INSTITUTIONAL HIGH LEVEL PLANNING
THE GUARDIA CIVIL'S STRATEGIC PLAN 2013-2016

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ABSTRACT

The Spanish Guardia Civil makes use of a specific instrument in order to compile a list of the priorities of the Institution: namely, the Strategic Plan of the Guardia Civil 2013-2016. This tool is put together according to the methodology of the Balanced Scorecard and it takes advantage of the experience accumulated over the course of several years by the Guardia Civil through drafting documents of this nature.

This article describes the abilities of the Guardia Civil related to the strategic plan through the examination of one case in particular: that of the Strategic Plan. Representatives from all Guardia Civil management bodies contributed to the creation of this Plan, whereby the operative aims were able to be aligned with the human resources and materials available.

The aims gathered in this document are a reflection of those priorities established in regards to the security policy of the Spanish Government, which can be classified into ten large areas.

Key words: Guardia Civil, Strategic Plan, strategic aims, Balanced Scorecard

1. INTRODUCTION

As both a law enforcement institution and a security corps, the Guardia Civil is charged, under article 104.1 of the Spanish Constitution, with "protecting the free exercise of rights and liberties and to ensure civil security". This slogan was developed due to the realization that the Guardia Civil carries out what could potentially be the widest range of functions performed by a police force in any other country[1]. This factor should also include the great scope of territory with which the Guardia Civil is trusted, a territory which includes not only national soil[2], but which also takes place on an international scale where they play a supporting role in the foreign affairs of the Government.

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1   These include, among others: civil security works and law enforcement activities; criminal investigation under the whole scope of criminal offenses including terrorism and organized crime; road safety police as well as administrative police in diverse fields such as environmental protection or the control of legislation related to weapons and explosives. Additionally, the Guardia Civil also performs the functions of the border police on all external borders which are not considered official border crossing points, as well as customs control at all border crossings.

2   The tasks of the Guardia Civil involve: civil security functions; keeping the peace; those tasks related to the judicial police throughout the national territory not assigned to the National Police Corps, which includes urban as well as rural areas. The Guardia Civil also undertakes constitutional mandate in territorial waters. Ultimately, it carries out these legally assigned tasks with a specific character throughout the national territory.

The complexity of managing an Institution which embodies all the aforementioned factors requires strategic management which allows for the designation of mid- and long-term goals and which also enables the efficient accomplishment of the mission with which the Guardia Civil is entrusted. This will produce the conditions in which the Institution of the Guardia Civil can act under the principle of doctrinal unity as a whole.

The Guardia Civil has several tools at its disposal that can be considered as being of a strategic nature. One of these is the Strategic Map, "in which you can see the Body's global strategy, its strategic aims and the links and connections between them"[3]. It is a document aimed at the long-term in which the operating results are of secondary importance compared with a more structural approach in the context of procedures, human resources and materials. Another document integrated into the strategic management focus is the Services Charter. The Services Charter expresses the agreements made by the Institution concerning the quality of the provision of the services to the citizens. In addition, the electronic Services Charter is available online to all citizens through the electronic administration.

Social Corporative Responsibility[4] also has its place in the strategic management. It incorporates rules and values taken on voluntarily by the organization which bring with them a greater emphasis on commitment to risk prevention, to transparency and ethics, and to efficient planning in terms of the environment and energy source management. The Institution also puts its faith in the fields of innovation and development, as well as in the permanent improvement of its relationship with society and other key players. As will be evident in the course of this article, a strategic approach it is not an unfamiliar one in terms of the managing and directiong of the Guardia Civil.

Among all the tools used by the Guardia Civil that can be considered strategic, the Strategic Plan is the cornerstone of the high level corporative approach. This Plan has a fixed trajectory as a result of the elaboration of four successive documents, the focal points of which are centered on the operative activities of the Institution.

2. PRECEDENTS

In the ten years of the existence of this medium-term managing tool, the Institution has designed and implemented four Strategic Plans, being the last of which is currently still in force. The first two Plans lasted for two years each, with the consequent two having a proposed temporary validity of four years, with the option of adjusting its contents throughout the duration of the corresponding Terms in which they were in place.

2.1. THE SHORT-TERM OPERATIVE STRATEGIC PLAN 2005-2006

The first document of this organization, which was designed and set in motion in the heart of the Guardia Civil, was given the name of the Short-term Operative Strategic Plan. This Plan was valid over a two-year period (2005-2006) and its objective was: "to reach the highest level of civil security with efficacy and efficiency in all areas under the

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3   http://www.intranet.gc/export/sites/guardiaCivil/es/portalGuardia/interesProfesional/sistemaGestionEstrategica/index.html (accessed November 2, 2014)
4   http://www.intranet.gc/export/sites/guardiaCivil/es/portalGuardia/interesProfesional/responsabilidad_social_corporativa/index.html (accessed November 2, 2014)

jurisdiction of the Guardia Civil and, simultaneously, to decisively and actively participate in high-level policymaking as well as in the combined and coordinated activities of both the Forces responsible for law enforcement and the Bodies in charge of State Security".

This Plan was created based on the contents of the sppech made by the State Secretary for Security when he appeared in front of the Home Affairs Commission of the Spanish Congress of Deputies on the 15th September, 2004 in order to present the general outlines for the Spanish Government Security Policy during the Term 2004-2008[5].

This aforementioned management tool was approved by the Executive Committee for the Unified Command of the Forces and Bodies of State Security[6] (CEMU), in its meeting of March 3rd 2005 and it was structured in the five following functional areas of operation:

- The fight against terrorism. The ultimate objective was established in increasing the overall ability of the Institution to confront the terrorist threat, combating it in a comprehensive manner with all the mechanisms permitted by the Rule of Law, adopting specific measures regarding resources both human and material.

- The modernization of the Security System. The ultimate objective of this endeavor was to achieve the maximum efficiency of each of the different Units of the Corps. In order to do so, several procedures directed towards a more balanced distribution of territory were established, allowing for the development of activities to facilitate the Institution's presence on an international stage through cooperation with other international policing bodies, as well as in achieving a more fluent interinstitutional collaboration with other key players on this field.

- The fight against criminality. This objective was approached on two fronts: on the one side by preventive measures, optimizing resources and consolidating those effective measures which were already in place; and on the other, by carrying out investigative work, through the enhancement (or creation) of units directed towards not only operative activity but also towards analysis in the criminal investigation field, especially that regarding the fight against organized crime and networks of illegal immigration.

- The protection of at-risk groups and, in particular, of victims of gender violence. The central concepts of this aspect were twofold. On one hand, there was a focus on the strengthening of appropriate capacities for operation that would allow the Institution to give a specialized response through the consolidation and extension of a specific network of attention, and, on the other hand, a focus on encouraging corporate participation in collaboration with other institutions and organizations which allow for the increase in availability of prevention and protection measures for these victims.

5 Appearance of the State Secretary for Security, Antonio Camacho Vizcaíno, in which the six central, stategic ideas which form the basis of the aforementioned policy were identified and in which he also included the general outline of "Transparency and civil participation" on top of those aspects related to the Short-Term Strategic Plan.
6 Established by Order INT/1251/2004, of 7 May, through which the Executive Committee for the Unified Command of the Forces and Bodies of the State Security were created.

- The element of control and cooperation with the private security sector. The aim in this was to complement the state's security strategy with the creation of spaces of agreed incentivation between the Guardia Civil and the private security field. Likewise, the objective was to strengthen the supervision of those aspects of private security under the scope of the Guardia Civil and to participate in the creation of a code of ethics of professional action in the subject.

The Strategic Plan mainly expanded on aspects of an operative nature and, beyond those objectives directly derived from the governmental mandate, it contained others identified by the Institution itself which were considered appropriate additions towards the achievement of the specified purpose.

2.2. THE STRATEGIC PLAN OF THE POLICE AND THE GUARDIA CIVIL 2007-2008

After having validated the document related to the years 2005 and 2006, the Strategic Plan of the Police and the Guardia Civil 2007-2008 was drafted (the Specific Corporative Schematic of the Guardia Civil), a document in which the essential aims of the Guardia Civil and the National Police Corps were designed, defined, elaborated and proposed in a sole document for the aforementioned biennium. This structure was a consequence of the creation of a new and unique General Directorate of the Police and the Guardia Civil, by combining both Senior Management Offices of the Guardia Civil and the Police[7].

The content of this schematic was a direct continuation of its antecessor, and in its elaboration it maintained the same structure as that already established in the definition of 'security policy'. In this way, six functional areas of common operations were identified for the State Security Forces and Bodies; the first four of which could be classified as sectorials, dealing with specific fields of action within the security policy as a whole, whereas both remaining functional areas affected whole area of operations in regards to the security policy and therefore clearly had a much more transversal character.

- The fight against terrorism, giving an element of continuity to one of the concepts present in the short-term Strategic Plan 2005-2006.

- The fight against criminality, another aspect which also created continuity between the first Strategic Plan and the second.

- The treatment of irregular immigration, with a specific dedication towards an emerging phenomenon.

- The maintenance of civil security, which encompasses all those activities related to non-organized crime, those at greater risk, or relationships with the private security sector.

- The modernization of the security system as a whole, which constituted the first of the aforementioned transversal areas.

- Transparency and participation on the part of the system itself, reaching the hig-

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7   Royal Decree 991/2006, 8 September, as a result of which the Basic organic structure of the Ministry of Interior was developed.

hest levels in these fields; contributing to the enhancement of those levels which define the sixth and last area of the Strategic Plan.

This Plan established common objectives to be reached by both Security Forces and Corps in an attempt to try to improve arranged mechanisms of action, even though each functional area also simultaneously contained specific corporative objectives from each of the two organizations in an individual manner.

2.3. THE STRATEGIC PLAN OF THE SENIOR MANAGEMENT OFFICES OF THE POLICE AND THE GUARDIA CIVIL 2009–2012

Once Strategic Plan 2007-2008 was no longer in effect, the elaboration of the "Strategic Plan of the Senior Management Offices of the Police and the Guardia Civil 2009-2012" was carried out in order to coincide with the new term. Its objective was to design and develop diverse strategies in order to respond to the growing demands for security by society, "*ensuring the management of public resources based on principles of efficiency and quality*".

A defining characteristic of this Plan is the fact that it is related to the Senior Management Office itself and not to the two separate bodies of which it is composed, in agreement with the decision made in regards to the creation of a common Senior Management Office for both State Security Forces and Law Enforcement Corps in 2006. The elaboration of said Plan expanded on the adoption of a series of measures intended to ensure a greater operative coordination between the two law enforcing bodies.

Beyond the content of the Plan itself and the security priorities laid out by the Government, the document as a whole was dominated by three guidelines:

Firstly, the modernization of the system of security. Broadly considered, this modernization should not be focused exclusively on the acquisition of modern equipment, new technologies or on improving infrastructure, but rather it should deal with the adoption of new measures towards the modification of procedures, the specialization and the creation of human resources, the application and exploitation of information technologies, and on the improvement of information and communication networks – as much within each respective Corps as between the two.

The second guideline describes security centred on the people. This is based on the concept of "human security"[8], a concept supported by various experts, among whom we can mention María Kandor[9], and which can be defined as the result of six interdependent principles:

- The primacy of Human Rights as an essential principle and the acknowledgement that that is the main challenge.

- The legitimacy of the supreme political authority which should achieve the confidence of the citizens as a result of their actions regarding the Law, public order and the respect of people's dignity.

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8   Defined in the United Nations Program for Human Development of 1994.
9   Director of the Center for the Study of Global Governance at the London School of Economics and Political Sciences. (1943-2013).

- Their availability to the general population, with special sensitivity to the more vulnerable groups of society, such as women and young people.

- A multidisciplinary approach in its treatment.

- A regional approach to any crisis, which avoids a view of them which is only partial.

- The existence of legitimate, clear and transparent mandates which belong to a coherent strategy linking political objectives with the actions necessary to reach them.

In third and final place, these guidelines prescribe prevention as a basic criterium for action, thus relocating the emphasis of the grounds for many public security policies from a purely reactional stance to one which emphasizes the the prevention of dangerous situations and, simultaneously, strengthening citizen participation in the design of policies of this kind.

The strategic outlines of the governmental security policy for the 9th Term were defined in the corresponding appearances of the Minister of the Interior before the Interior Commissions, the Spanish Congress of Deputies and the Senate[10]. This constituted a basis on which to to create the substantial content of the aforementioned Plan, structured in six large areas of functionality [11]. They adopted a similar naming system as that used by the Spanish Interior Minister in his appearances before the Congress of Deputies:

- *Terrorism* divided into two aspects, interior and international. The interior terrorism aspect was primarily focused on the fight against Spanish terrorist group ETA, whereby institutional reinforcement was the strategy proposed in order to weaken the terrorist group until its definitive disappearance. In order to confront the phenomenon of jihadist terrorism, various lines of action were put forward, governed largely by the general principles of prevention, prosecution, protection and preparation.

- O*rganized crime* which, together with terrorism, is considered the most perceptible threat to the interior security of the whole European Union. For its eradication, a strategy is required which makes use of the specializations of the operative units, the improvements on intelligence capacities, the provision of accurate technical knowledge, as well as the cooperation of the police, the justice system and customs at a national and international level.

- *Irregular immigration*, based largely on more efficient border control in collaboration with the European Union and the home countries, as well as in the transit of migratory flows.

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10 Appearances before the Interior Commission of the Congress of Deputies, 27 May 2008, and before the Senate Interior Commission, 4 September, 2008, in which the Interior Minister, Alfredo Pérez Rubalcaba, presented the general outlines of his Department's policy.

11 Natural or technological disasters were also prioritized in the definition of the Security Policy, as it was necessary to give comprehensive responses to the harm produced by natural or technologic disasters, due to the fact that the State Security Forces and Bodies could play an important role in such an occurrence. Nevertheless, it was not considered appropriate to raise the State Security Forces' category status to "strategic" in the specific planning field relating to natural or technologic disasters, as it was considered that the prominence of that kind of cases corresponded to Civil Protection agencies and institutions, at both State and autonomous level.

- *Public insecurity,* considered the threat which is the possibly the greatest source of anxiety in the day-to-day lives of Spanish citizens. To improve public security levels, it is considered necessary to increase quantitative, qualitative, formative and coordinating standards.

- *Lack of Road Safety* is one of the most important threats in Spanish peoples´everyday lives. In order to deal with this issue and to reduce the number of victims, the objectives included: a more comprehensive public education on issues related to road safety, progress to be made in the administrative and penal reforms field, and the continuation of the surveillance and prevention work put in place by the Guardia Civil due to its competent role in the matter.

- *Modernization of the security system,* an outline which affects the security policy as a whole and, therefore, which could be classified as a transversal point to all remaining areas that can be defined as completely operative.

From this distribution and for each of those structures, some common general objectives were established for the State Security Forces and Corps, and from those common objectives, each of the Corps developed their own detailed specific objectives according to their own strategic management systems[12].

In turn, these particular objectives were completed with the corresponding monitoring and evaluation procedures expected in the planning documents of each of the organizations.

In brief, the Guardia Civil - within the Strategic Plan of the Senior Management Office of the Police and of the Guardia Civil – were able to determine a specific direction of work for the Institution, creating a basis for future strategic plans. In this sense, the Institution could rely on its own opposing management system when the Plan was no longer valid, a system which had proved its practical value in the determination of strategic targets and their evaluation.

3. THE STRATEGIC PLAN OF THE GUARDIA CIVIL 2013-2016

The Strategic Plan of the Guardia Civil 2013-2016 was a natural successor of the aforementioned previous planning processes, created not only to build on previous experience accumulated, but also under the premise of transferring governmental security policy priorities to the corporative field.

Therefore, the inspational elements which constitute the initial directive of the proposal are mainly based on the appearances of the Minister of the Interior before the Commission of the Interior of the Congress of Deputies on 31 January, and before the Commission of the Senate Interior on 20 of March in 2012, where the strategic outlines of the Government Security Policy were defined for the 10th Term.

The sentence that gathers the spirit of these appearances, in the words of the Department Director, is "*striving for the constant improvement of safety of Spain*", in

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12 This was called the "Annual Operative Program" in the National Police Corps and "Balanced Scorecard" in the Guardia Civil.

agreement with the constitutional mandate established by Article 104.1 of the Spanish Constitution.

In the aforementioned public appearances, ten strategic main concepts were identified, seven of which corresponded to threats or hazardous situations of a sectorial nature, while the other three presented a more transversal nature due to their effects on all fields of security activity.

In accordance with the priorities established by the Minister of Interior, the Strategic Plan of the Guardia Civil was elaborated, this time to be valid over a four-year period: 2013-2016. Its approval on 26 November 2012 in the heart of the Executive Commission for Coordination, an executive strategic body of coordination within the State Security Secretariat, serves to demonstrate the coherence between the corporative objectives as proposed in the Plan with governmental priorities in regards to security policy.

Subsequently, Director General of the Guardia Civil, Arsenio Fernández de Mesa Díaz del Río, presented the content of the Strategic Plan in his appearance before the Commission of the Interior of the Deputies of Congress on December 12, 2012. The aim of this was to publicize not only the planned lines of action for the Institution, but also those plans designed for the Corps´ Senior Management Office. The plans outlined in his speech followed the 10-concept structure as designed by the Head of Department.

- The first of these large concepts constitutes the development of a strategy against terrorism. The approach to the fight against terrorism needs to be comprehensive as the threats are twofold: terrorism on a national scale and terrorism on an international scale. In this way, the necessity of continuing to strengthen collaboration with the police is reflected, as much in internally as externally, especially in this case, with those countries more directly affected by such fanatic violence and for those surrounding countries experiencing a similar situation to that in Spain. In addition, the need for the provision of necessary material goods and staff which are highly specialized in this criminal typologies, was also highlighted.

  Likewise, and within the scope of those actions directed towards the prevention of this type of attack, the Plan also takes port security and marine transport, among others, into consideration within the framework of the specific competences allocated to the Guardia Civil by Spanish Act *Ley Orgánica.*

- Organized crime is another great threat to civil security and, therefore, the measures designed to fight it define the second central concept in which the document is organized. Organized crime presents the following characteristics: it is a complex organization, has a transnational character, has developed into more serious forms of criminality and uses legal operations as a front, behind which criminal actions are hidden.

  As a result of these characteristics, coordination is necessary at a national level, as well as international collaboration, a systemic approach and multidisciplinary action in order to combat this scourge.

  The criminal behaviors that these measures are directed against are mainly drug trafficking, money laundering (in many cases linked with drug trafficking), cyber crime, corruption of public administrations and fraud, as well as economic investigation.

- The third strategic point concerns the improvement of civil security, as well as the fight against persisting offending and re-offending, the latter being the main focus of the minister's appearance. This section comprises the very essence of the work carried out by the Corps, as it encompasses all actions aimed at guaranteeing civil security, as well as the guaranteeing the exercising of rights and freedoms for all citizens through the fight against non-organized criminality.

  As stated by the Director General in his public appearance, one of the central elements regarding institutional activity in this field, as in many others, is its permanent presence throughout the national territory. That is to say: deployment of officers throughout Spain, as a tool for the increased efficiency of preventing criminal activity. By the same token, the elaboration of specific plans directed specifically towards fighting crime is another tool which allows for the improvement of corporate efficiency while acting in this field, as is the case with the plan against thefts in agricultural and cattle exploitations or with the plan of the police in response to theft of copper cabling.

- The protection of the more vulnerable groups within society constitutes the forth central point in which the Plan is structured. These are the groups whose security should be treated in a more sensitive manner because of the fragility or specific conditions such individuals present. These groups are composed of very different collectives, such as victims of gender violence, the elderly, minors - with a distinction made between the treatment of children and that of young people - , as well as human trafficking victims.

  One of the greater efforts made as part of those actions carried out in regards to this category is preventive action developed specifically for situations in which people belonging to these collectives can be victims of criminal activity, whereby each situation is treated differently. It is in this way that we gather information upon which we can act in regards to the elderly, surveillance in schools, leisure zones and the Internet, as well as the adoption of protection measures for victims of gender violence and human trafficking.

  The development of a specific police treatment protocol for those at risk is being considered as a complement to the planned preventive works, where people of the above-elaborated group are considered to be being victimized. The general concept of this development would involve adopting special measures of protection, such as treatment by specialist officers or continuous individual assistance.

- The fifth central concept of the Strategic Plan concerns the efficient management of irregular immigration. The great complexity of this phenomenon demands the collaboration of all bodies whose field of activity extends to this topic.

  This group of plans deals with the complete control and surveillance of all the individual borders of which the single, exterior border of the European Union is comprised. The Guardia Civil aims to introduce measures based on three actions, constituting an international role model in regards to border surveillance. On one hand, the adoption of an advanced surveillance system in cooperation with the countries which are the source of this irregular migration flow, countries in which the Guardia Civil will carry out joint services with local policing bodies. On the other hand, the implementation of the Exterior Surveillance Integrated

System should also allow for the prompt detection of boats hoping to enter Spain through unauthorized passing points, as well as for the protection of the lives of people who cross the sea in subhuman conditions. These actions are complemented with those referring to the structure of the command and control, which shape the Regional Centers of Maritime Surveillance of Coasts and Borders of the Atlantic Ocean, the Gibraltar Strait, the Mediterranean Sea, and the Bay of Biscay, together with the Coordination Center for the Maritime Surveillance of Coasts and Borders, which the European Agency for the coordination of borders (Frontex) has appointed Spanish national point of contact in the borders surveillance network, Eurosur.

- The sixth general concept of the security policy is aimed at the improvement of road safety. The Guardia Civil Traffic Department occupies a privileged place in the development of campaigns designed by the National Traffic Department with the principal objective of reducing the accidents on main communication routes through a focus on preventative action.

  The objectives defined in the Strategic Plan are aligned with those priorities defined in the Traffic Safety Strategy 2012-2020 from the National Traffic Department. The Strategic Plan also encompasses other units of the Guardia Civil which do not belong to the Traffic Department, mainly those from civil security, for the important role they play in providing surveillance on secondary communication routes.

  The main impetus behind the focus on road safety is to maintain the existing dynamic, instituted in Spain over the past few years, of reducing the number of road accidents and deaths, as well as to reach the final objective of "0 fatalities" as a result of traffic accidents in those roads and communication routes under the responsibility of the Guardia Civil.

- The seventh strategic point concerns the defense of our national culture. The Spanish Historical Heritage is characterized by its importance, its richness and its dispersion across the national territory. It is precisely because of this geographical dispersion across isolated zones which are often located far away from important population centers, that the Guardia Civil have become a key figure in the protection of our national heritage as a Corps which exercises its security responsibilities in more than 80% of the national territory.

  The objectives established by the Institution in this field revolve around three general elements: investigative performance, collaboration with other organizations, both national and international, and preventative work, as demonstrated in the Plan for the defense of the Spanish historical heritage.

  Additionally, some corporate aims in regards to tourism feature within this point, as well as in other aspects of the previously described action outlines, especially those aims regarding Spanish cultural heritage, where attention to the tourist and an increased presence in those areas more heavily frequented by tourists is of high importance.

- The streamlining of available means and the efficient use of resources constitute the eighth point of the Plan; the first one which transversally affects the development of

the aforementioned institutional strategy. Beyond the global socioeconomic scene that has particularly affected Europe and our country, the Guardia Civil assumes the responsibility of managing public resources assigned to the Institution by the Government in order to serve society. Therefore, in this area we define those strategic objectives regarding the optimization of human and material resources with the aim of reaching the highest level of efficiency in the execution of services, in such a way that the security of citizens as a whole is guaranteed.

This optimization goes beyond the efficient use of Guardia Civil resources among ourselves; it extends even further in order to make the capacities of the Institution available to other administrations' service. In this way, we avoid the repetition of public resources for the development of functions already being performed by the Corps, such as the surveillance and protection of the environment and natural resources, or the carrying out of specific tasks already performed on a national level, as well as adding support and collaboration to missions carried out by our Armed Forces on a international scale.

- A second transversal point for the Institution is comprised of the modernization of units, services and procedures. This modernization is dependent on the existing socioeconomic context at the moment of creating the Plan, and includes with it the handling of various aspects of the umbrella term 'modernization', some of which include: commitment to the use of new technologies, prioritizing the improvement of existing facilities and the creation of those that required, as well as the updating of existing service procedures.

Among the latter, it is important to emphasize those measures which affect the Director's chain of command and that, due to these measures, guarantee a continuation in the command process in case of the absence of the director, because of their importance to the institution. The objectives established in accordance with these measures seek to maintain the structure of the Institution nationwide as a State-unifying element, combining the necessary work effort required by corporate deployment with the conciliation with the private life of the professionals who hold positions of medium-level responsibility within the Institution.

Furthermore, and within this ninth point, one of the objectives focuses on maintaining the work carried out in the fields of research, development and innovation in order to support the national security industry, where the Guardia Civil acts as a partner in many projects. Through their partnership with the Guardia Civil, these projects receive experience and sensitivity in the detection of new needs that appear in this security field as a result of societal evolution, new forms of criminality and as new functions assigned to the organization.

On the other hand – and staying within the concept of modernizing the service, and particularly the procedures, provided – the Strategic Plan identifies a series of objectives directly related to the improvement of the training of *guardias civiles* (Guardia Civil officers), enabling them to better be able to provide a valuable service to society. Among these objectives, it is important to emphasize the measures related to the valuable e-learning platform which enables the transfer of professional knowledge to *guardias civiles*, who could be stationed anywhere, through the corporate intranet.

Finally, within this strategic point and intimately related to the tenth objective, we find those objectives which seek to bring the Guardia Civil even closer to society, in this case through the use of new technologies. One of the predominant core ideas of the activities carried out by all departments of the Institution is that of being a security body in proximity to the citizens it serves. The bloom of new technologies and its mass use by society offers the Institution another method in which to do this by making use of the chances that the digital era offers. In order to achieve this, objectives have been established regarding the increased amount of paperwork available to citizens on the corporate digital platform in order to facilitate electronic administration.

- The tenth and final objective seeks to aid the citizen in navigating the services provided by the Institution through several objectives related to the improvement of transparency, civic participation and access to information. It is a strategic point of a clearly transversal nature, the contents of which complement the previous objective by dealing with the friendly treatment with the citizen from a traditional poit of view, rather than focusing on the use of new technologies, but rather on a direct, personal contact in which the raising of issues is a valued part of the process, such as meetings with those responsible for various groups of society to hear proposals regarding specific plans for the prevention of crime.

Ultimately, this objective rests on the basis that objectives are taken into account in coherence with the current understanding of the relationship between the citizens and the public administrations. In this, the citizens are the key element as they are the ones who demand and receive the services provided by the aforementioned administrations. It is this fact, therefore, which drives us to foster the best possible relationship between society and the Guardia Civil.

4. CONFIGURATION AND REPRESENTATIVE ASPECTS OF THE STRATEGIC PLAN

As has been previously mentioned, the Strategic Plan of the Guardia Civil 2013-2016 constitutes the baseline document that gathers together all the primary objectives of the Institution, seeking to reach the highest levels of civil security efficiency within the field of its own scope, in a temporary context spanning a four-year term.

In a methodological way, and drawing on the experience accumulated from previous strategic procedures developed within the Corps, the Plan has been created through an exhaustive application of the Balanced Scorecard methodology [13], specifically adapted to take not only the social climate into consideration, but also those characteristics of a public institution charged with providing a security service to citizens, as well as its idiosyncrasies and the great variety of activities it carries out within the broad spectrum of 'public security'. In this way, it gave continuity to the methodology already in place during the creation of its immediate predecessor, the Strategic Plan of the General Management of the Police and the Guardia Civil 2009-2012, within the framework of the Guardia Civil.

Among the characteristics presented by this tool, some are common to other documents of similar level while others are more specific, but those generally of note are the following:

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13 A methodological tool created by Harvard University professors Robert S. KAPLAN y David P. NORTON.

Firstly, that its content is in line with those priorities established at a higher management level, which involves a *sine qua non* requirement to determine the validity and efficacy of any document of this characteristic; as the lack of consistency between those directives issued by the superior authorities and this tool inevitably leads to it becoming useless. In this case, the general points of the security policy for the term do support the directives, as demonstrated by the Minister of the Interior in his appearances before the Interior Commission of both parliamentary Chambers.

As has previously been mentioned, this Plan is structured in 10 large, defined areas which also constitute a variable number of objectives in themselves, according to factors such as the complexity of the area as a whole, the number of actions that can be developed, as well as other elements.

According to each selected strategic objective, an appropriate number of indicators can be identified which can be used as a reference with which to check the extent to which these objectives have been met. In this regard, it should be emphasized that, conceptually, it is very difficult to identify any single indicator which, by itself, allows for the complete measurement of the extent to which an objective has been met, therefore, it is more common to have many indicators associated with each single objective.

This fact has to be combined with a measure of moderation in regards to the number of indicators. In order to allow for a proper analysis of the objectives, the selection of a choice number of indicators is less likely to inundate the organization's observation, examination and study of the results with excess data.

Within the established objectives as a whole, those of an operative nature predominate. However, they also coexist with their other, more theoretical, counterparts which help to facilitate their attainment, affecting the spheres of internal procedures, training of staff, the specializations of staff, necessary material resources etc.

This document, as with any other document of this nature which aims for the efficient and valid management of the organization, has a dynamic character and involves a monitoring, evaluation and control process in order to assess the level to which results have been achieved. This enables us, either regularly or on demand, to determine the results reached in a given situation, as well as to detect any failure to reach results, thus expediting the adoption of measures for its correction it.

It should be pointed out that this monitoring is produced for the activity of the Institution as a whole, that is to say, without separating the results according to different units, as this is not the objective of its development. In this way, it is possible to analyze the global results, allowing for the adoption of appropriate measures to either maintain or improve the levels reached.

With this same intention of creating a document that is dynamic, a compulsory revision is built into the middle of its term, allowing for the introduction of new objectives or indicators of success in accordance with any change of circumstances, as well as allowing for their removal as a result of no longer being considered valid.

Another added value of this document is the comprehensive involvement of various bodies at a sub-directorate level in its creation. These bodies are tasked with not only the purely operative aspects related to its elaboration, but also the management of human and material resources, the Operative Associate Directorate, the Operations

Command, the Personnel Sub-Directorate, and the General Support Sub-Directorate respectively, as well as the Technical Cabinet, in the development of functions under their jurisdiction.

Accordingly, specialist units also participated in the creation of this Plan. The fact that this was carried out through their own upper management levels meant that they occupied a management level equivalent to that of the Institution, allowing for the combination of the Institution's more general vision with the specialized vision typical of the aforementioned specialized units.

This participation in the Plan's creation also extended to the assessment and evaluation procedures mentioned above, as a result of the clear identification of those units responsible for the execution and measurement of the various indicators of success and, therefore, of the objectives formulated in order to achieve them.

On the other hand, it has to be emphasized that the process of elaborating and identifying the services, initiatives and activities to be included in the Strategic Plan continually took the socioeconomic scene in which the plan would be subsequently developed into account. The fragility of this scene was particularly relevant at the time of designing this Plan, as this took place during the first quarter of 2012. By 'socioeconomic scene' we of course refer to the complex economic and social situation that has recently affected both Spain and its neighbouring countries, as well as the administration, the public services and particularly the citizens. These factors presented an exercise in rationality, combining the caution characteristic to these unpredictable, delicate situations with a logical, healthy ambition that is necessary to prevail in any individual or collective improvement project.

5. FINAL CONSIDERATIONS

In conclusion to all which has been previously mentioned regarding the Strategic Plan of the Guardia Civil 2013–2016, we can say that if we were to summarize it in a sole idea, we should resort to the speech given by the Corps' Director General[14] during his appearance before the Interior Commission of the Congress of Deputies, and specifically his words: "to do more with less". Within this phrase is included the aim of continuing to make progress in forging a modern Institution that, at the same time, preserves its traditional values.

The Strategic Plan of the Guardia Civil 2013–2016 is arranged as a strategic planning document, the creation of which involved all upper levels of Institutional management. This confers a complete, comprehensive approach to the design of the initiatives, aims and action plans of the institutional Units.

Almost one hundred objectives deserving of the title 'strategic' were identified as part of the exhaustive analyzation process carried out in order to create the Plan. In turn, and within the term covered by the legislation, this has allowed for the orientation of Guardia Civil Corps activities towards the provision of appropriate security levels. This level of attention towards the citizen forms part of the fundamental premise of the Guardia Civil, i.e. the provision of more efficient, personal and quality services.

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14 Appearance of the Director General of the Guardia Civil, Arsenio Fernández de Mesa y Díaz del Río, on 12 December 2012, to report on the general action plan outlines as well as his personal aims as the head of the General Directorate of the Body.

This document allows for an in-depth reflection on the most important objectives of the Corps, as well as for the establishment of priorities regarding the allocation of available resources to the above-mentioned objectives; a process that is carried out during its creation and upon the regular re-evaluations it undergoes.

In addition to the above, it should be recognized that this is also a tool that facilitates the study of future initiatives which allow for progress in the institutional approach to new situations, and how they progress in both the medium and long term.

Therefore, for the appropriate utilization of this tool, it it is vital to treat the Strategic Plan as a living document in a dual sense. On one hand, this refers to the execution of regular reviews which allow for the understanding of the extent to which the established objectives are being satisfied. On the other, equally important, hand, this also refers to the importance of being in a position to adapt the initial content to the emergent changes and to allow the redefinition of the objectives when the circumstances demand it.

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