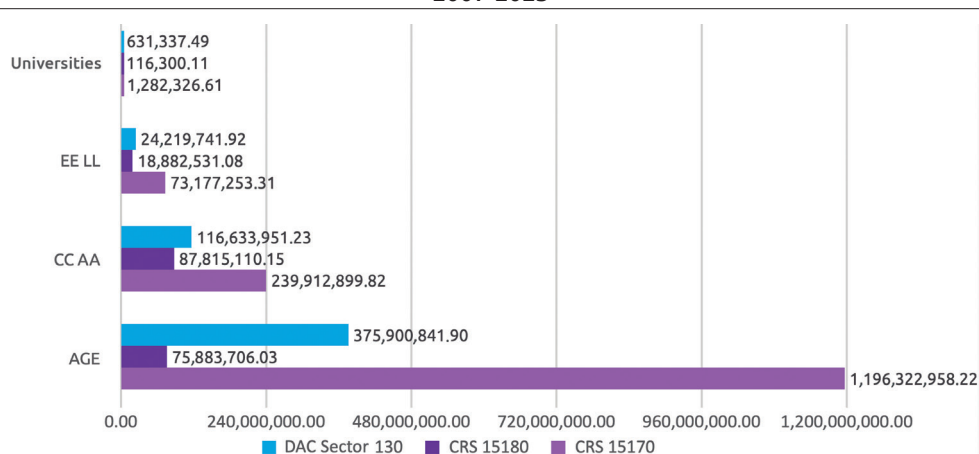
SDG5 Targets	2016	2017	2018	2019	2020	2021	2022	2023	Total
Target 5.1.	3,230,803.21	3,860,253.34	5,863,040.64	8,254,141.95	7,801,759.02	9,245,917.48	13,023,997.46	19,430,762.48	70,710,675.59
Target 5.2.	8,502,753.52	12,456,019.67	21,411,428.06	26,255,782.54	23,920,529.97	28,884,703.87	42,258,768.06	49,191,595.21	212,881,580.90
Target 5.3.	87,508.53	1,486,141.55	2,715,773.97	2,747,795.21	1,901,306.61	1,082,761.99	2,643,131.51	3,505,576.57	16,169,995.94
Target 5.4.	17,158.00	462,253.86	152,748.04	265,443.48	229,198.11	455,673.68	1,067,614.34	3,015,383.04	5,665,472.55
Target 5.5.	13,700,783.03	14,137,955.39	26,377,271.53	116,611,990.56	138,583,041.39	152,498,257.84	185,288,078.73	232,779,939.03	879,977,317.50
Target 5.6.	3,059,336.22	2,727,491.57	2,745,208.04	3,515,875.74	3,977,494.23	3,146,738.38	4,095,489.67	4,739,715.50	28,007,349.34
Target 5.A.	4,057,605.04	5,533,099.22	4,166,379.61	2,421,708.76	1,771,691.97	3,410,731.26	3,104,910.41	3,607,278.61	28,073,404.87
Target 5.B.	59,636.90	190,194.64	114,980.00	76,394.31	17,459.49	3,000.00	0.00	45,487.50	507,152.84
Target 5.C.	493,734.60	3,421,581.68	1,132,465.74	1,952,560.37	774,001.67	2,078,285.65	858,886.80	1,440,764.85	12,152,281.36
TOTAL	33,209,319.05	44,274,990.92	64,679,295.64	162,101,692.93	178,976,482.45	200,806,070.14	252,340,876.98	317,756,502.80	1,254,145,230.90

Source: Prepared by the author based on data from Info@od.

Finally, if we analyse gender ODA according to the type of agent, we can see that the Central Administration (AGE) is the one that has allocated the

most resources to this sector, reaching €1,196,322,958 during the period analysed, which corresponds to its role as the main financing agent.

**GRAPH 5. DISTRIBUTION OF ODA BY TYPE OF STAKEHOLDER IN GENDER SECTORS
2007-2023**

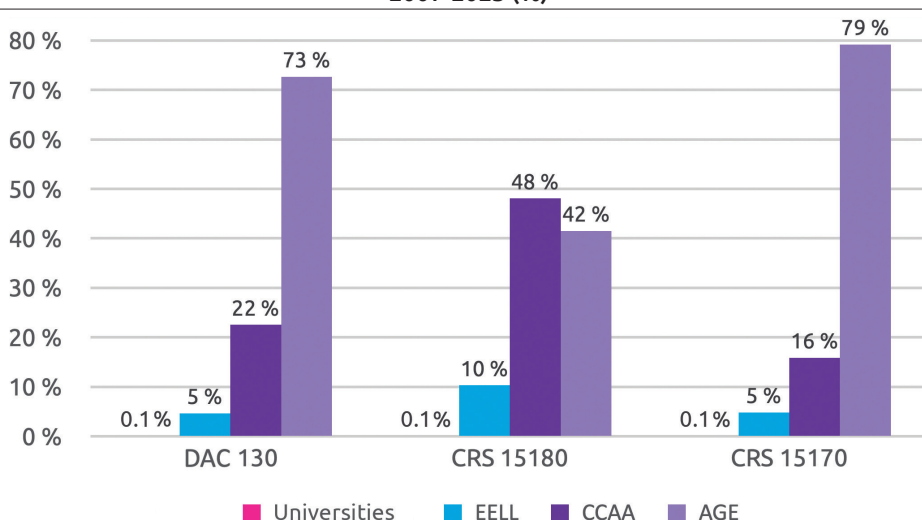


Source: Prepared by the author based on data from Info@od.

Based on the same data, analysing the weight of participation by type of agent in each of the DAC 130, CRS 15180 and CRS 15170 sectors, the contribution of

decentralised cooperation in actions aimed at the prevention and elimination of violence against women is particularly noteworthy.

**GRAPH 6. DISTRIBUTION OF ODA BY GENDER SECTOR FOR EACH STAKEHOLDER
2007-2023 (%)**



Source: Prepared by the author based on data from Info@od.

ANNEX 2: FRAMEWORK OF REFERENCE

The following is a list of the international and national frameworks of reference that have been considered most relevant for the drafting of this Feminist Cooperation Strategy. Due to its breadth, the specific regulatory framework of Autonomous Communities, local authorities and universities is not reflected.

1. International

1.1. United Nations

- *The Convention on the Elimination of All Forms of Discrimination Against Women CEDAW (1979/Entry into force: 1981/In Spain: 1984).*

It features an *Optional Protocol* as a complaints procedure and with a **Committee on the Elimination of Discrimination against Women**²¹

- *Commission on the Status of Women (CSW).* The main international inter-governmental body, under the Economic and Social Council, dedicated exclusively to the promotion of gender equality and the empowerment of women and girls. Leadership role in the monitoring and review of the DPfA²². It also contributes to the monitoring of the 2030 Agenda.

- *Vienna Declaration and Programme of Action (1993)* adopted at the **Vienna World Conference on Human Rights**, reaffirming that women's rights are human rights. Endorsing the creation (1994) of the position of the **Special Rapporteur on violence against women** reporting to the Human Rights Council.

- *ICPD Programme of Action (1994)* adopted at the **International Conference on Population and Development (ICPD)**, held in Cairo under the auspices of the United Nations.

Affirming the importance of sexual and reproductive health, including family planning, as a prerequisite for women's empowerment. Calling for an end to gender-based violence and harmful traditional practices such as female genital mutilation.

- *Beijing Declaration and Platform for Action (1995)* adopted unanimously at the **Fourth World Conference on Women** (Beijing), is a key global policy agenda on gender equality for women's empowerment that is still relevant today. Establishes gender *mainstreaming* as a new strategic approach, together with

²¹ The Committee regularly examines the progress made by individual States Parties as reflected in reports.

²² The annual session of the CSW brings together representatives of Member States, civil society and UN entities to discuss progress and gaps in the implementation of the DPfA. The main outcome document is the Agreed Conclusions, except in anniversary years when a Political Declaration is adopted, such as at the 69th CSW on the 30th anniversary.

a series of strategic objectives and measures for the achievement of gender equality in 12 areas of special concern (dual approach)²³: Every five years, countries produce a national report on their achievements in relation to the DPfA, which contributes to the **Regional Review Report**, which in turn feeds into the Declaration that is adopted in the anniversary year at the CSW.²⁴

- **The World Humanitarian Summit 2016** reaffirmed that gender equality, respect for the human rights of women and girls and their empowerment in the political, humanitarian and development spheres are a universal responsibility.
- **Agenda 2030** calls for gender equality as a necessary foundation for a peaceful, prosperous and sustainable world and an essential element for the achievement of its goals. It has a gender-specific Sustainable Development Goal, **SDG 5. Achieve gender equality and empower all women and girls**. It is also integrated

on a cross-cutting basis into the other Goals. SDG 5 reflects commitments that seek to transform norms, structures and practices by setting a series of **targets**.²⁵

- **Women, Peace and Security. UN Security Council Resolution 1325 (2000)** was the first to address the disproportionate and unique impact of armed conflict on women. Urges Member States to ensure women's equal participation in the prevention and resolution of conflicts and in the building and maintenance of peace and security. Mainstreaming a gender perspective in all areas of peacebuilding. As a complement, the Security Council adopted 8 other resolutions²⁶.

In 2017, Spain approved its **2nd National Action Plan for Women, Peace and Security (2017-2023)** which has four thematic areas: sexual violence in conflict, refugee and displaced women and girls, gender and prevention, and trafficking in women and girls.

23 Women and poverty; Women's education and empowerment; Women and health; Violence against women; Women and armed conflict; Women and the economy; women in power and decision-making; Institutional mechanisms for the advancement of women; Women's human rights; Women and the media; Women and the environment; Girls.

24 In 2025, the year of the 30th anniversary of the DPfA, Spain presented its national report for 2024. That year also saw the publication of the regional ECE review report.

25 5.1 End discrimination; 5.2 Gender-based violence; 5.3 Child marriage and female genital mutilation; 5.4 Care and domestic work; 5.5 Women's full participation and equal opportunities; 5.6 Sexual and reproductive health and reproductive rights; 5.7 Gender equality and women's rights; 5.a Equal rights to economic resources, women's access to property, land and other assets; 5.b Use of technology and access to ICTs for women's empowerment; 5.c Policies and laws for gender equality and empowerment.

26 Resolution 1888 (2009); Resolution 1889 (2009); Resolution 1960 (2010); Resolution 2106 (2013); Resolution 2122 (2013). Resolution 2242 (2015); Resolution 2467 (2019); Resolution 2493 (2019). Also important to mention Resolutions 2250 (2015) and 2419 (2018) focusing on the role of youth in conflict prevention, peacebuilding and security building, and highlighting the need for their active participation in these processes.

- **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2000)** -**Palermo Protocol**-first international instrument to address most aspects of human trafficking for the purpose of sexual exploitation. It establishes an agreed definition of human trafficking and a set of minimum standards to be supplemented by states.
- **Key International Labour Organisation (ILO) Conventions on gender:**

- **Convention Number 100.** On Equal Remuneration (1951).
- **Convention Number 111.** On Discrimination in Respect of Employment and Occupation (1958).
- **Convention Number 156.** On workers with family responsibilities (1981).
- **Convention Number 183.** On maternity protection (2000).
- **Convention Number 189.** On Domestic Workers (2011).
- **Convention number 190** and **Recommendation 206.** On violence and harassment (2019).

1.2. European scope and EU Law

Among the wide-ranging regulations, plans and strategies in the European context, it is worth highlighting the following:

- **The Council of Europe Convention on Preventing and Combating Violence**

against Women and Domestic Violence (Istanbul Convention, 2011), ratified by Spain in 2014, **is the most important and specific international legal instrument at continental level to prevent and combat all forms of discrimination and violence against women.** It recognises that violence against women is a violation of human rights; a manifestation of the historical imbalance between women and men that has led to the domination and discrimination of women, thus depriving them of their full emancipation; and that equality between women and men is a key element in the prevention of such gender-based violence.

- **The Council of Europe's Strategy for Gender Equality 2024-2029** has the overall objective of achieving effective gender equality and empowering women and men in the member states. Its strategic objectives cover gender stereotypes and sexism; preventing and combating violence against women and girls and domestic violence; equal access to justice for women and girls; balanced participation of women and men; women's empowerment and gender equality in global and geopolitical challenges; and gender mainstreaming.
- **The European Commission's Gender Strategy 2020-2025** is based on gender equality as a core value of the EU, a fundamental right and a key principle of the European Pillar of Social Rights. It aims to achieve a

gender-equal Europe where there is no gender-based violence, sexual discrimination or structural inequalities between women and men.²⁷ Its objectives and key measures: Combating violence and gender stereotypes; Achieving a prosperous economy with gender equality; Equal opportunities in decision-making and politics; Enhancing EU gender policy externally.

- **The EU's Third Action Plan for Gender Equality and the Empowerment of Women in External Action 2021-2025 (GAP III)** (extended until 2027) aims to accelerate progress in the empowerment of women and girls and safeguard the gains made in gender equality.²⁸

The 5 pillars of action are:

1. 85% of all new actions in external relations will contribute to gender equality and women's empowerment by 2025.
2. Common strategic vision and close cooperation with Member States and partners at multilateral, regional and national levels.
3. Accelerating progress, focusing on key thematic areas of intervention.
4. Leading by example.
5. Measuring the results.

- **EU LGBTIQ Equality Strategy 2020-2025**. This strategy defines a series of specific actions around four main pillars aimed at combating discrimination, ensuring security, building inclusive societies and leading the call for LGBTIQ equality around the world.
- The **European Care Strategy (2022)** seeks to ensure quality, affordable and accessible care services across the European Union and to improve the situation of both careers (professional or informal) and recipients of care. It is accompanied by **two Recommendations** to Member States on the **revision of the Barcelona targets** for early childhood education and care and access to affordable, high quality **long-term care**.
- **Care Economy and Policy Guidelines for EU Development Partners (2023)**. Agreed by all Member States in December 2023, during Spain's Presidency of the Council of the EU, these guidelines form a roadmap for making the right to care effective, with environmental sustainability as the ultimate goal.
- **EU-LAC Bi-regional Pact on Care (LAC)**, which was launched on 9 November 2025 at the 4th CELAC-EU Summit in Santa Marta, Colombia. The 16 LAC countries that have signed up are: Barbados, Belize, Brazil, Chile,

²⁷ Each year, the European Commission produces a Strategy Monitoring Report.

²⁸ Each year, the European Commission makes a follow-up report on this Plan.

Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Honduras, Mexico, Paraguay, Trinidad and Tobago, and Uruguay. It aims to facilitate regular dialogue on developments and best practices within the care economy, including policies, programmes, services, regulatory frameworks and institutional structures.

1.3. Others

OECD

- **OECD Development Assistance Committee (DAC) Recommendation on Gender Equality and the Empowerment of All Women and Girls in Development Co-operation and Humanitarian Aid (2024)**. It aims to provide a framework for promoting gender equality and the empowerment of all women and girls in development co-operation and humanitarian aid.
- **Gender Equality and Empowerment of Women and Girls: DAC Guidance for Development Partners (2022)**. The DAC recognises that gender equality and the empowerment of women and girls are prerequisites for the achievement of the 2030 Agenda. This Guide is a practical handbook designed around the programme cycle that provides practical steps on how to drive change.

- **Development Assistance Committee (DAC) Recommendation on ending sexual exploitation, abuse and harassment in development cooperation and humanitarian aid: key pillars of prevention (2019)**. In 2024 the DAC publishes the Toolkit for the implementation of this recommendation: *“Toolkit to support implementation of the OECD-DAC recommendation on ending sexual exploitation abuse and harassment”*.

2. National level

2.1. General framework

Spain has a well-developed regulatory framework, the fundamental basis of which is **Organic Act 3/2007, of 22 March, for the effective equality between women and men**, Article 32 of which, focused on Spanish development cooperation policy, states that the sectoral strategy in cooperation will be the vehicle for applying the equality law in development policy. This link has been very important in maintaining the validity of the Gender Strategy, the approach and its prioritisation as an instrument of compliance and implementation of the law, which has been maintained during several legislatures and the previous Master Plans (from 2nd to the 5th).²⁹

In this regard, we should also cover **Organic Act 1/2004, of 28 December, on**

²⁹ Systematisation of the Gender and Development approach in Spanish Cooperation (MAUC, 2024)

protection measures against gender violence.

Other planning regulations and instruments of note for the scope of this Strategy include:

- **Organic Act 2/2024, of 1 August, on equal representation and balanced presence of women and men** establishes mandatory zip lists, requires balanced presence in constitutional bodies or bodies of constitutional relevance, in the appointment of persons holding ministries, vice-presidencies, in senior and executive bodies of the Central Administration and other relevant entities and bodies. It also transposes in to Spanish law Directive (EU) 2022/2381 of 23 November 2022 on a better gender balance among directors of listed companies and related measures.³⁰
- **Organic Act 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.** The purpose is the guarantee and integral protection of the right to sexual freedom and the eradication of all sexual violence.

As its purpose is the adoption and implementation of effective, comprehensive and coordinated policies that guarantee awareness-raising, prevention, detection and punishment of sexual violence, and include comprehensive protection measures,

immediate comprehensive care and recovery in all areas in which the lives of women, children and adolescents develop, as the main victims of all forms of sexual violence.

- **Act 4/2023, of 28 February, for effective equal treatment for trans persons and to guarantee of rights for the LGBTIQ community.** It aims to develop and guarantee the rights of lesbian, gay, bisexual, transsexual and intersex (hereinafter LGBTI) persons by eradicating situations of discrimination and removing obstacles that prevent them from fully exercising their citizenship.
- **Act 15/2022, of 12 July, integral act on equal treatment and non-discrimination.** Law of guarantees, general and comprehensive, which aims to prevent and eradicate all forms of discrimination and protect victims, trying to combine the preventive approach with the restorative approach.
- **State Pact against gender violence.** In December 2017, the different Parliamentary Groups, the Autonomous Communities and Local Entities ratified this bipartisan agreement, bringing together a large number of institutions, organisations and experts in the formulation of measures for the eradication of violence against women. This Pact was renewed on 26 February 2025.

³⁰ The Organic Act goes beyond the Directive by requiring not only a balanced presence on the Boards of listed companies but also on the Boards of public interest entities and in senior management positions in both.

- **State Strategy to combat gender-based violence 2022-2025.** Contributing to the prevention, detection, eradication and reparation of all forms of violence against women. The strategy has a total of 267 measures structured in 4 axes of action.
- **3rd Strategic Plan for the Effective Equality of Women and Men 2022-2025 (PEIEMH).** Government roadmap for equality policies between women and men. It consists of 4 axes of intervention: Good governance; economics for life and the fair distribution of wealth; the guarantee of lives free of gender-based violence for women; and effective rights for all women in all spheres of life.
- **Trafficking in women and girls.** Some of the most relevant documents on the subject at the national level are:
 - Plan Estratégico nacional contra la trata y explotación de seres humanos (2021-2023).
 - Plan Operativo para la Protección de los Derechos Humanos de mujeres y niñas víctimas de trata, explotación sexual y mujeres en contextos de prostitución (2022-2026) “Plan Camino”.
 - Plan de acción contra la explotación sexual de niñas, niños y adolescentes del sistema de protección a la infancia.
 - Plan contra la trata de mujeres y niñas con fines de explotación sexual (2015-2018).
- **2nd National Human Rights Plan (2023).** This plan contains 421

measures articulated around four main axes of action, including Axis 3 “Equality of women and men as a guarantee of Human Rights”, which is developed through two General Objectives: 1. To eradicate all forms of violence against women and 2. To achieve real and effective equality between women and men; with measures ranging from combating gender-based violence to gaps in employment, care and work-life balance.

- **National Climate Change Adaptation Plan (2021-2030).** Integrates the gender perspective, also through its five-year work programmes, promoting measures for the collection of sex-disaggregated data, the development of specific indicators to understand gender inequalities, gender differences regarding access to information and training, and women as agents of change, favouring their access to leadership positions, among other issues.

2.2. Feminist foreign policy

In developing its feminist foreign policy, Spain has produced a series of key documents to guide the state’s external action.

- **Act 2/2014 on Foreign Action and the State Foreign Service.** In its preamble, it identifies the promotion of equality between women and men and the eradication of gender

violence among the values and interests of our country, stating in its articles that external action in the area of development cooperation will be oriented towards the promotion of women's rights and gender equality.

- **External Action Strategy 2025-2028.** As part of the reinforcement of Spain's action in the multilateral framework, the Strategy foresees that "progress will be made in the protection and promotion of human rights (...) and the reinforcement of our feminist foreign policy".

- **Feminist Foreign Policy Guide (2021).** Sets out the commitment to the dual strategy to accelerate progress on gender equality objectives. Refers to Policy Coherence and highlights the progress of national regulations and public policies, as well as national and international commitments on equality and women's rights. Also outlines guiding principles, including intersectionality and a transformative approach. Among the instruments, international cooperation is included and reference is made to the gender approach as a hallmark of Spanish Cooperation, both in development and humanitarian action.

Also mentions the need to increase the resources available for gender equality, as well as to redeploy human and material resources within the Foreign Service.

- **Feminist Foreign Policy Action Plan (2023-2024)** refers to the Spanish Foreign Action Strategy (2021-2024) which considers feminism as one of its substantive axes and to the 2nd National Human Rights Plan (2023-2027) which mainstream gender analysis and the feminist approach to reduce inequalities and gender-based violence within and beyond our borders.

According to this Action Plan, the feminist approach involves:

- Getting to **the root causes of structural gender inequalities and relate them with other factors of discrimination**, in order to give greater **transformative potential** to efforts to move towards real and effective equality in society.
- Driving processes for the **empowerment of women and girls**.
- Ensuring their **effective participation** in the **design and implementation** of **foreign policy** instruments, in **peacebuilding and human security**, and in the generation and improvement of **international standards and norms**.
- **Fosters partnerships, alliances and diverse platforms** to advance the rights agenda of women and girls in their diversity.

3. International cooperation

- **Act 1/2023, of 20 February, on Global Solidarity and Sustainable Development Cooperation.** It includes among its basic principles gender equality, promoted from a feminist approach, as an essential, transversal and distinctive element of Spanish Cooperation.

It also calls for intensified efforts to close gender gaps, combat all forms of violence and discrimination and promote the empowerment of women, girls and adolescents, as well as to strengthen their sexual and reproductive rights from a human rights and universal public health perspective.

The Law mentions sexual diversity as another indispensable priority of Spanish cooperation and promotes the protection and defence of the rights of the LGBTI community.

- **Spanish Cooperation Master Plan for Sustainable Development and Global Solidarity 2024-2027.** The Master Plan advocates for a forms of cooperation which, like foreign policy as a whole, is feminist, and places the empowerment and rights of women and girls, the fight against violence and discrimination, and the closing of structural gaps and inequalities at the centre of international action.

Moreover, it considers gender equality and the feminist approach both a

cross-cutting and a sectoral priority. It also emphasises a transformative approach that goes to the root and causes of structural inequalities between women and men, taking into account intersections with racial, ethnic and cultural inequalities, disability, age, sexual orientation, and other factors.

- **Royal Decree 708/2024, of 23 July, approving the Health and Safety Services Regulations.** The new statute broadens the framework of application, improves the rights of development workers and their families, and strengthens the duties of both development workers and promoting organisations. It also establishes measures to promote the training and professional development of development workers, as well as to facilitate their reincorporation once their international mission is over.
- **Royal Decree 1246/2024, of 10 December, approving the Statute of the State Agency «Spanish Agency for International Development Cooperation (AECID)».** The Statute “lays the foundations of AECID’s mission by defining it as responsible for the “promotion, programming, operational coordination, management and execution of public policies” of Spanish Cooperation, without prejudice to the competencies of decentralised cooperation, other ministerial departments and other specialised bodies.

Regarding its institutional vision, “AECID aspires to be an actor with global influence, building together with its partners a fairer, more sustainable and prosperous world, capable of responding to its challenges, committed to excellence and innovation, maximising the impact of its actions and being accountable for its actions to the Spanish citizens and those of its partner countries”.

The Statute also provides for the creation of the Sub-Directorate for Feminist Cooperation, Economic and Human Development and Governance, under the Directorate for Sectoral, European and Multilateral Cooperation. The functions of this Sub-Directorate include “mainstreaming the feminist and intersectional cooperation approach to gender equality in all AECID activities”.

- **Royal Decree 810/2025 of 1 February 2002, approving the Regulation of the Spanish Sustainable Development Fund (FEDES, FCPJ).** The text regulates the FEDES, a fund created by the GSSDC Act, as one of the fundamental instruments of Spanish sustainable development cooperation to respond to the demands for development financing derived from the Addis Ababa Action Agenda and the 2030 Agenda itself.
- **Spanish Strategy for Humanitarian Diplomacy (2023-2026).** Conceived as a tool to strengthen the humanitarian perspective in the state’s external action, it includes in its Objective 3 “Protect people in situations of vulnerability, leaving no one behind”, Axis 11 “Gender equality, diversity and the fight against sexual violence”.

