NATIONAL DEFENCE DIRECTIVE 2020

INTRODUCTION

Defence is a public service that contributes to maintaining the security and the rights and freedoms of all Spanish citizens in any situation. Guaranteeing National Defence is, therefore, the duty of every government.

In this context, the Armed Forces are the specialized instrument to ensure an effective defence against any security challenge of a military nature. Under the leadership of the Government, supported by its citizens, and complemented by other State security instruments, the Armed Forces must be ready and able to face constant adaptation and transformation that will enable them to tackle multiple and changing threats and challenges.

Since the publication of the National Defence Directive 2012, the global security situation has evolved significantly. In addition, the COVID-19 crisis and documents such as the European Union Global Strategy have shifted perceptions about security in Europe and the way to manage it. The commencement of a new legislative term seems to be the right time to review and modernize the guidelines of the Defence policy, undertaking an in-depth update of the National Defence Directive and thus initiating a new planning cycle, rooted in the 2015 National Security Law and the 2017 National Security Strategy.

The Defence of Spain is founded, on the one hand, on its own capabilities and strengths as a contribution to a National Security that is conceived as an integrating whole and, on the other hand, on the practice of an effective multilateralism that better defends and promotes our interests and values. In this regard, the capacity to support and cooperate with civilian authorities in crisis and emergency management is of vital importance.

The security threats and challenges we face are complex and transnational in nature and must be addressed globally. Membership in major international organizations with responsibilities in Security and Defence, and the existence of a wide network of bilateral relations, enable our country to be integrated into a robust and flexible system, which acts as a multiplier of our capabilities and our influence on risk situations.

Spain offers itself to the world as a responsible and supportive partner, fully committed to peace and to the improvement of global stability. Today, our country is a security provider with its own specific model, based on respect for the sovereignty and idiosyncrasies of other peoples, on empathy in dealing with other

populations, on interest in Human Security, as an element of conflict prevention, and on our Armed Forces' experience of over thirty years participating in operations outside our national territory.

Preserving this model and further contributing to security in an efficient manner requires appropriate resources, both human and material as well as financial. The full integration of women, as well as the capability to attract talent in a world dominated by technology, are other necessary requirements to guarantee that our Armed Forces continue to be an example of modernity and professional excellence, permanently adapting to the new security challenges and seeking to contribute to the achievement of the Sustainable Development Goals of the 2030 Agenda.

THE STRATEGIC SCENARIO

This past decade has witnessed substantial changes in the international security architecture, resulting in a notable erosion of the international order and the unusual prominence of the use of force. The relationship between governments and the people they rule has also changed dramatically. The media and digital communications have contributed to making these changes happen.

Security challenges now come from both state actors, in intense strategic competition among them**,** and non-state actors (terrorism and organized crime), with significant capillarity between them, particularly evident in disinformation actions and cyberattacks. Sometimes, as is the case with climate change or even pandemics, challenges are not the consequence of a hostile or deliberate act, although they may pose a major threat. In any event, citizens demand that their values, interests and way of life be protected, bearing in mind not only the present but also the future.

In order to address this combination of challenges, Defence has moved from being a concept aimed at managing specific threats to contributing, with its own idiosyncrasy, to an integrating National Security system. Defence provides unique capabilities, specialization and availability to increase the possibilities of action in multiple scenarios, including the challenging fight against international terrorism and cyberattacks. Although there are no longer problems exclusive to Defence, Defence is part of the solution to any Security problem.

Much of the erosion in the international security architecture is connected to socio-economic phenomena. The consequences of the 2008 economic crisis have redefined the role of international organizations, economic relations between states and their relationship with large corporations. Moreover, certain undesirable consequences of globalization have led to frustration

among large sectors of the population in many countries. This frustration results in demonstrations -violent at times- rejecting the established systems, the rise of economic protectionism and the withdrawal of many countries into themselves, leading to a retreat from the multilateralism that has guided international relations since the mid-20th century. The change from a dynamic of negotiation and agreement to one of competition and confrontation has not yet given rise to any major armed conflicts, although it does bring this possibility closer.

Paradoxically, new challenges are emerging that no country can manage on its own. This is the case of the consequences of climate change which, apart from its direct impact in the form of natural disasters, also affects the livelihood of the population in some regions, fuelling conflict and forcing mass migrations.

Also included in this chapter is the security of digital networks, the new critical resource of the global economy. Safe access to networks and the protection of private data, and cyberspace in general, is a key element in the security of the 21st century, as is the free access to the remaining global commons that articulate other forms of global communication and trade, including international airspace, outer space, sea routes or the seabed.

In a context of withdrawal from the multilateral approach, the European Union must take on greater responsibilities. In a broader sense, much of the future of our security lies in the Union, where we contribute decisively to the development of a coherent and effective Common Security and Defence Policy. We intend to remain in the leading group of Member States committed to developing the instruments of the Treaty on European Union relating to Security and Defence, in order to make this Common Policy more visible and effective, increase and modernize military capabilities, and strengthen the European Defence Technological and Industrial Base. Going further in the Europe of Defence will enable us to fully develop our willingness to contribute to peace and engender stability in our environment.

This process will also help complement and strengthen the capabilities of the Atlantic Alliance. We believe in a strong NATO, with a more cohesive and capable European component, an effective NATO capable of confronting any challenge to its citizens, wherever they may come from. The Atlantic Alliance is a crucial link to cooperate in the defence of shared peace and security interests on both sides of the Atlantic.

The spirit guiding these two axes of multilateralism, the European Union and NATO, can be clearly seen in our commitment to the United Nations, whose leadership in conflict prevention and resolution we decisively support and which gives legitimacy to the operations of our Armed Forces abroad.

The action scenarios for our Armed Forces have become more complex since the publication of the previous National Defence Directive in 2012. The use of hybrid strategies combining conventional and asymmetric procedures leads to a framework of intense confrontation in cyberspace and in the information environment. The use of force goes hand in hand with psychological campaigns designed to discredit our own actions and spread confusion in public opinion. In the cyberspace and information fields, it is usual for some adversaries to hide their actions and apply their strategies in a grey zone, located below what has been identified as our response threshold.

Finally, the geopolitical environment is increasingly influenced by the race to reach leading positions in the new technological revolution. Advances such as the Internet of Things, artificial intelligence, quantum computing, genetic engineering, robotization or the use of outer space will worryingly transform the daily lives of individuals and societies, and will also lead to a revolution in security and defence matters.

GENERAL GUIDELINES AND OBJECTIVES OF THE DEFENCE POLICY

a. The first objective of Defence is to protect Spanish society as a whole, its Constitution, and the values, principles and institutions it enshrines in order to ensure the full exercise of the rights and freedoms of all citizens, as well as to guarantee the sovereignty, independence and integrity of Spain and its constitutional order, pursuant to article 8.1 of the Constitution.

b. Contributing to the preservation of international peace and security within the framework of the commitments undertaken by Spain is also a priority objective of Defence.

c. To achieve both objectives, it is necessary to ensure the credibility of National Defence, which is the basis for deterrence and an essential condition for an effective multilateral contribution and integration. This credibility is based on the availability of capabilities that guarantee a reasonable level of autonomous defence and enable us to exert a degree of influence outside our borders, commensurate with the weight and interests of Spain as a country.

d. In the scenario that includes the national territory and the areas of sovereignty and interest –maritime, air, and those of cyberspace with a defence dimension- Spain will usually act with its own capabilities. The Armed Forces will conduct their permanent missions, often supporting civilian authorities to counter challenges that are not always conventional. Cooperation with and support to civilian authorities

reaches its highest expression in the management of crisis and emergency situations. This scenario will embody the comprehensive approach in the management of National Security, combining the actions of the Ministry of Defence with those of other Departments and security and intelligence agencies.

e. Beyond our borders, the standard practice will be to operate within concerted multinational frameworks, preferably within the United Nations, the EU Common Security and Defence Policy or NATO. The purpose will be to contribute to peace and, simultaneously, to consolidate Spain as a referential partner and ally, also included in ad hoc international coalitions that operate in support of international law and UN Security Council Resolutions.

f. In addition to its own capabilities and its integration in international organizations, Spain's Defence will be founded on a wide network of bilateral relations with other countries. Our actions within this network will be oriented towards establishing cooperation and confidence-building dynamics, strengthening the overall action of the State and the coordination of initiatives before international organizations. Defence Diplomacy and the bilateral Agreements and Treaties in force play a prominent role in establishing this climate of trust, solidarity and collaboration.

g. In order to deal with hybrid strategies, the goal will be to achieve an appropriate integration of available resources in all areas, whether civilian or military, national or multinational, to preserve security, improve strategic communication, increase confidence in institutions and bolster the resilience of society.

h. In the area of prevention and comprehensive response to global threats, particular importance is attached to intelligence - enhancing the capabilities of the National Intelligence Centre and promoting the coordination of activities of intelligence bodies, actions in cyberspace, and the responsible management of public information.

i. In order to manage the consequences of climate change, it will be increasingly necessary to ensure the integration of capabilities and efforts, both military, such as those of the Military Emergencies Unit, and civilian, in line with the objectives and principles of the 2030 Agenda.

j. When these actions take place abroad, respect for local cultures, our soldiers' empathy with the civilian population, and a genuine assistance that cannot be labelled as self-serving, will be crucial factors for Spain to succeed in the promotion and integration of the values of

peace, freedom, diversity, equity and justice.

k. New formulas will be promoted in peacekeeping operations seeking to avoid a conflict stalemate and enhance agreement between the parties. The contribution of women, whether from local populations or serving in the Armed Forces, may be an enabling factor in the disruption of the conflict, which could stimulate its resolution by providing an innovative point of view. Spain will continue to apply a stabilization model which will avoid imposition, and will promote solutions that are consensual and respectful of the local population.

l. Our Armed Forces are required to maintain an advanced technological level enabling an operational capability in line with the evolution of new technologies. This entails promoting and protecting an innovative Defence industry, capable of being integrated into multinational projects and business groups, particularly at European level. Technological excellence requires appropriate economic investment, which allows for the promotion of three key activities: research, development and innovation; talent recruitment; and training.

m. Promoting defence awareness and culture is a priority objective as there cannot be an effective defence without the interest and concurrence of our citizens. Bringing Defence closer to the people is an essential part of the National Security culture to achieve a committed society, playing an active part in its security.

n. The Armed Forces will foster a better quality of life and better educational opportunities for their men and women, and will strengthen the support to their families. The excellence of the human element in our Armed Forces should be further consolidated through decent living and working conditions, attractive career possibilities, an environment of inclusion and equality for men and women, and the certainty of being valued by our citizens.

OPERATIONAL GUIDELINES

1. Developing the exclusive competence of the State in defence matters to meet the needs of National Defence requires a broad and inclusive approach, under the leadership of the Government, together with an effective coordination of all resources and instruments, which commits the ministerial departments, especially the Ministry of Defence, and all relevant public administrations.

2. Defence policy will be guided by the continued quest for peace, stability and the promotion of Human Security, adopting as principle the respect

for International Law and Human Rights, in accordance with the Charter and Resolutions of the United Nations. The practice of multilateralism and concerted action with partners and allies will be the primary methods for managing our defence abroad.

3. Regardless of Spain's contribution to the effort of the international community, the Ministry of Defence will undertake the necessary operational and capability planning to address any potential challenges or non-shared threats in defence of the rights and freedoms of Spanish citizens and its contribution to the threats and challenges to National Security.

4. The Ministry of Defence will promote the training of Armed Forces personnel and the acquisition of skills enabling them to cooperate with and support civilian authorities, particularly in crisis and/or emergency situations.

5. A major priority for the Ministry of Defence will be the quality of life and safe and decent working conditions of the members of the Armed Forces, including appropriate measures to reconcile family and professional life, as well as the full integration and increased presence of women in the military profession.

6. The Government will provide resolute support to the Ministry of Defence in promoting Defence Awareness and Culture, within the framework of the National Security culture, offering accurate and attractive information, and encouraging all Spaniards to be aware of the daily activities of their Armed Forces, and how they contribute to the protection and promotion of social progress and the welfare of all citizens.

7. The progress of the EU Common Security and Defence Policy is the cornerstone for promoting our principles and values, expanding stability in our environment and managing our main security challenges. We will maintain a high level of initiative and commitment to the main instruments of the Common Policy, such as Missions and Operations, Permanent Structured Cooperation, technological and industrial cooperation, and participation in defence financial instruments, thus forging the necessary alliances with our main European partners.

8. NATO, with its 70 years of history, is a basic pillar of our Collective Defence. Our contribution will be implemented in a supportive manner by providing capabilities and forces to its structures and operations and encouraging the adaptation of the Alliance to security challenges coming from any direction. Spain will advocate for a combination of

deterrence and dialogue in the political debate within NATO opting for solutions that favour détente and establish confidence-building measures and fora. Likewise, consensus and political control will be sought in allied actions.

9. We will seek to achieve an appropriate balance in the contribution of our Armed Forces to the missions and operations of major international organisations (EU, NATO, UN) by focusing our efforts on our deployments and taking into account the added value of the different missions, paying special attention to the immediate European environment, the Mediterranean, the Western Sahel and the Atlantic Ocean.

10. In their operations abroad, the Armed Forces will pay special attention to the protection of vulnerable groups, in particular women and children, supporting the implementation of the United Nations Women, Peace and Security Agenda and the Safe Schools Initiative. The promotion of women as effective actors in mediation and conflict resolution will also be enhanced.

11. Defence diplomacy and the network of bilateral relations will be strengthened. Special attention will be paid to cooperation with our neighbours and strategic partners. The relationship in the field of Defence with Ibero-America and African countries, particularly with those closest to Spain, is also of particular interest given the importance of the shared challenges and opportunities that result from mutual support.

12. Inter-ministerial cooperation mechanisms as well as those with other public administrations will be consolidated, striving for coherence, effectiveness and rationality in the use of the public resources that guarantee the National Security System.

13. The Ministry of Foreign Affairs, European Union and Cooperation and the Ministry of Defence will promote the need for contributing to détente and dialogue at international level through the renewal and effective strengthening of Arms Control Treaties and confidence and security building measures.

14. The strengthening of the national defence industry and the development of a European Defence Technological and Industrial Base will be a priority and the best way to ensure that the Armed Forces' equipment remains at the technological forefront. The Ministry of Defence, in close coordination with other departments responsible for technology and innovation, will promote opportunities and projects for collaboration with the European defence industry in competitive

conditions. It will also pay particular attention to the dual-use and possible enabling role of these technologies for the overall benefit of society and for the maintenance and creation of high-quality employment. Spain must participate in key technological projects to increase the capabilities of the European Union.

15. In order to assume these responsibilities at national and international level, the Armed Forces must be able to sustain the permanent deployment of the number of troops established by the Defence Policy Directive with the Government's approval, and when the situation so requires, increase their efforts by at least 50% for a maximum period of one year. In addition to land, naval and air forces, these deployments should include all appropriate additional capabilities, in particular cyber defence, intelligence, special operations, military use of outer space and civil-military cooperation (CIMIC).

16. The development of these guidelines will require the necessary funding to also address international commitments, the renewal and sustainment of military capabilities and, in particular, special attention will be paid to the needs and quality of life of Armed Forces personnel.

Madrid, 11 June 2020

THE PRESIDENT OF THE GOVERNMENT

-Pedro Sánchez Pérez-Castejón-