

APPLICATION OF THE *BALANCED SCORECARD* METHODOLOGY TO THE GUARDIA CIVIL: *THE SIGEST PROJECT*

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ABSTRACT

In today's world, no public enterprise or organization, be it private or public, can afford not to justify their existence and their goals in order to become a key player within its field of activity.

Based on this fact, the Guardia Civil has adopted the *Balanced Scorecard* methodology, introducing a model of strategic management that allows for the conversion of the strategy of the organization into objectives that can be clearly displayed on a map. This model is based on planning systems already in place and has its sights set on the continued modernization and improvement of the quality of service delivered to the citizen.

These key objectives are measured through a number of indicators of success and are linked to various goals, initiatives and action plans facilitating the management of the various activities performed by the different Units. At the same time, this will enable us to visualize how the behavior of each and every Officer contributes to the achievement of the general objectives of the Guardia Civil.

Keywords: strategy, Balanced Scorecard, SIGEST, strategy planning, strategy management, strategic map, strategic objectives, Office of Strategy Management (OSM).

1. INTRODUCTION

The ability to cope with constant change should be a prerequisite of any modern organization that wishes to stay relevant in an increasingly-globalized world.

This reality demands that all institutions apply management models capable of combining the need to maintain strategic vision focused on their ultimate goal, with the natural adjustments and internal procedures necessary in order to achieve other, subsidiary goals.

Many enterprises and organizations do not struggle when it comes to defining the strategy they need to follow in order to achieve their goals. However, real difficulties can arise when translating said strategy into coherent processes in terms of allocating tasks, implementing these tasks and demanding accountability on the part of the employee in regards to their completion.

It is this lack of coordination, then, between defined strategic objectives and the processes necessary for their implementation that most fully illustrate the potential of the *Balanced Scorecard* (BSC), a concept developed by Professors Robert S. Kaplan and David P. Norton, of Harvard University.

The *Balanced Scorecard* is a system that allows us to combine the three basic aspects of the strategy: description, measurement and management. This enables the system to set out the planned trajectory of the organization as a whole in order to achieve those strategic objectives that will most decisively impact the goals of said organization.

As a dynamic institution, The Guardia Civil does not shy from the task of constant adaption so as to be able to offer the best possible service to society, which is, after all, the very reason for its existence.

Since 2005, the Guardia Civil has addressed the challenge of configuring a system that would define, manage and represent their strategy based on the *Balanced Scorecard* model. This system is aimed at identifying and establishing the general goals and objectives of the Institution, enabling it to serve the purposes for which it exists in the most effective way possible.

In able to do this, the Guardia Civil set up an extensive team formed by representatives of all areas of the Institution, which, with the initial advice of a specialized external consulting firm, created the Guardia Civil's first-level "*Strategic Map*".

While acknowledging the importance of this success, it should also be pointed out that this was only the first step in a much broader process, a process which we will try to describe in this report. It is thanks to this process that we can now consider the Guardia Civil an "Organization Focused on Strategy", as defined by the creators of the *Balanced Scorecard*¹.

2. THE STRATEGIC DIRECTION

In the twenty-first century, almost every world culture is confronted with great changes that have affected, currently affect and will affect its demographics, politics and society. We live in a time of profound change, characterized largely by the possibilities offered through increasing access to new technologies. *Globalization* and *uncertainty* are the defining features of this new "*Information Age*"².

It would be a mistake to adopt a simplistic outlook and not take into account that this is a much more radical change affecting both citizens and the societies of which they form an integral part. These citizens now have to adapt to new patterns of thinking, educating and interacting, both in their own environment and in others. Therefore, any type of institution, whether public or private, needs to adapt to this change, and, as far as possible, "predict" the future in order to be prepared to face it with concrete expectations of progress and improvement.

Every organization develops its activities in a particular situation, moment and under circumstances that affect them specifically, regardless of their nature or purpose. As a result, uncertainty becomes commonplace within the scope of their activities, which, at the same time, generates the need to implement measures to reduce this uncertainty as far as possible.

1 Strategy Focused Organization (SFO). KAPLAN, Robert. and NORTON, P. Cómo utilizar el Cuadro de Mando Integral. Barcelona: Gestión 2000 S.A. 2000. Pp. 7-36.

2 Idea developed by Professor DRUCKER, Peter F. La empresa en la sociedad que viene. Barcelona. Editorial Urano. 2003. P. 10.

On this basis, the strategic direction of every institution or agency should be prepared to establish and define their strategy, and, in doing so, be prepared to regard the planning, management and execution of a series of activities and actions in such a way so as to enable the complete and synergetic achievement of objectives, as an art. These goals will allow the institution to continue meeting its goals.

As a result, the executive balanced scorecard should develop specific strategies in order to meet said goals, which will guide the company towards its ideal (*vision*), within the parameters of their *raison d'être* (*mission*) while also taking into account the inherent idiosyncrasy and other aspects that form part of the very essence of the organization itself (*values*). The main objective with this is to enable the company to consolidate a strong market position, and thus allow them to obtain a specific product at a lower price than their competitors, or to provide a higher value to their shareholders.³

In 1990, Professors Kaplan and Norton carried out their studies within the context of this conceptual framework with the aim of exploring and creating new methods of measuring business performance.

The outcome of this project was the creation of the *Balanced Scorecard* system in 1992, whose ultimate goal is to meet the needs and concerns of the organization's executive team, while also facilitating the execution of a business strategy through its definition, measurement and management. In many cases, organizations that implemented this concept have achieved successful and innovative results thanks to this research.

3. APPROACH TO THE CONCEPT OF BALANCED SCORECARD

During the second half of the twentieth century, companies decided to use *financial assets* as a reference system for measuring the creation of value by these organizations. As a result, in order to keep track of the designed strategy, it was necessary to make use of the appropriate systems of measurement in place from which they could obtain the required information.

To this end, different methods based on financial accounting were developed, which enabled organizations to evaluate how investments in varying sectors, activities and business processes would imply a rise in the financial results. However, as time went by, it became obvious that these systems did not produce a reliable overview of the company, but instead static, partial and extremely inflexible results.

Against this background, Professors Kaplan and Norton began to carry out a research project with the aim of finding new methods of rating performance in companies. This project was focused on valuing the importance of employer *awareness* of any added values that employees could potentially impart, as well as the value of information technology in the business sector.

These studies discovered that, while the executive teams of the companies mainly focused on measurement systems, they often forgot to consider other factors. As a result, value could be created on the basis of financial results alone in the short term, but ultimately failed to account for long-term value creation. In order to resolve this issue

3 PORTER, Michael E. "What is strategy?" Harvard Business Review. November-December, 1996. Pp. 61-78.

in the long term, Kaplan and Norton supposed that several variables would have to be identified so as to be able to value the more intangible assets of the companies in a more effective way.

The results of this research were published in the prestigious Harvard Business Review⁴, and the concept *Balanced Scorecard* was established, adding three fresh perspectives to those traditional measurement systems reliant on the financial context of a company: *clients, internal processes, and learning and development*.

The practical applications of the Balanced Scorecard revealed that this system was useful for the both the valuation and evaluation of business performance as well as for linking each organization to its own mission, values and vision through the development of a corporate strategy allowing them to be competitive while generating value⁵. In other words, it enabled them to translate their strategy into coherent processes focused on attaining the goals of each department of the company.

The definition of specific strategic objectives within the frame of each of the perspectives mentioned above enables the establishment of a series of *cause-and-effect relationships*. As a result, any action taken in one perspective immediately has an impact on the others. In this way, emphasizing the correct alignment of intangible assets will prompt a better performance of internal processes, which consequently create a proposal of value for the clients, which, at the same time, contributes to an increase of the financial gains of the company.

This process creates the possibility of achieving an all-encompassing, global approach towards the organization's resources, thereby enabling the organization to, among other things, correctly implement the corporate strategy and translate this strategy into achievable tasks⁶; align itself with its own strategy, thus turning the strategy into an ongoing process; catalyze change through executive leadership; and increase employee awareness of the importance of their daily tasks.

At the same time, the *Balanced Scorecard*, through the creation of Strategic Maps⁷, offers the possibility of elaborating a graphic tool that makes it easier to explicitly visualize the cause-and-effect relationships which connect the different objectives defined within the aforementioned BSC perspectives⁸.

The great virtues of this concept can be found in the areas of *description* and *communication*. On the one hand, the Strategic Map enables the description of the processes of value creation and of the transformation of intangible values into tangible results. On the other hand, it provides both the executive team and the members of the

4 KAPLAN, Robert S. and NORTON, David P. "The Balanced Scorecard: Measures that drive performance". Harvard Business Review. January – February 1992. <https://hbr.org/1992/01/the-balanced-scorecard-measures-that-drive-performance-2>. (Accessed 21 November 2014).

5 KAPLAN, Robert S. and NORTON, David P. Cuadro de Mando Integral. 2nd Ed. Barcelona: Gestión 2000, S.A. 2002. Pp. 213 – 216.

6 KAPLAN, Robert S. and NORTON, David P. Cómo utilizar el Cuadro de Mando Integral. Op. cit. Pp. 14 – 25.

7 KAPLAN, Robert S. and NORTON, David P. "Having Trouble with your Strategy? Then Map it!". Harvard Business Review. January - February 2001. <https://hbr.org/2000/09/having-trouble-with-your-strategy-then-map-it> (Accessed 21 November 2014).

8 KAPLAN, Robert S. and NORTON, David P. Mapas Estratégicos: Convirtiendo los activos intangibles en resultados tangibles. Barcelona: Gestión 2000, S.A. 2005. Pp. 36 – 38.

organization as a whole with a tool for communicating and for familiarizing themselves with the strategic initiatives and action plans of the company; thus facilitating the timely completion of objectives.

4. THE APPLICATION OF THE BSC TO PUBLIC SECTOR COMPANIES.

Even though the BSC was initially aimed at companies in the private sector, the continual development of the concept and its subsequent adoption by certain public institutions proved both the BSC's flexibility as well as its usefulness in a sector that was it not originally designed for, that is to say, the public sector.

Using BSC simply as a measurement tool was a fairly uncomplicated concept. The difficulty in its application lay in trying to manage the organization's strategy itself as, in the majority of public sector cases, organizations had not explicitly defined their own strategies, limiting themselves to only working to achieve the assigned mission in a simplistic, short-term manner. The vision of how the institution could best and most efficiently develop its task of providing a public service had often not yet been defined.

This forced public sector organizations to change their idea of strategy. They were forced to finally define what precisely their mission and their institutional vision consisted of, as well as then enabling this information to reach all members of the organization, as well as facilitating the description of the tasks that had to be carried out by its members in order to achieve the now-clarified end goals.

It is also important to highlight the need for repurposing the perspectives described above within the private sector. It goes without saying that the financial and client perspectives of private companies have little in common with those of the public sector, where service to the citizen is the *raison d'être* of the enterprise.

Thus, taking all of the aforementioned arguments into account, we can conclude that the implementation of the BSC methodology in public sector institutions has the following advantages:

- It offers a clear vision of the situation of the institution in regards to citizens, the Government, other administrations and other interested parties.
- It articulates the organization's value creation regarding their interest groups.
- It shows the priorities and relationships between results and the best way in which to achieve them.
- It facilitates the description and execution of the institution's strategy by translating it into objectives, indicators of success and concrete goals which can be measured.
- It involves and determines different levels of responsibility regarding the achievement of the objectives of all those involved in the design of the corporation's strategy.
- It enables the broadcast, at all stages, of all key elements affecting the attainment of the strategy.

5. STRATEGIC PLANNING IN THE GUARDIA CIVIL

The concept of planning to the highest degree is not a new one within the Guardia Civil; it has a long tradition that runs parallel to the evolution of the support and advice bodies that have existed throughout the history of the Institution. The object of this article is not to analyze each of these individual bodies, but for present purposes it is sufficient to say that, at any given time in its history, there have always been different bodies within the Guardia Civil charged with carrying out the detailed scheduling of material and human resources at the Institution's disposal in order to respond to society's demand for security and in order to prevent the scattering and waste of resources.

It is the concept of "*scheduling*" the use of those material and human resources that we want to emphasize so as to highlight how the ultimate aim of strategic planning was dependent on the efficient and effective availability of those resources necessary for fulfilling the mission entrusted to the different Units of the Corps. These types of processes, from today's perspective, have evolved into what is currently known as "*global management systems*". They aim at a well-defined, measurable ultimate strategic objective for the Institution, which enables the possibility of offering a comprehensive vision while also combining the *raison d'être* of the Institution with its planned trajectory in regards to its vocation of providing a public service.

At the end of the 80s, some pioneers started to develop the idea of implementing their own system of planning within the Guardia Civil. In order to do so, they took the then popular "*System of Management by Objectives*"⁹ as a basis, in order to both define and structure corporate objectives and to establish the different fields of responsibility of each department so as to assure the interrelationship between goals and objectives, as well as the measurement and evaluation of the final results.

These studies finally took shape in 1998, when, through General Order No. 34 of December 29th, the Guardia Civil Internal Planning System was explicitly defined. According to this order, the planning system would take the form of a continuous process divided into two-year cycles. These cycles would allow for a series of strategic deadlines (short term, two years; medium term, six years; and long term, twelve years) to be established.

The cycle began with the evaluation of the reference framework of the Institution already in place, which derived from the creation of the *Planning Directive* by the Director General of the Guardia Civil. From there, the *Strategic Plan* was elaborated (or reviewed) in order to complete the long- and short-term objectives set out by this framework.

9 As an introduction, we may say that Management by Objectives (MBO) was a philosophy introduced for the first time in business management by Peter Drucker in his work "The Practice of Management" (1954). It can be defined as a system that, based on special attention paid to staff behavior and motivation at all levels and functional areas of the organization, tries to reveal the institution's primary goals, the results expected from each of its members, and the real value that each of these parties brings to the Institution. Thus, the MBO turns into a tool for the integration of sectoral planning within the organization's strategic planning. It aligns different types of objectives and acts as a point of reference for the analysis of problems, decision-making and the establishment of a coherent evaluation system which depends on the fulfillment of those objectives. All of this is carried out through a participative management model which facilitates delegation and decentralization.

The result of this was the creation of the *Global Objective Program of the Corps*, which, at the end of the cycle, was forwarded to the Planning and Budget Committee so that it could be included in the Budget Proposal made by the Director General of the Guardia Civil.

It is important to note that the Planning Cycle established was, from a conceptual point of view, a great leap forward. However, it also revealed a number of problems, two of which are important to highlight. On the one hand, a lack of clarity was found to be had in the connection between lower-level projects and the planning carried out by higher authorities (principally the State Secretariat for Security and the Ministry of the Interior); and, on the other hand, a lack of objective control methods was discovered, which obscured the measurement and evaluation of the scope of those goals.

Despite being realistic, the planning process anticipated by the General Order 34/98 was never properly completed. In 2005, this system was overwhelmed more by facts than by changes in regulation, and so it was improved in order to bring it more into line with a strategic planning model based on the *Systems Theory*. According to the Guardia Civil, this model is part of a set of interrelated elements that, even if they were divided into different structural parts, would still create a functional, unitary system. According to this theory (the so-called *Contingency Approach*), for every planning process, it is necessary to identify the particular situation and circumstances that will help to achieve the organization's goals at any given time.

Those were the foundations of the planning processes that culminated at the time of the approval of the *2005-2006 Short-Term Operational Strategic Plan*. The plan would later continue in the *2007-2008 Strategic Plan of the Police and the Guardia Civil (Specific Corporate Field of the Guardia Civil)*.

These documents combined the parameters created after establishing plans of action aimed at maximizing citizen security levels within the Guardia Civil itself and within the framework of a comprehensive system of Public Security.

In order to ensure a proper understanding of the moment in which the first of the plans mentioned above was elaborated, it is necessary to mention the creation of the *Executive Committee for the Unified Command of the State Security Forces and Corps (CEMU in Spanish)*¹⁰ in 2004. The CEMU had the responsibility of ensuring organic and operational coordination between the National Police Corps and the Guardia Civil, and, in particular, “*elaborating, executing and monitoring the programs, procedures and services which are ingrained in both Institutions, with the aim of ensuring the organic and operational coordination of the State Security Forces*”¹¹.

10 INT/1251/2004 Order of May 7th, by which the Executive Committee for the Unified Command of the State Security Forces and Corps was established.

11 It was at this hearing that the six strategic pillars on which this policy was going to be founded were also made public. These pillars were as follows: first, the fight against terrorism as the main priority of the security policy; second, the modernization and reinforcement of the State's tools of operation; third, the improvement of the fight against crime; fourth, the implementation of specific actions in order to protect risk groups; fifth, the reinforcement of monitoring and cooperation with the private security sector; and finally, transparency and participation in the implementation and development of the security policy.

In order to complete the frame of reference, we first need to mention the appearance of the Spanish Secretary of State for Security before the Interior Committee of the Spanish Parliament on September 15th 2004, during which he outlined the Security Policy that was going to be developed in the 2004-2008 Legislature.

The use of the aforementioned five pillars sheds some light on the process of strategic planning within the Institution¹². Each pillar set their individual priorities and was turned into a *Functional Area of Activity* in the later elaborated *Operational Strategic Plan*. Despite many difficulties, not to mention its paradoxical name (from a purely theoretical point of view, a strategic plan should not be considered 'operational', nor should it be initially conceived for being valid only in the short term), this document was approved by the *CEMU* on May 3rd 2005.

Without going into greater detail in regards to the technical aspects of defining areas of operation as well as objectives both general and specific, or in regards to the thorough system of control established through specific indicators of success for each of them, the real importance of the Plan must be understood from the perspective that it constituted a decisive leap of quality within the Institution's planning systems. The Plan was the first strategic document of its kind within the organization, and it was completed and evaluated throughout its period of validity, serving as a basis for a future strategic planning.

Based on these pillars, the above-mentioned Plan of 2007-2008 was conceived on a new theoretical basis, not only because of the scope it was covering – the Guardia Civil and National Police Corps –, but also because it covered other aspects that went beyond solely operational issues in order to deal with aspects related to human and material resources.¹³

As of the last trimester of 2006, a large working group composed of representatives from the Deputy Directorate for Operations and the General Sub-Directorates for Personnel and Support was formed, bringing a multidisciplinary vision to the new Plan.

The resulting initial document established the guidelines for a strategic plan which would work as a basis for the drafting of the Strategic Plan of the Police and the Guardia Civil, with distinct parts for each individual body. This new Plan also represented a continuation of the previous one in regards to the definition of strategic objectives and its development so as to achieve specific, well-defined goals.

In conclusion, we can agree that the conception and, where appropriate, the development of the above-mentioned plans enabled an increase in the levels of efficiency and efficacy in the fulfillment of the missions entrusted to the Guardia Civil. It also facilitated the Institution's intervention on different levels of decision-making as well as its coordination with the State's Security Forces through its use of specific measures to monitor its own activity.

12 The sixth pillar, focused on transparency and participation in the development of the Security Policy, tried to promote a greater role of society in the administration of Public Security and was believed not to influence the State Security Forces and Corps.

13 When analyzing the historical context in which this document was created and approved, we must take into account the entry into force of the Royal Legislative Decree 991/2006 of September 8th on the development of the basic structure of the Ministry of the Interior. This Decree created the Directorate-General of the National Police Force and the Guardia Civil, which were two different bodies beforehand.

6. STRATEGIC MANAGEMENT IN THE GUARDIA CIVIL: THE SIGEST PROJECT¹⁴

After the second term of 2005, the challenge of configuring a system for the definition, management, description and communication of the strategy itself was taken on by the Technical Office of the General Director of the Guardia Civil. The main objectives included: pointing out the critical elements of the missions entrusted to the Corps, highlighting their strengths, identifying weaknesses and determining areas for improvement in order to establish comprehensive objectives and goals.

The *initial directive* of the development of the project, known as the “*Strategic Management System*” (*SIGEST*), concluded that the methodology to be implemented within the Institution should be based on the BSC model. The implementation of this project was entrusted to a wide-ranging *Committee* composed of representatives from the Guardia Civil General Director’s Technical Office, the Operational Management Division and the Support Staff Sub-Directorate General, under the control of a general officer, who acted as director of the project.

The studies carried out throughout the project were periodically submitted to a *Project Validation and Monitoring Committee*, formed by the Deputy Director for Operations, the Assistant Directors General for Personnel and Support and the General-in-chief of the Office of the Director General, who made key decisions relating to these studies.

A UTE (*Union Temporal de Empresas*, a temporary cooperation between different companies formed to realize a specific project), founded with the consulting firms EVERIS¹⁵ and PALLADIUM¹⁶, gave *external advice* on the elaboration of the projects at all times. They provided technical and specialized support to the Committee in order to adapt the basic concepts of the BSC system to those of the Guardia Civil.

7. THE STRATEGIC MAP OF THE GUARDIA CIVIL

The system used in order to develop the aforementioned project was primarily based on several interviews carried out by the staff of the working team with a number of people who were considered to be fundamental within the Institution. The project was also based on a detailed analysis of the documentation required; on meetings and on individual research that finally resulted in the approval of the “*Strategic Map of the*

14 More information about this can be found in the corporate Intranet: <http://www.intranet.gc/export/sites/guardiaCivil/es/portalGuardia/interesProfesional/sistemaGestionEstrategica/index.html> (Accessed 24 October 2014).

15 EVERIS is a multinational consulting firm providing business and strategy solutions, application development, maintenance, and outsourcing services. It has developed their own methodology in which it tries to create personalized solutions for each of its clients. (Source: www.everis.com. Accessed 24 October 2014)

16 PALLADIUM is a consulting firm specialized in “Strategy Execution”, optimizing the connection between theory and practice in order to achieve the goals of the organization. Thus, the company develops its own proven methodology to give its clients the capabilities and internal processes, which allow for the alignment of all assets in order to reach its strategies and goals. In doing so, it has the development of the “Balanced Scorecard” methodology at its heart (This is a free version of the information from the website www.thepalladiumgroup.com. Accessed 24 October 2014)

*Institution*¹⁷ by the Validation and Monitoring Committee in November 2007. This map was then published during the first months of 2008.

The initial stage in the creation of the Strategic Map of the Institution was marked by a series of basic considerations that, at the time, served both as a guide and as a boundary for the correct approach and scale of the project itself. The considerations that were taken into account can be summarized in the following key points:

- The creation of the Strategic Map was intended to reflect the objectives considered key for the Guardia Civil as an institution, specifying the contribution of all the different areas to the Corps' overall strategy¹⁸.
- The completion of the inferred strategic objectives was aimed at the medium- to long-term. This detail differentiated them from other objectives, which were also important, but of a more immediate nature.
- The objectives proposed tried to show the elements that were considered key for the Institution at that point in time. This does not mean, however, that other, equally important objectives were disallowed in order to align the Institution's interests with that of the main objective alone, but rather that they had to be managed from an operational, or even tactical, level.
- The elaboration of the Strategic Map should not imply, in any case, a break with the existent strategical trajectory¹⁹. The strategic objectives proposed were identified after the current working plans and after the prioritization made by key employees from all branches of the Institution.

The Strategic Map was updated during the second and third trimesters of 2014. The higher ranks of the Institution definitively approved this evolution during the first months of 2015. This process of development been marked by reaffirmation and continuity with regards to the basic pillars that were at the heart of the first Map. The update aims to readjust certain aspects considered more pertinent at this point in time, as well as to modify and renew certain objectives that have already been achieved or on which we should focus in the middle term, as a result of more specific and recent lines of action.

Leaving behind this rudimentary introduction to the elaboration process, we will now present a descriptive vision of the different elements of which the Strategic Map is composed. In order to do this, we will begin with the analysis of the *mission*, understood as the purpose or *raison d'être* of the Institution, which can be summed up in the following quotation: "*Guaranteeing the public security and assisting all the citizens with proximity and excellence, contributing by doing so to the society well-being*". We would like to point out three different concepts raised by this quotation:

17 The Strategic Map of the Guardia Civil is available online at the following link: http://www.intranet.gc/export/sites/guardiaCivil/documentos/estado_mayor/mapa_estrategi-co.ppt (Accessed 24 October 2014)

18 In accordance with the methodology described in KAPLAN, Robert S. and NORTON, David P. "Mapas Estratégicos: Convirtiendo los activos intangibles en resultados tangibles". Op. cit. Pp. 34 – 43.

19 As claimed in the studies carried out by ANDREU ALEBARTA, Eduardo and MARTÍNEZ VILANOVA – MARTÍNEZ, Rafael. "Cómo gestionar una PYME mediante el Cuadro de Mando". Madrid: Editorial ESIC. 2007. Pp. 29 – 59.

- The concept of “*public security*” as part of a larger one, that of “*Civic Security*”, which focuses on the field of activity in which the Security Forces operate in a more realistic manner.
- The emphasis of “*proximity*” in the service to the citizens as a characteristic central to the Institution since its foundation. The Guardia Civil is an institution whose jurisdiction is spread wider than that of a traditional police force. Before taking into consideration the many specific functions in which the Guardia Civil already plays a role, be it in conjunction or coordination with state security forces, with autonomous security forces or with local existing security forces, the Institution is also recognized as a key element in the structure of the State, often representing the only governmental presence in many towns throughout the country through an operational network of 2000 employees in the direct service of the Spanish citizen.
- Finally, the concept of “*excellence*” in the service to all citizens. This demonstrates the need to strive towards continuous improvement of the level of security of the citizens, while at the same time satisfying citizens’ existing needs for assistance, information and attention through the provision of services at the highest possible quality.

The *vision* can be defined as a description of the desired future existence of the Institution, which is at the same time attainable. It expresses the desires of the organization on a medium- to long-term timescale. The statement “*to be a security force of military nature close to the citizens and referent for its quality, versatility and availability*” demonstrates a perspective marked by the search for quality in the provision of services and for a maximization of their capacity for *versatility*, as well as a focus on the capacity for adaptation due to the ever-changing circumstances in which the Guardia Civil works, and of a focus on *availability*, responding to the citizens’ security needs and demands with the aim of efficiently and effectively achieving the mission with which they are entrusted. All of these tasks are carried out while, in turn, also maintaining the differential quality of the Guardia Civil, a quality ensured by the military nature of the Institution.

Theoretically speaking, these *values* constitute a pattern which we can use to guide and describe the behavior of the staff within the organization. These values also determine their relationships and how they are practiced, transmitted and reaffirmed by its members.

It is hard to express which values are considered of prime interest in an institution such as the Guardia Civil, which has a strong organizational culture rooted in its extensive history. However, for the purposes of this report we have chosen to mention those values that will be highlighted by the Strategic Map during its period of validity and which include the following:

- *Honor*: Understood as the moral quality that leads to the precise fulfillment of duty, towards oneself as well as towards others, a value that should inspire all the actions of our community.
- *Spirit of service*: Understood as the disposition to provide any service, as well as the constant desire to be loyal to the purposes of command, with love for responsibility and the spirit of initiative.

- *Discipline*: A factor common to all military virtues that has its expression in the observance of the norms and the responsible carrying out of given orders.
- *Loyalty and fellowship*: These are understood to be the two pillars upon which our willingness to carry out our mission in a way that shows we care is based.

To continue with our analysis of the Map, a certain prominence gained by the citizens and other priority groups can be clearly observed from an *outside perspective* when it comes to targeting the activities of the Operational Units of the Institution. The goal of these Units is to contribute to the “*well-being of society with local, quality services*”. The objectives which are set as a result of this perspective are those which distinguish the service offered by the Guardia Civil to the *citizens*, whose security must be guaranteed and to whom they must offer necessary assistance, protection and information. The Guardia Civil also offers their services to the *Public Administration* (at three levels: central, autonomic and local, as referred to in the Spanish Constitution), as well as to *other bodies*, including organizations and entities on levels both national and international, with whom it is necessary to establish channels of cooperation, collaboration, coordination and support.

If we analyze the Map from an *internal perspective*, we need to note firstly that it embodies exactly that which Norton and Kaplan originally named perspectives of internal processes: perspectives of learning, growth and financial capital. In the Map, these perspectives have adopted the following names: perspectives of *internal processes*, *human and organizational capital*, and *physical capital*, respectively²⁰

The aforementioned discussed *internal processes* are responses to the need to focus the internal activities of the organization in those processes considered *critical* in terms of achieving the objectives of both the citizens and of interested parties. The aim of this is to show which of these objectives are key in offering an added value to the development of the corporate strategy and, in this manner, to attempt to answer the following question: *in which processes should we excel in order to best satisfy the needs of our clients?* Under this heading, nine strategic objectives have been defined within the boundaries of three slogans: “*police efficiency for the benefit of the citizens*”, “*public image visibility and reinforcement of our identity*” and “*consolidated relationships*”.

The strategic objectives related to the *human and organizational capital* are an attempt to focus their efforts on the basic human resources that allow for the achievement of excellence in key internal processes. To this end, five strategic objectives have been determined, which can be grouped under the maxim: “*Members of the Guardia Civil who are skilled, committed and eager in their work*”.

Regarding the objectives described in the section related to *physical capital*, we could point out that these objectives are an attempt to guide organizational efforts and to establish the material resources that will enable the achievement of excellence in key internal processes. The three strategic objectives described in this field are offshoots of the motto: “*Resources related to needs and priorities*”.

The Guardia Civil Strategic Map is a cornerstone in the promotion and demonstration of the overall strategy of the Institution. It is just as valid for the members of the

20 As described in KAPLAN, Robert S. and NORTON, David P. “Cómo utilizar el Cuadro de Mando Integral”. Op. cit. Pp. 145 – 175.

Institution as for all the citizens who wish to get closer to it in order to gain a more detailed knowledge of the Institution's inner workings.

The Map allows us to observe the strategic objectives and the links between them. The knowledge and control of these interrelations will allow the Institution to establishing strategic courses of action and initiatives, contributing to the realization of these defined objectives.

8. THE GUARDIA CIVIL OFFICE OF STRATEGY MANAGEMENT

As previously pointed out, the main problem identified by professors Kaplan and Norton is the disconnection between the objectives that have been defined as strategic, and the procedures developed in order to achieve them. This fact will constitute the starting point for the development of a third concept which, when combined with the perspectives presented in the Integrated Board Control and the Strategic Map, will aid the configuration of the concept of the Balanced Scorecard in its totality.

The *Office of Strategy Management (OSM)*²¹ was designed to be an agency responsible for serving as a link between all the agents that participate in the creation of the institutional strategy on the one hand, and in its management, on the other. At the same time, this office acts as the “*conscience*” of the organization, thus making it a key element in ensuring the completion of the predefined objectives in activities carried out by the Guardia Civil.

In this manner, the Office of Strategy Management shall be able to facilitate, among others, the development of the following tasks²²:

- Strengthening the level of commitment and motivation of those stakeholders called to form the Strategic Management System through the creation of adequate networks of communication and collaboration between them.
- Coordinating the development of strategic maps at lower levels or of those in which specific plans of action for the organization are developed, through protecting the correct alignment of the particular objectives of each individual body in charge of accomplishing their ultimate objectives.
- Harmonizing the processes that allow for the identification of strategic initiatives, their goals and evolution.
- Coordinating the follow-up procedure and the systematic control of the defined strategic objectives.
- Boosting the communication of the institutional strategy to others, both at an internal level and, wherever possible, at an external level.

The *Guardia Civil Office of Strategy Management* was put into practice during the first semester of 2008, following the processes described above, with a system of regulation based more on tangible results than on following strict guidelines.

21 KAPLAN, Robert S. and NORTON, David P. “The Office of Strategy Management”. Harvard Business Review. October 2005 (Latin American Version). Reprint R0510D-E. 2005. Pp. 64 – 74.

22 Conclusions made on the theory established under the heading of “Qué hace una buena OSM” in KAPLAN, Robert S. and NORTON, David P. “The Office of Strategy Management”. Loc. cit. Pp. 64 – 74.

When first putting this office into operation, the first issue we were faced with was determining where to place it inside the natural structure of the Institution. Taking into account that, by its own doctrinal definition, the Office should be placed *“in the body in which it could act most effectively, for which two factors need to be met: this body has to carry a certain significance when it comes to designing the corporate strategy and this body also has to have the capacity to exert an influence on the organization in order for its decisions to be taken into account”*²³. The first problem that arose was determining which level within the organization was most appropriate. The second problem was taking into account the passing of Royal legislative Decree 911/2006 of the 8th of September, which concerned the development of the basic structure of the Ministry of the Interior, unifying the National Police and Guardia Civil Corps institutions under the same Directorate-General.

Taking into account the criteria described above, it was decided to ascribe the responsibilities of this Office to that of the Deputy Directorate for Operations of the Guardia Civil. Under this premise, the Office of Strategy Management was created within the “Plans and Reviews of Military Staff” Office, dependent on the Deputy Directorate for Operations. This Office was determined the body in charge of boosting the implementation of the new Strategic Management System and of coordinating the different units involved to this effect.

The General Direction of the Guardia Civil was created afresh after the approval of the Royal legislative Decree 400/2012 of the 17th of February. This decree established the basic organic structure of the Ministry of the Interior, as well as the full validity of the Order of the Office of the Prime Minister 422/2013 of the 15th of March, which redeveloped the organic structure of the Central Services of the Guardia Civil Senior Management, and established that, in practice, the Office of Strategic Management will operate within the “Operational Sub-Division Studies and Analysis Unit”²⁴.

From the moment of its creation, the main task of this office was to formalize a system of relationships and interdependencies between the members of all the bodies contributing towards the conception and execution of the overall institutional strategy.

To this end, a *“Facilitating Network”* has been created in order to guarantee the concurrence of the priorities that, at every moment and within their respective areas, contribute towards the design of the Personnel and Support Sub-Directions, which, at an operational level, will be established by the Deputy Directorate for Operations. At the heart of the creation of this network is the aim of establishing the Guardia Civil as a security body, whose ultimate aim is to offer the best quality service to the citizen.

The group of experts in this field has been responsible for carrying out the appropriate studies to define the goals which each strategic objective strives towards, within the framework of each of the indicators of success. They have also been responsible for creating a procedure to determine the deadlines and the outline of the follow-

23 Based on “Posicionar y dotar la OSM”, included in KAPLAN, Robert S. and NORTON, David P. “The Office of Strategy Management”. Loc. cit. Pp. 64 – 74.

24 In order to correctly understand this interpretation, we need to take into account that this Unit of Studies and Analysis has been constituted as a Functional Unity, on the personal base and structure of the Section of Plans and Studies of the Chief of Staff, that is right now accountable to the Balanced Scorecard, that at the same time relies on the Operational Adjunct Direction.

up document evaluating the success levels of the completed objectives as well as feedback in regards to the correction of any potential diversions from the objectives.

To sum up, the Guardia Civil Strategic Management Office has breathed new life into the organization. The centralization of formative, communicative and managerial activities, as well as the communication of this information to other institutions and bodies, both national and international, are just some of the steps that have been taken in the process of implementing the *Balanced Scorecard* Methodology within the Guardia Civil.

9. MANAGING THE CHANGE ASSOCIATED WITH THE IMPLEMENTATION PROCESS OF THE BALANCED SCORECARD IN THE GUARDIA CIVIL

Within the framework of the implementation process of the *Balanced Scorecard* Methodology in the Guardia Civil, it was necessary to implement a facilitation of change, a process which was developed in parallel with the activities and projects as mentioned above, and which had the following objectives as their final aim²⁵:

- Involving all the staff of the Institution in the new strategic planning model with a determined level of specifications regarding each level of responsibility. This was an attempt to facilitate the internalization of the new management values expected to be implemented with the completion of the project.
- Guaranteeing the transparency of information and communication throughout the development process of implementing the Balanced Scorecard Methodology into the heart of the Guardia Civil.
- Creating the adequate internal infrastructure for communication in order to carry out the changes necessary for its proper development.
- Mitigating any possible resistance to the change on the part of the staff of the Institution.
- Developing action points aimed at facilitating the organizational transition towards the new model of Strategic Management at an institutional level.

Ultimately, the aim of these initiatives was to avoid a common mistake in the process of evolution within organizations: that of forgetting the importance of the changes when trying to implement a new methodology within them. For this reason, several formative actions were developed for specific collectives that could catalyze or habituate this process²⁶.

These lines of action were complemented with a broad catalog of *communication activities* in order for personnel to get to know the project and, by doing so, to motivate

25 Conclusions based on the theory described by JERICÓ, Pilar "NoMiedo. En la empresa y en la vida". Barcelona: Alienta Editorial. 2006. Pp. 103 – 136.

26 To provide some examples, albeit non-exhaustive, we could cite those presented for various promotions since 2008 from the Training Course for the Promotion to Commander of Upper-Level Management Officials; the Course for the Promotion to Lieutenant Colonel of Upper-Level Management Officials or the Higher Course of Technical and Economical Management. At the same time, in every edition of the Course of the Chief of Staff from 2009 until the present day, there have been several conferences related to the development of the Balanced Scorecard in the Guardia Civil as part of the Common Phase of the Course, which are addressed to all participants.

and involve all members of the Institution in the initiative. The ultimate objective was to get a positive and active collaboration of the staff, so that a solid foundation for success could be created.

For these very reasons, the institutional commitment to constantly transfer coherent and appropriate information about the project, its evolution and state, was made clear. The messages were elaborated in such a way that they could adapt to each potential audience, taking into account their motivations, level of training, degree of responsibility and the degree of potential use they could be to the system. In this way, the users would not only feel informed, but involved.

Another line of action which was followed as part of this internal communication endeavor was enabling access to this information through the medium of the “*Corporate Intranet*”. A specific thread in the “*Institutional Information*” section was created inside this communication network with a general introduction and a detailed study of the Strategic Map of the Institution.

At the same time, it may serve to make a brief mention of the external communication directed at those people not directly involved with the Guardia Civil, who could be affected by the implementation of the new Strategic Management System. The Strategic Management Office kick-started and coordinated the elaboration of all content related to this issue, which was published in the corresponding section of “*the Official Website of the Guardia Civil*”²⁷.

In order to further emphasize the wide-ranging vision we have been addressing, it is important to highlight the participation of Institutional personnel in a vast number of specialized courses, seminars and conferences which were coordinated by private or public entities. In addition, in order to focus on the context of the Institution as an organization which is active in many fields of activity, within the military and law-enforcement spheres, both in Spain and abroad.

In these discussion forums, the Guardia Civil has proven to be a valid and solvent interlocutor in demonstrating its experience when it comes to the correct execution of a strategic management system.

10. CONCLUSIONS

Throughout this study, we have tried to go into detail about the development process of the concept of strategic management inside the Guardia Civil and how it has evolved until the present day, with the progressive implementation of a management model based on the *Balanced Scorecard* methodology.

In order to do so, we began with the basis that the concept of strategic management has not been a foreign one to the Institution throughout its history. However, either to a greater or lesser extent, it has always had systems in place to meet these needs appropriately that, at first, were only focused on the operational level. Later on, this focus moved to other spheres more closely related to the tasks of the Institution.

Even though the majority of companies and organizations nowadays have developed a clearly-defined strategy they need in order to reach their goals, the real problems

27 <http://www.guardiacivil.es/es/institucional/gesestrategi/index.html> (Accessed 18 November 2014)

arise when it comes to “*implementing*” this strategy. This means that they cannot translate it into a clear description of their main objectives and the specific areas of responsibility of the different bodies of which these Institutions are composed.

Surmounting this disconnection is at the core of the concept *Strategic Management*, which, on a practical level, translates into the necessity of depending on a management structure which is capable of leading and defining necessary objectives so that the Institution can reach its goals, as well as of establishing the guidelines for each of their units. Furthermore, these guidelines need to be flexible enough to cope with the upheavals and difficulties that might appear.

The Balanced Scorecard concept developed by professors Kaplan and Norton is an effective model of strategy management that gives a complete vision of what the organization is and what it wants to be, taking into account the values of its own organizational culture.

The *Balanced Scorecard* allows the organization in question to overcome the concept of being a mere tool for control and gives it a new way in which to measure the performance of the Institution. This is also reflected through the influence of the intangible assets from *four* different perspectives: the *financial* aspect, that of the *client*, that of the *internal processes* and that of *development and traineeship*. This allows us to describe the status of the strategy in a balanced way (*hence the name*), and, as a result, determine the areas of influence between these perspectives, thus opening up the opportunity to align all company resources towards the pinpointed strategy.

According to the creators’ definition, “*The Balanced Scorecard is a management model that helps the institutions to transform their strategy into operational objectives, which, at the same time, act as a guide to obtain the aligned business and behavioral results for the personnel of the company*”²⁸.

The Guardia Civil has taken as reference a proven model, so when the methodology is completely integrated, the Institution will have at its disposal a strategy management system that allows the organization to focus its activities towards the fulfillment of the defined strategic objectives. The total progress of this process will allow for:

- The identification of strategic priorities of the institution and their translation to an operational level.
- Work towards the constant improvement of the objectives’ alignment in the Deputy Directorate for Operations and the Sub-Directorates for Personnel and Support within the framework of the strategic objectives of the Institution.
- The continuous and systematic tracking of the level of fulfillment of the objectives.
- The establishment of strategic lines of action and the definition of new initiatives and projects needed in order to carry them out.
- Organization-wide participation in the new strategic plan model with the specific correct level of engagement for each responsibility level.

28 KAPLAN, Robert S. and NORTON, David P. “Cuadro de Mando Integral”. Op. cit. Pp. 21 – 23.

- The adequate and effective communication of key messages about the strategic priorities of the organization to every level of the Institution, involving and motivating all the personnel involved in these processes.

It goes without saying that inconveniences will always arise in implementation processes of these kind, such as: initial incomprehension of the model, resistance to change on the part of influential sectors, the lack of commitment by different key players, errors in adapting the model, etc.

However, the leadership and promotion of this system from upper levels of management within the Institution, as well as the degree of commitment of the team in charge of the project's development, has allowed for the removal of the obstacles in the establishment of a management tool that enables the effective alignment of both individual and collective efforts in order to achieve the defined strategic objectives.

The introduction of the *Balanced Scorecard* methodology in the Guardia Civil has enabled the formalization of a "*Strategic Chain*" and the design of a Strategic Map, which gives a wider view of the objectives the institution is aiming towards. It also enables the pictorial *visualization* of the Institution's strategy in a group of *interrelated objectives*. These objectives are *measurable* due to *indicators of success*, and, when linked to various *goals, initiatives* and *specific action plans*, they allow for the coordination of the Units and members of the Institution²⁹. Among the many advantages enjoyed by the Institution as a result of the establishment of this System, the following merit distinction:

- The implementation of a system in the Institution Strategy Management which is based on the BSC shows the Guardia Civil to be a *flagship of modernity* compared with other organizations and institutions. This contributes towards boosting the guarantee of the services offered by the Institution.
- It serves as a *basis for coordinated strategic thinking* between the different departments of the Guardia Civil, as well as identifying certain key aspects which demand direct input from senior management.
- It creates a *common language* between the different organizational bodies of the Institution.
- It provides a clear vision of the *contribution of the Guardia Civil* to citizens, to the Government, to the rest of the administration and to other interested parties. This means that society now has a graphic tool at their disposal that they can use to clearly see that any performance or initiative carried out by the Institution has the ultimate aim of assisting and aiding them as efficiently and effectively as possible.
- It facilitates the *measurement of the achievements* completed in the implementation of the strategy, as a result of translating said achievements into specific objectives, indicators of success, and goals.
- It acts as a *communication tool* of the key elements that together form the professional strategy.

29 KAPLAN, Robert S. and NORTON, David P. "Mapas Estratégicos: Convirtiendo los activos intangibles en resultados tangibles". Op. cit. Pp. 427 – 444.

- It enables the division of the *presentation and tracking throughout different functioning areas* of every department through the creation of a specific Maps of Objectives, each with its own systems of indicators of success and goals.

At this moment in time, the remainder of the actions carried out as a result of the implementation of the Strategic Management Project within the Guardia Civil could be summed up in the following points:

- The creation and establishment of the “*Office of Strategy Management*”, understood as the body responsible for boosting the actions needed for the full development of this new management system, as well as being responsible for the coordination between the different units involved.
- The identification of a “*Facilitating Network*” at an organizational level within each of the bodies of the General Sub-Directorate (in the Technical Office from the Director General, in the Operational Sub-Directorate, and in the Support and Staff Sub-Directorate Operational Command), which, having previously had their own aims and motives, have now become the main partners of the Office of Strategy Management for the implementation of the monitoring process described above.
- The establishment of a process of information, presentation, evaluation and feedback for the indicators of success, as well as the definition of their respective goals, in order to faithfully track the strategic objectives defined in the First Level Map.
- The elaboration of “*Complementary Strategic Maps*” specifically related to goals which should be addressed by the Institution in order to fulfill the general missions entrusted to them by the Spanish Constitution and the law. The general lines of the National Security Policy are the starting point in every historical moment for the Institution.

In this manner, we can conclude that the Guardia Civil could be considered a “*Strategy Focused Organization, (SFO)*³⁰”, according to Kaplan and Norton’s definition, the main principles of which are summarized as the following:

- *Mobilization towards change through executive leadership.* Assuming the BSC methodology implies that this is not just a typical process of describing objectives and indicators of success, but also an indicator of a more profound process of change, a process which should be actively promoted from the higher ranks of the organization.
- *Translation of the Strategy into operational terms.* The BSC enables the visualization of the *raison d’être* of the Institution. It also helps to distinguish the key competences that assure their competitive advantage, which are the guidelines currently dictating the future actions of the organization, which goals the organization is going to reach, how they can measure the extent to which they have achieved these goals, and finally, which are the initiatives, plans and actions that need to be developed in order to reach the strategic objectives.
- *Alignment of the organization with the strategy.* This is an action that is now realized within the Institution through the elaboration of a series of maps which

30 KAPLAN, Robert S. and NORTON, David P. “Cómo utilizar el Cuadro de Mando Integral”. Op. cit. Pp. 14 – 25.

illustrate strategic spheres key to the fulfillment of its mission, using the responsibility shared between all the organs of the institution as a base.

- *The strategy constitutes a task which corresponds to and includes all members of the organization.* Starting with the idea that what is unknown cannot be executed, an appropriate climate first needs to be established, which promotes the strategic change. It is essential that each member of the organization understands the part they play in the overall strategy, as well as how their personal objectives relate to those of the Institution.
- *The transformation of the strategy into a continuous process.* It is necessary to establish a detailed monitoring system of the indicators of success and goals established in the maps, as well as a system for the feedback and correction processes based on the results obtained.

As a result of all that has been herein discussed, we can thus conclude that the development of this Strategic Management System will contribute towards the continuation of the Guardia Civil as a modern security body, capable of responding to the growing security demands of Spanish society in the twenty-first century.

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