



Integrated Country Strategy

Spain and Andorra

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1. Chief of Mission Priorities

Más España y Andorra

Building a democratic, green, and secure future

The Government of Spain, already a strong and effective partner, seeks to elevate its leadership role on the European and global stage and to assert greater influence in addressing the multiple political, social, economic, and climate-related challenges we face as democracies. The U.S. welcomes Spain's commitment, and the Mission will champion "más España" across the board and work even harder to expand our cooperation as Spain steps up.

The Principality of Andorra features prominently in our strategic plan as well. As a democratic country with a respected voice within powerful multilateral fora, Andorra has an outsized ability to advance our shared objectives. To promote "más Andorra," the Mission will expand our longstanding relationship via additional partnerships throughout the Andorran government, business community, and civil society.

Our intensified engagement will focus on three overarching priorities: 1) to promote our shared democratic values and strengthen the rules-based international order; 2) to build inclusive, sustainable economies and expand already strong economic and educational ties; and 3) to maintain our competitive edge and ability to deter and counter threats to our countries. With these three overarching goals guiding our activities, we will reinvigorate the U.S.-Spain and U.S.-Andorra bilateral relationships to advance our core national security interests and better utilize the full potential of our citizens.

Our first Mission goal is to support each country's role in advocating for more democratic and equitable societies and strengthening the rules-based international order. We will encourage Spain to exert greater leadership and shape policy in line with our shared interests in promoting human rights, democratic governance, transparency, and anti-corruption efforts within the EU, other multilateral fora, and in Latin America and Africa. Each of us – the United States, Spain, and Andorra – can do more to ensure equal treatment and opportunities for all people who

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reside within our own borders, while giving a greater voice to marginalized and underrepresented groups. Working together, our governments and civil society groups can promote and amplify these shared values to counter efforts by non-democratic nations determined to divide us and degrade our institutions.

Our second Mission goal is to expand joint efforts to protect our planet while creating more quality jobs that both countries desire. We will capitalize on Spain and Andorra's green and digital transformations to enhance innovation and collaboration with the United States to underpin sustainable and inclusive growth. We will support their efforts to more effectively counter coercive economic policies and predatory investments. We will also advocate for measures in both countries that create a more level playing field to ensure continued market access for U.S. companies. To promote increased travel and educational and economic ties, we will restore all U.S. citizen and visa services as soon as possible and eliminate the COVID-created backlogs.

Our third Mission goal acknowledges the increased activity of our global competitors. Spain is a NATO Ally hosting more than 7,000 U.S. service members and their families. The Mission will support Spain in developing and sustaining a modern, capable, and interoperable military force. We will encourage Spain to advocate even more for our shared security and defense objectives within the EU, NATO, and other multilateral fora in the years ahead. By deepening our excellent law enforcement relationship in areas such as counterterrorism, cybercrime, and counter-narcotics, we will spur more proactive collaboration and prevent damage to our societies. We will work together to streamline bureaucratic processes and advocate for Spain to take additional steps to ensure the safety and security of all U.S. citizen visitors and residents. By partnering with governments, media, and civil society in both countries, we can harden more Spaniards and Andorrans against disinformation campaigns.

On the management front, the Mission must seize upon the technological advances made during the pandemic to increase efficiency and collaboration within our team while keeping our information secure. We will advocate for more personnel to ensure we have the needed human resources to achieve the goals outlined in this plan. As we develop our team, we will

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strengthen diversity, equality, and inclusion among our workforce and actively promote these essential principles in our public-facing programs. We will also tackle the climate crisis by focusing on our facilities and our practices, and by making our workplace greener, safer, and more sustainable.

We will ask a great deal of Spain, Andorra, and ourselves in the years ahead. “Más España y Andorra” will require even more coordinated engagement and the strategic allocation of additional resources. I pledge that my team and I will be there as partners and Allies as we work together to achieve our goals.

2. Mission Strategic Framework

Mission Goal 1: Spain and Andorra play a leading role as global champions of shared democratic values; free, open, and inclusive societies; human rights; the Transatlantic community; and the rules-based international order.

- **Mission Objective 1.1:** The Spanish government – and Andorran government as applicable – consistently exert greater leadership within the EU, other multilateral fora, and in Latin America and Africa, to promote human rights, democratic governance, transparency, and anti-corruption efforts.
- **Mission Objective 1.2:** Target audiences in Spain and Andorra recognize that the two countries share democratic values with the United States and promote those values through their networks to counter efforts by non-democratic nations.

Mission Goal 2: Spain and Andorra partner with the United States to combat the climate crisis and create more resilient, inclusive economies that increase sustainable Transatlantic trade, investment, and travel; achieve carbon neutrality; and create middle-class jobs.

- **Mission Objective 2.1:** The economies of Spain and Andorra are equipped to effectively counter coercive economic policies and predatory investments and adopt measures that create a more level playing field that ensures continued market access for U.S. companies.
- **Mission Objective 2.2:** Spain and Andorra's green and digital transformation and enhanced innovation and collaboration with the United States are producing more sustainable and inclusive growth.
- **Mission Objective 2.3:** Spaniards and Andorrans enjoy expanded educational and economic ties with U.S. institutions that increase bilateral trade and investment by 2 percent annually.

- **Mission Objective 2.4:** All U.S. citizen and visa services are fully restored, and the COVID-created backlogs are eliminated.

Mission Goal 3: Spain and Andorra are stronger partners in the deterrence of global threats and proactively address significant challenges facing citizens of the United States, Spain, and Andorra.

- **Mission Objective 3.1:** Spain acquires and sustains a modern, capable, and interoperable military force and advances shared security and defense objectives within the EU, NATO, and other multilateral fora.
- **Mission Objective 3.2:** A deepening of bilateral law enforcement cooperation and information sharing throughout 2022-23 results in improved operational efficiency and more proactive collaboration.
- **Mission Objective 3.3:** Spain takes concrete steps to support the safety and security of U.S. citizen visitors and residents while streamlining bureaucratic processes.
- **Mission Objective 3.4:** Influential audiences actively promote U.S.-Spain security and defense cooperation and are hardened against disinformation campaigns.

Management Objective 1: Mission Spain has the upgraded technology and the full staffing of a diverse mission workforce it needs to accomplish its objectives, in safer and more energy efficient facilities.

3. Mission Goals and Objectives

Mission Goal 1 | Spain and Andorra play a leading role as global champions of shared democratic values; free, open, and inclusive societies; human rights; the Transatlantic community; and the rules-based international order.

Description | The United States needs like-minded voices to protect the democratic values and systems that are increasingly under siege by authoritarian regimes. We can partner more effectively with Spain and Andorra, whose citizens largely share the same views on core democratic values as most Americans, to ensure each country's government and civil society institutions stand with the United States as the partner of choice. The mission will support both countries' efforts to speak out and lead in the defense of these shared values. In turn, "más España y Andorra," will result in the elevation and inclusion of more voices in society, the advancement of democracy especially in Latin America, and the overall strengthening of the rules-based international order. A Transatlantic community with a stronger, more forward-leaning Spain and Andorra, will serve as a force multiplier for U.S. policy goals on the PRC, Russia, Middle East, Latin America, Africa, and the Balkans.

Objective 1.1 | The Spanish government – and Andorran government as applicable – consistently exert greater leadership within the EU, other multilateral fora, and in Latin America and Africa, to promote human rights, democratic governance, transparency, and anti-corruption efforts.

- **Justification** | As like-minded partners, Spain and Andorra can utilize their historic, linguistic, and cultural ties as well as business interests to advance our common objectives in various regions and within multilateral fora. As both countries are generally aligned with the United States on human rights and democratic governance, the mission will encourage each government to advocate beyond their borders on these issues. A more engaged Spain and Andorra, with the full backing of the United States, will strengthen the effectiveness of the Transatlantic alliance, advance shared

democratic values in more countries, and better protect the rules-based international order.

- **Linkages** | Interim National Security Strategic Guidance March 2021 (INSSG), Department of State and USAID Joint Strategic Plan FY 2022-2026 (State and USAID JSP) Goals 1 and 3, 2022-2026 EUR Joint Regional Strategy (EUR JRS) Goal 2, U.S. Strategy on Countering Corruption, E.O. 13985 Advancing Racial Equity and Support for Underserved Communities
- **Risks** | The same ties that provide Spain leverage in certain regions can also constrain it from taking policy decisions we would like to see. The mission will work to ensure that not only are our objectives aligned but also our tactics.

Objective 1.2 | Target audiences in Spain and Andorra recognize that the two countries share democratic values with the United States and promote those values through their networks to counter efforts by non-democratic nations.

- **Justification** | Many important audiences within Spanish and Andorran society do not believe that the United States represents and shares their values. By engaging these groups from civil society, the media, and universities, the mission will strive to establish credibility, build trust, and increase understanding that our objectives are indeed shared. With more local partners, the mission can activate networks that reach far beyond Spain and Andorra to advance our core democratic interests.
- **Linkages** | INSSG, EUR JRS Goal 2 and 4, State and USAID JSP Goals 1 and 3, E.O. 13985 Advancing Racial Equity and Support for Underserved Communities
- **Risks** | Many human rights advocates and champions of diversity and inclusion are skeptical because they see the United States as politically volatile. The mission will engage with these audiences by taking a longer view, communicating the United States' efforts to reflect and improve throughout its history, and maintaining core values, regardless of the political party in power.

Mission Goal 2 | Spain and Andorra partner with the United States to combat the climate crisis and create more resilient, inclusive economies that increase sustainable Transatlantic trade, investment, and travel; achieve carbon neutrality; and create middle-class jobs.

Description | The road to a green future and carbon neutrality is through greater Transatlantic collaboration. Spain plans to use the approximately 140 billion euros from the Next Generation EU recovery fund to modernize its economic model and to speed up its renewable energy and digital transitions. The United States can parlay this transformational infusion of funds into enhanced innovation and collaboration that ushers in an era of sustainable and inclusive Transatlantic growth that increases Spanish investment – and the creation of jobs – in the United States. The mission will work to restore all consular services to promote the vital exchange of citizens and ideas needed to realize the Transatlantic green revolution. To increase the resilience of Spain’s and Andorra’s resurgent economies and 5G networks, the mission will equip each country with information to help counter coercive economic policies and predatory investments. We will advocate for both countries to adopt measures that create a more level playing field, ensuring continued market access for U.S. companies. The strengthening of Spain, Andorra, and the overall Transatlantic trading bloc, which accounts for nearly 50 percent of the world’s GDP, will create jobs in both countries and generate greater economic leverage to advance U.S. foreign policy goals.

Objective 2.1 | The economies of Spain and Andorra are equipped to counter coercive economic policies and predatory investments and adopt measures that create a more level playing field that ensures continued market access for U.S. companies.

- **Justification** | Spain is repositioning to better protect its critical infrastructure, including data. Broadening our partnership with Spain in this area will help protect U.S. and Spanish interests from economic coercion by non-market economies.
- **Linkages** | INSSG, State and USAID JSP Goals 2 and 3, EUR JRS Goal 3

- **Risks** | Spain wants to protect its own trade interests in major international markets and may be hesitant to align with the U.S. publicly. U.S. advocacy could be perceived or characterized as motivated by commercial self-interest rather than as adherence to broader principles.

Objective 2.2 | Spain and Andorra's green and digital transformation and enhanced innovation and collaboration with the United States are producing more sustainable and inclusive growth.

- **Justification** | Spain will receive up to 140 billion euros in Next Generation EU recovery funds and will prioritize projects that promote the digital and green transformation. By expanding bilateral economic cooperation through agreements and connecting U.S. and Spanish companies, both countries can advance shared climate and critical infrastructure objectives.
- **Linkages** | INSSG, EUR JRS Goal 3, State and USAID JSP Goals 2 and 3, E.O. 13985 Advancing Racial Equity and Support for Underserved Communities
- **Risks** | Spain will face difficulty effectively absorbing the massive influx of EU funding and risks spending in ways that do not fundamentally and permanently transform the economy and increase productivity.

Objective 2.3 | Spaniards and Andorrans enjoy expanded educational and economic ties with U.S. institutions that increase bilateral trade and investment.

- **Justification** | The mission can help increase bilateral trade and investment by supporting initiatives related to study abroad, entrepreneurship, and English language learning. In academic year 2018/19, more than 7,000 Spaniards studied abroad in the United States. The UK's departure from the EU and the EU's ERASMUS+ program make the United States a more competitive destination for Spanish students wanting access to a world-class education and to develop their English. Spanish institutions, universities, and businesses view innovation, entrepreneurship, and "internationalization" as key for growth. By collaborating in these areas with both Spain and Andorra, the mission will help support new opportunities for bilateral commercial

and economic pursuits, with a focus on sustainability. Spain and Andorra have made significant progress in English language proficiency among the younger generations, but improved fluency outside urban centers and curricula based on American English would unlock greater partnerships with U.S. businesses and educational institutions.

- **Linkages** | INSSG, State and USAID JSP Goals 2 and 3, EUR JRS Goal 3
- **Risks** | The COVID-19 pandemic could continue to stunt engagement and exchanges for students and professionals. The mission will continue to develop its virtual capacity and ensure these groups receive the necessary information and assistance even while travel and in-person engagements are limited.

Objective 2.4 | All U.S. citizen and visa services are fully restored, and the COVID-created backlogs are eliminated.

- **Justification** | The ongoing pandemic entailed the suspension of routine consular services for a prolonged period, and the subsequent waves of COVID-19 continue to limit the volume of services the consular section can provide. These disruptions caused severe backlogs and pent-up demand for various American Citizen Services (ACS) and visa services. Conditions permitting, the consular section will identify efficiencies to reduce the backlog of services and return to normal operations.
- **Linkages** | INSSG, State and USAID JSP Goals 2 and 5, EUR JRS Goal 3
- **Risks** | New waves of COVID-19 may continue to impact appointment availability. The restoration of services may also be delayed by continuing staffing gaps and the impact of OBO's security upgrade project from 2022-2023.

Mission Goal 3 | Spain and Andorra are stronger partners in the deterrence of global threats and proactively address significant challenges facing citizens of the United States, Spain, and Andorra.

Description | Global threats and challenges require a united front; the United States proudly calls Spain and Andorra partners in our collective efforts. Spain contributes significantly to U.S.,

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Transatlantic, and global security. In our “más España” policy, the mission will work with Spain to ensure we, as NATO Allies, have the capacity to overcome the mounting challenges and deter our global competitors from the outset. As the digital revolution advances and does away with traditional borders, the United States, Spain, and Andorra must up our cyber game on all fronts to better protect every facet of our democratic societies. Our broad and deep law enforcement and intelligence cooperation is another pillar of the relationship. U.S. agencies enjoy close relationships with their Spanish and Andorran counterparts on counter-narcotics, counterterrorism, and cybercrime. We will request greater cooperation to ensure safer and more secure international travel and the protection of U.S. citizens in Spain and Andorra. The mission will engage with portions of the Spanish public to increase support for the NATO Alliance and bilateral security and defense cooperation, while hardening Spanish society against disinformation campaigns. With greater collaboration, the United States will revitalize our alliances, modernize and enhance NATO interoperability, deter Russian and PRC actions, and protect our societies from the myriad virtual and physical threats.

Objective 3.1 | Spain acquires and sustains a modern, capable, and interoperable military force and advances shared security and defense objectives within the EU, NATO, and other multilateral fora.

- **Justification** | Spain needs a bigger defense budget, expanded industrial cooperation, and joint defense science and technology research and development collaboration with the United States, to ensure its forces have access to the highest-quality and most cost-effective platforms that provide interoperability with our forces.
- **Linkages** | INSSG, State and USAID JSP Goals 1 and 3, EUR JRS Goal 1
- **Risks** | The Spanish government chooses alternative options that reduce interoperability. The mission will bring all resources to bear to demonstrate how U.S. equipment truly meets future needs and benefits Spain over the long run.

Objective 3.2 | A deepening of bilateral law enforcement cooperation and information sharing throughout 2022-23 results in improved operational efficiency and more proactive collaboration.

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- **Justification** | Although U.S. law enforcement currently has a strong bilateral sharing relationship with Spanish law enforcement in some respects, strengthening collaboration in other transnational areas such as online terrorist activity and financial crime would create a broader, more unified stance against criminal actors and bring the level of cooperation more in line with that of other European nations. It would also assist with highlighting Spain's role in multilateral organizations, such as Interpol and Europol, and provide a significant resource for the protection of U.S. interests.
- **Linkages** | INSSG, State and USAID JSP Goals 1 and 3, EUR JRS Goal 2
- **Risks** | The differences between Spanish and U.S. legal requirements may hamper the development of joint operations, especially in cases involving the use of online investigative techniques. Additionally, the lengthy MLAT process may slow the development of new bilateral sharing opportunities.

Objective 3.3 | Spain takes concrete steps to support the safety and security of U.S. citizen visitors and residents while streamlining bureaucratic processes.

- **Justification** | Spain is both a tourist destination and a choice location for U.S. retirees. Every year more than 2 million U.S. citizens visit Spain, more than 30,000 students study or teach in Spain, and 200,000 U.S. citizens reside in Spain. Despite its efficient security and social services apparatus, petty crimes, sexual assaults, and other crimes impact U.S. citizens who also face unwarranted bureaucratic hurdles in dealing with Spanish authorities.
- **Linkages** | INSSG, State and USAID JSP Goal 5, EUR JRS Goal 3, E.O. 13985 Advancing Racial Equity and Support for Underserved Communities
- **Risks** | Spain's decentralized system complicates having nation-wide directives while overlapping jurisdiction between ministries also slows down decision-making.

Objective 3.4 | Influential audiences actively promote U.S.-Spain security and defense cooperation and are hardened against disinformation campaigns.

- **Justification** | Many important segments of Spanish society do not support or understand the NATO Alliance, are cautious of further U.S.-Spain cooperation on security and defense matters and downplay the threats and challenges facing Spain. Through engagement, the current and future leaders of Spain can gain greater exposure to the bilateral relationship and high-level cooperation among NATO Allies that provides the necessary security for democratic societies throughout Europe and North America.
- **Linkages** | INSSG, State and USAID JSP Goals 1, 3, and 5, EUR JRS Goal 1, 2, and 4
- **Risks** | Global competitors and partners are expending significant resources to engage these target audiences, which reduces the available time and interest in mission programs. The mission will design programs that provide a real benefit to the target audiences and thereby not cede influence with the current and next generation of Spanish leaders to global competitors.

4. Management Objective

Management Objective 1 | Mission Spain has the upgraded technology and the full staffing of a diverse mission workforce it needs to accomplish its objectives, in safer and more energy efficient facilities.

- **Justification** | Mission Spain must provide the tools and environment that supports the work of a diverse workforce in pursuit of strategic goals and objectives.
- **Linkages** | INSSG, Executive Order 14035: Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce, State and USAID JSP Goal 4, EUR JRS Management Goal, E.O. 13985 Advancing Racial Equity and Support for Underserved Communities
- **Risks** | Failure to achieve this objective will put Mission Spain at a competitive disadvantage at attracting the diverse and capable team necessary to advance its strategic goals and objectives. This risk will be mitigated by adopting best practices on hiring and retention, maintaining an inclusive and green workplace, and using the latest Department-approved technologies.