NATIONAL SECURITY STRATEGY

2017

A SHARED PROJECT, BY ALL AND FOR ALL

GOBIERNO DE ESPAÑA

PRESIDENCIA DEL GOBIERNO

NATIONAL SECURITY STRATEGY

2017

Spain's 2017 National Security Strategy was approved by the Government on 1 December 2017.

The National Security Council was the body responsible for defining this strategy.

The following bodies participated in the process: The Ministry of Foreign Affairs and Cooperation; the Ministry of Justice; the Ministry of Defence; the Ministry of the Treasury and of the Civil Service; the Ministry of the Interior; the Ministry of Infrastructure; the Ministry of Education, Culture and Sport; the Ministry of Employment and Social Security; the Ministry of Energy, Tourism and the Digital Agenda; the Ministry of Agriculture and Fisheries, Food and the Environment; the Ministry of the Presidency and for the Territorial Administrations; the Ministry of the Economy, Industry and Competitiveness; the Ministry of Health, Social Services and Equality; and the National Intelligence Centre.

The Strategy also includes contributions from the independent Advisory Committee, comprising more than 50 experts, including distinguished academics from all over Spain, think-tank analysts, private sector representatives, and members of associations related to the national security areas included in this document.

The process was coordinated by the National Security Department of the Office of the Presidency of the Government in its capacity as Technical Secretariat and Permanent Working Body of the National Security Council.

NATIONAL SECURITY STRATEGY

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Security is one of the basic pillars of an open and democratic society such as Spain's, and an essential condition for its prosperity and progress. The purpose of the National Security Policy, which is ultimately legitimized by the constitutional order, is to guarantee this public service. The strategic dimension, embodied in the National Security Strategy, is central to its work.

The 2017 National Security Strategy, the successor to that of 2013 and to the Spanish Security Strategy of 2011, is backed by a broad political consensus. This support once again gives voice to the need for continuity in national security, as a State policy.

In addition to parliamentary backing, it is noteworthy that the present document includes contributions from experts from the world of academia, the private sector and civil society in general; reaffirming that national security is the responsibility of the Government, that it requires the involvement of public authorities, and that it concerns us all.

An exercise in strategic reflection of such importance reminds us that, to lead events and anticipate challenges, the ongoing improvement of both forward-looking and responsive instruments is required. Only in this way can we perform an accurate diagnosis of our security environment, and of the threats and challenges deriving from it.

This environment has changed significantly since the approval of the 2013 Strategy. The reality we are facing is defined by dynamics that are frequently at odds with each other: A globalized world, which is at the same time divided and competitive, a space in which ambiguity has become one of the greatest security challenges. Dynamics such as the rapid pace of change driven by technology, the demographic asymmetries between regions, and climate change call for efforts to adapt to and manage changes in an agile and flexible manner.

Transnational terrorism and cyberattacks continue to be one of the main security challenges. They are accompanied by the so-called hybrid threats, a combination of conventional and unconventional threats aimed at destabilizing our way of life, and whose identification and attribution are particularly complex.

In addition to global challenges, there are other, internal threats to our territorial integrity and constitutional values. The response of a State governed by the rule of law is, without question, the best means of safeguarding the rights and freedoms of all our citizens.

Spain is a country with genuine global aspirations, which actively contributes to international peace and security. This objective is achieved through our participation in global governance institutions, the effective efforts of our diplomacy, and our exemplary contribution to the different civil and military missions abroad.

Moreover, the distinctive European, Mediterranean and Atlantic profile of our country demands that we commit to strengthening those organizations that are crucial for Spain, such as the European Union and NATO. Europe is the pillar of Spain's democratic, political and security model, and therefore our Strategy advocates strengthening the integration, legitimacy, and unity of action of the European Union, and defending its global interests.

Spain faces a double challenge: We must adapt to the changes taking place in today's world, and we must respond appropriately to the different security threats and challenges. In this regard, the Strategy defines a common position for all bodies with responsibilities in the area of security, in addition to enhancing synergies and aligning the State's resources. These efforts, seek to prevent and manage crises more effectively, endowing the State with the best instruments and capabilities. Only from a united, coordinated standpoint, can we analyse, have an impact on, and improve our security environment.

This new document also represents another step towards strengthening the culture of national security in a nation that is aware of its responsibility and position in the world. In short, it constitutes a new and significant advance within the concerted efforts that guide the public service in its mission to protect Spanish citizens and their rights and freedoms.

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Mariano Rajoy Brey

PRESIDENT OF THE GOVERNMENT OF SPAIN

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EXECUTIVE SUMMARY

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The National Security Strategy is the benchmark framework for Spain's national security policy, a State policy based on a broad conception of security. The current Strategy goes into greater detail with respect to some of the concepts and lines of action defined in 2013, and represents a step forward in the adaptation of this policy to new developments in an ever-changing security environment.

The Strategy is set out in six chapters. Chapter 1, "A National Security Policy for Today's Spain", develops Spain's national security vision based on its status as a democracy, its particular geostrategic profile, and its global aspirations.

Spain faces a number of threats and challenges, both internal and external, including its demographic prospects, its limited energy interconnections, and its territorial cohesion issues. Challenges to the legal order and to the general interests of Spain require a response based on the rule of law in order to safeguard the rights and freedoms of all its citizens.

Additionally, in the midst of a technological revolution, Spain, as an interconnected and interdependent country, must adapt to this transformation and take advantage of opportunities for progress while addressing the new challenges brought about by hyper-connectivity. In this regard, it is important to raise awareness of today's main threats and challenges, through an appropriate culture of national security.

Chapter 2, "Dynamics of Transformation in Global Security", analyses the global security environment, placing particular emphasis on the processes of change and trends that have been most in evidence since the publication of the previous strategy.

Today's is a more complex and volatile environment, which has witnessed a rise in geopolitical tensions and uncertainty; an increasingly globalized and interdependent world, where one crisis follows on from another with ever greater intensity. Some of the most notable dynamics are the rapid pace of change driven by technology, the demographic asymmetries between regions, and climate change. All of these factors intensify the pressure on the rules-based international order and the fairer, more inclusive and more effective global governance favoured by Spain. The fundamental challenge for Spain will therefore be to understand, adapt to, and manage these changes in an agile and flexible manner.

Chapter 3 of the Strategy, "Spain in the World: A country with global aspirations", presents a vision of Spain as a country concerned by events in every geographical region.

Spain's national security is conditioned by its singular geostrategic position. The country's European, Mediterranean and Atlantic profile determines the importance of these regions for its security, stability, and prosperity. However, beyond its geostrategic environment, in the new international scenario, the contingencies and developments that arise in areas at a great distance from Spain's borders and its areas of immediate interest can also have an impact on its national security.

Thus, considering criteria such as Spain's identity, aspirations, geostrategic position, interests and values, and the potential impact of threats and challenges to its security, the areas of particular interest as regards national security are: Europe, North Africa and the Middle East, Sub-Saharan Africa, Latin America, North America and Asia-Pacific. These are not self-contained areas, and the threats and challenges that arise

within them could easily extend beyond their borders.

In this security environment, Chapter 4 of the Strategy addresses "Threats and Challenges to National Security". On the one hand, this chapter identifies the threats that jeopardise or undermine national security and, on the other, the challenges that, while not constituting threats as such, could generate vulnerabilities, provoke situations of instability, or propitiate the emergence of new threats. The main threats identified are armed conflicts, terrorism, organized crime, the proliferation of weapons of mass destruction, espionage, cyberthreats, and threats to critical infrastructure. Of particular significance is the threat represented by jihadist terrorism, one of the main security problems that the world faces, and which once again showed its unmitigated brutality in Spain in August 2017.

The challenges to be addressed include economic instability, energy-related vulnerability, migration, emergencies and disasters, epidemics and pandemics, and climate change. These threats and challenges do not exist in isolation, but are interconnected; their effects are not limited by borders, but frequently materialize in global common spaces, such as cyberspace, maritime space, airspace and outer space.

In the light of these threats and challenges to national security, Chapter 5 of the Strategy, "National Security: General Objectives and Lines of Action", identifies five general objectives guiding State action in the area of national security: develop the comprehensive crisis management model, promote a culture of national security, foster the proper use of global common spaces, emphasize the security dimension in technological development, and strengthen Spain's international profile. These objectives are common to all areas of national security policy, and thus enable their integration.

Moreover, the Strategy establishes 15 areas of action. Some are traditional, such as national defence, counterterrorism, cybersecurity, and combating organized crime. Others are new, responding to the new security panorama, such as protecting the environment, and particularly combating climate change, security aspects of epidemics and pandemics and airspace and outer space security.

These objectives and lines of action organize, position, and prioritize Spain's actions in the area of national security, in addition to assigning the necessary resources, capacities and efforts, while seeking at all times to ensure their optimization and efficient use.

The final chapter, "The National Security System", establishes a number of initiatives to strengthen Spain's National Security System and improve the coordination and effectiveness of State action and the participation of society.

To this end, the Strategy also calls for further development of Spain's crisis management system, establishing a Comprehensive National Security Culture Plan, approving a National Aerospace Security Strategy and creating a National Aerospace Security Council, as well as reviewing the existing sectoral Strategies (in the areas of maritime security, energy, and cybersecurity). The National Security Council is also the single point of contact with the competent authorities of other EU Member States for issues involving network and information system security.

INTRODUCTION

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Introduction

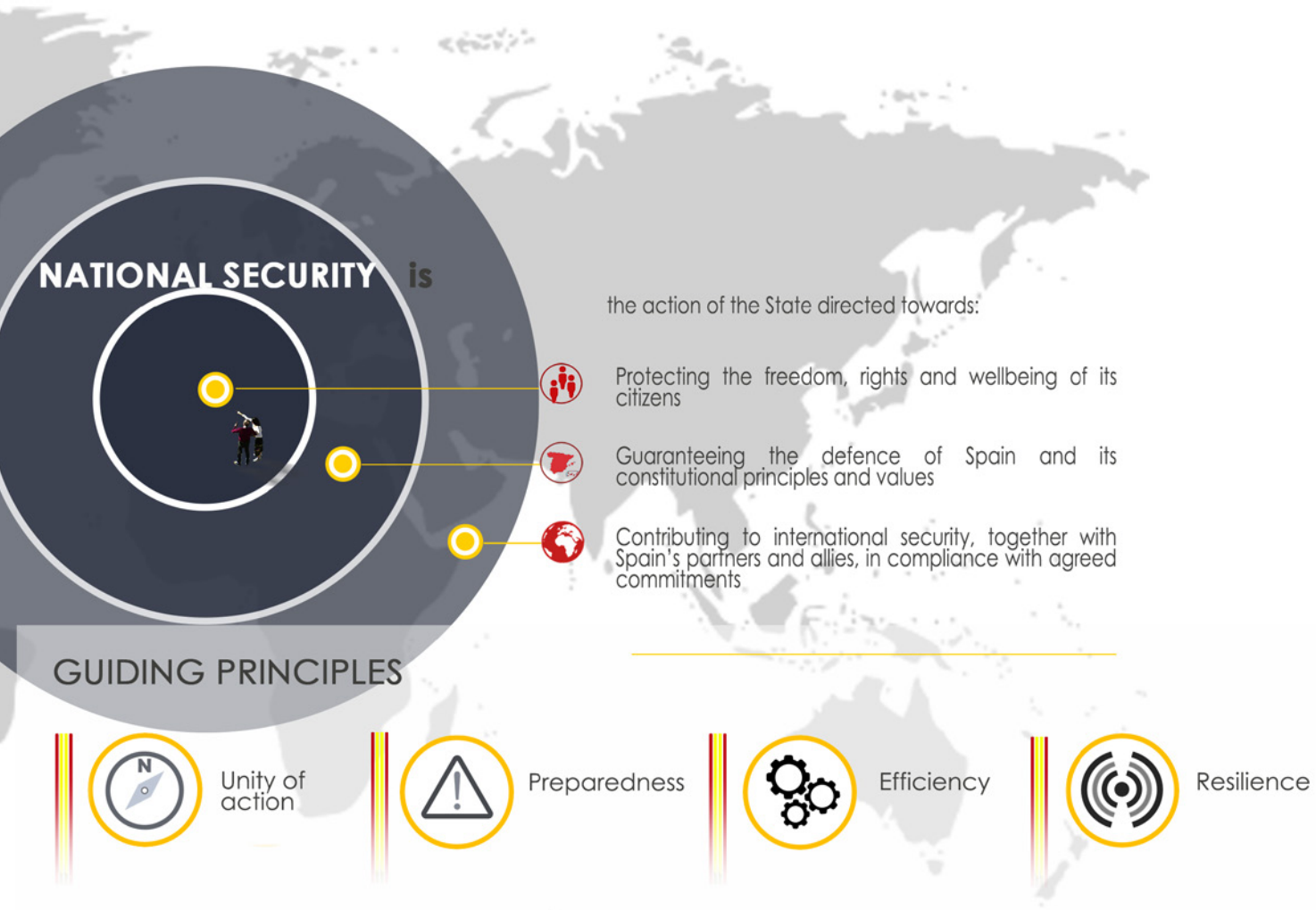
The National Security Strategy adopts a comprehensive vision of security, understood as a public service subject to State action directed towards protecting citizens' freedom, rights and wellbeing, ensuring the defence of Spain and its constitutional principles and values, and contributing to international security, together with Spain's partners and allies, in compliance with agreed commitments.

National defence, public security, and external action, supported by the State intelligence and information services, constitute key components of national security. However, many of the areas of special interest included in the Strategy, such as cybersecurity or energy security, not only require the action of these key components, but also of all levels of administration, and of society in general.

In particular, the 2013 Strategy and the National Security Act 36/2015, of 28 September, designed an institutional structure built around a new National Security System, with the President of the Government at its centre, assisted by a National Security Council.

This System is a response to the need to address the different security threats and challenges in a coordinated, timely, and comprehensive manner. Under its guidelines, strategic, second-level documents relating to key areas such as cybersecurity, maritime security, and energy security have been approved over the past few years.

Based on a broad conception of security, and a diagnosis of the international scenario, the 2013 Strategy contributed to the practical articulation of national security as a



State policy. It is, therefore, a policy with a measure of continuity, and is capable of overcoming the particular agendas of any given Government, and involving the public sector as a whole. In this regard, Act 36/2015, of 28 September, is the result of a positive effort to join forces and integrate commitments. As a result of this collective effort, Spain is today one of the most advanced countries in Europe in this matter. On this basis, the promotion of a culture of national security that favours the active involvement of Spanish society in its preservation and safeguarding must form part of this State policy.

Every strategy needs to be periodically reviewed and adapted, particularly in view of new events or developments that justify doing so. The aforementioned Act provides for the Strategy to be reviewed every 5 years or "in light of the changing circumstances of the strategic environment". The 2013 Strategy underlined that the dynamism of the environment and the national situation itself would call for constant adaptation and periodic review.

Indeed, circumstances have changed—in some cases dramatically—since 2013, both at the level of the international order and in Europe and Spain, heightening uncertainty. Some of the threats identified at that time, such as terrorism and cyberthreats, have become even more prominent. This was laid bare by the terrorist attacks in Europe, including those that took place in Spain in August 2017, the first in the country since 2004. On the other hand, cyberthreats are on the rise, both in terms of number and impact, as demonstrated by the WannaCry global cyberattack of May 2017, which directly affected national companies, services and interests.

This increase must be understood in relation to the prevalence of so-called hybrid actions. These are combined actions that may include—together with traditional military methods—cyberattacks, data manipulation operations, or elements of economic pressure, which have been particularly evident in recent electoral processes. The ultimate goal pursued is destabilization, by promoting subversive movements and polarizing public opinion.

In this context, trends such as the technological revolution, which form part of a broader process of transformation and globalization, have gained momentum. They

have taken centre stage in terms of security, especially in a world that has become more interconnected, more interdependent, but also more divided.

Spain's circumstances have also changed significantly since the approval of the 2013 Strategy, at a time when it was in the midst of a severe economic crisis with a high social cost. This crisis also had a significant impact on capacities and resources, and substantial effects on pro-independence movements, having been used as an argument to support irresponsible actions.

Spain is now emerging from the crisis with economic growth, and with a renewed interest in contributing to leadership in Europe and to international peace and security, particularly in the new panorama developing around the globe.

Consequently, to be able to provide this public service in the most effective way possible, Spain requires a new National Security Strategy, one that analyses the new security environment and the challenges and threats it presents, expanding upon some of the concepts and lines of action already defined in 2013. This document updates the objectives to be achieved, and thus redefines the State's action and resources. It is, moreover, the result of a collective assessment and has been drafted seeking greater participation from society. In preparing this document, input was sought from representatives of the Administration and civil society experts. This collaborative process was coordinated by the National Security Department of the Office of the Presidency of the Government.

In this way, Spain, as an open, responsible country, will be better prepared to face the major trends and changes of the current era that are transforming the security landscape.

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Chapter 1

A NATIONAL SECURITY STRATEGY FOR TODAY'S SPAIN

Chapter 1

A NATIONAL SECURITY STRATEGY FOR TODAY'S SPAIN

This chapter describes Spain's current profile as defined by its constitutional values, its particular geostrategic position, its global aspirations, and the challenges represented by the new security environment.

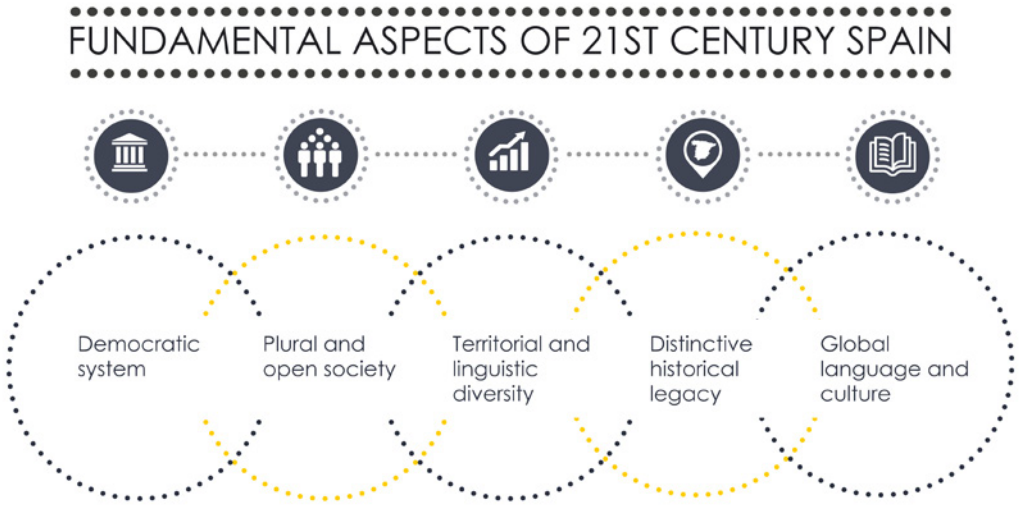
Spain approaches the end of the second decade of the 21st century as an advanced democracy, a country that is firmly committed to Europe and fully integrated into international society, where its active and constructive contribution to the main security organizations is recognized.

Spain is a social and democratic State governed by the rule of law, underpinned by a citizen-centred constitutional framework of rights and freedoms, and by institutions that espouse and defend freedom, justice, equality and political pluralism as their highest values. In Spain, any political project may be defended if the law is strictly adhered to and the rights and freedoms of all citizens are respected.

The Government is responsible for national security, but it must also involve all administrative bodies and society at large

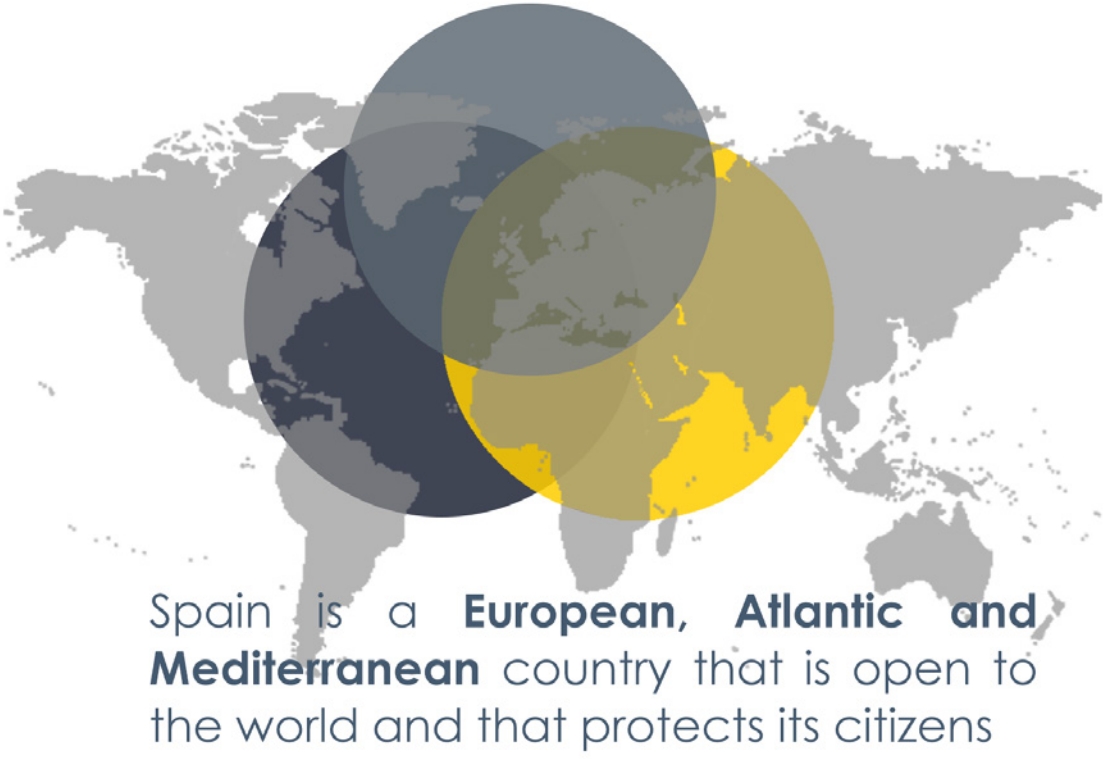
This is the cornerstone of national security as a State policy and public service whose purpose is to protect citizens´ freedom, rights and wellbeing; to guarantee the defence of Spain and the principles and values enshrined in its Constitution; and to contribute to international security in collaboration with partners and allies. While the Government is responsible for national security, it also involves all administrative bodies and society at large.

National security contributes to consolidating the fundamental aspects of 21st century Spain: its democratic system, its plural and open society, its rich territorial and linguistic diversity, its socio-economic development, and its status as a country with a distinctive historical legacy and a global language and culture. These aspects are important to understanding the objectives that Spain advocates in the international arena, as a country that is open to the world and that protects its citizens. The importance of respecting the rule of law and the value of constitutional and European consensus are fundamental criteria that Spain shares with the European Union.



Spain's identity is at once European, Mediterranean and Atlantic. Its singular geostrategic position and natural orientation towards different spaces requires it to have its own strategic and dynamic vision. Its central position in key areas—between Europe and North Africa; between the Mediterranean and the Atlantic; and with peninsular territory, archipelagos, islands and the sovereign territories in North Africa—makes Spain a bridge between countries and cultures, conferring upon it a specific security profile.

Spain is a reliable partner in the defence of human rights, international law and multilateralism



As a reflection of its global aspirations, Spain contributes to regional and international security initiatives, from which it also benefits. It is a reliable partner that champions the most worthy causes, such as human rights, international law and multilateralism.

Reflecting its European and Atlantic status, Spain is a key member of organizations such as the European Union and the North Atlantic Treaty Organization, accepting its collective security responsibilities. Additionally, under the umbrella of the United Nations, NATO, and the European Union, it participates in different overseas missions far from its borders and traditional spaces, in areas and regions as diverse as the Sahel, Eastern Europe, the Indian Ocean and Iraq, in which the Armed Forces and State Security Forces are deployed. These missions are reinforced by the ongoing efforts of Spanish diplomacy and the State intelligence and information services. Its development policy is another of Spain's lines of action, which contributes to international peace and security. These commitments in the area of security and Spain's external action represent, in turn, a great effort in terms of capabilities and investments, which is necessary to ensure a stable international environment and, with it, the security and prosperity of the Spanish people.

In this regard, Spain has developed benchmark security models that must continue to be updated with a pro-active vision, to confront global threats that require comprehensive, coordinated and cooperative responses, both on a national and international level. A case in point is Spain's comprehensive model for combating terrorism—a robust model based on the unity of political parties, the action of the State Security Forces and Intelligence and Information Services, the work of judges and prosecutors, international cooperation, and the maturity of Spanish society, offering support and permanent assistance to victims.

This same comprehensive approach must be applied to other challenges, such as irregular migration flows. This approach advocates safeguarding the human dimension, cooperating with the countries of origin and transit, addressing

the causes of migration, improving channels of legal migration, protecting migrants, combating exploitation and people smuggling, and cooperating in terms of return and readmission. On the other hand, refugees and asylum-seekers deserve particular consideration and attention.

Spain is also facing other major challenges, some that are specific to it, such as the need to bolster inclusive growth or problems of territorial cohesion, and others that are characteristic of the times, such as those relating to demographics, technology, environmental protection and biodiversity, and climate change.

Economic security is a key concern among the common challenges to be addressed. After years of enduring a harsh and pervasive economic crisis, Spain is showing clear signs of economic recovery, and currently has one of the highest growth rates in the Eurozone. The Spanish economy is now more diversified and open, with increasingly internationalized companies and leading multinationals in several sectors.

Spain has made great strides in terms of recovering the employment levels destroyed by the crisis, although the creation of quality jobs continues to be a priority in order to allow all citizens to participate in the economic recovery and to safeguard wellbeing and social cohesion. Similarly, since the approval of the National Security Strategy in 2013, significant progress has been made in terms of strengthening regulation and supervision mechanisms, and in combating tax fraud through the international exchange of tax information.

As regards energy, on the one hand, Spain has great potential as an energy hub and port of entry and distribution of resources within the European Union, given its energy mix (with supply diversified by source and origin), its geographical position, and its infrastructure. On the other hand, it is a consumer country dependent on external resources—sometimes from unstable areas—with a limited level of energy interconnection.

Another strategic element of vital importance for Spain, as a country comprising a peninsula and a number of islands, is the proper use of maritime spaces, where most of its commercial and energy trades take place. Moreover, the Straits of Gibraltar stand out as one of the main hubs for maritime traffic and as a strategic enclave of the utmost significance.

Another characteristic feature of Spain derives from its status as the country of residence for a large foreign population, and as a major global player in the tourist industry. Spain's natural environment, infrastructure, and services and transport network make it an attractive destination for millions of people every year, and a high level of security contributes to this.

In demographic terms, adverse trends, reflected particularly in the progressive ageing of the population and the low birth rate, will step up pressures on the welfare state, with repercussions for the system as a whole.

The technological revolution is key to the conception of the security of Spain as an interconnected and interdependent country, both in the current scenario and in the medium and long term. The technological revolution is set to transform societies and lifestyles. Spain's future success will therefore depend on taking advantage of opportunities for progress, and on responding adroitly to new challenges, particularly as regards work and employment.

In particular, technological development is associated with a greater exposure to new threats, particularly those associated with cyberspace. The hyperconnectivity of today's world exacerbates some of the security system's vulnerabilities and requires greater protection of networks and systems, as well as the public's privacy and digital rights. Spain must adapt to this permanent transformation by stepping up its efforts to digitalize and technify the State and society, based on an educational and training system adapted to this new reality.

Another of the global challenges of the times is climate change. This

phenomenon has clear repercussions in the sphere of national security, given the heightened frequency and severity of droughts, floods, and forest fires. It is an essential component both of Spain's vision as an international player and of the commitments assumed in the Paris Agreement signed in 2015 to reduce greenhouse gas emissions.

In this context, Spain must foster a culture of national security, supported primarily by a comprehensive educational system, which strengthens awareness of the prevailing threats and challenges, and their possible impact on the way of life and the prosperity of the Spanish people. Effective national security requires both social awareness among citizens and the participation of their representatives.

SPAIN: COUNTRY PROFILE

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Chapter 2

DYNAMICS OF TRANSFORMATION IN GLOBAL SECURITY

Chapter 2

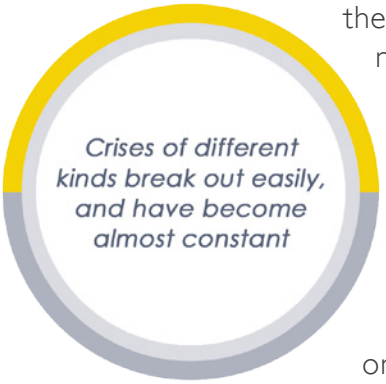
DYNAMICS OF TRANSFORMATION IN GLOBAL SECURITY

This chapter analyses the processes of transformation occurring in the global security environment since the approval of the 2013 National Security Strategy.

Since the approval of the previous National Security Strategy in 2013, the world has seen an acceleration in certain dynamics—sometimes contradictory dynamics—that are contributing to a rise in geopolitical tensions and different kinds of pressure on the multilateral system. The security environment is even more complex and volatile; therefore, it is foreseeable that this uncertainty—already cited in 2013—will become more acute in the coming years.

These dynamics, which form part of complex processes of transformation with political, social, and even cultural impact, reflect the paradox of the two sides of a globalized world: interdependent, but fragmented. On the one hand, connectivity

generates higher levels of exchange and movements of merchandise, people, goods, services, and capital, configuring a functional space different from the purely geographical one. On the other hand, such connectivity networks and infrastructure accentuate collective vulnerabilities, and can operate as staging grounds for confrontation, magnifying existing tensions. Crises of different kinds break out easily, and have become almost a constant. The distance between situations of normality and of crisis is increasingly shorter.



At the geopolitical level, within a changing multipolar world order, various global and regional powers coexist, without any one of them having exclusive hegemonic weight, although the United States of America maintains its preponderance. Competition is growing among State actors with different visions of security, and of the role of multilateral institutions. Powers like China and Russia have taken a more active role on the international scene, projecting their power beyond their regions. Both of these countries have stepped up their defence spending and modernized their military capabilities.

In addition to the diffusion of power at the State level, another phenomenon that can be observed is a major shift of power towards non-State actors, thanks to technology and growing connectivity. Individuals and groups are emerging as relevant actors, gaining influence and changing the traditional State-dominated system. Therefore, one of the notable trends in recent years is the frequency with which jihadist terrorism has struck in several regions, including Europe.

In this context, global common spaces—such as cyberspace, maritime space, and airspace and outer space—characterized by easy access and weak regulation can easily become theatres of confrontation. Cyberspace is undoubtedly an increasingly important theatre of operations, and outer space is acquiring greater strategic importance. Likewise, maritime space is key for world trade. International stability requires collective guarantees for the proper use of these spaces.

Such circumstances of greater geopolitical competition affect the established international order, and blur the limits between peace and conflict, which today take on forms other than purely military ones. The growth in so-called hybrid conflicts and actions is worth highlighting. These kinds of actions are those involving both States and non-State actors, which combine the use of military means with cyberattacks, elements of economic pressure, or influence campaigns on social media.

The necessary consensus for multilateral cooperation and strengthening of common rules is therefore more difficult to achieve, as made manifest by such major security crises as the conflict in Syria or the challenge of the proliferation of weapons of mass destruction. Globalization has accelerated interdependence, but this has not been accompanied by a strengthening of global organizations to better meet the challenges of the times. There is a trend towards the unilateralization of security, and resorting to individual actions for resolving disputes. New forums and ad hoc, regional, or sectoral groups can represent positive examples of cooperation. They can also reflect a distancing from established mechanisms for international peacekeeping and security.

In terms of economic governance, there has been a surge of protectionism within a globalized economy. The international system's plurilateral conventions, such as the Transatlantic Trade and Investment Partnership, face uncertain prospects for success. Bilateralism has come into its own in the commercial arena. Meanwhile, the advanced economies' slowdown in productivity growth, high levels of debt, and the lack of investment could contribute to a pattern of weak growth.

DYNAMICS OF
IN GLOBAL SECURITY

Growing competition among actors with different visions of security, and the role of multilateral institutions

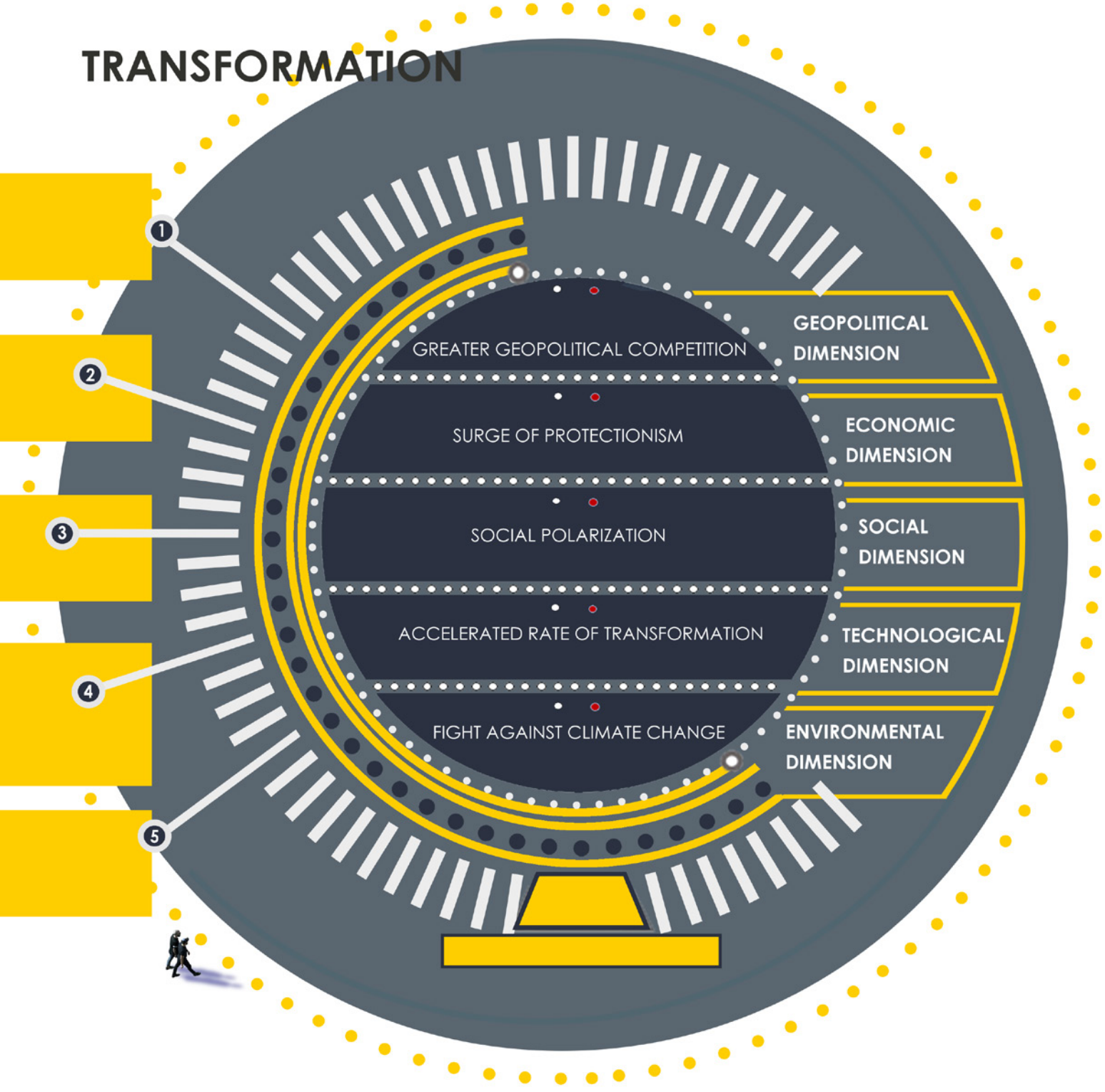
The most noteworthy economic trend is a surge of protectionism within a globalized economy

A growing influence of exclusionary movements, which could have a negative impact on social cohesion and political stability

In addition to the connectivity of the online world, which includes the internet of things, such phenomena as artificial intelligence, genetic engineering, and robotization will have major security implications

Climate change is also a key piece of the security picture, with major short- and long-term political, economic, and social repercussions

TRANSFORMATION



Linked largely to the situation of economic crises in recent years, the rise of groups with protectionist and nativist visions is one of the predominant notes of this period. This phenomenon has taken advantage of underlying factors, such as the slowdown in economic growth, inequality, and social and identity polarization, and has increased its international and strategic relevance. The influence of exclusionary movements is growing, due to the massive use of social media. Furthermore, the manipulation of information on the part of outside agents exercises influence in the post-truth era, with negative effects on social cohesion and political stability.

The confluence of this set of contradictory dynamics and different kinds of tensions increases pressure on the international system of which Spain forms a part, and upon whose proper functioning Spanish security and wellbeing depend. At the same time, such phenomena as demographic asymmetry between geographic regions, migration pressures, and climate change have acquired even more importance for security.

Therefore, Spain is committed to a rules-based international order and a more just, inclusive, and effective global governance. Spain favours preventive diplomacy, the peaceful resolution of international disputes, and dialogue—including intercultural and interfaith dialogue. Spain conceives security as incorporating human dimensions, such as respect for fundamental rights, and protection against sickness and poverty.

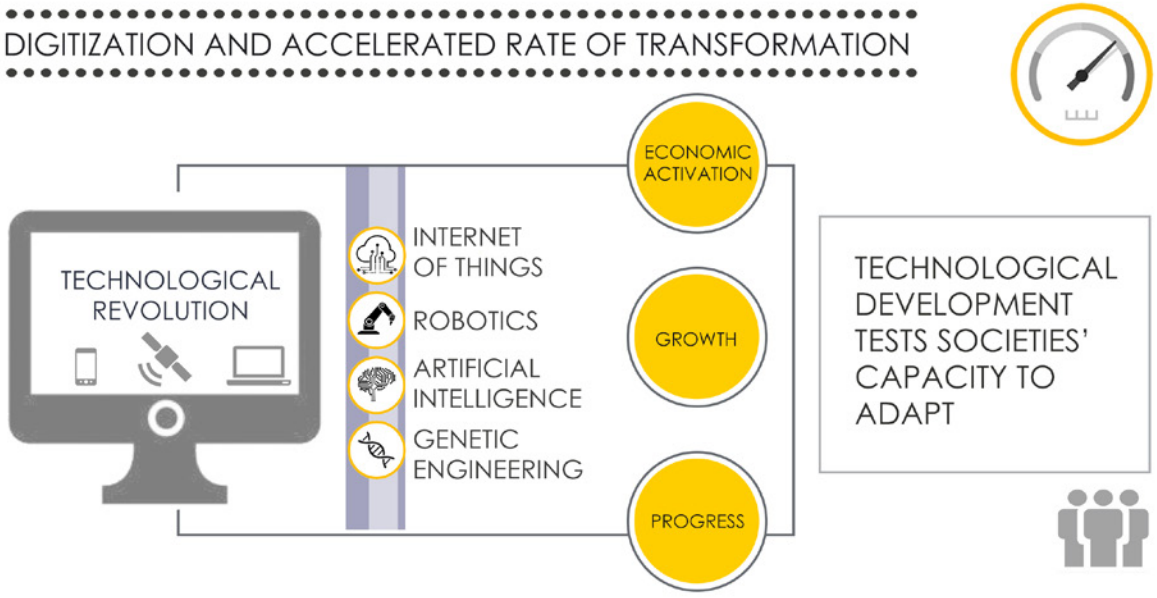
Additionally, one of the most notable dynamics, with an impact on people's everyday lives, is the accelerated rate of technology-driven transformation. The changes that the technological revolution is bringing to people's lifestyles are obvious. The development of technology is an instrument of economic activation, growth, and progress—but it also tests societies' capacity to adapt to technological changes.

To a large extent, technology has given pride of place to connectivity, to the detriment of security. Acts such as the theft, use, and dissemination of information and sensitive data, and hostile actions that include disinformation activities and interference in electoral processes represent a huge challenge today, for both governments and citizens. In addition to the connectivity of the online world, which includes the internet of things, such phenomena as artificial intelligence, genetic

engineering, and robotization will have major security implications. Therefore, efforts to design an effective system of governance for these emerging technologies will be key for national security.

Climate change is also a key piece of the security picture, with major short- and long-term political, economic, and social implications. Factors related to climate change, together with the degradation of water resources, have an undeniable security component. The conservation and improvement of biodiversity and the natural heritage also pose a major security challenge, given that the loss of natural resources could entail significant population displacements.

The international environment is therefore more unstable, characterized by fast-moving changes, strategic clashes, and the proliferation of crises. Spain and the main organizations to which it belongs face a fundamental challenge: understanding the root causes of these changes, anticipating their consequences, and managing uncertainty by creating dynamic and flexible structures.



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Chapter 3

SPAIN IN THE WORLD: A COUNTRY WITH GLOBAL ASPIRATIONS

Chapter 3

SPAIN IN THE WORLD: A COUNTRY WITH GLOBAL ASPIRATIONS

This chapter analyses, from Spain's geostrategic viewpoint, the national security challenges present in different regions of the world, identifying areas of special interest.

Interconnectivity is largely erasing borders. In a world where the proper use of global common spaces is key, Spain's national security continues to be affected by its unique geostrategic situation, crucial for defining its priorities and for planning in this area. As a country with global aspirations, Spain is affected by everything that happens in all of the geographic regions and security-related thematic areas.

Specifically, Spain's status as a European and Mediterranean country determines the importance of these regions for its security, stability, and prosperity. Today, the fragmentation of the Mediterranean makes it more complicated for Spain to address this strategic priority, within which so many potential national

security challenges are concentrated. Moreover, Spain has on its southern border a major differentiating feature: its land borders on the African continent. Its strategic relations—involving political, security, defence, and intelligence cooperation—with the neighbouring countries of France, Morocco, and Portugal are therefore especially important.

Another noteworthy feature is Spain's markedly Atlantic nature, as a maritime power and as an actor with a long history of global interests beyond its natural borders. In a global context of a shift in power towards such dynamic areas as the Asia-Pacific region, and of such growing importance as Latin America and West Africa, the Atlantic Basin is acquiring even greater relevance for Spain's present and future, in geopolitical, economic, and security terms. Spain's Atlantic coast provides a maritime connection to global markets, while also concentrating major economic and energy interests—as well as a number of security challenges. This enhances the priority of strategic ties to the United States and the countries of Latin America, as well as justifying the importance of new diplomatic and security ties to the countries of West Africa.

Beyond Spain's geostrategic field, contingencies and developments occurring on the international scene in areas very far from its borders and traditional special-interest zones can also have an impact on its national security. There is the growing interest in the Asia-Pacific region, the new epicentre of global geopolitics. Another area worth singling out is the Arctic, which has gained in strategic and security importance. The melting of the Arctic ice marked the opening of this space to new maritime routes, with new possibilities for exploration and international cooperation, and to new challenges—such as possible geopolitical tension.

Considering Spain's identity, commitments, and geostrategic situation, as well as its interests and values and the possible impact of threats and challenges to its security, the following areas are of special interest to Spanish national security: Europe, North Africa and the Middle East, Sub-Saharan Africa, Latin America, North America, and Asia-Pacific. None of these areas is self-contained, and the threats and challenges they present can easily spread beyond their borders. Therefore, it is necessary to take a comprehensive and dynamic approach to their security conditions and to the strategic developments occurring there, adapting and updating the approach regularly.

Europe

The continent of Europe comprises a vast geostrategic space, whose security has been weakened in recent years. It is also, with the EU at its heart, the cornerstone of Spain's democratic, political, and security model, and a key framework for achieving its interests, expressing its values, and projecting its influence worldwide.

Recent years have seen a rise in the risk of fragmentation within the EU, due both to the economic crisis, and to Brexit and the rise of anti-EU movements. In this context, in addition to defending its national interests, Spain is committed to playing a greater leadership role in building an effective, more integrated, and more democratically legitimate EU—an EU with a response capability, as set forth in the Global Strategy for the European Union's Foreign and Security Policy. This revamped European model can also have a transformative positive influence on EU candidate and neighbour countries, which will contribute to common stability.

In this regard, the growing demand for Europe to take on greater security responsibilities will have political and economic implications, requiring greater convergence among the European partners as they weigh the EU's shared threats and challenges. Spain, which has participated in all of the EU military operations to date, as well as in most of the civilian missions, supports moving towards a real Common Security and Defence Policy, including permanent structured

cooperation. The Spanish position also advocates strengthening the European framework for Justice and Home Affairs. The progress towards an EU with greater capabilities and effectiveness in these areas—more cohesive and with a closer relationship to NATO—benefits the security of European citizens as a whole, and of Spaniards in particular.

Brexit also means that the British colony of Gibraltar—an anachronism in today's Europe—will be leaving the EU. As friends and allies with shared interests, the United Kingdom and Spain, must broach security issues through the search for positive cooperation, especially in an area of maximum strategic relevance such as the Strait of Gibraltar.

NATO constitutes the foundation of collective defence in Europe. Spain, as reflected by its participation in the missions approved in recent years, both to the south and the east of the Euroatlantic area, wants to continue contributing to a revamped NATO adapted to the current environment, one that launches different practical initiatives for cooperation on capabilities and specialization. In this sense, Spain must take on the economic commitments agreed to as part of the necessary sharing of responsibilities and efforts among allies.

In an environment of greater tensions in Europe, where frozen conflicts continue or even revive, the instruments of the Organization for Security and Cooperation in Europe are more necessary than ever in order to prevent and manage conflicts, establish confidence-building measures and launch new collective initiatives.

Russia is an important strategic actor, and a Permanent Member of the UN Security Council, which is why its participation is essential to the search for multilateral solutions to the challenges facing international society. The illegal annexation of the Crimean Peninsula by Russia, and its actions in eastern Ukraine, have caused a deterioration in Europe's security situation. Spain is committed to a common strategic position within the framework of the EU and

NATO, and to a critical but constructive dialogue with Russia—always in the observance of international.

As to the Western Balkans and Turkey, it is necessary to maintain an approach based on the respect for the EU's accession criteria, such as rule of law, good governance, and human rights—essential parameters for any approximation to the EU.

Middle East and North Africa

This special interest area comprises a vast and diverse geographic region, extending from the African continent's northern Atlantic coast to Southeast Asia.

Instability and security crises threaten to become constants in this region in coming years. The open conflicts in Iraq, Libya, and Syria have a negative regional impact in terms of propagating threats related to terrorism, as well as the rivalry between different regional powers. In these circumstances of declining regional security, agreements such as the Joint Comprehensive Plan of Action for Iran endorsed by the UN Security Council in 2015, and the search for multilateral commitments in general are important.

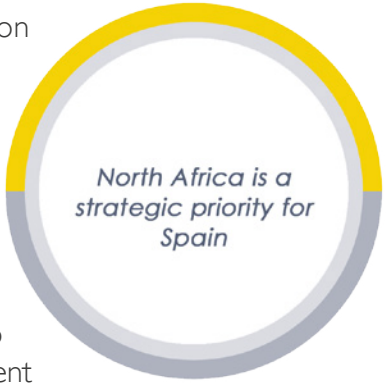
Instability and security crises threaten to become constants in the Middle East and North Africa

The Mediterranean is an area where different States and international actors are seeking to project their power, making it a linchpin of strategic movements of global interest. Examples of this are Russia's strategic rapprochement to the western coast as a way to support its fleet in the Mediterranean; China's commercial expansionism into ports as key points on its New Silk Road; the EU and NATO sea operations to address security challenges such as combating human trafficking networks; as well as the permanent deployment of US warships with ballistic missile defence capabilities.

Within this region, North Africa is a strategic priority for Spain due to its geographic proximity, political and cultural importance, and the potential for economic and trade relations. North Africa is also a priority because of its possible direct and indirect impact on national security, given the concentration of threats and challenges in the area. The region's stability and prosperity is in Spain's direct interest in order to ensure key energy flows, address irregular immigration, combat drug trafficking, and prevent jihadist terrorism. To achieve these goals and advance towards greater regional security, Spain is promoting political stability, plural societies, and inclusive governments ruled by institutions based on the rule of law and following good governance practices. Spain also supports the integration of the region's economies, and security sector reform. Likewise, Spain is cooperating with these countries in the areas of security, defence, and home affairs, through bilateral and multilateral programmes.

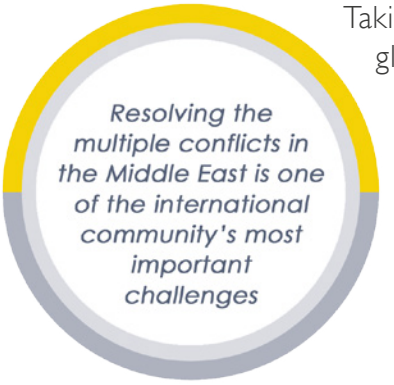
As a complement to its bilateral ties with the countries of North Africa, within the framework of the EU, Spain supports revitalizing the southern dimension of the European Neighbourhood Policy, especially as regards those countries most committed to a closer relationship with Europe, as well as initiatives against people smuggling and other means of protecting common borders. Spain also supports a higher profile for NATO in the south—an initiative that has been backed by the increase of NATO capabilities in the Mediterranean.

The case of Libya deserves a special mention, given its geographic proximity and its condition as a port of entry for a large part of irregular Sub-Saharan migration seeking a passage across the Mediterranean. The situation in Libya is very delicate, and there is a real risk that the conflict will intensify. As a key actor in the Mediterranean space, Spain will continue to contribute to international efforts to make Libya a safe place.



The Middle East is a Spanish and international focal point for a number of reasons: its persistent instability; the proliferation of conflicts with a high cost in human lives, which are also contributing to the expansion of jihadist terrorism; and the subsequent

intervention in the area by regional and global actors—often acting outside of the common multilateral frameworks for the peaceful resolution of conflicts. Taking into account the links between these internal conflicts and global terrorism, the flow of refugees, and humanitarian disasters, resolving this region's multiple conflicts is one of the international community's most important challenges, and should remain a priority in the coming years.



Sub-Saharan Africa

Africa today is a continent with growing influence, major opportunities, and vast resources, as well as considerable growth in the middle class of some countries. At the same time, it is a continent with high poverty levels, weak institutions, and social fragmentation, as well as environmental degradation, which contribute to its instability and the proliferation of fragile States.

Therefore, any approach to Africa from a security standpoint requires a comprehensive perspective emphasizing such vectors as good governance, economic sustainability, and social pluralism, linking development to security and always by supporting African efforts to address their own challenges. The circumstances of these territories require, on the one hand, working closely with local partners, establishing more solid diplomatic ties, and capacity-building through multilateral programmes, while also contributing to regional security structures. In this context, cooperative security is becoming more relevant, as are Spain's preventive diplomacy initiatives and its participation in international missions through the UN, the EU, and other bodies with mandates for peacekeeping and combating jihadist terrorism.

From a strategic and security standpoint, the Horn of Africa, the Sahel, and the Gulf of Guinea are especially noteworthy, comprising an arc that includes a number of interrelated cross-border threats and challenges, as well as economic and energy interests that are crucial for Spain.

The Gulf of Guinea is important for Spain's security, as it presents threats including armed robbery and piracy on the high seas; illegal, unreported and unregulated fishing; and the illicit trafficking of people, narcotics, and weapons. It is, furthermore, a major source of energy resources for Spain, and a focal point for investment in infrastructure as well as agricultural, and industrial interests, and fisheries.

In the Sahel, the fragility of States and the lack of governance have contributed to the proliferation of armed groups and jihadist terrorist and organized crime networks. Moreover, the effects of climate change and desertification multiply structural challenges such as the economy and governance, resulting in an increase in violent conflicts, migration flows, illicit trafficking, and violent radicalization.

The waters adjacent to the Horn of Africa concentrate a large part of the trade between Asia and Europe, as well as the traffic of oil coming from the Middle East. This is a region rife with such challenges as fragile States, and threats including terrorism and piracy. Therefore, it is essential for Spain to participate in protecting the maritime routes criss-crossing this region, and to strengthen its relations with coastal countries. A relevant example is the European Union Naval Force Operation Atalanta combating piracy in the western Indian Ocean and the Horn of Africa, in which Spain has played a leading role for years as one of the countries providing the most troops and resources.

Latin America

As an Atlantic country, Spain has been able to establish a close relationship with Latin America, both as a whole and with the different countries on the continent.

The current international situation opens up opportunities for mutual cooperation to strengthen this preferential relationship with Latin America. This is a relationship that has transcended centuries-old political, cultural, and historical ties, to become a project for the future, and a part of Spain's strategic development for the Atlantic, as a key actor connecting Latin America and the EU. In this regard, the dynamism of this region and the formalization of trade agreements between Latin America and Europe open up a new scenario with great potential. The socio-cultural dimension also places Latin America among Spain's main strategic planning priorities, including in terms of development cooperation policies.

The region itself still faces such security challenges as the crisis that has affected Venezuela in recent years, and the everyday violence caused by organized crime and illicit trafficking in several Central American countries. These conflicts pose a threat to the region's stability, and to the security of the more than one million Spanish citizens residing there. In this regard, Spain supports the peace process in Colombia, welcoming it as the beginning of a new chapter marked by the absence of inter-State armed conflicts and border tensions.

North America

The United States has historically been a key ally with a global presence, one with which Spain maintains a wide-ranging strategic relationship involving political, economic, cultural, and defence aspects. The bilateral defence agreements between the United States and Spain provide the basis for addressing such threats as jihadist terrorism, as well as hostile actions by third States. Therefore, it is essential to preserve and deepen these agreements.

In the current scenario of pressures on the international liberal order, it is important to reaffirm these transatlantic relations with the United States and Canada based on shared values, interests, and principles, as well as on the vitality of the common institutions enabling their preservation.

Spain's transatlantic relations are based on shared values, interests and principles

Asia-Pacific

The economic resurgence of the Asia-Pacific powers and their increasingly active role on the international scene make this region a focal point of growing interest. These countries' influence within the global governance system and their impact on the resolution of threats of concern to Spain is growing rapidly. This makes strengthening political dialogue with them increasingly necessary.

Asia-Pacific countries' influence within the global governance system is growing rapidly

Of particular note is the global influence of China at the diplomatic, economic, military, and technological levels, as well as in key areas for Spain, as reflected in China's growing direct investment in Africa and Latin America.

Regarding security matters, issues such as the proliferation of nuclear weapons and their means of delivery in the Democratic People's Republic of Korea (DPRK), the restrictions on freedom of navigation in the South China Sea, the development of cross-border terrorism, climate change, the deterioration of the land and marine environment, as well as the preservation of natural resources and the spread of pandemics, all go beyond the purely regional and can affect the security of Spain. To face these threats, it is important for Spain to adopt a higher profile in the development of European external policy towards the Asia-Pacific region.

Given these circumstances, Spain aims to extend progressively its networks for diplomacy, consular affairs, trade, culture, scientific and technological cooperation, and security in this region, including Southeast Asia, as well as its presence within the main regional forums. Spain is also committed to strengthening closer strategic relations with Australia, a democracy with a shared vision of international peace and security, and a country with which Spain maintains an increasingly close and mutually beneficial industrial cooperation on security and defence.

SPAIN IN THE WORLD: **A COUNTRY**

NORTH AMERICA

The United States has historically been a priority ally with a global presence

LATIN AMERICA

The dynamism of the network trade agreements opens up new prospects with great potential

EUROPE

Cornerstone of Spain's democratic, political and security model

WITH GLOBAL ASPIRATIONS

THE MIDDLE EAST AND NORTH AFRICA

Instability threatens to become a constant in coming years

SUB-SAHARAN AFRICA

From a strategic standpoint, the Horn of Africa, the Sahel and the Gulf of Guinea are especially noteworthy

ASIA-PACIFIC

Its increasingly active role makes this faraway region a focal point of growing interest

4

NSS 2017

Chapter 4

THREATS AND CHALLENGES TO NATIONAL SECURITY

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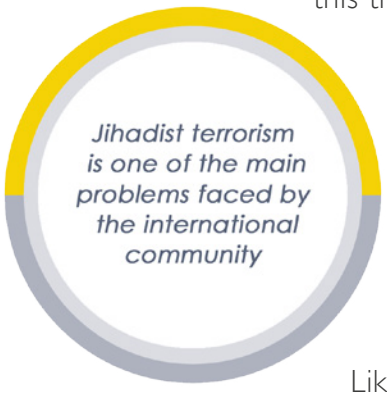
THREATS AND CHALLENGES TO NATIONAL SECURITY

This chapter identifies the principal threats and challenges to national security, and the global common spaces as areas of particular vulnerability, and highlights the importance of critical infrastructure.

National security may be compromised by very diverse elements that can be of a geopolitical, technological, economic or social nature, among others. This strategy distinguishes between threats, which compromise or may undermine national security, and challenges, which, without being threats in themselves, increase vulnerability, create situations of instability, or may foster the emergence of other threats, aggravate them or accelerate their fruition. In today's world, both threats and challenges are usually interconnected and their effects know no borders.

Jihadist terrorism is one of the main problems faced by the international community. As has happened in other European cities, with the August 2017

attacks, Spain became the focus of the terrorist scourge, and the magnitude of this threat for Spain was underlined.



Global common spaces, areas not subject to ownership and governed by the principle of freedom, such as cyberspace, maritime space and airspace and outer space, are of particular importance today. The proper use of these spaces is crucial to security. In an international context with growing tensions, global common spaces are subject to increasing competition and confrontation.

Likewise, it is important to highlight the exposure of critical infrastructure to threats, given the impact that they might have on the provision of essential services.

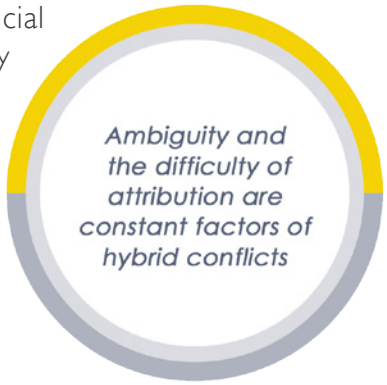
Threats

Armed conflicts

Armed conflicts remain one of the most significant threats to national security, especially in the current context of geopolitical tension, competition and fragmentation of the international order. One of the trends associated with this context is the increase in the land, air and naval military projection capacities of different States, as well as in capacities in other areas, such as cyberspace, airspace and outer space.

Traditional armed conflicts are being compounded by additional forms of aggression and influence, threats associated with the proliferation of weapons of mass destruction, and other forms of hostile acts. Sophisticated high-precision systems are combined with the functional fatality of cyberattacks, influence campaigns and acts of disinformation. Ambiguity and the difficulty of attribution are constant factors of what are known as hybrid conflicts: those that incorporate

operations combining information, subversion, economic and financial pressure and military actions. These actions, perpetrated both by State actors and by non-State actors, aim to mobilize public opinion and create political destabilization.



Moreover, the persistence of serious pockets of instability and of failed or weak States, in particular in areas near Spanish territory, provide a space for different armed groups to act. This means that Spain is more exposed to other threats such as illicit trafficking, piracy and terrorism.

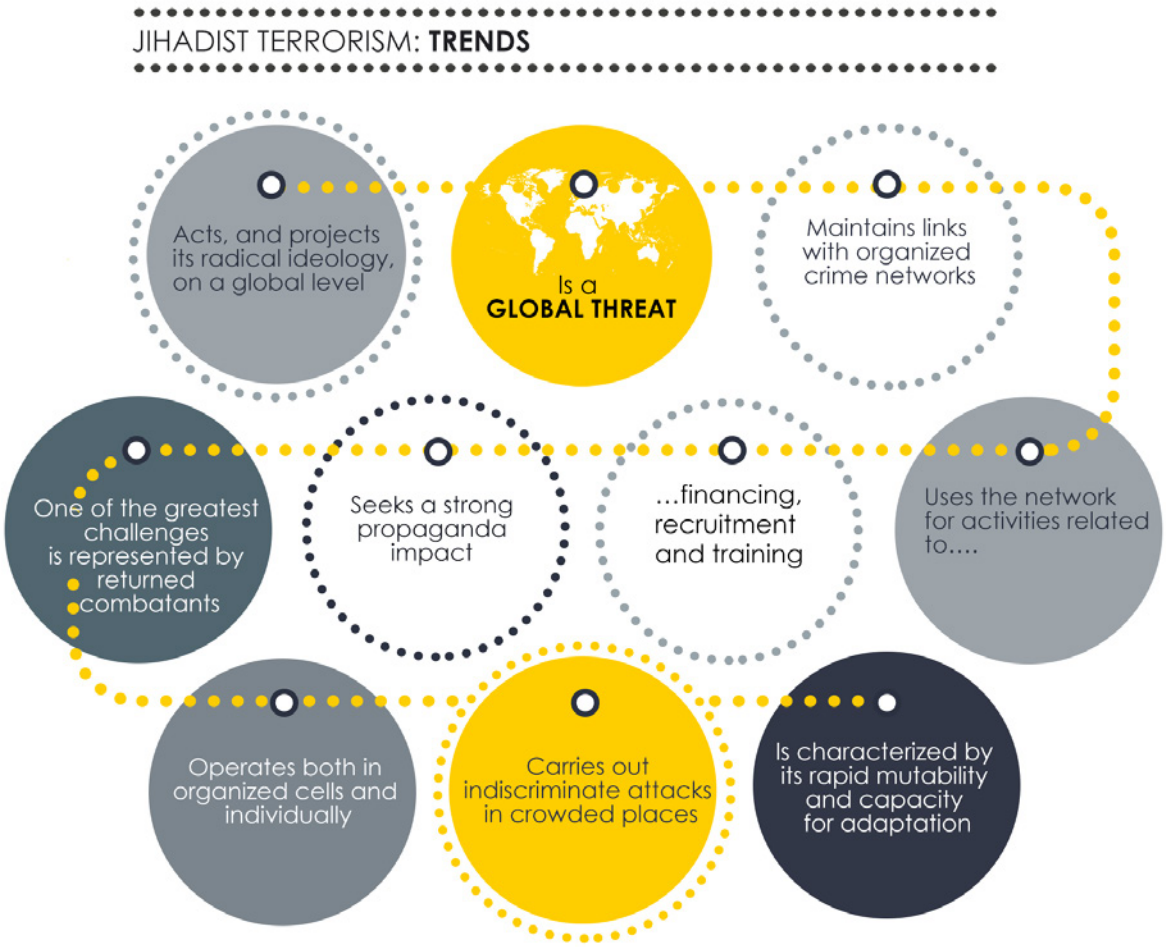
Spain must maintain its own credible and effective defensive capacity, and is committed to honouring its collective security responsibilities. This means undertaking commitments to participate in operations in the framework of international organizations of which Spain is a member, especially in those related to providing stability outside its borders.

Terrorism

Terrorism—primarily jihadist terrorism—has assumed ever greater dimensions. Jihadist terrorism acts and projects its radical ideology on a global level, including on European soil, where it has carried out heinous attacks. In the current scenario, the greatest threat is Daesh, which due to its operating capacity, resources, media profile and rapid growth has become a byword for jihadist terrorism. However, these groups are characterized by their rapid mutability and their capacity to adapt to changes and to the strategies used against them.

Indiscriminate attacks in crowded places, targeting means of transport or critical infrastructure represent a current trend in jihadist terrorism, which operates both in organized cells and on an individual level to produce the highest possible number of victims and have the strongest propaganda impact. In addition to those individuals who become radicalized in Spain and other terrorist profiles,

one of the greatest challenges faced is that of terrorist combatants who return to the West from places such as Syria and Iraq after acquiring knowledge and experience in handling weaponry, making contacts and gaining knowledge of routes and agents facilitating terrorism. The escalation of terrorism also entails other negative effects such as the risk of social tensions, political instability, or violent reactions against minorities, which sometimes take the form of terrorist acts.



Radicalization and violent extremism, and recruitment and indoctrination for terrorist purposes are threats that have also assumed a higher profile in recent years. This is not only due to the ideologies that drive them, but also because these activities constitute the first stage towards the targeted individuals' connection with terrorist groups and organizations.

Technological development has also given terrorist groups greater access to available resources, boosting their capacity in terms of financing, recruitment, training, and propaganda. In general, in a world of mass information and the widespread use of social media, there is greater risk of terrorist propaganda being disseminated and of radicalization and violent extremism taking root.

As regards home-grown terrorism, ETA is no longer a significant threat thanks to the triumph of the rule of law and to the tireless work of the State Security Forces in investigating criminal acts, defending the memory of the victims of terrorism and conveying a narrative that highlights democracy's battle against terrorism.

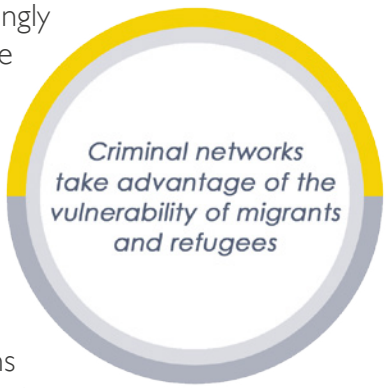
Spain is committed to combating terrorism with a response based on a comprehensive model that incorporates its experience and coordinates action with its allies, in international initiatives and particularly with the European Union.

Organized crime

Organized crime is a transnational, flexible and opaque threat. This is a phenomenon with enormous destabilizing capacity, which weakens the State and undermines good economic governance. Its most serious manifestations include criminal offences related to trafficking in human beings or to illicit trafficking of other kinds, in addition to money laundering and the use of tax havens.

In recent years, criminal networks have taken advantage of the migrant and refugee crisis, and their extreme vulnerability, to open human trafficking routes to Europe.

Moreover, at the international level, organized crime is increasingly linked to terrorism, which heightens its effects and negative consequences.



Organized crime is thus a catalyst for other threats to security and its functional horizons have been expanded by the use of technology, which is increasingly being used to carry out criminal activities.

Spain is exposed to organized crime and its diverse manifestations due, largely, to its geostrategic position as a point of access to the European Union by criminal networks from Africa and America. It is therefore a priority for the State's action.

Proliferation of Weapons of Mass Destruction

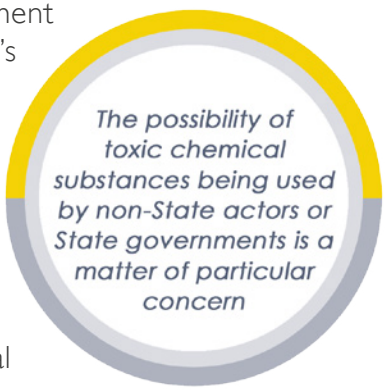
The proliferation of weapons of mass destruction (nuclear, chemical, radiological and biological) and their means of delivery (mainly missiles) constitutes a serious threat to international peace and security, and directly affects national security.

The incalculable global repercussions of an inter-State conflict involving weapons of mass destruction are compounded by the growing threat of the diversion of State-based proliferation, whether deliberately or not, to non-State actors, in particular to terrorist groups.

In this context, one of the major challenges is the control of dual-use materials, to prevent products and technology that have both civilian and military uses from being employed for illicit purposes.

The Treaty on the Non-Proliferation of Nuclear Weapons and the International Atomic Energy Agency's safeguards system have contributed to curbing—and in some cases to reversing—the propagation of military nuclear capacity, but

they have not been able to prevent it completely. The development of a nuclear and ballistic programme by the Democratic People's Republic of Korea is undermining the nuclear non-proliferation regime and constitutes a growing threat for international peace and security.



The security scenarios involving proliferation have changed with the profusion and global availability of radioactive materials, which are used for medical, industrial, agricultural and environmental purposes, and may be used to perpetrate criminal acts with a major impact.

The possibility of toxic chemical substances being used by non-State actors or State governments is a matter of particular concern. In addition to the fact that the use of chemical weapons against civilians in conflicts constitutes a violation of international humanitarian law, there is also the risk of terrorist groups being able to use chemical weapons outside the conflict zone to perpetrate terrorist acts. Another significant threat is the possible use of biological agents by non-State actors, in particular by terrorist organizations.

Espionage

Espionage is a significant threat to security, and it has swiftly adapted to the possibilities offered by modern technology. In this regard, cyberspace now plays a more prominent role in espionage, and it is employed by States, groups and individuals using highly sophisticated software that enables access to huge volumes of information and sensitive data.

Industrial espionage, which aims to access technological and strategic knowledge to gain an advantage over competitors, constitutes a major challenge. It is a challenge regularly faced by companies, and which can harm the economic system and affect citizens' wellbeing. The best possible approach to counter this

phenomenon is the collaboration between the public and the private sectors.

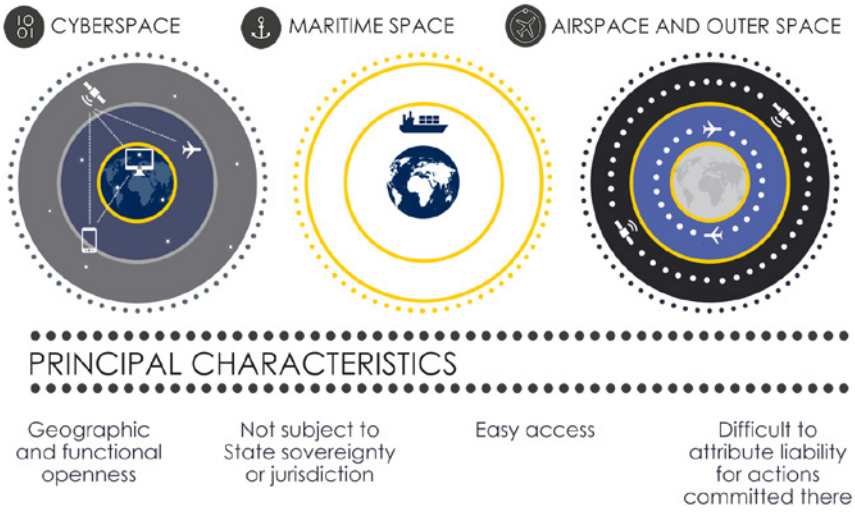
In recent years, there has been an increase in attacks against national interests by foreign intelligence services. These acts of aggression are committed by traditional means and, increasingly, using cyberspace intelligence. To respond effectively to this phenomenon it is necessary to improve technological capacities and intelligence.

Threats and challenges occurring in global common spaces

Cyberspace, maritime space, airspace and outer space are global common spaces. They connect the world and enable the free circulation of people, goods, information, services and ideas. These spaces are open to all States and individuals—no one can be prevented from using them. They have no physical borders, and in general are not subject to State sovereignty or jurisdiction. Regulation of these spaces is weak and it is difficult to attribute liability for offences committed them.

Therefore, global common spaces constitute an ideal playing field for the development of threats to national security. The regulation and proper management of these spaces has a collective dimension, for which international cooperation and mutual assistance are key.

Moreover, in addition to any disruption occurring in global common spaces it is important to consider the likeliness that any functional and informational disconnection would lead to the wide propagation of a sense of uncertainty. This scenario makes it advisable to develop crisis management mechanisms with a wide-reaching vision and based on resilient structures.



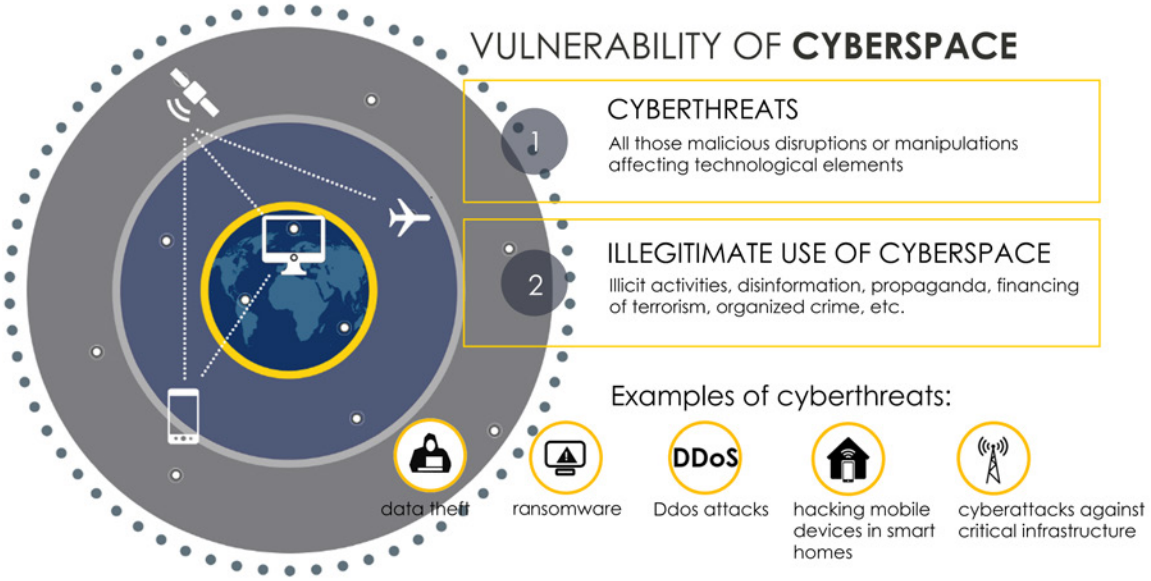
Vulnerability of cyberspace

Threats in digital space take on a global dimension that transcends technology. Cyberspace is an arena with particular features, defined by a technological component, easy access, anonymity, high levels of connectivity, and dynamism. In recent times, negative actions involving cybersecurity have increased significantly in terms of number, scope and sophistication. Such actions are becoming increasingly relevant for Spain, which is a highly interconnected country and a European leader in the implementation of digital networks.

From a technological point of view, the digital transformation of Spain's public administration is noteworthy. This heightens dependence on information technologies and expands the possible surface of attack and, consequently, the possible benefits for attackers. It is an environment where personal data protection rights are essential to online relations between citizens and the public administration.

In terms of cyberthreats, there is growing activity by States— which seek to expand their geopolitical interests through offensive and subversive actions—and by terrorist organizations, organized crime groups, and individual actors. These groups take advantage of the anonymity offered by cyberspace to achieve their goals at a minimum cost and taking fewer risks, given the difficulty of attribution. Data and information theft, ransomware and DDoS attacks, the hacking of mobile devices and industrial systems, and cyberattacks against critical infrastructure are all examples of cyberthreats.

The use of cyberspace as a means to perpetrate illicit activities, disinformation, propaganda, the financing of terrorism, and organized crime activities, among others, has an impact on national security, heightening complexity and uncertainty, and jeopardizes citizens' privacy.



Vulnerability of maritime space

Maritime space, which is of great importance to Spain as a maritime power, has great strategic value. Among other aspects, maritime routes are crucial for trading and transportation. Moreover, energy supply is largely dependent on it, and a considerable part of digital information exchange in Spain takes place via undersea cables.

Factors threatening maritime security can be generally categorized into two groups: firstly, those threats that derive from deliberate criminal acts, and, secondly, accidental acts due to the natural conditions of the maritime environment. The first group includes acts such as piracy, terrorism, illicit trafficking, acts against the conservation of underwater cultural heritage, irregular migration networks using maritime routes, and the uncontrolled exploitation of marine resources, e.g. through fishing. Piracy and organized crime at sea in the Horn of Africa and in the waters of the Gulf of Guinea, as well as the increase in irregular migration

flows using maritime routes, with tragic humanitarian consequences, reaffirm the essential strategic importance of the maritime space—a priority for Spain—and reinforce the need to protect it.

The delimitation of marine spaces between States is a frequent matter of dispute that can generate crisis or conflict situations, due to the geopolitical importance of access to and control of such spaces. This is the case of the ongoing dispute in the South China Sea.

Moreover, technological advances make it possible to extract marine resources in ever deeper and more remote areas. This situation may lead to the emergence of tensions due to competition between countries wanting to increase their access to maritime space.

The second group of threats includes maritime accidents and natural disasters. Due to Spain's geographic position, its areas of sovereignty and jurisdiction are a crossroads for some of the routes with the most traffic, such as the Strait of Gibraltar. Spain is also responsible for search and rescue in a wide area, where the safety of human lives at sea and of maritime traffic require constant attention. Aside from dealing with maritime accidents and disasters, the preservation of marine, coastal and land ecosystems is also an especially important activity.

Vulnerability of airspace and outer space

Certain infrastructure, such as that related to energy, financial information flows, or the normal operation of certain services that are essential for society, are dependent on the adequate use of outer space and cyberspace.

Airspace can be a scenario for violations of security and the international order by State and non-State actors. Actions against commercial aviation and navigation control systems, and all kinds of illicit trafficking using air routes, are examples of how the worldwide order could be disrupted.

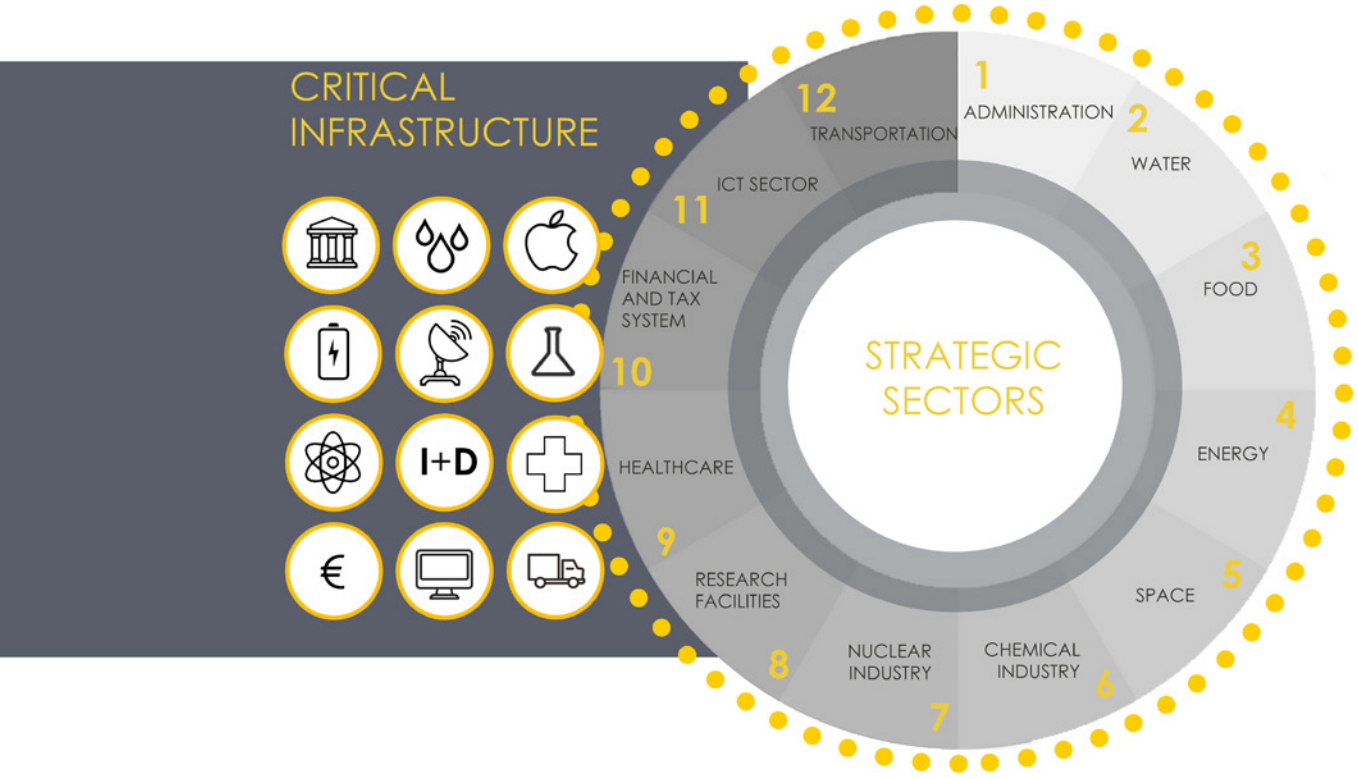
The possible use of remote-controlled aircraft (drones) for aggressive or illicit actions by States or non-State organizations constitutes another current example justifying the protection of airspace.

Furthermore, far-reaching high-tech weapons, highly sophisticated reconnaissance and surveillance equipment, navigation systems, and a considerable part of digital information exchange all depend on satellite communications. In this regard, the easier access to satellite technology offered by the decrease in costs has opened up great opportunities in areas such as space exploration, but at the same time involves significant risks, such as the increase in space debris.

Competition among States for access to, and use and control of outer space will continue to rise, given its great strategic and commercial value. The deployment of anti-satellite technologies designed to disable or destroy satellites could increase global tension.

Threats to critical infrastructure

Critical infrastructure is strategic infrastructure that is indispensable and to which there is no alternative. Strategic infrastructure includes the installations, networks, systems, physical and information equipment and communication technology on which the delivery of essential services depends. Essential services are necessary for the maintenance of basic social services, such as healthcare, security, and citizens' social and economic wellbeing, and for the effective operation of the public sector.



Any interruption of the services provided by this infrastructure in strategic sectors (public administration, space, nuclear industry, chemical industry, research facilities, water, energy, healthcare, information and communication technologies, transportation, food, and the financial and tax system) could have serious consequences for the flow of vital supplies or for the operation of essential services, in addition to creating grave security disruptions or malfunctions.

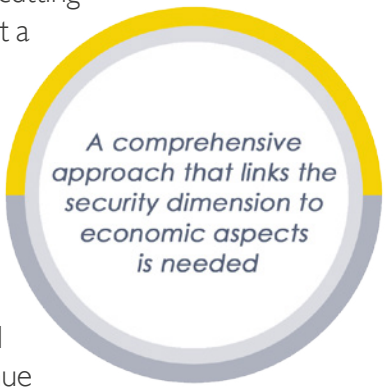
The most serious threats that could affect such infrastructure are those stemming from deliberate acts, whether by means of a physical attack against the infrastructure itself, or by means of a cyberattack, which is nowadays more likely due to technological development.

Given that most of these essential services are provided by private operators, it is crucial to continue to promote public-private collaboration in this regard, to the benefit of society as a whole.

Challenges

Economic and financial instability

The factors that may destabilize the economic and financial system are very diverse in nature, are not exclusively economic, and they normally have cross-cutting impact, which can be felt in a number of areas. Hence the need to adopt a comprehensive approach that does not only address strictly economic and financial aspects, but also the security dimension.



These factors include any actions hindering the normal operation of economic and financial policies and preventing their effectiveness, as well as those undermining the continuity of economic activity. The latter would include actions such as fraud, corruption, tax havens, money laundering and the interruption of trade systems and infrastructure underpinning trade flows. It is important to continue

combating phenomena such as illicit trafficking, which endanger economic stability, the financing of public services, social rights and citizens' wellbeing.

Moreover, obstacles to the internationalization of Spain's economy or that jeopardize the security of Spanish companies or workers abroad are challenges that must be addressed in order to guarantee competitiveness.

Other challenges that need to be mitigated are any actions undermining the effectiveness of the economic instruments at the service of defending national security interests and commitments. Therefore, it is especially important to guarantee the security of those sectors, companies, services, technologies or information systems that are of special interest for national security.

Energy vulnerability

Energy is a cornerstone of prosperity, of the wellbeing of society, and of the sovereignty and continuity of the State itself.

Energy supply is key for a country like Spain, whose supply depends to a great extent on areas such as North Africa and the Gulf of Guinea. The increase in geopolitical instability in the main producing areas directly jeopardizes the supply of products and may lead to a hike in oil and gas prices.

Moreover, the security of installations is an important factor for energy security. Investing in energy infrastructure, and in its maintenance and modernization, is crucial in this regard.

Furthermore, Spain's low level of gas and electricity interconnection with the rest of Europe increases its vulnerability to supply interruptions.

Spain's geographic configuration also constitutes a challenge in terms of energy

connectivity with its extra-peninsular territories such as the Canary Islands archipelago.

Therefore, it is crucial to guarantee energy supply and provision, in an environmentally and economically sustainable manner, in a context of energy transition towards a more secure and efficient model.

Irregular migration flows

Europe and the entire world are undergoing one of the greatest migration crises on record since World War II. This human tragedy combines immediate causes such as a rise in conflicts and regional instability, which has led to an exponential increase in the number of people affected, together with underlying trends such as migration driven by economic reasons or related to environmental factors. Forced displacements will probably remain a constant in the coming years, often without immediate and lasting solutions, and could affect the stability and political and social cohesion of the host countries.

Spain, given its geostrategic position, is especially exposed to this challenge. After several years of decline in the number of irregular immigrants arriving in its national territory—due, to a great extent, to the economic recession—numbers are on the rise again. This challenge will therefore continue to be a permanent focus of attention and management, together with efforts to protect the human rights of those who are in the most vulnerable situations.

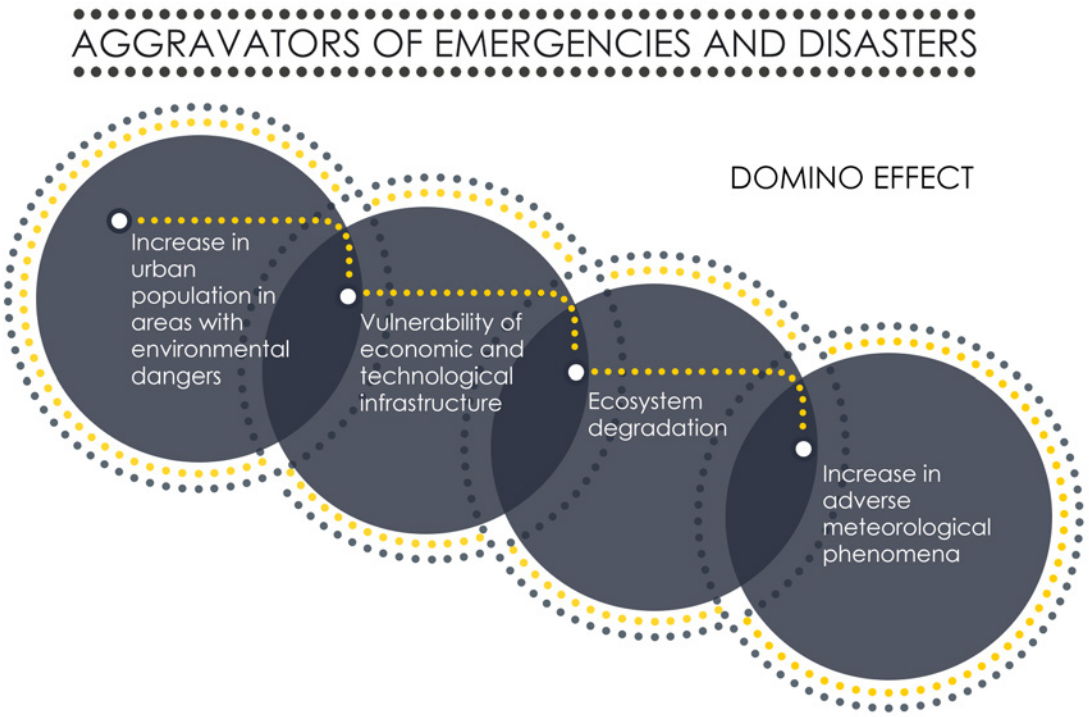
The integration of immigrants into Spanish society and culture contributes to Spain's prosperity and diversity, always with full respect for people's values, lifestyles and freedom.

Emergencies and disasters

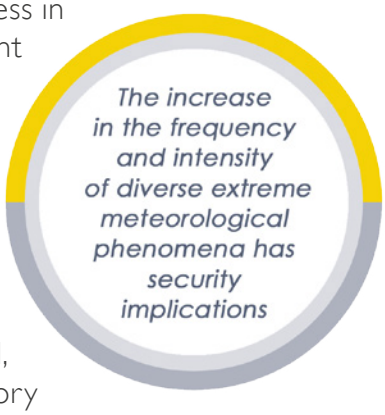
Emergencies and disasters continue to be among the modern world's main challenges. Their impact not only affects people's lives and health, but also their assets, the environment, and economic development.

Four factors are aggravating these challenges. The first of these is demographic. It stems from the increase in urban population in areas with environmental or anthropogenic dangers. The second factor is linked to the vulnerability of economic and technological infrastructure. This allows risks to propagate more swiftly and have a domino effect, as in the case of the earthquake in Japan in 2011. The third factor is ecosystem degradation, which weakens natural defences. Lastly, it is important to consider how climate change is having an impact on the magnitude and frequency of certain adverse phenomena (such as heat waves, droughts, forest fires and erosion).

Spain has a wealth of experience to address this challenge as well as a significant allocation of resources, commensurate with the new and continuing threats faced. However, given the possibility of an increase in certain emergencies and disasters,



it is necessary to continue strengthening the country's preparedness in order to facilitate the prevention and speedy recovery in the event of a disaster.



Epidemics and pandemics

In recent decades, there has been an increase in the number of emerging diseases identified, and in the risk situations associated with them. . At least six global health alerts have been identified, all of them with significant national impact: severe acute respiratory syndrome, the A/H5N1 virus influenza, the A/H1N1 virus influenza pandemic, the new international spread of wild poliovirus, the Ebola virus disease in West Africa, and the Zika virus infection.

This increase in risk situations associated with infectious diseases is the result of rapid global change that is altering human beings' relationship with their environment in several areas: population (size and fragility), use and occupation of land, mobility and population displacements, conflicts, freight transportation, and climate change.

Spain—a country receiving hosting more than 75 million tourists each year, with ports and airports among those with the most traffic in the world, with a climate increasingly favouring the spread of disease vectors, with an ageing population and a polarized geopolitical situation—is not immune to threats and challenges associated with infectious diseases, whether natural or deliberate.

Reducing the population's vulnerability to infectious risks when feasible (e.g. through vaccination), the probability of introducing infectious risks (e.g. through border control and freight inspection) and the probability of the internal spread of diseases (e.g. through good prevention and health promotion programmes, or good sanitation systems) is fundamental in order to minimize risks and their possible impact on the population.

However, these risks cannot be completely eliminated. In addition to reducing the population's vulnerability, it is also necessary to develop preparedness and response plans for health threats and challenges, both generic and specific, with a multi-sector approach to ensure proper coordination of all the administrations involved, both nationally and internationally.

Effects stemming from climate change

In recent years, the effects of climate change have become so significant that they warrant an analysis from a security perspective.

On a global level, there is a growing link between the effects of climate change and competition for access to resources, especially water, forced migration movements, and the appearance of vectors that help spread diseases. These factors have an especially intense impact in regions such as Africa and the Asia-Pacific area, and at times constitute the structural causes of armed conflicts.

The most noteworthy consequences of global warming are an increase in the frequency and intensity of diverse extreme meteorological phenomena, rising sea levels, ocean acidification, desertification, soil degradation, decreasing water resources, and food insecurity.

The Mediterranean region is identified as one of Europe's most vulnerable regions vis-à-vis climate change. In Spain, the scarcity of water resources and the increase in the frequency and severity of droughts, floods and forest fires are noteworthy.

Reducing greenhouse gas emissions, combating the loss of biodiversity, revising energy supply systems and use, joint management of shared assets such as water and fishing resources, as well as a global compact between industrialized countries and emerging countries, are all essential requirements to address the consequences of climate change. Hence the importance

of fulfilling and strengthening the commitments undertaken in multilateral organizations and positive agreements such as the Paris Agreement. Thus, on a national level, the integration of efforts towards an efficient and sustainable model, which will be set forth in the future Act on Climate Change and Energy Transition, must be guided by a comprehensive vision that incorporates all those dimensions that have an impact on security.

In addition, the deterioration of environmental quality, through the pollution of air, water and soil, the loss of biodiversity, and the degradation of natural habitats are affecting people's quality of life and may lead to significant migration movements by those seeking greater environmental security.

MAP KEY

- THREATS
- TREATS AND CHALLENGES IN GLOBAL COMMON SPACES
- THREATS TO CRITICAL INFRASTRUCTURE
- CHALLENGES

THREATS AND CHALLENGES FOR NATIONAL SECURITY

5

NSS 2017

Chapter 5

NATIONAL SECURITY: GENERAL OBJECTIVES AND LINES OF ACTION

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NATIONAL SECURITY: GENERAL OBJECTIVES AND LINES OF ACTION

This chapter sets forth five general objectives guiding the State's action, and identifies 15 areas, each of which is assigned a specific objective and lines of action.

In a complex and uncertain security environment such as today's, in which threats and challenges are interconnected, it is necessary to adopt a comprehensive, non-compartmentalized, security approach.

Consequently, the Strategy defines general objectives common to all areas of national security, strengthening the necessary synergies among all of its components and elements. These objectives respond to the National Security Policy guiding principles: unity of action, preparedness, efficiency and resilience.

In addition, given that threats and challenges may affect different fields and areas with different intensity, 15 national security areas of action have been established. Some of them have always been national security areas, such as national defence and counterterrorism, whereas others respond to the new security scenario, such as cybersecurity, combating climate change, and security in the event of epidemics and pandemics. Each of these areas has a specific objective and lines of action.

These objectives and lines of action organize, position and prioritize State action in the field of national security, together with the appropriate allocation of resources, capacities and efforts, always under the rationale of their optimization and efficient use.

General objectives

General objectives respond to the National Security Policy guiding principles. They are common to all the areas of this Policy and reflect the need for Spain to position itself adequately in order to deal with the security implications of the new international context.

Five general objectives have been established:

- Develop the comprehensive crisis management model.
- Promote a culture of national security.
- Foster the proper use of global common spaces.
- Emphasize the security dimension in technological development.
- Strengthen Spain's international profile.

Develop the comprehensive crisis management model

Most of today's crises affect very different areas of national security. Their evolution and impact are unpredictable, and they may require measures that have not yet been tested as well as reinforced coordination. Moreover, there has been an increase in the intensity of hybrid actions.

It is, therefore, a priority to further develop and adapt the comprehensive crisis management model within the framework of the National Security System in order to provide effective and timely responses to today's threats and challenges. Specifically, addressing terrorist and hybrid threats requires constant efforts involving analysis, information exchange and the sharing of best practices. Given that these threats are not limited by national borders, coordination at the level of the EU and NATO is important.

Crisis management comprises several phases on a timeline ranging from early warning to response. It is important to foster a preventive and anticipatory approach, in which it is particularly crucial to monitor permanently the ever-changing security environment, to have intelligence and information systems, to develop risk analysis methodologies and instruments contributing to protection against disinformation, and to conduct crisis management training and exercises.

Moreover, the response phase to crisis situations must include appropriate participation mechanisms for all levels of public administration and the private sector. More closely related to the areas of special interest for national

security, this response must involve strategic companies, critical infrastructure operators, research and prospective research centres, and civil society as a whole.

In the current scenario of constant crises, fostering the resilience of society and of the public administrations is of paramount importance. It involves strengthening recovery capacity in the face of possible crises, preserving the necessary stability to ensure the continuity of Government actions aimed at protecting citizens and providing essential services, in order to return to normality as quickly as possible, minimizing any negative consequences for citizens' security and wellbeing.

Strategic communication is one of the critical dimensions in this type of situation, in order to convey accurate, appropriate and timely information to society.

Promote a culture of national security

Spain has high security standards because of the State's absolute and resolute commitment to this policy, which is mainly directed towards its citizens. However, exposure to ever-changing threats and challenges is inevitable; there is no such thing as zero risk, and security efforts must continue.

It is a priority to bring National Security Policy closer to society in general, because nowadays no one is a passive subject of security. A society that is aware of security threats and challenges is a society that is better prepared and more capable of overcoming any crises it may have to face. An aware society is, therefore, a more secure, robust and resilient society. This means that

citizen participation is one of the pillars of action underpinning the true effectiveness of this public policy.

The Government will promote channels to facilitate society's awareness of the efforts of the actors and organizations involved on a day-to-day basis in safeguarding national security, in areas such as national defence, counterterrorism, cybersecurity, and public safety. It will also foster knowledge of current threats and challenges, and awareness of collective responsibility regarding the preservation of security.

Foster the proper use of global common spaces

The global interconnected fabric of cyberspace, maritime space, airspace and outer space constitutes a set of functional networks whose security is key to the international order.

Any action contravening the proper use of these spaces is critical, given the difficulty in conducting surveillance, monitoring and responding to any illicit act, and the significant impact that different forms of functional and informational disconnection may have.

Proper management in such multipurpose spaces requires coordinated processes and flexible structures that take into consideration the interests and responsibilities of international organizations, States, and non-State actors. Furthermore, given that global common spaces can nowadays operate as scenarios for confrontation, Spain needs to adapt the national strategic framework to this reality.

Emphasize the security dimension in technological development

Today's society is largely dependent on technology. Technological development and automation are transforming entire production and management systems.

Cyberspace and easy access to technology have reduced the cost of information and broadened access to it, but have also increased its vulnerability.

This is why it is crucial to have secure technology. Regulation, quality control, training and secure development are among the necessary measures. It is important to foster the incorporation of security aspects in technological development and innovation from the outset, and to mitigate any existing vulnerabilities and ensure that systems are protected, well configured and well managed. Another aspect which is becoming increasingly important is the governance of emerging technologies, whether in relation to the data revolution—given the huge volumes of data being generated and which may be exploited—or to artificial intelligence, robotization and computerization, and biogenetics.

Where possible, the State must preserve certain technological capacities that are strategic for security. The development of a State's own technological industries is, therefore, an area of national sovereignty that aims to avoid dependency on third countries.

Strengthen Spain's international profile

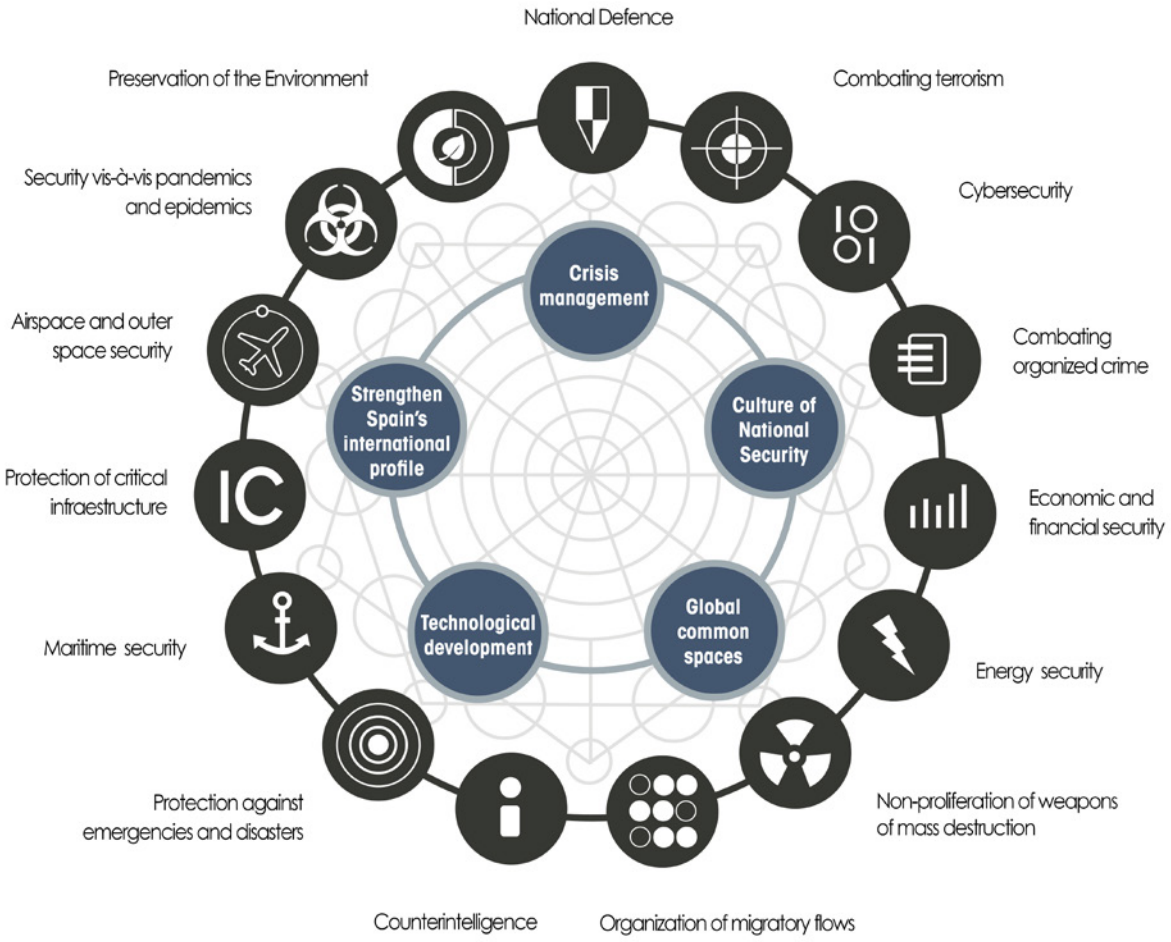
Protecting Spain's interests abroad is key to national security. In the international sphere, Spain is an important partner that contributes to international peace and security through the strengthening and stability of the organizations of which it is a member, while at the same time safeguarding and prioritizing its interests with a voice of its own. This responsibility requires a profound strategic reflection on positioning within each of these organizations, and the commitment and proactive participation in the defence of national interests and of the security and prosperity of Spain and of Spanish society, as well as to foster greater international cooperation. This involves coordinated work among the competent ministries to identify relevant interests and actions, and an effort towards integration with the private sector.

In the European context, Spain is committed to an EU that reaffirms its foundational values and that wants to work towards greater integration, as required by today's challenges, in particular in the sphere of security, to the benefit of its citizens. Spain is also committed to a NATO adapted to common threats and challenges, with responsibilities shared among allies, and to a secure and democratic European space, based on the rule of law.

Moreover, Spain will continue to protect the interests of its citizens and companies beyond its borders, through the State Foreign Service, thus promoting increased exports and investments by Spanish companies abroad.

Objectives and strategic lines of action for areas of National Security

In addition to the general national security objectives, it is important to detail the objectives of each area. Strategic lines of action contribute to the realization of the priorities established for each area and to the evaluation of progress in terms of implementation.



GENERAL OBJECTIVES AND AREAS OF **NATIONAL SECURITY**

NATIONAL DEFENCE

OBJECTIVE

Ensure the defence of Spain's sovereignty and integrity and the protection of its population and territory against any conflict or threat originating externally, either autonomously or in collaboration with partners and allies. In addition, contribute to the creation of a more stable and secure international environment by projecting stability and strengthening cooperation with partners, in particular in Spain's areas of special interest.

LINES OF ACTION

- Improve the capacity for autonomous defence, in oder to effectively deter any external threat.
- Provide the Armed Forces with the capacities required in the current security environment, and make decisive progress on convergence with the defence objectives established by NATO and recommended by the European Parliament, as part of the necessary distribution among allies of the responsibilities, economic contributions and resources required at all levels. Ensure the sustainability of effective long-term defence.
- Promote an industrial defence strategy, that fosters autonomy in the acquisition of strategic capabilities and bolster the global competitiveness of the Spanish industry.
- Strengthen Spain's position in the international security system, providing positive leadership in collective security organizations and international coalitions of which Spain is a member, as well as in bilateral relations.
- Assume an active leading role in the relaunch of the EU's Common Security and Defence Policy and remain a committed NATO ally. In addition, participate in new forms of cooperation and specialization. At the bilateral level, extend and further develop the collaborative framework with the United States.
- Contribute to the establishment of a regional environment of peace and security, prevent conflicts and contain emerging threats by projecting stability and participating in cooperative security activities, particularly in Spain's areas of special interest.
- Bolster defence diplomacy, especially with neighbouring countries and countries with which Spain shares interests and values—particularly those on the southern Mediterranean coast and in Latin America.

COMBATING TERRORISM

OBJECTIVE

Neutralize the terrorist threat to Spanish citizens and interests at home and abroad, reduce the vulnerability of society, and address processes of violent radicalization.

LINES OF ACTION

Prevention

- Promote the development and full implementation of the National Strategic Plan to Combat Violent Radicalization (PEN-LCRV) throughout Spanish territory.
- Strengthen the mechanisms established to combat the financing of terrorism.
- Bolster Spain's contribution to the fight against terrorism at the international level in the organizations of which it is a member—especially the UN, the EU and NATO—and within the initiatives to which it contributes.
- Reinforce testimony from victims of terrorism as the best way of countering the terrorist narrative.
- Promote intercultural and interfaith dialogue.

Protection

- Reinforce national counter-terrorism capacities, and cooperation and coordination of counter-terrorism efforts among the different bodies involved at the national level.
- Cooperate with Spain's partner countries that are most affected by terrorism, working particularly closely with the EU. Adopt measures to improve border controls.

Tracking

- Improve investigation and intelligence capacities, ensure the technological development of intelligence and information services in order to address the intensive use of new technology by terrorist groups, and prevent access to the capabilities and materials required to perpetrate attacks.
- Strengthen legal instruments in the fight against terrorism, both at home and abroad, especially with the support provided by the creation of an International Criminal Court for terrorists.

Response preparation

- Bolster the adoption of the measures and plans required to ensure synergy and coordination of all of the responsible bodies, in the event of a terrorist attack.
- Minimize consequences and provide immediate and ongoing support to victims of terrorism.
- Consolidate the unity of the political parties as regards the fight against terrorism, by supporting the Agreement to strengthen unity in the defence of freedoms and in the fight against terrorism.

COMBATING ORGANIZED CRIME

OBJECTIVE

Neutralize threats linked to organized crime, through strategies aimed at dismantling existing groups, preventing the establishment of new groups and preventing their interaction with terrorist organizations.

LINES OF ACTION

Maintain open channels for continuous training on the methods and resources used by criminal organizations, through the collaboration and participation by specialized public and private stakeholders.

Bolster strategic intelligence and exchanges of information as anticipatory tools to combat organized crime, and strengthen the mechanisms for seizing proceeds, as a means of limiting operational capacity.

Improve cooperation and coordination of international efforts to address the challenges posed by organized crime.

NON-PROLIFERATION OF WEAPONS OF MASS DESTRUCTION

OBJECTIVE

Counter the proliferation of weapons of mass destruction, their means of delivery, related material and related technology. Prevent non-State actors' access to such weapons—especially terrorist organizations.

LINES OF ACTION

- Promote and bolster effective multilateralism and the fulfilment of commitments, compliance with legal provisions, and realization of the organizations that constitute the international framework for non-proliferation of weapons of mass destruction and means of delivery.
- Guarantee the physical security of nuclear and radioactive materials and facilities.
- Combat trafficking of material and technology related to weapons of mass destruction and their means of delivery. This entails strengthening national and international policies and practices concerning control of the international trade in dual-use materials that may be used for illicit purposes, as well as promoting international measures and cooperation to combat illicit transfers of know-how, technology, goods and related equipment.
- Enhance and promote international cooperation to strengthen security in the international logistical chain and to bolster border controls to identify potential trafficking of such material, improving detection and reporting of suspicious transactions.
- Strengthen national capacities in the area of non-proliferation through the application of international law and the development and updating of national law.
- Further develop mechanisms to prevent, detect and control financial flows related to proliferation and step up support for international efforts in this area, in line with United Nations Security Council resolutions and EU Regulations.
- Collaborate on and develop customs controls in the field of risk analysis.
- Promote effective media campaigns to inform and raise awareness in civil society, for example in universities, research centres and businesses, regarding the moral and criminal liability arising from the appropriation of dual-use materials that may be used for illicit purposes.

COUNTERINTELLIGENCE

OBJECTIVE

Adopt measures to defend Spain's strategic, political and economic interests, in order to prevent, detect and neutralize covert attacks, including those perpetrated from cyberspace by other States, the intelligence services thereof, or by groups or persons, with the aim of illegally obtaining information.

LINES OF ACTION

- Strengthen the capacities of the national intelligence bodies, in order to ensure that the necessary human and technical resources are available to effectively counteract this threat.
- Bolster the protection of classified information.
- Increase international cooperation in the field of counterintelligence, at the bilateral level and within the international security and defence organizations of which Spain is a member, to offer a comprehensive response in the defence of national interests.
- Intensify counterintelligence activities in cyberspace.

CYBERSECURITY

OBJECTIVE

Guarantee the secure use of networks and information and communication systems by strengthening the capabilities to prevent, detect and respond to cyberattacks, bolstering and adopting specific measures to contribute to a secure and reliable cyberspace.

LINES OF ACTION

Strengthen prevention, detection, reaction, analysis, recovery, response and investigation capabilities with regard to cyberthreats. Bolster coordination at the technical and strategic levels of the National Security System in the field of cybersecurity.

Reinforce, bolster and promote legal, organizational and technical mechanisms, and the application of measures, services, best practices and continuity plans to enhance protection, security and resilience in: 1) the public sector; 2) strategic sectors (especially key infrastructure and basic services); 3) the business sector, and; 4) the general population, to ensure a secure and reliable digital environment.

Strengthen and improve national public-public and public-private partnership structures in the field of cybersecurity.

Achieve the required technological capabilities by fostering the Spanish cybersecurity industry, promoting an environment that favours research, development, innovation, and participation by academia.

Promote the acquisition and retention of know-how, skills and experience, and the technological and professional capabilities that Spain requires to achieve the cybersecurity objectives.

Contribute to security in cyberspace within the EU and internationally, to defend national interests, by promoting cooperation and compliance with international law.

MARITIME SECURITY

OBJECTIVE

Promote a security policy in the maritime space, both nationally, internationally, and especially in the EU, in order to protect human life at sea; maintain freedom of navigation and protect maritime traffic and critical maritime infrastructure; prevent and respond to criminal activity and terrorist acts at sea; protect and preserve the coast, marine resources, the marine environment and underwater cultural heritage; and prevent and respond to disasters or accidents at sea.

LINES OF ACTION

- Promote a comprehensive approach that enhances coordinated and cooperative action by the public administrations in resolving problems that affect maritime security.
- Adopt measures to strengthen the State's capacity for action in the maritime space and on its coasts, making the best and most effective use of resources.
- Foster collaboration with the private sector.
- Enhance international cooperation, in particular by applying International Maritime Organization initiatives, the EU Maritime Security Strategy, and the NATO Maritime Strategy.
- Improve cybersecurity in the maritime environment.

AIRSPACE AND OUTER SPACE SECURITY

OBJECTIVE

Guarantee security in airspace and outer space within a shared framework aimed at counteracting the threats and challenges that arise in these environments, and neutralizing the consequences thereof, in accordance with the principles of efficiency and utmost coordination, in both the use of analysis and evaluation capabilities and of capacities to respond to challenges.

LINES OF ACTION

- Promote coordinated action by all public administrations and ministries with responsibilities in matters concerning airspace and outer space, allowing for the establishment of synergies and the identification of common solutions.

- Strengthen the capacities of national bodies and institutions—both public and private—with responsibilities in these areas, to address the different threats and challenges inherent in airspace and outer space.

- Continue risk analysis and assessment of measures to counter cyberattacks, terrorist acts, crimes and other conflicts affecting airport facilities or air transport within or outside Spanish airspace.

- Bolster development of legal provisions concerning civilian use of remotely piloted aircraft, ensuring the necessary balance between the safety and security of people, facilities and other airspace users, and the technological and economic development of a thriving industry in Spain.

- Support Spain's role at the international level in terms of the commitments and responsibilities undertaken in the field of security in airspace and outer space.

PROTECTION OF CRITICAL INFRASTRUCTURE IC

OBJECTIVE

Ensure the correct provision of basic services for society, making the underlying system of critical infrastructure more robust and resilient.

LINES OF ACTION

- Proceed with compliance with regulations concerning protection of critical infrastructure and with the staggered planification process established in the regulations.
- Bolster the comprehensive security of critical infrastructure through the necessary planning, prevention, reaction and damage mitigation actions and service reestablishment measures.
- Increase the capacities and resilience of the systems linked to critical infrastructure, and promote the establishment of risk management programmes, in line with the priorities set forth in the National Critical Infrastructure Protection Plan.
- Promote coordination in terms of critical infrastructure protection, the fight against terrorism and cybersecurity, among all of the responsible organizations, improving their capacities.
- Stimulate public-public and public-private cooperation within the National Critical Infrastructure Protection System. Encourage exchanges of information by establishing secure and reliable procedures and channels.
- Favour innovation in security, progressively equipping critical infrastructure with security systems and components at the design stage. Commit to Spanish technology, development and R&D&I.
- Promote international collaboration and move forward with the development of structures and systems for information exchange and early warning systems between countries, in particular between the Member States of the EU.

ECONOMIC AND FINANCIAL SECURITY

OBJECTIVE

Promote balanced economic growth, based on competitiveness, as the basis of an inclusive, sustainable and resilient socioeconomic model that is capable of creating quality employment, favouring innovation and productivity in economic and business activity and strengthening the defence of national security interests and commitments.

LINES OF ACTION

- Further develop the bodies, organizations, resources and procedures (Economic Security System) that promote coordination, collaboration, cooperation and information exchange among the different public administrations that are responsible for security, safety and economic-financial matters, and with the private sector, in order to effectively respond to the challenges that hamper the development and competitiveness of the Spanish economy, and that are a threat to national security.

- Strengthen generation and efficient use of information and intelligence, technology, legislation, training and strategic alliances, to safeguard and promote national economic interests and foster shared responsibility for dealing with the threats and challenges to the continuity of economic activity.

- Promote the effectiveness and independence of the administrative bodies related to economic security and regulation.

- Continue to improve the international exchange of information as a tool to prevent and combat tax fraud.

- Advance the Economic and Monetary Union as a source of confidence, growth and prosperity. .

- Advocate a Single European Market and international free trade, especially within international institutions and forums and through cooperation, adopting a proactive position that guarantees security and prosperity in national economic activity.

- Encourage fair international governance that supports transparency and combats corruption, encourages inclusive, equitable growth and favours more effective and representative regulatory institutions.

- Promote innovation in the economy, accompanied by regulation that is appropriate to the pace of technological change, that allows for increased differentiation of the goods and services offered by Spanish companies.

ENERGY SECURITY

OBJECTIVE

Diversify the sources of energy, ensure security in transmission and supply, and promote energy sustainability.

LINES OF ACTION

- Contribute to strengthening energy security in the EU as a whole.
- Ensure the diversification of the national energy mix, with an appropriate representation of energy sources and promoting the use of domestic energy sources, in order to reduce external dependence on foreign sources.
- Ensure security of supply, in order to guarantee access to the necessary resources at all times, and security of transpotation, both overland and maritime, to provide the required resources in a timely manner.
- Encourage an energy transition to a model based on efficiency and the integration of environmental factors into decision-making processes.
- Promote the security of energy infrastructure vis-à-vis natural disasters, technical accidents, human error and, above all, cyberthreats.
- Strengthen the comprehensive security of energy sector infrastructure—and particularly critical infrastructure—protecting it against physical threats and cyberthreats that may put it at risk.

ORGANIZATION OF MIGRATION FLOWS

OBJECTIVE

Prevent, control and organize irregular migration flows at borders, and ensure appropriate reception and integration of immigrants and those who are seeking or under international protection.

LINES OF ACTION

Encourage collaboration within public administrations and, where appropriate, with non-governmental organizations and the private sector, in order to mitigate the risks linked to irregular immigration.

Monitor and control access through Spain's external borders, as part of the EU's Integrated Border Management System.

Defend the rule of law and safeguard public safety by combating discrimination and promoting social integration. Specifically:

- Gradually adapt the integration model in the different fields to which it applies.
- Combat discrimination and ensure that the principle of equality is upheld, with a special focus on the most vulnerable sectors of society.
- Provide appropriate reception, assistance and protection for those seeking and benefitting from international protection, in accordance with applicable legal provisions.

Promote the development of a common migration and asylum policy in the EU and comply with agreements.

Cooperate with countries of origin and transit, to favour their development, promote channels for legal immigration, address irregular immigration at the source and combat immigration networks and human trafficking.

PROTECTION AGAINST EMERGENCIES AND DISASTERS

OBJECTIVE

Consolidate the National Civil Protection System, as an instrument that combines all of Spain's capabilities to manage responses to emergencies and disasters. Ensure that said system is integrated into the National Security System.

LINES OF ACTION

Prepare, approve and implement the National Civil Protection System Strategy, by means of cooperation between all the administrations with related responsibilities, following approval of said plan by the National Security Council.

Complete the legal framework for protection against emergencies and disasters, with the development of regulations for Act 17/2015.

Promote public-private collaboration, especially as regards prevention.

Strengthen the integration of capacities throughout the National Civil Protection System, increasing cooperation and coordination between all public administrations with related responsibilities, by means of specific actions:

- Establishing and implementing a National Civil Protection Alert Network, to improve prevention, with a comprehensive, multi-risk approach.
- Maintaining directories of capacities.
- Jointly designing actions to offer comprehensive assistance to victims.
- Establishing management and communication protocols at the national and international levels, in coordination with the EU and other international organizations.

Promote international coordination and cooperation in the area of civil protection, with a special focus on the EU Civil Protection Mechanism and the UN International Strategy for Disaster Reduction, and at the bilateral level, with third countries.

SECURITY VIS-À-VIS PANDEMICS AND EPIDEMICS

OBJECTIVE

Adopt plans to prepare for and respond to health risks, both generic and specific, in accordance with the principle of coordination between the General State Administration, the administrations of the Autonomous Communities, and international organizations, such as the World Health Organization, or, within the EU, the European Centre for Disease Prevention and Control.

LINES OF ACTION

Adapt the public healthcare services offered by the State and by the Autonomous Communities, to ensure that there is an appropriate operational response capacity.

As regards improving the capabilities and mechanisms for action:

- Periodically revise and update plans to prepare for and respond to specific risks.
- Promote development of a generic national plan to prepare for and respond to biological risks, with a multi-sector approach.
- Establish the necessary mechanisms for coordination of the Armed Forces, the State Security Forces, heads of the judiciary and healthcare authorities, in order to provide an effective response to intentional attacks involving infectious agents.
- Adapt the network of hospitals for treatment of confirmed cases of Ebola, to respond to any high-risk infectious disease.
- Expand and maintain the systems for monitoring and controlling the entry of exotic and indigenous vectors, and extend the National Plan for Preparation and Response to Vector-borne Diseases, to include all vectors of interest.
- Develop and improve, through collaboration between the ministries involved, the protocols for preventing entry into the country of animals or goods that may contain dangerous pathogens, and for ensuring appropriate assistance for people who have entered the country with high-risk infectious diseases.
- Strengthen the response capabilities of external health response teams as regards health incidents at the borders.
- Adopt protocols for management and communication of food crises, in coordination with the EU and other key international organizations.

Promote international coordination to exchange information and insight into management and treatment of new diseases.

Develop the Spanish Technical Emergency Assistance and Response Teams, and promote their participation in international missions.

PRESERVATION OF THE ENVIRONMENT

OBJECTIVE

Ensure the preservation of a healthy environment and the protection of the natural heritage and biodiversity, as a means to improve the quality of life and contribute to a sustained and sustainable development, with particular emphasis on combating climate change.

LINES OF ACTION

Strengthen compliance, within the framework of the EU, with the commitments adopted to preserve the environment and biodiversity, prevent water insecurity, and combat climate change, intensifying international cooperation.

Enhance coordination between the different components of the public sector in a way that favours the creation of the necessary synergies between those with responsibilities involving the preservation and improvement of the environment. This will also be extensive to public-private collaboration.

Strengthen and expand capabilities, both general and specialized, aimed at combating aggressions against the environment that constitute a threat to natural settings and human quality of life. To this end, actions shall be carried out to:

- Integrate the variables related to climate change adaptation and mitigation, and the reduction of air and noise pollution, into all sectoral planning, with the goal of promoting the least polluting actions, so as to better adapt to the impact—both physical and economic—of climate change.
- Improve capabilities for preventing and responding to pollution of the marine environment.
- Support the use of less polluting technologies and processes and promote new alternative energies that lessen the environmental impact of all sectors of economic activity.
- Develop preventive response and recovery initiatives to address damage from forest fires, and promote forest carbon sinks.
- Continue with planning efforts for appropriate management of scarce water resources, paying special attention to the risks of flooding and drought.

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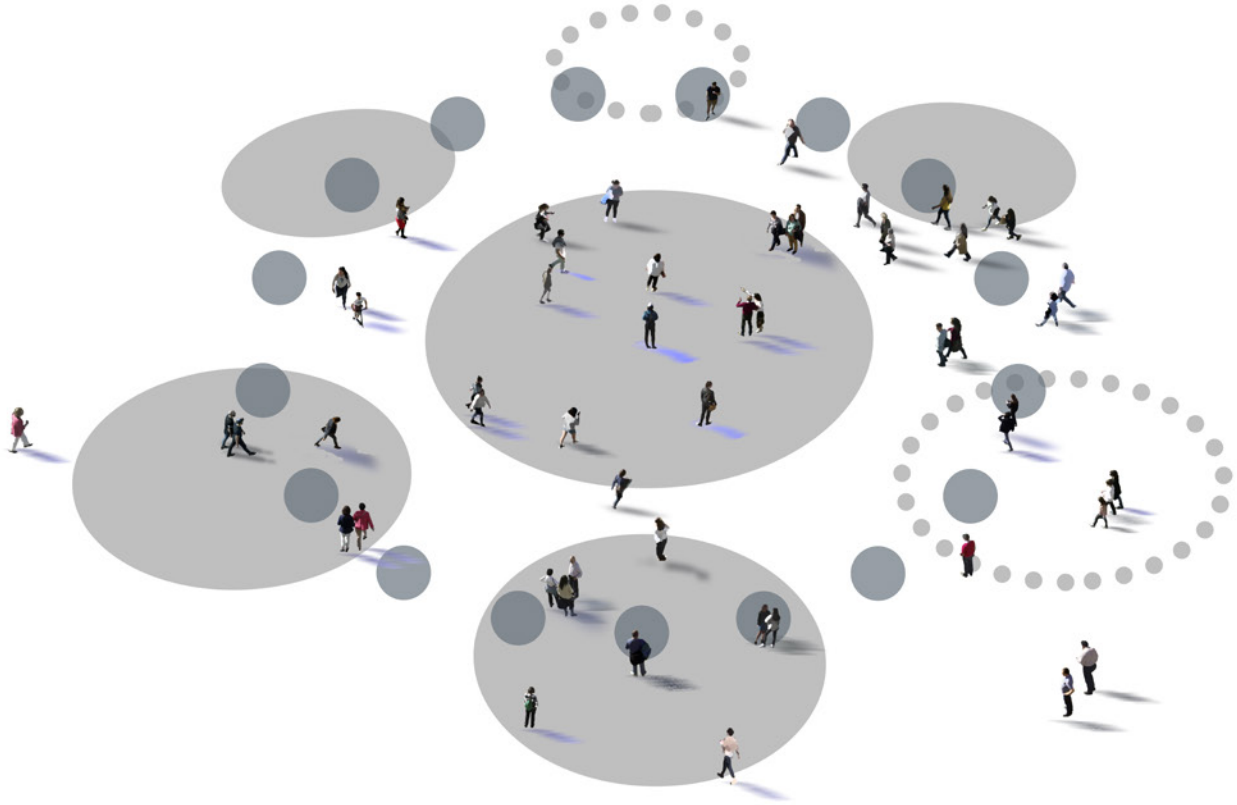

Chapter 6

NATIONAL SECURITY SYSTEM

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NATIONAL SECURITY SYSTEM

This chapter sets out initiatives to strengthen the National Security System, improve the coordination and effectiveness of State action, and the participation of society as a whole.

The strategic concept of national security in Spain includes, since the previous Strategy, an organizational dimension. Towards this end a National Security Council, headed by the President of the Government, was created.

Since this initiative was launched, great strides have been made in such sensitive areas for Spain as cybersecurity, maritime security, and energy security, and many action plans have been approved in areas that are equally essential for national security.

At the same time, the structures that contribute to effective decision-making, through bodies that lend support to the National Security Council have been strengthened

KEY MAP

- Existing support committees
- Newly created support committees

DSN National Security Department of the Presidency of the Government
Technical Secretariat and Permanent Working Body of the National Security Council

with the creation of the National Cybersecurity Council, the National Maritime Security Council, the Immigration Committee, and the Situation Committee, as well as the new Non-proliferation of Weapons of Mass Destruction Committee and the Energy Security Committee.

The National Security Council's duties includes, among others, directing and coordinating crisis management actions, under the terms set forth in the National Security Act. To this end, its membership is open and flexible, allowing for the inclusion of political party representatives.

The National Security Council is assisted by the Situation Committee, which seeks to improve coordination among the different public administrations, in order to achieve greater speed and flexibility in the response to crisis situations.

Moreover, on a legislative level, the Joint Congress-Senate National Security Committee guarantees an appropriate level of participation on the part of public representatives in the area of national security.

Finally, the approval with a wide parliamentary consensus of Act 36/2015, of 28 September, demonstrates that in Spain, national security is a matter of State policy. The National Security Strategy is the benchmark framework for this policy.

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New initiatives in support of the general objetives for national security

The Government will promote the following initiatives in line with the general objectives for national security described, to strengthen the basic components and areas of national security. It will actively involve the public administrations and other public sector entities and society as a whole.

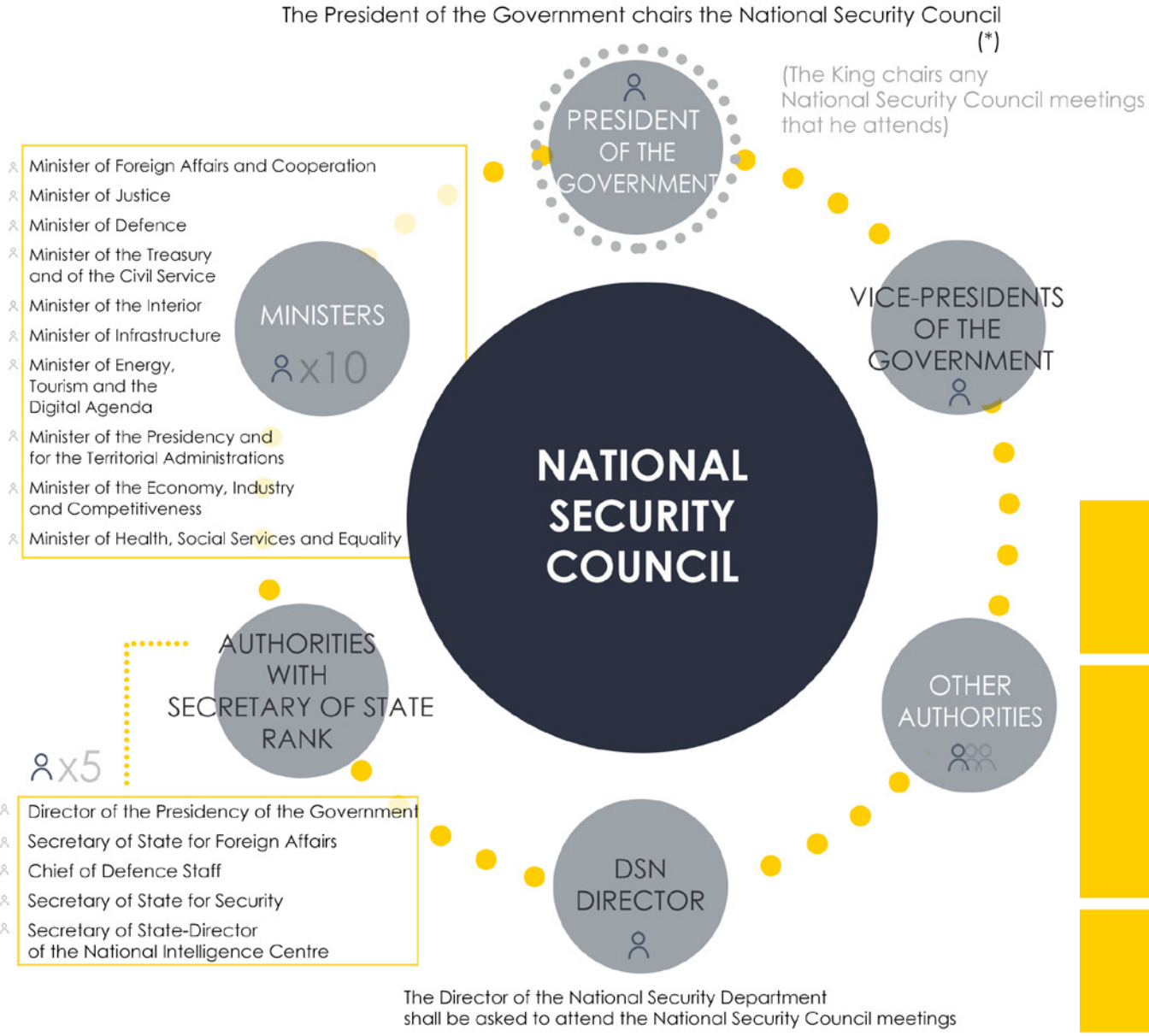
- The crisis management model within the National Security System will be completed, at a national scale, based on a comprehensive approach that is preventive, anticipatory, and resilient, in order to guarantee an effective, coordinated and optimal response. This will be done in alignment with the development of regulations on the contribution of resources to national security, pursuant to the provisions of the National Security Act.

- A Comprehensive National Security Culture Plan will be approved to serve as a catalyst for the progressive implementation of an inclusive, participatory, and collaborative culture of national security.

- The design of a national strategic position regarding the governance and use of global common spaces will be addressed. To this end, the architecture of the National Security Council's support bodies will be completed with the creation of the National Aerospace Security Council. Moreover, the sectoral strategic framework for these common spaces will be adapted to this new National Security Strategy, which will involve revising the National Maritime Security Strategy and the National Cybersecurity Strategy, as well as approving a National Aerospace Security Strategy. In this sense, the National Energy Security Strategy will also be revised.

- As part of the goal of promoting technological development that incorporates the national security dimension, the National Security Council will be the single point of contact in the area of information networks and systems security with the competent authorities of other EU Member States.

COMPOSITION OF THE **NATIONAL SECURITY COUNCIL**



Other ministers and regional authorities may be asked to attend Council meetings when the issues addressed relate to their spheres of authority.

The heads of higher management bodies of the General State Administration, of public agencies, of the Autonomous Communities and Autonomous Cities, and of local administrations shall be asked to attend Council meetings when their contribution is deemed necessary and when the issues addressed relate to their spheres of authority.

Any individuals or legal entities whose contribution is deemed relevant in view of the issues on the agenda may also be asked to attend.

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