



EXECUTIVE SUMMARY

2015 ANNUAL REPORT ON NATIONAL SECURITY

2015



GOBIERNO
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PRESIDENCIA
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DEPARTAMENTO DE
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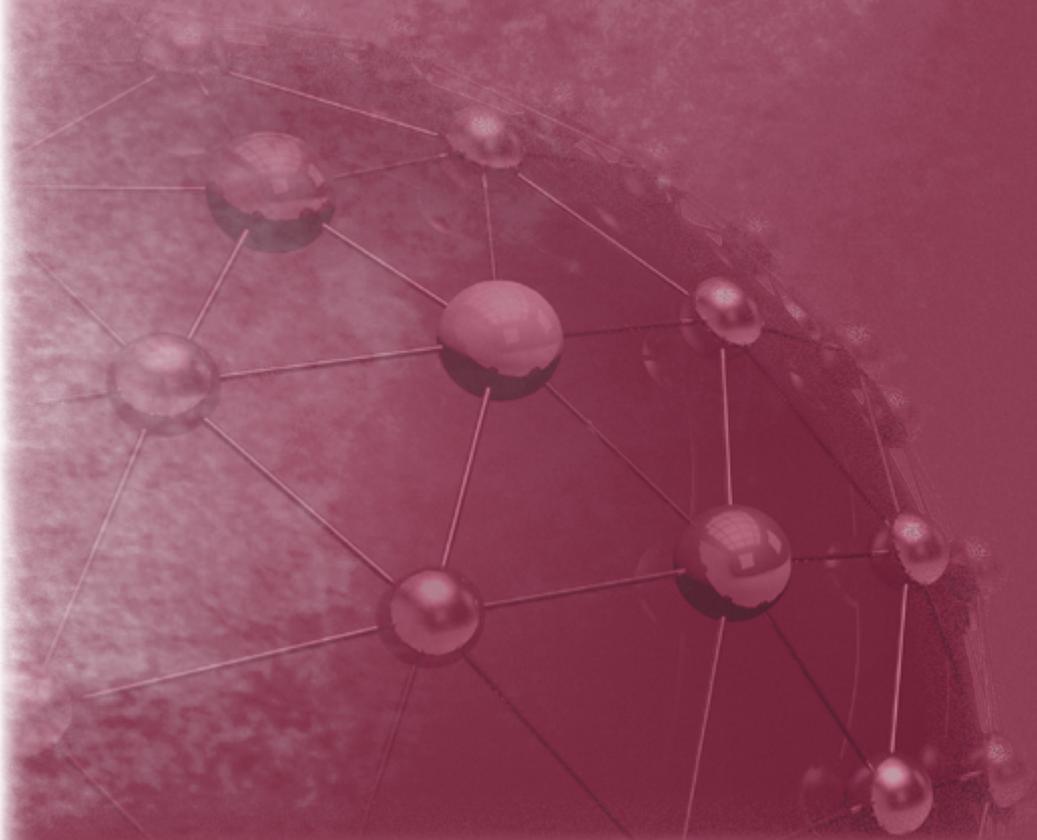
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An Annual Report on National Security was approved in Spain for the third consecutive year since 2014, when the Government's National Security Strategy committed to informing the public on the challenges that could infringe on our rights and freedoms. Part of this commitment consisted in making an effort to explain to the public the measures being launched year after year to guarantee a comprehensive response -both anticipatory and reactive- to these risks and threats.

This year's Annual Report is unique, for a very important reason. It is the first that has been produced in response to the mandate included in Act 36/2015 of 28 September, known as the National Security Act, a pioneering law in Spain because, for the first time since Spain's transition to democracy, national security is given a regulatory framework equal to its importance in public policy, which must include the participation of constitutional bodies and society in general.

Regarding advances in the national security system, the most significant landmark was the entry into force, on 30 September 2015, of the National Security Act. This law is the first in the Spanish legal system to encompass national security comprehensively, involving every aspect of the public administrations and civil society.

It is a response to the security challenges affecting the 21st century. Moreover, it is a law based on consensus, continuity and strengthening of national structures in the face of major crises, to offer solutions to these challenges quickly, efficiently, and in a coordinated manner.

The National Security Act, approved with broad parliamentary support, lays the foundations for building a public policy that aims to be a national policy, in which, under the direction of the President of the Government and the responsibility of the Cabinet, includes the participation of every level of the public administrations, according to their respective scope of authority, and the citizenry.

Noteworthy among the contributions of this new law is the regulation of situations of interest to national security, which encompasses all of those situations in which, without affecting fundamental rights and public freedoms, it is necessary to strengthen the cooperation of all instruments available to the State.

The overall national security situation in 2015 varies according to which different components and areas of special interest are examined.

During the 2015-2016 term Spain is a non-permanent member of the United Nations Security Council, and in 2015 our country has continued its firm commitment to international peace and security. The principal hotspots of instability in areas vital to Spanish national security -the Sahel, North Africa, the Horn of Africa and the Gulf of Guinea- are under especially close monitoring.

Regarding national defence and its missions abroad, more than 2000 Spaniards are present in conflict zones and unstable areas that affect our national security. The number of operations abroad exceeds that of previous years.

Spain is one of the EU's leading contributors to UN peacekeeping operations (PKO), and to operations of the EU's Common Security and Defence Policy (CSDP). The launching in 2015 of EUNAVFOR MED, known as Operation Sophia, forms part of the measures adopted by the EU in response to the major humanitarian crisis that has erupted in central Mediterranean waters.

Furthermore, in 2015 Spain took command of three missions: EUNAVFOR Atalanta, EUTM Mali, and UNIFIL's Sector East.

At the NATO level, 2015 has been a year in which the international situation has caused a certain reconfiguration of operations on the Alliance's eastern and southern flanks, particularly in the Baltic Air-policing Mission, Operation Active Fence in Turkey and the Resolute Support Mission in Afghanistan, which since 1 January 2015 has replaced the NATO International Security Assistance Force (ISAF), which served there for more than ten years.

In addition, more than 300 Spanish military personnel are currently deployed in Iraq, as part of the international coalition combating DAESH. Other noteworthy cooperation missions include one with France in the Sahel, and the agreement with the USA for deploying four destroyers at Rota Naval Base and the use of Morón Air Base by US forces.

Regarding the need to adapt structures to a new security situation, the United Nations has launched a PKO review process, in which Spain has taken a very active role. As to the EU, in 2016 the future Global Strategy on Foreign and Security Policy is to be adopted. At NATO, and as a result of the new strategic framework after the Cardiff Summit of 2014, one of the actions has been to review the concept of the high-readiness NATO Response Force (NRF), with the creation of the Very High Readiness

Joint Task Force (VJTF). The exercise Trident Juncture 2015, NATO's largest in a decade and which was hosted by Spain, served to certify the VJTF.

This new vision of the current environment and the process of adapting international organizations to new realities and challenges is faithfully reflected at the national level, as well. Spain's new Defence Planning Process makes it possible to better harmonize the different forces and to program appropriately the acquisition of the capabilities required by the Joint Force constituted in 2015.

Furthermore, the publication of the Industrial Defence Strategy, approved by the Council of Ministers in 2015, defines the industrial capabilities and areas of knowledge that are strategic for defence, which will make it possible to position our companies in an optimal manner.

The major terrorist attacks that occurred in Europe and other parts of the world, as well as the increased radicalization in certain sectors of society confirm that terrorism is one of today's greatest global challenges. For Spain's Government, combating terrorism in all its forms is a strategic priority.

Terrorism is the worst enemy of freedom and democracy. A message of unity, a strong response, and the strength of rule of law itself are the foundations for combating a phenomenon that can be seen as a threat to global security. Spain is a staunch defender of an integrated, comprehensive approach to this area, about which concern is growing steadily.

The international response to terrorism finds an unconditional ally in Spain. As a sign of how combating terrorism is a priority for the Spanish Government and our foreign policy, it is worth highlighting that the President of the Government attended the special meeting of

the UN Security Council Counter-Terrorism Committee on foreign terrorist fighters.

On 30 January 2015, Spain's Council of Ministers approved the National Strategic Plan to Combat Violent Radicalization, an instrument that prevents and avoids the emergence and growth of extreme and violent radicalization processes, and their possible development into terrorism.

The agreement reached in February 2015 among several of the principal political parties in Spain, known as the Anti-jihadist Pact, confirms our unity regarding counterterrorist policy, and reflects the need for consensus in order to make counterterrorism one of the cornerstones of Spain's security policy.

It seems appropriate to congratulate Spanish society as a whole, and especially our armed forces, state security forces and national intelligence services, on the first legislature since Spain's transition to democracy that is free of terrorist attacks within our borders. However, we must deeply deplore the murder of six Spanish citizens abroad.

On the legal front, the reform of Spain's Penal Code and the amendment of the Criminal Procedure Act represent major advances in addressing both terrorism and extremist behaviour generally.

Spain provided decided support in 2015 to the international role of victims of terrorism, at the UN Security Council. On a national level, the establishment of the Memorial Centre for Victims of Terrorism expresses recognition of their suffering, as does the promotion of such legislative measures as free legal assistance.

Regarding cybersecurity, the challenge of adjusting our model of governance to its cross-cutting, transnational nature is constant and ongoing. Especially urgent is the need

to make advances in responses to the use of digital networks by non-State actors for criminal purposes, or in relation to terrorism and organized crime.

In 2015, Spain's actions in this area have clearly been strengthened, on the regulatory, operational, and technological fronts. The National Cybersecurity Strategy offers an excellent framework for coordinating activities through its nine associated National Cybersecurity Plans.

Spain defends the need of ensuring open and secure cyberspace in all of the international organizations of which it forms part and, most especially, at the United Nations, where it is a non-permanent member of the Security Council during the 2015-2016 term.

It is important to highlight the value of Spain's legislation regarding protection against threats to the security of information networks and their digital dimension. The legal reforms carried out this past year include new types of criminal offences related to cybercrime, cyberterrorism, and what are known as hate crimes, and they align with the EU in addressing such highly disturbing issues as child pornography and the sexual exploitation of minors.

Spain is a modern country in terms of connectivity and digital services for the general public; today, 99% of formalities involving the General State Administration can be carried out online. Two years after launching the Digital Agenda for Spain, the updating of the National Security Framework for Electronic Administration in 2015 strengthens the measures for heightening protection and trust in the public's interaction with the Administration through online data networks.

Public-private cooperation, professional training, and promoting R&D&I to build digital

trust all play a key role in capacity-building for preventing and responding to cyberattacks and promoting Spanish industry. A great deal of resources have been earmarked to this end, along with investment in measures for the steady consolidation of a public cybersecurity culture based on full awareness of the challenges and risks involved.

As to organized crime, given its transnational nature and its capacity to adapt and interact with other risks and threats, it has had a major impact on countries where open armed conflicts persist which have sparked migratory flows to Europe. The organized crime networks have profited from the vulnerability of these people, and the ease with which they can be trafficked across the borders of countries in conflict.

International cooperation mechanisms are key for tackling criminal organizations that have resources enabling them to operate in a number of countries. As regards Latin America, in 2015 the Bogota Platform, led by Spain, was kicked off, and information exchange agreements have been reached to combat drug trafficking.

At the European level, Spain has played a prominent role in Operation Blue Amber and in everything related to the EU's 2014-2017 policy cycle regarding the fight against international organized crime and the projects of the European Multidisciplinary Platform against Criminal Threats (EMPACT). In this operation, 900 people were arrested and a total of 7.7 tonnes of drugs were seized.

Citizens' collaboration is crucial for combating sexual offences. This has been the guiding approach to the Comprehensive Plan against Trafficking Women and Girls for Sexual Exploitation 2015-2108, designed with the participation of the administration, civil society and NGOs.

Today, Spain's economy is one of the fastest-growing in the eurozone. The Spanish economy grew 3.2% in 2015, its greatest increase since 2007. Bringing the public deficit down to 5.16% in 2015, from 9% in 2011, represents the sharpest reduction in structural terms of any G20 country.

The consolidation of economic recovery and job creation are Spain's main challenges, and in 2015 the indicators have been highly positive. Fraud, economic cybercrime, organized crime and revelations regarding acts of public corruption have an impact on economic and financial stability and governance.

The main priority of Spain's 2015 National Reform Programme is to finish the structural reforms for economic recovery and job creation launched during the last term of Parliament.

The fight against corruption has been one of the cornerstones of this Government's priority actions. Toughening punishments for corruption offences in the Penal Code and the creation of an Office for Recovery and Management of Assets (ORGA) aim to address firmly one of the scourges that most negatively affects the reputation of a democratic society.

It is important to highlight the new legislation on democratic regeneration measures put into effect this year, regarding control of the economic activities of political parties, the definition of their illegal financing as a criminal offence, as well as the measures to streamline the justice system.

In addition, the control of financial flows has been tightened greatly, particularly regarding money in cash. To this end, the evaluation report on Spain by the Financial Action Task Force (FATF) clearly shows our country's positive situation in the fight against money

laundering and terrorist financing.

The implementation of the 2014-2015 Strategic Internationalization Plan was a key element in promoting the internationalization of Spain's economy. Foreign trade indicators have shown a clear improvement, while credit flows into the real economy have recovered.

As part of strengthening regulatory and supervisory mechanisms, highlights include the conclusion of the 2012-2014 assistance programme for the Spanish financial sector, with an improvement of the solvency of the Spanish banking system as a whole, and the introduction of compulsory annual reports on key indicators and assets performance from all banking and financial entities, to be presented to the Bank of Spain.

As regards the economic and financial governance of the EU, the European Commission's proposal of a Regulation regarding a Common Deposit Guarantee Mechanism, along with a package of risk reduction measures in the Banking Union, represent new landmarks along the way to the final goal of full financial integration in the eurozone.

Turning to energy security, Spain's vulnerability is, to a great extent, due to our dependence on external sources. The challenges we face include adopting measures to enable appropriate geographic diversification, securing strategic reserves, achieving an energy mix that encompasses all primary energy sources in a balanced manner, protecting energy infrastructures, and a coherent economic and environmental sustainability policy.

The comprehensive view advocated in the National Energy Security Strategy, approved on 20 July 2015 by Spain's National Security Council, must guide our actions in this particularly relevant area, as set forth in the National Security Act.

At the European level, significant progress involving Spain has been made as regards the internal energy market. The Madrid Declaration of 4 March and the agreements reached within the common strategy for developing interconnection with the Iberian Peninsula mark a series of projects that will make it possible to increase our country's current levels of energy interconnection.

The Santa Llogaia-Baixas underground electricity line, inaugurated in 2015 by the President of the Spanish Government and the Prime Minister of France, is not only the first interconnection project between Spain and France in more than 30 years, but also a technological project of the greatest interest for the EU that will make it possible to double the electricity interconnection capacity between these two countries.

The COP 21 Paris Summit on climate change constituted a major enhancement of the level of ambition with regard to the Kyoto Protocol, with the participation of 186 countries, among which are such great world powers as China and the United States. Spain, as a member of the EU, has undertaken ambitious goals in carbon emission reduction.

As regards energy infrastructures, our country has a modern and resilient grid. The Development Plan for the Electricity Transmission Network, approved by the Cabinet in October 2015, involves an investment of more than 4.5 billion euros over the next six years, which will be used to carry out transmission network projects guaranteeing the security of the electricity supply, while introducing environmental and economic efficiency criteria.

Concerning the proliferation of weapons of mass destruction, the principal security challenges are posed both by State and by non-State actors. In addition to countries

deserving particular international attention as regards nuclear proliferation, consideration must also be given to the possibility of terrorist organizations gaining access to chemical and biological weapons.

Most noteworthy is Spain's work as a non-permanent member of the United Nations Security Council and as Chair of the 1540 Committee on the non-proliferation of weapons of mass destruction by non-State actors, the 1737 Iran Sanctions Committee, and the 1718 Democratic People's Republic of Korea Sanctions Committee.

The agreement reached in July between Iran and the E3+3 powers (Germany, France, United Kingdom, China, United States and Russia), after several years of conflict, constitutes a true paradigm shift in relations with the Near East, because Iran's nuclear programme shall be exclusively for civilian purposes and may not be used for manufacturing weapons having the capacity for nuclear destruction.

At the national level, the National Security Council's National Action Plan for Compliance with Resolution 1540 responds to Spain's implementation of the measures on non-proliferation of weapons of mass destruction. Spain is also developing a National Biocustody Plan, and actively participating in the implementation of the Chemical Weapons Convention.

The possibility of terrorist organizations gaining access to nuclear material is one of the greatest concerns on a worldwide scale. Here, Spain has actively contributed to the work of the Implementation and Assessment Group of the Global Initiative to Combat Nuclear Terrorism. The cooperation agreement signed at the European Commission for technological and scientific capacity-building among centres of excellence will make it possible to identify projects for protection against this threat. The

Gate to Africa and Gamma Daimiel exercises, and all the training actions carried out in 2015 are part of the actions to enhance our prevention and response capacity.

Controlling the exports of products related to weapons of mass destruction and dual-use technologies has also been an important focal point in 2015, through the different international regimes in which our country participates.

As regards the organization of migratory flows, in 2015 the EU has faced its greatest refugee crisis since World War II, as a result of the Syrian conflict. The exacerbation of this humanitarian crisis is having a major impact on the implementation of the Schengen Agreement and of the EU's asylum policies.

The need to introduce measures to provide a comprehensive and coordinated response has been addressed at several National Security Council meetings throughout the year. The drafting of the Comprehensive Protocol for Receiving and Integrating International Protection Seekers by the interministerial group led by Spain's Vice President of the Government and Minister of the Presidency is, precisely, in line with this comprehensive approach.

Development cooperation on migration with our neighbouring countries is one of the keys of Spain's foreign policy. Our comprehensive approach to migration policy envisages border protection and combating criminal organizations, and it seeks to address the roots of the problem through dialogue and cooperation. The common denominator of the forums and meetings held in 2015 has been to find areas for mutual cooperation, which has always been effective for the parties involved.

In November, the President of the Spanish Government attended the Valletta Summit

on migration, one of the most important events in this regard, adopting the approach of mutual responsibility involving the countries of origin, transit and destination of migrants. Spain presented its model of cooperation and partnership with African countries, including such successful examples as Morocco, Senegal and Mauritania.

Through our National Programme of Resettlement of Refugees in Spain for 2015, our country wishes to align itself with international efforts and show its spirit of solidarity with people who are fleeing from war and terrorist savagery.

Institutional capacity-building as regards reception and integration has been one of the priorities of this Government's social integration action in 2015, with a significant increase in earmarked resources in general, prioritizing the Autonomous Cities of Ceuta and Melilla, where migratory pressure is more intense.

In the field of counterintelligence, the spotlight remains on possible interferences or hostile actions carried out by certain intelligence services present in Spain.

In 2015, the volume and intensity of activities aimed at protecting Spain's strategic, political and economic interests against illegal information-seeking activities has been maintained.

A growing trend is that of third countries carrying out counterintelligence activities in Spain through business or partnership fronts. This entails an added difficulty and an extra effort for our national intelligence services in effectively addressing an activity that harms Spain's national interests and possibly violates the rights and freedoms of Spaniards.

As regards protection against emergencies

and disasters, the risks and threats resulting from natural phenomena are compounded by those that are man-made.

Globally, climate change maintains its potential as a multiplier of the risk of meteorological and climate disasters: 2015 has been the world's warmest year in recorded history. Rising temperatures and water scarcity can lead to worsened living conditions in certain regions with problems in accessing basic resources, and heighten their insecurity factors.

In our country, the floods in the Ebro river basin in February and March 2015 were the most severe in twenty years. These floods made it necessary to evacuate approximately 1,500 people. In addition to the response operation, totalling more than 105 million euros, the Hydraulic Public Domain Regulation -the main national preventive mechanism- was also amended in 2015.

The 2015 forestry campaign was worse than that of 2014, with twice as much burnt forest area. However, the area affected was below the average of the past ten years.

In 2015 three unfortunate events required our assistance abroad: the terrorist attacks in Tunisia, the Germanwings airplane crash in the French Alps, and the earthquake in Nepal. Assistance to family members and loved ones of those killed or injured in accidents or disasters is a common denominator in all of these situations. The Assistance Plan for Victims of Railway Accidents and Their Family Members, approved this year, seeks to simplify the certification of passengers' death in accidents, to avoid unnecessary suffering and streamline the corresponding formalities.

As regards health security, it is worth underscoring that even though no cases of Ebola occurred in Spain in 2015, the World Health Organization continues to consider

the epidemic a health care emergency of international importance. Moreover, this year there has been a serious epidemic of chikungunya virus disease in Latin America and the Caribbean, with 198 cases detected on Spanish territory. Close monitoring of the evolution of the new MERS-CoV coronavirus, especially affecting the Near East, forms part of our activities involving the prevention and control of disease transmission.

A major milestone in protection against emergencies and disasters was the approval, in 2015, of Act 17/2015 on the National Civil Protection System, as an essential instrument to guarantee the coordination, cohesion and effectiveness of public policies on civil protection, and to regulate the powers of Spain's Central Administration in this regard.

Concerning maritime security, the serious geopolitical instability of certain regions of the world has a marked impact on its maritime dimension. Migratory flows by sea, the operation of criminal networks, the possible action of maritime terrorism piracy are all different facets of insecurity that have instability and inequality on land as a common denominator.

Maritime security is very closely linked to our economy. Figures from 2015 on maritime passenger and freight transport show a rising trend compared with previous years, even reaching record highs. However, this also involves security challenges, such as the growing difficulty in controlling illicit trafficking, especially as regards container freight.

The National Maritime Security Council, under the aegis of the National Security Council, has made active efforts to promote the Action Plan measures in 2015. The document sets forth the development of the National Maritime Security Strategy through

specific actions falling within the Strategy's lines of action.

Thus, 2015 has been a year full of successful initiatives, such as the Coordination and Cooperation Agreement on Maritime Security Operations, the Comprehensive Maritime Security Plan in the Straits of Gibraltar, the development of SEGMAR -an IT tool for information-sharing- and the creation of an interministerial cell for the analysis of risks and threats, called CIARA (the Spanish acronym for Cell for Information and Analysis of Risks and Threats to Maritime Security).

At the national level, two incidents were particularly relevant: the shipwreck of the Russian fishing vessel Oleg Naydenov in the Canary Islands -this was the first time the National Maritime Plan was activated in response to a fuel spill- and the fire on the Sorrento ferry in the Mediterranean.

Another major incident was the tragic crash of a military helicopter in the Atlantic Ocean, causing the deaths of three Spaniards and involving the activation of the corresponding search and rescue operation.

As regards maritime traffic, the Paso del Estrecho [Crossing the Straits of Gibraltar] Operation during the summer holidays -the largest such operation in all of Europe- set record highs, with 2.5 million people and more than 600,000 vehicles.

In combating illegal, unreported and unregulated fishing (IUU), the action of Spanish national authorities in Operation Sparrow has led to uncovering an extensive international business network that ran illegal fishing vessels based in Spain, which has been fined approximately 18 million euros.

Turning to the protection of our underwater archaeological heritage, Spain has an open

policy, with international cooperation, to defend our rich historical legacy, as in the case of the Spanish galleon San José, claimed by Colombia.

In this sphere of international cooperation, Spain continues to be a country of reference for issues involving international maritime security, whether in EU operations in the Horn of Africa (EUNAVFOR Atalanta) and in the central Mediterranean (the aforementioned EUNAVFOR MED Sophia), or in the operations and missions of Standing NATO Maritime Groups, as well as multilaterally and bilaterally with the countries on the west coast of Africa and with certain Latin American countries.

The gradual implementation of the Critical Infrastructure Protection System has made considerable progress, and ten sectoral strategic plans are now available, with the incorporation of the water sector and the road, railway, air and maritime transportation sub-sector plans into the list of plans approved.

This progress comes at an especially timely moment in a global scenario where transportation infrastructures are becoming the priority target of international terrorism, along with other infrastructures that are essential for our country's everyday labour, economic and productive activity, which are also being targeted.

Thus, the security of Spain's national airport system has been strengthened considerably with measures guaranteeing passenger protection.

The security of information systems and digital networks plays a key role in the normal functioning of critical infrastructures. This digital dimension has led to the adoption of measures such as the creation in 2015 of the Cybernetic Coordination Office for the management of cybersecurity incidents.

The 2015 Annual Report offers a detailed description of the risks and threats to national security. One of its aims is to contribute to improving understanding of how these threats are interconnected and how they affect people's lifestyles, the functioning of institutions, and the very survival of the State, as well as the defence of the fundamental principles, values and freedoms that define us as a society.

The Report also presents the principal measures that have been launched in each sphere of national security to raise Spain's security thresholds. Once again, a common pattern can be seen: effective response by public authorities to security challenges. Continued progress in this area requires the committed effort of everyone, under the principal responsibility of the Government and the leadership of its President.



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