



Integrated Country Strategy

Spain and Andorra

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1. Chief of Mission Priorities

SECURITY

Building a safer future for Americans, Spaniards, and Andorrans

PROSPERITY

Thriving together with open markets and fair rules

UNDERSTANDING

Writing a bold new chapter in our shared history

The story of the United States cannot be told without Spain. We share a friendship that has deepened and matured over centuries, as our nation's culture, language, and institutions have been indelibly shaped by the legacy of Spain's role in our hemisphere. Today, our historic alliance is animated by our common values – we respect the rule of law, cherish democracy, champion equal rights, and stand ready to defend each other and our partners. We know that an ever-stronger transatlantic partnership means a more prosperous, free, and secure future for the people of Spain and of the United States.

Our work together as allies has never been more important. Even as we face the familiar challenge of Russian aggression to the east, we must adapt to new challenges emerging on Europe's southern flank. Economic crises are driving significant migratory flows, terrorist groups are occupying ungoverned spaces, and transnational criminal organizations are exploiting the region's porous frontiers. Spain, which shares Europe's only land borders with the African continent, is ready and able to take on a greater leadership role in confronting these challenges, and we will stand with them as they do so. We will work to cultivate a more ambitious whole-of-government partnership that reflects Spain's stature and capabilities.

Spain is working to expand its defense budget to fulfill its NATO commitments. Projected spending increases in the coming years will create important new opportunities to enhance our military interoperability. We want our Spanish allies to have access to critical U.S. systems and technologies, and we want to partner with the Spanish defense industry in developing innovative new solutions. U.S. military personnel stationed on the Spanish bases in Morón and Rota will continue to play a vital role every day in strengthening the bonds between our forces,

building friendships and establishing a rhythm of cooperation that guarantees we can succeed together in our shared mission. In a similar vein, we will continue to deepen the outstanding cooperation between U.S. and Spanish law enforcement agencies to counter the full range of threats posed by terrorist groups, drug traffickers, and other transnational criminal organizations.

We will coordinate with Spain on all of our most urgent foreign policy challenges, from Venezuela to Iran to North Korea, and we will encourage Spain to contribute its considerable defense capabilities to NATO missions to reinforce our alliance's eastern and southern frontiers. When the United Kingdom exits the European Union, Spain will be the bloc's fourth largest economy and fourth most populous member state, with the potential to significantly influence the trajectory of European policy. We will work with our Spanish partners to advocate for policy outcomes in Brussels that strengthen the transatlantic bond, and ensure strong EU-NATO coordination.

Given the complex political landscape in Spain, with multi-chromatic coalitions and minority governments likely to govern for the foreseeable future, we will articulate our priorities to the Spanish government, to other leading parties in Spain's Congress, and directly to the Spanish people, using the full suite of public diplomacy platforms. We will also continue to invest in cultural and educational programming that builds people-to-people ties between the next generation of Spanish and American leaders.

Of course, shared economic prosperity is also a key component of our national security. While some serious structural challenges persist, the Spanish economy is growing strong and offers U.S. businesses a wealth of opportunities to export goods and services. Spain is also a critical job-creating investor in the United States, and we want to continue attracting inward foreign direct investment from both Spain's world-class companies and increasingly vibrant entrepreneurs. Our message is clear: the United States is open for business, and as long as we and Spain agree to abide by a clear and fair set of rules, the sky is the limit in our trade and investment relationship.

As we work to transform our partnership with Spain, we will also continue to strengthen our ties with the Principality of Andorra. Andorra's initiative to improve transparency in its financial sector opens the door to new opportunities for investment and commercial partnerships with the United States, and we intend to work closely with Andorrans and the U.S. private sector to take our bilateral economic partnership to the next level.

Spain is rapidly growing in popularity as a destination for U.S. citizens to visit, study, and work, implying an increasing consular workload for our Mission. We will aim to provide world-class service to U.S. citizens and visa applicants in Spain and Andorra, and we will leverage our

outstanding relationships with the host governments to advance the safety and security of our citizens.

Our historic chancery presents some maintenance challenges and space constraints as we grow to include greater interagency representation. We will continue to work with the State Department's Overseas Building Operations bureau to implement renovation projects and security upgrades to ensure that our team has a safe, secure, world-class platform for our work. In Barcelona, we will also aim to provide our team with the IT and security systems that they need to succeed.

As we move forward, we recognize that our people are the U.S. Mission's greatest asset. Each member of our team, U.S. personnel and Locally Employed Staff alike, brings a unique perspective and set of skills to our work on behalf of the American people. Each member of our team deserves to be treated with respect every day. As Chief of Mission, ensuring that we invest in our people, provide them with a safe working environment, and foster a culture of respect and inclusion will be a top priority.

2. Mission Strategic Framework

Mission Goal 1: Strengthen the U.S.-Spain alliance as a top-tier global partnership.

Mission Objective 1.1: Support Spain in growing and maintaining a modern, capable, and interoperable military force to support expanded bilateral, multilateral, and NATO operations.

Mission Objective 1.2: Scale up our joint diplomatic efforts to address regional and global security challenges.

Mission Goal 2: Promote U.S. economic growth and job creation.

Mission Objective 2.1: Advocate increased market access for U.S. firms and promote inward foreign direct investment to the United States.

Mission Objective 2.2: Partner with Spain and Andorra to promote economic reforms and counter unfair trade practices.

Mission Goal 3: Protect and serve U.S. citizens in Spain and Andorra and strengthen U.S. border security while facilitating legitimate travel.

Mission Objective 3.1: Provide the full range of U.S. citizen and visa services in a vigilant, efficient, and timely manner.

Mission Objective 3.2: Partner with Spain and Andorra to counter terrorism, drug trafficking, cybercrime, and other transnational criminal threats.

Mission Goal 4: Build public understanding of U.S. policies and broaden support for the transatlantic partnership.

Mission Objective 4.1: Engage Spanish and Andorran society to advocate for our shared values and mobilize local networks in support of our common goals.

Management Objective 1: Maintain a secure, efficient, and cost-effective administrative support platform.

3. Mission Goals and Objectives

Mission Goal 1: Strengthen the U.S.-Spain alliance as a top-tier global partnership.

Description and Linkages: U.S. forces have been stationed in Spain for over 65 years, and we have stood together with Spain as NATO allies for over three decades. We will build on the historic strength of our security partnership by encouraging greater Spanish investment in defense, and a more proactive Spanish role in NATO and emerging European Union security initiatives. We will also strengthen our diplomatic partnership to advance a shared global agenda in support of our common values and in defense of the rules-based international order. This goal supports State/USAID Joint Strategic Plan Goal 1 – Protect America’s Security at Home and Abroad, as well as EUR Joint Regional Strategy Goal 1 – Strengthen the Western Alliance and Goal 3 – Secure and Stabilize the Eastern and Southern Frontiers.

Mission Objective 1.1: Support Spain in growing and maintaining a modern, capable, and interoperable military force to support expanded bilateral, multilateral, and NATO operations.

Justification: Spain is a highly capable and like-minded ally that is already contributing to regional security. To strengthen Spain’s leadership role, we will encourage continued growth in Spain’s defense budget and continued industrial cooperation as well as joint defense science and technology research and development collaboration with the United States, to ensure that Spain’s forces have access to the highest-quality and most cost-effective platforms that provide interoperability with our forces. At the same time, we will engage with Spain’s political leadership to encourage sustained and expanded contributions to allied missions of critical importance.

Mission Objective 1.2: Scale up our joint diplomatic efforts to address regional and global security challenges.

Justification: With strong ties to Latin America and North Africa and a powerful voice within the European Union, Spain can play an important role in shaping the international community’s response to emerging security threats. Spain’s ongoing leadership of the Organization for the Prohibition of Chemical Weapons, its 2031-32 candidacy for a seat on the UN Security Council, and its stewardship of projects in the EU’s Permanent Structured Cooperation on security and defense (PESCO) illustrate that Spain is ready and willing to adopt a global diplomatic leadership role. We will work to leverage opportunities to coordinate with Spain on our shared agenda both bilaterally

and in multilateral fora. Andorra, meanwhile, is a like-minded partner in supporting transatlantic cooperation and the rules-based international order, and we will continue to cultivate a deeper diplomatic partnership with the Andorran government.

Mission Goal 2: Promote U.S. economic growth and job creation.

Description and Linkages: Spain is our 25th largest trading partner and the 10th largest investor in the United States supporting 82,000 U.S. jobs. Clocking three consecutive years of growth exceeding 3 percent, Spain is one of the Eurozone's top performers. The Spanish economy today is more diversified and more globally competitive than it was before the 2008-14 crisis, having undergone a structural transformation that has yielded export-led growth and a current account surplus for five years running. We will ensure that U.S. businesses have access to this dynamic and growing market, and will work with Spain in EU and multilateral fora to generate stronger transatlantic trade and investment. Andorra offers additional growth potential both for U.S. businesses and as a source of foreign direct investment. We will work with the Andorran government and private sector to strengthen our economic relationship. This goal supports State/USAID Joint Strategic Plan Goal 2 – Renew America's Competitive Advantage for Sustained Economic Growth and Job Creation, as well as EUR Joint Regional Strategy Goal 2 – Strengthen and Balance the Transatlantic Trade and Investment Relationship.

Mission Objective 2.1: Advocate increased market access for U.S. firms and promote inward foreign direct investment to the United States.

Justification: Spain's sustained economic growth opens the door for U.S. businesses to bring world-class products and services into the local market. Andorra's wealthy economy continues to integrate more fully with Europe and with global regulatory norms, reducing barriers to entry for U.S. firms. Through SelectUSA, partnerships with the U.S. private sector, and our work with local partners including the American Chamber of Commerce in Spain, U.S.-Spain Council, and the American Business Council, we will support U.S. companies invested in Spain and Andorra and promote greater U.S. exports to Spain and Andorra while encouraging more job-creating investment in the United States.

Mission Objective 2.2: Partner with Spain and Andorra to promote economic reforms and counter unfair trade and business practices.

Justification: Spain and Andorra are natural partners in advancing our economic agenda in support of free and fair trade. Like American firms, Spanish and Andorran companies face unfair Chinese economic practices that have produced a lopsided trade balance and a difficult investment environment replete with barriers to entry and forced technology transfers. They are also victims of malign cyber activities that jeopardize growth and undermine intellectual property rights. To improve our economic outlooks in the face of these mutual challenges, we must encourage Spain to advocate in Brussels for a stronger EU stance in multilateral fora, as well as in favor of EU policies that do not distort prices or impede competition, but that also guard against risks to national security. By working together on an economic reform agenda, we can promote sustained and accelerated growth that will increase prosperity for all.

Mission Goal 3: Protect and serve U.S. citizens in Spain and Andorra and strengthen U.S. border security while facilitating legitimate travel.

Description and Linkages: With Spain's emergence as the second-leading tourism destination in the world, our Mission's consular team is assisting an ever-growing community of U.S. citizen visitors, students, and residents. Roughly 3 million U.S. citizens are expected to visit Spain and Andorra in 2018, with a forecast for continued growth in the out-years. Our consular team will deliver world-class service and work with our host governments to enhance the safety of U.S. citizens traveling and residing in Spain and Andorra. Building on our outstanding partnership with Spain's law enforcement agencies, we will counter transnational criminal and terrorist threats to the U.S. homeland and to U.S. interests abroad through enhanced information-sharing, training, and new agreements that facilitate greater cooperation. In Andorra, we will work to amplify recent efforts by the host government to combat money laundering and other transnational criminal activity. This goal supports State/USAID Joint Strategic Plan Goal 1 – Protect America's Security at Home and Abroad.

Mission Objective 3.1: Provide the full range of U.S. citizen and visa services in a vigilant, efficient, and timely manner.

Justification: We will protect the lives and serve the interests of U.S. citizens in Spain and Andorra, and strengthen U.S. border security, through the provision of secure, accurate, and efficient consular services and collaboration with Spanish and Andorran authorities. Our work also will help the Mission meet U.S. security, economic, commercial, and public diplomacy objectives by supporting tourism, study, and business travel to the United States.

Mission Objective 3.2: Partner with Spain and Andorra to counter terrorism, drug trafficking, cybercrime, and other transnational criminal threats.

Justification: While the Basque terrorist group ETA announced its permanent dissolution in 2018, Spain continues to face a terrorist threat from ISIS and its affiliates, which seek to recruit Spanish nationals and carry out attacks in Spanish territory. Spain also remains a major nexus for drug trafficking into Europe, and the persistent migration crisis in the Mediterranean has exacerbated risks related to human trafficking. Malicious cyber activity affecting Spanish networks can threaten critical infrastructure and undermine public safety. We will leverage our Mission's outstanding relationship with Spanish law enforcement to address threats to the U.S. homeland and to U.S. citizens and interests abroad. We will also seek opportunities to amplify Spain's counterterrorism leadership in the region, particularly with North African and Sahel partners. Meanwhile, as Andorra implements its financial sector reforms, we will partner with Andorran authorities to counter money laundering and other transnational criminal activities.

Mission Goal 4: Build public support of U.S. policies and broaden support for the transatlantic partnership.

Description and Linkages: Our Mission's public diplomacy advances our defense, diplomatic, economic, law enforcement, and consular priorities every day. It also serves a broader purpose by building enduring people-to-people ties with a wide range of communities in Spain and Andorra. These ties generate understanding not only of our policy objectives, but of the shared values that sustain our partnership with Spain and Andorra. With opinion polls showing persistently low Spanish support for U.S. political leaders and policies, people-to-people connections are essential to counter misperceptions and to create a more robust social and political environment for our alliance moving forward. This goal supports State/USAID Joint Strategic Plan Goal 3 – Promote American Leadership through Balanced Engagement, as well as EUR Joint Regional Strategy Goal 1 – Strengthen the Western Alliance and Goal 4 – Preserve Western Democratic Principles.

Mission Objective 4.1: Engage Spanish and Andorran society to advocate for our shared values and mobilize local networks in support of our common goals.

Justification: Our engagement with the public in Spain and Andorra represents a strategic investment in the future of our mission. The number of USG exchange alumni

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in the new Spanish cabinet formed in June 2018 is a testament to the long-term benefits of our public diplomacy programs, giving the next generation of Spanish and Andorran leaders a clearer appreciation of the scope and benefits of the transatlantic partnership. Cultural and information programs help local actors amplify and advance the Mission's messages and our shared policy priorities. We will aim to strengthen these programs in Spain and Andorra, and to attract a more diverse and representative pool of participants from a wide range of local communities. We will also support Andorra's reform efforts to protect the rights of vulnerable groups.

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4. Management Objectives

Management Objective 1: Mission Spain maintains a secure, efficient, and cost-effective administrative support platform.

Justification: The Embassy Chancery was built in 1955. Most of the original infrastructure (plumbing, electrical, HVAC) has not been replaced and is well past its expected useful life. Maintenance and targeted repairs keep the building operational, but unexpected failures are occurring at an increasing rate. These unexpected failures can require shutting down systems to complete emergency repairs, affecting critical mission operations. The Mission must develop a long-term plan and identify funding to replace vital mission building systems before catastrophic failures occur. Historically, Post has been adequately resourced across all funding pools. That said, any reduction in funding will significantly impact the MGT team's ability to meet service level standards. Refurbishment of aged building facilities, crucial to Mission's daily operations, cannot be accomplished with current resource levels at Post. Cybersecurity overall remains important, and strengthening it is part of the Department's IT Strategic Plan. Madrid remains an important regional hub for unclassified (Next Generation Enterprise Network / NexGEN) and classified (ClassNet Regionalization / CNR) systems. Mission Spain operates with a relatively lean ICASS workforce, compared to similarly sized missions in the region. Staffing shortfalls identified in the 2012 OIG Report persist. As the Mission continues to grow and the ratio of support personnel becomes disproportionate due to budget constraints, our workforce can no longer be compartmentalized and must be able to function across different specialties. To remain effective, support services must become more strategic, not simply more efficient. To this end, Post has undertaken a thorough review of each of its ICASS support units to better align staff resources with service demands. We are examining the efficacy of broad cross-training and of which services might be better provided by a contract agency.

Mission staffing levels continue to grow among non-State agencies. While the establishment of a CBP pre-clearance unit at the Madrid Barajas airport is not imminent, negotiations continue. If the pre-clearance unit comes to fruition, CBP will add approximately 70 additional personnel under Chief of Mission Authority. Post estimates build-up time between three to five years. The level and pace of growth at this Mission has had a serious impact on the ICASS platform, as the number of serviced personnel has outpaced support personnel in a significantly lopsided ratio. Thus, Mission Spain operates with a relatively lean ICASS workforce, compared to similarly sized missions in the region.

OBO has begun a \$34.1 million compound security upgrade (CSU) project. The project will include new mantraps, New Compound Access Control (CAC) facilities, and replacement of chancery forced entry/ballistic resistant (FE/BR) doors and windows. The design contract was awarded in December 2015. The OBO contract construction company has built containerized office and storage space on the Chancery parking lot. Construction is tentatively scheduled to be completed by March 2019, though Post does not believe that this deadline is attainable. We expect construction to continue well into 2020. Madrid was on the most recent OBO "Top 80" list for a new embassy compound (NEC) and was considering a property south of the Madrid Atocha (main) train station. Recent cuts to OBO's budget for new embassy construction make it unlikely that Madrid will see an NEC in the foreseeable future.