



# THE STUDY OF POLICY COHERENCE FOR DEVELOPMENT: CONSIDERATIONS AND MAIN DIMENSIONS<sup>1</sup>

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## 1. AN APPROACH TO THE DEVELOPMENT VISION

When approaching the analysis of Policy Coherence for Development (PCD) it's necessary to clarify the vision of development on which this concept is based. The concept of human development refers to the expansion of the capabilities, freedoms and options of the global citizens and the future generations. The Nobel Prize in Economic Sciences, Amartya Sen, describes development as freedom, freedom for people to choose how to live their lives. For this, freedom and the full exercise of people's rights should be guaranteed to all citizens<sup>3</sup>. This development vision, at least at the discursive level, is assumed by most of the State and multilateral actors from the international development system.

"Human development is the one that puts people at the center, making them become active participants in their own process of development, from a Humans Rights based approach.

According to the UNDP, human development consists on the expansion of people's capabilities to choose freely what they want to be and do, in a way that enables them to enjoy long, healthy and creative lives, pursue goals they consider valuable and participate actively in the sustainable and equitable development of the world they share.

Therefore, development is the freedom, a real freedom. It's the guarantee of the full exercise of fundamental rights, but also the guarantee of material means like income and wealth, opportunities,

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<sup>3</sup> Sen, A. (1999): *Development as Freedom*, Oxford University Press, Oxford.



access to education or health. Moreover, it's the capability of being able to express themselves in democracy and feel safe, to be able to live in a healthy environment, and be confident and have self esteem in the vital project itself"<sup>4</sup>.

There are three elements underlying this definition:

In the first place, it's a multidimensional concept of development that incorporates the different scopes of human organizations. Therefore, it's a must to incorporate in the same way the social, environmental, civil, politic and economic dimensions to the work towards human development, and neither of these dimensions should be prioritized over the others. In this context, while economic growth is presented as a positive condition, it may not be enough to ensure the extension of people's freedom and choices. In this sense, there has traditionally been a trend to identify human welfare and economic growth as one of the main theoretical and methodological foundations of economic orthodoxy<sup>5</sup>. For decades, development has been evaluated considering only the monetizable activities over other considerations such as environmental sustainability, gender equality, wealth redistribution or the quality of the institutions<sup>6</sup>. Moreover, this approach is based on environmentally unsustainable patterns of consumption and growth that ignore the natural limits of the planet<sup>7</sup>. However, if the multidimensionality of the work for development is not taken into account, economic growth policies could be counterproductive if they mean the violation of economic, social or cultural rights of groups, communities, countries or people.

Secondly, it's a Humans Rights based approach vision that ensures a space where favored groups can't monopolize the processes, policies and development programmes. The Human Rights framework implies that institutional agents have the duty to facilitate and encourage development<sup>8</sup>, moving passed the moral imperative that was established by the basic needs approach in the seventies. This vision enables the creation of a framework of guarantees so that citizens can claim, in a legally binding manner, a number of rights that mean more empowerment options for social groups.

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<sup>4</sup> MAEC (2012): *IV Plan Director de la Cooperación Española 2013-2016*, Gobierno de España, Madrid.

<sup>5</sup> Unceta, K. (2009): "Desarrollo, subdesarrollo, maldesarrollo y posdesarrollo. Una mirada transdisciplinar sobre el debate y sus implicaciones", Carta Latinoamericana. Contribuciones en Desarrollo y Sociedad en América Latina, 7, pp. 1-34.

<sup>6</sup> *Idem*.

<sup>7</sup> UNDP (2010): Human Development Report 2010. *The Real Wealth of Nations: Pathways to Human Development*, Mundi-Prensa, Madrid; Oxfam Internacional (2011): *Growing a Better Future*, GROW Campaign [http://www.oxfam.org/sites/www.oxfam.org/files/growing-a-better-future-010611-es\\_0.pdf](http://www.oxfam.org/sites/www.oxfam.org/files/growing-a-better-future-010611-es_0.pdf) (01/04/2011).

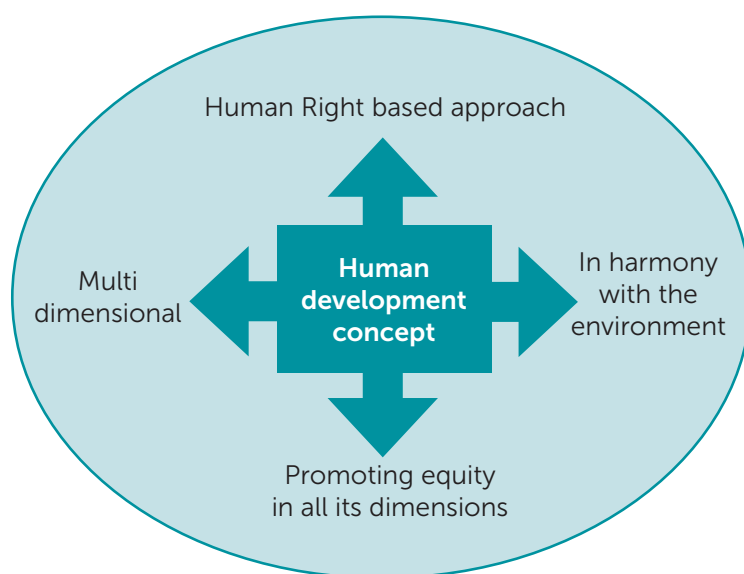
<sup>8</sup> United Nations (2003): *The Human Rights Based Approach to Development Cooperation: Towards a Common Understanding Among UN Agencies*. [www.unfpa.org/derechos/docs/entendimiento\\_onu.doc](http://www.unfpa.org/derechos/docs/entendimiento_onu.doc) (13/01/2013).



In the third place, while trying to expand the choices and opportunities for all citizens, it's a concept that should be aimed at promoting equality in several areas: i) the concept of equality should be included in the distribution of the development options and opportunities for all the people; ii) gender perspective is of fundamental importance as the rights of women have been restricted in different ways in all human societies; iii) it's both an intra-generational and intergenerational concept, meaning that the rights of one generation can't restrict the rights of future generations.

Other non occidental philosophical concepts like *Sumak Kawsay* or "Good Living" could be integrated within this notion of human development. "Good Living" advocates the need to establish a harmony and balance between nature and all the living beings<sup>9</sup>, highlighting the importance of the brotherhood and spirituality in the good living of all the Andean countries.

[Figure 1. The concept of human development: Implications.](#)



Source: Own resource.

In summary, the starting point of the concept of human development is that it involves the promotion of Human Rights for all the people, that can't be restricted for belonging to a State nor by any other particular characteristic. For this, more equality has to be encouraged, ensuring the better access for every human generation to social, civil, economic, politic and environmental rights.

<sup>9</sup> Cortez, D. (2009): The Social Construction of "Good Living" (*Sumak Kawsay*) in Ecuador; Genealogy of Policy Design and Management of Life, in *Minutes from the Congress for Intercultural Philosophy: Good Life as Humanized Life*, v. VIII, Ewha Womans University, Seoul, pp. 5-10.



## 2. COSMOPOLITANIZATION OF DEVELOPMENT

From a historical and philosophical perspective, cosmopolitanism is based on the idea that all human beings should be regarded as members of a single ethical-political community, the cosmopolitan community. From this approach, fundamental rights are attributed to people by their mere human nature without distinction of nationality, race, gender, ethnicity or any other particularity.

From this conception about citizenry and rights, the cosmopolitan approach assumes that we are in a world with increasingly porous borders where it's necessary to promote a global rights system of individuals. Cosmopolitanism is thus opposed to any vision of citizenship restricted by legal, nationalist, ethnic or regionalist criteria. In contrast, the "methodological nationalism"<sup>10</sup> understands political action based on the "Reason of the State". Within this context, the concept of citizenship is directly related to belonging to a State-nation through a social context that enables individuals to enjoy access to all the rights and duties of citizenship. However, as stated by Boaventura de Sousa Santos, if the social contract is based on a principle of inclusion, it also carries intrinsically a basis for exclusion. Therefore, modern citizenship means systematic processes of inclusion/exclusion which are in full force in the doctrinal basis of the modern State<sup>11</sup> (De Souza Santos, 2005).

Now, the cosmopolitan doctrine is not only situated in the normative space of the "must be", but it's the transnational processes that are established in all the areas of the work for development the ones that make that reality become cosmopolitan. Ergo, the cosmopolitan vision seems an appropriate doctrine to comprehend and manage the new social reality of interdependence and interconnectedness of social phenomena. Therefore, because "cosmopolitanization" describes a fundamental change in the structure of the economical, social, political and cultural reality of our time, it's necessary to reject the assumption that cosmopolitanism is a conscious and voluntary choice<sup>12</sup>.

Within this analytical framework, the concept of "cosmopolitanization of development" refers to the processes of deterritorialization and re-embedding

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<sup>10</sup> Methodological nationalism identifies society with the State, regarding them as a single unit of analysis, homogenizing society as a cultural entity and socially uniform. Methodological nationalism analyzes social phenomena in restrictive categories. The ontology of the national outlook assumes that society is subjected to the State, opposing the national and international as divergent categories. Thus, national grammar is constituted as an arborescent thought that operates in a hierarchical and central way, establishing binary and biunivocal relations. See Beck, U. (2005): *The Cosmopolitan Vision*, Polity Press, Cambridge.

<sup>11</sup> De Souza Santos, B. (2005): *Reinventar la democracia. Reinventar el Estado*, José Martí, La Habana.

<sup>12</sup> Beck, U. (2005): *The Cosmopolitan Vision*, Polity Press, Cambridge.



that have occurred in various areas of development as a consequence of the dynamic and changing interrelation of the different local, national and global spaces, the growing economical, political, environmental and cultural interdependencies between countries, and the increasing integration and reconfiguration of the economic and media powers within different spatial and temporal scales.

From this point of view, the “cosmopolitanization of development” would mean that, even though poverty, vulnerability or social exclusion could be considered at first as local issues, they have been transformed and reconfigured as the result of the globalizing dynamic, and that, at the same time, the integration, interconnection and interdependency process makes these phenomena, which were restricted to the local arena, exceed the boundaries to generate risks or threats in a much larger space than the traditional Nation State one<sup>13</sup>.

However, this doesn't mean that development issues don't respond to specific situations, institutional gaps and the disabilities of States to deal with their own national contradictions, but that these issues are the result of a complex dynamic between the local or national vulnerabilities and the global situation.

Summarizing, the “cosmopolitanization of development” is both a consequence and a constituent process of globalization. Globalization has led to changes in the social dynamics that affect the lives of all the people in the planet, and generate global challenges that can't be addressed effectively just from a purely unilateral and national perspective. Therefore, there aren't any national solutions for transnationalized development issues, nor global nor universal solutions for the own issues of each community or nation in particular.

### 3. THE CONCEPT OF POLICY COHERENCE FOR DEVELOPMENT

The work in PCD could be conceptualized as the mainstreaming of the development perspective within the design, implementation and evaluation of all the public policies of a country, which means mainstreaming the work for development in all government actions<sup>14</sup>.

As the phenomena mentioned in the previous paragraphs have reconfigured the development processes, turning poverty and inequality into global

<sup>13</sup> Kaul, I., Grunberg, I. & Stern, M. (1999): *Global Public Goods: International Cooperation in the 21st Century*, UNDP, Oxford University Press, Oxford; Beck, U. (2005): *The Cosmopolitan Vision*, Polity Press, Cambridge.

<sup>14</sup> Millán, N. (2012): “Coherencia de políticas para una gobernanza global”, in *Políticas coherentes para una ciudadanía global*, 9th Annual Report, Editorial 2015 y más, Madrid, pp. 39-47.



challenges, PCD also becomes an imperative in the cooperative action between States. This forces the move towards coordinated and coherent solutions, which enable to promote the construction of a more equal and stable world for all the international system<sup>15</sup>.

So, even though PCD is still an extremely ambitious goal and has major implementation problems, it's a comprehensive, global commitment of the Government in promoting development<sup>16</sup>. It's also a provoking concept, since the ultimate goal of the work towards coherence consists on gradually changing public policies so that they integrate transversely the human development perspective. Moreover, as the limits between the domestic and international dimensions get more diffuse and the agenda acquires a more intermestic<sup>17</sup> dimension, the development vision must mainstream both the domestic and international policies, assuming that all of them have important consequences in the possibilities of the progress of other countries and people.

This vision of PCD rests on four assumptions:

Firstly, it's a cosmopolitan concept of citizenship and rights. According to this approach, citizenship cannot be based on nationality as an inclusion link in a political community but, insofar as it's based on the ownership of inalienable rights exercised in the public space, citizenship rights should extend to all those who share this space, which limits coincide with the entire world; it's a sense of post-national citizenship linked exclusively to the adherence to universal values such as the Bill of Rights.

From a cosmopolitan point of view, PCD means to transcend and overcome the global/ local dichotomy systematically wielded both to separate the interests of nations and to divide and compartmentalize citizens' rights. So, a discursive resource that seems to conceive the State as a monolithic entity that only "competes" with the interests of other States is normally used.

Nevertheless, in this new globalized reality, economic and financial networks which favor actors that are no longer "contained and limited" by the State territory have been developed. In this sense, more than a contrast between the rights of some citizens and others, public policies can help or harm interest groups and actors that transcend national borders. Hence the necessity to overcome the conceptualization between citizens of the "South" and the "North", in order to understand that work

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<sup>15</sup> *Idem*.

<sup>16</sup> Alonso, J.A., Aguirre, P., Madrueño, R. & Millán, N. (2010): *Coherencia de políticas para el desarrollo en cinco donantes del CAD: Lecciones para el caso español*, Working paper no. 42, Fundación Carolina, Madrid.

<sup>17</sup> Evans, P. (2003): *Double-Edge Diplomacy. International Bargaining and Domestic Politics*, University of California Press, California.



towards human development aims to promote the rights of cosmopolitan citizenship.

Secondly, the action of a Government should be directed to promoting human development. In this sense, it's worth remembering that the concept of coherence has an "instrumental value", subordinated to the objectives that are defined as a priority within the public administration. This means that the consistency between the objectives, values, policies and instruments can be conditioned by different interests amongst which human development isn't normally considered as a political priority. Despite that there seems to be a clear awareness of the need to move towards a greater coherence of public policies amongst governmental officials, the real challenge is to identify and agree on what the ultimate goal this coherence should pursue. Consequently, in the search for a greater coherence in the bilateral and multilateral action, there is a need to assume that this coherence should be directed to expanding the options and opportunities of all the people towards human development and not towards particular or short term interests that other political agendas could conform.

Thirdly, although contradictory and legitimate interests coexist within a democratic system, the work towards development must be taken into account in the entire political action. In this sense, countries represent delicate and complex combinations of interests, groups, standards and rules and, therefore, achieving a total degree of coherence can become an incompatible and not a very desired objective for a plural, open and participatory system<sup>18</sup>. Nevertheless, the work towards PCD consists on the vision of human development being present in all the processes of decision making, even when this approach is not the only or main priority of a particular policy.

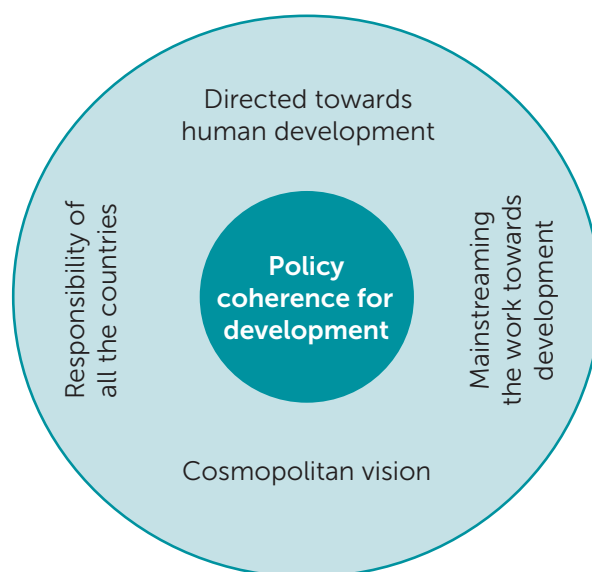
Finally, within the globalized context, the PCD agenda shouldn't be restricted to being the sole responsibility of developed countries. In this regard, the mentioned interdependency processes require all States to understand that the policies implemented have a major impact on the development prospects of other countries and people. To this effect, integrating the concept of PCD would not only mean improving the development capabilities of all the States of the planet, but that the countries, regardless of their stage of development, take on the responsibility of considering the consequences that their political action has on other societies and people.

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<sup>18</sup> Alonso, J.A. (2003): "Coherencia de políticas y ayuda al desarrollo: El caso español", in Alonso, J.A. y Fitzgerald, V. (2003): *Financiación del desarrollo y coherencia en las políticas de los donantes*, Los Libros de la Catarata, Madrid, pp. 235- 266.



Figure 2. The concept of Policy Coherence for Development and its implications.



Source: Own resource.

## 4. DIFFERENT VIEWS ON PCD

According to the research undertaken, the work for PCD refers to an unfinished process as different stakeholders have different views about what coherence entails. Next, the different ways of understanding PCD, present in both the academic discourse and the political practice of governments, are described.

In the first place, and as proposed in this article, the work towards PCD can be assumed from a cosmopolitan perspective. In this sense, it's imperative to integrate the need to move towards a collective and concerted action in the concept of PCD, that permits the management of the development issues that have been cosmopolitized. This is an extremely ambitious vision of PCD, given that States should not only promote the work at the domestic level but also develop mechanisms, along with other States, to cooperatively manage the new transnational challenges. So far, there are no States that have this vision of PCD, even though there are countries like Sweden and Denmark that have a broad doctrinal and political space for the cosmopolitan vision.

In the second place, PCD is understood as the integration of the development perspective within the design, implementation and evaluation of the public policies carried out by a particular Government. In this way, PCD means a cross sectional commitment with the development that affects all the areas of public action, even when development cannot be the only priority of the public policies of a Government. This could be the case of





Sweden, which has backed the establishment of a Global Development Policy, involving and making every ministry and government agencies responsible<sup>19</sup>.

In the third place, PCD has been understood as the work carried out to identify contradictions and incoherencies between policies. Though it can be conceived as a “reactive”<sup>20</sup> approach, it’s an approach that requires important capabilities to be able to identify the incoherencies and incompatibilities between policies, as well as the political will to modify such contradictions. This could be the case of Holland, that has established a Coherence Unit that deals with the different state governmental offices to identify and transform policies in a way that they contribute towards the promotion of human development, or at least so they don’t have negative consequences.

In the last place, there is a vision that identifies the work towards PCD as the work undertaken in the promotion of synergies and complementarities, exploring common areas of work but not identifying the incoherencies and contradictions that exist within public policies. This way of understanding PCD represents more the progress in the area of coordination than the real progress in what PCD represents. In this regard, it could be said that, as it doesn’t intend to correct the incompatibilities nor to assume the true contradictions that working for development implies, it’s an extremely restrictive concept.

Empirical evidence shows that between 2004 and 2011 that was the work that was carried out in the Spanish context<sup>21</sup>. The practical work undertaken by the General Directorate for Development Policy and Evaluation (DGPOLDE) was based on looking for synergies and common grounds between the development policy and the rest of the policies. In the case of Spain, this way of understanding PCD doesn’t include the need to solve potential and real conflicts between the different policies and development. In consequence, it’s an extremely limited conceptual and practical approach which only refers to the search for spaces of common interest where working together can bring benefits for all the ministerial stakeholders involved. Even though this work is aimed at achieving tangible results, they shouldn’t mean any important change nor “cost” for the ministries that were participating in these dynamics<sup>22</sup>.

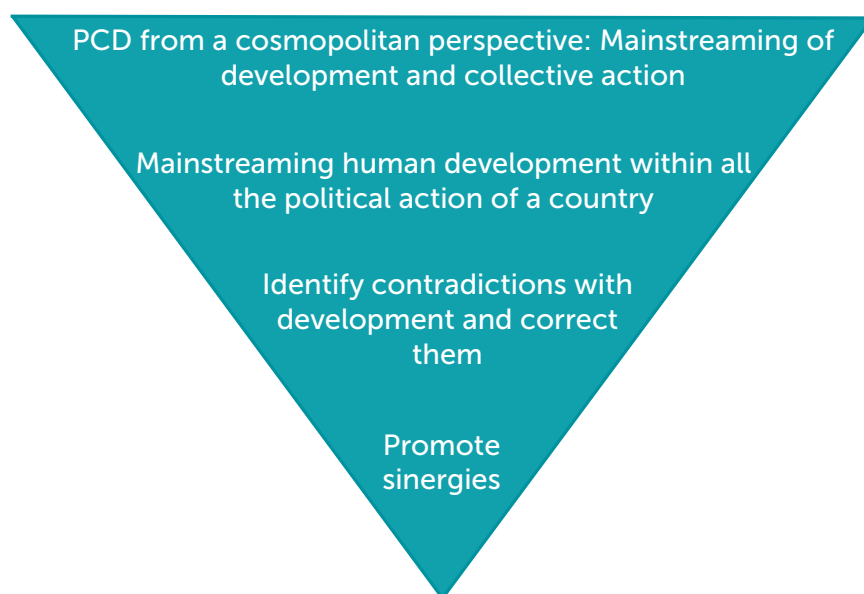
<sup>19</sup> Swedish Government (2003): *Shared Responsibility: Sweden’s Policy for Global Development*, Stockholm, <http://www.regeringen.se/sb/d/3428/a/24520> (18/06/2011).

<sup>20</sup> Ashoff, G. (2002): *Improving Coherence between Development Policy and Other Policies. The Case of Germany*, German Development Institute, Briefing paper.

<sup>21</sup> Millán, N. (2012): *Transnacionalización del desarrollo y coherencia de políticas: Un análisis de los casos de Suecia y España*, Thesis, UCM.

<sup>22</sup> Millán, N., Santander, G., Aguirre, P. & Garrido, A. (2012): *Coherencia de Políticas para el desarrollo en España. Mecanismos, actores y procesos*, Editorial 2015 y más, Madrid.

Figure 3. Different visions on PCD



Source: Own resource.

## 5. PCD WORK: IMPLICATIONS AND CHALLENGES

Some of the fundamental questions about the complexity of the concept of PCD have been described up until this point. Nevertheless, a more comprehensive analysis of this issue requires assessing the main implications and challenges of development work since, in light of the global economic crisis, some concepts and strategies that need to be taken with caution have been proposed.

### 5.1 IMPLICATIONS OF THE COSMOPOLITAN DOCTRINE

The first thing to be highlighted in the cosmopolitan vision is that the coordinated work towards human development is both positive and needed for all the States and actors, whether they are developed/donor countries or developing/recipient countries. It's worth to remember that together with progressive interdependency processes there are also high levels of inequality, which entail a great risk for the sustainability of the system as a whole. Therefore, the promotion of a positive international environment for human development is fundamental in order to minimize the international vulnerabilities, as poverty, extreme inequality, environmental degradation or Human Rights violations can become real global and national threats for the security of all the nations of the planet<sup>23</sup>. So, building a more stable and equitable world to expand the opportunities for the development of

<sup>23</sup> Beck, U. (2005): *The Cosmopolitan Vision*, Polity Press, Cambridge.



all countries and to ensure the full exercise of people's rights becomes a global responsibility concerning both the international community and all the countries, no matter the power or influence that each State think they have or effectively have in the international context.

As established by the realistic approaches to international relations, these phenomena seriously question the project of the Nation State that has to manage its policies in a competitive and exclusionary way. In contrast, it is necessary to move towards a multi-level, cooperative governance as the only "realistic"<sup>24</sup> way to manage the transnational challenges and threats. As Kropotkin<sup>25</sup> proposes, cooperative action is fundamental for human evolution and it generates benefits from the perspective of collective interest.

There are several examples that may illustrate the above. These examples refer to both transnational areas and local spaces such as: i) Highly polluting States in favor of controlling greenhouse gases. In this case, a country that is committed to fighting against climate change will generate positive externalities for both its own citizens and other societies that may be affected by global environmental degradation. ii) Promoting development cooperation as a policy of poverty reduction positively affects the most vulnerable populations while reducing the overall risks arising from high levels of poverty, inequality and interdependence. iii) Providing health benefits for immigrants, even if they are in an irregular status, involves both improving access to the rights of these citizens and the prevention of contagious diseases in the territory where these immigrants live.

In short, the cosmopolitan vision establishes that the work towards human development brings benefits for the general public interest of all citizens, regardless of the country where citizens belong to.

However, under a more limited doctrinal and time frame, on several occasions and especially in light of the global economic crisis, it has been suggested that the development work should be directed to a work that will generate benefits for all the interest groups involved in these policies. A kind of strategy where "all the parts involved win". In this sense, although the cosmopolitan vision is a win-win vision involving benefits for global citizens, it's necessary to make some clarifications regarding the use of this term and its implications as discussed in the following section.

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<sup>24</sup> *Idem.*

<sup>25</sup> The geographer and naturalist Piotr Kropotkin, in his work *Mutual Aid*, questions the paradigm of competition as a fundamental principle of human evolution. According to this author, the conceptions of the social theories derived from Darwinism came from a misreading of Darwin's theories. In contrast, mutual support (cooperation) is established as a central element in the evolution of different species in nature, including the human being. Kropotkin, P. (1970): *Mutual Aid: A Factor of Evolution*, New York University Press, New York.



## 5.2 “WIN-WIN” STRATEGY: QUESTIONS AND CHALLENGES

The “win-win” concept originates from the negotiation technique that pursues that all the parts involved share the benefits. In this kind of negotiation, the actors defend their own interests taking into account the interests of the other parts involved. The negotiation isn’t perceived as a confrontation between opponents but as a cooperative work. A common example used in the field of development to explain this situation is the internationalization of firms, which is seen as something positive both for the country of origin, as it betters the strategic position of the firm, and for the recipient country, as it increases its business network.

However, from the perspective of human development work, this “win-win” conception deserves a deep reflection about the actors, interests and motivations that interact within a State because, despite the potential validity of its arguments and practices, this strategy can sometimes lead to adverse effects to the public interest or hide policy objectives that are unconnected with the promotion of human development.

In this regard, the concept of the State as a monolithic whole, where different policies or negotiations abstractly benefit or damage it, has to be transcended. The State should be understood as a dense network of economic, political, social, cultural and symbolic relations where various actors construct a social reality and an own interpretation, sometimes divergent, of what is considered as “national”<sup>26</sup> interest. From this perspective, before considering an action that benefits “all the parts” to be valid, the following questions should be taken into account.

In the first place, it’s necessary to identify the actors that “win” in this situation. Therefore, it should be asked if it’s an action that benefits the private interests of some particular actors, if it benefits the public interests related to the general wellbeing, or if it benefits both. In this sense, the automatic relations that are established abstractly, like that the internationalization of a country’s firm is good for the whole country, needs to be transcended, and the implications of these actions have to be rigorously assessed. So, in the framework of a “win-win” strategy it’s necessary to question who wins and what interests does this theoretical “win” respond to.

In the second place, the dichotomy between local and global has to be overcome to comprehend a new globalised reality where networks that favor actors who go beyond the State’s territory have developed. In this case, the international “win-win” strategies could benefit a network of actors that respond to similar motivations and interests whilst belonging to different countries. Therefore, rather than disaggregating the analysis between States

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<sup>26</sup> Weldes, J. (1996): “Constructing National Interest”, *European Journal of International Relations*, 2(3), pp. 275-318.



or nationalities, it would be convenient to evaluate policies based on the private or public interests they responds to.

In this respect, progress towards greater PCD involves conflict and resistance from private actors who may be adversely affected by changes in public policies in favor of development. When the public policies benefit power groups and business lobbies systematically, institutions and structures that seek to maintain and perpetuate those claiming benefits are created. Consequently, the progress in PCD can be a political conflict, which generates significant institutional resistance and might mean a loss of power for certain groups.

In the third place, ecological economics reflects on if these win-win situations might generate externalities that are negative for other actors both spatially and temporally. I.e. a treaty that allows to promote the industrialization of an economic sector of two countries, even though it can benefit the actors of both countries involved in the negotiation, it can also have significant adverse effects on environmental degradation which harms both the future generations of the countries involved and the living conditions of other people and societies. Hence the need to analyse the negative<sup>27</sup> externalities or interferences of third actors.

Finally, the “win-win” approach has sometimes been used in a very questionable way as it has led to the instrumentalization of the development policies. This means that this vision can also be put into an “optimistic” frame, where development public funds are used to promote the particular interests of the States on the grounds that they will also better the development chances of the recipient countries. Therefore, this vision needs to be taken with caution when analysing the possible “synergies” between public policies and development policies.

In addition, when analyzing the so called “win-win” strategies, it’s necessary to consider what interests and actors respond to these actions transcending territorial and temporal restrictions that sometimes development studies are limited to.

## 6. THE FOUR DIMENSIONS OF THE WORK IN PCD

This section describes the major dimensions proposed in this paper to develop academic research in the PCD field.

The first dimension is limited to the analysis of the *cosmopolitan dimension* aimed at promoting collective, concerted and democratic action between all the countries in the world. The cosmopolitan dimension seems to be

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<sup>27</sup> Llistar, D. (2009): *Anticooperación. Interferencias globales Norte-Sur. Los problemas del Sur global no se resuelven con más ayuda internacional*, Icaria editorial, Barcelona..



the key element to address challenges and threats beyond the control of States and question the sustainability of the system as a whole. It is therefore necessary to analyze the multilateral action assumed by States, the international positions on development issues and the mechanisms that are established to promote multilateral action.

The second dimension refers to what is known as *vertical coherence*, which is the in-depth analysis of a policy (confluence of values, commitments, actions and systems) and its degree of coherence with human development. This vision of coherence refers to any scope of political action, therefore areas like trade, immigration, defense or environmental policies can be analysed. This dimension of coherence can also be applied to other spheres that not only refer to political action but also to other development actors such as private businesses or Non Governmental Development Organizations (NGDO). In this sense, the consequences of their actions for the promotion or limitation of human development is a scope that needs to be analyzed from a PCD perspective.

In addition, the starting point of this work is the concept of cosmopolitan or global citizenship, which is built on the foundation that the access to rights and duties goes beyond belonging to a Nation State<sup>28</sup>. In this context, a key area to evaluate are the policies developed by the governments and that affect the citizens that live in their territory. It's necessary to analyze if a policy is driven to increase the rights of its citizens or if, on the contrary, the policies restrict the freedom and rights of the people living in the country.

The third dimension is related to *horizontal coherence* that refers to the convergence or divergence between different public policies. In general, this is the most analyzed dimension in the PCD studies, and it's from this perspective that it is intended that the different government policies promote human development.

This dimension implies the government's global action, or what is known as "the whole of government approach"<sup>29</sup>. In the horizontal dimension, the institutional framework of PCD promotion in Government is analyzed. This refers to the mechanisms, actors and processes that are identified as PCD promoters, trying to meet the diverse logics and present motivations, as well as the different promoting and retardant factors occurred in these phenomena. At the same time, instruments and country-driven mechanisms in the promotion of PCD are examined, analyzing their nature, design and proceedings, as well as the degree of participation of the various actors and the different perceptions, values and existing positions with respect to PCD.

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<sup>28</sup> Nussbaum, M. (1996): "Patriotism and Cosmopolitanism", in Nussbaum, Martha & Joshua Cohen: *"For Love of Country: Debating the Limits of Patriotism"*, Beacon Books, Boston, pp. 3-17.

<sup>29</sup> *Idem*.



The fourth dimension applies to the *temporal coherence* of public policies related to the long-term consistency that a public policy should take if it's to achieve real results in human development. The move towards greater coherence is a complex task that requires a strong political consensus. Goal that seems complex when considering the accelerated dynamics of transformations that occur in the current globalizing stage and that make it even more difficult, if possible, for the policy makers, whose main incentive framework is more temporally limited, to assume and fulfill commitments in the long term.

Therefore there are diverse areas on the temporal coherence that are fundamental and that have to be taken into account when undertaking this analysis: i) formal educational content that is essential for the formation of critical citizenship committed with human development issues; ii) the capacity of civil society actors to mobilize public opinion in favor of the defense of Human Rights; iii) the consensus across the political spectrum about the importance of implementing policies that promote human development so that this commitment transcends the political cycle of a Government<sup>30</sup>; iv) the ability to design medium and long term policies and measures that meet the commitments made in development.

Table 1. The four dimensions of PCD

Dimensions	Cosmopolitan coherence	Vertical coherence	Horizontal coherence	Temporal coherence
Areas to which they refer to	Step forwards or backwards towards collective action amongst countries Step forwards or backwards towards Human Rights in the own country	It refers to a particular policy in relation to human development	Consistency among the various policies relating to human development	Consistency in time with human development

Source: Own resource

So far in this paper, a first approximation to the PCD dimensions established as an analytical method to analyze comprehensively this phenomenon has been developed. It's an analytical approach based on interrelated dynamic dimensions that affect various aspects of the work towards development.

<sup>30</sup> ECDPM & ICEI (2006): *EU Mechanisms that Promote Policy Coherence for Development. A Scoping Study*, Askant Academic Publishers, Amsterdam.





## 7. FINAL THOUGHTS

In line with the new global challenges, the PCD agenda has to become more relevant within the different levels of the local, national, regional and transnational work towards human development. In this sense, at the doctrinal level there is an increasingly widespread recognition that, in an interdependent and transnationalized world, the Official Development Aid programmes won't be enough to fight against poverty, achieve the MDG and promote global, sustainable and equal development amongst people. Therefore, countries and institutions must take a global approach to promote development that creates favourable environments for other countries and people.

In alignment with this cosmopolitan vision, the concept of PCD has been delved into as an alternative and necessary vision to collectively address the local and transnational challenges of human development that are presented in today's globalized world. At the same time, the starting point has been a concept which is based on the cosmopolitan citizenship ideology, which contemplates the multidimensionality of the human development challenges. In this regard, it has to be noted that PCD represents the mainstreaming of human development both at a local and transnational level in the design, implementation and evaluation of a country's public policies, regardless of its stage of development, economic capacity or position within the international system.

Consequently, it's necessary to integrate different dimensions within the PCD analysis that refer both to the contribution of a government's public action towards promoting human development and to the efforts made to promote the collective action required to globally manage the new development challenges that have become transnational. 🇺🇳



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