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HUMANITARIAN
DIPLOMACY
**STRATEGY
OF SPAIN**
2023-2026



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INTRODUCTION

In 2016, the participants in the World Humanitarian Summit undertook to implement the Agenda for Humanity, assuming a number of fundamental responsibilities with the aim of alleviating the suffering and reducing the vulnerability of people affected by humanitarian crises.

Since then, violence and conflict have continued to plague the civilian population—and, above all, the most vulnerable—with ever-greater intensity, frequently in contexts with increasingly harsh restrictions placed on humanitarian access.

The Foreign Action Strategy 2021-2024 entrusts the public administration with the task of strengthening humanitarian diplomacy, in line with the commitment of Spain to an effective and inclusive multilateralism. Spain's first Humanitarian Diplomacy Strategy (hereinafter, the Strategy) meets this mandate.

For the purposes of this Strategy, humanitarian diplomacy is understood as the use of political and diplomatic instruments to promote the respect for international humanitarian law and its progressive implementation, to facilitate humanitarian assistance operations, and to raise public awareness about the needs of populations afflicted by conflict and, in general, about the importance of the humanitarian agenda.

Following the creation of the Humanitarian Action Office in 2007, and the approval, in 2019, of the Spanish Cooperation Humanitarian Action Strategy 2019-2026, the Strategy presented here has been conceived as a tool to strengthen the humanitarian perspective in the external action of Spain. It seeks to promote the use of all instruments against humanitarian crises, safeguarding humanitarian space and defending neutral, impartial and independent humanitarian action; and to reinforce the framework of reference for the political and legal commitments adopted by Spain, set forth in the appendixes.



The Strategy is concerned with both ethics and effectiveness, and seeks to identify and prioritize those spheres in which Spain has the greatest capacity for action, and to promote our international humanitarian profile through specific lines of action.

The Strategy is aligned with the Agenda for Humanity approved in 2016, the United Nations 2030 Agenda and the Sustainable Development Goals, the promises and resolutions of the International Conferences of the Red Cross and Red Crescent, the Global Compact on Refugees and the Global Compact for Safe, Orderly and Regular Migration, among other instruments. In addition, it is coherent with instruments such as the Guide to Spain's Feminist Foreign Policy, which sets forth our country's commitment to mainstreaming gender equality and the empowerment of women and girls into all of its foreign policy actions.

Drafted following an inclusive process, this Strategy is the product of a collaborative effort involving multiple public administrations and civil society.

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SUMMARY

In application of the Strategy, public and private actors will be involved and attention will be paid to the dissemination of the objectives and the actions undertaken, as well as to the training of the people involved.

GOAL 1.

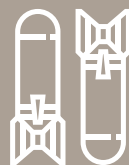
Prevent conflicts and mediate to resolve them, collaborating on promoting a culture of peace and preserving humanitarian space.



PILLAR 1
Preventive
diplomacy,
mediation
and conflict
resolution



PILLAR 2
Peace and
security
operations
and missions



PILLAR 3
Non-
proliferation
and
disarmament



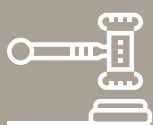
PILLAR 4
Protecting
humanitarian
space



PILLAR 5
Counter-
terrorism

GOAL 2.

Promote the respect for the rules that protect humankind, in particular international humanitarian law and principle-based humanitarian action.



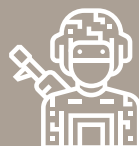
PILLAR 6
Rules of international humanitarian law, prosecution of atrocity crimes, and the responsibility to protect



PILLAR 7
Accountability and combating impunity



PILLAR 8
Respecting and protecting medical missions and health services



PILLAR 9
Children in armed conflict



PILLAR 10
Hunger and conflict

GOAL 3.

Protect persons in situations of vulnerability, leaving no one behind.



PILLAR 11
Gender equality, diversity, and combating sexual violence



PILLAR 12
Persons with disabilities



PILLAR 13
Refugees and internally displaced persons



PILLAR 14
Migrants in situations of vulnerability

3

STRATEGIC GOALS AND PILLARS

This Strategy takes into account the Spanish and the international legal frameworks, as well as the commitments assumed by Spain, in particular at the 2016 World Humanitarian Summit in Istanbul and in the Agenda for Humanity adopted at that Summit. Therefore, the Strategy revolves around the three goals, 14 pillars and more than 100 lines of action described below.

Each pillar is linked to one or more of the three strategic goals.

GOAL 1 PREVENT AND RESOLVE CONFLICTS

Spain seeks to address the underlying causes of conflict situations and to foster dialogue in which members of minority groups and persons in situations of vulnerability participate, thereby contributing toward building more democratic, more peaceful societies that respect the rule of law and human rights. The aim is to act in all phases of conflicts, focusing especially on prevention, management, resolution and rebuilding, as well as on the preservation of humanitarian space and of access to those providing assistance, as cross-cutting aspects of all the Strategy's pillars. In undertaking such efforts, Spain commits to ensuring that its humanitarian action, peacebuilding, and development cooperation policies are all aligned, in accordance with the integrated (or triple nexus) approach.

PILLAR 1 > PREVENTIVE DIPLOMACY, MEDIATION AND CONFLICT RESOLUTION



Conflict prevention and mediation aimed at conflict resolution—Chapter VI of the UN Charter—are among the priorities of Spain's Foreign Action Strategy. This pillar encompasses all actions aimed at preventing disputes from becoming conflicts; and at resolving those that do. Said efforts are incorporated into the following lines of action:

Preventive diplomacy

- Promote the strengthening of the rule of law and democracy, the culture of peace and prevention, the respect for human rights and the promotion of inclusive development that ensures the full participation of women in the prevention, mediation and resolution of conflicts, in line with Security Council resolutions 1325 (2000) and 2242 (2015) on women, peace and security.
- Incorporate the integrated approach of the European Union (EU) on preventive diplomacy, including early warning mechanisms and actions to monitor the causes of conflicts, such as power struggles, foreign interference, human rights violations, gender inequality, sexual violence, climate change, pandemics, and the forced displacement of persons.
- Foster greater collaboration with EU delegations, the Special Representatives of the EU, and humanitarian organizations on the ground, especially where our presence is most significant, through Spain's embassies, missions and Technical Cooperation Offices.
- Continue to support the work of the United Nations Alliance of Civilizations and the application of the High Representative's action plans, as well as the work of the Mediterranean Contact Group in the Organization for Security and Co-operation in Europe.
- Promote the creation of forums and partnerships between the public administration and civil society (NGOs, universities, think tanks, foundations, associations and businesses), with a view to sharing information and establishing joint working methods.

Mediation and conflict resolution

- Continue to support the peacebuilding and mediation work of the United Nations, through the Peacebuilding Commission, Peacebuilding Support Office and Peacebuilding Fund; the Mediation Support Unit and the Gender, Peace and Security Unit, as well as in other forums, such as the Group of Friends of Mediation, of which Spain is a founding member, and the High-Level Advisory Board on Mediation.

- Strengthen Spain's participation in political missions and mediation initiatives, and the presence of Spaniards in the Standby Team of Mediation Experts, and among the Special Envoys and Personal Envoys of the UN Secretary-General.
- Support the inclusion in political missions of individual mandates for humanitarian protection and respect for human rights.
- Promote joint mediation and conflict resolution initiatives with the European External Action Service and other EU Member States, strengthening the Spanish mediation system and supporting the creation of platforms for collaboration with civil society.
- Promote a framework for technological governance and for the responsible use and research into new technologies that contributes to conflict prevention and resolution, integrating improvements in communications, artificial intelligence, and data management into mediation processes.
- Raise awareness about the importance of dialogue between non-State entities and humanitarian agents, under international humanitarian law, ensuring access to basic social services and the protection of critical civilian infrastructure.
- Emphasize the importance of protecting heritage and culture as instruments of co-existence and peace. Spain is committed to the protection of cultural property in armed conflicts against violations of international humanitarian law, in accordance with the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict and its two Additional Protocols (I - II), as well as Additional Protocol I of 1977 to the Geneva Conventions, and customary international humanitarian law.



PILLAR 2 > PEACE AND SECURITY OPERATIONS AND MISSIONS

Spain is one of the main contributors to the peace and crisis management operations and missions of the United Nations, the European Union and the North Atlantic Treaty Organization.¹ Since 1989, Spain has taken part in 50 operations of this kind. Spain hosts the Logistics Support Unit of the United Nations Information and Communications Technology Facility in Quart de Poblet (Valencia). This pillar encompasses the following lines of action:

- Contribute to the peacekeeping efforts of the United Nations, as well as to the reform of the Peace and Security Pillar initiated by the Secretary-General and integrated into the Action for Peacekeeping (A4P), which Spain has endorsed.

¹ The armed forces, pursuant to the Preamble of Organic Law 5/2005 of 17 November, on National Defence, can act beyond our borders "as observers, as interposition or peacekeeping forces, or as providers of humanitarian assistance".

- Continue to support the European Union in civilian crisis management missions, in line with the Civilian Common Security and Defence Policy (CSDP) Compact.
- Strengthen the protection of civilians in armed conflict, in line with the Kigali Principles, reinforce accountability in the mandates of peace and security operations and missions, and adopt measures to prevent combatants from obstructing access to humanitarian assistance.
- Advocate for the inclusion of the following aspects in the mandates of peace and security operations and missions:
 - an integrated approach that addresses the causes of crises
 - a gender approach, in line with the “Women, Peace and Security” agenda, and
 - a climate approach, taking into account the relationship between “climate, peace and security”.²
- Strengthen and guarantee the respect for international humanitarian law and human rights in the mandates of peace and security operations and missions, and reinforce the coordination with humanitarian actors.
- Foster coordination between military and civilian actors, taking into account the central role of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) provided for in the Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines), as well as the UN operational standards and the civil-military humanitarian coordination set forth therein and in the Operational Guidance of the Inter-Agency Standing Committee (IASC) ³.
- Continue to promote the highest of standards in the humanitarian action and support for local populations provided by the armed forces and law enforcement agencies..

PILLAR 3 > NON-PROLIFERATION AND DISARMAMENT

Spain is committed to the non-proliferation and disarmament agenda of the UN Secretary-General, an essential factor in maintaining international security. Spanish legislation on foreign trade of defence materiel includes humanitarian criteria to

²The “climate, peace and security” agenda addresses the effects that climate change, environmental degradation and loss of biodiversity have on conflicts and humanitarian crises.

³The UN Inter-Agency Standing Committee is responsible for the relationship between civilian and military components and the use of military resources and it coordinates the inter-agency work of the United Nations and its partners.

prevent the exportation of equipment and systems that could be used to repress and violate human rights. In relation to this pillar, Spain undertakes to:

- Continue to apply the Convention on Certain Conventional Weapons (CCW) and to support the efforts to achieve its universal adoption, and to respect the Arms Trade Treaty and the EU Common Position on arms exports.
- Support the universal adoption of the control mechanisms of the Alliance for Torture-Free Trade, of which Spain is a member, coordinated in the case of Spain through the Inter-ministerial Regulatory Board on Foreign Trade in Defence and Dual-Use Materiel.
- Support a strict control of the privatization of means and methods of warfare, in line with the Montreux Document on Private Military and Security Companies in conflicts, to which Spain acceded in 2009.
- Continue working to ensure that any legislation pertaining to new weapons systems and means and methods of warfare based on emerging technologies respects the principles of international humanitarian law, in the framework of article 36 of the Additional Protocol I of 1977 to the Geneva Conventions. Analyse the new weapons resulting from technological and scientific advances from the perspective of their humanitarian impact, in the framework of the Convention on Certain Conventional Weapons, to maintain and strengthen the protection of the victims of war and of the natural environment on which they depend.
- Advocate for the existence of sufficient human control and responsibility in the employment of autonomous weapons, supporting the development of new rules that can act as a guarantee.
- Condemn all use of banned weapons, such as cluster munitions, anti-personnel landmines, and chemical and biological weapons, collaborating with control, verification, fact-finding and allocation of responsibility mechanisms and calling for the rigorous application of the international treaties that prohibit such weapons; and promote the adoption of a system to verify the obligations arising from the 1972 Biological and Toxin Weapons Convention.
- Foster a greater understanding of the humanitarian consequences of nuclear weapons and work to ensure the full application of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), including the obligations of article 6 thereof.
- Promote humanitarian initiatives for the localization, deactivation and destruction of landmines and explosive remnants. Foster the training of specialists in mine clearance at the International Demining Centre in Hoyo

de Manzanares and of the coordinating bodies of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and Their Destruction (Ottawa Treaty) and of the Convention on Cluster Munitions. Support assistance for victims and their families, to facilitate their recovery and address their needs, as well as mine risk education and reduction initiatives in the countries affected.

- Continue to contribute to limiting the effects of the use of explosive devices on civilian populations, paying particular attention to urban environments.

PILLAR 4 > PROTECTING HUMANITARIAN SPACE



Spain is committed to safeguarding the humanitarian space, guaranteeing the security and dignity of conflict-stricken populations and of humanitarian organizations, in accordance with the rules of international humanitarian law that govern humanitarian access and action. In this regard, Spain's lines of action seek to:

- Foster dialogue with the groups involved to facilitate humanitarian access to the persons affected by natural crises or armed conflicts.
- Coordinate with UN agencies such as OCHA and UNHCR, and the International Red Cross and Red Crescent Movement, to facilitate humanitarian assistance.
- Contribute to the efforts to strengthen local humanitarian action, as part of



the Grand Bargain of the World Humanitarian Summit and in the relevant humanitarian action forums, promoting the capacity strengthening of local humanitarian agents in collaboration with the EU and other international actors.

- Contribute to avoiding the stigmatization of humanitarian organizations that maintain relations with non-State combatants and undertake humanitarian activities in areas where they operate, safeguarding the principle of neutrality.
- Work to protect basic social services in order to mitigate the civilian suffering caused by attacks on densely populated areas, fostering effective compliance with Security Council resolution 2573 (2021) , and collaborate to facilitate the access of humanitarian organizations to medicine, food, fuel and safe drinking water, among other necessary resources, for the provision of these services to the populations affected.
- Defend the specific nature of sanctions and restrictive measures aimed at individuals or entities threatening international peace and security, with the exception of general weapons embargos.
- When appropriate, propose individual sanctions in the United Nations and the European Union, including the prohibition on entry into Spain or the freezing of assets. Ensure the establishment of review and expiration clauses that make such sanctions flexible and practicable and limit their negative effects on the civilian population.
- Work to preserve exemptions of a humanitarian nature, preventing sanctions from hampering the operational capacity of humanitarian actors to provide assistance.
- Promote, in Spain, the United Nations, the European Union, and the Financial Action Task Force (FATF), the strengthening of dialogue mechanisms among financial institutions and humanitarian organizations to facilitate the financial transactions of humanitarian actors in contexts in which sanctions have been imposed.
- Promote dialogue and create tools to identify administrative, logistical and financial difficulties and propose specific solutions in coordination with other public administrations, the financial sector and humanitarian organizations.



PILLAR 5> COUNTER-TERRORISM

International humanitarian law prohibits acts of terror and attacks against civilian population and on civilian assets. Terrorist acts constitute crimes against humanity in times of peace and war crimes in situations of conflict. Spain is a key actor in the international counter- terrorism system, due to its decades of experience in battling

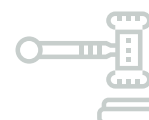
this scourge. Terrorism represents a constant threat to international peace and security. Spain will work to:

- Maintain its commitment to the UN Global Counter-Terrorism Strategy and the Office of Counter-Terrorism.
- Restrict the use of imprecise concepts such as the “war on terror” that could erode respect for international humanitarian law and respect for and protection of human rights.
- Promote counter-terrorism actions that do not undermine the provision of humanitarian assistance and that foster complementarity between international humanitarian law, human rights, and legal frameworks, in accordance with the humanitarian exemptions established in Directive EU 2017/541 on combating terrorism.
- In the framework of the EU, strengthen the Spanish profile in the Working Party on Terrorism (International Aspects).

GOAL 2 PROMOTE RESPECT FOR INTERNATIONAL HUMANITARIAN LAW

Respect for international humanitarian law, the core of which is contained in the four Geneva Conventions and their three Additional Protocols (I-II-III) is essential to create the conditions necessary to save lives, alleviate suffering and safeguard human dignity and basic social services, before, during and after conflicts.

PILLAR 6 > RULES OF INTERNATIONAL HUMANITARIAN LAW, PROSECUTION OF ATROCITY CRIMES, AND THE RESPONSIBILITY TO PROTECT



The Spanish Criminal Code includes provisions regarding genocide, crimes against humanity and war crimes, in accordance with the Rome Statute of the International Criminal Court. Spain’s lines of action in this pillar seek to:

- Promote compliance with international humanitarian law, including the principles of proportionality and distinction between combatants and civilians and between military objectives and civilian objects and property, and the limitation of methods of combat.
- Prepare periodic voluntary reports on the compliance with international

humanitarian law in Spain.

- Support the application of the Code of Conduct regarding Security Council action against genocide, crimes against humanity and war crimes, which contains a general commitment to undertake prompt and decisive action against these crimes in order to prevent or eradicate their perpetration..
- Advocate for the responsibility to protect principle, to prevent the most serious crimes, supporting its progressive application in the United Nations, and promote the “sovereignty as responsibility” approach reflected in Security Council resolution 1674 (2006).



PILLAR 7> ACCOUNTABILITY AND COMBATING IMPUNITY

The most atrocious international crimes must not remain unpunished and anyone accused of such crimes must undergo a fair trial with guarantees. In this pillar, Spain will seek to:

- Strengthen the International Criminal Court,⁴ as the cornerstone of a universal system for judging and punishing atrocity crimes.
- Support the amendments to article 8 of the Rome Statute to include the use of biological weapons and the intentional use of the starvation of civilians on the list of war crimes. In addition, promote the universality and integrity of the Statute and the cooperation of States with the International Criminal Court, in the framework of the Assembly of State Parties and through public declarations in different international forums.
- Support the work of other international criminal courts, special courts and residual mechanisms with jurisdiction for such crimes.
- Collaborate with the UN to promote commissions of inquiry, fact-finding missions, and victim reparations in relation to violations of international humanitarian law. Support the national judicial authorities of countries in a post-conflict phase, encouraging transitional justice to combat impunity.
- Support the work of the International Humanitarian Fact-Finding Commission (IHFFC)⁵, whose principal objective is to investigate allegations of acts that

⁴ See Spain’s pledge regarding the promotion of the International Criminal Court and the Rome Statute in the framework of the 32nd Geneva Conference on International Humanitarian Law.

⁵ The International Humanitarian Fact-Finding Commission is a permanent body established by Additional Protocol I of 1977 to the Geneva Conventions of 1949 and was officially created in 1991.



constitute violations of international humanitarian law in armed conflicts, and work to make it fully operational.⁶

- Promote international cooperation agreements on this matter, such as those related to the execution of sentences, witness relocation and mutual legal assistance.

PILLAR 8 > RESPECTING AND PROTECTING MEDICAL MISSIONS AND HEALTH SERVICES



In the Security Council, Spain was co-penholder of resolution 2286 (2016), which condemns attacks on healthcare staff and medical facilities in armed conflicts. Spain also supports the Health Care in Danger resolution adopted at the International Conferences of the Red Cross and Red Crescent⁷.

The protection of medical missions has gained special importance owing to the Covid-19 pandemic, and because attacks on these missions have intensified, including through cyberoperations. The lines of action of this pillar are the following:

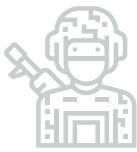
- Promote measures that prevent and ensure accountability for attacks on medical missions and health services.
- Contribute to a preventive approach by creating compatible, reliable data

⁶ See Spain's pledge as regards supporting the IHFFC.

⁷ See Spain's pledge regarding the protection of medical missions.

compilation systems that are objective and accurate.

- Condemn these attacks using public diplomacy instruments..
- Pursue the work within the Informal Follow-up Group of States on resolution 2286 in Geneva, to promote accountability and the follow-up on the annual reports of the Security Council and other United Nations bodies.
- Encourage the sharing of best practices among countries and the competent organizations to improve national systems for preventing and monitoring attacks on medical installations and their staff, and also within the framework of the European Union.
- Promote training in international humanitarian law in the armed forces.



PILLAR 9 > CHILDREN IN ARMED CONFLICTS

Spain ratified the Optional Protocol to the Convention on the Rights of the Child concerning the participation of children in armed conflicts, and it promotes its universal adoption.⁸ Spain subscribed the Paris Principles on the protection of children from recruitment, and also the Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers.

Furthermore, Spain has subscribed to and is promoting the universal adoption of the Safe Schools Declaration of 2015, which aims to protect educational institutions, students and educators in armed conflicts, and which has been supported by the United Nations Security Council with the unanimous approval of resolution 2601 (2021)..

As regards this pillar, Spain has made the following commitments:

- Support the mandate of the Special Representative of the Secretary-General on Children and Armed Conflict, and their collaboration with the United Nations Children's Fund (UNICEF), as well as to support the research and investigation mechanism regarding serious violations of the rights of children, and the reintegration of children associated with armed forces and armed groups.
- Continue to support the effective compliance with Security Council resolutions 2225 (2015), 2427 (2018) and 2601 (2021), which condemn attacks on schools and their use for military purposes, stressing the importance of adapting the manuals and training of military personnel.
- Condemn attacks on education and promote the prosecution of those responsible

⁸ See Spain's pledge regarding the protection of children in armed conflict.

for these crimes, supporting as much as possible those organizations working to rapidly resume teaching activities after a school is attacked.

- Encourage other countries to include in the training for their armed forces the guidelines on preventing the military use of schools and universities during armed conflict.
- Foster awareness-raising on children in armed conflict and child soldiers, and on the efforts to care for and reintegrate them.
- Support the deployment of child protection advisers to peace operations.
- Follow up on the international Conferences on Safe Schools, stressing the gender impact of attacks on education and the need for prevention and accountability mechanisms.
- Collaborate with organizations specialized in the implementation of the Safe Schools Declaration that are promoting the rights of the child in situations of conflict and in humanitarian crises, such as the Global Coalition to Protect Education from Attack. Organize training seminars for the implementation of the Safe Schools Declaration, and promote informal meetings to encourage countries to adhere to it, playing an active role in the Group of Friends of Safe Schools in Geneva.
- Promote, in international forums, the Protocol for the Integrated Protection of Children and Adolescents in Emergency and Disaster Situations⁹, and support collective, inter-institutional action in response to national, regional and global threats to the well-being of children in situations of conflict, displacement, and migration.

PILLAR 10 > HUNGER AND CONFLICT



Climate change, land degradation, desertification, and rising sea levels are some of the main factors behind serious food crises, which exacerbate conflicts and humanitarian crises.

Using hunger as a weapon of war undermines the four dimensions of food security: availability, access, use, and stability. The United Nations Security Council has condemned this practice in resolution 2417 (2018), recalling that it has approved sanctions against those who block access to humanitarian assistance meant to mitigate hunger in the past, and that it could do it again in the future.

⁹The Inter-American Children's Institute of the Organization of American States uses this handbook, which offers practical guidelines for protecting children and adolescents in emergency and disaster situations from abuse, negligence, exploitation, and other forms of violence, in accordance with the Minimum Standards for Child Protection in Humanitarian Action, developed by the Child Protection Working Group (CPWG) of the Global Protection Cluster.

The Spanish Criminal Code, in article 612.8, defines the offence of intentionally inflicting hunger on the civilian population as a method of war, and of depriving them of goods essential to their survival by arbitrarily hindering relief supplies, pursuant to the Geneva Conventions and their Additional Protocols.

Spain will take measures to:

- Participate in groups supporting resolution 2417 and back effective mechanisms for its monitoring and implementation, contributing to consolidating the validity and scope of this resolution and compliance therewith.
- Promote the ratification of the amendment to the Rome Statute, which includes amongst the crimes under the jurisdiction of the International Criminal Court intentionally using starvation of civilians as a method of warfare in non-international conflicts.¹⁰
- Promote in multilateral forums, and in bilateral contexts, measures to prevent and ensure accountability for actions that cause food insecurity in conflict situations.

GOAL 3

PROTECT PERSONS IN SITUATIONS OF VULNERABILITY, LEAVING NO ONE BEHIND

Conflicts and natural disasters affect people unequally, placing them in different situations of vulnerability. The Agenda for Humanity especially emphasizes the protection of forcibly displaced persons, stateless persons, women, children, and persons with disabilities.

To this end, Spain will take into account commitments such as the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees, as well as the international legal framework (including the 1951 Convention Relating to the Status of Refugees, the 1954 Convention Relating to the Status of Stateless Persons, the 1961 Convention on the Reduction of Statelessness, and the 2006 United Nations Convention on the Rights of Persons with Disabilities). To meet these commitments, Spain will promote the following pillars of action:



PILLAR 11 > GENDER EQUALITY, DIVERSITY, AND COMBATING SEXUAL VIOLENCE

Spain prioritises the Women, Peace and Security Agenda in its external action. Furthermore, the Spanish feminist foreign policy establishes an explicit commitment

¹⁰ This conduct is considered a crime in international conflicts under article 8.2.b)xxv of the Rome Statute.

to gender equality and to the empowerment of women and girls in its foreign policy initiatives. Resolution 2242, which demanded the participation of women to achieve lasting peace and underscored the disproportionate impact of armed conflict on women, was approved during the Spanish presidency of the United Nations Security Council in October 2015. To date, Spain has adopted two National Action Plans on Women, Peace and Security (2007 and 2017), and will follow these courses of action:

- Maintain an active commitment in forums such as the Women, Peace and Security National Focal Points Network and the Informal Expert Group, in the Security Council, both created during the Spanish presidency of the Security Council; the joint initiative with Finland “Commitment 2025”; the Global Acceleration Instrument for Women, Peace and Security; the Women’s Peace and Humanitarian Fund; and promote the achievement of Sustainable Development Goal 5 of the 2030 Agenda, and mainstream the gender perspective into all humanitarian actions.
- Promote the presence of gender specialists in the peace and security operations and missions of the United Nations, NATO, and the European Union. Provide gender equality training to armed forces participating in these operations and missions, continuing the collaboration with the Government of the Netherlands and with the European Security and Defence College of the European Union.
- Systematically condemn sexual violence and gender-based violence in armed conflicts. Support access to justice and reparations for victims, promoting compliance with the International Protocol on the Documentation and Investigation of Sexual Violence in Conflict.
- Continue to support the mandate of the Special Representative of the Secretary- General on Sexual Violence in Conflict, actively participating in the Call to Action on Protection from Gender-Based Violence in Emergencies.
- Defend a comprehensive approach that incorporates gender, sexual orientation, and gender identity, in keeping with Spanish law. Step up active participation in the United Nations LGBTI Core Group.
- Continue to pay special attention to combating human trafficking, especially of women and children, pursuant to Security Council resolution 2331 (2016) on human trafficking in conflict situations, which Spain sponsored, and which calls upon States and international organizations to adopt specific measures to stop trafficking.

PILLAR 12 > PERSONS WITH DISABILITIES

In conflict situations, persons with disabilities face additional obstacles to seek and receive protection. Spain proposes:



- Promoting the necessary measures to ensure the safety and protection of persons with disabilities in at-risk situations, including armed conflict, humanitarian emergencies, and natural disasters, pursuant to Security Council resolution 2475 (2019) and the Charter on Inclusion of Persons with Disabilities in Humanitarian Action.
- Promote access to and participation in humanitarian action of persons with disabilities, strengthening Spain's advocacy efforts in the corresponding humanitarian forums, including the Global Action on Disability Network.



PILLAR 13 > REFUGEES AND INTERNALLY DISPLACED PERSONS

Spain upholds the principles of humanity, shared responsibility, and solidarity that underpin the 2018 Global Compact on Refugees and the 1951 Convention Relating to the Status of Refugees amended by the 1967 Protocol. We need to combat the causes of forced displacement, improve the self-sufficiency of those suffering from it, ensure the provision of basic services, and promote lasting solutions.

Spain has participated actively in the negotiation process of the Global Compact on Refugees and understands that improving the conditions of the refugee population must be done in coordination with civil society, promoting public-private partnerships. Thus, Spain undertakes to:

- Work to protect forcibly displaced persons and those who are in situations of vulnerability in mixed migration flows, as well as to achieve sustainable solutions for them.
- Advocate for the universalization of protection for internally displaced persons, promoting the implementation of the Guiding Principles in Internal Displacement and of the Kampala Convention.
- In the framework of the monitoring mechanisms of the Global Compact on Refugees, support resettlement processes, supplementary measures, and capacity-building.
- Specify Spain's commitments in the Action Plan for the National Implementation of the Global Compact on Refugees.
- Participate in the Executive Committee of the Programme of the United Nations High Commissioner for Refugees (UNHCR), in the comprehensive response frameworks and the support platforms, such as the Comprehensive Regional Protection and Solutions Framework (MIRPS) and other relevant forums.



PILLAR 14 > MIGRANTS IN SITUATIONS OF VULNERABILITY



Spain promoted the approval of the Global Compact for Safe, Orderly and Regular Migration in 2018, in response to the magnitude, complexity, and impact of global migration, and it defends the general principle of the Compact: understanding and managing migration as a shared responsibility. Spain supports a voluntary and safe migration that is simultaneously more orderly and regular for the States of origin, transit, and destination. Therefore, Spain advocates for:

- Working within the European Union and in the United Nations to reach a consensus, in particular in the International Migration Review Forum and in the Global Forum on Migration and Development, as well as in collaboration with the International Organization for Migration (IOM) and the United Nations Network on Migration.
- Strengthening resilience in the countries of origin and of transit, addressing the causes of migration flows, such as armed conflicts, natural disasters, climate change, and environmental degradation.
- Promoting disaster risk prevention, reduction and mitigation actions, to comply with the Sendai Framework for Disaster Risk Reduction 2015-2030 and with the guidelines of the United Nations Office for Disaster Risk Reduction.
- Strengthening development cooperation in order to promote protection, education, employment, institutional capacity-building, and programmes to foster livelihoods and to combat transnational crime.
- Continue working on voluntary, assisted, and safe return programmes that include productive reintegration and return actions supporting the creation of

economic and employment opportunities for the population in the countries of origin, thus preventing the risks involved in using irregular immigration channels.

- Collaborate on achieving the 23 objectives of the Global Compact for Safe, Orderly and Regular Migration, paying attention to the following commitments in the sphere of humanitarian action:
 - Work to save lives and establish coordinated international initiatives on missing migrants.
 - Work to address and reduce the vulnerability of persons in critical situations during the migration process, paying particular attention to the specific needs of migrant women, who suffer most particularly from certain forms of violence against women (e.g. trafficking, sexual violence, sexual exploitation, female genital mutilation, forced marriage).
 - Combat hate speech, racism, xenophobia, and intolerance against the migrant population.
 - Promote access to basic services, especially healthcare, including sexual and reproductive health services, and education, prioritizing care for pregnant women and for children.
 - Minimize the adverse drivers and structural factors that compel people to leave their country of origin.
 - Prevent and combat trafficking in persons in the context of international migration.
 - Strengthen certainty and predictability in migration procedures.
 - Guarantee compliance with the principle of non-refoulement when there is areal and foreseeable risk of violations of fundamental rights.
- Support efforts to locate missing persons during migration processes and to reunify families, with the help of the International Red Cross and Red Crescent Movement.



APLICACIÓN

Based on the Spanish and international legal frameworks, as well as the commitments assumed by Spain, particularly at the World Humanitarian Summit in Istanbul in 2016 and the Agenda for Humanity adopted therein, the Strategy is defined based on three objectives, 14 lines of action and more than 10 lines of action that are described below.

The priority areas are linked to one of the three strategic objectives, without prejudice to the fact that they can be associated with two or three.

1. INSTRUMENTS

The implementation of the objectives, pillars and lines of action included in the Strategy will be supported by the following instruments:

- Systematic inclusion of humanitarian diplomacy in political dialogue, in bilateral consultations and in the work of Spain's missions abroad, particularly in those contexts in which Spain is carrying out humanitarian action. Among others, demarches and good offices to unblock situations regarding the humanitarian space will be deployed.
- In the multilateral arena, inclusion of the Strategy's priorities in the positions defended by representatives of Spain in the General Assembly, the Security Council, ECOSOC, the Peacebuilding Commission, the Human Rights Council, and other multilateral forums. Spain will engage in constant and fluid dialogue with the International Committee of the Red Cross, with the United Nations (OCHA and specialized agencies) and with other relevant organizations to advance in the objectives set forth. Seminars and working sessions on specific topics will be organized, as Spain has done in recent years for members of the

Security Council.

- Coordination with the European Union, to encourage joint analysis, programming and planning of policies and actions to increase their impact, promote synergies and avoid overlapping, through initiatives such as Team Europe. Support for and maximization of the added value provided by the EU Civil Protection Mechanism, the EU Humanitarian Air Bridge and the development of the European Humanitarian Response Capacity, seeking to mainstream humanitarian principles into all EU instruments.
- Mainstreaming of the humanitarian perspective into all public policies that have an external dimension, such as those involving trade, defence, and culture.
- Public and digital diplomacy will reflect humanitarian diplomacy, publicizing the positions, laws, and external action of Spain. Coordination with non-governmental organizations, civil society, companies, and cultural and scientific institutions will be ensured, to multiply the impact of information. Representatives of Spain will disseminate messages in line with the Strategy's goals through social media, statements, speeches, and addresses in Parliament and in international forums. Attacks against schools, hospitals, or civilians, or the use of hunger as a weapon of war, will be condemned publicly.
- Dialogue with humanitarian agents, such as the International Federation of Red Cross and Red Crescent Societies, the International Committee of the Red Cross, the Spanish Red Cross, OCHA, and non-governmental organizations specializing in this area, will be a priority.
- Training in international humanitarian law will be enhanced, in line with the pledges made at the 33rd International Conference of the Red Cross and Red Crescent:
 - Strengthening the study requirements for becoming a career diplomat.
 - Offering courses at the Diplomatic School of Spain, in particular for staff posted abroad at embassies and missions involved in responding to humanitarian crises.
 - Supplementing training in this area for military and civilian staff participating in peace and security operations and missions, in collaboration with the Spanish Red Cross and with the International Humanitarian Law Committee of Spain.
 - Fostering training opportunities for healthcare professionals, in coordination with the Ongoing Training Committee for Healthcare Professionals and with the Military Healthcare School.

- Studying the possibility of launching information campaigns aimed at professional associations, scientific societies and universities.

2. IMPLEMENTATION

The implementation of the Strategy will begin by adopting an Action Plan within the first six months after its approval, which will include a catalogue of specific actions and a well-defined timeline. The Action Plan will be drafted by the Directorate-General for the United Nations, International Organizations and Human Rights of the Ministry of Foreign Affairs, European Union and Cooperation, in coordination with other units of this Ministry, with other relevant Ministries, with the International Humanitarian Law Committee of Spain, and with other stakeholders from the public administration and from civil society.

5

MONITORING AND EVALUATION

In line with the steps followed for drafting the Strategy, its monitoring and evaluation will require widespread, inclusive participation.

A Working Group will be set up within the International Humanitarian Law Committee of Spain, which will act pursuant to Royal Decree 1513/2007 and will serve as a forum for dialogue and monitoring.

On the basis of the recognition of humanitarian principles and their complementarity with the United Nations system, efforts will be made to ensure that the contribution of Spain to the international humanitarian system is consistent and effective. This commitment will be expressed at the International Conferences of the Red Cross and Red Crescent and in the accountability system of the United Nations World Humanitarian Summit through the pledges made there.

The Working Group will review the compliance with the Action Plans approved to implement the Strategy. The Humanitarian Action Group of the Cooperation Council will contribute to this review process. In 2026, the Working Group will evaluate the implementation and extent of achievement of the Strategy, proposing recommendations for improvement.

APPENDIX

LEGAL AND POLITICAL COMMITMENTS UNDERTAKEN BY SPAIN

- Charter of the United Nations (1945)
- Geneva Conventions (1949) and their Additional Protocols (1977 and 2005)
- Convention Relating to the Status of Refugees (1951) and its Protocol (1967)
- Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict (1954) and its Additional Protocols)
- Convention on the Rights of the Child (1989)
- Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines) (1998)
- Rome Statute of the International Criminal Court (1998)
- London Food Aid Convention (1999)
- Principles and Good Practice of Humanitarian Donorship (2003)
- European Consensus on Humanitarian Aid (2007)
- Sustainable Development Goals (2015-2030)
- Sendai Framework for Disaster Risk Reduction (2015-2030)
- Agenda for Humanity of the First World Humanitarian Summit (2016) and the Grand Bargain

- Global Compact on Refugees (2018)
- Global Compact for Safe, Orderly and Regular Migration (2018)
- Development Assistance Committee Recommendation on the Humanitarian-Development-Peace Nexus (2019)
- Humanitarian Action Strategy of the Spanish Cooperation (2019-2026)
- Feminist Foreign Policy Guide of Spain (2021)
- Foreign Action Strategy of Spain (2021-2024)

HUMANITARIAN
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