NATIONAL DEFENCE DIRECTIVE 1/2004

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0. BACKGROUND

Since the transition to democracy, Spanish defence policy has evolved to reflect the changes in the international strategic situation, Spain's increasingly important role in the world, the development of our society and successive national governments.

This process has been guided by the successive National Defence Directives issued in 1980, 1984, 1986, 1992, 1996 and 2000.

In the international area, these directives have guided us towards full participation in the western security and defence organizations. In this way, we have moved from a traditional concept linked to sovereignty seen in territorial terms — with an almost exclusive focus on military aspects — to another, broader concept of shared security and collective defence with our partners and allies, in which society as a whole must be involved.

In the national arena, the directives have always included among their objectives the improvement of the organic and functional structure of the Ministry of Defence and the modernization of the Armed Forces, especially with regard to the model, size, structure and operational capabilities of the forces, and the combined nature of military operations.

On this occasion, the Government has submitted to the upper and lower house of the Spanish Parliament the fundamental principles underling this Directive and has incorporated a number of the comments made by the various parliamentary groups.

1. THE STRATEGIC SITUATION

The strategic situation at the beginning of the twenty-first century is characterized by the fact that alongside the traditional risks and threats to international peace, stability and security other, new risks and threats have emerged, such as transnational terrorism with its global reach and its immense capacity to inflict damage in an indiscriminate manner.

The attacks carried out in New York, Madrid and Beslan have made it clear that, in the face of these new risks and threats, traditional military superiority does not represent an effective deterrent nor can it any longer automatically guarantee security. By the same token, it is unable to ensure the effective prevention of terrorist attacks or avert the risk of the proliferation of weapons of mass destruction, despite the fact that the possibility of terrorist groups acquiring these weapons today poses the most serious threat to global security.

Countering these new threats, specifically terrorism, is the key to the strategy of international security and defence organizations. Europe too must take a decisive stand against these threats and challenges if it is not to become an easy target. In this effort, Europe can count on the explicit backing and firm support of Spain, as one of its most committed partners.

For the first time in its history the European Union has taken on a security strategy of its own. This strategy, however, requires greater resolve, adequate resources and a more effective and coherent use of the instruments at its disposal for crisis management and conflict prevention. These are genuinely demanding requirements that no European country is capable of meeting on its own.

The European strategy is based on a multilateral system of concerted actions and initiatives within security and defence organizations, with the possibility of carrying out early and rapid interventions and, if necessary, powerful ones; a system based on the recognition that the United Nations

Security Council has the fundamental responsibility for maintaining international peace and security.

For its part, the Atlantic Alliance, of which we are a member and which was the first organization to recognize the need to adapt traditional responses to the new strategic situation, is immersed in a profound process involving the transformation of its structures, procedures and capabilities with the aim of making the allied forces better equipped, interoperable and capable of acting with maximum efficiency.

We find ourselves, therefore, facing a new strategic situation in which security policy demands fresh approaches and changes in mentality, especially with regard to crisis management and conflict resolution and the need to adapt the Armed Forces to the ever-changing circumstances.

All of this will have to be built into a new defence policy, which, like the nation's foreign and other policies, will contain elements of continuity and new elements reflecting a change from the practices of past periods.

2. THE FRAMEWORK OF SPANISH SECURITY AND DEFENCE

In matters of security and defence, Europe is our area of priority interest. We are Europeans and our security is inextricably linked to that of the continent.

Spain will promote and support an authentic European security and defence policy, will back initiatives designed to achieve a common defence, and will contribute to providing the European Union with the civil and military capabilities required for active and independent intervention to prevent and resolve conflicts and to contribute to the preservation of international peace and security in accordance with the Charter of the United Nations.

If we are to do this, we shall have to be able to co-operate with certain countries, should it be so decided, to develop more demanding military

capabilities and to take on more binding commitments, within the terms provided for in the Constitutional Treaty of the European Union.

This priority is compatible with a robust and balanced transatlantic relationship, another essential element of European defence, as recognized in the Constitutional Treaty itself. The allies on both sides of the Atlantic share and defend the same principles and values. Spain is convinced that a strong Europe does not weaken this relationship but, on the contrary, strengthens it.

In this respect, Spain is a firm and clearly committed ally within the Atlantic Alliance and one that, in addition, maintains a close and strong relationship with the United States of America — a relationship that must be based on trustworthiness and dialogue and on mutual confidence and respect.

Similarly, the Mediterranean area is of special interest to Spain. As regards security and defence, initiatives that facilitate dialogue and promote bilateral co-operation with the countries of the Mediterranean region are indispensable. We shall also support the multilateral initiatives of the European Union, the Atlantic Alliance and the OSCE for the Mediterranean region.

Ibero-America constitutes another privileged area for Spain. The defence policy will strengthen bilateral relations and, where appropriate, military co-operation. In addition, we shall support regional initiatives designed to increase multilateral co-operation between the countries of the Ibero-American Community.

3. THE SPANISH RESPONSE

Spain’s external action must be based on scrupulous respect for international law as a means of resolving conflicts and on the recognition of the United Nations as the organization with responsibility for ensuring international peace and security. Such action will also place emphasis on a more effective use of all the political, diplomatic, economic and social instruments available to

bring about the peaceful settlement of disputes and the prevention of conflicts so that military intervention is contemplated only as a last resort.

Likewise, in order to contribute to spreading peace, security and stability throughout the world, and especially in the light of the priority assigned to combating terrorism, action by Spain outside its borders will be directed at implementing our commitments to international organizations, such as the European Union, the Atlantic Alliance and the OSCE.

As a result, the engagement of our Armed Forces abroad will take place within a context of effective multilateralism requiring that two conditions be met: first, that there be a prior decision by the United Nations or, where appropriate, by another multinational organization of which Spain is a member and, second, that the involvement of the Spanish Armed Forces be subject to the explicit consent of Parliament. All of this must be without prejudice to the right of self-defence, whether exercised unilaterally or collectively, as provided for under article 51 of the Charter of the United Nations and set out in the international defence treaties ratified by Spain.

In view of the need to be prepared and able to respond to any eventuality, the Spanish strategic concept will be based, on the one hand, on the maintenance of a national defence capability as a deterrent factor and a genuinely national response capability, and, on the other hand, on collective defence and security shared with our partners and allies.

In order to face the new challenges, there is a need for new military capabilities and structures and for new operating procedures. It will therefore be necessary to undertake a process of reforming the Armed Forces and of devising a realistic model for their professionalization in order that they may be able to carry out effectively the missions assigned to them by the Government.

Similarly, in accordance with this strategic concept, we must determine to what extent we wish to develop our military level of ambition; i.e., we must define the effort that Spain is prepared to make to meet purely national

requirements as well as our commitments in the field of shared security and collective defence.

All of the above, alongside the fact that a new government is in office, makes it necessary to issue a new National Defence Directive, which, in the light of what has been said, will steer the development of Spanish defence policy during the VIII legislative period.

4. AIM OF THE DIRECTIVE

The aim of this Directive is to establish the guidelines for defence policy and for its development, with the objective of ensuring the defence of the homeland, contributing to the security of the Spanish people and promoting international peace, security and stability.

5. GUIDELINES FOR ACTION

Defence policy will be governed by the following guidelines:

1. The strengthening of the role of the Armed Forces as a relevant factor in the external actions of the Spanish State;

2. The dynamic and constant reform of the Armed Forces so as to adapt them to the circumstances and needs arising from the strategic situation existing at any given time;

3. The implementation, in concert with our partners and allies, of our commitments in the area of shared security and collective defence;

4. Firm and resolute support for an effective multilateral system as a means of resolving conflicts, with full respect for the resolutions of the United Nations Security Council;

5. The active participation of Parliament in the discussion of major issues of defence policy and the seeking of parliamentary support for government

decisions regarding the involvement of Spanish Armed Forces in operations abroad.

6. GUIDELINES FOR THE DEVELOPMENTS OF THE DEFENCE POLICY

Defence policy will be developed in accordance with the following guidelines:

(a) In the international sphere:

1. Resolutely support the common security and defence policy of the European Union through our commitment to the Helsinki 2010 global objective, our contribution to the development of Battle Groups, and our participation in the European Capabilities Action Plan and the European Defence Agency;

2. Participate actively in the initiatives of an enlarged and transformed NATO, in particular in the Prague Capabilities Commitment and the Response Force, with the aim of contributing to effective conflict prevention and, where necessary, crisis management;

3. Strengthen relations between the European Union and NATO in the firm belief that a solid, robust and balanced transatlantic link is a decisive factor in achieving international peace and stability;

4. Contribute to increasing security in the Mediterranean region by strengthening the Mediterranean dimension of the European Union's common security and defence policy, within the wider framework of the Barcelona Process and the Mediterranean dialogue of the Atlantic Alliance;

5. Foster a solid and balanced relationship with the United States of America based on the Defence Co-operation Agreement and guided by the objectives and aims of the joint declaration of 11 January 2001, which, among other things, provides for political, scientific, industrial and technological co-operation;

6. Establish closer relations as regards security, defence and military co-operation with the countries of the Ibero-American Community of Nations;

7. Step up defence diplomacy by promoting mutual confidence with the armed forces of countries in areas of strategic interest.

(b) In the national sphere:

On the organization of defence

1. Draft a new constitutional law on national defence. This law will set out the tasks and assignments of the Armed Forces, establish the fundamentals of military organization in conformity with constitutional principles, define the essential principles that are to underlie the use of the Armed Forces, and determine the way in which Parliament is to express its decisions regarding the participation of Spanish Armed Forces in military operations abroad;

2. Reorganize the Defence Staff by:

— Rationalizing the structure of the Joint Defence Staff;

— Bringing together the military intelligence services within the Armed Forces Intelligence Centre and co-ordinating their activities with the National Intelligence Centre;

— Initiating the work of the Armed Forces Operations Command for the planning and conduct of operations;

— Setting up an Armed Forces restructuring body with the mission of overseeing the reform of the structure, capabilities and military

doctrine of the Armed Forces, with a view to increasing their operational effectiveness.

3. Establish a joint rapid reaction force made up of highly trained units that are available at short notice and that can be assembled very quickly for emergency missions under the operational command of the Armed Forces.

On the reform of the Armed Forces

1. Define the model of the Armed Forces, their capabilities, personnel strength and the size of the forces and their support units in order to make them more mobile and flexible and better suited for joint and interoperable missions with the armed forces of our partners and allies;

2. Promote the reform of the Armed Forces in accordance with the new model by equipping them with technologically advanced capabilities and by structuring them so that they will be given a graduated response capability;

3. Determine, with the approval of the Government, to what extent the country wishes to develop its military potential during the current legislative period; this will include determining the amount of resources, their level of availability and the personnel strength needed to meet national requirements as well as the number and scope of operations abroad in which the Armed Forces are to be able to participate simultaneously;

4. Devise a new and realistic model for the professionalization of the Armed Forces that is in keeping with the characteristic features of Spanish society, that is based on the skill and specialization levels needed to meet the new technological and organic requirements of modern armies, and that will promote a change in mentality enabling the forces to adapt to their new missions;

5. Determine the personnel strength of command staff, troops, naval personnel and reservists in accordance with the armed forces model, population forecasts and funding possibilities;

6. Reform the military profession by adopting a new structure for corps and ranks, with systems for advancement and promotion that serve as an incentive for dedication and professional effort;

7. Improve the equipment so as to enhance the operational effectiveness of the Armed Forces, by completing armament programmes that are already under way and initiating such other programmes as may be necessary for the reform of the Armed Forces; a balance will be maintained between the acquisition of new equipment and the maintenance of current operational strength;

8. Encourage research, development and innovation so as to maintain an high level of technology, thereby improving the operational capabilities of the Armed Forces and promoting the competitiveness of the national defence industry;

9. Maintain, during the current legislative period, a sustained budgetary increase of an amount no less than the one experienced between 2003 and 2005, in order to provide a stable economic environment making it possible to successfully accomplish the reform of the Armed Forces.

On co-operation with other organizations

1. Develop a new national system for crisis management to replace the existing preventive defence system;

2. Achieve effective co-ordination between civilian and military personnel participating in operations of humanitarian assistance, crisis management and support for civilian authorities;

3. Collaborate in the civil defence system and, together with other State institutions, in particular the security forces and agencies, contribute to maintaining security and welfare on the part of the citizens;

4. Raise the level of security and defence culture in Spanish society; to this end, the Government, acting at the behest of the Ministry of Defence and in co-ordination with other State agencies, will help to spread the message regarding the role and importance of defence with the aim of encouraging greater involvement by society and making possible the exercise of the right and duty to defend Spain as provided for under the Constitution.

7. FINAL PROVISION

1. The Minister of Defence is authorized to issue such specific guidelines as may be necessary to implement this Directive.

Madrid, 30 December 2004
Prime Minister
José Luis Rodríguez Zapatero