



# PROGRAMME

**SPAIN 2015-2016**

NON-PERMANENT MEMBER  
OF THE UNITED NATIONS  
SECURITY COUNCIL





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# 1. INTRODUCTION

Spain's election as a non-permanent member of the United Nations Security Council (SC) - which the UN Charter gives primary responsibility for the maintenance of international peace and security - reflects the international community's recognition of Spain's role in the world, and our commitment to multilateralism and the purposes and principles of the United Nations.

Our performance at the SC during 2015-2016 will impact Spain's position on the international scene. We will rise to this challenge and to its opportunities. This will be a highly demanding task, particularly in the present context, characterized by a growing number of simultaneous crises and threats to international peace and security. The war in Syria and Iraq, the fight against terrorism, the conflict in the Middle East, Ukraine, the crises in Libya and the Sahel, the threat of Boko Haram in Nigeria and neighbouring countries and the issues of non-proliferation and disarmament will be prominent on the Council's agenda, as will new threats such as Ebola or foreign terrorist fighters.

In this context, Spain cannot limit itself to merely playing a reactive role. We will defend clear positions on the crises addressed by the SC, and play a proactive leading role regarding the issues at the top of its agenda.

We must not forget that SC membership is not risk-free: having to take a public stance on active conflicts can subject its members to a high degree of exposure. International terrorism in any of its forms is a global threat, but this threat can escalate for the principal international actors. Spain will, therefore, strengthen security measures both at home and at our representations abroad.

## 2. GENERAL CONSIDERATIONS

Spain -as a melting pot of cultures, a country that is simultaneously European, Ibero-American and Mediterranean- is ideally placed to build bridges and forge consensus, so that the threats to international peace and security can be addressed rapidly and effectively.

In the SC's day-to-day work, Spain will maintain a high standard, speaking out with a genuine voice, which in no way clashes with the obligations and loyalties arising due to our membership of the European Union and other international organizations. More specifically:

- Spain will play an active role, aiming to establish common ground in the negotiation of Council documents (e.g. Resolutions, Presidential Statements or Press Statements).

- We will be diligent in chairing the committees assigned to us (1540, on the non-proliferation of weapons of mass destruction; 1718, on the Democratic People's Republic of Korea; and 1737, on the Islamic Republic of Iran).

- We will adopt an open information policy, allowing public opinion to follow-up the SC's work and the positions and approaches that Spain defends on the most important issues.

- Spain will be in frequent contact with SC members and non-member countries to discuss major issues or those which directly affect their interests. Our membership of the Council will bring an increase in trips by Spanish authorities to countries or regions in conflict, as well as visits to Spain. These trips and meetings will enable us to obtain first-hand details of the situation on the ground, through eyewitness accounts and the viewpoints of the parties and of any international staff carrying out political or peacekeeping missions.

- We will monitor decisions agreed by the European Union and maintain constant communication with our European partners.





## 3. LINES OF ACTION

### 3.1. Preventive Diplomacy

■ Spain will work to strengthen the Council's preventive function in order to improve its capacity to respond to emerging crises and potential threats to peace and security, paying close attention to risk factors and the deep-lying causes of conflicts. We must ensure that early warning translates into prompt action. We are committed to actively promoting preventive diplomacy and mediation, placing our experience in these areas at the SC's service.

■ We will defend and promote the effective implementation of the Responsibility to Protect, fulfilling the collective responsibility, as stated in the 2005 World Summit Outcome document, to encourage and help States to protect their populations from atrocity crimes (genocide, war crimes, crimes against humanity and ethnic cleansing). We will, similarly, support the introduction of limits to the use of veto, particularly in the case of mass atrocities.

■ In preparation for assuming the presidency of the SC (in October 2015 and December 2016), we will explore the possibility of organizing open debates on priority issues, such as the anniversary of resolution 1325 (on Women, Peace and Security), humanitarian aid -especially in places afflicted by grave crises (Syria being particularly significant)- and new threats (such as climate change and cyber-security).

### 3.2. Peacekeeping and Peacebuilding

■ Spain will work to increase the effectiveness of UN Peace Operations, ensuring that these have robust mandates (particularly as regards the protection of civilians), tailored to the specific situation in the field, precise and achievable. We will also uphold that UN Peace Operations have sufficient and adequate resources to carry out their mandates. To this end, we will be in regular, close contact with troop-contributing countries.

■ We will closely monitor the life cycles of UN-mandated Peacekeeping Operations such as UNIFIL (Lebanon), MINURSO (Western Sahara), MINUSCA (Central African Republic), UNDOF (Golan Heights), MONUSCO (Democratic Republic of the Congo) and UNMISS (South Sudan).

■ Spain will actively participate in the review of UN Peacekeeping Operations and Special Political Missions, planned for 2015, with the aim of increasing their effectiveness, as well as the review of the UN Peacebuilding Architecture in order to maximize the contribution of the UN system as a whole to conflict prevention, peacekeeping and peacebuilding.

■ We will follow-up and support the role of regional and sub-regional organizations in the areas of peace and security.

■ Spain will support measures aimed at developing States' capacities so that they can better address the structural causes and risk factors that could lead to crises and conflicts, through cohesive and inclusive democratic governance structures capable of managing diversity constructively and addressing inequality, inequity and discrimination issues effectively. Spain advocates strengthening the rule of law as a key factor for maintaining international peace and security.

■ We will also support the processes of disarmament, demobilization and reintegration (DDR) and security sector reform (SSR) in fragile countries and post-conflict situations.

### 3.3. Protection of Civilians and Respect for International Humanitarian Law

■ We will give maximum priority to the protection of civilians and respect for international humanitarian law, including the protection of specific groups (children, the elderly and people with disabilities).

■ From our seat on the SC, Spain will promote the effective implementation of resolutions on Women, Peace and Security, including Resolutions 1325 (2000) and 1820 (2008). We will support the active participation of women in peacebuilding



processes, as well as the fight against impunity for sexual violence in armed conflict, aiming to create the necessary conditions to protect victims and witnesses.

### 3.4. Human Rights

■ Spain will combat the violation of children's rights in armed conflicts.

■ We will continue to uphold the protection and promotion of human rights. Spain will defend respect for international law as a crucial element for a lasting peace.

■ From our seat on the Council, we will support the fight against impunity, in particular the work of the International Criminal Court (ICC). This institution embodies the paradigm of universal criminal justice for the most serious crimes of concern to the international community, based on the principle of complementarity with national jurisdictions. We will also explore the introduction of mechanisms allowing the cases referred to the ICC by the SC to be monitored more closely.



### 3.5. Non-proliferation and Disarmament

■ Spain has been appointed to chair the 1540 Committee, which addresses the non-proliferation of weapons of mass destruction (nuclear, chemical, and biological arms, and their means of delivery) as well as the 1718 (Democratic People's Republic of Korea) and 1737 (Iran) Sanctions Committees. This reflects the perception of Spain as a trustworthy and responsible country with human resources capable of successfully assuming instrumental responsibilities that are crucial for maintaining international peace and security. Spain will chair these three Committees responsibly, with a constructive and neutral attitude.

■ Regarding the 1540 Committee, Spain will promote the full and effective implementation of this Resolution within States, industry and civil society, with clear objectives in each of these three areas of action, such as reducing the number of countries that have not yet reported on their application of the Resolution. A comprehensive review of this Resolution is set to take place in 2016, which will open up new possibilities for action. A Strategic Plan will be drawn up with the aim of strengthening the barriers to nuclear proliferation, particularly in terms of risk of transfer of nuclear capabilities or other weapons of mass destruction to non-State actors and terrorist organizations.

■ As for the 1718 Committee, we will diligently monitor the application of Resolutions relating to the sanctions imposed on the DPRK, in a particularly delicate context.

■ The 1737 Committee relating to Iran will continue its activities, which may undergo major changes in the event that an agreement is reached on the Iranian nuclear programme.

■ Spain backs efforts to reach a successful outcome in the Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons (NPT) planned for 2015, NPT universality and the entry into force of the Comprehensive Nuclear-Test-Ban Treaty.

■ We will monitor fulfilment of Resolution 2118 (2013) on chemical weapons in Syria.



### 3.6. Combating Terrorism

■ Spain's painful national experience as regards terrorism has placed us at the forefront of the fight against this scourge that threatens the lives and freedom of people all around the globe. We will continue to condemn terrorists' narratives and give voice to the victims.

■ We will support strengthening international cooperation to combat terrorism, especially UN's efforts to prevent terrorism and UN activities in the fields of capacity-building and technical assistance for the application of counter-terrorism Conventions.

■ Spain will foster the effective implementation of the UN Global Counter-Terrorism Strategy in its four pillars, particularly those addressing the need to tackle the conditions that favour the propagation of terrorism and to respect human rights and the rule of law in the fight against terrorism.



### 3.7. New Global Challenges to International Peace and Security

■ Spain will promote the awareness on the growing risks and threats to international security that arise in cyber-space, as well as of the importance of international cooperation and confidence and capacity-building measures in responding to these threats. We will also promote the holding of an intra-UN institutionalized debate on the question of cyber-security that encourages State participation and international cooperation, with the aim of establishing international consensus on this matter.

■ We believe that the SC can contribute to the global response to international peace and security challenges caused by climate change. We can achieve this through deeper dialogue and a balanced collaboration with non-SC-member States, especially those most negatively affected by climate change, and as a complement to the work of other main UN bodies, in particular the General Assembly.

■ We will support an effective global response to the international peace and security challenges derived from the Ebola epidemic in West Africa, particularly supporting the work of UNMEER, the first mission created by the SC in response to a non-war crisis.

### 3.8. Security Council Working Methods

■ We defend a Security Council open to dialogue, one that expands its sources of information and takes advantage of the work and knowledge of the entire UN system.

■ We will listen to all UN members regarding issues on the SC agenda, in particular, those of special interest to any of them. We will promote a decision-making process that takes into account the viewpoints of the different countries and regional organizations.

■ In collaboration with other UN Member States, Spain will seek to continually review and improve the Council's working methods -an essential matter for increasing its representativeness, transparency, accountability and effectiveness.

■ We will report on the progress of SC work responsibly and transparently, and will continue the practice of holding evaluation meetings followed by briefings for all members, at the end of each rotating presidential term. We will continue to improve the SC's working methods, including wrap-up sessions to assess the Council's progress. Moreover, we will identify challenges and opportunities to enhance the Council's transparency and efficiency. We will promote informal briefings by the Department of Political Affairs (DPA) on different issues relevant to the Council's agenda. We will also promote the holding of horizon-scanning briefings chaired by the DPA. We will use other formats, such as informal interactive dialogues, "Arria-formula" meetings and CS missions, which can also contribute to achieving this purpose.

## 4. OTHER ACTION AREAS

### 4.1. Transnational Organized Crime

Spain will promote international cooperation to address the global threats of international organized crime, especially drug trafficking, human trafficking and arms smuggling. We will provide support for UN policies fighting corruption and for mechanisms for assessing States' application of the Convention against Corruption created within the UN framework. Spain will defend the international legal framework in force regarding drugs, and the role of the Commission on Narcotic Drugs and the UN Office on Drugs and Crime (UNODC).



developed expertise and added value, such as global health, access to water and energy, and combating gender-based violence.

### 4.2. The Development Cooperation Approach in the Security Council

■ We will continue to promote development cooperation as a tool for preventing violence and conflict, and development as a key element for peace and security, bearing in mind the mutually reinforcing nature of development, peace and security.

■ Spain's position will be consistent with the Fourth Master Plan for Spanish Cooperation (in effect until the end of 2016), particularly as regards five of its guidelines:

- Consolidating democratic processes and the rule of law.
- Reducing vulnerability to extreme poverty and crises.
- Promoting women's rights and gender equality.
- Improving provision of global public goods, including global health, peace and security, the environment, financial stability and cultural diversity.
- Ensuring quality humanitarian assistance.

■ Building on our experience, we will raise the profile of those issues on which Spain has

■ We will foster coherence between the objectives of development cooperation and those of political and economic sanctions.

■ We will defend humanitarian aid workers' access to victims, with guarantees for their safety. Humanitarian assistance must be independent, and focus on the civilian population.

### 4.3. Future Election of the United Nations Secretary-General (UNSG)

The current UNSG will end his second term on 31 December 2016. Prior to this date, his successor will be appointed by the General Assembly (UNGA), at the SC's recommendation (Article 97 of the UN Charter). Spain, as a Member of both UN principal bodies, will take part in the election of the next Secretary-General.



## 5. GEOGRAPHIC AREAS

### 5.1. Middle East

■ **The Peace Process.** Due to the Palestinian question's crucial importance for international peace, the SC holds monthly consultations on this issue, as well as quarterly public briefings (January, April, July and October). If a draft resolution that could lead to the opening of negotiations between the parties towards the solution of two States able to coexist in peace with guarantees of security is put forward, Spain will become actively involved in developing a text capable of gaining the SC's approval, and thus contributing to a peaceful solution. This has been set forth in the fourth paragraph of the non-legislative motion approved on 18 November 2014 by the Spanish Parliament.

■ **Syria.** Spain will be especially active in overseeing the dismantling of Syria's arsenal and rendering chemical production installations inoperable, as well as in developing new access channels for humanitarian aid. On the political level, we

will support the Secretary-General's Special Envoy, Mr. Staffan de Mistura, in his attempts to achieve a steady de-escalation of violence, making it possible to effectively implement the 2012 Geneva Communiqué, opening the door to building an inclusive, democratic Syria. Spain will also defend accountability for those responsible for the massive crimes committed during the Syrian conflict.

■ **Iraq.** We will fully support the inclusive Al-Abadi government in its fight against DAESH, a crucial task for ensuring peace. Spain is contributing 300 support staff to the Iraqi Armed Forces Iraqis for training their troops

■ **Lebanon.** It is essential to keep the Syrian conflict from spreading to Lebanon. Spain is contributing to Lebanon's peace and stability with a contingent of 589 staff assigned to UNIFIL. We will also focus especially on contributors of troops to UNDOF, the forces in the Golan Heights area of separation, which is currently one of the most vulnerable missions and, therefore, one requiring strong support.



■ **Yemen.** Spain will support the good offices of UN Secretary General's Special Adviser Jamal Benomar. We will contribute to the efforts aimed at achieving the resumption of the democratic transition process, with the participation of all relevant actors, in the framework of the Gulf Cooperation Council Initiative, the outcome of the National Dialogue Conference and the Peace and Partnership Agreement and its security annex. Spain is a member of the Group of Friends of Yemen and maintains its diplomatic presence in the country.

## 5.2. Maghreb

■ **Libya.** Spain will support the efforts of the UN Secretary General and his Special Representative, Bernardino León, in the difficult task of getting the disputing parties to the negotiating table. What must be avoided is an entrenchment of this conflict, which can have highly dangerous consequences for North Africa and the Sahel. Spain organized the Madrid Conference in September 2014, and has committed to organizing another conference to support the SRSG's mediation efforts.

■ **Western Sahara.** Spain's historic role, the wellbeing and expectations of the Sahrawi people, and our good neighbourly relations with Morocco and Algeria lead us to favour a fair, lasting and mutually acceptable political solution including the free determination of the people of the Western Sahara, within the framework of UN Charter principles, as established by the SC in its resolutions.

## 5.3. Sub-Saharan Africa

■ **Mali/Sahel.** The situation in Mali is key to stability in the Sahel. We will support Algeria's mediation efforts. MINUSMA's protection must be stepped up in order to reduce its vulnerability, and, eventually, give it a more robust mandate. Spain actively supports Operation Barkhane, led by France, as well as EUTM Mali, being the second country in terms of troops contributed, and EUCAP Sahel Niger.

■ **Central African Republic.** Spain's commitment is expressed in the presence of nearly 100 troops in the EUFOR RCA mission supporting MINUSCA. Action must be taken on two levels: security and the political process. It is necessary to restore peace and security in the country, and ensure that elections are held as soon as conditions are appropriate.



■ **Somalia.** Spain's commitment is reflected in our active participation in EUTM Somalia, EUCAP Nestor in the EUNAVFOR ATALANTA mission, and our support for the AU's AMISOM mission. Spain is involved in the areas of policy, security and development in this country.

■ **Great Lakes Region.** Stability in the Democratic Republic of the Congo is essential to peace on the entire African continent. Spain will work actively in adapting MONUSCO's mandate to the needs on the ground. Likewise, we will support regional initiatives to ensure peace and security in the region.

■ **South Sudan.** UN's youngest State has been plunged into a profound crisis, and a severe civil conflict. Spain wishes to contribute to reversing this situation so that the South Sudanese may live in peace amongst themselves and with their neighbour, Sudan.

■ **Darfur.** This region, which has suffered, and continues to be threatened by, one of the world's greatest humanitarian crises, must have the international community's full support in order to put an end to its dramatic situation. Spain is committed to the fate of its inhabitants.

■ We will follow very closely the discussions on the African peace and security architecture and its impact on the United Nations peace and security architecture.



#### 5.4. The Americas

We will participate actively in discussions on the MINUSTAH (**Haiti**) mandate, which expires on 15 October 2015.

#### 5.5. Europe

■ **Ukraine.** Spain defends constitutional and international law. We support the Minsk Agreement and Protocol, and an active role for the EU and the OSCE in their application. There can be no exceptions to the principles of territorial integrity, independence and sovereignty.

■ **Cyprus.** Spain supports the negotiation process and encourages all the parties to redouble their efforts to achieve a comprehensive and lasting solution. We

defend putting an end to the island's division, on the basis of a bi-zonal, bi-communal federation with political equality, pursuant to the UN Security Council resolutions.

■ **Kosovo.** On the basis of Spain's non-recognition policy regarding this territory's Unilateral Declaration of Independence, we will support continued dialogue between Belgrade and Pristina.

■ **Bosnia and Herzegovina.** Spain will continue to participate actively in the quarterly debate on Bosnia and Herzegovina, supporting the international community's efforts to maintain this country's territorial integrity, as well as the functionality and operational capacity of its institutions.

#### 5.6. Asia

■ **Afghanistan.** Spain has taken on the leading role in drafting statements on Afghanistan within the Security Council. We will monitor the situation in Afghanistan by participating in debates regarding UNAMA, whose mandate expires on 17 March 2015. Furthermore, Spain has renewed its commitment to peace and stability in Afghanistan by participating in NATO's Operation Resolute Support, welcomed by the Council's Resolution 2189 of 12 December.





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## 6. CONCLUSION

Spain's presence on the SC provides unparalleled opportunity to raise our country's international profile and enhance our reputation. During our service on the SC, Spain will focus on moving forward in two areas:

- Maintaining frequent contacts with SC members and non-members, to address the most relevant issues on the SC agenda or those directly affecting those countries' interests.
- Launching an information campaign in accordance with the responsibility that we are taking on.

Success on these two fronts will consolidate Spain's role as a European and international actor, and enhance our influence and leverage. To achieve this, we must bring together all our efforts, including every level of government, Parliament, and civil society. Spain's presence on the Security Council constitutes a national project.



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