# Spanish Security Strategy

## Everyone’s responsibility

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# EXECUTIVE SUMMARY

Ensuring the security of Spain, its inhabitants and its citizens is an essential responsibility of the Government and the Public Administrations, but also of society as a whole. Security today is everyone´s responsibility.

It is a complex task in an interdependent and changing world, in which the worst economic crisis in more than 80 years has converged with a shift in economic power from the West to Asia.

We face crosscutting, interconnected and transnational threats and risks. Preserving security requires international and national coordination as well as the involvement of society as a whole.

The border between domestic and external security has become blurred. National policies in the traditional areas of security are no longer a sufficient safeguard in the 21st century. Only a comprehensive and interdisciplinary approach to security at national, European and international levels can address the complex challenges we face.

The core objectives of this first Spanish Security Strategy are to analyse the threats and risks to our security, identify courses of action and define coordination mechanisms. It has a scope of one decade and will be reviewed every five years or when required by circumstances.

The security policy will be based on six basic concepts (*Chapter 1*):

- Comprehensive approach to the different dimensions of security.
- Coordination between Public Administrations and with society.
- Efficient use of resources.
- Anticipation and prevention of threats and risks.
- Resilience of systems and instruments.
- Responsible interdependence with our partners and allies.

This Strategy has been conceived with a national, European, international and global perspective, and from the standpoint of Spain’s standing as a medium-

sized power with a specific profile and important comparative advantages. Our capacity for action is enhanced through our membership of a European Union (EU) that shares our interests, and our recognised standing as a country committed to effective multilateralism. We have global interests to defend and transnational threats and risks to face, many of which will come from abroad. In order to preserve our security, we will occasionally have to become involved in actions far away from our borders. *(Chapter 2)*

Globalisation´s drawbacks, demographic imbalances, poverty and inequality, climate change, technological dangers and radical and non-democratic ideologies are all transnational drivers that can multiply the effects of risks and threats or even transform their nature. *(Chapter 3)*

This Strategy identifies the most important threats and risks to our country's security and outlines how they might be addressed. They can occur in different domains where action would be required: on land, at sea, in the air, in space, in cyberspace and in the information sphere. This analysis constitutes the basis for formulating strategic lines of response, developing capabilities and carrying out organisational reforms. (*Chapter 4*)

The Strategy identifies the following threats and risks, and strategic lines of action in response:

*Armed Conflicts.* Spain could be required to participate in three types of conflicts where the role of the Armed Forces is central: conflicts not shared with our allies, multilateral conflicts directly affecting Spanish interests and conflicts derived from our international commitments in multilateral frameworks not directly affecting our interests. The defence of our interests and values will guide Spanish efforts in this sphere, from the threefold perspective of conflict anticipation and prevention, conflict management and resolution, and subsequent peace consolidation. To this end, Spain will follow a comprehensive approach combining diplomatic, military, police and foreign aid tools. An Integrated External Response Unit (URIE) will be created for this purpose.

*Terrorism*. Terrorism directly threatens the security of all citizens, seeks to undermine democratic institutions and could cause severe damage to our

critical infrastructures. ETA's terrorism has been a scourge that has plagued Spain for over 40 years. Yet its end is nearer than ever before thanks to the maturity and unity of Spanish society, and the effectiveness of the police and the judiciary. Transnational terrorism, particularly *Jihadist*, takes advantage of the features of the new global society in the hope of disrupting its normal functioning. Although neither of these represents an existential threat to the State, preventing, impeding and defeating terrorism is a national, European and international priority. To fulfil this goal, a specific and integrated strategic response is necessary, based on respect for democratic values, human rights and the rule of law. The main axes of this response are anticipation, prevention and protection, together with availability of means, the joint effort of democratic parties and their support for the work of the State Security forces and intelligence services, and international cooperation.

*Organised crime.* It is one of the most serious, though at times least recognised, threats to our security. It is increasingly interconnected with terrorism, violent groups and local crime in a way that makes them all mutually reinforcing. A threefold approach is needed to confront this threat: increasing personnel and means, continue developing efficient legislation in this area, and improving the coordination between national and international organisations. The Centre for Intelligence against Organised Crime (CICO) has been reinforced to meet this challenge.

*Economic and Financial Insecurity.* Economic security is an integral and essential part of our security. The threats and risks related to economic and financial activity can originate in public or private macroeconomic imbalances, market volatility, the destabilising, speculative or even illegal activities of different economic agents, the poor performance of supervision and regulatory entities, economic interdependence, competition for resources or an unbalanced growth model. The prevention and mitigation of their effects requires us to: prosecute criminal activities; ensure the correct supervision and regulation of markets; make progress in European and global governance; enhance the international presence of Spain; guarantee the functioning of critical economic and financial services and infrastructures; and promote a sustainable economic development that minimizes imbalances and guarantees

economic growth and social cohesion. An Economic Intelligence System (SIE) will be created to analyse relevant information and equip the State for better decision-making and action in this area.

*Energy vulnerability.* Our high dependence on fossil fuels and the unsustainability of the current energy model worldwide, for environmental reasons among others, make of the energy factor a key component of our security. The lines of action to enhance our energy security include: diversification of energy sources; energy savings and efficiency, with the dual aim of reducing external dependence and improving our economic competitiveness; security of supply at a reasonable price, limiting dependence on supply from a single country, developing strategic reserves, as well as international interconnections, boosting infrastructures and liberalizing markets. The best guarantee of energy supply and security for Spain is an integrated European electricity and natural gas market.

*Proliferation of weapons of mass destruction.* The proliferation of nuclear, radiological, biological or chemical weapons is one of the major threats of our times, particularly if uncontrolled agents such as terrorist organisations gain access to these weapons and use them. Preventing and neutralizing this threat requires intense multidisciplinary work. Spain supports the various international initiatives in this direction, including the Nuclear Non-Proliferation Treaty (NPT), and the creation of an appropriate collective defence capability against the proliferation of ballistic missiles.

*Cyberthreats.* An ever increasing part of our daily activity takes place in cyberspace, where cyberthreats can cause severe damage or even paralyze the activity of a country. Most cyberattacks are perpetrated for commercial interests, but we are also exposed to the aggressive actions of criminal groups, terrorists or even other States. New information and communication technologies offer novel and more sophisticated means of espionage and counterintelligence. Improving security in cyberspace entails reinforcing legislation, strengthening the resilience of our infrastructure and critical service´s management and information systems, and enhancing public-private

cooperation. Coordination of the different agents and greater international cooperation in developing cyberthreat control agreements is essential.

*Uncontrolled migratory flows.* The impact of massive and illegal migration can generate social conflict and create urban ghettos because of lack of integration, which may become breeding grounds for extremist, religious or ideological radicalisation. There is also the possibility of economic exploitation by criminal organisations or the destabilisation of certain productive sectors. Prevention of the risks associated with this phenomenon requires cooperation among Public Administrations, social organisations and the private sector, in order to develop adequate legal immigration and social integration policies. It also entails strengthening cooperation with countries of origin and transit, control and surveillance of borders, as well as an on-going fight against human trafficking networks.

*Emergencies and disasters.* Threats and risks caused by either human activity or natural phenomena, aggravated by climate change, health problems such as pandemics, or the scarcity of water and other basic resources could become first-magnitude risks to the security and the welfare of citizens. Spain has sufficient preventive and management means to respond adequately, such as the National Civil Protection System and the Emergency Military Unit (UME). Perfecting our response capability calls for deepening the cooperation among Public Administrations and promoting a 'culture of prevention' among citizens.

The security of critical infrastructures, supplies and services is particularly important. It is essential to ensure their ability to function and their resilience against all possible threats. Cooperation should be enhanced with the private sector, which already manages many of these critical infrastructures, supplies and services.

All of the above underscores the need for an institutional and legislative modernization of the Public Administrations in order to respond to the requirements of this Strategy. For that purpose, a Spanish Security Council will be established, which will convene the appropriate Ministers and senior authorities for each circumstance. It will be supported by a number of inter-ministerial committees that will develop the different working areas, and a

Support Unit within the President of the Government´s Office. Cooperation with the regional Autonomous Communities will be enhanced. A Social Forum of experts will also be promoted as a consultative body. The necessary legislative instruments will be updated, especially in the area of crisis management, civilian protection, official secrets and planning for effective response to emergencies and disasters. (*Chapter 5*)

| **The Spanish Security Strategy, at a glance** | | |
|---|---|---|
| **Objective** | **Actors involved** | **Method** |
| The security of Spain, its citizens and inhabitants | The National State Administration, Autonomous Communities (Regional Governments), Local Authorities and society as a whole | **1.** Statement of key concepts and of our values and vital and strategic interests<br><br>**2.** Outline of Spain´s unique profile and its security implications<br><br>**3.** Study of risk multipliers that spread and intensify threats and risks<br><br>**4.** Analysis of threats, risks and strategic lines of action to address them<br><br>**5.** Organisational implications |

# Chapter 1. A NECESSARY STRATEGY

Ensuring the security of Spain, its inhabitants and its citizens is an essential responsibility of the Government; and also of society as a whole. It is the responsibility of the National State Administration, which must lead and coordinate, of the Autonomous Communities (Regional Governments) and of the Local Authorities, as well as of citizens, social organisations, businesses and the media. Security today is everyone´s responsibility.

The borders between external and internal security have become increasingly blurred. Since we must now deal with mutually reinforcing threats and risks that transcend national borders, security today cannot be compartmentalised. Spain faces national, global, regional and internal threats. An effective security strategy must go beyond our borders. Responses must necessarily be national, European, regional and global.

In this new, multipolar and changing world, we must be prepared for the unexpected. The challenges to security are ever more complex and dynamic in a time of shifting paradigms. This period of uncertainty can also be a time of great opportunities, if we can come together to manage them effectively. We should face these changes with the confidence, responsibility and effectiveness that correspond to an open and dynamic society such as ours.

Spain’s security policy will always be guided by the defence of our vital and strategic interests and our values. Vital interests include the fundamental rights of life, liberty, democracy, and the welfare and development of the Spanish people; as well as those related to the constituent elements of the State, such as our sovereignty, independence and territorial integrity, constitutional order and economic security.

We also have strategic interests concerning the pursuit of a peaceful and safe environment: the consolidation and good functioning of the EU, a stable and fair international order, based on peace, security and respect for human rights, preserving freedom of exchange and communication, and constructive relations with our neighbours.

These interests must always be defended within the framework of democratic values and the rule of law, along with the defence of peace, liberty, tolerance, solidarity, sustainability, global progress and the preservation of a way of life underpinned by the welfare state. These values reflect the convictions of our society and are set forth in the Spanish Constitution and the Charter of the United Nations.

Spanish security is based on six key concepts that this Strategy seeks to foster:

- **Comprehensive approach**: All dimensions of security must be integrated, with an understanding of the multiple relations existing among each and every one of them, in order to achieve convergence towards common objectives.

- **Coordination:** Cooperation and collaboration among Public Administrations is essential to achieve maximum performance from the resources available. Since many critical infrastructures, supplies and services are in private hands, cooperation between the State and the private sector is crucial, along with the cooperation of citizens and social organisations.

- **Efficient use of resources:** In a context of constraints on government expenditure, the State must ensure the proper use of resources while rationalizing the use of existing instruments. In cooperation with our partners and allies, the objective is to make security requirements compatible with tighter budgets, which requires wiser spending.

- **Anticipation and prevention:** Not all threats can be foreseen, but prevention will allow some to be avoided. The State should have the necessary means to issue alerts and provide prevention for whatever might endanger the security of Spain and its citizens.

- **Resilience:** New and unforeseen challenges, risks and threats are certain to arise. To respond, it is essential to have resilient and flexible systems and instruments that are adaptable to diverse circumstances.

- **Responsible interdependence:** Governance mechanisms should be established in collaboration with our European and international partners in order to build and strengthen multilateral frameworks and instruments to guarantee security. Because of its recognised capability as an interlocutor, Spain has important attributes to contribute to these objectives.

Spain has the necessary tools to defend both, interests that are exclusively national and those that are shared with our partners and allies. The latter could arise as a result of our bilateral relations or of our membership of the EU, the North Atlantic Treaty Organization (NATO), the Organization for Security and Cooperation in Europe (OSCE) and other organisations. The most important instruments, which should be used in a joint fashion, are:

- Diplomacy
- Armed Forces
- State Security Forces
- Intelligence services
- Civilian protection services
- Development cooperation
- Economic and trade relations

**Information and Communication**

Free access to information and the development of a responsible communication policy is crucial to security. Public authorities should encourage information transparency in these issues and make citizens aware of the threats and risks to security. Yet they should do so without promoting a discourse of fear or furthering the visibility or prominence of the activities of violent people or groups.

This changing security scenario and the absence of an integrated analysis of the threats and risks that affect our country or our response capabilities, make this first Spanish Security Strategy necessary. The Strategy analyses the

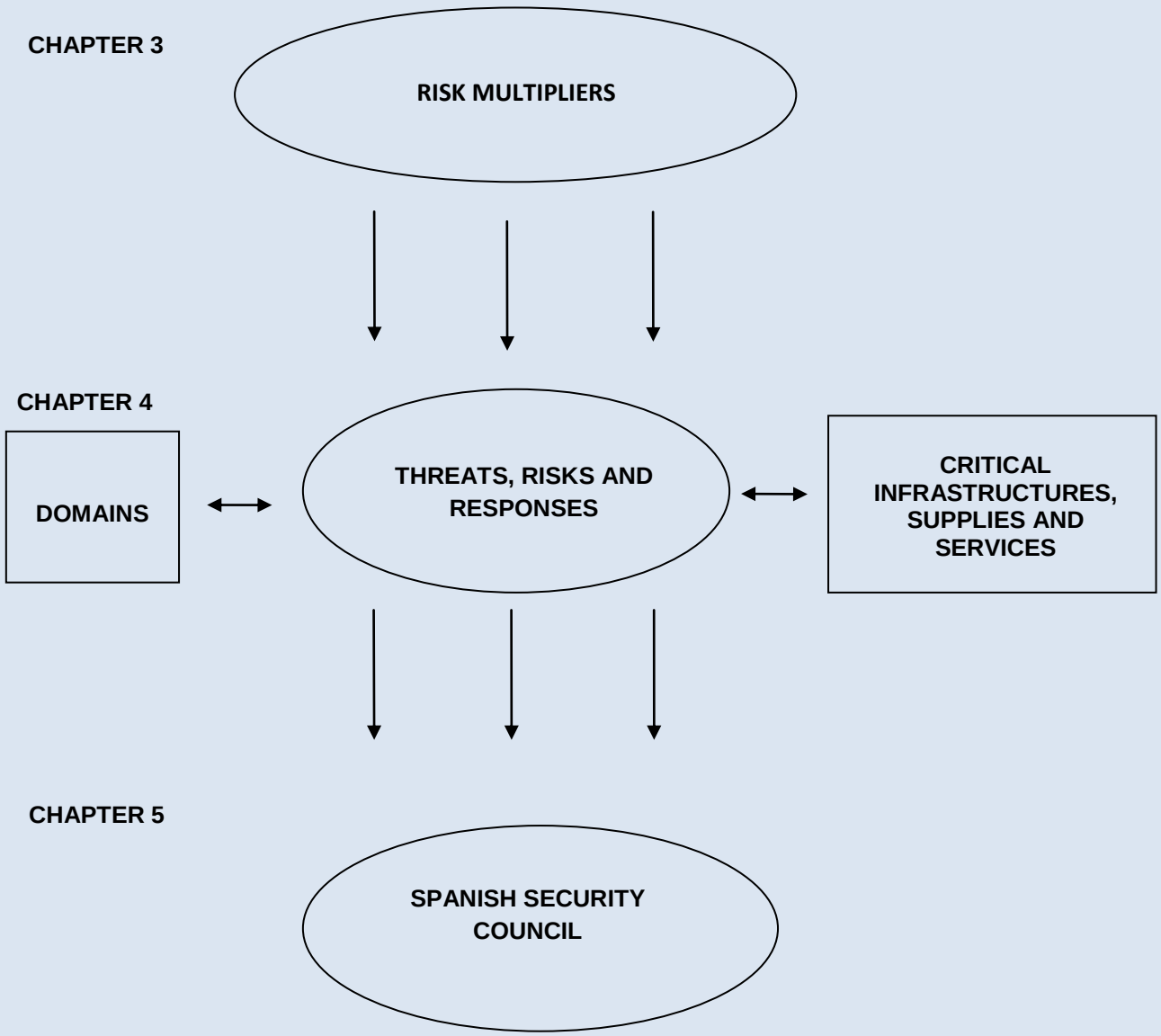
current security context, provides a forward-looking vision and establishes the lines of action to defend the interests of Spain and its contribution to a national, European, regional and international environment that is safer, fairer and more peaceful. The various ministries and organisations involved in security, political parties, the private sector and civil society have all participated in its drafting, through an open and consultative process.

**A Security Culture**

The threats and risks to our country have dramatically changed in recent decades, originating in multiple and heterogeneous sources that range from Jihadist terrorism to organised crime networks and cyberattacks. Living in a modern society requires unprecedented developments in attitudes, skills and knowledge. It is important to promote a greater security culture and encourage education and awareness on these issues among professionals in different fields, as well as among the wider citizenry.

The horizon of this Strategy is a decade. Given the changing nature of our world, it will be revised at least every five years or when required by circumstances.

## THE CONCEPTUAL FRAMEWORK OF THE SPANISH SECURITY STATEGY



# Chapter 2. SPAIN'S SECURITY IN THE WORLD

The transition to a multipolar world order, the growth of the emergent economies, the worst economic crisis in 80 years, and many other factors have brought about new challenges and opportunities to which we must respond. Four basic observations will serve as a starting point in the quest to guarantee our security:

- Spain is a medium-sized power with its own particular profile and great potential for external action. However, like any other country, what Spain can achieve by itself is limited. The defence of our interests and security is enhanced within a European Union that strengthens its influence in the world.

- Spain has global interests to defend and promote. The challenges associated with these interests should be addressed through national, European and global responses. We must foster and consolidate legitimate and efficient multilateral systems.

- The cross-border nature of the threats and risks we face could require Spain to commit to actions in far-away places, wherever these risks are found, in order to preserve our security and defend our interests.

- The external action of the National Government is complemented by the activity of regional Autonomous Communities, local authorities, civil society and the private sector. The pursuit of security requires us to work together in a coordinated manner.

## Our specific profile

As an open country and a member of the EU, Spain plays its part in the international order while seeking to promote and defend national, regional and global interests. We are an influential and respected voice. In overall figures Spain is among the top ten countries in the world in terms of foreign investment

and aid. Spanish is spoken by 450 million people as a first, second or foreign language. It is the second language in international communications.

**Principles of international action**

**European framework:** The EU promotes policies that conform to democratic values, the rule of law, and international law. Shared sovereignty in certain matters and cooperation in European institutions have created an unprecedented common action framework, from which Spain protects and projects its interests. Its reference points are the European Security Strategy, the EU Internal Security Strategy and NATO's Strategic Concept.

**Multilateralism, legitimacy and international legality:** Individual or joint responses to situations that Spain might face will always be carried out within the framework of international law, formal bilateral and multilateral commitments, and parliamentary approval of actions as established in Spanish legislation. The legitimacy of these actions will also depend on the firm adherence to the principles of international institutions, particularly the Charter of the United Nations.

**Peacebuilding:** Peace and security should be built on solid societies and with States that protect people, guarantee their rights and liberties and promote their well-being. With a perspective that covers every phase of a crisis (prevention, management and resolution, peace consolidation and post-conflict reconstruction), Spain will proactively contribute to strengthening fragile societies and States that have difficulties fulfilling these functions. Various means will be made available for these purposes in the socio-economic, political, justice and gender spheres. We will continue providing technical assistance to other States for security sector reform, as we have been doing successfully for some time. Spain will continue to promote the role of women in peacebuilding.

**Civilian protection and the Responsibility to Protect:** The protection of civilians is a basic pillar supporting the action of the international community in cases of serious violations of human rights that could lead to a response by the

international community, in line with the principles of the United Nations Charter. In most conflicts civilians do not receive adequate protection, as established by international humanitarian law, and thus become victims, either directly or indirectly. Spain also supports the principle of Responsibility to Protect, approved at the UN World Summit in 2005, which establishes the collective responsibility of the international community to protect populations whose own States fail to do so in extreme cases of genocide, war crimes, ethnic cleansing or crimes against humanity. The military response of the international community must always be the last resort, and the importance of conflict prevention should always be emphasised, as well as the prior use of negotiation or other pressure tactics such as political or economic sanctions.

Situated at the crossroads between Europe and North Africa, between the Mediterranean Sea and the Atlantic Ocean, with the weight of its history and its language, Spain has a unique profile, full of potential in the area of security. We must build on our comparative advantages, which are among our major assets. The ability to command attraction and credibility will be increasingly important, and it will be determined by the values and policies that each State applies within its borders and abroad. Apart from our geographical situation, which is itself of great geostrategic value, we also have the history of our exemplary transition to democracy, our competence as a 'reliable mediator' between cultures and regional blocks -such as the Arab world and Spanish-speaking countries-, EU membership, our bonds with Iberoamerica, good relations with the United States and a firm commitment to development cooperation.

**Development cooperation and security**

In recent years Spain has been the country that has increased the most its Official Development Aid (ODA), making cooperation one of our hallmarks. It is treated as both a strategic need and a moral duty, especially towards Africa, which is the prime beneficiary of this effort.

Many of the threats and risks we face in Spain and Europe are intimately linked

to poverty and extreme inequality in this and other regions. Spanish investment in development cooperation also contributes to our security, by dealing with the structural causes -socio-cultural, economic and environmental- of the conflicts and the frail situations of many States.

Countries where the State fulfils its obligations to its citizens are safer and more stable. By investing in their national and regional institutional reinforcement we can prevent and respond to situations of general insecurity which could affect our interests, as in the cases of Afghanistan and Somalia. These efforts should be carried out jointly with relevant multilateral organisations such as the UN, the World Bank or NGO's, while respecting their independence and neutrality.

## Spain in a globalised world

Globalisation and the emergence of new powers are forging a multipolar world; a tendency that has been accelerated since the start of the economic and financial crisis in 2007 and will likely continue in the coming years. This new world order brings with it risks to stability and security if it is not accompanied by regional and global governance based on the promotion of democracy and human rights. Multipolarity without effective multilateralism could lead to serious conflicts. Spain advocates a responsible interdependence that can lead to synergies which can be of assistance in seeking joint solutions to common challenges. We cannot and should not work alone.

As a country committed to world development, peace and security, Spain works through the EU, UN, NATO and the OSCE, the G20 and other organisations to design and achieve a stable international order that promotes justice, prosperity and global security.

In order to keep advancing in that direction, Spain must act on several fronts:

- Encourage the reform of international organisations in order to increase their representativeness and effectiveness.

- Reinforce Spain's influence in multilateral fora and initiatives and promote the presence of its citizens in the most relevant organisations.
- Strengthen bilateral relations to make Spain a more influential international actor.

***The European Union, identity and influence***

As power shifts from the West to Asia, the European Union, with a population of 500 million and 22% of the world's Gross Domestic Product (GDP), should play a decisive role as a point of reference for stability and progress. This requires advancing in in its integration process, so as to maintain and expand its capacity for international action.

An essential dimension of security in our country involves the EU, and Spain's bilateral relations with its partners, particularly with neighbouring France and Portugal. Spanish interests are best served by a European Union with reinforced influence in the world. In turn, EU projection is bolstered by strengthening the external action of its Member States, including Spain.

The Treaty of Lisbon provides new instruments for the European continent to continue being an influential player, capable of speaking with a single voice and acting with a common foreign policy. This common policy should serve European purposes and also Spanish interests in the governance of globalisation, and our relations with Iberoamerica, the Maghreb, the Mediterranean and other existing or emerging world powers.

The European External Action Service (EEAS) will be a fundamental tool in this sphere. If Europe wishes to continue playing a significant role in the international arena, it must provide itself with the necessary political will to act jointly outside its borders, with a true European Defence Policy and with adequate and credible military means that include its own strategic transport capability. Defence budget cuts in Member States are an opportunity to promote integration in this field. Less money can be spent more advantageously if resources are used on a European scale. Progress should continue in the joint planning of major defensive capabilities projects and existing possibilities should

be used and developed, from the European Defence Agency (EDA) to the pooling of available national assets.

Although conflicts between States are no longer regularly solved in the battlefield, many countries suffer crises and internal conflicts with consequences that affect us all. In order to address them, we fully support the European Security Strategy, which advocates a management model that integrates the use of both military and civilian means in conjunction with political, diplomatic, trade and development instruments.

Spain supports the enlargement of the EU, as it contributes to increasing stability and security in Europe. The gradual adhesion of candidate countries, namely Turkey, Croatia, Iceland and the Former Yugoslav Republic of Macedonia (FYROM), will enrich the vision and the capabilities of a constantly renewed European project.

Europe should continue advancing in order to successfully address many common future challenges, such as: overcoming demographic aging, regulating and organising the significant and necessary flow of immigration through a common European border and immigration policy, decreasing energy dependency through a common European policy and an integrated energy market, fighting for sustainable development, competing with other social and economic models that weaken the achievements of the Welfare State, and rising to the challenge of the competition from Asian research and innovation.

The British colony of Gibraltar is an anomaly in today's Europe. It poses security problems for Spain and Europe in several domains, which require effective solutions.

### *The United States and the new transatlantic relations*

Spain coexists in the Euro-Atlantic space with a large set of countries linked by deep historical and political roots and important trade and economic relations. It is critical for the world, and crucial to Spain, that this environment is kept stable, peaceful and secure. Within this framework, the United States continues to be

the largest economic, military, scientific and cultural world power. In addition to being a solid ally, it is an indispensible and priority partner.

Our two countries share common values and are linked by close human, historical, cultural, linguistic, economic, political and military ties. The Defence Cooperation Agreement between Spain and the United States and the High-Level Bilateral Defence Committee ensure bilateral coordination and cooperation in the area of defence.

Together with Washington, we can empower a broader vision of Transatlantic relation in areas of security that include Iberoamerica and the African continent alongside Europe, Canada and United States. A new framework would allow us to face more effectively our shared threats and risks, such as terrorism, illicit trafficking and organised crime. Spain could play a key role in this due to its geographical position, good relations and diverse but close ties with the Americas and Africa.

This new vision would provide new solutions for bringing both shores of the Atlantic closer together. It would also contribute to dealing with security issues affecting both sides of the Atlantic. Illegal immigration in particular must not become an uncontrolled phenomenon; and we must work together to combat drug-trafficking, guarantee energy supplies and improve air and sea traffic.

### *Russia, European strategic partner*

Russia, as a major Eurasian power, should reaffirm itself as a strategic European partner. Its prominence in the world, its energy resources, important trade relations and its proximity to the EU make Russia a primary reference point in the design of Spain’s security. The Government fully supports the active participation of Russia as a global partner and as an EU and NATO strategic partner in a common space of peace and stability, to the benefit of Europe and of global governance.

Russia will be particularly significant in the years to come for European security in strategic regions, such as the Caucasus and Central Asia. Tension hotspots are foreseeable in these unstable regions, where Russia plays an important role

due to its historical, political and trade ties. A priority objective for all the parties involved is the establishment of a closer relationship between the EU and Russia, based on mutual trust and dialogue, and from which to address these issues.

***Iberoamerica, a common destiny***

Iberoamerica constitutes a common space with Spain, and has had a shared destiny. It is of fundamental strategic importance for our country. As an emergent region, with economic and political powers of first magnitude, it plays an increasingly visible role in the regional and world stage, such as in the G20. Based on strengthened bilateral relations and more solid regional clusters, Spain will continue working to create deeper and more constructive ties between Iberoamerica and the EU, which are essential for global governance.

Spain maintains historical, cultural and political relations of singular importance and depth with the countries of this region. Economic exchanges -which must continue to be supported- and strategic investments by Spanish companies in this area favour the mutual economic growth, stability and security that are important to us all.

This shared road is also strengthened by a common language; a wealth shared not only with Iberoamerican society, but also with the United States, which has a Spanish-speaking population greater than that of Spain. This facilitates cultural exchanges, the work and business interests of our citizens throughout the entire continent and will have a huge political and economic impact in the future. Migratory flows between Spain and Iberoamerica have moved in both directions throughout history and created new bonds that deepen the human dimension of the relationship and our shared interests.

The region has gone through very positive changes in the last decade, such as the consolidation of democracy and economic growth. Some countries still find themselves in a precarious situation and need political support and economic assistance to secure democracy and correct social inequalities. Institutional weakness, the power of criminal groups, illegal immigration and human

trafficking pose important challenges to security, including security in Spain. The Iberoamerican Summits provide a unique and privileged forum to debate these and other issues.

***Our Southern neighbourhood***

The peace and prosperity of the southern Mediterranean shore remains essential to our security and to that of Europe. These countries are characterised by young societies (60% of the population is under the age of 25) aspiring to changes that will improve their future. Based on the conviction that development will promote peace and security, Spain and the European Union will contribute to their democratic, economic and social development in accord with the needs and expectations of their people.

With two Autonomous Cities in the North of Africa, Spain is also present in this region. The Maghreb is a priority zone for Spain, due to its geographical proximity and the historical and human ties on both shores. Another priority zone is the Eastern Atlantic, where the Autonomous Community of the Canary Islands is located. Important challenges must be met in collaboration with all countries in the area: strengthening democracy and the rule of law, consolidating a dynamic and inclusive economic and social model, regulating and controlling migration, combating terrorism and drug-trafficking, stabilising energy flows, and a negotiated, fair and definitive solution to the Western Sahara issue, with the approval of the UN.

Bilateral relations are not enough in this region. Spain must also foster, and if necessary reform, wider cooperative frameworks, especially in connection to regional integration. These would include the Union for the Mediterranean (UpM), the European Neighbourhood Policy, and fora such as the “5+5 Initiative” or NATO’s Mediterranean Dialogue.

As for the Middle East, a fair and lasting agreement between Israel and a Palestinian state is indispensable. It would contribute to regional and global security, and eliminate the breeding ground for the spread of radical Islam. Spain has been and will continue to be one of the most active players in the

dialogue and search for solutions through the international organisations in which it participates. We will also work alongside the UN and the EU to ensure that Iran complies with international rules and regulations as it develops ties, in a stable and constructive manner, with neighbouring countries and the international community.

### *Africa, key to Spanish security*

Africa is becoming an undeniable reality for Spain in the global and regional context, for humanitarian, economic, environmental and security reasons. This culturally diverse, demographically dynamic continent has the lowest human development rates on the planet, and very worrying phenomena such as uncontrolled immigration and climate change are particularly intense there. Spain has promoted important bilateral and multilateral social, as well as economic and institutional strategies to promote development in Africa and increase security in and around this continent.

Three areas will be vital to Spanish interests in the next decades: the Sahel, the Horn of Africa and the Gulf of Guinea. We must work with our international allies in all three places. In the first two, problematic and serious realities converge, such as illicit trafficking, ethnic conflicts, terrorism, failed States and underdevelopment. The vastness of the Sahel makes it a key space, as it provides fertile ground for crime networks and Jihadist terrorist groups under the nebulous organisation of Al-Qaeda in the Islamic Maghreb. Piracy in the Indian Ocean is a clear example of how the weakness of a State like Somalia can create insecurity that affects Spanish interests. The political instability in the Gulf of Guinea States can also generate maritime insecurity and breed banditry, both of which are very negative for energy supply and trade flows.

### *Spain in Asia*

During the 20$^{th}$ century, world economic and political power was first centred in Europe and later in the United States; now its gradual shift towards Asia is generating a new geopolitical order. Neither Europe nor Spain can maintain a

detached view of a region that is already decisive for the future, but where several hotspots exist, such as Afghanistan, Pakistan, North Korea, as well as others related to the territorial claims of China.

In only three decades, China and India have experienced accelerated growth and now make their presence and global interests felt. Both are becoming increasingly relevant international actors in areas where, until recently, they were barely present, such as Africa or Iberoamerica. China, India and Japan, play an active role in the security of Asia, where the Association of Southeast Asian Nations (ASEAN) provides an important stabilising framework.

Economic and political relations with countries of the Asia Pacific basin are now greater than ever and will only increase. There are Spanish companies located at the main trade points of the region and which are leaders in their respective sectors. There is also intense collaboration with security services in strategic countries like Pakistan, India or Indonesia, and in counter-terrorism and immigration control with Australia and New Zealand, two main countries of the Pacific region. Economic and political relations should continue to grow.

### *The UN, NATO and other multilateral fora*

The UN is an essential source of legitimacy in international actions and the most relevant forum for world cooperation; its role is vital in order to maintain international peace and security. Its organs and agencies should be updated in order to adapt to new times without losing their essence. Spain, as the ninth contributor and an active member of the UN, is more committed than ever to multilateralism, which still seems to be our best instrument to move forward in the 21st century.

In the Euro-Atlantic space, NATO, the largest intergovernmental defence alliance, is essential to security in the region and for specific actions abroad, such as in Afghanistan. It must keep working to define and implement responses to today's world and create instruments that promote understanding, stability and peace. In its Strategic Concept, NATO establishes collective defence, crisis management and cooperative security as its fundamental tasks.

Its challenge is to develop these three assignments in a balanced manner, and with a broad understanding of security.

Likewise, Spain recognizes the value of the OSCE, the only pan-European and transatlantic organisation, whose concept of security is shared by this Strategy: multidimensional (political-military, human rights, economic and environmental) and cooperative. Within the context of a stronger OSCE, confidence building measures should be encouraged and a new stimulus given to the disarmament process and arms control.

Spain also actively participates in other multilateral security fora, in areas such as the environment or transportation. The State will continue to support and promote the participation of Spanish civil society in these contexts.

Our presence in the G20 and the Financial Stability Board gives Spain a leading role in laying the foundations of a new economic and financial order that should also serve to establish a safer global context. This is proof of our commitment and international recognition for being at the front line of the innovative effort required in today's world.

**The Alliance of Civilizations**

The Alliance of Civilizations is an initiative for inter-cultural understanding and co-existence, to help counteract the underlying causes of potential conflicts, and thereby contribute to peace.

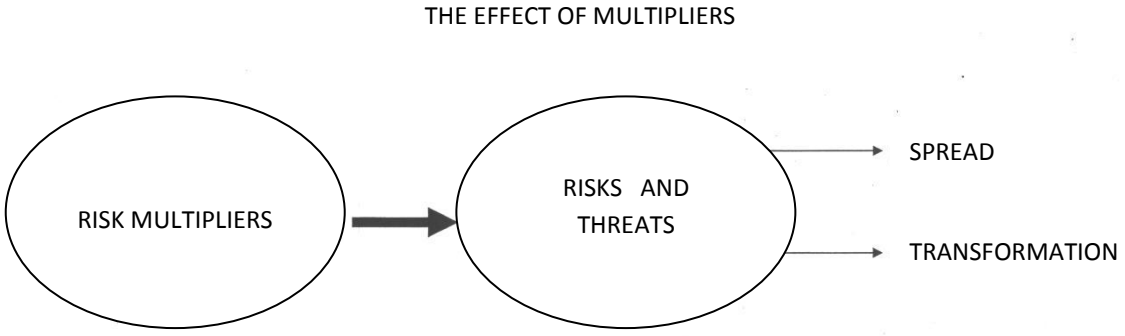
Its objectives are:

- To reinforce mutual understanding among different cultures, reaffirming reciprocal respect and recognition.
- To counteract the influence of those who promote intolerance and confrontation.
- To promote the idea that security cannot be compartmentalized and that global cooperation is essential for world stability and human development.

Co-sponsored by Spain and Turkey, it became a UN program in 2005 and now over one hundred countries and organisations constitute its Group of Friends. The Alliance of Civilizations has encouraged national and regional plans that should be increased and strengthened in coming years.

# Chapter 3. RISK MULTIPLIERS

Global phenomena in our societies today can spread and transform the threats and risks we face, thus increasing our vulnerability. These phenomena affect the threats and risks, but in many cases they also provide the necessary instruments to counter them. As explained in the strategic lines of action outlined in the next chapter, it is necessary to take advantage of the new opportunities these phenomena offer in order to tackle the threats and risks we face.




## Globalisation´s drawbacks

Globalisation is a defining feature of our times. Its impact has been and still is positive to a great extent. The increased international flows of people, information, goods and services have facilitated the spread of knowledge and greater economic growth all over the world. Hundreds of millions of people are being incorporated into the global economic system and leaving poverty behind. Many are heard who once had no voice. A new global middle class has emerged that can act as a stabilising element.

Spaniards have enjoyed the benefits of globalisation and will continue to do so. Technology and communications have improved the quality of our lives and have put the world within our reach. Our companies export to the five

continents. The door has been opened to global governance mechanisms that address problems directly affecting us.

Globalisation also has a less positive side. Economic interconnection can facilitate macroeconomic imbalances and highly contagious systemic crises. It has increased income inequality, which can cause political and social instability. Hundreds of millions of new consumers can lead to depletion of resources and increased competition to obtain them, thus generating conflicts. In such a context, Spain can be affected by circumstances and events generated in very distant places.

At the same time, the capacity of States to solve global problems is ever more limited. For this reason, we should contribute to the creation of global governance mechanisms that will allow us to cooperate with other States and international organisations, with new actors in civil society and with private sector entities, to better manage globalisation´s risks and opportunities. If globalisation without proper regulation seems dangerous, protectionism and uncontrolled *de-globalisation* would be even more so. Likewise, more flexible and resilient systems are needed to manage increasingly interconnected economic, institutional and technological systems, which are more effective but also more complex and vulnerable.

## Demographic imbalances

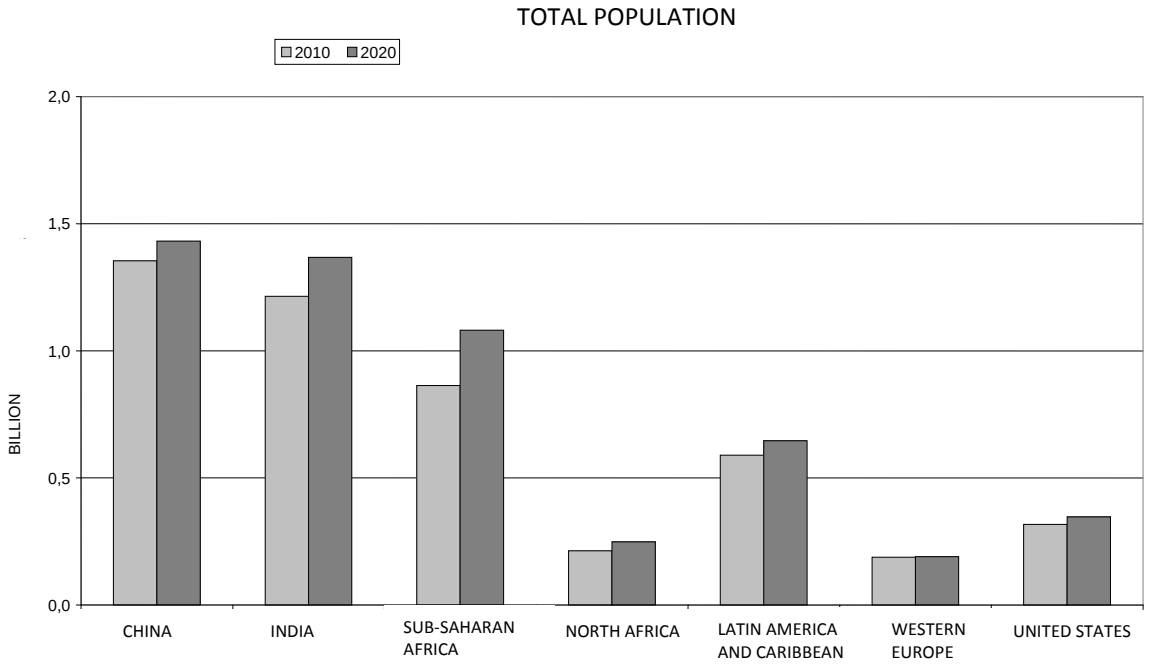
According to the UN, world population will reach 7.6 billion people in 2020, compared to the current 6.9 billion. This demographic growth will occur primarily in poor countries of the Near East, Africa and certain areas of Asia, and will generate tensions over resources due to the legitimate desire of these new population masses to attain the same levels of consumption and well-being as developed societies. Natural disasters could also cause further convulsions in these areas.

Growth in these regions already coexists alongside aging populations in Europe and other developed societies, as well as China, due to low birth rates and

increased life expectancy. In Spain, the Short Term Population Projection of the National Statistical Institute for the 2009-2019 period foresees a deceleration in the growth rate that will stabilise from 2010 to 2018, reaching a total of 47 million inhabitants in 2019. The imbalance between active and passive population poses the challenge of preserving social cohesion and Welfare State models in our country and in much of Europe.

It is likely that the immigrant population will ease this process and help supply many essential services. Migratory pressures will continue to increase on Spain's borders due to the frustration and lack of opportunities faced by the dense population of youth in the poorest countries. We have to manage this phenomenon in an appropriate way in order to sustain the European social model and generate a high level of competitiveness. At the same time, it can generate effects such as racism, xenophobia and integration problems, which must be addressed.

Parallel and simultaneous to this, for the first time in history most human beings live in cities: more than half of the current world population, compared to only 10% a century ago. In certain areas of Africa, Asia and America, *mega-cities* are emerging, where refugees of numerous conflicts live alongside one another, the problems of city life are multiplied, crime increases and groups become radicalised, especially youth.




*Source: UN Department of Economic and Social Affairs (2008)*

## Poverty and inequality

Poverty and inequality exclude many human beings from the advances and possibilities offered by progress. Currently, over 1 billion people in the world live in conditions of extreme poverty, which, besides being a grave injustice, is a major barrier to progress and international stability and security. This is the case in areas of geographical or cultural proximity to Spain, such as the Southern Mediterranean, Africa or parts of Iberoamerica.

Spain cannot ignore this striking economic inequality between the two shores of the Mediterranean. Sub-Saharan Africa has been excluded from an increasingly affluent world to the extent that 23 of the 25 countries with the lowest Human Development Index are found in this area. Most of the current conflicts are occurring in Africa, where such dire conditions are a breeding ground for all kinds of radicalism.

Poverty and inequality also exist in more prosperous regions, including Europe, where 17% of the population lives at risk of poverty and the 20% of the

population with the highest income has five times more than the 20% with the lowest. One of the objectives of the EU 2020 Strategy is to reduce poverty in the EU and relieve 20 million people from destitution and social exclusion.

## Climate change

The variability of global climate in recent years is the result of a very real process; its impact is already being felt, and it requires immediate responses. It also poses medium and long-term challenges of particular significance to global society. Conflicts will arise over scarce resources, the number of *climate refugees* will skyrocket and poverty will be intensified in many societies, increasing the weakness of some States as well as the threats to global security.

Climate change affects all of us, though its effects vary. Spain faces risks inherent to the Mediterranean habitat, such as floods, droughts, forest fires or desertification. Our proximity to Africa, one of the areas most exposed to this phenomenon, may exacerbate the incidence of health problems coming from that continent.

Climate change is a worldwide phenomenon that ought to be addressed by coordinating the actions of the different actors involved. Solidarity is needed and we must all assume our part of the responsibility. In recent years, Spain has made efforts to mitigate the effects, decrease the danger and limit the impact of climate change. We have developed legal and planning instruments and have actively participated in multilateral fora, particularly within the EU and the UN.

## Technology´s perils

Technology is a growing source of progress. The internet and cellular phones are part of our daily life; they connect us to the world and create wealth. But

they also make us more vulnerable. Technology can create or empower new threats and risks to security.

With today's technology a terrorist group or a hostile country could collapse traffic in cyberspace and paralyse, for example, the financial system or some public services. That is why cybersecurity, and its key role with respect to the infrastructures for the functioning of a country, has become a primary security concern for all States.

Advances in biotechnology, nanotechnology, genetics or artificial intelligence open new worlds with countless possibilities that represent great progress for humankind. Yet they also bring risks and even ethical dilemmas yet to be identified.

For many years, military technological innovation was the pioneering field and produced civilian applications of great value; today civilian discoveries and inventions are often in the lead. It is essential to have a strategic relationship between the two sectors that benefits security. To fall behind our competitors in our capacity for innovation would seriously impact our overall competitiveness, our development and therefore our security.

## Radical and non-democratic ideologies

In relative terms, the West, with its base in democracy and the supremacy of the rule of law, has lost some of its influence in the wake of the economic success of certain authoritarian regimes that do not respect human rights. This might lead to the emergence of alternative models that might become attractive to many people in developing countries.

There is the parallel risk that extremist ideologies will impose themselves on societies that are frustrated with the ineffectiveness of their States, their elites and the international community in addressing their basic needs. This could lead to internal social conflicts and the proliferation of violent groups and actions that could even spread within our society. This radicalism is spurred by our

demographic makeup and is easily propagated by new information technologies, as well as by certain conflicts and the inability of the international community to solve them.

The complex nature of global society further accentuates the radicalisation of loyalties and identity claims, whether religious, nationalist, ethnic or cultural, both within and beyond our borders. These reactions can lead to the establishment of groups and political organisations that may grow not only in other parts of the world, but also in certain areas of Europe.

# Chapter 4. THREATS, RISKS AND RESPONSES

In today's world, classic threats and risks coexist with new ones and others still unknown. The complex nature of today's challenges ads to the difficulty of guaranteeing the degree of security demanded by 21st century societies. In a future that will probably resemble the past less that we can imagine, unexpected events will continue to define our security context.

For the purposes of this Strategy, a threat is any event or agent endangering the security or stability of Spain. Risk is the contingency or probability that a threat materialises and causes damage. An understanding of Spain's vital and strategic interests and an analysis of the threats and risks that affect them, along with the existing response capabilities, are the foundations upon which the guidelines and strategic lines of action necessary for reinforcing Spanish security and welfare have been elaborated.

## *Domains*

Threats and risks occur in certain domains, which require examination and within which we must operate. There are six specific domains or environments. In addition to the classic land, sea and air domains, where most threats and risks have taken place until very recently, others like space, information, and particularly cyberspace are now vitally important.

The protection of these environments is oriented towards guaranteeing their free use, without interference from events or agents seeking to prevent or condition their use. For this purpose it is essential to consolidate and promote national and international initiatives along with prevention and response policies in these areas.

**Land:** As the place where citizens live and develop most of their activity, land constitutes the core domain of this Strategy. This is where most threats and risks appear and are dealt with. It includes the national territory and any land spaces where Spanish interests can be found and where threats and risks could arise that directly concern Spain or international security and peace.

**Sea:** Due to the geographical discontinuity of the national territory and because 90% of Spanish imports and 65% of its exports pass through our ports, maritime protection is of primary significance. Maritime surveillance and security should involve effective integration of civilian and military means at the national and European levels. Spain must encourage international initiatives aimed at ensuring safe means of communication (transportation, undersea cables and gas pipelines) for the supply of basic resources, as well as improving the governance of maritime spaces.

**Air:** Airspace is a primary security issue, not least because air traffic continues to increase. Adequate control of Spain's airspace is essential to guarantee the free movement of people and goods within the national territory as well as internationally. We must protect national airspace against aggressions or violations from other States or from terrorists, which can be carried out using aircraft and ballistic or cruise missiles, which might even carry weapons of mass destruction.

**Space:** Space is a common heritage of humankind and may not be appropriated by any State. It provides the setting for many infrastructures and has different civilian, commercial, military and security uses (often involving satellites), which are of great relevance to security.

**Cyberspace:** It is the virtual space shared by users, communication networks, web pages, fora, Internet services and other networks. Human-made space, it is a unique domain in terms of security: with no geographical borders, it is anonymous, asymmetric, can be used almost clandestinely and does not require travel. In addition to the Net, it also incorporates cellular phones, terrestrial television and satellite communications.

**Information:** The free flow of information is essential to daily life in our society. Interruptions, manipulations or illicit use of the media or of the flow of information can seriously endanger security.

## Armed conflicts

Spain could be affected by, or engaged in, armed conflicts related to national or transnational threats against our territory, citizens, interests or values. Global interdependence has decreased the probability of classic armed conflicts among States. Most violent conflicts are now intra-State and are related to failed States, illegal activities of State and non-State actors, inter-ethnic and cultural tensions, and competition for scarce natural resources. In many cases, their consequences spill over their borders.

The global dimension of security makes it necessary to apply a comprehensive approach to present-day conflicts in faraway places. This includes diplomacy, the military, police, intelligence and development cooperation. As one of its fundamental commitments, Spain will continue working to protect those who are most vulnerable and to prevent the resurgence of conflicts, as has often been the case in recent years in places like Afghanistan or the Middle East.

In the current economic context, it is especially important to rationalize expenses in line with the threats and risks we face. This calls for a coordinated effort with our partners and allies to optimise existing European instruments, pool capabilities and make better use of the limited resources available.

In the coming years Spain may have to participate in different types of armed conflicts, in which the role of the Armed Forces will be essential. Our partners and allies may not be directly involved in some of these conflicts. Our geographical location, including the two Autonomous Cities and other territories, and our history could directly affect the Spanish territory, citizens or interests. Therefore, we should maintain our own defence capability.

Spain may have to participate with its allies and partners in conflicts that directly concern our interests, due to a direct threat to the security of our territory, our citizens or Spanish, European or Western interests. Such participation may result from the ties between us, as well as the interests and obligations of mutual defence that we share with our EU and NATO partners and allies or others with whom we maintain strategic bilateral relations.

Likewise, and not excluding the above, our participation might also derive from Spain's commitments in international organisations such as the UN and the OSCE. They could lead our country into multilateral participation in peacekeeping, civilian protection or other operations that might not affect our interests but could derive from our shared values, yet complying always with the United Nations Charter.

In any case, Spain's military missions abroad will be developed with the proper Parliamentary control and according to the United Nations Charter, as established in the National Defence Law 5/2005, and by a proportionate threat or use of force.

**International commitments**

The United Nations Charter stipulates among other binding principles, the settlement of international disputes by peaceful means, refraining from threats or the use of force, and supporting the UN in any action it undertakes. Member States will accept and carry out the decisions of the Security Council, which is responsible for taking the appropriate steps to maintain and restore international peace and security, under Articles 41 and 42.

The North Atlantic Treaty basically establishes two obligations for its 28 Members. In accordance with Article 4, they will consult together whenever, in the opinion of any of them, the territorial integrity, political independence or security of any ally is threatened. In accordance with Article 5, an armed attack against one of them shall be considered an attack against them all, and consequently, each ally will assist the Party or Parties attacked. This commitment to collective defence (only in the area defined in Article 6) is essential for the security and defence of Spain and Europe.

The European Union Treaty establishes the competence of the Union in the Common Security and Defence Policy (CSDP), and lists the obligation of Member States to consult each other on any issue that is of general interest in this field. The Treaty of Lisbon includes the obligation of mutual defence among

the 27 countries, which is outlined in Article 42.7. The modalities of application must also be developed for the Solidarity Clause set out in Article 222 of the Treaty on the Functioning of the European Union (TFEU), by which the Union and its Member States will act jointly in the spirit of solidarity if a Member State is the object of a terrorist attack or the victim of a disaster. Both provisions include the possible use of military means.

**Strategic lines of action**

Peacebuilding is a basic axis of the Spanish security policy and is based on the threefold approach of conflict anticipation and prevention, conflict management and resolution, and post-conflict peace consolidation. Therefore, it involves actions *before* (to avoid), *during* (to resolve) and *after* (to restore normality and create conditions that would prevent recurrence) a conflict.

A comprehensive approach should serve to prevent wars, to manage crises and to establish lasting peace. Given the likely increase of peace missions, Spain must endow itself with the appropriate military and civilian means.

**The Armed Forces and their capabilities**

Given the foreseeable constraints on public resources in the coming years, we should prioritize the consolidation of inter-operable Armed Forces, able to provide rapid deployment of expeditionary capabilities. As a European and Atlantic ally, Spain's Armed Forces must continue their transformation process to effectively address the complex strategic scenario we face.

In carrying out the missions established by the Constitution and the National Defence Law, the Armed Forces contribute militarily to the protection of the territory, citizens and national interests of Spain and its allies, within the framework of our international agreements, and contribute to international peace, security and humanitarian assistance. In addition, the Armed Forces will be in a position to cooperate with Public Administrations to preserve the

security and welfare of our citizens in situations involving emergencies or exceptional needs.

Given the complexity of our strategic environment and the wide range of tasks to be carried out, the Armed Forces must be multi-functional, deployable, flexible and inter-operable. They should be able to act with synergy and coordination at three levels: between the Air Force, Army and Navy, with the Armed Forces of our allies, and with civilian elements.

Participation in international missions, which could take place in any phase of a conflict, also requires expeditionary capability. Specifically, forces must be deployable at a great distance from the national territory and sustainable for a long period of time with the appropriate logistical support. Likewise, they should have the necessary level of availability for timely deployment, be technologically advanced for effective completion of the assigned tasks and logistically efficient to ensure flexible and effective operational support.

**The Civil Guard and the Police,**

**major assets in international missions**

The Civil Guard (*Guardia Civil)* and the Police, as Armed Entities and part of the State Security Forces, are key actors in international missions. Their role is increasingly significant and valued by our allies and the local populations in which they operate. It deserves continued support and development.

The tasks and police training to which these forces contribute are essential for the comprehensive approach required by new contexts involving insecurity. They have already participated in completed missions and will take part in future ones. Both forces carry out crucial and valued tasks such as criminal investigation, border control or training of similar forces in States undergoing re-construction and consolidation processes. The Civil Guard is recognised among the few existing European gendarmeries as having particularly useful capabilities in unstable contexts.

Anticipation and prevention of conflicts should always be the first objective. Investments in creating stability and security before a crisis erupts are not only less costly, but also more effective. This requires all the means inherent to a comprehensive approach. Diplomatic and intelligence activities are central to foreseeing a crisis. In addition to our external action service, the work of the National Intelligence Centre and the Armed Forces Intelligence Centre are crucial. We must continue strengthening capabilities for early detection, especially in complex scenarios. Deterrence is complementary to anticipation and prevention. Any potential aggressor must be made aware of the fact that the consequences of starting a conflict would far exceed any potential gains. Spain's membership of international organisations, the availability of military and non-military means and the firm and decisive will to employ them when necessary are factors that provide adequate deterrence.

It is essential to ensure a response capability. Spain must have the capability to react against any aggression to its interests, those of its allies within the framework of signed agreements or in support of the international peace and security. It must do so with a comprehensive approach, with the appropriate combination of military and civilian means. In a context of limited resources and within the European framework, Spain should ensure its own appropriate and properly prioritized military and civilian means for handling diverse scenarios.

**The industrial and technological base of defence and security**

The industrial and technological base associated with security and defence constitutes a key element in our response capability in the face of threats and risks. The Armed Forces, the State Security Forces and other agents responsible for security within a comprehensive approach need a reliable, competitive and autonomous supplier whose functioning and activity responds to the strategic guidelines for security and defence established by the National Government.

The effective application of security guidelines requires the adequate organisation of industrial and technological capabilities, as well as the

mobilisation of the necessary financial and material resources.

A comprehensive and crosscutting concept of security requires the inclusion in its strategic definition of the institutional authorities responsible for industrial policy, key industry players and university scientific-technological research centres.

This industrial and technological basis for comprehensive security is not limited to the provision of systems, assets and equipment to security authorities. Much of the resulting technological development and innovation will find other applications that will benefit society at large.

**Integrated External Response Unit (URIE)**

A strategy based on a comprehensive approach to conflict prevention, crisis management and peace consolidation requires the participation of civilian elements. Judges, prosecutors, police forces, experts in disaster management and civilian protection, physicians, fire brigades, engineers or experts in logistics, prisons and gender contribute to these situations in an exceptional way, usually in synergy with the military.

The EU Civilian Capabilities Objective identifies six priority areas for civilian crises management: strengthening the rule of law, police, public administration, civilian protection, monitoring and surveillance, and support for EU Special Representatives. The UN has initiated a reflection process to improve the capabilities of Member States and thus provide civilian personnel to its integrated missions.

A number of countries are creating inter-ministerial units, some of which have an assessment and planning function, in order to boost these capabilities by training, recruiting (which involves developing data bases, incentives, and regulations) and deploying units, as well as compiling the lessons learned.

Until now, Spain has not been able to develop its full potential as a civilian actor due to the lack of an appropriate agency. To address this shortfall, an inter-

ministerial Unit will be created for the swift and effective deployment of civil servants and others with expertise in specialized areas. The Unit will explore the possibilities of incorporating existing structures in this field and personnel from the regional Autonomous Communities, or groups such as reservists and retired personnel from the Armed Forces, the Civil Guard, the Police, the Justice Administration, the Ministry of Economy and Finance and other bodies.

It will contribute to foreign missions where national or multinational civilian personnel may be required for conflict prevention, peacekeeping or peace consolidation, electoral monitoring, civilian protection, consular emergencies or humanitarian assistance. Through co-participation with military forces, the Unit should promote civilian-military coordination.

This initiative will make Spain a more effective and committed actor by expanding the range of available instruments and speeding up State responses to international emergencies that affect the security of the citizens and interests of Spain, Europe and the societies concerned.

## Terrorism

Terrorism directly threatens the life and security of our citizens, seeks to undermine our democratic institutions and puts our strategic interests, infrastructures, critical supplies and services at risk. To prevent, impede and defeat domestic or transnational terrorism, is both a national and a European priority.

Terrorism carried out by ETA has been a scourge to Spain for more than forty years. The maturity and strength of Spanish society, the unity of democratic political parties, the effectiveness of the State Security Forces and the intelligence services, together with international cooperation have brought us closer than ever to the end of ETA. The only path left to ETA is to unconditionally renounce violence or its end by police and judicial means.

International terrorist organisations, especially Al-Qaeda-type Jihadist movements, benefit from certain features of the new global society, such as technological developments or ease of movement, to recruit members, obtain resources, execute attacks and kidnappings and multiply their impact.

The perception of Spain as a target for international terrorism could increase, for reasons such as:

- Spain’s increased participation in international missions.
- The insistence of Islamic fundamentalist groups on including Spain in their Islamic proselytism and recruiting project, pushing for a Muslim Al-Andalus that disappeared over five centuries ago.
- The proximity to the Maghreb, which is subject to considerable and conflicting demographic, political, and economic forces, and violent extremism.
- The existence of failed States, a serious concern in the Sub-Saharan area due to its relative geographical proximity to the Spanish coasts, and one which facilitates the development and activities of terrorist groups.

- The possible ‘contagion’ of radical ideologies to population groups from troubled areas who have settled in our country, particularly second generation residents.

- The growing interconnection of organized crime activities with the actions and methods of terrorist groups.

**Strategic lines of action**

Spain has dealt with national terrorism for over forty years, and more recently with international terrorism, which revealed itself in the terrible attacks of March 11, 2004. We thus have ample experience dealing with both types of terrorism, with more and better means and intelligence. This, together with the determination and persistence of its citizens and institutions, and robust international cooperation, are essential to opposing and confronting the objectives and demands of terrorists.

The means for combating terrorism have notably improved with measures such as:

- Consolidation of the principle of ‘immediate availability’ of counter-terrorism and intelligence data.

- The entry into force of the EU solidarity clause (Article 222 of the Treaty on the Functioning of the EU), under which the Union and its Member States will take joint action if a Member State is the object of an attack, including a terrorist attack.

- The establishment of the National Counter-Terrorism Coordination Centre with the participation of the State Security Forces, the National Intelligence Centre and National Prison Institute, in cooperation with the Police Forces of the Autonomous Communities and similar entities in the EU, its Member States and other strategic allies.

- Involvement of the judicial system in order to reinforce the effectiveness of State punitive actions against terrorism, with a criminal law policy to

prevent attacks, international judicial cooperation and measures against activities for financing terrorism.

- Development of the joint Counter-Terrorism Operational Plan for the State Security Forces, with the participation of regional and local police forces, and which foresees the cooperation of the Armed Forces in surveillance and protection of critical infrastructures and strategic objectives in specific situations and threat-levels.

- A significant increase in human, material and economic resources for the counter-terrorism units and services of the State Security Forces. Since mid-2004, the number of Police and Civil Guards has increased 40% and a robust counter-terrorism network has been created abroad.

- Empowering the National Intelligence Centre to counter terrorist threats and promoting informative and operational cooperation with similar bodies in other countries.

- Development of specific plans and resource allocation for the prevention and response to nuclear, radiological, biological and chemical attacks (NRBC), as well as for security in national and international transport and effective control of external borders.

- Development of a specific prison policy for terrorists, particularly Jihadist.

- The participation of Spain in international missions, notably the Afghanistan mission which, among other achievements, is preventing the Afghan territory from being used as haven for terrorist actions against our territory and interests and those of our neighbours.

Neither ETA nor Jihadist terrorism has the capability to destabilize the rule of law or democracy in our country. However, the possibility of attacks and the severe damage they can cause require an integrated strategy for prevention and response within, and complementary to, the EU framework.

This counter-terrorism strategy must always be based on respect for human rights, the rule of law and the exercise of freedom and constitutional

guarantees. These principles and values are the inalienable foundation of our freedom and welfare, and ultimately, the foundation of our security. They are also what terrorists seek to undermine through attacks intended to spread social alarm and provoke responses that are not in line with our values, in order to feed their discourse. A policy of assistance to the victims of terrorism has been recognized as a decisive contribution in the fight against terrorism.

The goal of this counter-terrorism strategy is to keep Spain –its citizens, institutions, companies, organisations, interests and infrastructures– safe and protected from any attack and its consequences. It should also contribute, in a manner that is effective and solidary, to EU security and that of the international community. Based on these objectives, the main lines of this strategy are:

- Anticipating the development of terrorist actions against Spain and any other EU or allied country. This requires increasing the coordination of the services that integrate our intelligence community and cooperation with the European Union, its Member States and other allies.

- Prevention by acting on the different factors that increase threats and by engaging the entire population, especially those groups exposed to the infiltration of terrorist ideology. It is essential to work at bridging the gap and decreasing the polarisation between our societies and the Arab-Muslim world, by supporting the moderate elements and isolating the most radical ones.

- Protecting Spanish citizens and interests, implementing the necessary plans, legal frameworks and public and private resources to ensure safety for everyone and the resilience of the strategic sectors and activities that could be affected by a terrorist attack.

- Ensure that the different security bodies are provided with the necessary operational and legal resources and are ready to respond to any contingency at any time.

Regarding the terrorism of ETA, our strategy will remain steadfast in the same principles that have guided all of Spain’s democratic governments:

- Consensus and political firmness against its attacks and objectives, undermining the support for ETA offered by certain minority sectors of Basque society.

- Strengthen and support State counter-terrorism work and intelligence services, in cooperation with the regional police.

- Political, judicial, police and intelligence cooperation in the international arena, especially with France and countries where terrorists seek refuge or logistical support for their activities.

Each line of action in the fight against terrorism will be developed into specific plans, without prejudice to those already in existence.

## Organised crime

Organised crime is one of the most serious threats to the security of our State and its citizens. Its various forms can become a factor that destabilises the political and economic foundations of Spanish and European society. Of particular concern are drug, weapons and human trafficking, economic crime, money laundering, the smuggling of legal or illegal goods, technological crimes and counterfeiting.

Its increasing connection with terrorism, violent groups and local crime tends to strengthen both threats. Organised crime can corrupt institutions, generate illegal economic activity and harm legitimate trade and tax collection.

Public awareness of organized crime is clearly insufficient. This type of crime is opaque and often hides behind legal economic activities that do not attract public debate as terrorism does. The UN estimates that organised crime accounts for 10% of the world GDP.

This figure illustrates not only the extent of the activities and profits of organised crime, but also its ability to access all sorts of means and instruments to evade State action, especially that of the intelligence services and the police. The International Monetary Fund (IMF) estimates the total volume of money laundering by organised crime at between 2% and 5% of global GDP. One EU study estimates the total sales of illegal drugs to be at least €100 billion per year.

### Strategic lines of action

To respond to this threat Spain has undertaken a series of measures in recent years that are aimed at:

- Improving information and intelligence systems against organized crime in its different forms. The Intelligence Centre against Organized Crime (CICO) has been created with criminal intelligence and operational coordination functions. It integrates the National Police Force and the

Civil Guard, with the participation of Regional Police, the Customs Surveillance Service and the Armed Forces as needed.

- Establishing new operational units, such as the Central Unit for Economic and Fiscal Crime, to investigate different forms of economic crime and Internal Revenue fraud, in addition to corruption in urban development. In the territorial sphere, Groups and Teams for Response to Organized Crime (GRECO and ECO) have also been created, including experts from the Police and the Civil Guard.

- Increasing human, material and technological resources for the specialised units against organised crime.

- Enhancing police, intelligence, customs and judicial collaboration and cooperation at a national level, and with intelligence services abroad.

- Giving the Special Prosecution Office against Corruption new competencies, extending to organised crime of particular relevance.

These advances will complement each other in three ways:

- Enhancing the resources and intelligence capabilities of the Centre for Intelligence against Organised Crime. A committee will be created to coordinate with the specialised services of the State Attorney General's Office and other Public Administration bodies.

- Improving the coordination between national and international organisations, through communication with the police and intelligence services from other countries, and by reinforcing inter-institutional cooperation. Joint operations with the EU will allow access to data and information and will facilitate exchange with other specialised services.

- On-going adaptation and improvement of the required legal instruments in order to effectively combat all forms of organised crime.

## Financial and economic insecurity

Economic security is integral and essential to national security. A sustainable economic model is the basis of social stability and provides the resources necessary for security. It is the responsibility of the State and economic agents to ensure market integrity, the resilience of the financial system, the security of trade, and to promote balanced economic growth.

The threats and risks to economic security can result from: the functioning of the State itself, public or private macroeconomic imbalances, destabilizing or illegal actions by economic agents, poor functioning of supervisory bodies, or other external causes. They can have their origin in economic interdependence, market imbalances and volatility, speculation, systemic financial crises, failures in critical infrastructures, or in criminal activities. Lack of economic security and the outbreak of systemic crises can generate nationalism or economic protectionism. The rapid growth of emergent economies and the competition for resources could affect their normal supply and/or lead to abrupt price increases.

### Strategic lines of action

The dynamic nature of a market economy brings with it unavoidably a degree of instability that must be managed, in addition to addressing potential threats and risks. The following courses of action are therefore necessary:

- Promote sustainable economic development:
  - Develop a growth model that minimizes public and private imbalances, encourages productivity and competitiveness, fosters sectors with high-added value, creates quality jobs and maintains sound public finances over the economic cycle, as well as price stability.
  - Ensure social cohesion and fair income distribution, which are pillars of national and international stability and economic growth.

- Promote an open international economy, with free trade and a stable and functional investment system.

- Mitigate market imbalances:

  - The economic and financial crisis that began in 2007-2008 has again demonstrated the importance of preventing and correcting the effects of market failures. The *normal* functioning of the system and some actions of economic agents, even if legal, can generate disturbances. Mitigating them requires effective regulation and supervision, which should incorporate economic and social agents. The financial system is particularly important due to its systemic risk.

- Combating criminal activities:

  - In addition to imbalances generated by the legal functioning of the system, there are also threats derived from financial crime. It is crucial to combat organised crime´s money laundering.

**The role of the private sector in security**

The role of the private sector is crucial, since many private companies own or manage services and infrastructures linked to security. Companies have the responsibility to protect the areas that fall within their competency; therefore, their responsibilities should be identified and assigned. Associations and public/private protocols must be developed to coordinate services and infrastructure security. This is also in the interest of the companies themselves for a number of reasons: first, due to the costs that these security threats could represent; second, because the companies themselves have become direct targets; and third, because insecurity does not create a climate conducive to economic activity. The private sector can provide important capabilities, such as global presence, technological expertise and economic, material and human resources. A recent example of this can be seen in the private security firms that are protecting ships from piracy in the Indian Ocean.

- Progress in economic governance within the EU and globally:

  - The EU, the major world economic block alongside the United States and China, has been the motor driving the growth, stability and economic security of Spain. It has opened markets and enabled us to diversify our economy. It has also encouraged reforms, which have made our growth sustainable. The Euro has been an anchor of stability and has attracted investment.

  - Spain must continue contributing to an effective economic and financial governance of the EU that ensures sustainability and the proper functioning of the Economic and Monetary Union, as well as the strength of the Euro. To this end, it should actively cooperate in the construction of a European economic government, with common instruments and coordinated economic policies. Spain must also comply with the Stability and Growth Pact, the objectives of the "Europe 2020 Strategy" and other jointly established criteria that define EU macroeconomic cooperation. It should also support the work and independence of the European Central Bank (ECB), guarantor of price stability in the Euro zone, and the proper functioning of the European financial system, in collaboration with the European System of Central Banks, the European System of Financial Supervisors and the European Systemic Risk Board.

  - It is also necessary to establish supervisory and regulatory mechanisms that guarantee effective global economic and financial governance, such as those proposed by the G20. Spain participates as a permanent guest of the G20, which has become a key forum for policy coordination and for addressing economic and financial crises, such as the one that has taken place since 2008.

- Enhance the international economic presence of Spain:

  - Spain's economic strength, and therefore its security, depends largely upon our ability to defend and project abroad Spanish economic interests and those of our companies. That is why it is crucial to

strengthen Spain´s presence in international fora and institutions, and support Spanish firms and entrepreneurs in international markets.

- Within the domestic sphere, and in line with what has been done in other countries, a Financial Intelligence System (SIE) will be established to analyse and provide relevant, timely and useful economic, financial and business information to support the actions of the State and enable better decision-making. This System will make knowledge sharing easier, create synergies, avoid redundancy and facilitate the adoption of common positions within the Public Administrations. In close cooperation with the different economic actors, it will contribute to State security tasks by helping to identify and prevent actions that are contrary to Spain's economic, financial, technological and commercial interests in strategic sectors.

- Economic interdependence makes Spain more prosperous, but also more vulnerable. Doubts regarding our standing may have repercussions in the markets, particularly in times of uncertainty or crisis. Countering this effect involves promoting the "Spain" brand with on-going strategic action and communication efforts, to which both State and private firms should contribute. It is necessary to maintain the difficult balance between protection of strategic information and transparency, since a lack of information can generate unjustified uncertainty and lead to a worse perception than reality justifies.

- The security implications stemming from the presence of foreign companies in critical services and infrastructures should be properly managed, in a way that respects EU legislation and international norms without hindering direct foreign investment.

- Ensure the capability of critical economic and financial services:

  - Some economic and financial services and infrastructures are essential for the normal functioning of the country. It is sufficient to imagine what would happen should, for example, credit cards or inter-bank transfers stopped working for 24 hours. Increasing technical

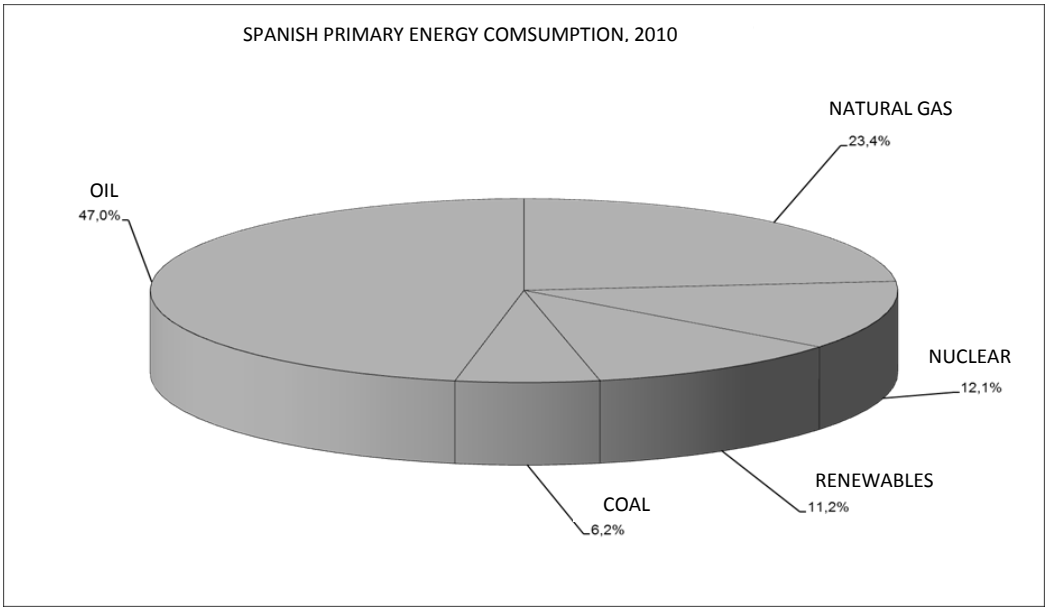
complexity, natural disasters or criminal activities pose threats that must be managed. Information exchange should be intensified between regulation and supervisory authorities and private operators; more contingency and business continuity plans are needed against financial and operational risks; and a map of risks, capabilities, experts and best practices should be developed.

- The security of infrastructures and financial services is the responsibility of the private entities themselves, as well as of public authorities. The Financial Stability Committee (CESFI), composed of the Ministry of Economy and Finance, the Bank of Spain and the National Stock Market Authority (CNMV), is responsible for the coordinated development of preventive and action plans in the area of financial stability and prevention, as well as crisis management.

## Energy vulnerability

Energy supply is essential for the functioning of the economy and society. Energy security is thus a key element of our overall security. Worldwide, the current energy model is difficult to sustain in the medium and long term. Both the guarantee of fossil fuel supply and its price could be exposed to significant tensions in this decade. Contributing factors include the high demand from emerging economies and the concentration of oil and gas deposits in politically unstable areas, such as North Africa or the Middle East, which will undergo important changes in the next few years. Environmental factors should also be considered, such as the risk of disasters while extracting reserves that are difficult to access and the need to reduce world $CO_2$ emissions.

This situation is a serious concern for countries with a high degree of energy dependence such as Spain, where oil accounts for almost half of the primary energy we consume and natural gas accounts for nearly one fourth. We depend on other countries for 74% of our primary energy. Coal, which we support as a strategic reserve for economic, social and self-sufficiency reasons, will contribute to reduce our energy dependence if technological solutions are developed to reduce its polluting emissions. Renewable energies already contribute to this end, and will do so increasingly.



Our energy dependence has serious implications for security. Any major disruption of supply -for example, due to a serious international geopolitical event- could have repercussions in strategic sectors. To these supply risks we must add the possible threats to the energy system infrastructures and transport networks that could arise from natural disasters, terrorist attacks or cyberattacks.

**Strategic lines of action**

Spain is addressing with determination both the energy risks affecting its security and its commitment to reduce $CO_{2.}$ The lines of action to do so are: to diversify energy sources and supply, by increasing substantially the contribution of renewable energies to our energy mix; energy savings and efficiency; market liberalization; and the development of infrastructures.

In order to expand its energy sources beyond fossil fuels and nuclear energy, Spain has made a strategic move toward renewable energies, which is already paying off. In 2010 renewable energies accounted for one third of electric power generation and more than 11% of primary energy consumption. We are among the world leaders in wind and solar energy.

Promoting energy savings is a priority, with the double objective of reducing external dependence and improving our energy intensity, and thus our competitiveness. Additional responses to our energy vulnerability include the diversification of energy sources and the use of alternative transportation fuels. The use of public transport will also be encouraged and the quota for rail freight transport will be increased. Likewise, different forms of energy storage will be enhanced by increasing the installed hydraulic pumping capacity and gas storage.

Finally, guaranteeing the security of energy supply is essential. To this end, Spain has located regasification plants at different ports, diversified the sources of fossil fuel supply, and limited the maximum quota of natural gas from a single supplier country.

Spain also has a robust and operationally flexible national system of energy transportation networks, an effective management regime for its strategic oil reserves, and plans to channel demand in the event of supply disruption or shortage, in coordination with the International Energy Agency.

The best guarantee of energy supply, security and quality for our country is a fully integrated European electricity and natural gas market. Spain will therefore remain fully committed to a European energy policy that encourages interconnections among Member States, particularly between the Iberian Peninsula and the rest of Europe.

**Supply lines and networks**

A large part of our energy resources reaches the national territory by sea, in ships or by gas pipeline. Therefore, guaranteeing our control of maritime space and reinforcing it if necessary, is a priority.

Ensuring energy supply also involves guaranteeing the service of critical energy infrastructures: the natural gas system, the oil transportation and distribution system, and the electric power system, mainly the eight nuclear reactors under the control of the Nuclear Security Council (CSN), and some thermal and hydraulic power plants.

These infrastructures have been identified as strategic assets to security in the Critical Infrastructure Protection Plan, since their functioning is absolutely necessary and does not offer alternative solutions. Therefore, it is necessary to guarantee their security, equipping them with redundant and independent systems from other technologies and operators.

## Proliferation of weapons of mass destruction

The proliferation of nuclear, radiological, biological or chemical weapons of mass destruction and their launching systems, and the risk of their falling into the hands of terrorists ready to use them, is a major threat of our time both to the international community and to Spain.

Spain works against proliferation and towards a world free of nuclear weapons. This path is full of obstacles, including the nuclear programs of North Korea and Iran. The Iranian case deserves particular attention: the International Atomic Energy Agency (IAEA) has repeatedly indicated that its nuclear program has many aspects that raise concern and that are hardly consistent with an exclusively civilian program. It could unleash a nuclear proliferation race in the Middle East and the Mediterranean.

The threat could further increase if some States improperly exploit the peaceful use of nuclear energy for civilian purposes, as expressed in in the Nuclear Non-Proliferation Treaty (NPT)

Biological weapons and agents have some unique features. Apart from being lethal, they can spread by contagion and are difficult to detect in their early stages, which makes them very dangerous and destabilising. Chemical weapons are also very powerful and some of them are easy to acquire and hide, since many of their components have other uses.

It is widely known that Al-Qaeda and related groups seek nuclear material, especially radiological, biological and chemical materials, as they are more affordable. Such materials could be obtained by theft or clandestine purchase. We must remain alert to the evolution of politically unstable areas, such as the Sahel or Central Asia, where illegal trafficking networks and *Jihadist* terrorist cells can be found.

**Strategic lines of action**

The proliferation of weapons of mass destruction requires preventive work in several areas. Spain and other countries are concerned with nuclear, radiological, biological and chemical weapons or dangerous agents, and will work within the framework of the UN and the European Strategy against Proliferation of Weapons of Mass Destruction.

We aspire to a world without nuclear weapons, which is no small task. Spanish adhesion to the NPT in 1987 defined our policy in this matter: to renounce nuclear weapons, to prohibit their transit through national territory, to combat proliferation and to pursue global nuclear disarmament. Spain supports initiatives such as the elimination of fissile material for weapons or the establishment of Nuclear Weapons Free Zones. We are also signatories of the Comprehensive Test Ban Treaty, both for civilian or military purposes.

We firmly support the Proliferation Security Initiative, the Global Initiative to combat Nuclear Terrorism, and the Nuclear Suppliers Group, whose main objective is to guarantee that uranium trade for peaceful purposes will not be diverted towards nuclear weapons proliferation. The Nuclear Security Summit held in Washington in 2010 increased the commitment of States to safeguard and protect nuclear materials and facilities as a new pillar in international non-proliferation policies. Spain advocates introducing a verification regime in the Biological Weapons Convention.

Spain supports efforts to restrict the proliferation of medium- and long-range missiles, which would allow the launching of weapons of mass destruction from great distances. Missile defence capabilities must also be developed. We embrace NATO's doctrine for harmonising minimum nuclear deterrence with disarmament commitments. Negotiations between the United States and Russia, who together possess 95% of the world's nuclear arsenal, offer a hopeful outlook that should be extended to other nuclear powers.

As a member of the most relevant fora, Spain will promote the universal application of the prevention regimes for the proliferation of missiles and associated technology. It will continue to develop national measures to prevent

the proliferation of weapons of mass destruction and their launching systems through the effective control of their export, transit, transport, and re-export. Likewise, it will adopt all measures necessary to fulfill UN resolutions on weapons sanctions and embargoes and EU legislation on the control of exports of military equipment, as well as the export, transfer and transit of dual use goods.

Spain's participation in NATO's Missile Defence Program is an adequate backup measure to the efforts being carried out against the proliferation of launching vectors for weapons of mass destruction. The proliferation of ballistic missiles is a growing threat to NATO´s Member States and requires an adequate collective defence capability. With the aim of expanding the protection system to the population, the territory and the Armed Forces of all European members of the Alliance, Spain will participate in shaping this program to extend it beyond deployed troops, and will benefit from it.

**The Nuclear Non-Proliferation Treaty (NPT)**

As the UN High Level Group already warned in their 2004 Report on threats, challenge and change, the "erosion of the non-proliferation regime" is the most serious threat to international peace and security.

The absence of certain countries from the 1968 NPT generates regional instability and could challenge global security. This is the case with India and Pakistan, both of which possess nuclear weapons and are outside the control of the International Atomic Energy Agency (IAEA); of Israel, with its ambiguous nuclear statute; and of North Korea, which has withdrawn from the NPT after carrying out nuclear and ballistic missile tests.

It was acknowledged at the 2010 Review Conference that complying with the "grand bargain" between nuclear and non-nuclear countries, upon which the NPT is founded, and guaranteeing the sovereign right to nuclear energy without promoting proliferation risks, continue to be two of the greatest challenges for the international community.

## Cyberthreats

Cyberspace and information and communication networks are a source of new possibilities for citizens and governments. They facilitate the provision of widely used services, such as search engines, e-mail and the management of many private infrastructures and services along with a growing number of Public Administration services. They have become indispensable, which makes their protection, resilience and vulnerability issues of vital importance.

Cybersecurity is not a mere technical aspect of security, but a key axis of our society and economic system. Given the increasing importance of information systems in the economy, much of the country's stability and economic prosperity will depend on the security of our cyberspace.

It could be affected by technical causes, natural phenomena or illegal attacks. Cyberattacks are a growing threat with which possible aggressors - terrorists, organized crime, companies, States or isolated individuals – could disrupt critical infrastructures. Estonia in 2007, Georgia in 2008 or Iran in 2010 offer precedents illustrating how the loss of the operational status of infrastructures through cyberattacks can cause severe damage to a country. Cyberspace has also become a domain for espionage by criminal agents and other States.

While Spain is as exposed as any other country to cyberattacks by terrorists, by other criminals and even by other States, the most widespread attacks are commercially motivated. Collection of personal information and data on the Internet, often to be sold to third parties, is increasingly worrisome. Apart from the economic cost, it generates a loss of trust among citizens regarding the use of electronic payment systems, which could have a negative effect on the economy.

There are legal and technological factors that increase the chances of cyberthreats. Among the first is the absence of common legislation and global security that would facilitate more effective defensive action. Technologically, the Internet was created to be useful and simple, not to be safe. Growing electronic interconnection necessarily includes critical infrastructures, supplies

and services, but increases the level of risk they are exposed to. Anonymity and difficulties in tracking cyberattacks also hinder their elimination.

Spain is an important hub in many networks; hence, guaranteeing security in this area is especially important for our country. Efforts must continue to increase awareness and education regarding risks, to reinforce specific policies and security procedures in the information and communications systems of citizens, companies and institutions, and to reduce reliance on security technology from third countries.

**Strategic lines of action**

Improving security in cyberspace implies strengthening legislation without threatening privacy, and promoting cooperation between the public and private sectors. Voluntary or mandatory certification systems are already being fostered and contingency plans are being developed.

In addition, it is necessary to increase risk awareness in Public Administrations, companies and citizens, improve national and international cooperation, map risks and compile lists of experts, resources and best practices.

In this area, Spain has reinforced the security of the infrastructures and electronic services of Public Administrations, equipping them with their own network for internal communication and coordination with European institutions and those of other Member States. More than 18 million electronic identification documents have been issued, thus providing citizens with safe electronic identification and signature, and placing us at the forefront of global efforts in this field.

The State has several bodies that ensure preventive and response capabilities against cyberthreats, including the National Cryptographic Centre (CCN), the Armed Forces, and the National Centre for the Protection of Critical Infrastructures. The National Communications Technology Institute (INTECO) promotes appropriate use of and trust in the services that make the information society possible.

The main companies and technical operators for essential supplies and services also have their own security resources in this area. Entities such as the National Electricity Grid (Red Eléctrica), the National Gas Company (ENAGAS), the Spanish Airports and Air Navigation Authority (AENA) or the Spanish Railway Infrastructures Authority (ADIF), as well as the financial sector, all have redundant control centres and contingency plans for ensuring that their systems remain operative.

**Prevention and Response Organisations**

The National Cryptologic Centre (NCC), under the National Intelligence Centre, has had since 2007 its own response capability for incidents related to information security. The main response tool against cyberthreats is the Computer Emergency Response Teams (CERT).

The NCC-CERT prepares handbooks and instructions, offers support and coordination and trains national, regional and local Public Administration personnel. It also certifies product security, grants security accreditations to systems, promotes national security development based on best practices and provides information on vulnerability, alerts and warnings of new threats to information systems.

There are other national, regional or private CERTs in Spain. The INTECO-CERT develops services in order to raise citizen and company awareness and disseminate best practices for information security, prevention and response to security incidents. The IRIS-CERT has the mission of protecting the RedIRIS and the national academic and research network.

Ensuring our security in cyberspace and in information and communication networks calls for more national means and better coordination, with measures aimed at:

- Investing more in security technologies and the training of specialised personnel.

- Consolidating and expanding the courses of action established in the National Critical Infrastructure Protection Plan.

- Developing the National Security Scheme (which will establish a security policy for the use of electronic means), reinforcing its application and performing audits to verify the security of the Administration systems.

- Devising a 'risk map' and catalogues of experts, resources and good practices.

- Supporting the development of private national companies in this strategic sector, where reliance on foreign firms could be dangerous.

- Promote education on cyberspace use and security.

- Increasing training and awareness regarding the development and safe use of information technologies, with initiatives like INTECO's already created Security Office for the Internet User (OSI).

- Promoting the use of security standards and certification of information and communication products and systems, in the public and private sectors.

The development of a safe cyberspace can give our country a competitive edge. If Spain can present itself as one of the safest countries in this field, firms from around the world will locate here confident that they are operating in a protected environment. This calls for a comprehensive approach to cybersecurity, with the participation of the various CERTs (NCC, INTECO, RedIRIS), coordinating the initiatives of the various organisations with responsibilities in this area, and the telecommunications, hardware, software and service providers. Spain is a world leader in telecommunications and should use that position for this purpose.

At the international level, it is necessary to:

- Foster cooperation to develop agreements on cyberarms control, as has been done with nuclear weapons.

- Combat cyberthreats at a European level by expanding and consolidating existing means. In 2004, the European Network and Information Security

Agency (ENISA) was established for the double purpose of achieving greater security in EU networks and information, and facilitating the development of a network and information security culture for the benefit of society as a whole.

- Standardize criminal law for EU Member States in areas such as illegal access to all or any part of information systems, intrusion, disruption, obstruction or damage to an information system, or illegal access to its data.

- Expand the fight against cybercrime beyond the EU, given the global nature of networks and information systems.

- Improve our system in line with what has been outlined by NATO strategy and doctrine in this area. Allied efforts have developed an agreement regarding the concept and future implementation of a cyberdefence policy and the establishment of a Management Authority and a Security Incident Response Centre.

**Espionage**

Aggressions by States, groups or individuals, with the goal of obtaining information for political or economic gain have been a constant feature in history and continue to be a first-magnitude threat to our security. Espionage has adapted to the new security scenario, taking advantage of the possibilities offered by the new information and communication technologies and the globalisation process. Cyberspace intrusions to obtain information are becoming increasingly common and unsettling.

Economic espionage is particularly important and consists of unlawfully obtaining information, patents, critical technologies, and even illegal influence on political decisions of an economic nature. Its potential impact is increasing due to its capacity to damage the economic system and affect the welfare of citizens.

Espionage is a real and constantly evolving threat. Its clandestine nature makes it almost invisible, but the impact of these covert actions can have very negative effects on security. We must take action to address the activities of foreign intelligence services and groups or individuals who threaten or violate the rights, liberties and well-being of Spanish citizens, the sovereignty, integrity and security of the State, the stability of its institutions, or our national interests. In line with neighbouring countries, Spain will work to strengthen the State's human and technological intelligence and counter-intelligence capabilities.

## Uncontrolled migratory flows

Migratory flows have always existed, but their present intensity and characteristics, together with the causes and possible consequences of illegal immigration, make this phenomenon an important security issue.

In this decade, the increase in global population will be concentrated in the poorest countries, especially in Africa and Asia. Illegal migratory flows are likely to continue or even increase if poverty, inequality, ethnic conflicts, over-exploitation of natural resources, environmental risks, institutional weakness, totalitarian regimes and/or armed conflicts persist.

In recent years, Spain has not remained aloof from this phenomenon. We have shifted from being a country sending emigrants to becoming an immigrant receptor country with one of the most diverse populations in Europe. While the economic crisis could slow down the arrival of citizens from Iberoamerica, illegal immigration from Africa may increase due to our geographic proximity and the economic, social and political conditions in that continent. Illegal immigration from Asia to Europe by any route or method will also increase.

The impact of excessive and uncontrolled migratory movements on Spain, as a destination society or as an external border for entry to the EU, has a variety of security implications, some of which give cause for concern:

- Social conflict which, in spite of the plural and open character of Spanish society, could be exploited by racist or xenophobic groups, especially in times of economic crisis.

- The emergence of urban ghettoes, which are one of the biggest threats to coexistence and social cohesion, may potentially create exclusion areas that encourage insecurity, violence, or ideological and religious extremism.

- Economic exploitation of immigrants by crime organisations through prostitution, drug rings, extortion, criminal gangs and/or illegal vending or hawking.

- Destabilisation of certain productive sectors of the national economy due to the use of an illegal immigrant workforce, which expands the shadow economy and increases unemployment.

- Extremist radicalisation around identity issues, lack of integration and subjection of some immigrant groups to radical and intolerant creeds as a result of economic vulnerability.

- The presence of non-nationals, for which there is no information regarding their true identity and nationality, making it difficult to determine their numbers or control their activities.

**Strategic lines of action**

Spain has implemented a significant set of measures in recent years to prevent, control and respond to illegal migratory flows at our borders, which also constitute a portion of the external borders of the EU.

Important cooperation agreements have been signed with countries in Iberoamerica, Africa and Eastern Europe for the management of migration flows and readmission; cooperation actions have been implemented with several African countries; nine Alien Detention Centres have been set up; and the air and maritime means of the State Security Forces have been increased.

The prevention of risks associated with illegal immigration requires close cooperation between Public Administrations, and, when appropriate, with NGO's and the private sector, in order to develop policies like:

- Fostering legal immigration, according to our demographic and labour needs, and in line with our reception capacity.

- Encouraging cooperation with countries of origin and transit to foster their development, promote paths for legal immigration and prevent illegal migration at its origin.

- Law enforcement and preservation of public safety, to help combat organized crime, illegal immigration and human trafficking networks, and

to prevent certain groups from taking advantage of or attracting immigrants for illegal ends.

- Effective control and surveillance of access to Spain's external borders, within the framework of the EU Integrated Management System for External Borders.

- Social integration, by continuing with the efforts of the 2007-2010 Strategic Citizenship and Integration Plan. This integration policy should promote spaces of coexistence and support the most vulnerable immigrants. We must also encourage responsible management by immigrant communities of their own interests within a context of shared political and social interests. This in turn ensures respect for the rule of law and the open, plural and democratic values of Spanish society.

- Defence and protection of fundamental human rights, in order to combat all forms of intolerance, racism and xenophobia, endorsing the objectives put forward by the Alliance of Civilizations and improving dialogue with the religious organisations of immigrant populations, especially with Islam.

**A shared immigration strategy**

The undesired potential effects of migratory movements are a risk shared by all EU countries, especially when it comes to illegal migration. Spain will continue encouraging the development of a common EU immigration policy, aimed at:

- Ensuring an effective management of migratory flows and fair treatment for third country nationals legally residing in Member States.

- Preventing and combating illegal immigration and human trafficking, as emphasized in the Treaty of Lisbon.

Spain considers it a priority to develop the political objectives and strategic guidelines of the European Pact on Immigration and Asylum.

## Emergencies and disasters

Despite technological and social advances, natural risks continue to plague humankind and produce disasters such as the earthquake in Haiti, the floods in Pakistan, hurricane Katrina, or certain illnesses like malaria. Disasters can also be man-made, such as the Chernobyl nuclear disaster, or result from a combination of both, as was the case with the tsunami and subsequent accident at the Fukushima nuclear power plant in Japan.

Spain is no stranger to natural threats and risks. The most widespread and almost endemic ones are floods and forest fires. Earthquakes and volcanic eruptions are also possible and could cause substantial human and material losses, as the earthquake in Lorca shows. We have been exposed to accidents, some of which have had serious environmental consequences, such as resulted from the sinking of the oil tanker *Prestige*. As an industrialised country, technological risks could also affect us.

**Environmental Risks**

Adverse meteorological conditions can endanger the security of citizens. Draughts, floods, storms, wind storms, heat waves or cold fronts have always existed and can now be even more intense due to climate change. Other disasters, which combine weather conditions and environmental degradation, such as landslides, forest fires or the spreading of epidemics, can also be fatal.

A proactive approach based on the establishment of early warning and protection systems for prediction and prevention have consistently reduced the number of victims. This contrasts with the increased economic loss associated with these and other types of risks, which correlates with increased wealth.

Other risks that deserve ongoing attention by national and international institutions are accidents involving dangerous substances or genetically modified organisms, land and water contamination, unsustainable use of water resources or the spread of pathogen and chemical agents by air.

The responsibility of Spain in civilian emergencies also has a European dimension. The “solidarity clause” in the Treaty of Lisbon requires Member States to provide mutual assistance if any Member is the victim of a natural or human-caused disaster or terrorist attack.

**Health Risks**

Illnesses, and especially pandemics, pose a great challenge to our economy, security and welfare. In addition to known illnesses, new illnesses such as severe acute respiratory syndrome have appeared; and others which we thought had been eradicated are re-emerging, such as tuberculosis. Illnesses such as foot and mouth disease or swine flu can cause huge damage to national economies.

Facing pandemic risks requires adherence to readiness and response plans. Coordination between national authorities, regional authorities and international organisations such as the World Health Organization (WHO) or the European Centre for Disease Prevention and Control (ECDC) is essential. During a pandemic, the communication strategy plays a key role for both citizens and health professionals.

## Strategic lines of action

Civilian protection is the area where cooperation between national, regional and local authorities and governmental institutions is most intense. The National Civil Protection System articulates the means to respond to different types of civilian emergencies within the framework of the National Crisis Management System, which must be redesigned in light of the priorities established in this Strategy.

**Emergency Military Unit (UME)**

The UME is the First Intervention Unit of the Armed Forces, designed to contribute to citizen security and welfare in the event of serious risk, disaster, catastrophe or other public need, anywhere in the national territory. It is available to cooperate with the national, regional and local governments. Its territorial deployment at seven military bases across Spain allows for rapid intervention throughout the national territory.

Its main task is to act in emergencies derived from natural (earthquakes, floods, forest fires or adverse winter weather) or technological risks. If needed, it can assimilate and coordinate the participation of other Armed Forces Units or be assigned to manage other State, regional or local entities, in the event of emergencies declared to affect the national interest.

The UME has carried out over 90 operations since 2007. Its first action abroad was in the aftermath of the January 2010 earthquake in Haiti, within the integrated Spanish response to alleviate the suffering of the Haitian people.

Spain has procured itself with substantive preventive, natural and technological risk management instruments. Spain's new Land Law makes risk assessment compulsory in urban planning, in order to limit certain land uses in potentially dangerous areas. We also have at our disposal scientific and technical bodies such as the National Geographical Institute and the Geological and Mining Institute of Spain. This is complemented by the State Meteorological Agency's effective warning system for adverse climatic events, and flood and earthquake warning networks.

As with natural hazards, our country has institutions and specific regulations for industrial accidents and the transit of dangerous goods. Of special interest are those related to nuclear security and radiation protection, which are the responsibility of the Nuclear Security Council, as well as emergency plans,

population warning systems and domestic warning networks, such as the Radiation Alert Network.

Significant progress has been made in maritime rescue and marine pollution response. Spain has equipped itself with better operational means, through the Spanish Maritime Safety and Rescue Agency (SASEMAR), and improved operational protocols.

Finally, our National Health System, which coordinates the systems of the National State and regional governments, has an effective epidemiological warning network that is connected at a European level and with the World Health Organization. It also maintains other networks, such as the Biological Warning Laboratory Network, and a specific action plan for health emergencies resulting from epidemics and pandemics, working in tandem with the Spanish Food Safety and Nutrition Agency (AESAN).

The lines of action and improvement in this area involve enhancing the legal framework for civil protection, revising the current Law, which dates from 1985, and emphasizing prevention, inter-administrative coordination, adequate support for local civil protection and citizen participation. It also calls for improved international cooperation, particularly with the EU or other organisations with responsibilities in this matter, such as NATO.

It is also important to promote a culture of prevention among citizens, establish cooperation programmes between State and regional authorities for mapping risks, and improve instruments for cooperation and coordination among the various Public Administrations dealing with environmental disasters. However, we should also consider our contribution to better European integration in this matter or to enhancing the EU policy on humanitarian aid to third countries.

## *Critical infrastructures, supplies and services*

Natural hazards, terrorist or cyberattacks, and other threats and risks discussed, can damage critical infrastructures, supplies and services, which sustain our lives and the development of our society. We must protect and ensure their normal operation to avoid damaging the welfare and economy of an advanced country like ours.

The ownership or management of these critical areas has been shifting from the public to the private sector, and this trend will continue. Therefore, the response to any contingency requires a joint effort by public institutions and the relevant companies in order to guarantee the protection of such a large and complex network.

Apart from the critical supplies and services already mentioned, such as energy, communication networks and finance infrastructures, other relevant infrastructures include transportation, water, health and food.

**Transport network**

Efficient mobility of people and goods is a decisive factor for competitiveness, territorial balance and welfare. Ensuring the security and integrity of transport is therefore a priority responsibility of both the Public Administrations and private operators.

Risks can vary from illegal acts or accidents to natural disasters. Spain also has particular features which, if not well managed, can make us more vulnerable. Among these are our peripheral geographical location, proximity to shipping lanes with heavy oil tanker traffic such as Cape Finisterre and the Strait of Gibraltar, the very high level of inland freight transport by road, inadequate rail connections to ports and major logistical centres, and limited land transportation connections with the rest of Europe.

Increasing the security of our transport network involves reinforcing infrastructure protection and improving access control systems to prevent illicit

traffic. It also requires a more integrated transport network, an increase in the transport of goods by rail, improved access to key logistical centres, more land connections with Europe and the development of marine highways.

**Water and security**

Water scarcity can generate or aggravate tensions or conflicts in many areas of the world. Ensuring quantity and quality of water supply to the growing world population is one of the great challenges of the 21st century; one with serious implications for security. Due to its geographical location and climate, Spain is a country historically affected by water problems, with cyclical droughts, floods, torrential rains, and rivers generally carrying low volumes of water.

To meet this challenge, our country already has a large storage and water flow control capacity through dams. New national and EU regulations have also been proposed to consolidate a model of integrated water management based on natural hydrographical basins. Water management has been improved through various plans and actions for risk areas, such as dam and reservoir security, flooding, droughts, water quality, and especially prevention of contamination.

Security of water supply involves greater efforts at efficient and sustainable use, measures for management of demand, water-saving technologies - especially in agricultural irrigation - and water treatment and re-use. Spain is one of the world´s leading countries in water treatment, purification and desalination technologies.

Spain has established a National Critical Infrastructure Protection Centre (CNPIC) and approved a National Catalogue of Strategic Infrastructures, as well as a first plan for protecting them. Protection and action plans to ensure functioning have also been developed.

To improve the resilience and recovery capability of these critical assets, further progress is required in:

- Consolidation of instruments for the protection of facilities.
- Better regulation of the critical sectors, introducing safety standards.
- Establishing measures to increase their strength, resilience and ability to adapt to adverse conditions.
- Ongoing dialogue and cooperation between Public Administrations and operators of infrastructures and services.

**The effect of a volcano**

The violent, April 2010 eruption of the Eyjafjallajökull volcano in Iceland disrupted the airspace of virtually the entire European continent. Ash clouds several kilometres high forced several major airports to close. Up to 20,000 flights a day were cancelled and the air chaos spread to other continents. This example illustrates how the growing complexity of critical infrastructures and services introduces new and greater vulnerability factors in our lifestyles. Systems with greater resilience and recovery capabilities are needed to address these challenges.

# Chapter 5. AN INTEGRATED INSTITUTIONAL MODEL

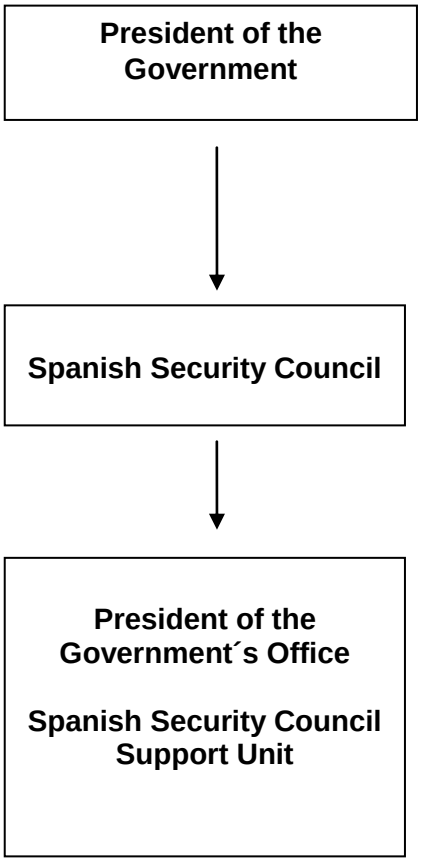
The Spanish Security Strategy defines the pillars on which a comprehensive and effective response to the complex security challenges of today's world must be built. The dynamic context of security and the responses that are necessary require both a progressive transformation of the organisational structures that direct and coordinate the security of our country and a review of the existing legislation upon which security is based.

The overall analysis contained in this Strategy leads to the following general conclusions, which justify priority organisational changes:

- The challenges and complexities of today's security make it necessary to overcome the compartmentalization, duplication and overlapping of policies and existing institutional frameworks. The aim is to build a more integrated vision of the various factors affecting security and of response mechanisms, in order to ensure a more coordinated and effective management of them.
- It is necessary to improve inter-ministerial coordination, as most ministries are in some way involved in security. This requires enhancing the capacities of the President of the Government´s Office for the coordination and leadership of security management.
- To ensure the development of this Strategy, the implementation of the strategic lines of action defined should be monitored and evaluated periodically.
- The collaboration and cooperation of all actors participating in the preparation of this Strategy, from Public Administrations to private companies and civil society, is essential to guarantee our security.
- Security cooperation with the regional Autonomous Communities will be particularly promoted.
- This Strategy will be reviewed at least every five years, and whenever circumstances demand it. These reviews should involve a consultative process at all levels.

It is necessary to promote organisational changes at the highest level of the State, to ensure the implementation, management and monitoring of this new integrated security approach.

For that purpose, the following structure will be developed:




Spanish Security Council

In the current institutional map there is no collegial body with executive capacities to carry out the decision-making, advisory, recommendation, monitoring and controlling functions necessary to coordinate the security tasks as defined in this Strategy.

Although there is a core of institutions more directly related to security, all ministerial departments are closely involved with security at different levels. Their role will vary depending on circumstances.

It is necessary to establish a single political body with the highest responsibilities with regards to presidential counseling and crisis management. It should incorporate relevant Ministers and senior officials and facilitate a coordinated response to the various challenges highlighted in this document. For this purpose, a Spanish Security Council will be created.

H.M. the King will chair the Spanish Security Council at least once a year. The Council, which will convene both regularly and when required by circumstances, will usually be chaired by the President of the Government, who may delegate this duty to the First Vice President. The Council configuration will vary according to the needs of the issues at hand, with the participation of relevant Ministers, as well as the Chief of Defence Staff and the Director of the National Intelligence Centre. The Director of the President of the Government´s Office will act as Executive Secretary. Other senior officials and experts may be requested to attend as needed.

Inter-ministerial Committees

The work of the Inter-ministerial Committees will be of particular importance, given the many areas considered in this Strategy to be related to security. They will be composed of representatives of the various ministries and will support the Spanish Security Council as necessary. Their focus will be on specific working areas and precise tasks.

Spanish Security Council Support Unit

The Spanish Security Council will have a Support Unit which will act as an operational and counseling body, assisting the President of the Government in the coordination and leadership of this area, providing support in crisis management and in monitoring this Strategy. The Spanish Security Council Support Unit will comprise a multidisciplinary team that reflects the wide scope of the Strategy. It will count upon the staff of the President of the Government´s Office and of the Department of Crisis Infrastructure and Monitoring (DISSC), which will be reformed along with the current Crisis Management System to suit the new needs identified in this Strategy.

Social Forum

As an advisory body, its aim will be to bring together representatives of the Public Administrations, field experts, academics, researchers, universities, specialized institutions, business firms and social organisations to carry out joint analyses on security matters.

Regulatory reforms

All of the above highlights the need to incorporate a security dimension to future regulatory developments and to update existing normative instruments. This effort is essential if we are to truly implement the comprehensive security concept described in this Strategy, and is of particular relevance to norms related to crisis management, civilian protection, safeguarding of official documents and secrets, and emergency and disaster planning.

Other initiatives

This Strategy mandates some other specific operational initiatives in various areas to ensure our security:

- Creation of an Integrated External Response Unit (URIE) for the deployment of Spanish civilian experts in national and multinational missions abroad, conflict prevention, peacekeeping, emergencies or humanitarian aid. It will increase Spanish civilian capabilities and a civilian-military approach, making Spain a more effective and committed international actor.

- Development of an Economic Intelligence System (SIE), in collaboration with the private sector, for collecting and analysing economic, financial and business information relevant to security, detecting and preventing acts against our interests, and supporting the action of the State and better decision-making in this area.

- Establishment of a Coordinating Committee to further strengthen the fight against organized crime and coordinate the various specialised bodies of the Public Administrations in this area.

- Coordinated design of the second-level strategies necessary for the deployment of this Spanish Security Strategy, including a National Cybersecurity Strategy.

# LIST OF ACRONYMS

(AED) European Defence Agency (EDA)

(AENA) Spanish Airports and Air Navigation

(AESAN) Spanish Food Safety and Nutrition Agency

(ADIF) Railway Infrastructures Authority

(AIE) International Energy Agency (IEA)

(AOD) Official Development Aid

(ASEAN) Association of Southeast Asian Nations

(BCE) European Central Bank (ECB)

(CCN) National Cryptologic Centre

(CERT) Computer Emergency Response Team

(CESFI) Financial Stability Committee

(CICO) Centre for Intelligence against Organised Crime

(CIFAS) Armed Forces Intelligence Centre

(CNCA) National Counter-Terrorism Coordination Centre

(CNI) National Intelligence Centre

(CNMV) National Stock Market Authority

(CBAN) Spain-USA High Level Bilateral Committee

(CNPIC) National Centre for the Protection of Critical Infrastructure

(CSN) Nuclear Security Council

(ECDC) European Centre for Disease Prevention and Control

(EES) Spanish Security Strategy

(ENAGAS) National Gas Company

(ENISA) European Network and Information Security Agency

(GSN) Nuclear Suppliers Group

(IAEA) International Atomic Energy Agency

(IDH) Human Development Index (HDI)

(IGTN) Global Initiative to combat Nuclear Terrorism (GICNT)

(INE) National Statistics Institute

(INTECO) National Communications Technology Institute

(ISAF) International Security Assistance Force

(NRBQ) Nuclear, Radiological, Bacteriological and Chemical Defence Plan

(ONU) United Nations (UN)

(OSI) Security Office for the Internet User

(OTAN) North Atlantic Treaty Organization (NATO)

(PCSD) Common Security and Defence Policy (CSDP)

(PESC) Common Foreign and Security Policy (CFSP)

(PIB) Gross Domestic Product (GDP)

(PRT) Provincial Reconstruction Team

(PSI) Proliferation Security Initiative

(SASEMAR) Spanish Maritime Safety and Rescue Agency

(SEAE) European External Action Service (EEAS)

(TFUE) Treaty on the Functioning of the European Union (TFEU)

(TNP) Nuclear Non-Proliferation Treaty (NPT)

(TPCEN) Comprehensive Test Ban Treaty (CTBT)

(TUE) Treaty on European Union (TEU)

(UME) Emergency Military Unit

(UE) European Union (EU)

(UpM) Union for the Mediterranean

(URIE) Integrated External Response Unit