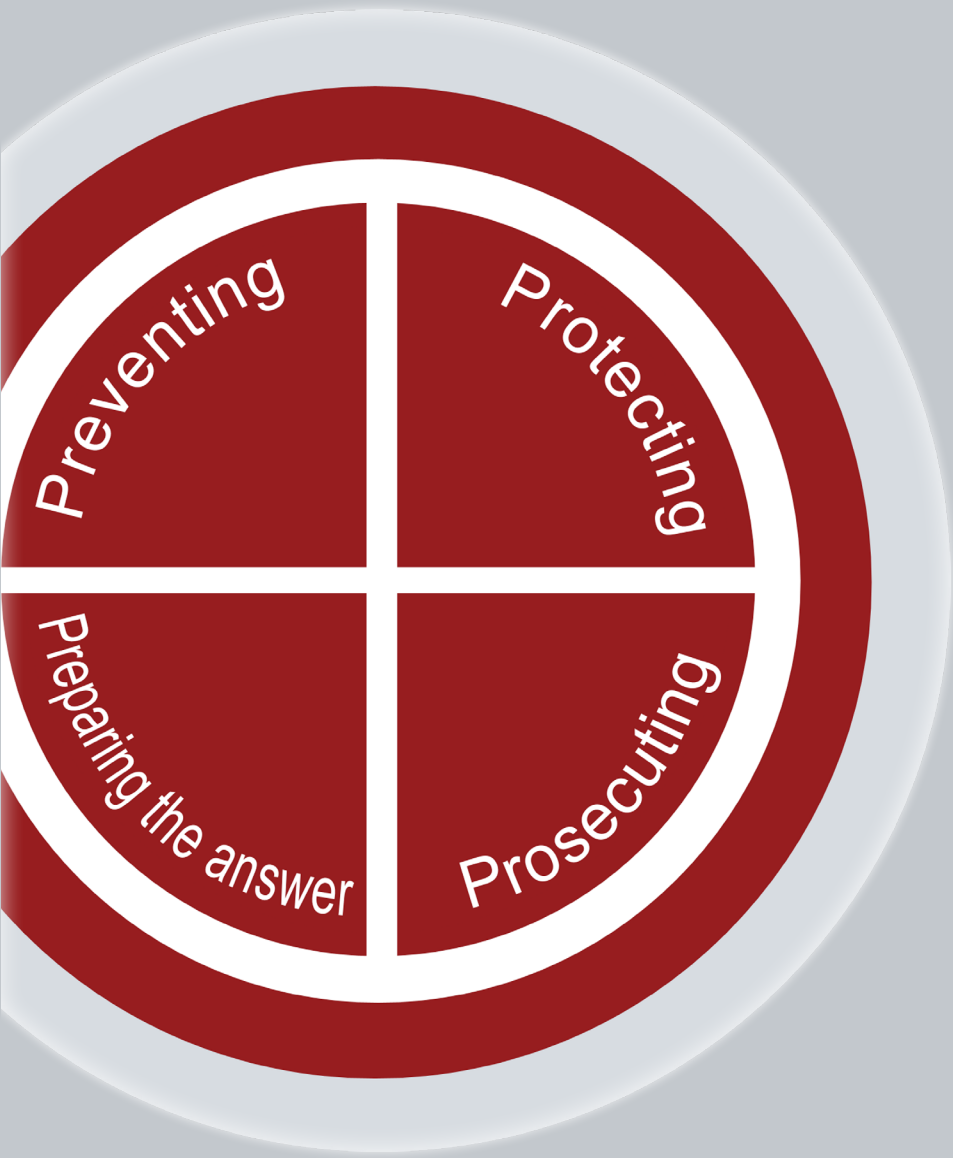


NATIONAL Counter-terrorism STRATEGY

2019



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NATIONAL Counter-terrorism STRATEGY

2019

The National Counter-terrorism Strategy has been approved by the National Security Council on January 21, 2019.

The Interior Ministry, through the Intelligence Center for Counter-terrorism and Organized Crime (CITCO), has taken the coordination responsibility for its devising.

The Foreign Affairs Ministry, the European Union and Cooperation, the Ministry of Justice, the Ministry of Defence, the Interior Ministry and the National Security Department have participated in the process of its development.

We have taken into consideration the university experts' group field, the civil society and the terrorism victims' contributions.

INTERIOR MINISTER'S FOREWORD

Security is an essential pillar that supports the peaceful cohabitation and harmony of our open, plural and democratic society. It is also a big responsibility, a common task where we all are involved, but where thousands of public officials work specially every day and every single day in order to bring to the Spanish citizens one of the highest European Union security levels.

However, serious threats concern our security and terrorism is, indeed, one of the most important threats that our country faces. This phenomenon has changed over these late years: some of its main actors varied and it has an unprecedented scope in its perverse propaganda, although the same harsh methods and terrible human losses consequences. Terrorism victims suffer the most directly terrorism scourge and our most decisive and determined interventions must focus on them, now as ever.

World has changed with an increased global terrorism. A common threat to which there is no other possible option than a common coordinated and cooperative countering. In addition, Spain is currently more prepared than ever to face terrorism, with the best professionals and the most successful experience after ETA terrorism defeat, which caused a lot of suffering over years in our country.

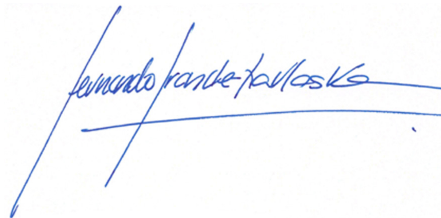
In addition, we have now our own strategic framework for the National Security, a strategic and organizational set-up where the new National Counter-terrorism Strategy should be included. A new document that has been created because of the need to adapt our strategic view when facing terrorism and this phenomenon changes which took place in our country and in the neighbor countries as well as to define the interventions of the National Security System.

Thus, the National Counter-terrorism Strategy was born as a common frame, adapted to the social reality and emerged from the firm determination to face terrorism in order to defend our citizenship.

INTERIOR MINISTER'S FOREWORD

A new Strategy that, for the first time, is set as a public document, the best transparency exercise in line with what our partners and allies have been doing until now. A new Strategy which will become the support of future action plans, developments and operational implementations that, certainly, will give more and a better security to our citizenship against the terrorism scourge.

We are facing the worst threat with our best tools for free citizenship cohabitation. And we do it with determination, firmness and looking to the future with hope.

A handwritten signature in blue ink, reading "fernando grande-marlaska", with a horizontal line underneath.

Fernando Grande-Marlaska Gómez

Interior Minister



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Executive summary

This document was born in order to be included in the political and strategic framework in the counter-terrorism fight and violent extremism.

The Strategy guarantees human rights respect as well as the public liberties exercise as it basis in line with the Spanish Constitution values. Thus, it seeks to contribute the promotion of the conditions that guarantee freedom, equality and security for the society as a whole, the citizens and their institutions. In summary, it is specified in the following:

- The National Counter-terrorism Strategy is included in the National Security System and understands that terrorism and violent extremism, in all its manifestations, constitute one of the most important threats to National Security and democratic order which affects essential values and principles that govern our cohabitation.

- Technological development has helped terrorist groups to the available resources access and their funding, recruitment, training and propaganda capacities increase.
- Global tendencies impact and threat evolution compel the system capacities regular adaptation in the counter-terrorism and violent extremism fight. It is minimum required updating regularly, with proactive vision and complete, coordinated and cooperative responses, both at national and international level.
- The National Counter-terrorism Strategy replaces the previous 2012 Comprehensive Strategy against International Terrorism (EICTI), adapts to the new threat situation and defines its content in the 2017 National Security Strategy.
- Transparency principles, public communication and the whole society involvement inspire the integration and cooperation between the Administrations and the private sector, similarly to what our partners and allies already did.
- Recognition of support and total and permanent assistance to terrorism victims is based on their dignity and memory respect.
- The Strategy guiding principles are: the whole vision, commitment and shared responsibility, unity action, coherence, efficiency and anticipation; the resilience; transparency and accessibility; self-sufficiency and sustainability; the analysis, assessment and flexibility.
- Its mission is to protect citizens' freedom, rights, safety and welfare by countering the terrorism and violent extremism threat against Spanish citizens and interests within and outside of Spain and in world common spaces.
- Its vision lies in promoting the necessary conditions of freedom, security and justice which foster coexistence among all citizens, contributing to the

consolidation of a democratic, plural and diverse society, resilient to terrorism and violent extremism.

- It aims to neutralize the terrorism threat against Spanish citizens and interests within and outside the Spanish borders, reducing the society vulnerability and confronting the radicalization processes that lead to violent extremism.
- It follows the steps of the European Union and United Nations Counter-terrorism Strategy and devises a four pillars structure: Preventing, Protecting, Prosecuting and Preparing the response. Each pillar general objective, priority axes, specific objectives and strategic lines to follow at national, international and world common places level are considered.
- The “Preventing” pillar develops the required strategic guidelines to detect and prevent the terrorism and violent extremisms emergence, development and dissemination, tackling its causes and protecting most vulnerable individuals and groups.
- The “Protecting” pillar defines the specific strategic guidelines to guarantee full security and protection for society, citizens, institutions and national interests, reducing the vulnerability of those who are more sensible to terrorism and violent extremism.
- The “Seeking” pillar establishes strategic guidelines to detect and completely investigate terrorists and violent extremists, preventing their actions planning and execution, countering their support, logistics and financing networks, and ensuring that they will be taken into custody.
- The “Preparing a response” pillar aims to minimize the terrorist act consequences, guaranteeing the highest support to the victims, repairing the damages caused and restoring normalcy through scheduled interventions and plans for an early recovery, drawing lessons learned in order to prepare future responses.

- It is necessary, during the four pillars development, to continue introducing national strategic plans in specific areas such as the fight against violent radicalization, in terms of prevention and anti-terrorism protection and control strengthening of explosive precursors (based on the 8/2017 Law of November 8), as establishing new sectorial strategic plans in the different fields of the Administration activity and other specific plans in the areas which require it, especially against terrorism and violent extremism funding.
- There is an initial validity period of four years, unless events or circumstances recommend its modification, planning to create a new Specific Committee in the field of counter-terrorism fight included in the National Security System.
- Relevant institutions of the State must guarantee the society highest security and protection. But, the society, in general, is also called upon to be committed with this fight. That's why the National Counter-terrorism Strategy it's made public and addressed to all citizens.



Chapter 1

A new National Counter-terrorism Strategy

In this chapter, the reasons of the National Counter-terrorism Strategy devising are analyzed as well as the main characteristics that launch its configuration.

Why a counter-terrorism Strategy?

Terrorism constitutes one of the main threats to our open and plural society, and attempts directly against the essential values and principles that govern our cohabitation.

In the late years, international terrorism has been consolidated as the main terrorist threat for our country. In response to this threat, Spain provided, in

2010, the International Counter-Terrorism and Radicalization Strategy (EICTIR), introducing the legal term “comprehensive” in 2012, with the Counter-terrorist European Strategy (2005) and the European Union Strategy to Fight Radicalization and Terrorist Recruitment (2005, later updated in 2008 and 2014) as the main references.

When the validity period has expired, it is necessary to redesign the strategy, considering that, since its elaboration, the National Security Strategy (ESN) has been adopted in its future editions. It is evident that the new Strategy, in the counter-terrorism fight field, should be aligned with the NSS general strategic framework.

At the same time, the National Security definition, evolution and nature have undergone a deep change, concurrently with the threats and challenges evolution. This late changing dynamics in the global security field have contributed in the evolution of the strategic framework where the National Security operates and, therefore, the fight against terrorism. The geopolitical tensions increasing, the recent connectivity, the constant technological revolution or the social polarization dynamics are some of the change processes in the global setting which also set up the characterization of the terrorist phenomenon that we have to face. These change processes require at the same time a strategic adjustment to address a comprehensive vision in the counter-terrorism fight.

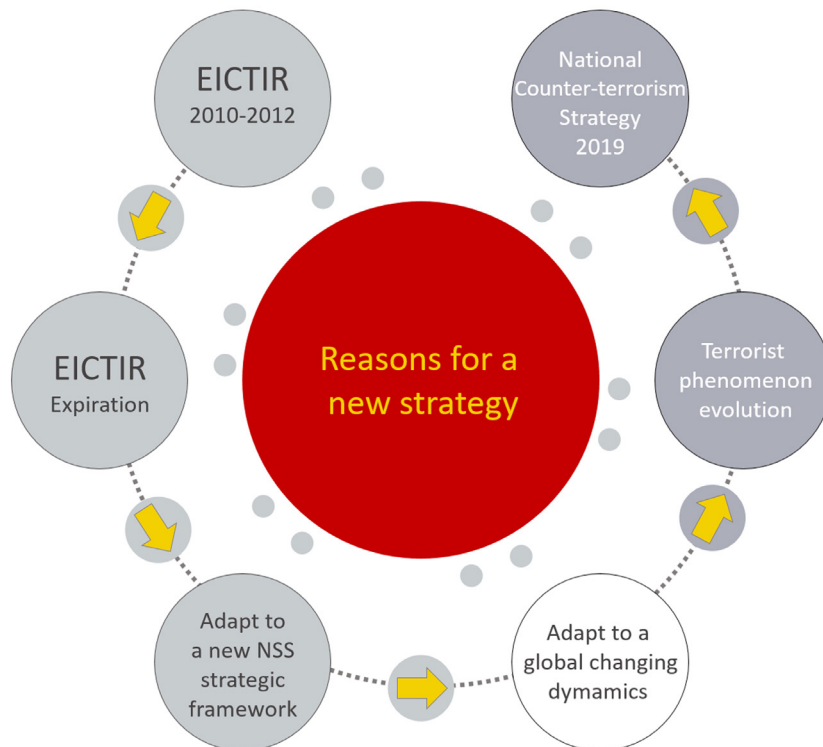


*The new Strategy
is adapted to the NSS
strategic framework
as well as to the
terrorism evolution*

Every strategy needs to be revised and adapted regularly, paying attention to the evolution of the faced phenomenon. In this regard, terrorism across the world has virally evolved. The terrorism phenomenon constitutes one of the main threats which have acquired a bigger prominence in the late years, along with radicalization and violent extremism. Concurrently, this prominence has been enhanced by an important transformation and adaptation capacity of the new terrorist actors to the globalized and interconnected world.

Relevance and mutation are, hence, the essential characteristics of this terrorist phenomenon evolution as a whole. These guiding factors should be tackled with new plans and approaches but with the same determination in the counter-terrorism and violent radicalization fight that threat our society’s peaceful and free cohabitation.

Concretely in Spain, there has been a prominent terrorist threat evolution since the EICTIR approval. Some of the key aspects of this late evolution are the DAESH organization increasing threat, the terrorist foreign fighters (CTE) – Spanish or residents in Spain who moved to Syria or Iraq to join terrorist organizations operating there- and the attacks wave in our neighbor countries, which dramatically affected Spain in August 2017.



A Strategy adapted to the new reality

The EICTIR has contributed to face international yihadist terrorism from a multidisciplinary approach, strengthening the reference framework where all authorities involved interacted. The incorporation of the counter-violent radicalization fight as a main axis of the Strategy is also a progress. In the formal aspect, the EICTIR has been set up as a top secret document by the Ministers Council.

The strategic changes since the EICTIR adoption and its necessary adaptation to a reality that constantly changes in terms of global security require the Spanish strategic approach adaptation to fight terrorism. This adaptation should be a comprehensive and public strategy designed to human security.



A Strategy with a comprehensive vision

The EICTIR has contributed to focus the strategy against terrorism in Spain on the international threat terrorism. Actually, the EICTIR was focused exclusively on this kind of terrorism. The strategic situation in that moment, the international terrorism incursion and the national terrorism decline in our country converged in the need and opportunity to elaborate a specific strategic document to face the international terrorism threat.

After the EICTIR implementation, the terrorism framework evolution in our country requires a comprehensive strategy that attempts terrorism as a whole, without any adscription to any particular terrorist dimension.

In addition, our reference framework strategies, from the European Union and our neighbor or allied countries, converge in this comprehensive vision, taking into account in their Strategies the terrorist phenomenon in its different manifestations and organizational expressions and ideologies.

Under the current general trend of the international community, this Strategy includes the violent extremism phenomenon, with the common idea that it is necessary to strengthen our citizenship resilience in front of violent extremism ideologies and radicalization which lead to terrorism.

Interventions in common global areas are always considered with a comprehensive vision taken from the National Security Strategy. The cyberspace, the maritime area and the aerial and outer spaces are world common areas characterized by the absence of physical frontiers in where jurisprudence application and regulation are very difficult. These areas are very suitable to terrorism and violent extremism actions and this is why they are considered as priority intervention spaces within the comprehensive approach of this National Strategy.



A public Strategy

This is the first Counter-terrorism Strategy with an eminent public character that breaks with the tradition deeply-rooted in the peculiar history of our country's counter-terrorism fight. The experienced strategic changes go hand in hand with the social progress in public activities transparency as well as the citizens increasing demand of responsibility.

In our neighbor countries, the security strategies public characterization has been consolidated as it is now been done with the National Security Strategy.

Furthermore, the public character of the Strategy provides its acquaintance and circulation, contributing to the participation of all social sectors and institutions which collaborate in the action lines implementation that the Strategy covers.

In addition, a better informed citizenship about the threats is a key clue to encourage resilience when occasional terrorist attacks.



A Strategy for human security

One of the public authorities' basic obligations is to create a safe environment where people feel protected. In this regard, public security is one of the key components of our National Security System. The focus is on people safety, on the human being in its integrity.

This implies the integration of citizenship perspective, dealing with the insecurity causes besides its effects, strengthening prevention as well as reducing vulnerabilities through action lines that foster the citizenship resilience, at individual and collective level.

It also means a Strategy focused on people and anticipation, worried about the resilience strengthening, which has to be comprehensive, participatory, coordinated and transversal, as well as respectful with the democratic quality levels that our modern and plural society requires.



Chapter 2

Terrorism and violent extremism threat

In this chapter, the structure of the current terrorist and violent extremism phenomenon is analyzed as well as the Spain position regarding these threats.

Current terrorism and violent extremism structure

The named yihadist terrorism is one of the main threats that Spain and the international community face. This threat shows its radical ideology through its actions all over the world.

In addition, the technological development has broadened the available resources accessibility for the terrorist groups, increasing its propaganda and its funding, recruiting and training capacity. In a context of massive information and social

media generalized use, the dissemination risk increases in the terrorist propaganda as well as in the development of radicalization and violent extremism processes. Funding this kind of activities becomes an essential value for its practice. Without it, lots of terrorist activities would not have its potential risk and level threat.

One of the most important challenges that we have to face is the foreign terrorist fighters' phenomenon, especially, the proliferation of returnees from conflict regions.

The foreign terrorist fighter's phenomenon in Spain

- More than 230 persons with Spanish nationality or residents in Spain moved to conflict regions, especially Syria and Iraq, to join terrorist organizations which operate there. Approximately 25% of these foreign terrorist fighters would have died and 20% would have returned.
- Precisely, returnees constitute one of the most risky profiles. A common risk All over the European Union which comes from the training and indoctrination received. There is a high possibility of them committing attacks in our country and recruiting new terrorists. In this regard, one of the most important challenges is to prevent these people to become a sort of reference leader figure for the youth, by reducing its attraction capacity and recruiting power.

Radicalization, violent extremism, recruitment and training with terrorist purposes became one of the main threats these late years. In Spain, this threat comes, mostly, from lone-actor terrorists and auto-radicalized cells in the Spanish territory.

Among its negative effects, the terrorist and violent extremisms increasing imply risks for the social tension, political instability or violent reactions against minorities.

The excluding identity extremisms that could bring with them violence and could be increased in an economic crisis context, constitute today one of the most alarming notes. Thus, extremisms increasing and excluding positions which have been created in most



Add to their direct consequences, terrorism and violent extremisms could entail social and political tensions for instance violent reactions against minorities

developed countries, particularly in Europe, are originating violent and philo-terrorist dynamics among our society minorities to which we should pay attention to.

Meanwhile, prisons constitute an enabling environment for the radical interns to recruit those people inclined to use violence, as well as to justify their hostility against democratic Estate values.

Regarding to national terrorism, in spite its current irrelevant threat, Security Forces and Corps should continue with their constant and efficient work in researching criminal acts, defending the victims' memory and transferring a narrative that stands out the democracy counter-terrorism fight.

Risks in prisons

- Prisons are priority attention and monitoring areas in Spain and in the whole European Union because it is an enabling environment to recruit vulnerable people to violent extremisms and radicalization leading to terrorism.
- In Spain, prisoners related to jihadist terrorism have considerably increased in the late years because of the Security Forces and Corps counter-terrorism activity. People condemned or in pre-trial detention because of crimes related jihadist terrorism exceed a number of 130 and are distributed among 30 penitentiary centers.

Terrorist threat evolution in the late years

The jihadist terrorism remains a threat to our country. DAESH emergence, consolidation and decline in the Syrian-Iraqi zone have been determining factors which set the terrorist activity path in the late years.

The EICTIR emerged in a context where Al-Qaeda and its affiliated constituted the main terrorist threat. Since then, we have experienced in the late years a quick change that lead to a multifaceted, diversified terrorist threat with a change in its

global jihad leadership and a more generalized impact on the European Union countries.

Despite its progressive decline, DAESH and other terrorist groups are still able to carry out, lead or inspire terrorist acts. In addition, Al-Qaeda remains a constant threat.

Another tendency that increased these late years is the terrorists' extensive use of Internet and social media to build false narratives far from the social reality, in order to recruit new terrorists to undermine our democratic society.


Furthermore, there has been an unprecedented Europeans citizens or residents in Europe movement, also from our country, towards conflict areas, after terrorist organizations' calls.

There are other factors that structured the terrorist activity tendency in the late years such as the indiscriminate attacks committed in popular places, transports or critical infrastructures, the aim to produce a big number of victims and a strong propagandistic impact as well as the diversity of facilities and materials accessibility used in terrorist attacks.

After the territorial loss in Syria and Iraq, the propaganda changed its focus on terrorist organizations calling to attack in origin countries instead of trying their relocation in Syria and Iraq.

Besides, in the late years, most of the attacks committed in Europe were carried out by radicalized people in their own environments, without being previously in any area ruled by any terrorist organization. In our country, Barcelona and Cambrils attacks were also carried out by radicalized people in their immediate social environment without moving to any conflict area.

Regarding to national terrorism, the tendency to reduce its terrorist activity has been stabilized although it still remains a threat from different kinds of terrorist groups who had little or no activity in the late years. According to ETA, its disappearance



The jihadist terrorism remains a threat to our country. The terrorist groups are still able to carry out, lead or inspire terrorist acts



Like other attacks in Europe, Barcelona and Cambrils outrages were committed by radicalized terrorists in their own and closer social environment

Barcelona and Cambrils attacks consequences

For the first time after 2004 attacks, Spain experienced in August 2017 a jihadist outrage, claimed by DAESH. Barcelona and Cambrils attacks brought back Spain to center stage of the terrorist scourge and revealed the threat importance for our country as a whole. As before in other European cities, the terrorist attacks were committed in touristic places with a lot of people and its indiscriminate character affected people of different nationalities: among the murdered victims, injured and other nature victims, there are more than thirty different nationalities.

has been consolidated as a token of the Rule of Law victory over terrorist barbarity. Terrorists couldn't achieve its initial established objectives. Democracy has prevailed against terror and the Rule of Law strength against those who tried to impose its violence. Security Forces and Corps and intelligence services, prison officers and other public officers, judges and prosecutors, legislature and society in general, with ethic example and terrorism victims' and their families' dignity, have been at ETA's defeat fore-front.

Spain position in the counter-terrorism fight

Spain has developed role models in the security field which still need to be updated with a proactive vision in order to act against global threats which require comprehensive, coordinated and cooperative responses, at both national and international levels.

From the Spanish perspective, the fight against all kinds of terrorism and violent extremisms requires political and social unity, Administration involvement, public services and the whole society, efficient and coordinated intervention from Security Forces and Corps, Armed Forces, intelligence service as well as permanent victims support and assistance.



Spain has developed referential security models that need to be regularly updated

The successful experience in the counter-terrorism fight

Our citizenship is fully aware of the enormous suffering that terrorism scourge generates. But, at the same time, the Spanish experience shows that democracy victory is possible against terrorists. We extracted the best lessons learned through the path of terrorism defeat

- The firm commitment efficiency to counter terrorism by driving the initiative against terrorists and deploying all the State and the whole society capacities.
- The necessary joint action of all public powers has to be supported on the highest political and social agreement which allows a long-lasting action with the whole strength and efficiency of the Rule of Law.
- The counter-terrorism fight has a double social dimension which tends to a more resilient society against terrorism and violent radicalization while inspired and supported by the civil and exemplary testimony of terrorism victims.
- The necessary concurrency of efficiency factors, among the distinguished international collaboration, the police and legal action and the importance of the intelligence community.

Consolidated strengths in the counter-terrorism fight

The Spanish experience in fighting against terrorism has consolidated the strengths of the country. In this regard, we have the political consensus support, with a strong legislature and a public Prosecution and specialized courts. There are operational and intelligence structures fully qualified to face the terrorist threat, with a national approach included in the National Security as well as our society who has an enormous resilient capacity to overcome terrorism and its effects.

Our security and intelligence organizations did very well in extending its efficiency in ETA's defeat to the fight against jihadist terrorism. Despite sharing with our partners

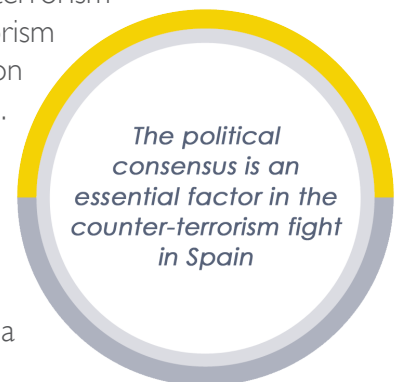
a high risk of terrorist attack, our country has, among its strengths, an acquired experience in the counter-terrorism research.

Operations and arrested because of terrorism in Spain

Since 2012, with the current EICTIR, we realized more than 400 detentions related to terrorism activities. Among these detentions, 70% are related to jihadist terrorism, 20% to ETA terrorism and less than 10% to other terrorist organizations. Particularly in the counter jihadist terrorism fight, since the attacks of March 11th 2004, Security Forces and Corps arrested more than 770 people in Spain because of their relation with this kind of terrorism

Political consensus is another factor included in the Spanish counter-terrorism fight model. Political unity benefits the social cohesion against terrorism and supporting the victims, and conveys firmness and determination against those who try to destroy our free and democratic cohabitation.

Indeed, the result of this political consensus is that Spain has a modern legislature adapted to the jihadist terrorism singularity which needs to be updated according to the terrorist phenomenon evolution. Moreover, it has a public Prosecution and specified courts that, along with the police unity's capacity to fight terrorism, provide a remarkable specialized penal response.



An agreement to establish the unity in the liberties defense and counter-terrorism fight

This agreement, known as "counter-terrorism pact", was launched in 2015 by the main Spanish political parties and, subsequently, the majority of the other parties from the parliament joined it. It is a pact of the State, embedded in the traditional Spanish way to establish pacts in the fight against terrorism through the late decades. Since 2015, the meetings have been frequently scheduled to show publicly the democratic unity against terrorist attacks committed in Spain and in neighbor countries

A role model to terrorism victims' full protection

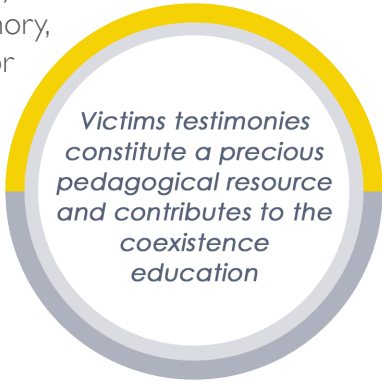
Spain has experienced different kinds of terrorism through its history among the jihadist terrorism, especially in March 11th 2014 attack, the biggest terrorist attack in terms of mortal victims in Europe. This is why every 11th of March, the European Union commemorates the terrorism victims day and, unfortunately, we still suffer the terrorism consequences, within and beyond our frontiers.

Spain has a global protection and support to terrorism victims' role model. This role model comes from a legislative agreement, included in the 2011 Recognition Law and Comprehensive Protection for Terrorism Victims endorsement, one of the most supported legal regulations by the parliament in the late years. A specific regulation inspired by the memory principles, dignity, justice and truth, to which we must add the specific institutions to support the terrorism victims in the public administrations as well as a big and diverse number of associations, foundations and civil society movements that represent terrorism victims and their relatives

Spanish victims of terrorist attacks since 2012

Since the EICTIR endorsement in 2012, a dozen of people with the Spanish nationality have been murdered by terrorist organizations in different places all over the world, besides Barcelona and Cambrils attacks. Spanish citizens were also terrorism victims in outrages that took place in Tunisia, France, United Kingdom and Afghanistan

Terrorism victims, their memory and testimony, are an active part of terrorism prevention. First of all, we bet on liberty, peace and democracy values encouragement in the terrorism prevention and victims' memory, by means of teaching units' creation and dissemination for young people. In these teaching units, the victims' testimony constitutes one of the most important pedagogical resources and contributes to a good cohabitation education. Secondly, an essential characteristic of our model to face violent radicalization is the victims' testimony recognition as a relevant instrument to set the strategic communication in order to face any kind of fallacious terrorist narrative.



Victims testimonies constitute a precious pedagogical resource and contributes to the coexistence education

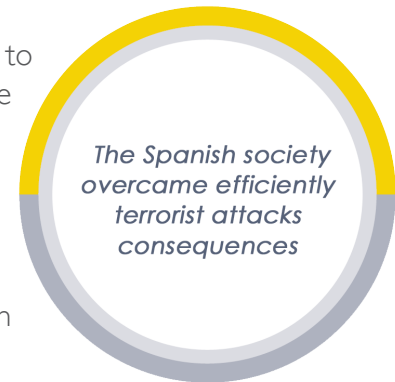
A resilient society

The Spanish society overcame terrorist attacks consequences all over its recent history. Different terrorist purposes and motivations, but same perverse effects, couldn't change our democratic conviction or our cohabitation and diversity values. Citizenship, security and emergency services and, in general, public services have been gradually adopting a collective resilience against terrorists and terrorist objectives such as creating, besides terror, indirect hate and waves of aggression against minorities or specific communities of our society.

Resilience such as the one that citizenship underpinned after Barcelona and Cambrils attacks, showing a supportive society, that expressed support to those who suffer, proud of its diversity and strength.

A resilience that remains a required asset, a characteristic that has to be reinforced, since the terrorist threat persists globally and there is always a risk to which the efficiency research heads for.

A resilience that must be structural to allow an early recovering against terrorism effects, as well as integrating, with the social cohesion as the main key to inspire recovering after an attack and, finally, transforming to foster improvement and innovation processes.



International collaboration

Spain is committed to fight against terrorism with a response based on international collaboration, from the conviction that when there is a common threat among the whole international community, there are also only common and cooperative solutions. The activity with our nearest partners is coordinated, as in the NATO, the UN, the international initiatives in which our country is a member state, especially the European Union (EU).

Collaboration with other countries' police and intelligence services becomes also more fluid, as the fight against the terrorist threat is more globalized and has financial and logistical networks in dozens of countries in different continents.

Operations and arrests abroad

The international cooperation in security and intelligence becomes more necessary and in the late years has been considerably intensified. The Spanish Security Forces and Corps carried out coordinated operations with other countries and provided information to foreign security bodies which enable the detention, since 2012, of more than 100 people, in dozens of different countries. This international collaboration was realized in different counter-terrorism fights, although 60% of the interventions were on the fight against jihadist terrorism frame.

Citizenship collaboration

As long as terrorism chooses its victims because they represent the whole society, citizenship collaboration becomes an efficient resource set as a key pillar of the stigma against violence and the processes that legitimate its use.

Besides the authorized channels by the security and intelligence bodies, the citizenship collaboration to prevent terrorism has a specific tool with the campaign Stop Radicalismos, through which citizens and institutions information about potential instances of violent radicalization are constantly collected.



Citizenship collaboration in figures

In the late three years, the Coordination Center of Information about Radicalization (CCIR), handled by the Intelligence Center for Counter-terrorism and Organized Crime (CITCO), in the Stop Radicalismos framework, received approximately 7000 communications from citizens, 34% classified as police interest and, thanks to it, more than 150 researches were initiated from which 14 cases related to terrorist foreign fighters.



Chapter 3

Principles, mission, approach and objective

In this chapter, the Strategy general objective, its mission, approach and underlying principles are established.

Underlying principles

As proclaimed in the Spanish Constitution, the protection of human rights practice is based on the publication of this National Strategy to promote the conditions that guarantee everyone's and the whole society liberty and security.

The constant support and assistance to terrorism victims and the respect to their dignity and memory constitute an inspiring principle which is essential to the National Counter-terrorism Strategy.

The guiding principles for this Strategy intervention are based on the basic principles that guide the National Security policy:

- 1 *Comprehensive security approach*
- 2 *Common commitment and responsibility which involve all Administrations, private sector organizations, civil society and organizations and international coalitions where Spain is a member of.*
- 3 *Action unity to foster coordination, cooperation and collaboration at national and international level.*
- 4 *Coherence, efficiency and foresight when structuring actions.*
- 5 *Resilience as resistance and recovering ability against the terrorist action.*
- 6 *Transparency and accessibility.*
- 7 *Resources competence and sustainability.*
- 8 *Constant analysis, assessment and adaptability.*

Mission

Protect citizens' liberty, rights, security and welfare to counter the terrorism and violent extremism threat against citizens and Spanish interests in Spain, abroad and in world common spaces.

Approach

To promote the necessary liberty, security and justice conditions among all citizens, to contribute to a democratic, plural and diverse society consolidation, resilient to terrorism and violent extremism.

This security environment must be the result of an integrated and coordinated action of the whole society where:

- Every citizen must be responsible of his security and his fellow citizens' security and must collaborate actively with the State institutions in the counter-terrorism and violent extremism fight.
- Administrations and institutions work in coordination to prevent the terrorist and violent extremism threat in order to protect society, foreseeing terrorist acts commission and, in the event of it, reduce its effects as soon as possible.
- The responsible authorities of counter-terrorism fight operate permanently in all its areas and in an integrated manner, such as in threat assessment processes, planning and executing actions, in prevention and protection initiatives, terrorist organizations and individuals' prosecution as well as those nets which could provide them operational capacities.

General strategic objective

Counteract the terrorism threat against citizens and Spanish interests within and across borders, by reducing society vulnerability and dealing with radicalization processes that lead to violent extremism.



Chapter 4

Pillars and implementation plans

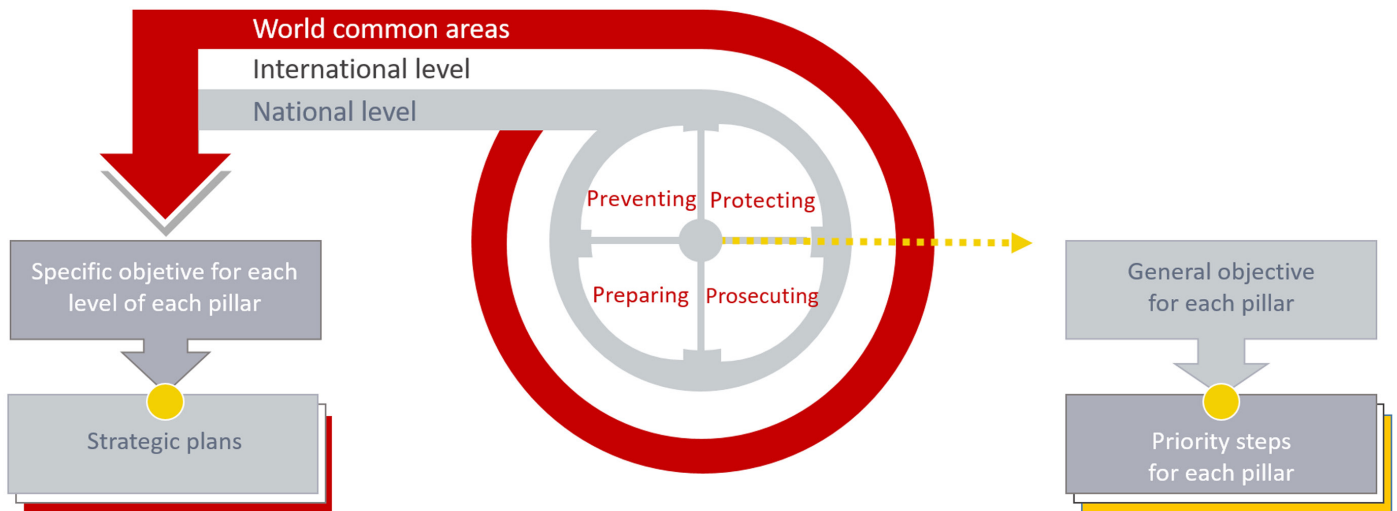
In this chapter, the specific objectives and the execution plans for their implementation among the arranged State action pillars are set.

The public intervention organization against terrorism and violent extremism split into four pillars is a consolidated fact in our neighboring countries. The National Security Strategy also takes into account the implementation plans against terrorism on the basis of these four basic pillars:

- **PREVENTING:** respond against the terrorism phenomenon causes.
- **PROTECTING:** enhance the security structures by reducing the vulnerability of potential terrorism objectives.

- **PROSECUTING:** deal with terrorism and violent extremism activity.
- **PREPARING THE RESPONSE:** re-establish normal life after a terrorist attack.

According to this distribution, there is a general objective set for each pillar as well as priority implementation steps. Likewise, three action areas are organized in each level: national, international and world common areas. For each level there is a specific objective and strategic implementation plans.



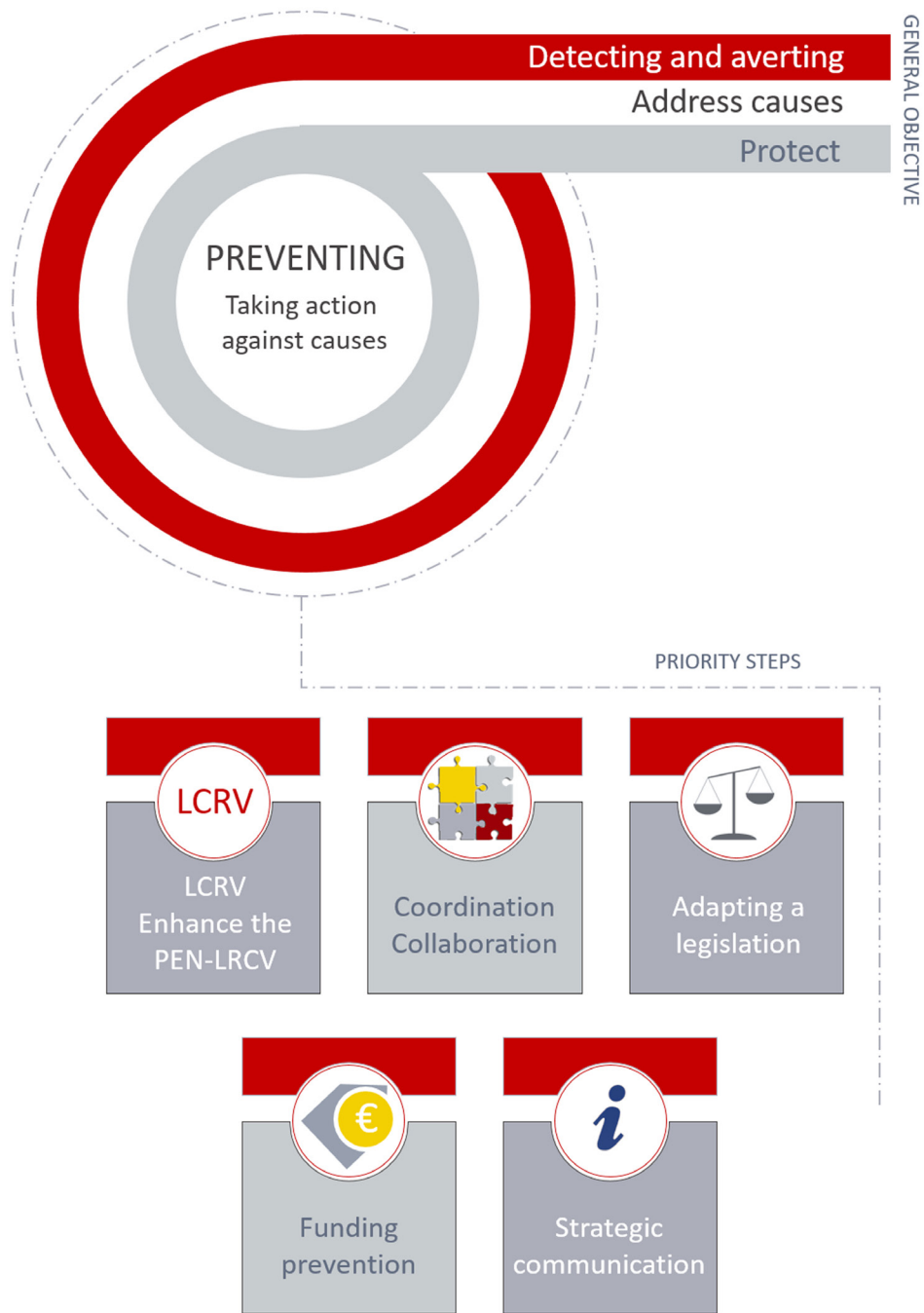
PREVENTING

Dealing with the causes

General objective: *Detect and prevent terrorism and violent extremisms emergence, development and spreading by addressing their causes and supporting and protecting most vulnerable people and groups.*

PRIORITY STEPS

- Check, update and develop the National Strategic Plan Against Violent Radicalization (PEN-LCRV).
- Inspire and strengthen coordination and collaboration between all private and public agencies and institutions to fight violent extremisms through citizens' participation promotion of their collective responsibility performance.
- Constantly adapt the State legislative action to the terrorism and violent extremism phenomenon evolution supplying a preventive treatment which integrates gender and age dimensions.
- Reinforce prevention measures of terrorism and violent extremisms funding.
- Inspire an efficient and proactive strategic communication facing the radical discourse on the basis of the constitutional democratic values contributing to all actors, and the whole society, involvement.



NATIONAL LEVEL

Specific objective at national level

Avert terrorists and violent extremists' emergence, recruitment and indoctrination encouraging a coordinated action from the different actors involved in the prevention, detection and approach to radicalization processes that legitimate the use of violence as well as ideologies and resources supporting them.

EXECUTION PLANS

1. Prevent violent extremists' movements spreading and their discourse dissemination in order to avert the proliferation of fundamentalist, non-inclusive and excluding ideas.
2. Detect and take action on radicalization focal points in any area where they manifest, mainly at local level and implementing the social, administrative, economic, educational, and any other kind of initiatives. Give priority to special vulnerable group's assistance.
3. Prevent, detect and counteract radicalization processes in prisons through the identification and control of the individuals who promote and assume extremist ideologies by proselytism and other interns' recruitment, inspiring their participation in Treatment Programs developed by the Penitentiary Administration.
4. Inspire and update detection and violent radicalization risk assessment tools, especially at penitentiary level.

5. Develop and implement foresight analytical tools which allow foreseeing and preventing adverse scenes from terrorist or violent extremisms activities.
6. Develop a permanent training, updated and multidisciplinary, which encourages best performances exchange and promotion among the different actors, groups and involved sectors in the counter-terrorism and violent extremism fight.
7. Inspire diversity public management, particularly at autonomous and local level, and boost the intercultural and interreligious dialogue.
8. Encourage and coordinate institutional efforts against hate crimes, preventing the emergence of factors which contribute to violent extremisms enhancement.
9. Promote terrorism victims testimony as a means to counter the terrorist discourse.
10. Inspire and develop exit and social reintegration programs to violent radicalization processes.
11. Reinforce Administrations procedures when countering terrorism and violent extremism funding as well as its monitoring capacity for the financing system in order to detect suspicious operations.

INTERNATIONAL LEVEL

Specific objective at international level

Promoting cooperation and international collaboration and a common international action development, particularly in the EU, UN and NATO, Council of Europe and international initiatives where Spain is involved, dealing with the causes origin which foster terrorism and violent extremism.

EXECUTION PLANS

1. Take part, in an active and coordinated way, in forums, initiatives and projects developed at an international level which contribute to preventing terrorism and violent extremism.
2. Adapt and organize European and international execution plans in national strategies and plans.
3. Prevent or hinder any activity that contributes to supporting a terrorist group or violent extremist movement interests.
4. Improve and make the international collaboration easier when it comes to countering the terrorism and violent extremism funding, including the localization and possible terrorists and its organizations assets freezing by the coordination of actors and institutions involved and taking part in European and international collaborative networks.
5. Coordinate the strategic communication lines with the international partners and allies to counter terrorism and violent extremisms.

WORLD COMMON AREAS

Specific objective at world common areas

Develop in a coordinated way all the skills needed to counter terrorism and violent extremism in cyberspace and other world common areas, avoiding its use as a means of recruitment, indoctrination and their propaganda dissemination, by promoting an efficient communication policy.

EXECUTION PLANS

1. Promote national and international initiatives, especially within the European Union, to work together; including an homogeneous legislative system in order to maximize its efficiency in this field.
2. Impede hosting contents and channels that promote indoctrination, recruitment and propaganda dissemination relating to terrorism or violent extremism movements.
3. Foster and coordinate public and private relations in this field in order to produce efficient joint efforts which hinder the cyberspace use for terrorist or violent extremisms purposes.
4. Create its own narrative particularly addressed to vulnerable groups against violent radicalization processes.
5. Promote internet campaigns and social media in collaboration with, and especially involving the civil society and the young people, to counter the violent extremist narrative.

6. Encourage an efficient communication in order to convey the State's position and activity regarding terrorism and violent extremism as well as raise awareness of its danger, with the different media and involved actors' special support and collaboration.
7. Be aware and take action over new means of virtual assets and funds movements that emerge as a consequence of the technological innovations.
8. Foster the development and awareness of the world common areas, their vulnerability and potential use for terrorist or extremist violence purposes.
9. Improve knowledge and use of direct means, in real time, between citizens and the Administration to communicate and warn risk situations including, among others, the Coordination Center of Information about Radicalization (CCIR) and those authorized by the intelligence and security agencies.

PROTECTING

Enhance the structures

General objective: *Look out for the highest society, citizenship, institutions and national interests' security and protection reducing the vulnerability of potential terrorism and violent extremism sensible objectives by giving greater visibility to the State work.*

PRIORITY STEPS

- Promote the Public Administrations coordinated action and their collaboration with the private sector.
- Develop a legislative framework to reinforce the security against terrorism and violent extremism.
- Assess and update regularly the threat.



NATIONAL LEVEL

Specific objective at national level

Take advantage of the joint efforts in the police cooperation, the borders integral management, the criminal justice systems and the collaboration with other intelligent services as those within the public and private security sector, generating the civil society participation to protect and defend vulnerable objectives.

STRATEGIC PLANS

1. Update the Prevention and Counter-terrorist Protection Plan (PPPA) to face dynamically and accurately the changing reality of the phenomenon by developing, in particular, a coordinated and collective response to a terrorist attack as well as its monitoring.
2. Identify the emergent national and international threats and determine specific protection plans.
3. Be aware and update regularly the necessary information about different strategic infrastructures in the country.
4. Build the corresponding prevention, protection and reaction systems in order to provide an appropriate and convenient response to terrorist attacks.
5. Coordinate the National Infrastructure Protection Plan (NIPP) implementation in the general intervention framework against terrorist threats.

6. Cooperate in a coordinated manner in the development and alignment of the Emergency Plans in local public areas.
7. Enhance and update security measures and plans in aerial, maritime and ground transportation, particularly in seaports, airports, loading enclosure and big ground communications centers.
8. Improve and integrate the Local Police Corps capacities for the counter-terrorism and violent extremism protection.
9. Strengthen private security as an auxiliary complement and, when needed, collaborative entity for the public security, promoting its training regarding terrorism and violent extremism.
10. Improve border control, promoting, at the European Union level, the continuous improvement of security measures at the external borders and make full use of the national and European detection tools, encouraging the implementation and total development of the European regulation when it comes to passengers' control.
11. Increase individuals' identification reliability at borders check-points using secure travel documents and providing an adequate information flow from these check-points.
12. Prevent violent radical individuals, or those who encourage violence, entrance into Spain.

INTERNATIONAL LEVEL

Specific objective at international level

Promote our citizens and international interests' protection, especially in risky regions, and cooperation actions with our partners and allies who tend to strengthen the security against terrorism and violent extremism.

STRATEGIC PLANS

1. Get involved in those initiatives developed by the EU regarding counter-terrorism protection.
2. Constantly assess the threat against Spanish interests abroad.
3. Warn Spanish enterprises and Non-Governmental Organizations in other countries with a special terrorist risk about threat levels and proactive and passive measures to protect oneself.
4. Foster information exchanges with the Armed Forces about deployment areas or official delegations abroad.
5. Support European initiatives which tend to strengthen communally external borders as well as information exchange.
6. Cooperate regarding security, control and non-proliferation of international nuclear, radiological, chemical and bacterial material, as well as weapons and explosives, their precursors and dual-use materials.

7. Guarantee information exchange and a systematic use of national and international data base in order to improve potential threats detection.
8. Guarantee information access about travel documentation.
9. Cooperate efficiently with terror-stricken countries, especially with the European Union and our closer allies.
10. Update regularly travel recommendations and encourage travellers and external Spanish residents' registration at the convenient Consulate Registry.

WORLD COMMON AREAS

Specific objective at world common areas

Increase the protection of cyber, maritime, aerial and outer spaces as well as maritime communications in order to counter terrorism and violent extremism actions.

STRATEGIC PLANS

1. Encourage the objectives achievement of the National Cyber security Strategy by increasing the information systems and telecommunications resilience which support Critical Infrastructures and Public Administrations intervention.
2. Set and develop an efficient coordination between public and private operators with expertise in cyber space knowledge and treatment as well as common defense and national interests' protection criteria.
3. Boost prevention, detection, reaction, analysis, recovery, response, research and coordination capacities against terrorism and violent extremism activities at the cyber space level.
4. Promote those initiatives aimed at international commitment for a secure cyber space that increases protection against cyber terrorism.
5. Implement technological development regarding protection.

6. Foster the interventions aimed at mobile maritime objectives protection as well as surveillance and control systems and navigation and communication systems and prevent from using maritime spaces for terrorist purposes.
7. Strengthen both public and private national agencies and institutions capacities in order to guarantee mobile aerial objectives security as well as surveillance and control systems and navigation and communication systems in airports facilities to face the terrorist threat.
8. Align technological cooperation between the private and the public sectors with regard to security.
9. Strengthen protection in the virtual environment.

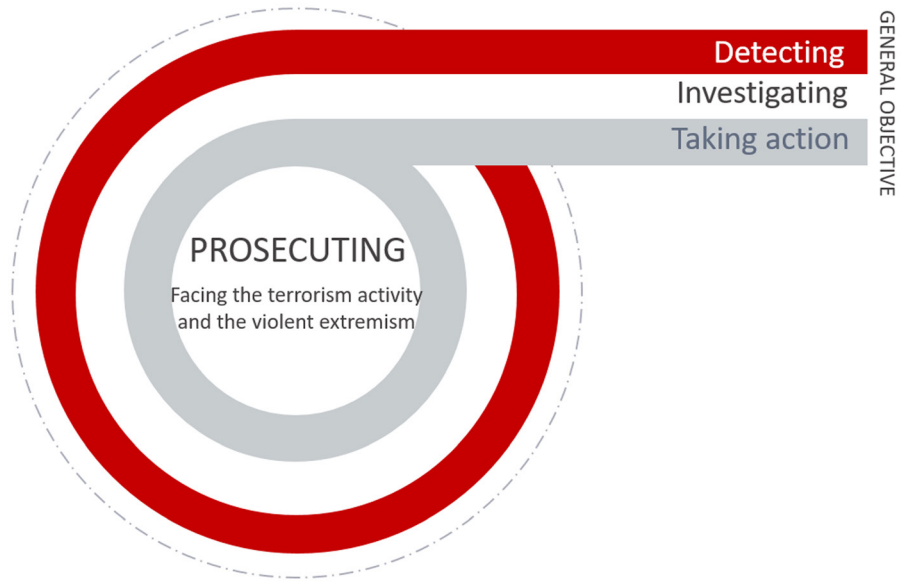
PROSECUTING

Facing terrorist and violent extremism activity

General objective: *Detect and investigate terrorists or violent extremists, with an integral and global approach, preventing their actions planning and execution, intervening also against their support, logistic and funding networks, and guaranteeing their custody.*

PRIORITY STEPS

- Improve coordination levels of different national and international Administrations involved, guaranteeing the operational and strategic efficiency of all participating organizations in the fight against terrorism.
- Encourage intelligence as an essential tool for terrorism and violent extremism awareness in order to support decision-making.
- Strengthen all capacities to counter terrorism and violent extremism by enhancing human resources and proportionally increasing material and technical resources, organization and processes, guaranteeing its continuous improvement.
- Promote and enhance counter terrorist and violent extremist funding as well as their supporting networks.
- Reinforce national and international legal tools facing terrorist and violent extremism activities evolution, supplying a response in line with proportional, efficient and dissuasive sentences.
- For every field, foster a solid common message of the Spanish society determination when using all counter terrorism and violent extremism systems, always based on the Rule of Law.



NATIONAL LEVEL

Specific objective at national level

Face terrorism, violent extremism and all the structures that support them through their implementation, operational or logistical sustainability, recruitment, training or funding.

STRATEGIC PLANS

1. Guarantee the national and international operational coordination and cooperation among the different relevant authorities and bodies in terms of counterterrorism and violent extremism, as well as enhance the coordination system of the Security Forces and Corps through CITCO.
2. Improve information-gathering processes about terrorism and violent extremism as well as their possible relations with the organized crime by coordinating its operational and strategic use.
3. Analyze, process and integrate the available information about threats related to terrorism and violent extremism in order to be processed into intelligence and substantive support for decision-making.
4. Foresee and assess, from a prospective approach, potential situations where challenges and terrorist threats, and those coming from violent extremism, could be developed in the long term, in order to support and ease the decision-making and the application of appropriate actions which tend to its prevention and, where necessary, its counteraction.

5. Promote the local Administrations participation by risk and threat awareness, integrating its capacities to supply relevant information.
6. Strengthen the human and material resources for the counter-terrorism and violent extremism fight as well as setting up or enhance specific plans for the involved actors in order to align the action and collaboration processes.
7. Boost the technological tools investment and development as well as the operational and legislative processes that contribute to the early detection of terrorism activities or to demonstrate its actors' participation.
8. Guarantee the information systems interoperability when investigating in order to make the information exchange more dynamic and carry out advanced consultations to recognize criminal activities patterns.
9. Encourage detection and control of those convict who might participate or collaborate with terrorist and violent extremism groups by enhancing the coordination and cooperation among the penitentiary administrations and intelligence security organisms of the State.
10. Develop programs and actions that guarantee an effective application of the probation sentences for those convict because of terrorism.
11. Develop specific integral programs to treat and follow up terrorist returnees, with a focus on gender and age perspectives
12. Intervene against terrorism and violent extremism funding channels and enhance the financial investigation unities of the security and intelligence bodies and the Commission Executive Service on the Prevention of Money-Laundering (SEPBLAC).
13. Guarantee an appropriate regulatory treatment that ensures the protected witness and the undercover officer's activity, especially in the counter-terrorism and violent extremism fight.

14. Work in order to guarantee the collaboration with the private sector and the new technologies operators to ensure the information services and the intelligence data and encrypted communications accessibility.
15. Strengthen control measures and early warning systems over weapons and explosives, nuclear, radiological, biological and chemical substances (NRBC) and dual-use materials by guaranteeing the accessibility of important information from the relevant authorities for the terrorist offences prevention and research.
16. Make aware and involve citizenship, media and the private sector with the security and intelligence bodies to counter violent terrorism with the national coordination strengthening of the activities derived from the citizens' collaboration information that the Coordination and Information about Radicalization Center (CCIR) has received.

INTERNATIONAL LEVEL

Specific objective at international level

Face in a coordinated way, from the State's foreign intervention, the terrorism and violent extremism threat to the security and the Spanish society welfare and its interests.

STRATEGIC PLANS

1. Strengthen international cooperation, operational coordination and information exchange systems in geographical regions and countries of particular interest.
2. Enhance bilateral tools with other countries in order to ease the research and the custody of the authors and the means employed in the event of a terrorist acts perpetration.
3. Strengthen information exchange tools at both national and international levels, promoting the use of the existing tools, especially with the OTAN, the Schengen area, Interpol, Europol, Eurojust, the international coalitions where Spain participates in as well as the sanctions lists of the United Nations and the European Union.
4. Foster the international collaboration at all levels in the terrorism and violent extremism financial investigation field in order to intervene against their global financial channels, locate and, eventually, freeze their assets by the active participation enhancement to draw up a regulation and attend international forums and coalitions where Spain could be engaged, with particular reference to the United Nations, the Financial Action Task Force (FATF) and the European Union (EU).

5. Facilitate the security technical assistance and third countries of particular interest defense to improve their capacities in the counter-terrorism and violent extremism fight.
6. Promote international agreement which lead to global consensus in order to define offences and a constant review of the common lists of groups and individuals involved in terrorist activities.
7. Set up systems in order to incorporate the proofs legal proceedings in conflict areas, with the corresponding due processes and the ongoing investigations safeguard.
8. Implement and reinforce systems which ease the mutual acknowledgement of the judicial decisions that guarantee the effective prosecution of the international terrorism offences authors.
9. Improve the international information exchange, especially at the EU level, about weapons, explosives, precursors, NRBC substances and other substances that could be used for terrorist acts.
10. Increase Spain participation in international forums, initiatives or projects to look for common solutions facing terrorism and violent extremism and strengthening Spain leadership in the fight against the international terrorism threat.
11. Investigate and analyze potential international ties between terrorism, violent extremism and the organized crime with the response coordination.

WORLD COMMON AREAS

Specific objective at world common areas

Prosecute those who use world common areas in order to commit, support or fund terrorism and violent extremism, or to recruit, indoctrinate and train individuals or groups and disseminate propaganda on their behalf.

STRATEGIC PLANS

1. Intensify the detection, analysis and research skills face to terrorism and violent extremism activities at the cyberspace by guaranteeing their coordination and pooling in order to help in the decision-making.
2. Increase the telecommunication networks protection in order to hinder the use of internet and the communication systems through the web as a terrorism and violent extremism tool or objective.
3. Inspire a comprehensive approach face to terrorism and violent extremism threats to the maritime, aerial and ground security.
4. Reinforce the technological skills of the intelligence and information services to face the terrorist and violent extremist groups' use of the new technologies.
5. Inspire the public and the private collaboration in the information and communication technologies sector; especially those related to the cyberspace.
6. Improve the legal capacities to prosecute these offences in the world common areas.

7. Strengthen the control measures over the weapons and explosives accessibility as well as their precursors and nuclear, radiological, biological and chemical (NRBC) substances in the world common areas, especially in the cyberspace.
8. Coordinate the international proceedings in order to obtain proofs at the digital field, guaranteeing the custody chain preservation and its inclusion in the criminal prosecution.
9. Coordinate the national and international common interventions against terrorism and violent extremism narrative.

PREPARE THE RESPONSE

Restore normalcy

General objective: *Reduce the terrorist act consequences by guaranteeing the highest support to the victims, repairing the caused damages and restoring normalcy with the already planned actions for an early recovery and the lessons learned in order to prepare future response actions.*

PRIORITY STEPS

- Constantly assess terrorism and violent extremism threats and risks as well as the observed vulnerabilities by exercising and updating the intervention plans in order to give a prompt and coordinated response.
- Allocate human, material and financial resources in order to minimize the consequences of a terrorist and violent extremist act.
- Launch and keep the social recognition and the support, help and assistance procedures for the victims of terrorist attacks.
- Promote the political and social consensus to fight against terrorism and violent extremism as well as the international collaboration in order to provide an efficient response to a terrorist outrage.
- After a critical situation, extract, assess and assume lessons to improve and optimize the means and proceedings for a coordinated response to a terrorist or violent extremist action.
- Set up and keep updating a strategic communication plan in order to strengthen the civil society resilience and its trust and confidence in the State institutions during the crisis management after a terrorist or violent extremist act.



PRIORITY STEPS



NATIONAL LEVEL

Specific objective at national level

Minimize the terrorist or violent extremist act consequences through an immediate, efficient and coordinate response in order to assist the population and prioritize the victims' assistance, the compensation for damage, the harmed services reestablishment and the facts clarification.

STRATEGIC PLANS

1. Keep updated an analysis of the risks by the regular assessment of the threat as a tool to adequate the response capacities when facing a terrorist or violent extremist action and with all involved actors' adoption of common risks assessment criteria.
2. Have the necessary human, material and regulatory means in order to guarantee an appropriate and coordinated response for potential future scenarios envisaged in the risks constant analysis.
3. Adopt the Counter-terrorist Prevention and Protection Plan (PPPA) with the means and procedures design and guaranteeing the efficient response to a terrorist outrage.
4. Develop the skills and training of all involved actors for the response to a terrorist and violent extremist action drawing and reviewing regular measures and specific or sectorial plans needed to guarantee their coordination and synergy and the action unity as well as the efficient sectorial and regional communication among the different Administrations.

5. Strengthen and improve the protection plans for the critical infrastructures when terrorist outrages by the optimization of the public and private coordination among the relevant bodies.
6. Boost global contingency plans face to terrorist attacks with NRBC means by the optimization of the coordination and the intervention capacities of all involved actors in the response to this kind of terrorist acts.
7. Keep updated the regulations that minimize the victims of terrorist outrages consequences and damages driving the social recognition and the support, help and assistance proceedings, and developing activities which inspire the memory, dignity, truth, and justice principles.
8. Foster the political consensus through the agreement enhancement in order to consolidate the liberties defense and the counter-terrorism fight unity.
9. Develop a Strategic Communication Plan for the Crisis Management for all involved actors in order to give a response to the terrorist or violent extremist action and counter the subsequent propaganda by reducing its consequences and increasing the population and harmed institutions resilience, promoting the social communication means collaboration and participation.
10. Develop a questioning assessment system, coordinated by the Ministry of Internal Affairs and with the different involved actors' participation, for the interventions made after a terrorism or violent extremism action in order to ease future responses optimization and distil the lessons learned.

INTERNATIONAL LEVEL

Specific objective at international level

Minimize the potential terrorist or violent extremist actions impact over the citizens, enterprises and national interests' security abroad with an appropriate and coordinated response for our allies in the external action of the State.

STRATEGIC PLANS

1. Boost the national participation in the European initiatives that promote or develop risk assessment tools as a way to design the response skills by looking for a unique criterion to analyze the mistakes and the improvements.
2. Strengthen the support and/or compensation systems for the Spanish victims of terrorist attacks abroad.
3. Disseminate positive experiences of the comprehensive protection Spanish model for the terrorism victims as a global reference.
4. Participate actively and coordinately, from all public sectors, in international forums where the measures to implement are pooled and the terrorist outrages responses are practiced.
5. Reinforce the international cooperation, especially at the European Union and the Mediterranean region level, in order to prepare and trigger a common, efficient and immediate response to a terrorist outrage.

6. Promote the European Union legislation review for the Community Civil Protection Mechanisms included in the European Union Counter-terrorism Strategy.
7. Keep updated the foreign risk map through the regular assessment of the terrorist threat in relevant stages, considering the factors and consequences evolution.
8. Keep informed, through the appropriate channels, the citizens and Spanish interests abroad about the risk situation and the measures they should adopt in the event of a terrorist action that affects them.

WORLD COMMON AREAS

Specific objective at world common areas

Strengthen the governance and use of the world common areas in order to address efficiently the response to critical situations caused by terrorist or violent extremism actions in these areas.

STRATEGIC PLANS

1. Optimize the crisis management and risks assessment system model for potential terrorist attacks in the world common areas, with an integral, foresight and resilient approach, in order to guarantee an efficient, coordinated and proportional response from all concerned areas.
2. Reinforce the Public Administrations, information and telecommunications systems resilience face to terrorist or violent extremism actions, especially the ones used by the critical infrastructures operators, by enhancing programs of simulation exercises over cyber security incidents to assess and improve the response actions to terrorist attacks, with the private sector participation.
3. Strengthen the implementation of a cyber-security culture by the incorporation of an action protocol in the private sector with the civil enterprises related to the information and communication technologies sector (TIC), especially those tied to the cyber space, in order to increase the collaboration with the relevant authorities in the event of a terrorist outrage.

4. Extend the use of the TIC in the emergencies management in order to disseminate warnings and safety tips for terrorist incidents, guaranteeing their liability, appropriateness and extent.
5. Foster and improve the protection plans for the critical infrastructures face to terrorist outrages through cyber-attacks, by the public and private coordination optimization through the relevant agencies.



Chapter 5

The National Counter-terrorism Strategy in the National Security System

In this chapter, we address the necessity to integrate the National Counter-terrorism Strategy in the current National Security System.

Counter-terrorism in the National Security System framework

Terrorism and violent extremisms constitute main threats that we should address in our country. Therefore, they are of special interest for the National Security and it is specifically written on the National Security Strategy.

Concurrently, different Sectorial Strategies as the National Cyber-security Strategy, the National Maritime Security Strategy and the National Energetic Security Strategy, include

terrorism in the threats and challenges repertoire as well as the different action steps to face them in each specific sectorial area. In this regard, the National Counter-terrorism Strategy integration in the National Security also guarantees the cohesion with the other Sectorial Strategies and with the action steps to develop.

In addition, the NSS has, among its objectives, the organization of the coordinated action, at different levels and in a comprehensive way, by the agents and instruments of the National Security, also in the transversal aspects about the fight against terrorism.

Like the National Security as a whole, the fight against terrorism should be considered as a common objective among the different Administrations at a national, regional and local level, as well as by the private sector and the civil society, in the involved actors competencies and responsibilities framework.

It is a comprehensive effort of particular specificity in the fight against terrorism. Firstly, because of the competencies wide range that the action lines of the National Counter-terrorism Strategy execution requires when addressing the whole terrorist process from its prevention to the response preparation, through the protection and prosecution. Secondly, because of the own Spanish experience in the fight against terrorism that shows the efficient success of the comprehensive strategies against terrorism as a main characteristic. Finally, the singularity of the terrorist phenomenon, that affects severely and directly the society and State as a whole, requires particularly a comprehensive and integrating response.

Furthermore, the integration in the fight against terrorism in the NSS should not be understood as a change in the competences assignment in the fight against terrorism and as an alteration of the Spanish security and intelligence counter-terrorist model which is solid, efficient and has been consolidated after many years fighting against the terrorism scourge.

Finally, the integration of the counter-terrorism fight in the NSS has also as an objective to apply the same essential principles in this field in order to guide the National Security: intervention unity, foreseeing, prevention, efficiency, sustainability when using resources, resistance and recovering capacity, coordination and collaboration.



A new committee specialized for the counter-terrorism fight and violent extremism

The National Security field becomes a public intervention area focused on the existing objectives, resources and policies coordination over security. The required integration effort is as important as the National Security considered as a common objective among all involved actors.

To achieve this aim, the National Security System, with the National Security Council, has been structured as a prime example. Its structure has been enhanced through the Specialized Committees constitution like the support bodies of the National Security Council that, from a political and strategic approach, eases the decision-making in particular sectorial fields: Committee on Situations, Specialized Committee of Immigration, National Maritime Security Council, National Cyber-security Council, Energy Security Committee, Non-Proliferation Committee and the Aerospace National Security Council.

In almost all of these Specialized Committees the elements related to the terrorist and the violent extremism threats have been partially addressed. However, at the present, there is no specialized committee exclusively committed to address the cross-cutting issues of the terrorist phenomenon in our country.

At the same time, cross-cutting issues as radicalization prevention, especially in the educational and social aspects, the resilience fostering face to terrorist outrages, the counter-narratives creation to address the fallacious terrorist narratives, amongst others, require a comprehensive and cooperative treatment beyond the traditional ministerial measures at a political and strategic level.

This is sufficient reason to create a Specialized Committee which addresses terrorism and violent extremisms. This new Specialized Committee, with a specific name and concrete tasks determined in its founding regulations, will support the National Security Council to discharge its responsibilities, particularly the Government President's assistance to guide and coordinate the National Security Policy in the counter-terrorism and violent extremism fight. In addition, it will strengthen the coordination, collaboration and cooperation relations



among the different relevant Public Administrations as well as between the public and the private sectors, and will ease the Council decision-making.

Notwithstanding its further development and succinctness, the general framework of the Specialized Committee development is determined by the following defining characteristics:

- Considering the responsibilities, competences and comprehensive tasks that have been developed until now at the EICTIR framework, as well as the Ministry of Internal Affairs competences in the fight against terrorism, the Specialized Committee will be head by the Security State Secretary of the Internal Affairs Ministry, according to the Specialized Immigration Committee.
- Concurrently, the Specialized Committee composition will show the range of the relevant Public Administrations departments, bodies and agencies areas in the counter-terrorism and violent extremism fight in order to coordinate the required common interventions.
- The Specialized Committee tasks will focus on the cross-cutting questions in the political and strategic area which require concerted, multidisciplinary and multi-agency intervention where the integration should be strengthened, notwithstanding the existing protocols and operational and intelligence coordination systems maintenance.



Chapter 6

Final comments: Validity, assessment and update

In this chapter, as a conclusion, final comments are set out as well as the National Counter-terrorism Strategy validity and the updating and assessment systems.

Final comments

Spain has developed referential security models like its counter-terrorism and violent extremism system based on a comprehensive approach. However, in the current and future context, where the technological revolution leads to a changing process and a constant globalization of the terrorist threat, it is essential to update the developed strategies against this phenomenon, with a proactive vision and

providing comprehensive, coordinated and cooperative response at a national and international level.

This new National Strategy against Terrorism was created to be the organization keystone of the State intervention in the fight against this phenomenon in order to guarantee the National Security and the national interests abroad.

The society implication aim as a whole, in an integrative and cooperative spirit among the different Administrations as well as the private sector, is the main reason why the Strategy has been published and addressed to all citizens.

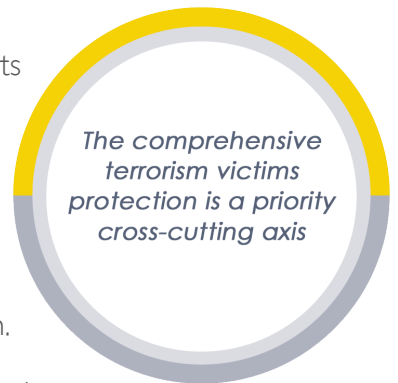
Law is constituted as the Rule of Law essential element and its adaptation to the terrorism and violent extremism threat evolution, as cross-cutting step of the Strategy pillars, is the base of its development.

The comprehensive consideration, respect and protection of the victims should be maintained as a priority axis and a reference for the State intervention against terrorism and violent extremism.

Therefore, it is necessary to constitute a Specialized Committee against Terrorism to support the National Security Council when developing this National Strategy.

Prevention becomes a key to eliminate the root causes of future threats. However, it requires a special awareness and coordination effort from all the Administrations and a wide range of measures in all the fields of our society. Therefore, the Strategy inspires the National Strategic Plan implementation in the Fight against Violent Radicalization, promoting the coordination and collaboration of all Administrations and public and private institutions, with a focus on the penitentiary centers and the terrorism funding, boosting specific control, monitoring and de-radicalization plans in these establishments and making mandatory the creation and development of a National Plan to fight against the Terrorism Funding.

Even if total protection is not possible, a constant assessment of the threats and risks is crucial to an appropriate efforts priority that allows the application of additional strengthening measures to improve the citizens and State security.



The Counter-terrorism Prevention and Protection Plan requires a continuous updating that guarantees a permanent threat assessment as well as an efficient system to select the objectives that should be protected and to review their information systems coordination, especially in the National Critical Infrastructures Catalogue.

In the prosecution, the information and intelligence procurement, analysis and integration capacity against terrorism and violent extremism is enhanced as another basic cross-cutting basis of these Strategy intervention four pillars. Therefore, strengthening human, material and technical resources of the national security and intelligence bodies and their processes is essential, no to mention the obtained intelligence coordination and use.

It is also a priority to reinforce the coordination system of the Intelligence Center against Terrorism and Organized Crime investigations realized by the Security Forces and Corps against terrorism and violent extremism and, where necessary, its relation with the organized crime.

Be ready to intervene after a terrorist act should be a priority of the Strategy development. It is mandatory to strengthen the coordination systems of the response, the victims' assistance, the compensation for the damage and the recovery of institutional and social normalcy.

The Strategic Communication is a third cut-crossing basis of the Strategy four pillars at three levels.

1. An internal communication that consolidates citizens' trust on the State intervention face to terrorist and violent extremism threats and its propaganda. We should enhance the citizens' participation to support the comprehensive collaboration when fighting against terrorism and violent extremism. Therefore, awareness and communication channels use should be strengthened, amongst others, the Coordination Center of Information about Radicalization (CCIR) and relevant security and intelligence bodies.



2. An external communication that addresses the terrorism and violent extremism threat in the current globalized world requires the neighbor countries and allies support and cooperation. The coordination and joint effort with the EU, the UN, the NATO and other international security and defense organizations or coalitions where Spain participates in, are essential for all four pillars and could have an important impact at a national level and at the world common areas.
3. The third field corresponds to the communication addressed to terrorists and violent extremists, to send them a clear and unequivocal message about the Spanish society determination to use all the Rule of Law means in order to defeat them.



Furthermore, in order to achieve the defined objectives it is essential to provide a special training to all services and institutions staff involved in the different stages of the terrorist or violent extremist act, from its prevention to the response and emergency plans.

From a wider approach, it is necessary to encourage all the Administrations to achieve the general aim of the Strategy by the implementation and development of Sectorial Strategic Plans and, where necessary, Specific or Intervention Plans, in order to accomplish concrete objectives specified in the different pillars.

The counter-terrorism and violent extremism fight should be based on a strong model characterized by political parties' unity, the efficient and coordinated intervention of the Administration, the Security Forces and Corps, the Armed Forces and the Intelligence services, the judges and prosecutors, the international cooperation as well as the Spanish society commitment, with the permanent and comprehensive support and assistance to the terrorism victims and with their dignity and memory respect as a basis.

Validity, assessment and update

The National Counter-terrorism Strategy has a validity period of four years since its date of approval, notwithstanding that circumstances advice to anticipate its revision. The Strategy launching and development is aimed to achieve its objectives and strategic and specific actions that require National Plans revision and update in this strategic framework.

The Strategy is conceived as a living document that should be adapted to the terrorism and violent extremism evolution. Therefore, it should be assessed regularly as well as the Specific and Sectorial Plans that stemmed from it.

An Annual Report of the Strategy Assessment will be drawn up with the rate of its implementation and objectives achievement.



