

**THE GOVERNMENT OF SPAIN'S ACTION PLAN
FOR THE APPLICATION OF UN SECURITY COUNCIL RESOLUTION 1325
(2000) ON WOMEN, PEACE AND SECURITY**

I. INTRODUCTION

United Nations Security Council Resolution 1325, passed unanimously on 31 October 2000, constitutes the decisive political framework for mainstreaming the gender perspective into the prevention, management and solution of armed conflicts.

The Resolution recognises that women and girls particularly suffer the consequences of armed conflicts, including as refugees and internally displaced persons.

Moreover, the Resolution recognises the important role that women play, both in conflict prevention and resolution and in peacebuilding, and it stresses the need for women to participate, in equality with men, in initiatives to maintain and foster peace and security.

It also recognises women as fundamental stakeholders in processes for negotiating peace agreements and planning refugee camps in the countries devastated by conflicts.

The Resolution highlights the fact that there must be full respect for the international law applicable to the protection of women and girls, especially as civilians, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999, as well as the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000.

In addition, the Resolution means the culmination and recognition of a process that has taken place over recent decades, wherein civil society, through women's organizations, has played a decisive role. Specific mention may be made of the World Conferences on Women in Nairobi (1985) and Beijing (1995), sponsored by the United Nations, and the resolutions therein made. In Nairobi United Nations agencies were urged to incorporate mechanisms defending the rights of women, particularly the victims of rape and gender discrimination. The Beijing Conference included in its Declaration and in its Platform for Action the importance of taking account of violations of women's human rights in armed-conflict situations, especially violations through genocide, ethnic cleansing and the systematic raping of women in war situations and in vulnerable conditions, such as refugees and displaced persons.

Resolution 1325 mentions the need to increase women's participation, in conditions of equality, in the decision-making processes that take place to foster peace and security, as well as in conflict prevention and resolution and in peacekeeping operations. A second aspect centres on the need to promote greater participation by women in United Nations field-based operations,

especially as military observers, civilian police and human rights and humanitarian personnel. Lastly, the Resolution identifies the need to mainstream the gender perspective into peacekeeping missions, ensuring specific training for participating personnel, to guarantee full enjoyment of human rights for the women and girls in conflict and post-conflict areas.

The Government of Spain, taking account of all the international commitments signed to contribute to peacebuilding and the need to integrate the gender perspective into armed conflicts, has drawn up this Action Plan for the Application of Resolution 1325, which revolves around the following objectives:

1. To strengthen participation by women in peace missions¹ and in peace missions' decision-making bodies.
2. To promote the inclusion of the gender perspective in all peacebuilding activities.
3. To ensure specific training for personnel participating in peace operations, on matters of equality and about the different aspects of Resolution 1325, and in addition to foster knowledge and dissemination of Resolution 1325.
4. To protect the human rights of women and girls in conflict and post-conflict areas (including camps for refugees and displaced persons) and to foster women's empowerment and participation in the processes where peace accords are negotiated and applied.
5. To incorporate the principle of equal treatment and opportunities for women and men in the planning and execution of activities for Disarmament, Demobilization and Reintegration (DDR), as well as specialised skills training in that regard for all personnel participating in said processes.
6. To foster Spanish civil society's participation in connection with Resolution 1325.

All these objectives stem from the idea that, when starting up processes related with security and the construction of viable peaceful alternatives in conflict and post-conflict areas, the gender focus cannot be shoved aside, nor can the specific needs and situations of women and girls be ignored.

Furthermore, the National Action Plan bears very firmly in mind the requirement of incorporating women, in equal conditions, in representation mechanisms and in the decision-making processes that take place during the different phases of peace missions, keeping them from being relegated and their voices and needs from being silenced. In this sense, it is important to regard women and girls as parties involved in making the changes to which they are witnesses, understanding, at the same time, that women are not a homogeneous group

¹ "Peace missions" is a generic concept that entails three main activities: conflict prevention and establishment of peace, peacekeeping operations and consolidation of peace.

and that consideration of the diversity of women's situations is essential for promoting women's participation in the different regions where peace processes are established. Lastly, it is sought to stop the violations of women's and girls' human rights that are committed during conflict and post-conflict periods, as well as the impunity of certain crimes related with rape and other sexual abuses, thus helping to guarantee women's and girls' safety and to enforce the law and impose the penalties established by international law.

This National Action Plan is the product of the efforts and coordination put into it by different ministries (Ministry of Foreign Affairs and Co-operation, with the Spanish Agency for International Co-operation for Development as its main executive arm in the realm of development co-operation; the Ministry of Defence; the Ministry of Labour and Social Affairs, including the Women's Institute; the Ministry of Home Affairs; the Ministry of Justice; the Ministry of Education and Science; the Ministry of Health and Consumer Affairs), areas of the public administration and representatives of civil society. This Plan is not a closed document, but lies open to any amendments and additions that are seen as necessary once its execution begins.

II. OBJECTIVES

1. To strengthen participation by women in peace missions and in peace missions' decision-making bodies.

1.1. *Application in the national realm*

- a. The Government of Spain shall continue fostering the presence of women in the armed forces and in the State security forces and corps in accordance with the principle of balanced presence established in Organic Act 3/2007 of 22 March for the effective equality of women and men. For that purpose it shall be ensured that in screening and promotion processes sex and gender may in no case constitute a factor of discrimination. Moreover regulatory measures and specific actions shall be set in place to make sure of the incorporation and service of women in the armed forces in equality with their male colleagues.
- b. The Government of Spain shall facilitate the incorporation of women in peace missions.
- c. The Ministry of Foreign Affairs and Co-operation, in coordination with other nationwide agencies and with civil society organizations with expertise on the subject, shall prepare and keep updated a database of Spanish women who are potential candidates for posts in international organizations, including the post of representative or special envoy of the Secretary-General of the United Nations.
- d. The work of the Women's Observatory in the Armed Forces and the Women's Observatory in State Security Forces and Corps shall be strengthened, in order to continue analysing and promoting the integration and service of women in the armed forces and in State security forces and corps, with the goal of avoiding instances of discrimination for reason of sex and/or gender and favouring the development of the corresponding professional career by women.
- e. The Government of Spain shall carry on ensuring the gradual incorporation of women in high-level posts in the armed forces and State security forces and corps, as well as women's participation in decision-making.
- f. Specific health care shall be provided for women participating in peace missions, before and after their participation.

1.2. *Application in the framework of the European Union (European Security and Defence Policy, ESDP)*

- a. The Government of Spain undertakes to foster participation and service by women on ESDP missions.

- b. The Government of Spain shall play an active role in the European Union to promote the appointment of women as special representatives of the General Secretary/High Representative.

1.3. *Application in the framework of other International Organizations (North Atlantic Treaty Organization (NATO) and Organization for Security and Co-operation in Europe (OSCE))*

- a. The Government of Spain undertakes to foster participation and service by women on NATO and OSCE missions.
- b. The Government of Spain shall promote, in other organizations, the balanced presence of women and men, especially at executive levels of the respective secretariats.
- c. The Government of Spain shall continue strengthening and participating in the Committee on Women in the NATO Forces.

1.4. *Application in the realm of the United Nations*

- a. The Government of Spain shall foster women's participation in United Nations peace missions, insisting that women must also be present in decision-making posts. In this sense, screening processes shall be supported, lists of candidates for positions of responsibility shall be drawn up and service by women shall be strengthened.
- b. The Government of Spain, as a member of the United Nations, shall promote greater presence by women in senior offices of the Organization's political and security divisions.

2. To promote the inclusion of the gender perspective in all peacebuilding activities.

2.1. *Application in the national realm*

- a. In all the peace missions in which Spain participates, it shall be ensured that the principle of equality is transversal to all phases of the missions' execution, from mission planning and sending to tracking and evaluation, conducting a special assessment of the logistic, health and infrastructure aspects.
- b. In the peace missions in which Spain participates, participation by the women involved shall be promoted, taking account of those women's specific needs and demands, in order to facilitate conditions for gender equality in peace processes and negotiations.
- c. In all the peace missions in which Spain participates, fact-finding in the field shall be watched to ensure that it contains sex-disaggregated information to permit subsequent gender analysis. All statistics, surveys and data collection shall include the necessary indicators to gain a better

knowledge of the differences in values, roles, situations, conditions, habits, customs and needs of women and men. Moreover account shall be taken of other variables such as age, ethnic group, religion or any other social condition, in order to avoid multiple discrimination. This information on the culture and values of the mission site must be facilitated to the people participating in the mission.

- d. The Government of Spain shall promote participation by gender experts in the preparation of reports and dissemination and training materials for use in peace missions, where the principle of equal treatment and opportunities for women and men shall be integrated transversally.
- e. The Government of Spain shall strengthen initiatives in education for peace in countries in armed-conflict situations, in order to collaborate in women's and girls' education, thus favouring reconstruction and equality processes.
- f. The Secretariat of State for International Co-operation (SECI) shall establish specialised training and dissemination activities among all the participants in Spanish co-operation, with the priority of making gender equality effective in peacebuilding processes.
- g. The SECI shall start up the activities called for in the Action Plan on Women and Peacebuilding by Spanish Co-operation, for the application of Resolution 1325 in development policies.
- h. The Government of Spain shall prepare a code of conduct that shall serve as a benchmark in the planning of each peace mission.

2.2. Application in the framework of the European Union (European Security and Defence Policy, ESDP)

- a. The Government of Spain shall work in coordination with other member states for the transversal facet of the principle of equal opportunities for women and men to be taken increasingly into account when strategies and lines of action are defined within the framework of ESDP.
- b. The Government of Spain, in regard to its policy on international co-operation for development, shall coordinate its actions with the other European Union member states, in accordance with the lines of action established in the Sector Strategies relating to Gender in the areas of Development and Peacebuilding.²

² In line with the terms of the 2005-2008 Guidance Plan, "This strategy aspires to make Spain an active contributor to peacebuilding as a hallmark of Spain's foreign, security and development co-operation policy project, aware that this is one of the most important overall assets". We feel, then, that "peacebuilding" encompasses the prevention of violent conflicts as well as crisis management, crisis resolution and peace consolidation.

2.3. *Application in the framework of other International Organizations (North Atlantic Treaty Organization (NATO) and Organization for Security and Co-operation in Europe (OSCE))*

- a. The Government of Spain shall work in coordination with other member states for the transversal facet of the principle of equal opportunities to be borne increasingly in mind when strategies and lines of action are defined within the framework of NATO and the OSCE.

2.4. *Application in the realm of the United Nations*

- a. In the framework of the UN peace missions in which Spain participates, coordination efforts with other member countries shall be promoted to meet current international commitments in matters of equality and non-discrimination against women.
 - b. There shall be continuity and tracking of the actions being performed in coordination with UN agencies, for compliance with accords on gender equality in peace missions. Moreover the actions of the Secretariat of State for International Co-operation shall be reinforced in regard to gender and peacebuilding in developing areas. Specifically the *Action Plan on Women and Peacebuilding by Spanish Co-operation for the Application of Resolution 1325 for Development and Peace* shall be put into practice.
 - c. The Government of Spain shall contribute to the investigation and implementation of measures regarding the application of Resolution 1325 referring to gender equality and guaranteed enjoyment of human rights by women and girls, in conflict and post-conflict areas. For this purpose it shall continue supporting the work of the different United Nations agencies working on this topic (UNHCR, UNDP, UNIFEM, INSTRAW, UNFPA, OCHA, etc.) and very especially the work of the Peacebuilding Commission.
- 3. To ensure specific training for personnel participating in peace missions, on matters of equality and about the different aspects of Resolution 1325, and in addition to foster knowledge and dissemination of Resolution 1325.**

3.1. *Application in the national realm*

- a. The Government of Spain shall guarantee specific training in matters of equal treatment and opportunities for women and men for the persons scheduled to staff peace missions. This training shall include international humanitarian law, Resolution 1325 and human rights (laying special emphasis on gender violence, sexual violence, trafficking in human beings, forced pregnancy, etc.), and they shall be duly monitored and evaluated.

- b. The Government of Spain shall guarantee that military teaching personnel are trained in issues related with equal opportunities for women and men and shall mainstream the gender perspective into military centres' educational and training materials.
- c. The materials used to sharpen the abilities of the personnel staffing peace missions shall be revised for adaptation to the terms established by Resolution 1325. In addition, where necessary, specific tools shall be prepared for skills training in matters of said Resolution.
- d. The Government of Spain shall foster the consistency, co-operation, complementariness and co-ordination of efforts in connection with the effective application of Resolution 1325. For that purpose it shall work jointly with the institutional areas involved, with development NGOs and other sectors of civil society, the academic realm, research centres, etc., whose work is in this sector.
- e. The Government of Spain undertakes to make Resolution 1325 and the gender focus known, organising and participating in activities of dissemination, information, discussion, collection and analysis of good practices and lessons learned, and sharpening of abilities.
- f. The Government of Spain shall foster sensitisation to and dissemination of Resolution 1325 and its areas of action among the population.
- g. The Government of Spain shall put together an interministerial group in charge of tracking the application of Resolution 1325, which shall meet regularly. The Ministries responsible for the application of this Action Plan shall include on their respective web pages detailed information on the activities carried out in connection with Resolution 1325.

3.2. *Application in the framework of the European Union (European Security and Defence Policy, ESDP)*

- a. It shall be ensured that the personnel who are going to participate in ESDP missions receive specific training on gender and Resolution 1325, especially all those persons sent on missions to countries in a conflict situation.
- b. The Government of Spain shall encourage discussion in the EU on compliance with and dissemination of Resolution 1325, helping to follow up on the actions carried out in the European sphere in connection with the aforesaid Resolution.
- c. The Government of Spain shall collaborate with other member states to strengthen the incorporation of Resolution 1325 in all discussions on peace and security that take place within the framework of the European Union.

3.3. *Application in the framework of other International Organizations (North Atlantic Treaty Organization (NATO) and Organization for Security and Co-operation in Europe (OSCE))*

- a. It shall be ensured that all the personnel of these international organizations who may be included in peace missions shall receive specialised training in matters of equal treatment and opportunities for women and men, including specific training on all the forms of violence against women, as well as on Resolution 1325.
- b. The Government of Spain shall encourage discussion and reflection within the framework of these organizations in connection with Resolution 1325.

3.4. *Application in the realm of the United Nations*

- a. The Government of Spain shall contribute to research and development for training and dissemination activities in connection with Resolution 1325, gender equality and the obligation to guarantee for all women and girls full enjoyment of human rights in conflict and post-conflict zones. For this purpose it shall support the work done by the different United Nations agencies already working on this topic (UNHCR, UNDP, UNIFEM, INSTRAW, UNFPA, OCHA, etc.).
- b. The Government of Spain shall encourage discussion and reflection on Resolution 1325 within the framework of the United Nations.

4. To protect the human rights of women and girls in conflict and post-conflict areas (including camps for refugees and displaced persons) and to foster women's empowerment and participation in the processes where peace accords are negotiated and applied.

4.1. *Application in the national realm*

- a. The Government of Spain undertakes to ensure that the personnel staffing peace missions respect and ensure respect for the codes of conduct concerning Resolution 1325. For that purpose mechanisms shall be established to track and detect possible human rights violations against women and girls.
- b. The Government of Spain shall foster access to sexual and reproductive health services and psychological and social care for women and girls who are the victims of such violations.
- c. Peace missions in which Spain participates shall carry out activities (sharpening of abilities, support in negotiation processes, etc.) with the objective that, in access to decision-making posts in countries in conflict, in no case may sex or gender constitute a reason for discrimination. It shall be ensured that in negotiations account is taken of the specific

needs of women and girls, likewise respect for their rights and compliance with equal opportunities and treatment for women and men.

- d. Spanish personnel responsible for a peace mission shall always attempt to contact representatives of women's organizations and women leaders of the territory where the mission is acting, in order to incorporate their analysis and alternatives in the lines of action drawn, in addition to strengthening and favouring their presence in decision-making posts.
- e. Spanish personnel on peace missions shall pay special attention to the specific demands and needs of women and girls in the planning process and in the distribution of logistical materials, especially those women or girls who, for reasons of age, ethnic group or illness, may be in a particularly vulnerable situation. Moreover these demands and needs shall be taken into account when organizing camps of refugees and displaced persons, and when establishing or strengthening centres for reporting and caring for women and girls whose rights have been violated, thus ensuring full accessibility.
- f. Spanish personnel on peace missions, in the framework of their general obligation to protect the civilian population, shall especially ensure the safety of those women who defend rights and whose physical integrity may be threatened because of their political and/or social activity.
- g. The Government of Spain undertakes to perform actions aimed at co-operation with countries in conflict and post-conflict situations in order to strengthen their judicial systems and to guarantee the right to judicial protection for the human rights of women and girls. Particularly, said co-operation shall be aimed at making sure that violations of rights and freedoms are investigated, comprehensive systems are adopted to protect women victims of domestic and gender violence, the law is applied in the trying of such behaviour and the proper reparations are effectively assured.
- h. The Government of Spain shall perform humanitarian demining activities and shall promote actions to avert mine laying, considering gender-differentiated aspects of the lives of the affected persons and populations.
- i. The Government of Spain shall perform actions for the prevention of feminine mutilation and its consequences, and for the prevention and treatment of HIV/AIDS and other sexually transmitted diseases, with a gender focus and for the respect of the sexual and reproductive rights of women.
- j. The Government of Spain shall monitor the inclusion of the gender perspective and the statements of Resolution 1325 in all peace missions and in all rebuilding processes. For that purpose the participation, demands and knowledge of reality of women and girls in the different zones shall be fostered, analysing the specific way in which the conflict

affects them and designing strategies to which they are an active party, in order to guarantee that their specific needs are taken into account.

- k. Peace missions in which Spain participates in developing countries shall coordinate their actions with the gender units of the Technical Offices on Co-operation of the Spanish Agency of International Co-operation for Development (AECID) established in the country, within the framework of the Gender Strategy of Spanish co-operation, to attend to women and girls who are the victims of sexual abuse and other rights violations, as well as to report such violations.
- l. Within the mechanisms of coordination or competent institutions in peace missions, the creation of specific groups for attending to women and children who are the victims of sexual abuse and other types of rights violations shall be fostered. These groups shall be staffed by specialised personnel and shall be coordinated with local associations in the activities carried out in the area.
- m. The Secretariat of State for International Co-operation (SECI) shall establish measures of dissemination and sensitisation to gender equality in peacebuilding processes among all the Spanish co-operation stakeholders involved in peace and rebuilding missions, to guarantee the application of the *Action Plan on Women and Peacebuilding for the Application of Resolution 1325 in Development Policies*.
- n. The Government of Spain shall facilitate legal conditions for displaced women (and their families) who are in Spain because of an armed conflict, likewise proper attention in cases of gender persecution, and technical and legal assistance for those women who apply for asylum.

4.2. Application in the framework of the European Union (European Security and Defence Policy, ESDP)

- a. In the EU the Government of Spain shall promote the preparation and implementation of European codes of conduct for the behaviour of personnel participating in ESDP missions, ensuring the application of such codes and duly persecuting failure to comply.
- b. The Government of Spain shall promote the development of a special sensitivity on the part of ESDP missions toward the interests and demands of women and girls in the conflict areas where said missions act.
- c. The Government of Spain shall promote the establishment of gender units in the ESDP peace missions in which it participates.

4.3. Application in the framework of other International Organizations (North Atlantic Treaty Organization (NATO) and Organization for Security and Co-operation in Europe (OSCE))

- a. The Government of Spain shall ensure also that the above points are incorporated in all the activities of the missions in which it participates under the mandate of NATO or the OSCE.

4.4. *Application in the realm of the United Nations*

- a. The Government of Spain shall contribute to the prevention of any type of possible abuse of women and girls, in the framework of peace missions under the mandate of the United Nations Organization in which Spain participates, essentially by means of sharpening the abilities of the personnel who are going to participate in said missions.
 - b. Moreover the work of the Gender Units of the United Nations Department of Peacekeeping Operations shall be supported and strengthened, contributing to the creation of new units for each mission, as well as the revision and development of training materials and tools.
 - c. The Government of Spain shall strengthen the creation of observation posts in the different missions concerning the application of Resolution 1325 and the possible abuses that may be committed by personnel serving the United Nations, reinforcing the policies of zero tolerance for possible attitudes of sexual exploitation and abuse of women and girls. Spain shall support the staffing of these observation posts with qualified personnel to carry out said work.
- 5. To incorporate the principle of equal treatment and opportunities for women and men in the planning and execution of activities for Disarmament, Demobilization and Reintegration (DDR), as well as specialised skills training in that regard for all personnel participating in said processes.**
- 5.1. The Government of Spain shall promote the participation of personnel with gender expertise for the planning and execution of the disarmament, demobilization and reintegration operations in which it participates.
 - 5.2. Displaced Spanish personnel shall foster participation by groups of local women and women leaders, for joint co-operation in the planning and execution of Disarmament, Demobilization and Reintegration (DDR) operations, taking especially into account the activities performed for women and girls belonging to armed groups.
- 6. To foster Spanish civil society's participation in connection with Resolution 1325.**
- 6.1. The Government of Spain shall support the actions of Spanish NGOs and specialised entities working on putting Resolution 1325 into practice, especially those that are present in conflict zones.

- 6.2. The Government of Spain shall establish actions for coordination at inter-institutional levels and with agencies of civil society engaged in peacebuilding activities, with the goal of optimising resources, reporting and performing actions jointly with the stakeholders experienced in attending to affected populations, especially women and girls.
- 6.3. Support shall be given to disseminate the actions performed by civil society organizations in response to conflict or post-conflict situations and considering Resolution 1325.
- 6.4. The Government of Spain shall keep the different interested associations abreast of advances made in connection with Resolution 1325 and compliance with the National Action Plan for its application. In this sense, their opinion and assessment shall be included in the tracking and evaluation of the aforesaid Plan.

III. TRACKING AND EVALUATION.

To assure the correct introduction of this Plan, solve any problems that arise and assess the achievement of the Plan's objectives, the Plan shall be subjected to continuous tracking by an interministerial group made up of representatives of the Ministries of Foreign Affairs and Co-operation (with the Spanish Agency for International Co-operation for Development as its main executive arm in the realm of development co-operation), Defence, Labour and Social Affairs (including the Women's Institute), Home Affairs, Justice, Education and Science and Health and Consumer Affairs, and presided by the unit for the Fostering of Equality Policies of the Ministry of Foreign Affairs and Co-operation. The functions of this group shall be:

1. To track the actions taken under the Government of Spain's Action Plan for the Application of Resolution 1325.
2. To ensure the coordination and consistency of objectives and activities in the different realms of action (national and international).
3. To disseminate the actions performed by Spain in matters of peacebuilding in connection with the contents of Resolution 1325.
4. To establish mechanisms of coordination with civil society in order to exchange information on actions taken in connection with Resolution 1325.
5. To submit an annual report with the results of said tracking.