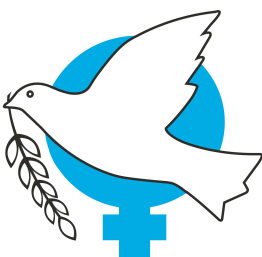


# Spanish Action Plan UNSC Resolution 1325 Follow up-report III, IV

## Independent Report, 2014



WIDE-España



WILPF España

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**COMENTS AND ASSESSMENT OF REPORTS III and IV on the  
Resolution 1325 Action Plan**

May 28, 2014

**BACKGROUND**

In 2007 the Spanish Government approved an *Action Plan to Implement United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security*<sup>1</sup> in which it seeks to promote the construction of peace and an integration of a gender perspective in armed conflicts, while undertaking to provide annual follow-up reports in that regard.

As underscored in the Action Plan, these reports should not only reflect the actions taken, but also provide a means by which the government can identify priorities, ensure coherence, as well as determining opportunities for advancement toward achieving the pre-defined objectives. However, these objectives have not been achieved by merely publishing Follow-up Reports III and IV.

It should also be underscored that the failure to publish the follow-up reports within the established deadlines indicates that the monitoring and assessment provided for the Action Plan has hardly been relevant. It is of quite some concern that the Ministry of Foreign Affairs' Office of Human Rights, which is responsible for coordinating the follow-up reports, lacks the human resources required to perform that task.<sup>2</sup>

**CONCERNING CONTENT**

**Perspective and focus**

With respect to the document's perspective, as underscored in the comments to Report II provided by Spain's Coordinating Committee for NGOs for Development, the military bias that predominates in the application of the Plan is of much concern, with the Ministries of Defense and the Interior being the main protagonists, while evidencing the lack of a multidimensional approach and little input from other ministries such as the Ministries of Justice or Education that could play relevant roles in peace-building processes. In that regard, the report does not include any of the proposals received from civil society organizations in previous reports and repeats the same past errors and inconsistencies, systematically confusing integration of a gender perspective with recruiting women to serve in the armed forces.

In summary, they have taken a **simplistic and reductionist view** that reflects a total lack of understanding of the fundamentals of Resolution 1325, rejecting a broader

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<sup>1</sup> The United Nations Security Council Resolution 1325, adopted unanimously on October 31, 2000, provides a fundamental political framework for integrating a gender perspective in the prevention, management and solution of armed conflicts.

<sup>2</sup> As underscored in the meetings held with civil society organizations as well as during the presentation of the Report.

perspective that should include conflict prevention and the consolidation of peace, as well as other measures involving mediation and reconciliation in which women's organizations play an essential role.

### **Descriptive Nature of the Follow-Up Report**

It is not possible to ascertain the present status of the application of Action Plan 1325 due to the fact that Follow-up Reports III and IV are merely descriptive in nature. The reports narrate a series of events over the last three years that are far removed from reality, as shown in the data and policies concerning gender applied to-date.

In that regard, **no mention is made of budget cuts nor is there any explanation of their effects** on the application of the Action Plan. Official Spanish aid was reduced by 70% between 2009 and 2012, placing Spain at the top of the list of DAC member states<sup>3</sup> that made the largest aid cuts and on the threshold of abandoning the Committee due to the irrelevance of the funds Spain devotes to cooperation and development (0.15% of its GDP), a significant amount of which comprises mandatory contributions.<sup>4</sup> Thus we are witnessing a *dismantling of our development cooperation programs*, with percentages of contributions being so low as to make it impossible to fulfill the Spanish government's international obligations. In this context, the application of the Gender section, as one of the eight priorities of the Master Plan for Cooperation, can only be considered as rhetorical.

In summary, Action Plan 1325 has not provided a framework for developing any significant specific actions, but rather serves as a backdrop for actions being implemented in several different ministries regardless of whether they are relevant to the Plan or actually fall within its definition.

### **Lack of Qualitative Information**

As indicated above, the Report merely describes projects without providing information as to the extent to which they contribute to promoting the participation of women in peace processes, the protection of women in situations of conflict or violence prevention.<sup>5</sup> Thus, no conclusions may be drawn from it. This

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<sup>3</sup> Development Assistance Committee that provides a forum for the principal international donors. For more information: <http://www.oecd.org/dac/>

<sup>4</sup> The 2,000 million euros for 2013 can be broken down as follows: mandatory contributions to multilateral organizations (841 million); "reimbursable" cooperation (385 million) that recipients must repay; debt forgiveness (245 million) that is a mere estimate and doesn't represent "new" direct contributions to recipient countries; and an estimate of decentralized cooperation that has been reduced to a historic minimum (189 million). For voluntary actions within cooperation policy only 400 million are left for all multilateral activities –excluding mandatory contributions– as well as bilateral programs with 23 priority countries and cooperation with and through NGOs. With these new budget cuts the Spanish Agency for International Development Cooperation (AECID) will have 264 million and very limited capacity for action. (*Reality of Aid Report 2012*. Intermón-Oxfam (2013): 16-17).

<sup>5</sup> For example, no explanation is given of the measures taken to protect women from sexual violence in situations of conflict, how a gender perspective is applied in processes of disarmament, demobilization and reintegration (DDR) or what type of initiatives have been implemented so that truth commissions may incorporate a gender perspective, among others. Neither does the Report address how the participation of women in peace processes is promoted or what specific measures have been adopted to achieve their presence in those venues. In fact, it has been surprising to observe the Spanish government's low profile in supporting the participation of women in negotiations with the FARC and the Colombian government. Colombia has always been and still is one of the priority recipient countries of Spanish cooperation. And after years of general support for Colombia with multiple development projects, it is difficult to understand why the Spanish government has maintained

is likewise true of the educational and training projects mentioned in the Report. A series of courses and seminars have been listed without any information as to their impact, course content, identity of the professors, the number and profile of participants, duration, requisites, and the practical affects of this training, i.e., whether changes in values and attitudes have been observed, whether personnel participating in peace missions are obliged to participate in these courses, etc.

Moreover, this information is presented in a heterogeneous, incomplete and partial manner, without any indication of the course dates or budgets, rendering it useless even for statistical purposes.

### **Lack of transparency in the information that is fragmented and disperse**

The information offered is disperse and unsystematic, and thus it is difficult to ascertain the amounts devoted to Gender and Peace Building and those belonging to other budgetary areas. With respect to Spanish cooperation, the codes used following Development Assistance Committee (DAC) criteria are insufficient and fail to furnish detailed information. It is necessary to correct this and to implement an information-gathering system that would facilitate an adequate degree of monitoring of the application of the Action Plan, collecting individual information on gender and peace building, and establishing standardized criteria for use by the various ministries when accumulating information.

Nor have follow-up guidelines been applied,<sup>6</sup> such as those set forth in 2010 by the United Nations and the European Union for monitoring Resolution 1325, thus making it even more difficult to obtain a diagnostic as to where we are, what are the Plan's strengths/weaknesses or a comparison of our application of the Resolution vis-à-vis other countries.

In that regard, it would be useful to know exactly what human and economic resources are available for the Plan, and what are the existing capabilities, priorities, achievements and challenges. Nor is there a calendar for implementing the Plan that would enable us to visualize actions to be taken in the future.

### **Little connection between the Action Plan and the initiatives being carried out in Europe and the United Nations**

No mention has been made of the *Comprehensive Approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security*. It is revealing to note that the Plan bears little relation to the actions being implemented in Europe and within the framework of the United Nations.

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such a low profile at such a crucial moment as these peace negotiations and when, in line with Resolution 1325, it is essential to support the participation of women's organizations at the negotiation table in Havana. It is likewise necessary for the government to explain how it plans to support this process in the medium term and the subsequent disarmament, demobilization and reintegration that will most likely commence in the future.

<sup>6</sup> A requisite of the NGOs, so it is unacceptable that ministries, such as the Ministry of Foreign Affairs, fail to apply the criteria that they have adopted.

We would also like to underscore that Spain's former international leadership in gender matters has been called into question, not only as a result of the steep budget cuts for international agencies such as UN-Women and scant participation in international forums, but also due to our country's distancing itself from international research projects involving sexual and reproductive rights. In fact, the Report fails to mention the closing of the office of UN-Women in Spain, a venue that played an essential role in raising awareness for Resolution 1325 among Spanish citizens and promoted crucial initiatives such the *Network of Women for a Better World*). Nor is there any mention of the loss of rights for Spanish women such as the dramatic cut of the sources to take care of disabilities persons and old people and the abortion law, that after months of protest of the women's organizations and social movement was finally cancelled.

### **The Institutional Framework**

There has been a **lack of coherence and coordination among the participating governmental agencies**, being particularly noteworthy the ineffectiveness of the Inter-ministerial Group in charge of monitoring the Action Plan. This is due to the fact that there are no persons of reference in the various ministries to oversee the actions carried out in the areas of gender and peace. This is particularly surprising in the case of the Spanish Cooperation Agency that, in addition to the general Action Plan, also has a specific one (see *Action Plan: Women and Peace Building in Spanish Cooperation*) about which there is likewise no information available.

Likewise of concern is the **irrelevant role of important ministries** such as the Ministry of Justice, a key entity in the struggle against impunity and in setting up truth commissions and other initiatives for reconciliation; or the Ministry of Health whose participation in this Plan is limited to disseminating Resolution 1325 on its web page. With respect to the Ministry of Education, mention is made in the Report of Education for Citizenship that Minister of Education Wert has actually removed from school curricula despite its being an initiative promoted by the Council of Europe. In addition, the Report refers to co-education, silencing the fact that the Ministry actually opposes co-education, supporting and subsidizing schools that segregate boys and girls.

### **CONCERNING THE PARTICIPATION OF CIVIL SOCIETY**

The Action Plan seeks *"to establish mechanisms of coordination with civil society to exchange information concerning actions carried out with respect to Resolution 1325"*. Nevertheless, contacts of this nature have been practically non-existent, being limited to requesting comments to a pre-drafted document within a minimal timeframe for doing so.

**Substantive participation** requires transparency in the access to information, in addition to increased institutional support, given that there are no pending projects supporting education and research in peace building, or promoting the participation of civil society organizations in international forums or in other peace-building initiatives. It is thus essential to establish more permanent and continuous contacts and consultations with civil society organizations, since they are key players in

achieving the application of Resolution 1325.

## RECOMENDATIONS

- **To prepare annual follow-up reports**, as provided for in the Action Plan.
- To establish an **adequate institutional framework** in each Ministry, defining their tasks and responsibilities, as well as a calendar for action and a budget for implementing the initiatives to be carried out within the scope of Resolution 1325.
- **To make the Inter-ministerial Group operational**, which requires defining its mandate, identifying persons of reference and setting up a calendar of meetings.
- To establish a **transparent system for gathering information and monitoring**, and to develop standardized assessment criteria that would facilitate clear information concerning achievements made toward each of the Plan's objectives. To do so, internationally-established progress indicators can be used as a reference.
- **To promote the participation** of civil society, especially relevant women's organizations, NGOs and Centers for Peace, within the inter-ministerial group. Adequate financial support is also needed to implement their activities as well as support for training for participating in significant incidents.
- **To identify good practices** in the area of women, peace and security, to be inspired, supported and promoted from the various ministries.
- In conclusion, implementing the Action Plan requires the **political will to do so and providing the necessary human and financial resources**.

Prepared by the following organizations and networks:

CEIM - Centro de Estudios e Investigación sobre Mujeres (Center for Womens Studies and Research)  
CEIPAZ - Centro de Educación e Investigación para la Paz (Center of Education and Research for Peace)  
Coordinadora de ONGDs-España (Coordinating Committee for Nongovernmental Organizations for Development-Spain)  
WIDE+E (Plataforma española de la red europea WIDE+) (Spanish Platform of the European Network around Women's Rights and Development)  
WILPF-España (Liga Internacional de Mujeres por la Paz y la Libertad) (Women's International League for Peace and Freedom-Spain)