

PRESIDENCY OF THE GOVERNMENT
NATIONAL DEFENCE DIRECTIVE 2012
FOR A NECESSARY AND RESPONSIBLE DEFENCE
MADRID
JULY, 2012

1.- INTRODUCTION

The publication of a new National Defence Directive (NDD) is justified by the beginning of a new term, by ongoing changes in international spheres and especially in our immediate context, and also by the entry into force of the Treaty of Lisbon and the ratification of the new NATO Strategic Concept. In addition to these, the economic crisis acts as a threat to security, requiring that certain decisions be made and full caution be applied in maintaining the capabilities required for defence.

The Government of the nation has the inalienable, non-transferable and unrenounceable responsibility and obligation to guarantee the safety of all Spanish citizens. The defence policy and the capacity of the Armed Forces to prevent, deter and respond to actions that threaten this safety constitute the backbone of our institutional defence system, which contributes in a singular manner to national security.

In this context, Spain must maintain two aspects of a responsible defence: the first, involves an instrument prepared and adapted to respond to the real and potential threats, risks and challenges that may arise; the second, involves the capacity for efficient action with the lowest possible cost to society, at a time when austerity is a national imperative.

Spain is also a member of multinational security and defence organisations, involving good and trustworthy allies that should be relied upon. Spain must act in loyalty and solidarity with collective security efforts. Finally, we must not ignore the fact that the best contribution our nation can offer to international stability is its own strength in a world full of uncertainty, where the military instrument available to the government is critically essential.

It is also important to highlight the need for profound reflection regarding the manner in which Spain will face the risks and threats it will encounter in the first half of the 21st century.

This reflection will only be successful if it is developed in the context of broad participation and with a mid- to long-term focus. It must clearly demonstrate the will to prevail over non-shared threats and establish Spain as an ally that is both loyal and frank with its EU and NATO partners. Finally, it must uphold the objective of achieving credibility within Spain's circle of allies and when confronting those who could pose a threat.

2.- EVOLUTION OF THE STRATEGIC PANORAMA AND ITS REPERCUSSIONS FOR SPAIN

The conflicts in the first decade of the 21st century seem to define a scenario of hybrid threats that combine conventional conflict and asymmetrical confrontation, with the latter showing a tendency towards growth and threatening to extend itself where possible to spaces outside the control of territorially sovereign states.

The Atlantic Alliance remains the most appropriate link for security and collective defence for Spain. The approval of a new Strategic Concept in 2010 did not definitively end reflection on the direction and strategic challenges faced by the Alliance. Such reflection must continue until it arrives at solid conclusions that positively affect the cohesion of future decisions by the Alliance.

Spain should be prepared to face the risks of a world defined by inter-connection, quality and speed in the flow of information, remote management of transactions, freedom of movement and commercial exchanges. While all of these offer such evident benefits for society, they must not provide a scenario in which terrorist groups have the advantage and organized crime attains the capacity to seriously harm social peace, citizen security, political stability and general prosperity.

Cyber attacks, the proliferation of weapons of mass destruction, human trafficking, piracy, the spread of armed and unarmed extremist movements and groups and the breakdown of air and space security are very real possibilities in the current situation. These global threats can only be faced by a coalition of forces, which in our case is based on NATO and the EU. It will also require the support of other countries and groups of countries that express a direct and similar interest in controlling these phenomena.

The United States continues to lead the fight against global risks and threats, particularly those arising from non-state organizations. It has also sustained the project of extending democratic ideals. However, the evolution of its strategic analysis is as evident as it has been inevitable and must be recognised. The new global balance involves the rise of the Indo-Pacific basin countries as global actors.

These changes have consequences for NATO, which should make efforts to empower its role through the new Strategic Concept; and for the EU, which should strengthen its capacities and streamline decision-making processes. EU and NATO Members, including Spain, must arrive at an appropriate formula for reinforcing external projection through the Alliance and within the framework of the Common Security and Defence Policy. Limiting ourselves to the security of our own territory is not an option.

The position that Spain occupies also carries with it the responsibility of watching over the consolidation of a secure environment, particularly in the Mediterranean. Numerous countries along its South coast have begun important processes of political change that require our attention, collaboration and cooperation in shaping new democratic structures and moderate public opinion. Moreover, it cannot be forgotten that Spain's security and full stability in the Mediterranean will only be achieved if our immediate surroundings, the Middle East and the Sahel, are moving in the right direction and if there is control of illicit trafficking originating from Ibero-America and the Gulf of Guinea. These require our presence in the Atlantic and affect the development of policies with countries on both shores.

Thus, vigilance, prevention and action cannot be neglected in the control of endemic problems projected from sub-Saharan Africa towards North Africa, which ultimately affect Spain directly. Cases of piracy at sea in the Gulf of Guinea are cause for concern. Piracy also affects the Eastern coast of Africa and Spain continues to combat this phenomenon, along with other EU and NATO partners.

The Ibero-American continent enjoys peace among its States but faces other especially serious threats such as drug trafficking and terrorism. In some cases, these even threaten the very existence of a State. The most negative effects tend to extend beyond their borders and into Spain or even directly threaten our citizens and companies on that continent. Spain must take advantage of every opportunity to show solidarity and support for the Ibero-American republics suffering from these problems.

The conditions of our security have been significantly altered in recent years. In consequence, Spain must strive to guarantee the permanence of the values reflected in its Constitution, as well as the geo-strategic security of its citizens, companies and the raw materials that sustain our way of life in the face of current threats.

3.- OBJECTIVES OF THE DEFENCE POLICY

The first contribution of Spain to international peace and security is to guarantee its own, with strength and resolve, procuring the capabilities that ensure deterrence when faced with what are known as 'non-shared threats'. Ultimately, for this to endure, it is important that citizens have adequate information regarding the state of our defence and adopt a position that places critical demands and obligations on their political representatives.

The array of risks and threats we face today goes beyond the traditional notion of defence. This makes it both necessary and urgent to plan the transition to a National Security Strategy -as

other countries around us have been doing- that goes beyond the documentary stage to involve practical measures developed by the joint effort of the pertinent departments, to empower a fully effective defence policy and any other sectoral policies required. Specifically, this would include an efficient intelligence capability and increased coordination between the various State intelligence and information services within the framework of the mechanisms that exist for these purposes.

In spite of current budgetary constraints, Spain must have capabilities that ensure deterrence taking into account the singular risks with which we are confronted. It must also contribute as a member to the efforts of other organizations with this same objective, particularly the EU and NATO, and participate in developing the best approach to deal with the overarching challenges of today and tomorrow. Spain must also comply with international law and UN resolutions.

Currently, Spanish security is defined by three main features: increased instability in our immediate context, the pursuit of more solid trans-Atlantic links and the negative impact of the economic crisis on our defensive capabilities, accompanied by a weakening of the collective umbrella. In response, the general lines of Spain's defence policy in this legislative term will involve:

- Ensuring a strong Spain that can maintain the necessary international influence for contributing to stability in our direct area of interest and preserving our national interests throughout the world.

- Developing full coherence and coordination of the instruments available to the various departments in order to achieve the greatest effectiveness when confronting national security threats.

- Maintaining a sufficient and credible level of national deterrence in order to avoid potential risk scenarios that might become threats in our geographical context, and a response capability that guarantees the defence of our national territory, population and interests.

- Carrying out the necessary changes in the Armed Forces to face growing strategic challenges in a time marked by limited availability of resources.

- Emphasizing strategic communication to foster defence awareness in Spain, and ultimately, a defence culture. The defence of Spain should be embraced by Spaniards as a matter of unquestionable significance upon which our independence, sovereignty, territorial integrity, peace, liberty, respect for our interests and prosperity depend. An effective defence requires citizen participation, the only formula that gives continuity and depth to its policies.

4.- GUIDELINES FOR THIS LEGISLATIVE TERM

The commitments of National Defence involve deterrence of potential threats to national sovereignty, independence, territorial integrity or the constitutional order, responding to aggressions against these values and the ongoing protection of national interests. The Armed Forces contribute to this defence in a singular and essential manner by providing the means for protecting vital national interests when other instruments have proven ineffective.

Deterrence begins with national cohesion translated into a collective will and determination to preserve the values of our society, the material means of generating prosperity and the strength of the State. Therefore, social awareness of the importance of security and defence is necessary in times of great uncertainty.

The following guidelines will be implemented in order to fulfil the general criteria already defined:

4.1- Rationalization of the structures involved in the different aspects of national security through:

- a) contributing to the revision of the Spanish Security Strategy.
- b) carrying out a Strategic Defence Review.

4.2- Deterrence is the result of having capabilities and the determination to use them if necessary. The greatest guarantee for peace and security is none other than credibility. Consequently:

a) Priority will be given to maintaining the capabilities of the Armed Forces and making them available according to the imperatives of the new strategic situation, in order to:

- maintain deterrence
- defend the national territory
- maintain maritime and airspace vigilance
- project military capabilities to defend our national interests
- support civil authorities in emergencies

b) Comprehensive management of cybersecurity will be facilitated through participation within the framework of the principles established in the National Cybersecurity Strategy.

c) Coordination mechanisms will be fostered in the intelligence community in order to maximize the outcome of the work performed by the various departments to serve our strategic interests.

4.3- Security and defence organizations, especially NATO, are essential in the context of uncertainty generated by diverse and globalized threats, which make an isolated response by a single actor unthinkable. Spain decidedly supports and promotes the ultimate aim of actions to cover all our security needs under the defensive umbrella of the EU and NATO. Moreover, it will participate in all initiatives aimed at strengthening the goals and unity of these organizations, avoiding gaps in doctrine that might cast doubt on its will to prevail in these spheres. This will involve:

a) active and responsible participation in NATO initiatives aligned with our national and collective interests.

b) collaboration in the construction and progress of the Common Security and Defence Policy and Permanent Structured Cooperation, contributing to greater coherence and effectiveness.

c) reinforcement of bilateral relations with actors that share interests and/or threats and can offer stability to our context or improve Spain's position in the sphere of strategic relations.

4.4- The need for greater effectiveness of our Armed Forces and the limitations imposed by the current economic context make it necessary to re-examine the current design of its structures. The structures and procedures of the Armed Forces will be adapted to increase management efficiency and better obtain or use resources, encouraging the alignment of financial resources available for defence with the requirements of the strategic scenario and related needs of the Armed Forces.

4.5- Finally, the defence of Spain calls for enhancing our defence industry, which is ideally suited to meet the needs of our Armed Forces. At present, this industry is in need of assistance to ensure its permanence and develop greater international presence, especially in penetrating specific markets that require greater guarantees and involve State-to-State support.

5.- FINAL PROVISIONS

The Government will adopt the necessary provisions for developing this Directive, upon the proposal of the Minister of Defence, by means of a Council of Ministers Agreement.