



SEVILLE PLAN

TO SUPPORT MULTILATERALISM: REFUGE, REINFORCEMENT AND REFORM



EXECUTIVE SUMMARY

The multilateral system is **one of humanity's greatest achievements**. Yet, **it has never been under such threat**. Long-standing concerns regarding its effectiveness, representativeness and legitimacy have been compounded by unprecedented pressure. Today, multilateralism is not only being questioned- it is being contested. And it is being eroded through action: an increasing recourse to unilateralism and confrontational power politics; flagrant violations of international law and international humanitarian law; deep cuts to development cooperation; and the paralysis and dismantling of numerous institutions.

In this context, **Spain will also act**. Our country will not remain passive in the face of a systematic attack on a global governance model that, despite its shortcomings and the need for profound reform, has delivered the most peaceful and prosperous eighty years in human history. Spain will strengthen its support for the multilateral system. While others step back, **we step forward**.

The Seville Plan stems from Spain's commitment to hosting the **Fourth International Conference on Financing for Development**, which reflects our determination to lead. The Plan is structured around three main pillars, under which concrete actions have been defined. **These are the "three Rs" of the Seville Plan**:

Refuge

At a time when multilateral organizations are under siege, **Spain offers a refuge** and a space of certainty and support for their work, standing firmly behind them.

- By opening a new United Nations House in Madrid and facilitating the relocation of personnel and units from international organizations.
- By increasingly hosting high-level international events.
- By promoting the participation of more Spanish nationals in international institutions.

Reinforcement

In response to the withdrawal of funding by many countries, **Spain will increase its contribution to development cooperation**, making it more efficient and better aligned with the most pressing needs of today's context.

- By committing to allocate 0.7% of Gross National Income to Official Development Assistance by 2030.
- By redirecting our contributions to international organizations, making them more effective, predictable, and focused on strategic sectors.
- By developing new and innovative financing mechanisms centered on debt, tax justice, and the mobilization of public and private capital.

Reform

Spain believes that the best and strongest defense of multilateralism is to commit to its deep reform, making it **more efficient, representative, transparent, and inclusive** in responding to the challenges of our time.

- By establishing a platform that will lead, with ambition and pragmatism, the reflection and action needed to refund the multilateral system.
- By playing a leading role in transforming the global health system, improving its architecture and governance.

España es plenamente consciente del momento difícil que atraviesa el multilateralismo. **No es una cuestión de idealismo. Es una apuesta por el pragmatismo.** Apoyamos el multilateralismo cuando más lo necesita. Porque es la mejor manera de defender el interés de nuestro país y de sus ciudadanos en el mundo. De garantizar un horizonte de paz y de prosperidad a las futuras generaciones, y de viabilidad al planeta que habitamos.

SEVILLE PLAN

TO SUPPORT MULTILATERALISM: REFUGE, REINFORCEMENT AND REFORM

ASSESSMENT

The multilateral system, established after the Second World War to ensure peace and global development through cooperation among States, stands as one of humanity's greatest achievements. The progress made over more than seven decades has been immense.

United Nations peacekeeping operations have played a decisive role in stabilizing various countries and currently protect approximately 125 million people in highly vulnerable contexts.



In the field of development, multilateralism has been key in driving historic improvements, which are now consolidated in the Sustainable Development Goals (SDGs).



Thanks to the momentum generated by the Millennium Development Goals, the proportion of people living in extreme poverty was halved between 1990 and 2015.



The Global Fund has saved more than 65 million lives since 2002 by combating HIV, tuberculosis, and malaria.



In the field of climate action, the **Paris Summit** marked a turning point by establishing international commitments to limit global warming, and in 2022, the target of mobilizing \$100 billion annually to support developing countries in addressing the climate crisis was achieved.



Multilateralism Under Unprecedented Pressure

Despite these advances, **multilateralism is currently under unprecedented pressure**. Its legitimacy and effectiveness are increasingly being called into question, not only due to its structural shortcomings, such as the limited representativeness of certain key bodies or institutional fragmentation, but also as a result of the rise of strongly unilateral ideological agendas that do not share the principles or objectives of the multilateral agenda.

This ideological retreat is particularly stark in the absence of condemnation or response to **flagrant violations of the United Nations Charter and international law**, such as those seen in the conflicts in **Ukraine and Gaza**, as well as in the progressive dismantling of commitments to international development cooperation.

Official Development Assistance (ODA) is undergoing severe cuts. The United States, which was the largest bilateral donor in 2024 with \$63.3 billion, has announced the closure of 83% of its cooperation programs

Other countries have also implemented significant reductions in their cooperation budgets for 2024 and 2025, and global ODA is projected to decline by between 9% and 17% in 2025.

Unless total contributions increase substantially, the development cooperation envelope may also face cuts in the upcoming Multiannual Financial Framework of the European Union. Along similar lines, the United Nations has already reduced its humanitarian funding target for 2025 from \$44 billion to \$29 billion.

The impact of all these cuts on multilateral organizations is profound and there is a clear risk of further fragmentation of the system. In the medium and long term, structural reforms are anticipated, including possible mergers between United Nations agencies and programs, reductions in the scale of operations and projects, or even the dissolution of some entities.

The humanitarian impact is especially severe at a time when needs continue to grow due to conflicts, natural disasters and the imperative to manage global public goods in an increasingly interconnected and populous world.

U A recent article published in Nature indicates that **cuts within the global health ecosystem alone could result in more than 25 million deaths over the next 15 years.**



If funding reductions are not accompanied by reform and prioritization measures, the current crisis may lead to a multilateral system and cooperative architecture that is not only smaller but also more fragmented and weaker —resulting in reduced impact and a less effective system precisely when needs are multiplying.

In this context, marked by the global rise of forces challenging the very foundations of the multilateral system, providing refuge, reinforcing, and reforming multilateralism is more urgent than ever. For this reason, Spain has decided to take a leading role and double down on its support for the United Nations and the multilateral system, committing decisively and strategically to its promotion and transformation based on the principles of science, solidarity and cooperation.

SPAIN'S COMMITMENT

Spain is a committed advocate of multilateralism, both in the political sphere and in development cooperation. At the 2024 Summit of the Future, the President of the Government reaffirmed Spain's support for a profound reform of the multilateral system, emphasizing the need to build a more inclusive, representative, and effective model of global governance.

This engagement is reflected in the adoption of the **Law on Cooperation for Sustainable Development and Global Solidarity in 2023**, as well as in Spain's firm resolve to strengthen investment in cooperation and humanitarian action.



In 2024 alone, Spain increased its **Official Development Assistance (ODA)** by 12%, surpassing **4 billion euros**, with nearly 170 million euros allocated to the United Nations.

Spanish ODA in 2024

+12%

+€4Billion

€170M to the UN



Since 2018, the budget of the Spanish Agency for International Development Cooperation (**AECID**) has more than doubled, exceeding **700 million euros**.

This commitment is also shared by Spanish society: 76.8% of Spaniards expressed support for international cooperation, and 85% approve United Nations' activities.

76,8%

In Favor of International Cooperation

85%

Approve of the UN's Activities

In response to the intensification of attacks against the multilateral system, Spain will redouble its commitment to an effective, inclusive, and rules-based multilateralism. The hosting of the **Fourth International Conference on Financing for Development in Seville in 2025** marks only a first step in reaffirming this determination to lead.

In contrast to those who withdraw from international institutions or advocate for their dismantling, **Spain will consolidate the advancement and improvement of multilateralism** as a central pillar of its foreign policy. We do so out of conviction, but also out of responsibility.

We act with a clear understanding of our capabilities and constraints, the demands and opportunities of the present geopolitical environment, and the distinct role entrusted to us as a key member of the European Union and a **consistent, committed contributor to the international community**.



Spain's response will be structured around **three pillars of action**:

REFUGE

At a time when multilateral organizations are under siege, Spain will serve as a refuge. We will deploy a strategy to host the headquarters and offices of multilateral bodies, attract and promote major events that advance the international agenda, and establish ourselves as a **global hub for multilateralism**.

REINFORCEMENT

Against the backdrop of funding withdrawals by many countries, **Spain will strengthen its commitment to multilateral financing** by increasing its investment in official development assistance, safeguarding its contributions to the United Nations system, and reallocating certain resources to fill the gaps left by others, ensuring that every euro invested is more effective, more efficient, and better aligned with global priorities.

REFORM

We will launch a **global platform** bringing together experts, civil servants, and members of civil society to propose a roadmap for the renewal of the multilateral system.

PILLARS OF ACTION

PILLAR 1: REFUGE

The current rise of the far right and the push for an international system based on unilateralism and confrontation are creating an increasingly hostile environment for international organizations.

Their founding principles are being openly challenged, while budget cuts are forcing them to scale back operations, implement staff reductions, and even consider relocating headquarters and programs to cities with lower operating costs.

This combination of political pressure, financial constraints, and growing uncertainties —both physical and regulatory— threatens the stability, independence, and effectiveness of the multilateral system at a time when its role is more essential than ever in addressing increasingly complex global challenges.



In this context, Spain seeks to establish itself as a hub for the promotion and projection of the multilateral system, offering a favorable environment for both the development of its activities and its operational structures.

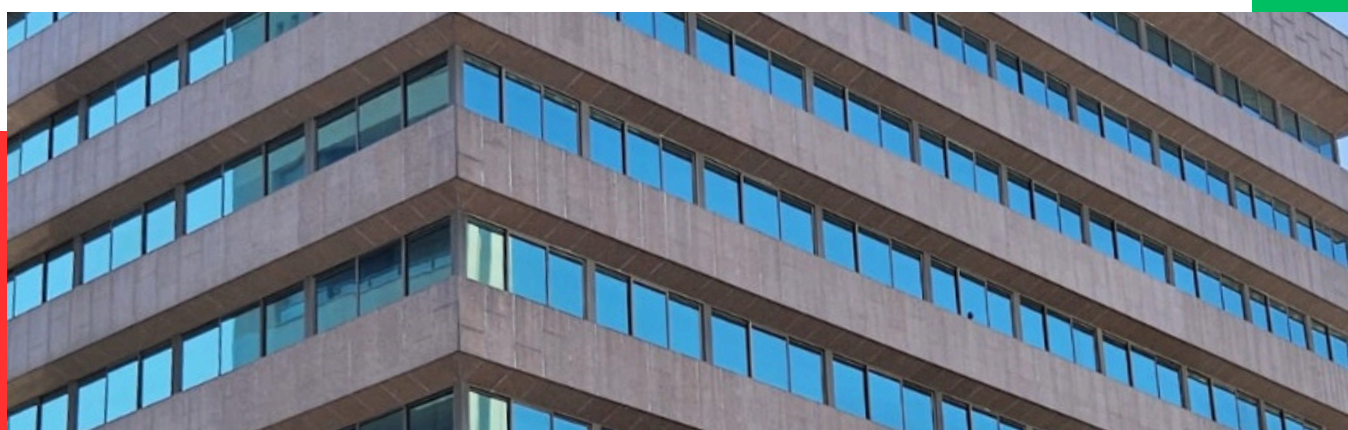
With strong political and social support, as well as competitive advantages in infrastructure, operating costs, and the availability of highly qualified personnel, Spain presents itself as a reliable and committed partner to international organizations.

This commitment is embodied in **three main lines of action**: attracting the headquarters of international organizations, hosting major multilateral events, and actively promoting the presence of Spanish professionals in leadership positions within these institutions.

To this end, Spain will undertake the following measures.

1. OPENING OF THE UNITED NATIONS HOUSE

Opening of the United Nations House in a landmark location in central Madrid, which will host teams from various UN agencies. Thanks to a new regulatory framework for host country agreements, an initial group of international institutions will be announced that will relocate departments and units to Spain.



**Naciones
Unidas**

**Building at Poeta Joan Maragall, 42, Madrid,
future UN House**



2. PROMOTING SPAIN AS A HOST COUNTRY FOR MAJOR INTERNATIONAL EVENTS

Promotion of high-level multilateral summits and international conferences in Spain. A dedicated unit will be established within the Ministry of Foreign Affairs, European Union and Cooperation to advance Spain's candidacies to host assemblies of international organizations and other major global events.



3. PARTICIPATION OF SPANISH NATIONALS IN MULTILATERAL ORGANIZATIONS

A more proactive approach will be taken to promote the presence of Spanish professionals in multilateral organizations, supporting both their entry and professional development. Particular emphasis will be placed on access to positions of responsibility and leadership.

PILLAR 2: REINFORCEMENT

For the first time in decades, the world is experiencing a sustained reversal in key development and security indicators.

Since the onset of the COVID-19 pandemic, the number of people living in extreme poverty has increased by over 70 million, undoing years of progress.

Hunger now affects more than 735 million people, a 20% rise since 2019. Meanwhile, global CO₂ emissions reached a record high in 2023, surpassing the previous year's levels.

The escalation of conflicts has led to an unprecedented number of forcibly displaced persons –over 122 million– double the figure from a decade ago. According to the latest SDG Progress Report by the UN Secretary-General, only 35% of targets are on track to be achieved by 2030, while 47% show moderate to severe deviations, and 18% are stagnating or regressing.

FACING HUNGER TODAY

735 MILLIONS
OF PEOPLE

DISPLACED

122 MILLIONS
OF PEOPLE



Against this international backdrop –marked, for the first time in many years, by a contraction in development aid– Spain has continued to strengthen its commitment.

In 2024, it increased its ODA by 12%, surpassing €4 billion. This represents €430 million more than the previous year and a 63% increase since the current progressive government took office. With this figure, Spain ranks as the 12th largest ODA donor in volume within the OECD's Development Assistance Committee (DAC).

Beyond the increase in funding, Spanish cooperation has launched an ambitious reform process under a new legal and operational framework that positions Spain as a growing and reliable actor, trusted by its partners and innovative in its approaches. This new model seeks to transcend a vertical "donor-recipient" logic in favor of mutually beneficial partnerships to address global challenges such as hunger, poverty, climate crisis, and global health.

Spanish ODA up by **63%**



In parallel, it is essential to strengthen the financial sustainability of international organizations, which today face an increasingly fragile resource base.

The gradual decline in the share of core budgets (funded through assessed contributions) and the growing reliance on voluntary contributions are constraining their operational and strategic capacities in the face of increasingly complex global crises.

The unbalanced growth of voluntary contributions compared to mandatory dues has led to fragmented financing, increased reliance on unpredictable and conditional resources, and a reduction in predictability and strategic coherence across the system.

Additionally, longstanding asymmetries persist in the international financial architecture, with contribution criteria often misaligned with the current economic weight of key regions, thereby undermining both the legitimacy and effectiveness of multilateral institutions.

The Government will continue to advance along this path in order to address three urgent challenges:

- Mobilizing greater and more effective resources for development.
- Ensuring the financial sustainability of international organizations responsible for driving forward the 2030 Agenda.
- Promoting innovative financing mechanisms.

To this end, Spain will undertake the following measures.

4. COMMITMENT TO ACHIEVING THE 0.7% ODA TARGET BY 2030

- Spain commits to adhering to a scheduled pathway to reach 0.7% of Gross National Income allocated to Official Development Assistance (ODA) by 2030, dedicating 10% of this amount to humanitarian action

5. REDEFINING SPAIN'S CONTRIBUTIONS TO LEAD THE RESPONSE TO MAJOR GLOBAL CHALLENGES

Spain will reorient its contributions to international organizations to address sectors particularly affected by the current context, such as global health, the climate emergency, and human rights and humanitarian action.

Allocated in the 2025–2027 period:



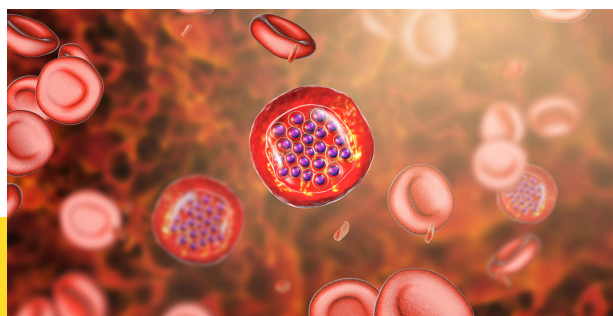
€315 M for global health



€500 M for climate change



€725 M for rights and humanitarian action



6. PROMOTING NEW MECHANISMS FOR SUSTAINABLE DEVELOPMENT FINANCING

Spain will promote the development and scalability of new financing mechanisms that contribute to sustainable development, with priority given to initiatives focused on debt, international tax justice, and innovative instruments for mobilizing public and private capital.

PILLAR 3: REFORM

The governance and architecture of the multilateral system have become outdated.

The core of the current system and its institutions were designed in the mid-twentieth century, reflecting the geopolitical balances of that era. However, the world has changed: the population has tripled, economic structures have been transformed, and centers of political power have been reconfigured. Expecting the current multilateral system to prevail over this new global reality, without profound adaptation and reform, is to condemn it to irrelevance. Today, the best defense of multilateralism is its reform.

Spain, in line with the foreign policy of the European Union, advocates for a thorough reform to update the multilateral order and make it more just, inclusive, and effective.

Our country recognizes the need to preserve many of the achievements and elements of the current system, while also being aware of its shortcomings. Spain will continue to press for longstanding demands for UN reform, such as the United for Consensus initiative regarding the Security Council. However, Spain will extend its reformist ambition to the whole system and all principal organs, as well as to international financial governance, with special attention to the Bretton Woods institutions, and to all international organizations in which we participate.



Spain will work both on the reform of existing organizations, focusing on their operations and governance, and on the broader multilateral architecture, to address the structural legitimacy issues that affect it.

This will be guided by four fundamental principles:

1 EFFICIENCY

By eliminating duplications and overlaps in mandates and structures, promoting synergies and collaboration for more agile and coherent action, and filling gaps in areas lacking governance mechanisms.



2 REPRESENTATIVENESS

By expanding the voice and participation of all countries in global governance, avoiding the use of veto powers, and ensuring gender balance in leadership positions.



3 TRANSPARENCY

By promoting clear mechanisms for accountability, access to information, and constant evaluation of strategies to strengthen mutual trust and bring the work of international organizations closer to citizens.



4 INCLUSIVITY

by fostering the participation of civil society, the private sector, the scientific community, experts, and subnational actors, ensuring an open multilateralism connected to reality.



To this end, Spain will undertake the following measures:

7. PLATFORM FOR THE REFOUNDATION OF MULTILATERALISM

Spain will launch a platform for reflection and action on the need to refound multilateralism, with a level of ambition and transformation comparable to that which emerged in the aftermath of the Second World War. At the heart of the initiative will be the establishment of a high-level expert group tasked with drafting a concrete proposal to be presented to the world's leading decision-makers.



8. LEADING THE REFORM OF THE GLOBAL HEALTH SECTOR

Spain will assume an active role in the transformation of the global health system, articulating its commitment through the Seville Platform for Action (SPA). It will also strengthen its contributions to specialized agencies and enhance its collaboration with civil society, NGOs, and philanthropic foundations in this field.

PILLARS

PILLAR 1: REFUGE

1. CASA ONU MADRID (THE UNITED NATIONS HOUSE IN MADRID)

Opening of the United Nations House in a landmark location in central Madrid, which will host teams from various UN agencies. Thanks to a new regulatory framework for host country agreements, an initial group of international institutions will be announced that will relocate departments and units to Spain.

- The United Nations House will open in a landmark location in central Madrid, hosting teams from various UN agencies. In particular those dedicated to humanitarian action, global health, sustainability, human rights, migration, and knowledge.
- Its objective is to generate synergies among agencies by offering an environment that facilitates inter-agency cooperation and engagement with national actors, including public administrations, civil society, research centres, and the private sector. This is a commitment by Spain in line with the priorities of the ongoing UN80 reflection process and the interest of certain institutions in decentralising operations and relocating part of their staff.
- Madrid responds to the expressions of interest by UN bodies, thanks to its many advantages: infrastructure, connectivity, a strong technological ecosystem, quality of life, and competitive operational costs.
- The building will be the current headquarters of UN Tourism, located at Calle Poeta Joan Maragall 42, which will be renovated to meet the UN's standards of sustainability, security, and functionality. With capacity for more than 100 staff members, the premises will host the future offices and personnel of UNSSC, ITU, UNICEF, ILO, and UNDP, among others.

- While the UN House in Madrid will position itself as a leading centre for sustainability, humanitarian action, and human rights, Valencia will serve as a digital and logistics hub. Building on the presence of the United Nations Information and Communications Technology Facility (UNICTF) in Valencia, other bodies have expressed interest in establishing specialised ICT offices in the city. The UN Fleet Centre in Sagunto will also expand. Operated by UNHCR and WFP, the Centre manages over 10,000 light vehicles –nearly half of the UN system’s global fleet.
- To facilitate the relocation of international organisations to Spain, a uniform legal framework for host country agreements will be established. It will provide legal and operational certainty, including a regime of privileges and immunities comparable to that of peer countries. This will enhance Spain’s attractiveness as a host country for staff and units from international organisations beyond the UN system, particularly international financial institutions and development banks.

2. PROMOTING SPAIN AS A HOST COUNTRY FOR MAJOR INTERNATIONAL EVENTS

Promotion of high-level multilateral summits and international conferences in Spain. A dedicated unit will be established within the Ministry of Foreign Affairs, European Union and Cooperation to advance Spain's candidacies to host assemblies of international organizations and other major global events.

- Building on the legacy of the Fourth International Conference on Financing for Development, held in Seville, Spain will seek to attract multilateral conferences, general assemblies of international organizations, and major global sectoral events. This strategy aims to position Spain as a leading platform for dialogue and exchange on global challenges, as a concrete contribution to strengthening multilateralism in the current context.
- Several Spanish cities will host major events in the second half of 2025, including the International Conference on Responsible AI in the Military Domain (REAIM) in A Coruña; Mondiacult, the UNESCO World Conference on Cultural Policies and Sustainable Development, in Barcelona; and the Global Summit of the Open Government Partnership (OGP) in Vitoria. In 2026, Spain will host the XXX Ibero-American Summit of Heads of State and Government, as well as the Annual Assembly of the Central American Bank for Economic Integration.
- A dedicated unit will be established within the Ministry of Foreign Affairs, European Union and Cooperation to support Spain's candidacies to host international assemblies and global meetings. The unit will coordinate closely with the Office of the Prime Minister and, in the case of international financial institutions, with the Ministry of Economy. It will identify opportunities, prepare candidacies, and provide institutional and logistical support to host cities.

- Candidacy efforts will be accompanied by proactive diplomatic engagement, leveraging both multilateral networks and bilateral relationships. Support will also come from the private sector, think tanks, and Spanish nationals or Spain-affiliated professionals working in international organizations.
- This initiative will adopt a territorial approach, promoting the decentralisation of events and drawing on Spain's cultural richness and diversity to strengthen the international profile of its cities and regions as global reference points. Bringing multilateralism to all corners of Spain will also contribute to connecting it more closely with our citizens.

3. PARTICIPATION OF SPANISH NATIONALS IN MULTILATERAL ORGANIZATIONS

A more proactive approach will be taken to promote the presence of Spanish professionals in multilateral organizations, supporting both their entry and professional development. Particular emphasis will be placed on access to positions of responsibility and leadership.

- Spain will intensify its efforts to ensure a more effective representation of its interests in the multilateral sphere by actively supporting an increased presence of Spanish nationals in international organizations, especially in senior, leadership, and strategically roles.
- Oversight will fall under the responsibility of a coordination group led by the Office of the Prime Minister and the Ministry of Foreign Affairs, European Union and Cooperation, with the involvement of relevant ministries in relation to specific sectoral organizations. In matters concerning international financial institutions, coordination will rest with the Office of the Prime Minister and the Ministry of Economy, Trade and Enterprise.
- This coordination group will be tasked with promoting Spanish candidacies for senior and high-level positions. In selection processes where Spain does not present a candidate, a strategic approach will be developed to support those profiles that best reflect the values and interests of our country.
- Permanent Missions to International Organizations will play an active role in this endeavour by providing early alerts on upcoming opportunities, assisting in the identification of suitable candidates, and promoting candidacies. Enhancing information-sharing among the Permanent Missions network will be essential for identifying promising candidates who may advance their careers by transitioning between organizations.

- Once strategic vacancies of interest to Spain are identified, a tailored promotional strategy will be deployed. This will include diplomatic démarches, high-level outreach, and the building of alliances with partner countries to secure reciprocal support. A comprehensive monitoring system will be established. The coordination group will hold regular meetings to review the progress of candidacies and assess new opportunities. An annual strategic evaluation report will be prepared to refine the roadmap, inform future decisions, and assess the outcomes of this initiative.
- To support candidacies and facilitate access to international organizations for junior profiles, a mentorship programme will be launched, led by senior Spanish officials already serving in international organizations and the Association of Spanish International Civil Servants (AFIE), coordinated by the International Civil Servants Unit (UFI) within MAUEC. Investing in the leaders of tomorrow means cultivating a strong pool of young Spanish professionals oriented toward multilateral careers.

PILLAR 2: REINFORCEMENT

4. COMMITMENT TO ACHIEVING THE 0.7% ODA TARGET BY 2030

Spain commits to adhering to a scheduled pathway to reach 0.7% of Gross National Income allocated to Official Development Assistance (ODA) by 2030, dedicating 10% of this amount to humanitarian action

- Spain will present a timeline of targets from 2026 to 2030 to reach 0.7% of Gross National Income allocated to ODA by the end of the decade. Through this clear commitment, our country guarantees a stable financial contribution aligned with the most urgent global needs, at a time when other countries are cutting back their support for development cooperation.
- Spain will provide a clear roadmap and a sense of certainty for achieving a long-standing demand of Spanish civil society, currently set with a 2030 horizon (Article 1.6 of Law 1/2023 on Cooperation for Sustainable Development and Global Solidarity).
- The fulfilment of this commitment will follow the accounting criteria agreed within the OECD, through multiannual indicative planning that will determine the necessary allocations in the General State Budget, based on the budgetary availability of each year.
- In coordination with different levels of government, budgetary contributions to ODA made by autonomous communities, local authorities, and other public entities will also be taken into account when calculating progress toward the stated target.

5. REDEFINING SPAIN'S CONTRIBUTIONS TO LEAD THE RESPONSE TO MAJOR GLOBAL CHALLENGES

Spain will reorient its contributions to international organizations to address sectors particularly affected by the current context, such as global health, the climate emergency, and human rights and humanitarian action.

- In an international context marked by budgetary cuts in global health, the worsening climate emergency, and serious violations of human rights and international humanitarian law, Spain will undertake a comprehensive review of its budgetary contributions to multilateral organizations during 2025–2026. Priority will be given to these three critical sectors, with €315 million allocated to global health, €500 million to climate change, and €725 million to rights and humanitarian action between 2025 and 2027.
- This redefinition will be guided by four core principles that will shape the new multilateral financing strategy: (1) agility in disbursements, (2) predictability, through multiannual planning horizons, (3) essentiality, by prioritizing contributions to core budgets and other flexible financing mechanisms, and (4) focus, by concentrating disbursements on the most strategic sectors for Spain's external action.
- The strategy will be integrated into Spain's international cooperation planning. As a first step, its design will be based on:
 - an updated assessment of the current profile of contributions to multilateral organizations (volume, sectors, instruments);
 - a comparative analysis with European partners, in line with the EU principle of policy coherence;
 - a consultation process with key stakeholders from the cooperation and multilateral ecosystems, including NGOs, specialized international organizations, and partners from the Global South.

6. PROMOTING NEW MECHANISMS FOR SUSTAINABLE DEVELOPMENT FINANCING

Spain will promote the development and scalability of new financing mechanisms that contribute to sustainable development, with priority given to initiatives focused on debt, international tax justice, and innovative instruments for mobilizing public and private capital.

- Spain will promote two key debt-related initiatives, building on the Spanish proposals included in the Seville Platform for Action (SPA): (i) the Debt Pause Alliance, a public-private creditor alliance to support the implementation of debt service suspension clauses in the event of unforeseen crises; and (ii) a Debt Swap Hub to facilitate and improve debt-for-sustainable-development swap operations. Building on this latter initiative, Spain will also support the creation of a debt buyback fund in secondary markets to increase liquidity and reduce debt service costs for the most vulnerable countries.
- Spain will work to fully harness the potential of Special Drawing Rights (SDRs) to: (i) ease the debt burden of the most vulnerable countries; (ii) complement financing from multilateral development banks; and (iii) support systematic allocations—not necessarily based on quota shares—to address the needs of the most vulnerable countries.

- Spain will actively contribute to the initiative “Enforcing Effective Taxation of High Net Worth Individuals”, aimed at ensuring fair taxation of large fortunes. Spain will also support mechanisms that tax negative externalities and global flows that disproportionately benefit high-income segments, such as premium air travel. At the corporate level, Spain will continue advancing the full implementation of the OECD/G20 two-pillar solution to ensure fair taxation of multinational enterprises.
- In the field of innovative finance, Spain will promote the use of blended finance instruments that combine public, concessional, or philanthropic capital with private resources, through schemes that mitigate risks and enhance impact-adjusted returns.
- This agenda will be coordinated by the Ministry of Economy and presented in major international fora throughout 2025–2026, including meetings of the IMF, World Bank, and OECD, with the aim of building coalitions of countries to drive these reforms and strengthening coordination through the European Union.

PILLAR 3: REFORM

7. PLATFORM FOR THE REFOUNDATION OF MULTILATERALISM

Spain will launch a platform for reflection and action on the need to refound multilateralism, with a level of ambition and transformation comparable to that which emerged in the aftermath of the Second World War. At the heart of the initiative will be the establishment of a high-level expert group tasked with drafting a concrete proposal to be presented to the world's leading decision-makers.

- The Platform for the Refoundation of Multilateralism will be conceived as a process that consolidates and builds upon all the work carried out to date on the deep reform of the multilateral architecture and global governance, with the ambition of channelling it into a concrete, actionable proposal, driven by a coalition of like-minded countries and prominent sectors of civil society.
- The work of the Platform will be led by a high-level expert group, which will develop its proposal over the course of the coming year, taking as its starting point the recommendations put forward in 2023 by the United Nations Secretary-General's High-Level Advisory Board on Effective Multilateralism.
- The Expert Group will present its findings in September 2026, in conjunction with the opening of the annual session of the United Nations General Assembly. Spain will take the lead in driving the subsequent implementation phase, using the platform as a lever for follow-up and action, especially in the context of the transition in UN leadership.

- In addition to the Expert Group, the Platform will bring together all stakeholders committed to multilateralism and particularly interested in advancing a profound reform of the global governance system: countries aligned with Spain's vision, international organizations, globally influential figures, leading voices from academia, foundations, think tanks, universities, NGOs, private sector actors, and civil society at large.
- The Platform for the Refoundation of Multilateralism will be consolidated as a permanent initiative, designed to support the implementation of the proposal over time, as well as its ongoing refinement and improvement. Although its conclusions will not be legally binding, the Platform will aim to serve as a first step toward a future intergovernmental conference with the mandate, legitimacy, and capacity to effectively refound the multilateral system and its institutions –when international conditions allow. Its goal is to achieve this transformation through global consensus and cooperation among nations, without the trauma of a major conflict, which marked the foundational moments of international governance in the last century.

8. LEADING THE REFORM OF THE GLOBAL HEALTH SECTOR

Spain will assume an active role in the transformation of the global health system, articulating its commitment through the Seville Platform for Action (SPA). It will also strengthen its contributions to specialized agencies and enhance its collaboration with civil society, NGOs, and philanthropic foundations in this field.

- Spain will strengthen its engagement with specialized global health organizations, in line with its Global Health Strategy 2025–2030. To this end, it will work closely with the World Health Organization (WHO); Gavi, the Vaccine Alliance; the Global Fund to Fight AIDS, Tuberculosis and Malaria; the Gates Foundation; Unitaaid; and the Pandemic Fund, among others.
- Spain will implement the global health roadmap developed by the Ministry of Foreign Affairs, AECID, and the Ministry of Health. Key priorities include supporting the renewed global health architecture, with WHO at its core, and streamlining the current ecosystem of actors to build a more coordinated and efficient system. Spain will also reinforce international cooperation to strengthen National Health Systems and Services (NHSS) as a foundation for achieving universal health coverage, a cornerstone of SDG 3.
- Spain will contribute to ensuring that global health needs are financed in a manner that is sufficient, sustainable, predictable and flexible. This collective effort must take place at the local, national and international levels. Based on the right to health, Spain will promote increased dialogue to foster joint efforts towards equitable access to prevention programmes and health technologies for those most in need.

- In the area of financing, Spain will reinforce its role through significant increases in its budgetary contributions. These include: (1) an 11.5 per cent increase in its contribution to the Global Fund to Fight AIDS, Tuberculosis and Malaria, from EUR 130 million to EUR 145 million; and (2) a 30 per cent increase in its financial contribution to Gavi, reaching EUR 130 million for the 2026–2030 period.
- Since May 2025, Spain has held a seat on the WHO Executive Board. This position provides a strategic opportunity to contribute to the ongoing debates on the reform of WHO governance. Spain will also maintain a voluntary contribution of EUR 60 million for the 2025–2028 period, reaffirming its commitment to the institutional strengthening and strategic direction of the organisation.
- Within the EU, Spain will advocate for global health to become a shared priority among Member States. It will promote the implementation of key regulatory and policy frameworks, including the European Health Union, the European Health Data Space and the Pharmaceutical Strategy.



SEVILLE PLAN TO SUPPORT MULTILATERALISM: REFUGE, REINFORCEMENT AND REFORM