

# THE NATIONAL SECURITY STRATEGY

*Sharing a Common Project*

# 2013

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GOBIERNO  
DE ESPAÑA

PRESIDENCIA  
DEL GOBIERNO



# THE NATIONAL SECURITY STRATEGY

*Sharing a Common Project*



Security is a cornerstone of development and progress in a free society. A basic and widespread understanding of the importance of security as a guarantee of citizens' well-being and the stability of the State itself is therefore essential.

This vision can only be articulated through a Strategy that defines a global and all-embracing frame of reference in security matters; a Strategy that envisages the unique characteristics of the risks and threats we face in a world that is undergoing changes as deep as they are constant; a Strategy that orients the State's action towards responding to current challenges by using the available resources flexibly and efficiently; a Strategy that enhances our prevention, protection and response capabilities in an increasingly complex environment like today's.

Added to the traditional risks and threats are new, generally transnational ones which are interconnected and increase their danger; and at the same time new gaps are emerging that facilitate their spread and impact. Today cyberspace is the clearest example of an area that is accessible, loosely regulated and difficult to control and cybersecurity is therefore one of the main areas of action covered by this Strategy.

Spain, as a Mediterranean European Union Member State with a privileged but complex geographical location, has a clear-cut profile of its own. These particular characteristics define our specific strategic objectives. On the basis of defending these interests and strategic values, Spain's projection in the global environment is aimed at pursuing and promoting international stability, peace and security.

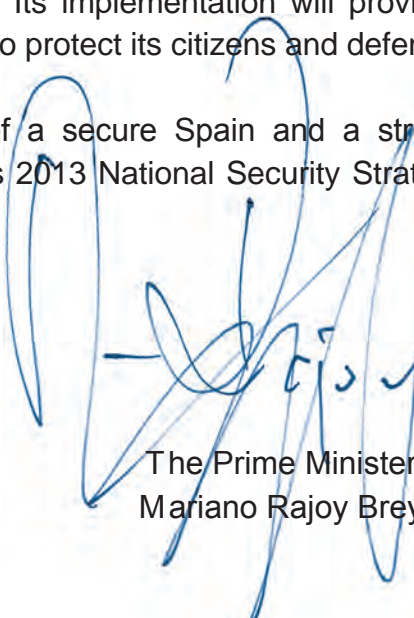
The 2013 National Security Strategy provides a comprehensive vision of National Security. A responsible society aware of its security is better poised to address today's challenges and gain in development and prosperity. The 2013 National Security Strategy is progressing along these lines, as it considers it essential to encourage the involvement of citizens and collaboration between the public and private sectors and all the Public Authorities in their areas of

responsibility, because today's risks and threats are not unconnected and cannot be addressed through isolated responses. Guaranteeing security is a responsibility of the Government, but it is also a task of everyone.

Strategic thought provides a broad picture of the security environment and allows us to be better prepared for possible risks and future threats. But this is not enough. It is necessary to prioritise available resources effectively and organise decision-making through an institutional system that is a sum total at the service of everyone and ensures integrated, effective and coordinated action in all fields of security. In order to meet this objective, this Strategy provides for a new institutional structure equipped to tackle strategic security and crisis-management issues requiring a rapid, coordinated and comprehensive response. Implementing this new National Security System at the service of everyone furthermore involves a high degree of commitment and public will.

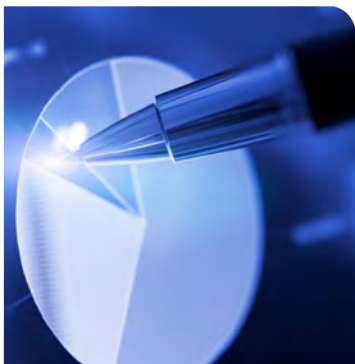
The 2013 National Security Strategy is a significant step. It continues and revises the Spanish Security Strategy approved in 2011, adapting and updating its content in accordance with the changes in the strategic landscape, shaping a new National Security System and involving civil society in the areas of priority interest to National Security. It is based on the idea that National Security is a public service which must be the subject of a State Policy that is sustained over time, capable of going beyond the timeframes and political agendas of each Government. Its implementation will provide the Government with the necessary means to protect its citizens and defend the State.

The possibilities of a secure Spain and a strong, determined society are unlimited. With this 2013 National Security Strategy we are all moving in the right direction.



The Prime Minister  
Mariano Rajoy Brey

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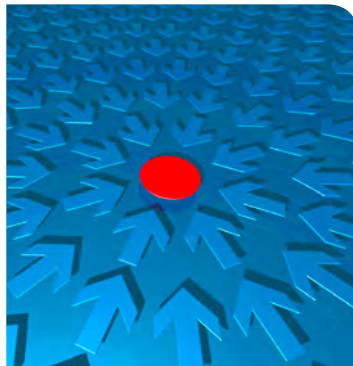
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## Executive Summary

**T**he National Security Strategy is a revision of the Spanish Security Strategy of 2011. As an instrument of its time, it reflects the risks and threats that need to be addressed in a world undergoing profound and constant change. It takes a broad view of the concept of security, in accordance with these global changes which affect the State and citizens' daily lives.

The Strategy is structured into five chapters which provide a concept of National Security, place Spain's security in a global context, identify current risks and threats, establish the objectives and strategic lines of action for Spain in the priority areas of action on the basis of the foregoing, and shape a new National Security System.

The first chapter, *A Comprehensive Vision of National Security*, describes the current security environment. It provides a comprehensive, wide-ranging definition of National Security, which is taken to

mean State action aimed at protecting the freedom and well-being of its citizens, guaranteeing the defence of Spain and its constitutional principles and values, and contributing together with our partners and allies to international security in compliance with the commitments undertaken.

National Security is a public service subject to a State Policy. Under the direction and leadership of the Prime Minister, it involves all the Public Authorities and requires the collaboration of society as a whole.

Furthermore, this chapter lists the basic principles of the Strategy which will determine the National Security guidelines: unity of action; anticipation and prevention; efficiency and sustainability in the use of resources; and resilience – which is taken to mean the ability of human and material resources to address crisis situations flexibly and forcibly and overcome them by minimising and cushioning their negative



consequences.

The second chapter, *Spain's Security in the World*, examines Spain's security in a globalised, highly competitive and constantly changing world that poses major risks and threats but also provides major opportunities to an open, advanced and formed society like Spain's. It identifies our country's strategic environments: the European Union (EU), the Mediterranean, Latin America, the United States and transatlantic relations, Africa, Asia, Australia and Russia. It also deals with the United Nations (UN), the North Atlantic Treaty Organization (NATO) and other multilateral forums.

Progress in building Europe is a guarantee of greater security and prosperity for Europe. Strengthening effective mechanisms for economic and financial governance and advancing towards political integration are objectives which Spain shares and promotes.

Furthermore, a democratic, stable and more developed Mediterranean is the best guarantee of security for all the countries in the region. Together with the EU and the international community, Spain will back the efforts of the countries in this area to achieve these objectives and will contribute to seeking a fair solution to conflicts.

With respect to Latin America, it is in Spain's interests to accompany this region of great strategic importance – with

which Spain maintains a singularly deep-rooted relationship – in the changes it is experiencing. In particular, Brazil and Mexico, two of Spain's major strategic partners in the region, are consolidating their status of global actors and the Pacific Alliance has the potential to provide a link between Spain and the Asia-Pacific region.

Relations with the United States, the other pillar of Spain's relations with the Americas, are a key to the management of the Euro-Atlantic area. The United States is one of our main allies and an indispensable and priority partner in managing the challenges and opportunities of the globalised world. The significant growth in its Spanish-speaking population is a determining factor in relations with this country. A broad-ranging vision of transatlantic relations that includes Canada – an actor to be very much taken into consideration – will allow shared challenges to be addressed more effectively.

As for Africa, Spain takes part in initiatives designed to tackle the extreme poverty and underdevelopment that ravage some of the countries of the continent. Additionally, the Sahel, the Horn of Africa and the Gulf of Guinea are areas of vital importance to Spain's security.

Asia is at the centre of the geopolitical shift that heralds the world to come. Spain must work bilaterally and in the framework of the EU to protect and promote its interests by strengthening its ties and relations with this continent.

The focal points of tension in Afghanistan, Pakistan and North Korea and those related to China's territorial claims affect the whole international community. Spain must foster the consolidation of Asian security structures, enhance its presence in the region and increase the already intense collaboration with the existing security organisations. Australia, a country with which important agreements have been reached in strategic sectors, is also of key significance in this effort.

The National Security Strategy also refers to Russia's position as the EU's largest neighbour and a fundamental strategic actor of great importance to the European energy market.

Global challenges and threats must be addressed with global solutions developed in an international community where cooperation and multilateral action are established as basic organisational principles. In this sense, the UN continues to be the lead organisation for peace keeping and worldwide cooperation and international security.

The third chapter, *Risks and Threats to National Security*, describes the risks and threats which particularly affect National Security: armed conflicts, terrorism, cyberthreats, organised crime, economic

and financial instability, energy vulnerability, proliferation of weapons of mass destruction, irregular migratory flows, espionage, emergencies and disasters, vulnerability of maritime space, and vulnerability of critical infrastructures and essential services. It also examines risk multipliers such as climate change, poverty, inequality, ideological extremism, demographic imbalances and the spread of the misuse of new technology which, although not risks or threats in themselves, may trigger or worsen them.

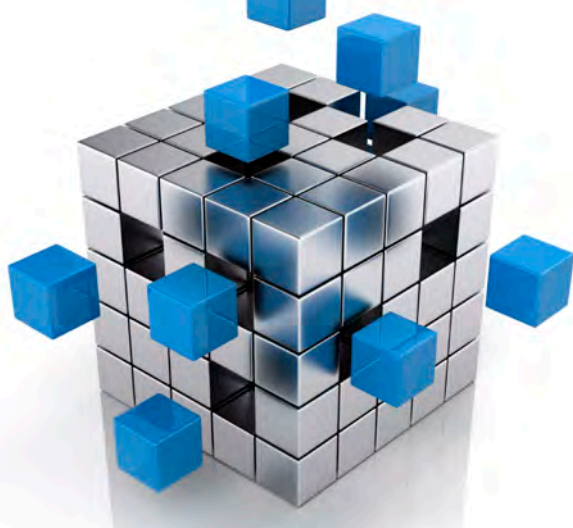
In consonance with these risks and threats, the fourth chapter, *Strategic Lines of Action*, establishes twelve priority areas of action. It defines for each one the main objective to be achieved and several strategic lines of action, which will provide the framework for the particular responses and actions required to preserve security. These are specific lines tailored to the characteristics of each area of action, although they all involve public-private collaboration, fostering a security culture, optimising available resources and strengthening international cooperation.

The Strategy takes a convergent approach. It considers that today's challenges call for a new National Security System – a strong national system capable of adapting to change and to security contingencies – in order to provide an effective and comprehensive response to the complex

challenges that preserving security in today's world requires.

The fifth chapter, *A New National Security System*, develops this system, the main purpose of which is to preserve National Security through the optimal, integrated and flexible functioning of all the resources available for this purpose. The system will consist of the National Security Committee and the Specialised Committees.

The dynamism of the environment and the national situation will require the National Security Strategy to be constantly updated and periodically revised.



## Chapter 1 A comprehensive vision of National Security

The first chapter of the National Security Strategy provides an overview of the current security environment. National Security is defined comprehensively and broadly and is conceived as a public service subject to a State Policy, which requires the collaboration of society as a whole. Under the direction and leadership of the Prime Minister, National Security is the responsibility of the Government and involves all the Public Authorities. The chapter identifies the basic principles of the Strategy, which will determine the National Security guidelines.

**S**ocieties that take responsibility for their security are freer societies. Security, as an essential component in defending constitutional values and achieving the ideals of justice, prosperity and progress, is a cornerstone of the preservation, stability and continuity of the State, as well as of the lives and well-being of its citizens.

The concept of security has evolved in keeping with global changes in order to address the growing challenges posed by the circumstances of the world we live in.

***‘Societies that take responsibility for their security are freer societies’***

Today’s globalised world is constantly changing owing to factors such as the constant shifting of power centres, with

the rise of new powers; the consolidation of new international actors; the greater ability of individuals to influence; demographic changes; greater competition for energy, food and economic resources; the role of technology in the knowledge society; and greater economic, political and legal interdependence.

Therefore, there are new risks and threats to address. Together with traditional ones like armed conflicts, others that are essentially transnational emerge and feed into each other and, through their interaction, increase their dangerousness and the vulnerability of the environment. Other elements that add complexity to the risks and threats of the current strategic context are their cross-cutting impact on different State and social structures and actors, the difficulty of identifying their origin, and the absence of a single centre of gravity. International terrorism, the proliferation of weapons of mass destruction, organised crime, cyberattacks and espionage are just a few examples.

The concept of security in the 21st century must be broad and dynamic in order to cover all the areas which concern the security of the State and its citizens; these vary in accordance with rapid developments in the strategic environment and range from territorial defence to economic and financial stability or the protection of critical infrastructures.

Furthermore, both national and multilateral cooperation are required to respond to the risks and threats which compromise security in this day and age. Unilateral and isolated responses, as they are incomplete and partial, are not effective against challenges which require a multidisciplinary approach and joint action. Only this perspective encompasses all the aspects which are potentially or actually affected.

Changes and trends in the security environment, its dimensions, and the responses required to preserve it are factors that influence the vision of National Security. Spain is among the most advanced countries in this field and views security comprehensively in accordance with the global changes that have repercussions on the State and citizens' daily life. In this connection the financial and economic crisis currently affecting Spain, the euro zone and many world economies is one of the biggest challenges to National Security and emphasises the need to respond efficiently.

In accordance with this comprehensive vision, National Security is the State action aimed at protecting the freedom and well-being of its citizens, guaranteeing the defence of Spain and its constitutional principles and values, and contributing together with our partners and allies to international security in compliance with the commitments undertaken.

In our country the constitutional mandate to guarantee democratic coexistence within the framework of the Constitution and Spanish Law and to protect citizens in the free exercise of their rights and public freedoms is facilitated by a public security system based chiefly on two State forces, one civilian (the National Police Force) and one military (*the Civil Guard* [*Guardia Civil*]). Together with the regional and local police forces, they are responsible for safeguarding citizen security.

Guaranteeing National Security requires commitment and responsibility at the highest political level. The Prime Minister will lead and promote the National Security Policy and, under his direction, the Government will be responsible for its effective enforcement, involving the Central Government Authorities, the Regional Authorities and the Local Authorities – which must cooperate in a spirit of solidarity and institutional loyalty – as well as all citizens.

National Security is a public service which must be subject to a State Policy. By its nature it is a task to which everyone must be committed. To this end, the Government will strive to secure the maximum social and parliamentary support.

Citizens' collaboration and support are essential. This involvement will be possible if a sound security culture is fostered based on prior knowledge, awareness and sensitivity to the importance of security in guaranteeing their freedom, prosperity and, in short, their way of life in accordance with the principles of the social and democratic rule of law.

The National Security Policy requires the planning and definition of permanent principles and lines of action capable of providing comprehensive responses to current threats. It needs to be sustained over time, going beyond the timespans and particular political agendas of each Government. Therefore National Security is underpinned by the commitment and consensus of everyone to act in a concerted and cohesive manner.

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***‘National Security is subject to a State Policy, which requires the planning and definition of permanent principles and lines of action capable of providing comprehensive responses to current challenges’***

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The National Security Strategy constitutes the basic statement of National Security as a

State Policy. It contains guidelines for reallocating all the State's available resources efficiently in order to preserve National Security. In particular it diagnoses our security environment, specifies the risks and threats Spain faces in a constantly changing world, defines strategic lines of action and shapes a new National Security System. It is a basic tool for all the Public Authorities that is adapted to the new needs and circumstances arising from the risks and threats we face.

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*“The dynamism of the environment and the situation of the country will require constant updating and periodic revisions”*

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## The basic principles of the Strategy are:

### **1. UNITY OF ACTION,**

which means the involvement, coordination and harmonisation of all State actors and resources under the direction of the Prime Minister; as well as public-private collaboration and the involvement of society in general. The comprehensive approach to security, encompassing all its dimensions, accounts for this principle of action and must in turn be fully managed through a National Security System that is promoted and led by the Prime Minister;

### **2. ANTICIPATION AND PREVENTION,**

which must guide Government action in detecting situations that may pose a potential risk or threat to National Security and steering them back on track;

### **3. EFFICIENT AND SUSTAINABLE USE OF RESOURCES,**

a principle which must govern administrative action at all times but is especially significant in a context like the present one. It is based on prioritising resources and optimising their use, requires results to be monitored and assessed, and guides administrative organisation;

### **4. RESILIENCE OR ABILITY TO RESIST AND RECOVER**

a principle relating to the ability of human and material resources to address crisis situations flexibly and forcibly and tackle them by minimising and cushioning their negative consequences.

The dynamism of the environment and the situation of the country will require constant updating and periodic revisions.





## Chapter 2

### Spain's security in the world

The second chapter of the National Security Strategy addresses the security of Spain in a globalised, highly competitive and constantly changing world that poses significant risks and threats but also provides major opportunities for an open, advanced and formed society like Spain's. It identifies our country's strategic environments as: the EU, the Mediterranean, Latin America, the United States and transatlantic relations, Africa, Asia, Australia and Russia. It also deals with the UN, NATO and other multilateral forums. It highlights the influence of Spain's particular characteristics on National Security in this context.

**D**efending Spain's vital and strategic interests in the world is a primary objective of National Security. The international dimensions of National Security are crucial. A world like today's where countries with diverse and sometimes clashing interests seek regional or global predominance – in short, a multipolar world – is more complex and difficult to manage. Spain must preserve its National Security in an environment which is experiencing deep and constant changes.

The uncertainty of the situation is likewise increasing in that the trends that are progressively shaping the emerging world do not yet point to clear boundaries for the new international community.

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***'Defending Spain's vital and strategic interests in the world is an objective of National Security'***

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***‘The security and well-being of Spain and its citizens are determined and developed within and beyond our borders. It is no longer possible to distinguish between external and internal security’***

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On the one hand, these trends – prominent among which are transfers of power between States, the growing strategic importance of the Asia-Pacific region, the economic and political growth of new powers, changes in the Arab world, the United States’ adoption of a new strategic position, the growing role of social groups and individuals, and greater interdependence – directly affect security.

On the other, at the same time changes modify the strategic environment and may bring new and very important opportunities for an open, advanced and formed society like Spain’s. Individuals’ ability to interact as if borders did not exist, the rapid transmission of huge amounts of information and social networking are just some of these opportunities.

Spain must be poised to respond appropriately to conflict situations, which can spur the transitions characteristic of today’s world. This response must take advantage of its strengths.

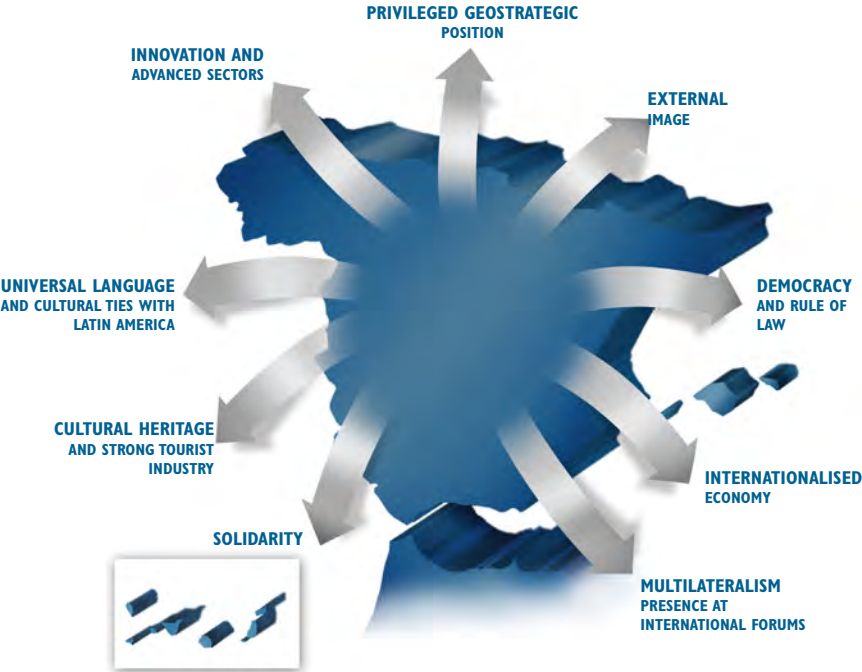
The security and well-being of Spain and its citizens are determined and developed within and beyond our borders, as challenges to security are transnational. Therefore Spain must project itself overseas, either individually or together with its partners and allies. It is no longer possible to distinguish between external and internal security. Events that occur beyond national borders can have a direct impact on our country.

Spain projects itself externally as a country with a clear-cut profile of its own, that of a major State as old as international society. This profile is due in part to its particular geographical location between Europe and North Africa and between the Mediterranean and the Atlantic and as a State that includes the mainland, the Balearic and Canary archipelagos and the two Autonomous Cities of Ceuta and Melilla. Indeed, owing to Spain’s privileged and complex geostrategic position, its regional and global projection is oriented towards the pursuit of international stability, peace and security.

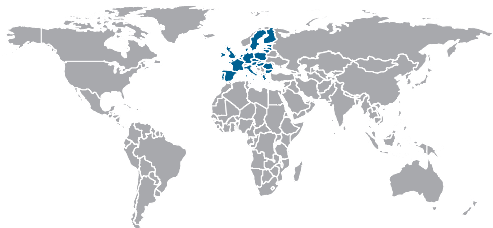
Europe and the Mediterranean are our major strategic priorities. The future of Spain and the security and well-being of its citizens are largely linked to the development of these regions. Latin America is the other focal point of our international projection. Together with this region, Africa poses significant security challenges and must continue to be given preferential attention. Spain’s membership of various security organisations entails

responsibilities and duties to our partners and allies and, accordingly, possible actions in this field. Finally, a strategic priority is to ensure that our country is duly prepared and able to tackle threats that need to be addressed autonomously.

Spain's position is also the result of a constitutional system based on freedom and respect for human dignity, with an advanced democracy, a deeply globalised economy and a language which is shared by hundreds of millions of people as a vehicle for culture and civilisation.



To implement its external projection, Spain must act on different fronts. It must promote the necessary reforms of international organisations in order to render them more effective and better adapted to changes. It must likewise bolster its influence at international forums and in multilateral initiatives. It is also important to strengthen bilateral relations in order to make Spain a more influential international actor.



## 1. The European Union

To progress in building Europe is to make Spain more secure and prosperous. Spain's interests will be better protected if the EU is strengthened internally and in its external dimension.

Uncertainty about the progress of political and economic integration considerably weakens the Union. Addressing and finding a solution to this situation is a determining factor for our security.

For this purpose, the EU must develop effective mechanisms for economic and financial governance and bolster elements of political union. Strengthening Economic and Monetary Union (EMU) and advancing towards political integration are objectives which Spain shares and promotes.

Externally, Spain's security will be strengthened if the EU becomes consolidated as a global actor. To this end it is necessary to reinforce and fully deploy the European External Action Service (EEAS) that represents the EU throughout the world; to develop the Common Security and Defence Policy (CSDP) equipped with appropriate and credible military resources; and to fully develop the different capabilities of the Area of Freedom, Security and Justice (AFSJ). In particular, the EU is the only organisation in the world in a position to combine civilian and military means in crisis management.

The experience of conflicts in recent decades indicates to what extent the ability to act in this comprehensive manner is the only way of successfully addressing their resolution. The EU must make further and deeper progress in this field in order to contribute to the security of Europe and Spain.

Spain supports the process of EU enlargement. The experience of history shows that the accession of new members has contributed considerably to the stability and security of the continent.

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***'To progress in building Europe is to make Spain more secure and more prosperous'***

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The geopolitical context increases the strategic importance of Spain and underlines the need for closer ties with Portugal: together with progress in European integration and greater strategic cooperation

with France, they make up a series of elements of key importance to the stability and security of Spain, in addition to a significant contribution to the security of Europe and its neighbouring regions.

The British colony of Gibraltar is an anomaly in today's Europe and a dysfunction in relations between two partner countries and allies. It poses security problems to Spain and Europe in several areas, which require effective solutions in accordance with the parameters established by the United Nations and laid down in the Brussels Declaration signed by the Spanish and British governments in 1984.



## 2. The Mediterranean

Peace, stability and prosperity on the southern shore of the Mediterranean are priorities for National Security and for the security of Europe as a whole. Our strategic environment is undergoing transformation as a result of the processes of change, whose main consequence to date has been the democratic election of governments that are accountable to their citizens. All transitions are complex and entail opportunities and risks. The exclusion of social groups or the use of violence to secure political advantages can create a highly unstable environment with very negative consequences for the countries of the southern shore and the security of the whole region.

Spain, together with the EU and the international community, will back the efforts made by the countries in the area to achieve greater social and economic development and greater political stability. A stable, democratic Mediterranean with higher levels of prosperity is the best guarantee of security for all the countries in the region. However, the political instability and absence of economic prospects of much of these countries' populations are factors that have direct repercussions on the security of the Sahel and can affect Spain and Europe.

The Maghreb is of particular interest to Spain. In collaboration with the countries of the region, we must provide a response to challenges common to both shores, such as promoting the Rule of Law; economic development and social cohesion; the consolidation of economic models that foster the inclusion of all citizens; the stabilisation of energy supplies; the regulation and control of migratory flows; and combating

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***A democratic Mediterranean with higher levels of prosperity is the best guarantee of security for all the countries in the region'***

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terrorism, the drug trade and other types of illegal international trafficking.

Spain must foster common security in the Mediterranean, not only bilaterally but through the impetus and leadership of broader cooperation frameworks such as the Union for

the Mediterranean, the European Neighbourhood Policy and other forums like the '5+5 Initiative', the Mediterranean Dialogue of the NATO and the Istanbul Cooperation Initiative of 2004.

The Mediterranean continues to witness old and highly complex conflicts that affect everyone's security. Recent crises such as that of Libya and, specifically, that of Syria are a reminder of the fragility of what is a sensitive area in security terms. In particular, in the framework of the EU Spain will continue to work towards a permanent solution to the Israeli-Palestinian conflict in accordance with the agreed parameters. In addition, with respect to the question of Western Sahara, Spain, in accordance with the United Nations resolutions and as a member of the Group of Friends, will keep its active commitment to achieving a fair, lasting solution that is mutually acceptable to the parties. Spain will likewise contribute to a fair and lasting solution to the problem of Cyprus and will collaborate with Turkey as a regional actor important to the security and stability of the Eastern Mediterranean.



### **3. Latin America**

Latin America is a region of great strategic importance with which Spain maintains political, economic, historical and cultural relations that are singularly deep-rooted, significant and intense. Latin America is changing rapidly and

deeply as the result of a dynamic political and economic process. Brazil and Mexico, two of Spain's major strategic partners in the region, are consolidating their status of global actors.

It is also a key region of the Pacific, a highly significant area in the new strategic landscape. In particular the Pacific Alliance founded by Chile, Colombia, Mexico and Peru, which account for forty percent of Spain's trade and investment in Latin America, is of great importance to Spain's

strategic and political interests. The Pacific Alliance is generating increasing trade and investment flows to and from Asia. It is an optimal launching pad in relations with Asia and has the potential to provide a link for Spain as an Observer State, a status which allows it to take part in the annual summit meetings of presidents and in several integration and projection initiatives in the Asia-Pacific region.

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***‘Latin America is a region of great strategic importance, with which Spain maintains deep-rooted relations’***

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In addition, the common language facilitates cultural exchange, work, trade and our citizens' interests in the continent. It has also encouraged immigration in both directions, which has enriched both sides and is creating new links and shared interests.

Problems such as institutional fragility, legal uncertainty, the power of criminal groups, narcoterrorism and human trafficking still remain in some Latin American countries. They are complex challenges which also affect Spain. Bilateral action, regional forums, the EU and the Ibero-American Summits should help address these challenges.



#### **4. The United States and Transatlantic Relations**

Peace, stability and security in the Euro-Atlantic area are part of Spain's security. Relations with the United States, the other cornerstone of our relations with the Americas, are of key importance in managing this area and one of the main assets of the international dimension of our security. The United States is one of our most important allies and an essential and priority partner for managing the challenges and opportunities that arise in the globalised world. The significant growth of the United States' Spanish-speaking population is a determining factor in these relations.

The United States is the main dialogue partner in the objective of achieving a broad vision of transatlantic relations that takes into account security in both America and the African continent. This vision, which includes a closer relationship with Canada – an actor to

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*‘The significant growth in the United States’ Spanish-speaking population is a determining factor in our relations’*

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be very much taken into consideration in our transatlantic relations – will lead to a new framework that will allow us to address shared risks and threats more effectively.



## 5. Africa

Spain has particular interests in the African continent which must be articulated through cooperation relations. The economic development of some countries of Sub-Saharan Africa is providing them with an opportunity and a hope: the possibility of joining the global economy and leaving behind poverty and underdevelopment. At the same time Africa poses problems of stability and unresolved conflicts which occasionally threaten the very existence of some States.

Extreme poverty continues to ravage significant parts of the continent. It is also the continent that is most vulnerable to the perverse consequences of climate change. Environmental factors are already causing mass population displacements and conflicts associated mainly with the shortage of water and the exploitation of resources.

Three areas will be vital to Spanish interests in the coming decades: the Sahel, the Horn of Africa and the Gulf of Guinea. Boosting our security involves working with our partners and allies in all these areas.

Illegal trafficking, ethnic conflicts, terrorism, failed States, underdevelopment and ideological extremism converge in the first two.

The vastness of the Sahel and the fragility of its States are converting the region into a seedbed of interethnic conflicts and foster the proliferation of criminal networks and jihadist terrorist groups. The action carried out in Mali – which combines material support for its armed forces in combating terrorism, cooperation in strengthening its security forces and assistance in bolstering the State structures and the capabilities of civilian society – shows the major possibilities of cooperation with these countries in order to reinforce their security and our own.



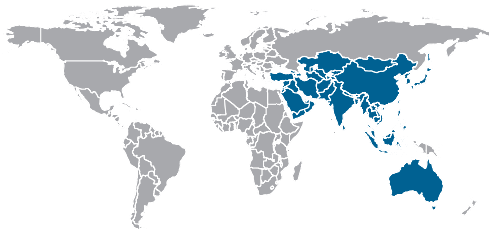
Piracy in the Indian Ocean is a clear example of how the weakness of a State, Somalia, can give rise to insecurity which affects the interests of the international community and, in particular, the interests of Spanish people.

With respect to the Gulf of Guinea, lack of stability in the area can also generate maritime insecurity, which has highly negative effects on energy supply and trade flows.

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*‘Three areas will be vital to Spanish interests in the coming decades: the Sabel, the Horn of Africa and the Gulf of Guinea’*

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## 6. Asia

Spain will only be able to defend its security properly and protect and promote its interests by reinforcing its links and relations with this continent. For this purpose Spain must work bilaterally and in the framework of the EU. Asia is at the centre of the geopolitical shift that heralds the world to come. Some of its large countries – China in particular – are becoming consolidated as poles of influence in the emerging international community and are set to become key elements in the new strategic landscape.

The focal points of tension in Afghanistan, Pakistan and North Korea and those linked to China’s territorial claims affect the whole international community. At the same time, the economic growth of large countries like China and India, which have also become significant actors in Africa or Latin America, is a stability factor.

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*‘Asia is at the centre of the geopolitical shift that heralds the world to come’*

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Spain must foster the consolidation of Asian security structures and help incorporate these powers into the global order in the conviction that this will create a more stable framework for the emerging world. To this end Spain must increase its presence in the region and step up

its already intense collaboration with the strategic countries' security organisations in counterterrorism, immigration control and defence matters. Australia, a country with which important agreements have been reached in strategic sectors, is also of key significance in this endeavour.



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***‘Russia is the EU’s largest neighbour and a key strategic actor’***

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## **7. Russia**

Russia is the EU’s largest neighbour and a key strategic actor of great importance to the European energy market. Cooperating with Moscow is essential to Europe’s security and stability. For this purpose Russia must contribute to settling longstanding conflicts in the strategic environment it shares with the Union, as this will enhance the democratic stability of the countries involved and the security of everyone.

Russia must consolidate its role as a strategic partner of the EU. Strengthening this position will have a positive effect on the security of Spain and its partners and NATO allies and on global governance.

## **8. The United Nations, the North Atlantic Treaty Organization and Other Multilateral Forum**

Spain’s security and interests are better guaranteed in an international community where cooperation, collective decision making and multilateral action are basic organisational principles. Global challenges and threats can only have global solutions. In this connection Spain will continue to promote and give impetus to common forums for meeting and dialogue.

The UN is still the most significant organisation for world cooperation and the maintenance of international peace and security. In order for it to continue to be so, however, it requires a thorough reform. Spain is working towards the implementation of this reform.

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***‘Global challenges and threats can only have global solutions’***

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In the Euro-Atlantic area NATO is a determining factor for regional security and represents an essential dimension of our defence. To preserve its effectiveness, it must carry on adapting to a changing reality in which risks and threats are constantly increasing and becoming diversified. To this end it must perform the three basic tasks established by its new strategic concept in a balanced manner and with a broad vision of security: collective defence, crisis management and cooperative security.

The reduction in the Defence budget of the Alliance countries and the parallel increase in military expenditure or the investment maintained in other countries are leading to a strategic imbalance. To Spain, this poses a double challenge in that it decreases the collective umbrella of deterrence and makes it more difficult to ensure vital capabilities of its own with which to address risks and threats.

Other security organisations, such as the Organization for Security and Cooperation in Europe (OSCE), constitute appropriate frameworks for promoting confidence-building measures or continuing to encourage the process of disarmament and arms control, which will lead to greater security for Spain.

Our presence in the G-20 and the Financial Stability Board grants Spain a role in global economic and financial governance which allows us to contribute to the existence of a global and secure environment that promotes trade, investment and sustainable development.



## Chapter 3 Risks and threats to National Security

The third chapter of the National Security Strategy describes the risks and threats that particularly affect National Security. It also examines the multiplier factors which, although not risks or threats in themselves, may trigger or worsen them.

Coexisting in the international environment alongside risks and threats are other multiplier factors which can generate new risks or threats or multiply and worsen their effects. Poverty, inequality, ideological extremism, demographic imbalance, climate change and widespread misuse of new technology are some of these factors.

In particular, by way of example, climate change is the major environmental and socioeconomic challenge of the 21<sup>st</sup> century. It poses challenges of far-reaching importance to security, such as shortage of drinking water, major changes in the conditions of food production, greater competition for energy resources and an increase in certain natural disasters such as floods, storms, droughts, forest fires and heat waves. These environmental changes can exacerbate migratory pressure and accordingly heighten tension in areas of transit and destination, and even increase the fragility of some States.

Climate change is a key element which can become a threat multiplier. However, it also provides an opportunity to shape a new, more sustainable model of development.

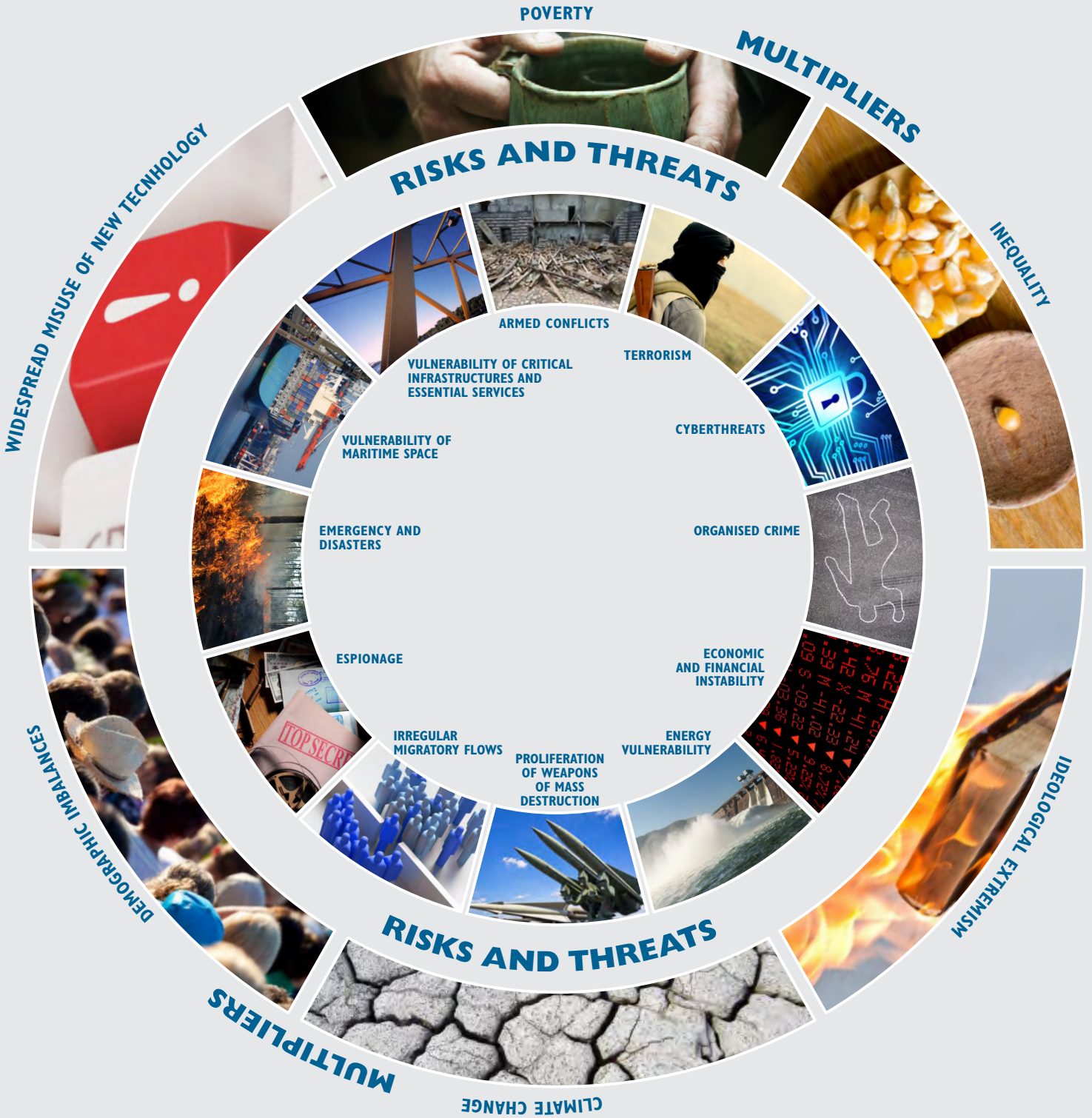
It is necessary to understand these situations of instability which can trigger or intensify risks and threats in order to forecast possible developments in the strategic context of National Security in the medium and long term.

This outlook must also consider other elements such as the dysfunctionality and vulnerability of failed States, which have serious consequences on their own populations and on world stability, and the growing ability to interfere of groups of individuals whose actions, such as spreading sensitive information or rumours indiscriminately, have a distorting effect and can undermine confidence in institutions.

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*‘Coexisting in the international environment alongside risks and threats are other multiplier factors which can generate new risks or threats or multiply and worsen their effects’*

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## 1. Armed Conflicts

Armed conflicts continue to pose a major threat to security, even though global interdependence has influenced their form and decreased the likelihood of conventional confrontations between States. Most violent conflicts are internal. Examples are failed States, unlawful activities performed by both State and non-State actors, inter-ethnic conflicts and competition for natural resources. Despite the internal nature of these conflicts, their consequences affect the international community and, in some cases, vital and strategic Spanish interests and, accordingly, National Security.

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***‘Global interdependence has currently decreased the likelihood of conventional confrontations between States, but armed conflicts continue to pose a major threat to security’***

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Furthermore, armed conflicts can multiply other risks and threats to the security of the international community as a whole and to Spanish National Security in that they facilitate the illegal trafficking or uncontrolled spread of weapons. As a result, instability increases not only in the territories directly involved, but also in neighbouring areas.

All these circumstances make it necessary to be aware of the nature of future conflicts in order to adapt the capabilities, organisation and action procedures of the Armed Forces accordingly. What is more, both cyberspace and outer space have become domains where confrontation is possible.

In the short term the economic and financial crisis and its impact on Defence budgets in the West may bring greater reluctance towards military interventions, although some will be inevitable. The tendency is for them to be limited actions.

The use of our Armed Forces can prove essential in conflicts that may develop both within and beyond our borders.

On the one hand, Spain must maintain a credible and effective defence capability of its own, given its geographical location.

On the other hand, Spain must be capable of taking part in crises or conflicts as a supportive partner of the international organisations to which it belongs, as well as in peacekeeping, civilian protection or other operations that affect our shared values and stem from commitments to international organisations such as the UN.

## 2. Terrorism

Terrorism is a direct threat to the life and security of citizens; it aims to undermine our democratic institutions and jeopardises our vital and strategic interests, infrastructures, supplies and critical services. Preventing, impeding and defeating terrorism, whatever its origin, is a priority aim of the Government.

Spain has suffered the cruelty and senselessness of ETA terrorism for more than fifty years. The maturity of Spanish society – with the victims as an ethical reference – the unity of the political parties, the action of the Law Enforcement Agencies and Intelligence Services, the work of judges and prosecutors and international cooperation have succeeded in

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***‘Preventing, impeding and defeating terrorism, whatever its origin, is a priority aim of the Government’***

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combating the threat of the terrorist organisation. The strength of the rule of law, the soundness of its institutions and the effectiveness of the actions implemented have defeated ETA, although democracy will continue to act and will not lower its guard until it succeeds in disbanding the terrorist group.

Spain, like other countries in our neighbourhood, is also the target of jihadist terrorism, especially terrorist organisations like Al Qaeda in the Islamic Maghreb. Based on fanaticism, these organisations attempt to impose by force their sole, exclusionary vision of Islam, taking advantage of characteristics of the new global society such as facility of movement and the new information and communication technologies to recruit members, procure resources, carry out attacks and multiply the impact of their actions.

There are elements which make our country the target of international terrorism: its relative closeness to unstable regions like the Sahel, where failed States are conducive to criminal actions and the spread of violent extremism; the possible radicalisation of both first- and second-generation emigrants settled in Spain or in countries belonging to our cultural environment; the insistence of Islamic fundamentalist groups on presenting Spain as part of the imaginary of Islam; and our firm involvement in fighting terrorism inside and outside national territory.

Above and beyond the efficiency shown by the police, judicial and intelligence response in combating terrorism, especially that of ETA, it is necessary to carry on deepening a



comprehensive approach that involves the different Authorities and society. Consensus between the different democratic political groups and a solid international cooperation structure are likewise essential.

The counterterrorism practiced by Spain for decades has allowed it to gain considerable experience that is also valuable in addressing new terrorist threats. The effectiveness of the Spanish model for managing terrorist threats gives our country prestige abroad and makes it a reference in this field but, above all, it places it in an ideal position to provide considerable added value to international collaboration in counterterrorism.

### 3. Cyberthreats

Cyberspace, a new area of relations which has spurred the development of new information and communication technologies, has blurred borders making possible an unprecedented globalisation that provides new opportunities but entails serious risks and threats.

Society's dependence on cyberspace and its easy accessibility make interference in this area increasingly common and cause for concern. Cyberspace is largely a means for the materialisation of other risks and threats. Cyberattacks, whether in the form of cyberterrorism, cybercrimes/cyberoffences, cyberespionage or hacktivism, have become a powerful instrument for attacking individuals and public and private institutions. Factors such as their low cost and minimal risks to the attacker and their easy use, effectiveness and accessibility explain why the phenomenon is spreading.

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***‘Society’s dependence on cyberspace and its easy accessibility make interference in this space increasingly common and cause for concern’***

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These illegal attacks are perpetrated – and increasingly frequently – by terrorist groups, organised crime networks, companies, States or individuals. Cybersecurity can also be jeopardised by technical factors or natural phenomena.

These circumstances explain why guaranteeing the integrity, confidentiality and availability of the systems which support the provision of widely used services and the management of critical infrastructures is a priority objective.

The absence of harmonised cybersecurity legislation and the fact that the Internet was designed to be an accessible, simple and useful channel of communication, without considering its security aspects, are factors that increase the possibilities of cyberattacks materialising.

Spain is exposed to cyberattacks, which are not only costly but also, and more important, cause citizens to lose confidence in systems of critical importance to the normal functioning of today's society.

#### 4. Organised Crime

Organised crime is characterised by its transnational nature, opacity, flexibility, ability to adapt and recover, and its mobility. It rocks the political and economic foundations of States and at the same time encourages vicious circles of insecurity in that members of the criminal networks can collaborate with corrupt governments, paramilitary organisations or terrorist groups. Therefore organised crime generates and activates other risks and threats – chiefly money laundering – which contribute to weakening the State, hindering economic growth and undermining democracy.

Furthermore, irrespective of the repercussions activities like piracy and the trafficking in drugs, arms and persons have on economic activities and the human rights violations these criminal actions cause, there is evidence that the links between criminal and terrorist organisations or groups are becoming closer all the time. This connection adds further danger to the phenomenon.

In addition, better communications and increased cross-border flows of goods, persons and services allow us to predict that organised crime will increase in volume, scope and profits, chiefly by exploiting new markets in regions experiencing fast economic growth.

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***'Links between criminal organisations and terrorist groups are becoming closer all the time'***

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Spain is one of the European countries where the impact of organised crime is more significant. Our geographical location as the southern border of the EU and the destination point for important access routes from Africa and the Americas,

as well as activities related to illegal immigration and the economic importance of the services sector, are factors which can be taken advantage of by criminal organisations when attempting to establish their structures in Spain and penetrate the various levels of

government administration and business circles. It is a serious, real and direct threat to our interests and to National Security in the political, economic, social sphere and with respect to the protection of the rule of law.

## 5. Economic and Financial Instability

Economic and financial instability is currently one of the main risks and threats not only because of the political and social unrest it causes but also because it fuels and reinforces other existing risks. It is becoming increasingly clear that economic security is an essential requisite and integral part of National Security owing to its repercussions on the implementation of Government action and the well-being of citizens.

The factors which destabilise the economic and financial system are many and very heterogeneous. Their origin lies in macroeconomic or market imbalances, illegal actions or the functional deficiencies of supervisory bodies. In this respect the existence of tax havens has a destabilising effect on the system in that it encourages money laundering activities.

Globalisation has furthermore speeded up events, especially in the economic and financial sphere, owing to the high degree of interdependence, requiring States and international organisations and bodies to respond rapidly to the changes that occur. Market volatility, technological innovation, the development of communications and logistics, the complexity and competitiveness of production systems and sharp variations in the price of food, commodities and energy require States to be able to react immediately and forcefully in order to adapt their system to the new situation without being badly affected, thereby preventing scenarios as serious as the economic or financial collapse of the public and private sector.

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***‘Globalisation has speeded up events, especially in the economic and financial sphere, requiring States and international organisations and bodies to respond rapidly to the changes that occur’***

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Economic risks have emerged with particular significance in recent years following the onset of this deep crisis which has lessened Spain's economic resilience. As a result Spain's economy and social well-being have been affected.

Economic interdependence and the variety of economic agents involved therefore define

risks which must necessarily be addressed from a flexible approach

## 6. Energy vulnerability

Spain is still a vulnerable country with respect to energy. On the one hand, it depends exclusively on other countries for its supply and, on the other, the low rate of gas and electricity interconnections with the rest of Europe increases the threat of supply interruptions.

This vulnerability is heightened in the new geostrategic context characterised by the rapid economic growth of large countries, leading to a considerable rise in energy demand. There is growing competition for scant resources. The possibility of this competition being conducted outside the market framework and giving rise to conflicts over the control of energy resources is a risk and a threat to international security and to Spain. Energy is a key factor in economic progress and the correct functioning of society.

Energy security depends on different factors: an adequate supply at affordable prices, secure installations and transport networks, and environmental sustainability.

In the particular case of hydrocarbons and gas, the situation is more complex owing to the geopolitical instability of most of the producing areas. The progressive increase in the cost of obtaining and producing hydrocarbons is another significant factor.

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***‘Spain’s energy security depends on all these factors and on the security of our infrastructures and transport networks vis-à-vis deliberate attacks or natural disasters’***

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The terrorist activities conducted in some gas and oil producing areas are an added risk factor which jeopardises energy security from the supply perspective. Furthermore, the distribution of these energy resources is vulnerable as they are transported by sea across critical spots such as the Strait of Hormuz and the Suez Canal. Any blockage, whether deliberate or accidental, has highly negative effects on the international market and can lead to supply interruptions for the consumer countries.

Spain’s energy security depends on all these factors and on the security of our infrastructures and transport networks vis-à-vis deliberate attacks or natural disasters.

## 7. Proliferation of Weapons of Mass Destruction

The proliferation of weapons of mass destruction (nuclear, chemical and biological) and their delivery systems (such as ballistic and cruise missiles) poses a serious threat to peace and international security.

Spain, like the other members of the international community, is exposed to the risks and threats – of such far-reaching importance to maintaining world order and stability – posed by the proliferation of weapons of mass destruction and their missile delivery systems.

As the EU recognised in 2003 in its *Strategy against the Proliferation of Weapons of Mass Destruction*, which Spain fully backs and shares, although the international treaty regimes and export control arrangements have slowed the spread of weapons of mass destruction and their delivery systems, a number of States have sought or are seeking to develop these weapons.

The destabilising repercussions of proliferation on international security are reinforced by the fact that places where the proliferation of weapons of mass destruction is developing most rapidly are areas under huge tension; this increases the risk of these weapons actually being used.

In the nuclear sphere, the *Treaty on the Non-Proliferation of Nuclear Weapons* (NPT) and the system of safeguards of the International Atomic Energy Agency (IAEA) have contributed to slowing and in some cases reversing the spread of a nuclear military capability, but they have not been able to fully prevent it. In particular, the development of nuclear programmes – supposedly for peaceful purposes – can pose a threat when the use of this technology entails avoiding compliance with the international rules on non-proliferation. In this connection, as the IAEA has repeatedly stated, Iran's nuclear programme does not correspond to an exclusively civilian use.

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***‘The development of nuclear programmes – supposedly for peaceful purposes – can pose a threat when the use of this technology entails avoiding compliance with the international rules on non-proliferation’***

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A particular difficulty of the regimes for verifying and controlling exports of chemical and biological substances and agents derives from their dual use. This poses a major challenge to the *Chemical Weapons Convention* and its system of verification, for which the Organization

for the Prohibition of Chemical Weapons (OPCW) is responsible. With respect to biological agents, the non-existence of a verification protocol to the Biological Weapons Convention, coupled with the potential misuse of dual-use technology and scientific knowledge in this field, make it necessary to define an alternative framework.

The risk of terrorist groups acquiring chemical or biological substances or radiological or fissile materials and their delivery means adds a new dimension to this threat, with the possibility of their being used against States' vital structures and populations.

As is recognised in the document on *New Lines of Action by the European Union in Combating the Proliferation of Weapons of Mass Destruction and their Delivery Systems* adopted by the EU General Affairs and External Relations Council in December 2008 and reflected in its Conclusions, one of the greatest risks and threats to Europeans is that nuclear weapons, chemical and biological agents and radiological material may be in the hands of certain States of special concern, but also in those of terrorist groups and non-State agents.

The recent development of ballistic programmes of autonomous capacity in the production of medium- and long-range missiles, as well as cruise missiles and unmanned aircraft, are additional causes for concern.

## **8. Irregular Migratory Flows**

Although migratory flows are processes which have taken place throughout history, the dynamics witnessed in recent decades and their volume have made them a phenomenon with implications for security policy.

World population growth in the coming decade will be concentrated in developing countries, particularly in Africa and Asia. If poverty, inequality, wars, environmental risks, institutional weakness and authoritarian regimes persist in these countries, irregular migratory flows from them can also be expected to continue or increase, as the absence of life expectations, lack of personal security and lack of human rights are determining factors that spur emigration.

The European Union continues to be an attractive destination and a host to people of very varied origin. The phenomenon of international immigration involves the arrival, in both Spain and Europe as a whole, of regular and irregular immigrants.

In the case of Spain, the new migratory scene is characterised by fewer arrivals; this certainly reduces risks in border control, but it does not completely exclude sources of potential unrest within the country. The seriousness of the economic crisis and the worsening of the living conditions of various population sectors may thus lead to mistaken attitudes of rejection towards immigration in general.

But as occurs to a great extent in the rest of Europe, our country faces a host of challenges stemming from the settlement of irregular migratory flows. Conditions of particular concern may include:

- a) Greater inadaptability and failure to identify with Spanish society due to weakened social cohesion.
- b) Greater social unrest due to worsening living conditions and increased exclusion.
- c) The emergence of urban ghettos and their effects on the coexistence, social cohesion and integration of immigrants
- d) Greater vulnerability of migrants as targets of forms of labour exploitation and the action of organised criminal groups involved in human trafficking and the drug trade.

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***‘This new environment requires educational and protective efforts from the Authorities, as well the active promotion of immigration as a positive-sum gain in the economic, social and cultural spheres’***

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Radical extremism is especially important because the economic vulnerability, exclusion and subjection of certain sectors of immigrants to radical and intolerant creeds, religious or otherwise, can be used by extremist and violent or terrorist organisations to achieve their own ends.

The best expression of the plural and open nature of Spanish society is how well immigrants have been received in our country. However, the overall positive trend cannot minimise the risk of the emergence of minorities that foster a negative perception of immigration. Conversely, the severity of the crisis may trigger frustration among immigrants themselves who, owing to dashed labour expectations, lack of access to services or feelings of social exclusion, may be tempted by the so-called ‘identity-based isolationism’, which hinders their integration.

## 9. Espionage

Espionage has adapted to the new landscape of the globalised world and currently makes use of the possibilities provided by information and communication technologies. Aggressions by States, groups or individuals for the purpose of gaining information that gives them strategic, political or economic advantages have been a constant feature in history and continue to pose a major threat to security.

Economic espionage is of great importance in today's competitive environment and consists of the illegal procurement of information, industrial property or critical technology, and even involves attempts to exert illegal influence on political decisions of an economic nature. Its

potential impact is increasing on account of its ability to harm the economic system and affect citizens' well-being.

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*'Espionage has adapted to the new landscape of the globalised world and makes use of the possibilities provided by information and communication technologies'*

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Spain, like the rest of the EU and NATO members, faces hostile actions from other States. These actions are always contrary to national interests – regardless of whether they originate from within or outside Spanish territory – and are particularly aggressive in situations of conflict or tension. Together with traditional espionage methods, these activities

are increasingly based on sophisticated technological training programmes that can provide access to huge amounts of information and, in a worst-case scenario, to sensitive data.

## 10. Emergencies and Disasters

Mankind has always been struck by natural disasters. But they are developing new features and dimensions owing to the interdependence that characterises risks and threats in today's world.

Added to the traditional loss of lives and property is thus damage such as the destruction of infrastructures and means of production, contamination and even the disruption of communications, markets and supply flows.

In addition to risks and threats originating from natural phenomena, a growing number



of disasters are caused by human activity or result from a combination of both types of emergency, such as the case of the tsunami which struck Japan in 2011 and the resulting nuclear accident that occurred immediately afterwards at the Fukushima plant. In this context it is necessary to consider the impact of climate change and the extreme environmental phenomena associated with it.

Spain has had to deal with natural disasters such as earthquakes (Lorca, 2011), volcanic eruptions (El Hierro, 2011) and recurring floods, and the impact of climate change owing to the acceleration of global warming could destabilise weather conditions, increase major fires or trigger other environmental disasters.

The recurring and devastating fires that ravage our natural heritage are a serious problem for Spain. They can cause major damage not only to the environment but to the well-being, economy and security of our citizens in general.

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***‘The recurring and devastating fires that ravage our natural heritage are a serious problem for Spain’***

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The unsustainable use of water resources, desertification, the large-scale spread of certain diseases and pandemics – spurred by mass population displacements – and illegal trafficking in animals and animal derivatives have become significant risks to Spain. In addition to known diseases, new ones have emerged such as Severe Acute Respiratory Syndrome and others like tuberculosis, which we believed to have been eradicated, have reappeared. Diseases like foot-and-mouth disease and swine fever can also harm a country’s economy.

## **11. Vulnerability of Maritime Space**

The seas and oceans account for somewhat more than two-thirds of the planet. It is an easily accessible space and is generally less regulated and controlled than air or ground space. These characteristics no doubt make maritime space an environment where security risks and threats can spread relatively easily and quickly. The realisation of this fact in recent years has led the international community to make a major legislative, technological and operational effort to gain greater control over the sea.

Added to the accessibility and lower degree of regulation of maritime space is the fact

that human activity at sea is increasing. The facilities provided by shipping routes, coupled with progress in maritime transport, have significantly increased trade. What is more, much energy transportation is via this route and nowadays the search for energy resources is largely centred on sea beds. There is no doubt that maritime space continues to hold a high strategic value today.

In addition to the increase in lawful activities at sea, unlawful or criminal activities that take advantage of the particular characteristics of this environment are also on the rise. Actions

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***‘In addition to the increase in lawful activities at sea, unlawful or criminal activities that take advantage of the particular characteristics of the environment are also on the rise’***

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related to drug trafficking, illegal immigration and piracy have increased. A particular concern is that national or transnational terrorist groups may take advantage of the freedom of movement provided by the sea to commit their criminal acts.

In Spain's case the sea is of particular strategic value. Nearly ninety percent of our imports and slightly more than sixty percent of exports are currently shipped by sea. Maritime security is also essential to guaranteeing energy supplies, as we receive a large proportion of our gas and oil resources by sea. It is essential to preserve freedom of navigation and ensure the constant functioning of infrastructures on land owing to their direct repercussions on economic and energy security.

Furthermore, Spain has sovereign rights or exercises jurisdiction over a vast maritime area in which it holds important responsibilities related to the exploration and sustainable exploitation of all kinds of resources, the preservation of the marine and coastal environment and the preservation of its underwater archaeological heritage.

Spain must guarantee the protection of human life at sea and the security of navigation in a marine area of one and a half million square kilometres – the equivalent to three times its territory. The area for which we are responsible includes some of the major world shipping routes and this factor increases the likelihood of accidents. When these accidents involve oil tankers and vessels carrying chemical, harmful and dangerous substances, they can have serious consequences for the ecosystem and even affect the economy of a whole region.

## 12. Vulnerability of Critical Infrastructures and Essential Services

Modern societies are increasingly dependent on the complex system of essential services which underpin and make possible the normal functioning of production and management sectors and civic life in general. They guarantee not only citizens' security, social and economic well-being and health and the maintenance of basic social functions but also the effective functioning of the State institutions and Public Authorities.

Services are mostly provided by the so-called critical infrastructures – installations, networks, physical and information technology systems and equipment whose functioning is indispensable and for which there are no alternative solutions-.

The disturbance or destruction of any of these assets may have a direct impact on National Security and affect, for example, financial stability, public health or a combination of these security dimensions.

The considerable complexity of the systems which underpin public services and the interrelations between these systems explain why the failure of a critical infrastructure can trigger a cascade of negative effects by causing a chain of failures in other systems or installations, with harmful consequences on basic services for the population and the functioning of the State.

The risks and threats hovering over Spain's critical infrastructures are many. They can be due to natural causes or to unexpected human errors or technological failures. However, those which are caused deliberately, either through physical aggression or a cyberattack, are the most dangerous as their motive and aims are to cause serious damage to Spain and its citizens.

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***‘Modern societies are increasingly dependent on the complex system of essential services which underpin and make possible the normal functioning of production and management sectors and civic life in general’***

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## Charter 4 Strategic lines of action

The fourth chapter of the National Security Strategy establishes twelve priority areas of action. It defines the objective and several strategic lines of action for each of them. These lines of action will provide a framework for the specific actions required to preserve National Security.

**A** secure environment with respect to the many dimensions encompassed by National Security contributes decisively to well-being, progress and prosperity: it encourages investment, increases flows of human capital, boosts tourism, is beneficial to quality of life and, above all, improves how our country is perceived both by Spaniards and by the international community. National Security enables us to progress together and be recognised and valued externally.

Analysis of global risks, threats and trends and the existing response capabilities is the basis of the twelve areas of action identified in this chapter. The objective to be achieved in each of these areas is defined and several strategic lines of action are established as the framework for effective and comprehensive responses to the existing challenges to National Security. The current economic environment calls for specific responses based on optimising available resources and rationalising existing structures.

AREA OF ACTION	OBJECTIVE
NACIONAL DEFENCE	To address armed conflicts that may arise as a consequence both of defending exclusively national interests or values – and require individual intervention – and of defending shared interests and values in accordance with our membership of international organisations such as the UN, NATO and the EU, in which case intervention would be with other allies or partners, pursuant to their founding treaties.
COMBATING TERRORISM	To neutralise the threat of terrorism and reduce society's vulnerability to its attacks, addressing the processes of radicalisation which can precede or underpin it.
CYBERSECURITY	To guarantee secure use of information networks and systems by strengthening our cyberattack prevention, detection and response capabilities.
COMBATING ORGANISED CRIME	To prevent organised criminal groups from settling, to bring to justice those that already operate within our borders and to impede the consolidation of their criminal forms of action.
ECONOMIC AND FINANCIAL SECURITY	To promote sustainable economic development, mitigate market imbalances, combat criminal activities, enhance Spain's international economic presence and guarantee the resilience of essential economic and financial services.
ENERGY SECURITY	To diversify energy sources, guarantee the security of transportation and supply and promote energy sustainability.
NON-PROLIFERATION OF WEAPONS OF MASS DESTRUCTION	To prevent proliferation, impede terrorists or criminals from gaining access to dangerous substances and protect the population.
MANAGEMENT OF MIGRATORY FLOWS	To prevent, control and manage migratory flows across our borders, which also constitute outer limits of the EU.
COUNTERINTELLIGENCE	To adopt counterintelligence measures in defending Spain's strategic, political and economic interests in order to prevent, detect and neutralise concealed aggressions from other States, their intelligence services, and groups or people aimed at obtaining information illegally.
PROTECTION FROM EMERGENCIES AND DISASTERS	To establish a National Protection System for citizens that guarantees a suitable response to different types of emergencies and disasters stemming from natural causes or from human action, whether accidental or deliberate.
MARITIME SECURITY	To promote a security policy in maritime space in order to preserve freedom of navigation and protect maritime traffic and critical maritime infrastructures; to protect human life at sea; to prevent and respond to criminal activities and acts of terrorism carried out in this environment; to protect and preserve the coastline, marine resources, the marine environment and underwater archaeological heritage; and to prevent and respond to disasters or accidents in the marine environment.
PROTECTION OF CRITICAL INFRASTRUCTURES	To strengthen the infrastructures which provide essential services to society.

# 1. NATIONAL DEFENCE

## OBJECTIVE

To address armed conflicts that may arise as a consequence both of defending exclusively national interests or values – and require individual intervention – and of defending shared interests and values in accordance with our membership of international organisations such as the UN, NATO and the EU, in which case intervention would be with other allies or partners, pursuant to their founding treaties.

## STRATEGIC LINES OF ACTION

1. Provide military capabilities which make possible the performance of the assigned missions and a credible level of deterrence. In any event, National Defence will retain the necessary capabilities for reacting to and neutralising any military risk or threat.
2. Maintain the State's commitment to the system of collective security on the basis of membership of international organisations and through active participation in overseas operations together with the defence of national interests. Actions will be carried out which contribute to the external action of the State and to Spain's international position.
3. Continue the Armed Forces' effort to adapt to new realities and challenges through a process of constant change, enabling resources to be used efficiently and with particular emphasis on people.
4. Adjust the effort to adapt to the current situation of economic crisis. Capabilities will be shared with our allies in international security organisations without affecting the performance of missions assigned.
5. Foster defence awareness and culture as the bases for Spanish society's support for National Defence, paying special attention to young people.
6. Strengthen the fabric of Spain's Defence industry through actions aimed at fostering, projecting and collaborating with the national capabilities that are deemed necessary, while safeguarding its own operational needs. Links will be strengthened between the actors that make up the optimal architecture in this area (Industry, University and Defence).

## 2. COMBATING TERRORISM

### OBJECTIVE

To neutralise the threat of terrorism and reduce society's vulnerability to its attacks, addressing the processes of radicalisation which can precede or underpin it.

### STRATEGIC LINES OF ACTION

Following a structure similar to that adopted by the *EU Counter-Terrorism Strategy*, the different strategic lines of action will be based on the four pillars of prevention, protection, pursuit and response.

1. **Prevention:** acting against terrorism at its source. Action will be taken at source within the country in order to prevent the recruitment of new terrorists through the processes of radicalisation, ensuring the coordinated action of all the Authorities for this purpose. Externally, Spain will take part in developing a policy that is agreed and coordinated with the democratic countries – preferably through common action within the EU – and will cooperate in combating radicalisation at source. In the domain of cyberspace, efforts will be made to ensure that the Internet is not used by terrorism as a means of radicalisation, propagation and achievement of its aims.
2. **Protection:** reducing our vulnerability. In this area efforts will be aimed at lessening opportunities for committing attacks by improving and increasing our national capabilities both within our own country (by bolstering the protection of sensitive targets and improving border control), externally (where Spain's interests are deployed) and in virtual space (by strengthening national information networks and systems).
3. **Pursuit:** addressing terrorist activity. Capabilities for investigating and gathering intelligence on terrorists and their actions will be promoted and improved by adapting the necessary national coordination, direction and supervision instruments in order to ensure the greatest possible effectiveness of the institutions and public powers. Measures will be adopted to prevent the planning of acts of terrorism, their financing and access to the materials needed to commit attacks.
4. **Response:** restoring normality. If the terrorist threat were to materialise, the necessary measures and plans will be adopted to ensure the synergy and coordination of all the bodies with responsibilities in this area. In particular, its consequences will be minimised, immediate and permanent support will be given to the victims of terrorist attacks, the speedy recovery of the essential activity sectors will be guaranteed and the experience needed for future actions will be gained.



### 3. CYBERSECURITY

#### OBJECTIVE

To guarantee secure use of information networks and systems by strengthening our cyberattack prevention, detection and response capabilities.

#### STRATEGIC LINES OF ACTION

1. Bolster the ability to prevent, detect, investigate and respond to cyberattacks with the underpinning of an operational and effective legal framework. Procedures will be improved and the necessary resources will be strengthened with special emphasis on Public Authorities, critical infrastructures, military and defence capabilities and all systems of national interest.
2. Guarantee the security of information systems and communications and infrastructure networks common to all the Public Authorities. The implementation of the National Security Scheme provided for in Law 11/2007 will be completed by reinforcing detection capabilities and improving the defence of classified systems. The security of information systems and communications networks supporting critical infrastructures will be enhanced. Regulations on the protection of critical infrastructures will be promoted along with the development of the capabilities needed to protect essential services.
3. Improve the security and resilience of Information and Communication Technologies (ICT) in the private sector by using the capabilities of public powers. Actions designed to step up public-private collaboration and the security and robustness of the ICT networks, products and services used by the industrial sector will be promoted and led.
4. Promote cybersecurity training for professionals and boost Spanish industry through an R&D&I Plan.
5. Implement a sound cybersecurity culture. Citizens', professionals' and companies' awareness will be raised on the importance of information security and the responsible use of new technologies and the services of the knowledge society.
6. Step up international collaboration. Efforts will be promoted to achieve an international cyberspace in which the initiatives of all the countries that pursue a secure and reliable environment are aligned. National interests will be safeguarded at all times.

## 4. COMBATING ORGANISED CRIME

### OBJECTIVE

To prevent organised criminal groups from settling, to bring to justice those that already operate within our borders and to impede the consolidation of their criminal forms of action.

### STRATEGIC LINES OF ACTION

As organised crime is closely linked to the transnationality of these groups and their activities and profits, the strategic lines of action must be based on international collaboration and cooperation in both the public – police, judicial and intelligence – and the private sphere.

1. Sensitise and raise society's awareness to the fact that combating this phenomenon is a global effort that goes beyond our borders and may require the deployment of troops in third countries. This is especially necessary in the case of crimes involving different types of trafficking (drugs, weapons, people, vehicles, etc.). In this connection it is necessary to strengthen and increase collaboration links with countries and geographical areas of priority interest to Spain in order to create a hostile environment that hinders the establishment of these organisations in our country. Legislation must be harmonised with countries of key importance to Spain on seizing the assets of the criminal organisations based in them.
2. Strengthen and improve the resources, mechanisms and procedures of police investigation in relation to influence peddling in institutions and all forms of corruption.
3. Improve police efficiency through regulatory reforms that foster and develop centralised direction and coordination in combating organised crime and by stepping up collaboration with judicial bodies and the department of prosecution.
4. Improve collaboration between strategic intelligence centres and agencies, especially by fostering the exchange of information.
5. Strengthen and improve investigation of money laundering in order to minimise its impact on the economic and financial sphere
6. Comprehensive treatment of the problem of organised crime by involving public and private national actors and, in particular, the university sector in combating this phenomenon.

## 5. ECONOMIC AND FINANCIAL SECURITY

### OBJECTIVE

To promote sustainable economic development, mitigate market imbalances, combat criminal activities, enhance Spain's international economic presence and guarantee the resilience of essential economic and financial services.

### STRATEGIC LINES OF ACTION

1. Strengthen a model of sustainable economic growth that minimises both public and private imbalances; boosts productivity, the business fabric, innovation and competitiveness; reinforces high value-added sectors; creates quality jobs; maintains healthy public accounts and price stability throughout the economic cycle; and guarantees social cohesion.
2. Establish a social and employment framework that contributes to the effective management of labour relations – based on social dialogue with a view to adopting agreed measures that help reduce levels of unrest and foster social peace – and facilitates job stability, job creation and labour-market efficiency.
3. Promote an open international economy with a stable system of free trade and investment in the framework of the international forums where Spain is present. International agreements on making the financial system more transparent will be fostered. Legal certainty will be promoted in the areas in which Spanish companies active overseas invest.
4. Reinforce the current regulatory and supervisory mechanisms to ensure their work is effective and to avert systemic crises. Establish new regulatory and supervisory mechanisms that guarantee effective global economic and financial governance such as those proposed by the G20, a forum in which Spain takes part with permanent guest status.
5. Contribute to effective economic and financial governance of the EU in order to ensure the sustainability and proper functioning of EMU and the strength of the euro. Active cooperation in building European economic governance with common instruments and coordinated economic policies that will likewise include studying surveillance measures for tax havens.
6. Foster suitable coordination mechanisms that allow the development of economic security and its support tools – such as the Economic Intelligence System.
7. Strategic effort based on on-going action and communication to enhance Spain's reputation and image, defend our interests at economic forums and institutions and support the internationalisation of Spanish enterprises and entrepreneurs in order to contribute to building a solid and positive 'Spain brand' from both the public and the private sector.
8. Define a procedure for close cooperation between the private organisations and Public Authorities responsible for the security of financial infrastructures and services.

## 6. ENERGY SECURITY

### OBJECTIVE

To diversify energy sources, guarantee the security of transportation and supply and promote energy sustainability.

### STRATEGIC LINES OF ACTION

In supply:

1. Energy mix. Broaden energy sources beyond fossil fuels and nuclear energy. Support for renewable energies that allow regular production at prices which boost the competitiveness of our companies. Encourage the use of autochthonous energy sources.
2. Promote a common European energy policy that fosters interconnections between Member States, especially between Spanish territory and the rest of Europe. A fully integrated European electricity and natural gas market is a guarantee of energy supply, security and quality. Connectivity reduces physical vulnerability, allows flexibility in supply interruptions and fosters intermodal competition between gas and electricity.
3. Update oil reserve management. Promote the research and exploitation of hydrocarbon deposits and design feasibility plans for extracting these resources within the territory.

In distribution:

4. Strengthen the operational flexibility of the national system of energy transport networks. Revise the plans for channelling and prioritising demand in the event of interruption or shortage of supply, in coordination with the International Energy Agency (IEA) and the EU.
5. Reinforce control of communications, both maritime and terrestrial.
6. Strengthen the different forms of storage by increasing the installed capacity of hydraulic pumping systems and gas storage.
7. Improve the reliability of gas supply networks, the oil transport and distribution system and the electricity grid.
8. Develop public-private collaboration in order to guarantee supply in the event that critical infrastructures are affected.

In consumption:

9. Foster energy saving and improve energy efficiency.
10. Promote energy sustainability through actions which take into account the fiscal and environmental aspects and the efficient use of the available resources.
11. Encourage a harmonised, transparent and objective regulatory framework that boosts legal certainty and the competitiveness of companies.

## 7. NON-PROLIFERATION OF WEAPONS OF MASS DESTRUCTION

### OBJECTIVE

To prevent proliferation, impede terrorists or criminals from gaining access to dangerous substances and protect the population.

### STRATEGIC LINES OF ACTION

1. Effective multilateralism and active cooperation in combating the proliferation of weapons of mass destruction. Close cooperation with EU Member States and NATO allies – as well as with significant partner countries – is essential to the worldwide success of the fight against proliferation and, in particular, to the prevention, deterrence, detention and, where possible, elimination of proliferation programmes of particular global concern, as well as to preventing terrorist groups and other non-State agents from gaining access to radioactive materials and sources. Preventive surveillance measures will be adopted in relation to Internet use.
2. Strengthen the non-proliferation system by fully enforcing the related international treaties and instruments, including the Resolutions of the UN Security Council. Resolution 1540 of 2004, sponsored by Spain, is particularly important in this connection.
3. Develop and update national plans for the prevention of proliferation and mitigation of nuclear, chemical and biological risks, as well as the implementation of a national biosecurity plan.
4. Reinforce policies and practices for controlling the exportation of dual-use products and technologies related to weapons of mass destruction, in coordination with partners of export control regimes. The location, control and interception of illegal trafficking in those products and technologies must be stepped up.
5. Strengthen measures to combat intangible transfers of knowledge, technology, goods and equipment. Preventive and punitive measures will be adopted against the illegal financing of proliferation. National legal measures will be reinforced, in coordination with other States, to prevent proliferation, also fostering regional cooperation.
6. Further the improvement of national and international capabilities for preventing the threat of possible terrorist attacks with nuclear, radioactive or both types of materials in cooperation with our partners and, especially, in the framework of the *Global Initiative to Combat Nuclear Terrorism (GICNT)*, launched jointly by the presidents of the United States and Russia in 2006 and for which Spain was chosen in 2010 to be the first coordinator of the Implementation and Assessment Group.
7. Support for international efforts to limit the proliferation of long- and short-range missiles, which can be used to deliver weapons of mass destruction. In this connection Spain supports the universalisation of the HCOC (Hague Code of Conduct against Ballistic Missile Proliferation). It will furthermore back the development of an autonomous missile defence capability in the framework of NATO and its *Missile Defence Programme* and the harmonisation of the principle of minimum deterrence with international disarmament commitments.

## 8. MANAGEMENT OF MIGRATORY FLOWS

### OBJECTIVE

To prevent, control and manage migratory flows across our borders, which also constitute outer limits of the EU.

### STRATEGIC LINES OF ACTION

1. Effective management of migratory flows.
2. Surveillance and control of access routes to Spain's external borders in the framework of the EU *System of Integrated Border Management*.
3. Cooperation with countries of origin and transit for migratory flows in order to facilitate their development, foster means of legal immigration and prevent irregular immigration at source.
4. Irrespective of legal status, the following strategic lines of action will be followed:
  - 4.1 Defence of legality and preservation of citizen security, in order to facilitate the fight against organised crime and irregular immigration and human trafficking networks, and to prevent certain groups from using or recruiting immigrants for illegal activities.
  - 4.2. Combat discrimination and guarantee the principle of equality, with particular attention to the most vulnerable groups, especially unaccompanied minors, families and women.
  - 4.3. Promote social integration with areas of coexistence and support for the most vulnerable immigrants. The responsibility of communities of immigrants will be encouraged in a framework of shared political and social interests.
5. Close collaboration between Public Authorities and, if necessary, with NGOs and the private sector, with the aim of preventing the risks associated with irregular immigration.

## 9. COUNTERINTELLIGENCE

### OBJECTIVE

To adopt counterintelligence measures in defending Spain's strategic, political and economic interests in order to prevent, detect and neutralise concealed aggressions from other States, their intelligence services, and groups or people aimed at obtaining information illegally.

### STRATEGIC LINES OF ACTION

1. Draft updated rules to regulate the protection of classified information..
2. Promote and reinforce the capabilities of national intelligence bodies in order to guarantee the availability of the human and technical resources needed to counter this threat effectively.
3. Continuous awareness-raising at all levels of staff – of both Public Authorities and companies and organisations – who handle classified information or may be targets of aggression owing to their importance.
4. Encourage protection and awareness-raising of Spanish citizens who are active outside national territory and may therefore be more vulnerable to hostile actions of other States, groups or individuals.
5. Increase international cooperation in counterintelligence, both bilaterally and in the multinational security and defence organisations to which Spain belongs, in order to provide a comprehensive response in defence of national interests.

## 10. PROTECTION FROM EMERGENCIES AND DISASTERS

### OBJECTIVE

To establish a National Protection System for citizens that guarantees a suitable response to different types of emergencies and disasters stemming from natural causes or from human action, whether accidental or deliberate.

### STRATEGIC LINES OF ACTION

1. Adopt an approach that integrates and strengthens the actions of the Central Government, Autonomous Regions and Local Authorities – particularly in the detection, planning and development of actions vis-à-vis emergencies and disasters – in order to ensure preventive action, an appropriate response and an efficient use of the limited resources available. These actions will be based on the principles of caution and prevention, collaboration and cooperation, coordination, inter-territorial solidarity, subsidiarity, efficiency, participation and equality.
2. Establish a frame of reference in this field that is conducive to promoting and coordinating efforts, establishes priorities and optimises resources in order to achieve common objectives.
3. Update and improve the legal framework for protection from emergencies and disasters, with emphasis on the preventive approach in order to avert or mitigate the possible adverse impact of these situations.
4. Establish protocols for coordinated action for the different parties involved.
5. Establish a national warning network for natural (including seismic), environmental, epidemiological and technological risks in order to improve the coordination of the different early warning organisations under a multi-risk approach. The ultimate aim is to create an intelligent network system for planning that allows the different risks to be identified, assessed, prevented and mitigated.
6. Maintain directories of resources for effectively managing the healthcare response in emergency and disaster situations.
7. Promote a culture of prevention among citizens, including self-protection knowledge and attitudes, in order to strengthen resilience to sudden and unexpected emergencies. Prevention education programmes for schools will also be promoted.
8. Contribute to greater European and international cooperation. Spain will maintain and increase its involvement in the different European plans and mechanisms for preparing for and responding to emergencies and disasters.
9. Adopt plans for preparing for and responding to pandemics under the principle of coordination between the Central Government and Regional Authorities and with international bodies such as the World Health Organization and the EU's European Centre for Disease Prevention and Control.
10. Adopt management and communication protocols for food crisis situations in coordination with the EU and other major international bodies.



## 11. MARITIME SECURITY

### OBJECTIVE

To promote a security policy in maritime space in order to preserve freedom of navigation and protect maritime traffic and critical maritime infrastructures; to protect human life at sea; to prevent and respond to criminal activities and acts of terrorism carried out in this environment; to protect and preserve the coastline, marine resources, the marine environment and underwater archaeological heritage; and to prevent and respond to disasters or accidents in the marine environment.

### STRATEGIC LINES OF ACTION

1. Adopt a comprehensive approach that fosters the coordinated and cooperative action of a large number of departments, bodies and agencies of the Public Authorities in solving problems that affect maritime security.
2. Optimisation and effective use of the limited resources available. The pursuit of synergies and rationalisation of assets will be promoted. The prevention and response capabilities of the Public Authorities will be integrated.
3. Foster international cooperation. The process of implementing the regulations of the EU and the International Maritime Organization (IMO) will be continued as a framework for Spain's actions. Bilateral agreements will be maintained and promoted with other countries for exchanging information and carrying out joint activities.
4. Foster collaboration with the private sector. The involvement of the private sector is essential in the field of maritime security and for this purpose the collaboration of shipping companies, ship owners, shipyards, rating companies and others will be sought in order to achieve the objectives established in the maritime security policy.

## 12. PROTECTION OF CRITICAL INFRASTRUCTURES

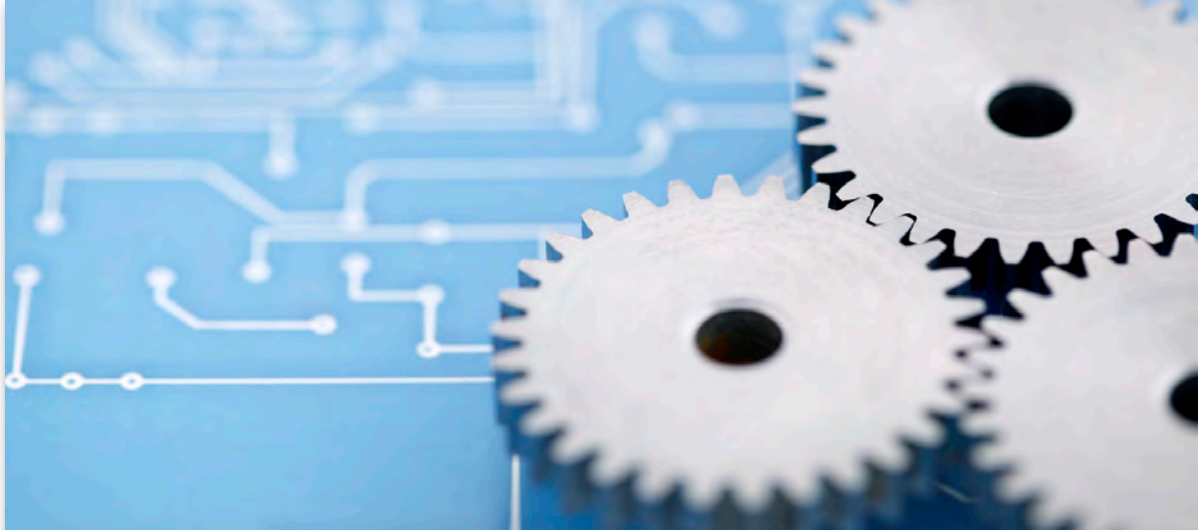
### OBJECTIVE

To strengthen the infrastructures which provide essential services to society.

### STRATEGIC LINES OF ACTION

1. Shared responsibility and public-private cooperation. It is essential for both Public Authorities and private operators to accept their related responsibility and work in a coordinated manner to protect critical infrastructures at all times. The Government will promote the creation of a system that involves all the agents with responsibilities in this area and will provide secure channels and procedures for communication that make possible mutual cooperation and the exchange of information of interest to all parties.
2. Tiered planning. A tiered planning system will be promoted allowing the risks we face to be identified, assessed, prevented and mitigated from a more global and strategic perspective, even assets which are the responsibility of an operator or organisation. This system will be addressed from a comprehensive multi-risk and homogenising approach.
3. Balance and efficiency. The Government will apply a homogeneous methodology that will allow efforts to be concentrated on the most vital areas: it will classify infrastructures according to priority and allow for rationalisation in the allocation of resources.
4. Resilience. Aside from measures which lend greater security to critical assets, policies on protecting critical infrastructures must promote the necessary actions in order to boost systems' capacity to enable them to carry on operating despite being subjected to an attack or incident, even if in a degraded or debilitated state. In this connection the existence of standby or isolated systems and the appropriate provision of replacement elements must be envisaged.
5. Coordination. Crisis management at Governmental level will organise all the existing tasks, responsibilities and resources taking into account critical infrastructures as an integral part of the preparation, response and recovery stages. Suitable operational coordination between the organisations responsible for risk management and crisis management is essential.

6. International cooperation. Compliance with the *European Programme for Critical Infrastructure Protection (EPCIP)* and *Council Directive 2008/114/EC on the Identification and Designation of European Critical Infrastructures and the Assessment of the Need to Improve their Protection* will be encouraged. Both instruments are considered the best means of enlisting the cooperation of European countries and protecting our national interests. Similarly, the existence of international channels for information, early warning and response will be promoted, together with active participation in international forums.
7. Safeguard the security of critical infrastructures in accordance with the *National Plan for the Protection of Critical Infrastructures (Plan Nacional de Protección de Infraestructuras Críticas, PNPIC)*. These installations will be equipped with independent standby systems using other technologies and operators as the functioning of essential services depends on them.



## Chapter 5

### A new National Security System

The fifth chapter of the National Security Strategy describes the new National Security System. It establishes its principles and main objective, as well as its structure. Under the guidance, leadership and impetus of the Prime Minister, this system will be based on the National Security Council and the Specialised Committees.

**P**reserving National Security requires a strong but flexible national institutional system that is able to adapt to change and security contingencies and capable of responding effectively, comprehensively and fully to the risks and threats of today's world.

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***'The National Security Council  
will be a collegial Government  
body that will meet periodically'***

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The National Security System stems from a set of principles which underpin the National Security Policy and is based on an organisational structure that ensures its correct functioning.

The main objective of the National Security System is to preserve National Security through the optimal, integrated and flexible functioning of all resources available for this purpose.

## The principles that underpin the National Security System are:

### 1. **LIDERSHIP,**

impetus and political guidance of the Prime Minister.

### 2. **INTEGRATED AND COORDINATED FUNCTIONING**

of all the Public Authorities with responsibilities in National Security matters, in a spirit of cooperation and institutional loyalty.

### 3. **OPTIMISATION**

and effective use of the available resources.

### 4. **MODERNISATION OF THE STRUCTURES**

and action procedures related to National Security within the Public Authorities.

### 5. **INVOLVEMENT**

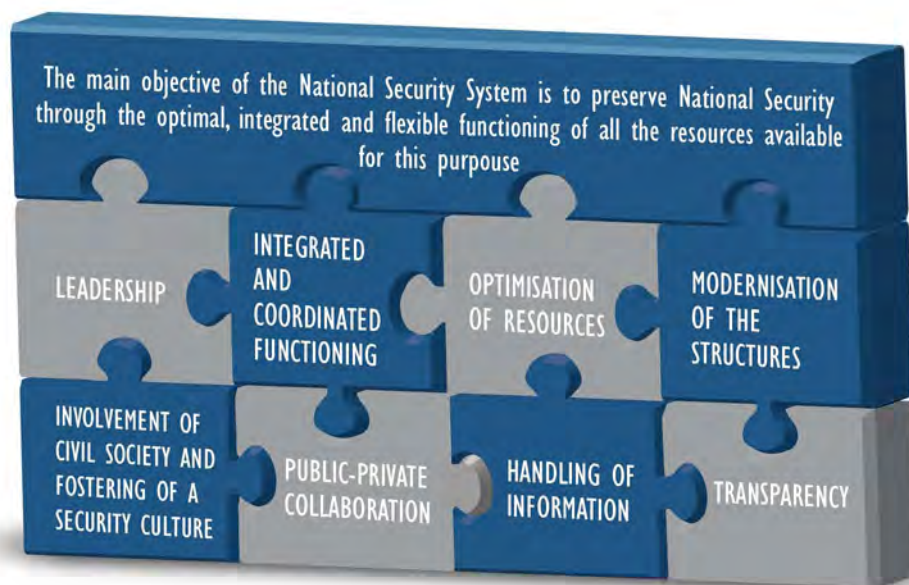
of civil society and fostering of a security culture.

### 6. **PUBLIC-PRIVATE COLLABORATION.**

### 7. **HANDLING OF INFORMATION**

and knowledge.

### 8. **NECESSARY TRANSPARENCY.**



## 1. Structure of the National Security

The Prime Minister has the role of directing, leading and giving impetus to the National Security Policy, which involves all the Public Authorities. Tools are required to facilitate their coordination and effectively organise modular, flexible responses tailored to the risks and threats we face. Only by acting decisively and with a comprehensive vision of all the implications of the problems which compromise National Security is it possible to define properly the strategic security environment in Spain.

In performing the function of directing, leading and giving impetus to the National Security Policy, the Prime Minister will rely on: A) the National Security Council; and B) the Specialised Committees.

### A. National Security Council

The National Security Council will be a collegial Government body. It will meet periodically at the proposal of the Prime Minister, who will chair it except when HM the King attends its meetings. It will be made up of the Deputy Prime Minister, other members of the Government, Secretaries of State and the Director of the Prime Minister's Office. In order to ensure the proper exercise of its functions, if the Prime Minister so decides, only members whose responsibilities are most directly related to the items on the agenda may be convened. In any event, the incumbents of the rest of the ministerial departments as well as other authorities, senior public officials and experts may also be convened to attend when the Council needs to discuss issues with National Security repercussions related to their areas of responsibility or knowledge.

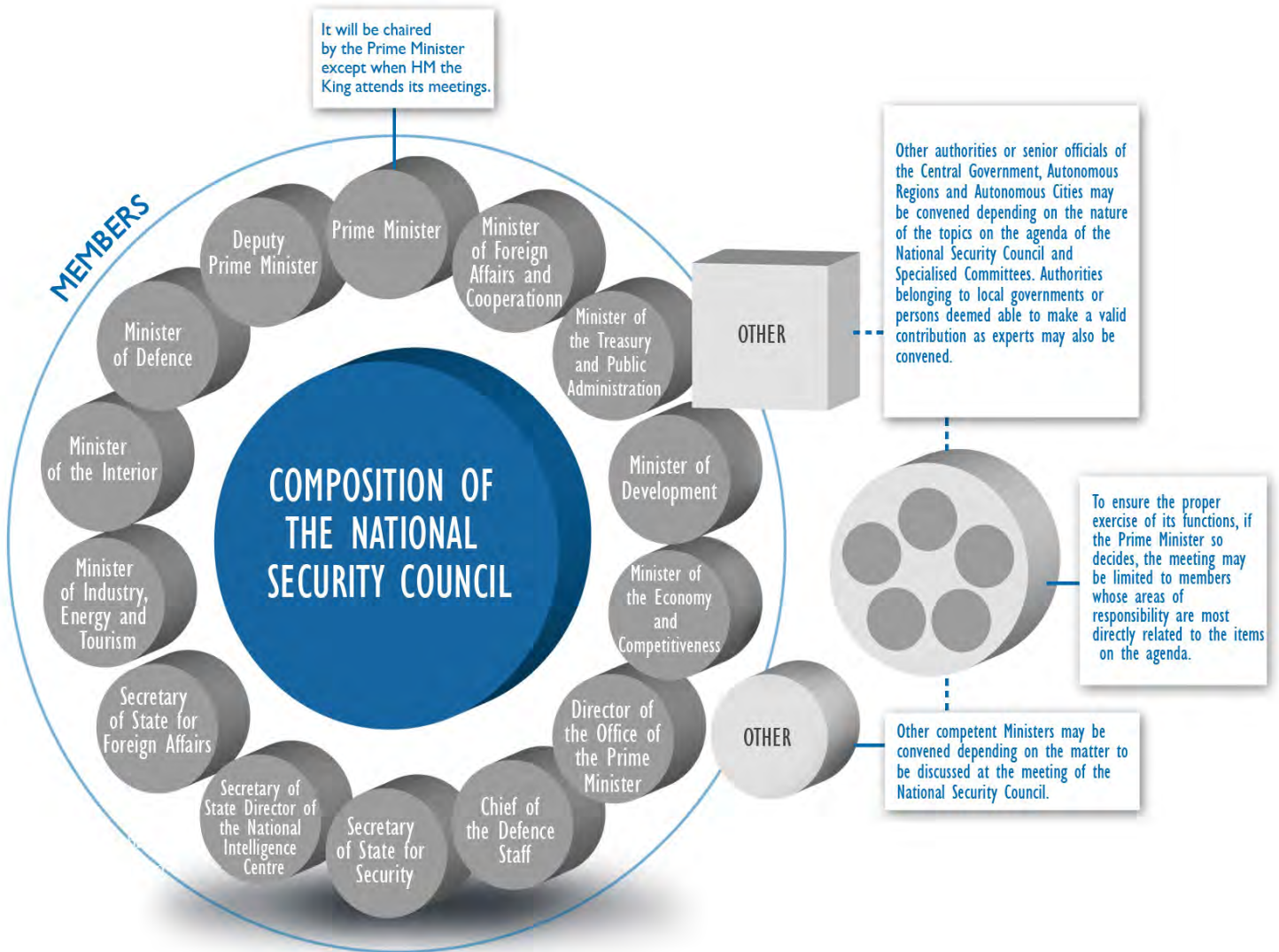
Under the direction of the Prime Minister, its main functions will be:

- to assist the Prime Minister in directing the National Security Policy;
- to promote and give impetus to the revision of the National Security Strategy;
- to promote and give impetus to the drafting of any second-level Strategies that are deemed necessary and, if appropriate, proceed to their approval;
- to verify degree of compliance with the National Security Strategy;

- to approve the Annual Security Report before it is submitted to Parliament;
- to direct and coordinate crisis management;
- to establish the necessary guidelines for planning and coordinating the National Security Policy;
- to oversee the proper functioning of the National Security System;
- to perform other tasks attributed to it by law or assigned to it by the Prime Minister.

## **B. Specialised Committees**

The Specialised Committees, established at the initiative of the National Security Council, will be support bodies of the Council in the areas of action of the National Security Strategy. Their creation, composition and functions will be specified in their regulations. They will be established in areas that specially require the coordination of several Government bodies owing to their singular and cross-cutting nature and when so required by situations relating to crisis management.



## National Security Council

- Collegial Government Body.
- Periodical Meetings.
- Broad and flexible composition.
- Specialized Committees as support bodies.



## **2. Monitoring and Control of the National Security Strategy**

It is the responsibility of the National Security Council to monitor and verify compliance with the National Security Strategy.

The National Security Strategy will be revised periodically.

The Government will submit the Annual Report on National Security to Parliament and will debate on the guidelines of the National Security Policy.

## **3. Progressive Reorganisation of the National Security System**

A progressive reorganisation of the State structures and bodies responsible for the direction, coordination and management of National Security is necessary in order to adapt them to the comprehensive vision of security enshrined in the National Security Strategy and to lend coherence to State action through the involvement of all the Public Authorities responsible.

This development must be based on the State structures and bodies which perform security-related functions. It must also reflect the structure of the State made up of autonomous regions, and pursue cohesion in actions.

National crisis-management instruments will be reviewed in order to facilitate decision making within the framework of the National Security System. In particular, the crisis-management system will follow the same comprehensive approach that inspires this Strategy; will have clear guidelines for action allowing the different areas involved to be coordinated; will be standardised and interoperable with the instruments provided for in international treaties to which Spain is party; and will carry out supervision and constant and updated management of crisis-anticipation and crisis-response capabilities and measures

The gradual reform of the National Security System and perfecting of the crisis-management instruments will require the applicable regulations to be adapted through an Organic Law. Within six months of its establishment, the National Security Council will prepare a draft bill for an Organic Law on National Security to be submitted to the Council of Ministers.







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