



NATIONAL DEFENSE DIRECTIVE 01/2008

1. INTRODUCTION

The sphere of security and defence has experienced important changes in recent years. The rise of new risks and threats, the implications of globalization and the growing complexity of conflicts require the design and implementation of a Spanish security and defence system that can effectively respond to these challenges, safeguarding our national interests. Therefore, it is imperative to integrate and harmonize all national instruments and resources to ensure the unity of State action.

The first steps in this direction took place through National Defence Directive 1/2004, which contained the general concepts of the 2003 Strategic Defence Review and introduced important novelties in the formulation of our defence policy. The subsequent Organic Law on National Defence 5/2005 highlighted the growing international projection of Spain and our defence policy within the context of foreign action by the State, attributing to the President of the Government the authority to direct the defence policy, determine its objectives and formulate the National Defence Directive.

Leadership by the President of the Government is in line with the general tendency of partner and allied countries to integrate the objectives related to security from each of the sectoral policies into a single national strategy; thus ensuring its coherence and coordination and replacing the current inter-ministerial contributions to security and defence with a broader comprehensive focus.



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The National Defence Directive will therefore be framed in a National Security Strategy, the need for which is evident. This should incorporate the fundamental values and interests, should analyse risks, threats and vulnerabilities as well as their causes, should establish frames of action and contain the bases for providing a comprehensive response that guarantees the protection of the national interests while ensuring respect for the constitutional values and international treaties that Spain has entered into.

The National Security Strategy will be coherent with the strategies adopted by the international organizations of which Spain is a member. A correct alignment with the evolution of the strategic situation should be ensured by means of regular reviews.

2. STRATEGIC ISSUES

a. The strategic scenario

The current strategic scenario is characterised by complexity, uncertainty and potential danger. Current and foreseeable conflicts are multi-dimensional in their configuration, which makes resolution by strictly political, diplomatic, economic or military means unfeasible.

This multi-dimensional configuration of conflicts derives from the growing number of actors involved, public and private, governmental and non-governmental; the conjunction of political, economic, cultural, ethnic or religious components that intervene in various degrees of intensity; and the breadth of extension over space and time. Breadth of space due to globalization can turn the effects of even a local conflict into one with much broader repercussions, so that borders do not necessarily constitute any longer the frame of reference for guaranteeing national security. Conflicts extend over time because crises that remained latent, with no definitive



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resolution, have frequently been re-activated in a very violent and unexpected manner.

The traditional risks and threats to security, which formerly implied almost exclusively military responses, are now accompanied by others that, although they may not have the destructive capacity of a conventional war, complicate and degrade the social and economic development of countries and regions, producing negative consequences at both national and international levels.

In this regard, **terrorism, organized crime and the proliferation of weapons of mass destruction** constitute the most important set of transnational threats to our society. A hypothetical combination of them holds the greatest potential for danger and would produce devastating consequences. The attacks of September 11, 2001 in the United States, of March 11, 2004 in Spain, and of July 7, 2005 in the United Kingdom, among others, indicate an escalation in the capacity and will to cause harm through terrorist actions, an option within reach of many actors.

Failed, weak or fragile States, as well as **regional conflicts** give rise to serious crises in the form of famines, extreme poverty, epidemics, avalanches of refugees and displaced people, migratory movements and indiscriminate violence that have repercussions on other States and maritime space. They may also threaten energy security by limiting access to certain energy sources and placing global distribution networks at risk.

The **fight for access to basic resources** is expected to become one of the main sources of conflict in coming years. The economic drive and the demographic dimension of certain emerging countries are generating competition for resources, sources of energy and, in some areas, water, resulting in economic crises with great social repercussions. In addition, economic development is taking place in an



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unbalanced and irregular manner in some areas, giving rise to deep social inequalities, massive migration and even negative environmental effects.

The effects of humanity on the environment also appear to be generating the birth of a new phenomenon, **climate change**, the instability of which may lead to the appearance or increase of recurring natural phenomena that give rise to **disasters**. Even today, their occurrence and consequences are difficult to predict, especially when they generate, among other things, health or sanitary risks and the interruption of critical networks and infrastructures.

Finally, the technological revolution of the “Information Era” has introduced a new dimension in the area of security and defence, **cyberspace**, which generates vulnerabilities that can interrupt or condition the normal functioning of society.

b. Frames of action and decision

Spain, in solidarity as a member of the **United Nations**, is deeply committed to the values of international peace and security and contributes to upholding them by a firm dedication to effective multilateralism and active participation in operations of peace, crisis management and conflict resolution, endorsed by the Security Council.

National security is intrinsically and inextricably linked to the **security of Europe**. For this reason, Spain promotes and encourages a solid European Security and Defence Policy, with the military and civil capabilities necessary to face the contingencies or crises that arise and to effectively contribute to world peace in accordance with the Charter of the United Nations. European security is also reinforced through measures to foster trust and security under the auspices of the Organization for Security and Co-operation in Europe (OSCE).



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The **Atlantic Alliance** is still the basis of the collective defence of its members. Therefore, the final objective of a European defence developed by the European Union itself should be designed as a reinforcement of transatlantic relations. In this context, Spain supports a NATO endowed with adequate military capabilities for action in order to effectively face new global challenges in the area of security and defence.

The security of Spain is also linked to the security of the Mediterranean area, and for this reason it is crucial to have the **Mediterranean** become an area of peace, stability and shared prosperity.

Our country maintains a special relationship with **Latin-America**, constituting the natural bridge for union and exchange between the two shores of the Atlantic. From this position, Spain will continue fostering intensified relations of bilateral, regional and multilateral cooperation in matters of defence policy.

In addition, globalization is causing geographical areas that formerly had limited influence to now appear prominently on the international scene. This affects Spain in regard to both the area of **Sub-Saharan Africa** and the **Asia-Pacific** region, as geographical areas in which an important effort in pacification and stabilization by the international community has become necessary.

In the **national sphere**, the Armed Forces must maintain a deterrent and reaction capability that is sufficient to defend Spain. Furthermore, there is an increasing demand by Spanish society for the public administrations to respond effectively in serious situations of emergency, risk, catastrophe and other security needs. The Armed Forces can greatly contribute to alleviating their effects, providing the rapid reaction capability, availability and preparation to face these types of situations.



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c. Principles of Spanish security and defence

Spain considers its sovereignty, territorial integrity and constitutional order as essential **interests**, to be defended along with ensuring the freedom, life and prosperity of its citizens. In the current international context, the defence of these interests requires not limiting the actions of the State to the national territory since the interests of Spain and the Spanish people extend beyond our borders. For this reason, another essential objective for Spain is the achievement of a stable international order of peace, security and respect for human rights.

The protection of these interests lies within the framework of the **values** that are defined in our legal system. Among the most prominent are the utmost respect for human rights and the compulsory legal norms and legitimacy provided by the competent national organisms and the international organizations to which Spain belongs, particularly the United Nations.

Security and defence are competencies that the State guarantees through the integration of diverse instruments and policies. They are not therefore responsibilities assumed only by the Ministry of Defence, but instead require a **multi-disciplinary focus and comprehensive action** by the entire set of competent public administrations, along with the confluence of civil and military as well as public and private instruments. In this regard, security and defence require the maintenance of **our own means and resources** with a high degree of preparation, coordination and availability; capable of acting as an element of dissuasion and providing an effective, integrated and, if necessary, autonomous action response to safeguard our national interests. The collective defence and shared security of our partners and allies also contributes to this end and to the preservation of international peace and security.



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3. OBJECT OF THE DIRECTIVE

The object of this directive is to establish the general features of the defence policy and the guidelines for its development, in order to guarantee the defence of Spain, cooperate towards the security of the Spanish people and contribute to maintaining international peace and security.

4. GENERAL LINES OF ACTION

The defence policy will have the following general lines of action as a reference:

- a. **Unitary action by the State in matters of security and defence**, developed through a systemic approach that integrates all resources, including those of information, prevention, deterrence, international intervention and cooperation, and damage control management.
- b. A commitment by Spain to the **defence of international peace and security**, respect for **international law** and the exercise of **multilateralism** as a means for concerted action in international relations and for conflict resolution.
- c. Efforts to obtain the greatest possible **social and parliamentary backing**, in order to make the defence policy an actual **State policy** that attains the complete **identification of society** with its **Armed Forces**.
- d. **Upholding** our commitments in the sphere of **shared security** and **collective defence** in **solidarity** with our partners and allies.
- e. The **dynamic and permanent transformation of the Armed Forces** as an essential element of the defence policy and its continuing adaptation to the strategic scenario.



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5. GUIDELINES

During the current legislative period, the defence policy will develop in accordance with the following guidelines:

Regarding general matters:

- a. To contribute to developing the **National Security Strategy** and to achieve the objectives that it establishes.
- b. To provide regular **updates to the National Parliament** regarding all activities and developments that occur in matters of Defence and particularly regarding the employment of the Armed Forces on missions abroad as established by law.
- c. To strengthen the work of the **National Defence Council** as a coordinating, assessing and consultative organ for the President of the Government in matters of Defence.
- d. To foster and encourage a **security and defence culture** within society, propitiating a greater understanding of the role that our Constitution gives the Armed Forces and encouraging the broadest possible citizen support for the military forces.

In the national sphere:

Regarding the contribution of Defence to National Security



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- e. To contribute to the modernization and updating of the **National Crisis Management System**, integrating the new missions and capacities of the armed forces under rationalization and operative effectiveness criteria.
- f. To intensify the participation of the Armed Forces in **supporting other State institutions in the fight against new risks and threats**, establishing the necessary mechanisms for coordination and control to ensure the effectiveness and appropriateness of this participation.
- g. To foster the full integration of the Emergency Military Unit within the national **Civil Protection** system, based on cooperation between public administrations in this matter; and to channel other Armed Forces' means and resources through it in emergency situations.
- h. To empower and reinforce the **capabilities of the national intelligence organisms**, coordinating their activities for efficient use of resources and fostering cooperation with the services and agencies of other countries to provide a comprehensive response to global threats in order to defend the national interests.

Regarding the Organization of Defence and the Armed Forces

- i. To establish, with government approval, a **level of military effort** in quantitative terms that should be maintained during the current legislative period, including the definition of the necessary capabilities, number of personnel and level of availability to address the security and defence needs.
- j. To continue the **transformation of the Armed Forces** in order to adapt them to the challenges arising from the strategic situation by means of the definition and procurement of the necessary military capabilities. In this regard, further progress will be made in adjusting their **structures** to the



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new model of joint action and the possibilities of obtaining external support in non-essential services.

- k. To maintain a sustained and sufficient **budgetary effort** that provides the Armed Forces with a stable economic scenario for the middle and long term, allowing the current process of transformation to be completed and ensuring an appropriate level for Spain in the international context and for participation in foreign missions.
- l. To further the **professionalization of the Armed Forces**, reaching the projected number of personnel, fostering equality policies, guaranteeing solid professional training and establishing adequate mechanisms for the re-adaptation of military personnel to civilian life, as well as the temporary incorporation of civilian personnel in jobs that support Defence.
- m. To promote **research, development and innovation** to maintain a high technological level in the defence sector; improving the operational capability of the Armed Forces and strengthening the ongoing development of an industrial and technological foundation for defence that is capable of addressing the essential national security needs and integrating with the European defence industry at a competitive level of technology and conditions.
- n. To improve the **equipment** of the Armed Forces to increase capabilities and operational effectiveness by completing the current programmes, initiating others to continue the process of transformation and encouraging the sustainability of the current operational forces.

Regarding other contributions to National Defence

- ñ. To ensure the **effective coordination of the public and private resources** available to the Ministry of Defence for peace and humanitarian



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aid operations and operations in support of civil authorities, so as to maintain coherence in the actions of the various public administrations.

- o. To determine the **preparation, availability and adequacy of resources that are not strictly military**, to meet the needs of National Defence in situations of serious threat or crisis. This extends to all the resources of the Nation, whatever their nature, in accordance with the applicable norms and with the principle of gradual and proportionate contribution to a situation of threat.
- p. Determine the preparation, availability of resources and capabilities of the Civil Guard for developing missions of a military nature and for crisis management.

In the international sphere

- q. To support the contribution of Spain to the defence of international peace and security within the framework of the **United Nations Security Council**, with substantive participation in its operations to support peace and provide humanitarian aid.
- r. To contribute to stimulate the **European Security and Defence Policy** through cooperation in its defence initiatives, including the areas of intelligence, training and industry, and specifically in the development of higher capability criteria and more binding commitments to carry out more demanding missions.
- s. To support the transformation process of **NATO** so that it is endowed with the necessary capabilities for responding to new risks and threats; to foster a global approach to cooperation with other international organisms according to the principles and values set forth in the Charter of the United Nations.



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- t. To intensify **defence diplomacy** and **cooperation** with neighbouring countries and those in **areas of strategic interest for Spain**, stimulating a solid and balanced cooperative relationship with the **United States**.
- u. To support security initiatives in matters of defence in the **Mediterranean**, such as the sub-regional 5+5 Initiative and the NATO Mediterranean Dialogue, as well as other initiatives that may develop in the realm of European Security and Defence Policy.
- v. To intensify **bilateral and multilateral relations** with **Latin-America** in matters of Defence, promoting combined participation in peace operations, strengthening military cooperation in all spheres and cooperating in the reform and modernization of the security and defence sector.
- w. To contribute in the area of defence to the promotion of peace, development, prosperity and stability on the **African continent**, and particularly in the **Sub-Saharan region**.
- x. To maintain cooperation and support for the efforts of the international community in stabilising and re-building the **Asia-Pacific** region, and particularly the effort to achieve a security framework for the development agenda in **Afghanistan**.
- y. To continue to stimulate practical and advanced measures that allow successful negotiation of international instruments for **disarmament, arms control and non-proliferation of weapons of mass destruction**.
- z. To maintain institutional participation resulting from commitments of solidarity with our partners and allies in shared security and collective defence, through missions that contribute to the **maintenance of global peace and security**, while furthering the development of the double civil and military aspects of peace operations.



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6. FINAL PROVISIONS

- 1) The National Defence Council will verify the degree of fulfillment of the guidelines of the current National Defence Directive. For this purpose the National Defence Council will articulate control mechanisms through the Inter-ministerial Defence Commission and present an annual report to the President of the Government.
- 2) The Ministry of Economy and Treasury and the Ministry of Defence will jointly formulate an orientative financial strategy aimed at implementing the content of the current Directive, and will submit it to the National Defence Council for approval.
- 3) The heads of the various Ministries involved are authorized to establish specific guidelines for developing this Directive.