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**MASTER OF MILITARY STUDIES**

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**THE CONTRIBUTION OF THE SPANISH GUARDIA CIVIL TO THE PEACE AND  
STABILITY OPERATIONS WITHIN THE HUMAN SECURITY FRAMEWORK**

SUBMITTED IN PARTIAL FULFILLMENT  
OF THE REQUIREMENTS FOR THE DEGREE OF  
MASTER OF MILITARY STUDIES

**Major Joaquín Castro León**

AY 09-10

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*8 March 2010*

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## **Executive Summary**

**Title:** The Contribution of the Spanish Guardia Civil to Peace and Stability Operations

**Author:** Major Joaquin Castro, Spanish Guardia Civil.

**Thesis:** The Spanish Guardia Civil contributes to the establishment of a more secure human environment during peace and stability operations. This paper will discuss the Spanish Guardia Civil in relationship to human security, assess the Guardia's role in peace and stability operations and then discuss the potential for U.S. armed forces and interagency personnel adopting a Spanish Guardia Civil type model when involved in international security and peace and stability operations.

**Discussion:** The evolution of armed conflict has changed considerably from the 1990s to the present day. This evolution directly impacts international and domestic development and security issues. The consequences of this impact have been seen in the shift from security with a state-centered focus to security that has a human-centered focus. This shift is one of the main reasons why the "human security" concept has been integrated into the international security agenda .

The international community deals with new threats and challenges in addition to the traditional concerns. Moreover, these merged threats and challenges reduce the limits and boundaries between the security and defense concepts. The blurry line between security and defense extends its effects into peace and stability operations. In these operations there is a combination between security and development that require new capabilities and a comprehensive approach to implement a successful strategy.

In peace and stability operations, there are many organizations and institutions involved in all manner of security issues; one is the Spanish Guardia Civil. The analysis of the role that a gendarmerie organization can play in peace and stability operations may determine if the Guardia Civil capabilities are adequate and appropriate to the international security environment and whether the United States can use the model of the Spanish Guardia Civil to enhance its capabilities and competencies in peace and stability operations.

**Conclusion:** The Spanish Guardia Civil may contribute to the establishment of a secure environment in peace and stability operations within human security framework.

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## Preface

This thesis is a result of my education, training, experience, and insights throughout my professional career. As a member of the Guardia Civil- a military corps with security tasks- I have had some billets related to law enforcement duties, public security, and I also worked within Armed Forces' structures. Both my education and training scope a wide spectrum of subjects related to security issues that they have reinforced my horizontal point of view to deal with security affairs.

Moreover, most of the Guardia Civil's tasks are focused on providing security to people. This focus allows Guardia Civil members to be adaptable and flexible to approach adequately to people's needs. Human security approach is part of our daily work because it was one reason for the creation of our Corps in 1844. Therefore, I consider that this paper has given to me the opportunity to develop a thesis that enhances my academic perspective within the United States Marine Corps (USMC) Command Staff and Course.

I want to thank my faculty advisors and comrades of Conference Group 3 of the USMC Command and Staff Course as well as other comrades from my electives classes. I want to thank my mentor, Doctor Pauletta Otis, who provided excellent advice for an International Military Student. Finally and most importantly, I want to thank my wife, Cristina, for her patience, guidance and assistance.



## **Introduction**

The evolution of armed conflict has considerably changed from the 1990s to the present day. That evolution directly impacts international and domestic development and security issues. Currently, there are many organizations and institutions involved in all manner of security issues; one is the Spanish Guardia Civil. This paper will analyze if the Spanish Guardia Civil may or may not contribute to the establishment of a secure environment in peace and stability operations and how this establishment may happen, taking into consideration the human security framework.

The Guardia Civil (GC) is a military corps which performs both internal and external security functions. The Guardia Civil has been constantly evolving and adapting to new threats, risks and challenges from its foundation in 1844. The Guardia Civil Corps has experience in peace and stability operations domestically and overseas. As a result of its military nature and security functions, duties, and experience, the Guardia Civil may add a complementary perspective to the civil-military issues in a global security framework. Moreover, the GC can operate in a wide spectrum of planes under a unique command, with hierarchical and disciplined forces that it can constitute an added-value to security operations.

Today, it is easy to find numerous studies and research that point to the continuous process of transformation and change in our world in the field of international relations, especially those related to the security issues. The concept of security has significantly evolved over the last three decades in the following ways:

- The actors for national and international security have multiplied since the end of the Cold War. This process of proliferation affects not only the decision-makers in charge of security but also the main security issues. Currently, the concept of security

is used in the broadest sense of the term, and that term may refer to matters such as personal, social, cultural, economic, environmental security or any kind of issue related to human development and human rights.

- New threats, risks and challenges have appeared in the international arena. These new threats not only affect military and security forces but also entire societies. Likely, it is the main reason why all the societal forces must face new threats and challenges adequately in order to protect themselves and establish a more secure world.

- Finally, the nature of armed conflict has changed considerably. In this sense, classic warfare has evolved in peace and stability operations. Furthermore, there is now a blurry line between civilian and military operations and the scope of action for civilian and military forces.

Although the security concept is very broad, this paper is going to take a deeper look at peace and stability operations. These operations cover a wide range of tasks and activities not only in the geographical area where the operations are actually taking place but also the influence of these operations within the global framework of worldwide security.

Finally, the paper will approach the potential of U.S. armed forces and interagency personnel adopting a Spanish Guardia Civil type force when getting involved in international security and peace and stability operations. That approach would be included into the current interagency and international process where civilian and military efforts are essential to ensure and reinforce the development and security within stability operations. Furthermore, interagency and international coordination and cooperation is now key to effectively implementing an efficient use of security policy in crisis operations.

## Human security<sup>1</sup>

The term human security was first used in a Human Development Report (HDR) of the United Nations Development Program (UNDP) in 1994. Although the definition of “human security” is now a matter of debate, most scholars and policy makers consider “human security” to refer to a change in the security concept. That shift is mainly due to the shift from a state centered to a people centered approach to security. There are two major principles of human security: freedom from fear and freedom from want<sup>2</sup>. The main aspects in the human security framework are: economic security, food security, health security, environmental security, personal security, community security, and political security. The academic community considers the Human Development Report of the UNDP as the foundational document of human security doctrine and policy.

After the Cold War, discussion about security issues became an open topic in the international arena. The concept of the term “security” evolved from a limited military defense concept to a wider one, in which the military defense concept is included within a larger security context. During the 1990s, the defense concept was mainly centered in the territorial integrity, the defense of the sovereignty and the promotion of the national interests of an individual nation.

The understanding of the term security evolved throughout the 1990s. According to Doctor Rafael Grasa Hernández<sup>3</sup>, the term “security” now has two distinct dimensions:

- Vertically: keeping national security the central focus turning downwards to the security of individual citizens, and upwards to international security.
- Horizontally: Within the broader term of the security concept, which includes not only personal security but also economic, social, environmental, political, community and health security.

Simultaneously, the evolution of the term “security” runs parallel with the development<sup>4</sup> concept and is indissolubly linked. As Mr. Javier Solana<sup>5</sup> mentioned in the European Security Strategy document, “security is a precondition of development.”<sup>6</sup> Nevertheless, the concept of development has shifted from a perspective based mainly on the economic aspects to a perspective based on the well-being of the population and the citizens.<sup>7</sup> Furthermore, the new development concept is focused on a human-centered approach where the participation of the people is essential in order to accomplish the international agendas and policies of all the governmental and non-governmental actors involved in the international arena.

Human security’s main characteristic is that it has a people-centered focus rather than a state-centered one. According to the UN Human Development Report in 1994, approach the term “human security” tries to unite the two visions of the concept that consist of a reduced vision of the security of the people (the one who it is only confined to the elimination of the use of the force and the violence) and the ample one (which takes into account the basic needs of the person - health, social, economic,...)

The main characteristic of the human security concept is to locate the person at the center of the security approach. Nevertheless, it is worth mentioning that this approach includes not only the person from an individual point of view but also how the person lives in society. The social aspects of the development and growth of the person imply the free exercise of his/her rights and liberties and the commitment with the society where he/she is integrated to participate in a peaceful atmosphere.

Moreover, in the above mentioned UN Human Report<sup>8</sup> other characteristics of the human security concept are enumerated:

- Human security approach is a universal concept.

- All the actors who facilitate such security must be interdependent.
- The prevention of the conflicts plays a preponderant role rather than intervention in a conflict.
- The priority of the human rights.
- The political authority is clear.
- The necessity of the multilateralism.<sup>9</sup>

In addition, there are seven categories of security in the UN Human Report: economic security, food security, health security, environmental security, personal security, community security, and political security.

Nevertheless, it is worth pointing out that the establishment and the inclusion of an agenda based on the human security concept is not a simple process. That process requires a common strategy to understanding conflicts, and determining those responsible for providing and maintaining human security. Therefore, human security concept is at a point where it can be operationalized by the policy-makers. That operationalization must take into consideration the networked and complex societies where people are immersed.

Finally, some countries have incorporated the concept of human security in the domestic and international policies. Among them, Japan, Canada and Norway are leading their own processes to include human security. With regard to Spain, the human security concept has been defined recently in some Spanish cooperation documents.<sup>10</sup> Nevertheless, the concept does not appear in concrete programs of activities and measures but, on the other hand, human security was mentioned by Mr. Alfredo Pérez Rubalcaba, Minister of Interior- the equivalent to U.S. Homeland Security-, as a new concept of security during his Department's Strategy Plan addressed in the Congress.<sup>11</sup>

### **New threats and challenges in the 21<sup>st</sup> century.**

The new security environment has experienced dramatic changes over the last 20 years. These changes were precipitated by two events: the end of the Cold War and the terrorist attacks of September 11, 2001. These events demonstrated that the world has changed. Today, nations, societies, and people live in a complex and interdependent world that must face new threats and challenges that did not exist two or three decades ago.

Lack of security is not a new issue. Insecurity has been a permanent fact throughout the evolution of all societies throughout time. Nevertheless, the nature, effects, and the way to deal with that lack of security has changed dramatically over the years. Nowadays, most of the actors involved in security issues determine the incorporation of new threats and challenges to the traditional ones.

Currently, the global interaction and integration of humankind directly impacts security issues. In that sense, most of nations and international organizations face similar threats. The main threats and challenges as identified by the major actors are:

- United Nations: The U.N. lists a six cluster of threats which face the world now and will face the world in the decades ahead: economic and social threats, including poverty, infectious disease and environmental degradation; inter-state conflict; internal conflict, including civil war, genocide and other large-scale atrocities; nuclear, radiological, chemical and biological (CBRN) weapons; terrorism; and transnational organized crime.<sup>12</sup>
- United States: According to U.S. Navy Admiral Michael G. Mullen-Chairman of the Joint Chiefs of Staff- five broad national security challenges are likely to require the employment of joint armed forces: Win the nation's wars, deter potential

adversaries, develop cooperative security, defend the homeland, and respond to civil crisis.<sup>13</sup>

- European Union<sup>14</sup> (EU): EU considers the following to be key threats: terrorism, proliferation of weapons of mass destruction, regional conflicts, state failure, and organized crime.
- China: China adds new threats and challenges to the traditional ones.<sup>15</sup> These new threats are terrorism, environmental disasters, climate change, serious epidemics, transnational crime, and piracy.
- NATO: In the Riga Summit Declaration,<sup>16</sup> NATO considers the terrorism, the proliferation of Weapons of Mass Destruction, and failed or failing states as new threats to the traditional ones.
- Spain: In the Spanish National Defense Directive,<sup>17</sup> 2008, the Government lists emerging threats such as terrorism, transnational organized crime, proliferation of weapons of mass destruction, failed states, regional conflicts, cyber-attacks, climate change, and struggle for the basic natural resources.

Therefore, in the international arena, there are new threats and challenges that must be added to traditional threats. After determining what the threats are, security agencies must determine if the threats are internal or external in nature.<sup>18</sup>

Whereas most of the nations' threats came from outside their own boundaries, today internal threats jeopardize the security of nations in the same way. This implies that there is no line between internal and external threats and, consequently, the efforts of nations to face these threats<sup>19</sup> must be adapted accordingly. Therefore, the interaction, integration and

cooperation among all national and international actors involved in security issues must be reinforced and adjusted to the new global security.

### **Peace, Stability and Crisis Operations.**

It is very common to find documents, research, analysis and doctrine that deal with topics such as peace, crisis and stability operations. European nations and international organizations have concentrated on these topics while the United States has generally focused on more traditional military operations.

On 28 November 2005, U.S. Department of Defense (DoD) Directive 3000.05,<sup>20</sup> stability operations were designated as a “core mission” of U.S. military forces.<sup>21</sup> The new approach of the U.S. to these kinds of operations implies that the entire international community is closer to consensus in defining and determining the processes, capabilities, and road maps to achieve a more secure world.

Since there are different terms to elucidate the operations related to the resolution of the armed conflict, in this paper the terms used by the following actors to define such operations are:

- U.N.: Peacekeeping operations<sup>22</sup> are among a range of activities undertaken by the U.N. and other international actors to maintain international peace and security throughout the world. According to the document, the peacekeeping term relates and differs from conflict prevention,<sup>23</sup> peacemaking,<sup>24</sup> peace enforcement,<sup>25</sup> and peacebuilding.<sup>26</sup>
- NATO: The above are designated as crisis response operations.<sup>27</sup> They cover all military operations conducted by NATO in a non-Article 5 situation.<sup>28</sup> These are listed in support of peace processes in a conflict area and are also called peace support



operations<sup>29</sup>. According to the U.N. peace support operations include peacekeeping,<sup>30</sup> and peace enforcement,<sup>31</sup> as well as conflict prevention,<sup>32</sup> peacemaking,<sup>33</sup> peace building<sup>34</sup> and humanitarian operations.<sup>35</sup>

- E.U.: The EU<sup>36</sup> distinguishes between civilian and military operations. The military operations include humanitarian and rescue tasks, peacekeeping tasks and tasks of combat forces in crisis management, including peacemaking.
- U.S.: Stability operations are an overarching term encompassing various military missions, tasks, and activities conducted outside the U.S. in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief.<sup>37</sup>

Taking into account the above definitions, it can be concluded that the main goal of peace and stability operations is to assist a country or region to move from instability or violent conflict to peace or stability.<sup>38</sup> Obviously, this process has a temporal dimension depending on the phase of instability of the assisted nations or region. Nevertheless, peace and stability operations are not going to result in a complete safe and secure environment, but will help create conditions to a stable self-governance of the host nations that may allow political and economic development<sup>39</sup> in a better secure framework.

A vast array of capabilities are required to carry out peace and stability operations with even minimal success. Therefore, these capabilities are not merely a catalogue of human and material resources at the disposal of the commander in charge of the peace and stability operations. Instead, these capabilities must be a set of means, resources, procedures, and processes which are perfectly aligned within a common strategy to manage certain effects in order to achieve the resolution of the conflict or crisis.

Peace and stability operations are complex enterprises that exist within a larger context of international relations and programs. Regarding the complexity of these kinds of operation, authors such as William J. Durch<sup>40</sup> and Tobias C. Berkman<sup>41</sup> locate the components of peace operations within this larger environment. Durch and Berkman describe peace and stability operations in a chart. The chart- as noted on page 28- interacts the timeline running of the peace and stability operations from the pre-conflict to the recovery from conflict- horizontal axis- with the activities according to their level of focus and effects-vertical axis.<sup>42</sup>

It is worth noting this chart because Durch and Berkman link human security, state security and international security in the same vertical axis of the chart. In the same way, Dr. Galtung<sup>43</sup> or organizations such as U.N., E.U., and NATO reflect the complexity and the components involved in peace and stability operations in their respective papers and documents. These components reinforce the strategy where programs, procedures and processes are based on better and synchronous efforts of all the actors involved under an integrated and holistic perspective.

Therefore, one can conclude that peace and stability operations illustrate the transformation of crisis management operations in a new era of carrying out the prevention, resolution and recovery of conflicts and crisis. This transformation will reinforce the way nations deal with the new array of threats and challenges within a global security environment.

### **The Spanish Guardia Civil**

#### **General Information**

The Spanish Guardia Civil Corps is a military force of Spain. The Guardia Civil (GC) consists of approximately 88,000 members and is one component of the Spanish National

Security Forces<sup>44</sup> (SNSF). As a Corps of the SNSF, the Spanish Constitution defines its fundamental mission--under the dependency of the Government of the Nation-- as “protecting the free exercise of the rights and liberties of the Spaniards and to guarantee the security of the citizens.”<sup>45</sup>

The GC was founded May 14, 1844, during the reign of Isabel II. The main reason for the creation of the GC was to contend with a crisis related to public order and insecurity in Spain at that time. The crisis in 1844 was political instability, an increase in banditry, and a lack of a specific national security force commanded by the central government. Therefore, the government ordered General Girón y Ezpeleta to create the GC to maintain an internal stability and security within Spain. General Giron y Ezpeleta proposed the creation of the GC from cavalry and infantry units from the Army. This new Corps, with military status, would be in charge of providing security to all Spanish territory,<sup>46</sup> to maintain public order, and support the rule of law.

### **Dependencies**

The Law 2/1986<sup>47</sup> defines the double dependency of the GC. On the one hand, the GC depends on the Ministry of Interior, as one of the SNSF, in all matters related to public security, salaries, assignments, budget, facilities and equipment. On the other hand, the GC depends on the Ministry of Defense in all matters relating to military missions, promotions, and military administrative situations. Moreover, there are some issues shared by both Ministries: recruitment, training, armament, deployment, and the nomination of the General Director of the GC. It is worth noting that the GC is considered Armed Forces when it is carrying out military missions under the Ministry of Defense.

Furthermore, the GC has other kinds of functional dependency with respect to the performance of its tasks and duties. The GC keeps a functional relation and dependency

with Judges, Courts and Prosecuting Authority, Ministry of Treasury, Ministry of Transportation, Ministry of Foreign Affairs, Ministry of Labor and Immigration, Ministry of the Environment and Rural and Marine Area. The GC also has a relationship, through the Central Government Delegate, with the Regional and Local Governments in all the issues related with its tasks and missions.

### **Tasks and Duties.**

The GC is responsible for the safety and security of 88% of Spanish territory,<sup>48</sup> 40% of the population, 65% of the population during the holiday season, as well as the territorial sea. Based on its territorial competences, the GC oversees compliance with laws and criminal justice codes, protects lives, personal property and goods, safeguards public buildings and facilities and protects national authorities, and maintains and restores public order and security. Additionally, the GC prevents crime and prosecutes perpetrators, investigates criminal offences, collects and analyzes relevant public order and security information, cooperates with emergency services in catastrophic or high-risk situations, and protects critical infrastructures.

Moreover, based on its functional competencies, the GC is mandated to accomplish the following tasks:<sup>49</sup> fight against terrorism, fight against serious crime related to human-trafficking, constitute the judicial police, act as a liaison to other international law enforcement agencies<sup>50</sup>, protect, control and conduct surveillance of coasts, borders, harbors, and airports, provide fiscal protection to the State against smuggling and fraud, ensure orderly traffic circulation and road security on intercity traffic arteries, control and safeguard weapons and explosives, natural and environmental protection and security, implement the intercity transfer of prisoners, and conduct military missions under the Ministry of Defense dependency<sup>51</sup>.

## Structure and organization

The GC is organized at four different levels and covers all Spanish territory, these level are: central, regional, provincial, county and local.<sup>52</sup> The GC organization is divided into Central Headquarters, Zones, *Comandancias*, Companies, and Posts, respectively. There are over 2,200 stations throughout Spain.

At the state level of the Corps, the GC is divided into three branches: Operations, Human Resources, and Logistic & Support Directorates.<sup>53</sup> The Operations Branch is responsible for the complete distribution of all Units throughout the territory. The Personnel and Support Branches provide functional and technical support to the Operations Branch.

The GC structure and organization reinforce the implementation of the tasks and duties of the Corps all over the country. That implementation is distributed from the state level to the regional, province, and local level where the GC Units are located. This support allows adaptation changes in the Spanish and international environment and allows the GC to face the challenges and threats related with the security issues from two perspectives. The proximity to the citizens promotes close and direct responses to the society's demands; on the other hand, a national and international focus reinforces the global perspective on security issues.

Therefore, the GC structure and organization is adequate within human security framework. The structure allows the interaction between national security and human security. A people-centered security approach defines the daily-work of GC personnel because the GC Corps adds all the efforts and capabilities to support the security tasks of the disseminated stations throughout Spain. The GC structure and organization implements national security policies up to local level and also raises people's security concerns and needs to upper levels. In fact, the GC structure and organization is the most extended

security network all over Spain which allows to connect local, regional, national, and international security actors in order to fulfill security of people.

### **Capacities**

The GC has an array of capabilities that are implemented gradually from the local level to the national or international level. Some characteristics such as the military status, unique command, adaptability and flexibility to the current and future situations enhance the GC Corps' ability to respond adequately to the needs of the Government, society, and citizens.

The GC is fully engaged in the security issues with the following capabilities: Public Order Units, Special Security and Protection Units, Judicial Police Units, Intelligence Units, Counter-riot and Crowd Control Units, Traffic Units, Customs and Fraud Units, Border Protection Units, Coast Guard Units, CBRN Units, Weapons and Explosives Control Units, Environmental Security Units, Traffic Units, Mountain Intervention Units, Special Intervention Unit, Counter-terrorism Units, Forensic Units, Aviation Units, Drug trafficking Units, Dog handling Units, and Bomb Disposal Units.

Nevertheless, more remarkable than the wide array of capabilities that the Guardia Civil possesses, is the depth of their involvement in the relationships they build in performing their duties. These relationships are based on interactions that are carried out at different planes of the same global reality. Each of those planes must be considered as an indivisible part of the same system, which it is related to the security and development environment. A selection of different planes in which the capabilities of the GC may engage is as follows:<sup>54</sup>

- Threats and challenges plane: The GC plays a role in the fight against terrorism, organized crime, illegal immigration, environmental offences, disasters, citizen's insecurity, traffic security, and warfare.
- Geographical plane: The GC is engaged in or can take part in diverse geographical environments such as local,<sup>55</sup> regional, national, transnational,<sup>56</sup> and global.
- Institutional plane: As mandated by the National Government authorities, the GC collaborates with local and autonomous governments. The GC has a functional relationship with Judges, Courts, and Prosecutors. The GC is engaged with international organizations, such as EU, UN, NATO, OSCE, Interpol, Eurogendforce,<sup>57</sup> FIEP,<sup>58</sup> international agencies and services, religious organizations, societies, and NGOs.<sup>59</sup>
- Interagency plane: The GC contributes a security capability to different sectors and departments. This security component enhances a comprehensive approach to issues. The GC contributes to a wide range of sectors, such as education, armed forces,<sup>60</sup> the labor and social department, healthcare, infrastructures, transportation, environmental, science and innovation, culture and heritage, sport, industry, and any other sector related with the security.
- Crisis, peace and stability operations plane: The GC has participated in different roles in peace and stability operations from pre-conflict to recovery, including intermediate steps such as confrontation, conflict, and build-down.

Consequently, the number of capabilities involved in all planes provides the GC an integral approach to the security issues. The GC can operate in a wide spectrum of planes under a unique command, with hierarchical and disciplined forces, a unified doctrine.

Additionally, the GC's procedures, values, motivation, and training enhance its adaptability and ability to deal with a wide array of issues and problems. Furthermore, GC leaders are trained from their early times in the Corps to operate independently from the highest to the lowest echelons.

### **International deployment of the Guardia Civil**

The GC's first international deployment was as an advising and training mission in 1855 in Peru. The assistance followed in some Latin-American countries during the second part of the 19<sup>th</sup> century up to the Spanish Civil War in 1936. The GC's contribution to peace and stability operations in the international arena started in the UN mission in El Salvador, 1989.

Since 1989, the GC has been participating in numerous missions of different nature. In the majority of the missions the GC has contributed under the agreements or resolutions of the international community (mostly UN) but the GC has also deployed overseas to assist security forces by signing bi-lateral agreements with the Spanish government.

In addition, the GC has participated in the international mission both police functions (observers, executive police, trainers, special security units, protection of authorities) and military functions (military police and gendarmerie forces). Furthermore, the contribution of the GC has been in a multi-national and joint operational environment.

An illustrative example is the international mission in Bosnia-Herzegovina. In that mission, the GC participated with three distinct kinds of unit at the same time. One of the units performed as civilian police observers and trainers under the European civilian police task force. The second unit was integrated within a Spanish Marine Battalion as military police. The third unit accomplished security tasks under the European Gendarmerie Force (EGF) command.



It is worth mentioning that the participation of the GC within the main international structures and organizations related not only to peace and stability operations, but also security cooperation. The GC has trained a wide range of security forces in several courses in its schools and colleges in Spain.

Lastly, the GC is one of the founders of the European Gendarmerie Force (EGF). This security organization provides rapid reaction capabilities of six main European gendarmerie forces: the French National Gendarmerie, the Italian Carabinieri, the Portuguese Guarda Nacional Republicana, the Dutch Royal Marechaussee, the Romanian Gendarmerie, and the Spanish Guardia Civil, and as a partner the Polish Gendarmerie. These gendarmerie forces incorporate forces under one *ad hoc* task force headquartered in Vicenza, Italy. The EFG is also capable of deploying an 800-man task force on a 30 day notice to perform peace and stability operations, public order, riot control, and criminal police duties in conflicted areas. It is also worth mentioning that the EGF has the support of the rest of the six gendarmerie forces in their nations to reinforce technically or functionally the tasks that the EGF is performing in any situation.

#### **Is the Guardia Civil template applicable to U.S. stability operations?**

Since the United States becomes more involved in peace and stability operations, it must approach security with a broad perspective. Security issues are now intrinsically linked to building development and facilitating the governance of host nations where peace and stability operations are taking place. Furthermore, peace and stability operations require capabilities where the blurry line between civilian and military security issues is quite difficult to establish and limit.

According to U.S. Department of Defense (DoD) Instruction 3000.05 on Stability Operations,<sup>61</sup> the DoD shall have the capability and capacity to conduct operations where

civil security and civil control may be established by U.S. armed forces in conjunction with other agencies or foreign governments and security forces. In the same document, it is considered essential to integrate civilian and military efforts to conduct stability operations successfully. According to a RAND paper,<sup>62</sup> establishing security with soldiers and police may be a critical requirement to provide security and achieve the aims of peace and stability operations.

The importance of integrated civilian and military capabilities is now more appreciated in peace and stability operations. Today it is essential to enhance an interagency and multi-national focus to deal with security and development issues in peace and stability operations. Alan T. Ivy and Colonel Kenneth J. Hurst<sup>63</sup> contend U.S. combat forces must implement law enforcement tactics, techniques and procedures because the amalgamation of policing functions and combat operations will continue to affect how the U.S. military wages war.<sup>64</sup>

Admiral Mike Mullen<sup>65</sup> mentioned that security activities were one of the basic categories of military activity in the Capstone Concept for Joint Operations, version 3.0. The U.S. Chairman of the Chiefs of Staff considers that the security activities must be treated as a competency required of all U.S. general-purpose forces.<sup>66</sup> The security competency will require not only combat forces must receive law enforcement training but also commanders will need law enforcement advisor within their staff.<sup>67</sup> Consequently, the synergy and integration between military and law enforcement functions will enhance the means of waging conflict in a complex interactive environment.

U.S. armed forces and interagency personnel could adopt a Guardia Civil type force as a template when getting involved in international security and peace and stability operations. The reasons for this statement are that the GC is a complete fusion of security

and military functions within the new security concept. The GC could also provide adequate advice to combat commanders. In addition, The GC units would deal with law enforcement issues in combat areas from a security perspective but- due to its military nature- the GC units would also perform their tasks completely integrated into armed forces. Lastly, both the projection of security capabilities from national territory to conflict area and the feedback would reinforce the multi-national interagency approach to face up threats and challenges within the security environment.

Nevertheless, adopting a Guardia Civil type force template may have to face some challenges as follows:

- Legal framework: U.S. Code Title 10 determines the U.S. Armed Forces' scope of tasks within U.S. territory. After the 9/11 terrorist attacks, the USG has used military operations in support Civil Authorities at home more frequently. The Quadrennial Defense Review (QDR) 2010 establishes the supporting role of the Department of Defense. DoD can receive requests to provide federal assistance through two avenues: first, through Department of Homeland Security (DHS) as the lead federal agency, or second, through a governor's request under U.S. Code Title 32 authorities.<sup>68</sup>

At the same time, the Department of Homeland Security (DHS) also needs some military capabilities to increase homeland security capabilities. Both Departments must work together to develop and expand models of coordination and cooperation between military and civilian authorities.<sup>69</sup>

- External and internal security tasks: The Gendarmerie-type task force would perform security and consequence management tasks either overseas or homeland. Nevertheless, more relevant than a list of capabilities would be the

rapid and flexible adaptation to each scenario and constitute the basis for other law enforcement and security agencies' support at peace and stability operations overseas. By contrast, this task force would support adequately DHS federal agencies or states due to its flexibility and adaptation to different scenarios such as critical infrastructure protection, consequence management response forces, and domain awareness.

- Bureaucracy: Both DoD and DHS require more flexible and adaptable capabilities to face adequately different scenarios related to security issues. Moreover, Services, Federal Agencies, and States' security forces must reduce respective resistance to change by minimizing their bureaucracy. Reduction of bureaucracy may achieve shifting from an organizational perspective to an operative perspective where interaction and integration among involved actors reinforces trust in each other.
- Training: Once that operative perspective prevails up on organizational perspective, there is a wide spectrum of possibilities to reinforce training. Nevertheless, more relevant than tactics and techniques it would be training in culture, integration, social issues, leadership, and legal framework to achieve more versatile, flexible, and adaptable security forces.

Consequently, taking into account the U.S. security panorama, some ideas to design a Gendarmerie-type force within American security structures will be:

- To create new Service depending both on DoD and DHS.
- To reinforce U.S. Marshalls to adapt DoD requirements.<sup>70</sup>
- To reinforce National Guard.

- To reinforce DoD Service Reserve Units with personnel from state police units who previously served into the U.S. armed forces.
- To reinforce and adapt Coast Guard to carry out tasks both in maritime and land domains as Guardia Civil did it in the 1980s.

### **Conclusions**

The evolution of armed conflict and the term “security” have considerably evolved from the 1990s up to the present day. The continuous transformation of the security concept has been linked to the current concept of development. The merged development concept is focused on a human-centered approach and which emphasizes the idea that the security concept is focused on a human-centered approach.

The human security concept has incorporated to the international security agenda, especially in peace and stability operations. Peace and stability operations require not only the essential international and national security perspectives but also human security perspective. The three perspectives provide a better approach to manage peace and stability operations in a complex interactive security environment.

In the international security environment there are emerging threats and challenges that have been incorporated with traditional threats. The difference between security and defense concepts is now divided by a blurry line--especially notorious in peace and stability operations. Consequently, these operations require both military and law enforcement capabilities, as well as civilian ones. All these capabilities must be integrated into a joint and multinational interagency framework in order to establish security in peace and stability operations.

The Spanish Guardia Civil is a military force and one component of the Spanish National Security Forces. The GC is a gendarmerie-type organization with a wide range of capabilities that are implemented gradually from the local level to national or international level. The GC can also cover the requirements of internal and external security and it is adapted to implement its capabilities from international or national security to human security framework.

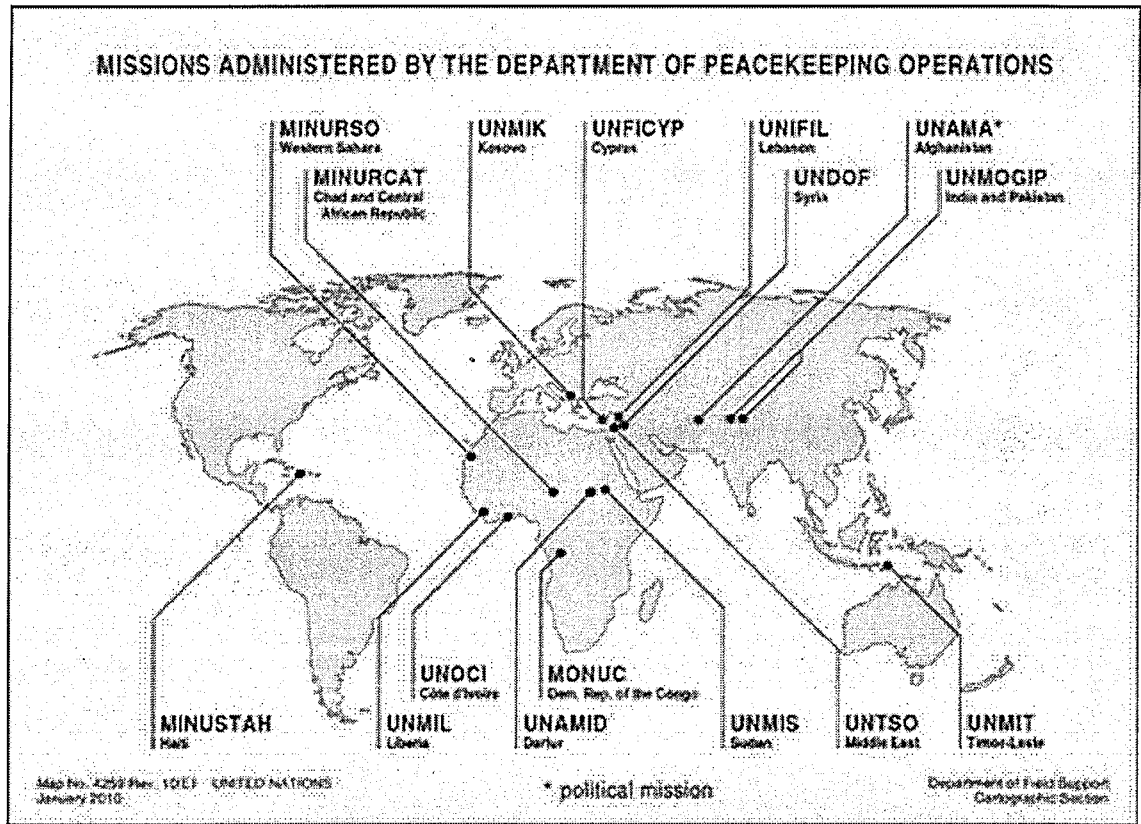
The adaptability, flexibility and versatility of the GC capabilities provide an ideal margin of development to be implemented both national territory and peace and stability operations in the emergence of a new security concept. Therefore, the GC may adequately contribute to the establishment of a secure environment in peace and stability operations. Furthermore, the GC can project its capabilities from national territory to peace and stability operation area participating in different planes of the security environment. This participation in distinct and interconnected planes allows the GC focusing on international, national and, above all, human security issues.

Lastly, a Guardia Civil type force could provide a present template to be adopted by the U.S. armed forces and interagency personnel in peace and stability operation environment. The GC template would reinforce the multinational interagency and joint integration efforts in complex civilian and military operations. Moreover, the GC template ensures the interaction between security issues in conflict areas and worldwide because of the GC participation in the main networks related to security environment. This integration enhances security from developments that may happen entirely within the borders of any country or area and can affect any society worldwide.

## APPENDIX 1

### Peace and Stability Operations

#### 1. United Nations



U.N. Operations, January 2010.

Source: department of Peacekeeping Operations.

<http://www.un.org/en/peacekeeping/currentops.shtml> (accessed February 8, 2010)

MINURSO: The United Nations Mission for the Referendum in Western Sahara.

MINURCAT: The United Nations Mission in Central African Republic and Chad.

UNMIK: United Nations Interim Administration Mission in Kosovo.

UNFICYP: United Nations Peacekeeping Force in Cyprus.

UNIFIL: United Nations Interim Force in Lebanon.

UNDOF: The United Nations Disengagement Observer Force.

UNAMA: United Nations Assistance Mission in Afghanistan.

UNMOGIP: The United Nations Military Observer Group in India and Pakistan.

MINUSTAH: United Mission Stabilization in Haiti.

UNMIL: The United Nations Mission in Liberia.

UNOCI: The United Nations Operation in Côte d'Ivoire.

UNAMID: The African Union/UN Hybrid operation in Darfur.

MONUC: The United Nations Organization Mission in the Democratic Republic of the Congo.

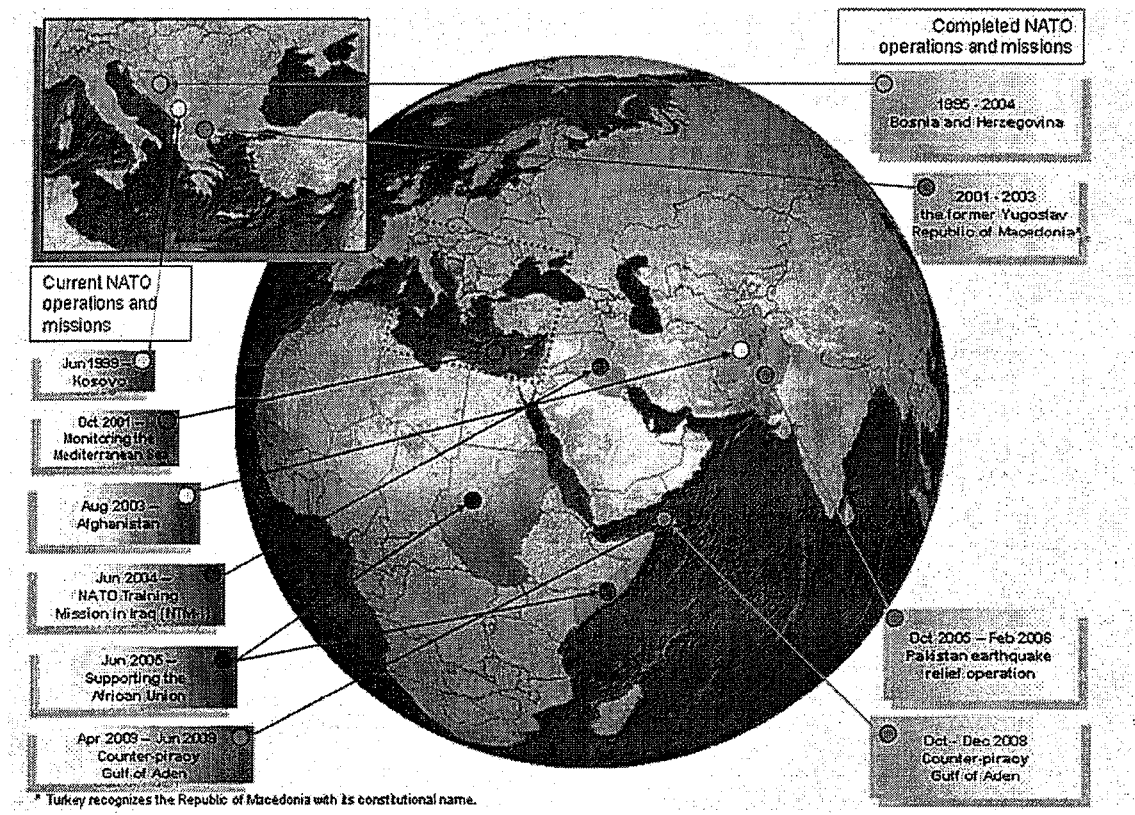
UNMIS: United Nations Mission in Sudan.

UNTSO: United Nations Truce Supervision Organization.

UNMIT: United Nations Integrated Mission in Timor-Leste.



## 2. NATO

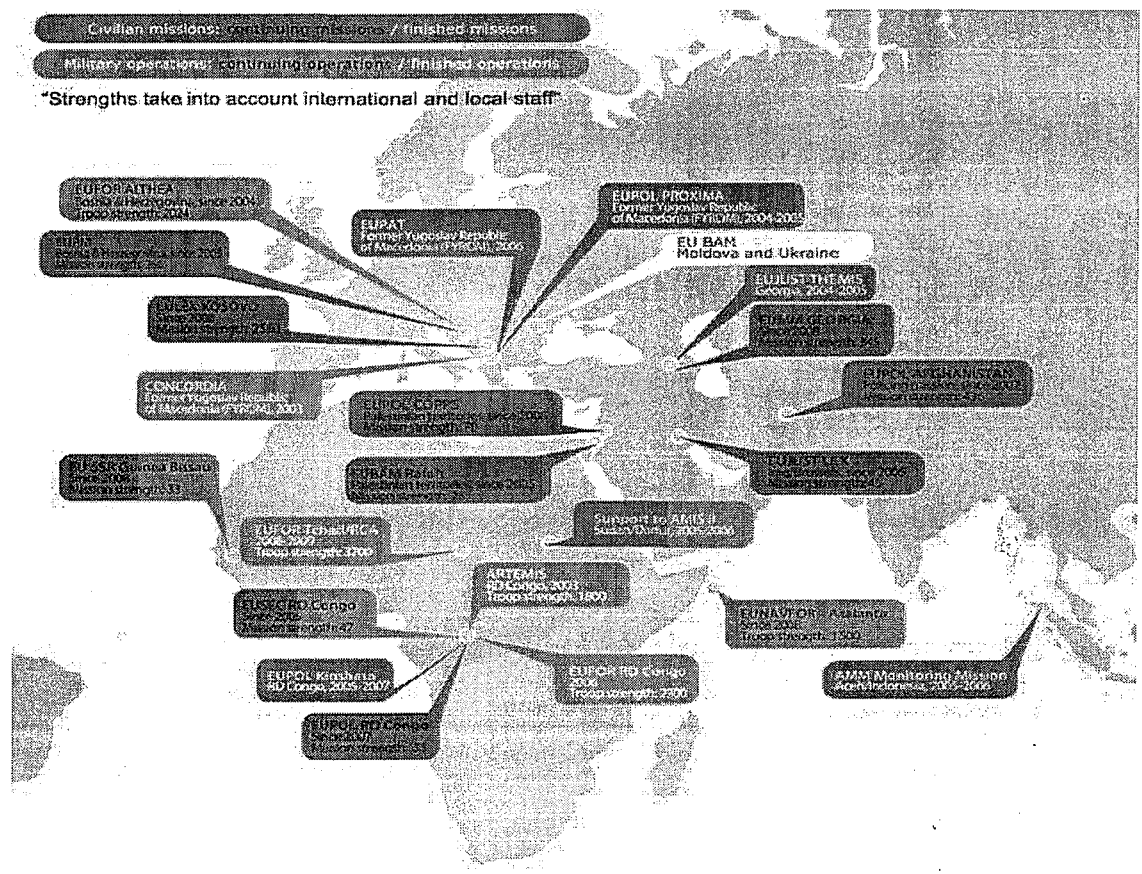


Completed and current NATO operations in January 2010.

Source: NATO.

[http://www.nato.int/nato\\_static/assets/pdf/pdf\\_2009\\_04/20090402\\_NATO\\_operations\\_and\\_missions.pdf](http://www.nato.int/nato_static/assets/pdf/pdf_2009_04/20090402_NATO_operations_and_missions.pdf) (accessed February 8, 2010)

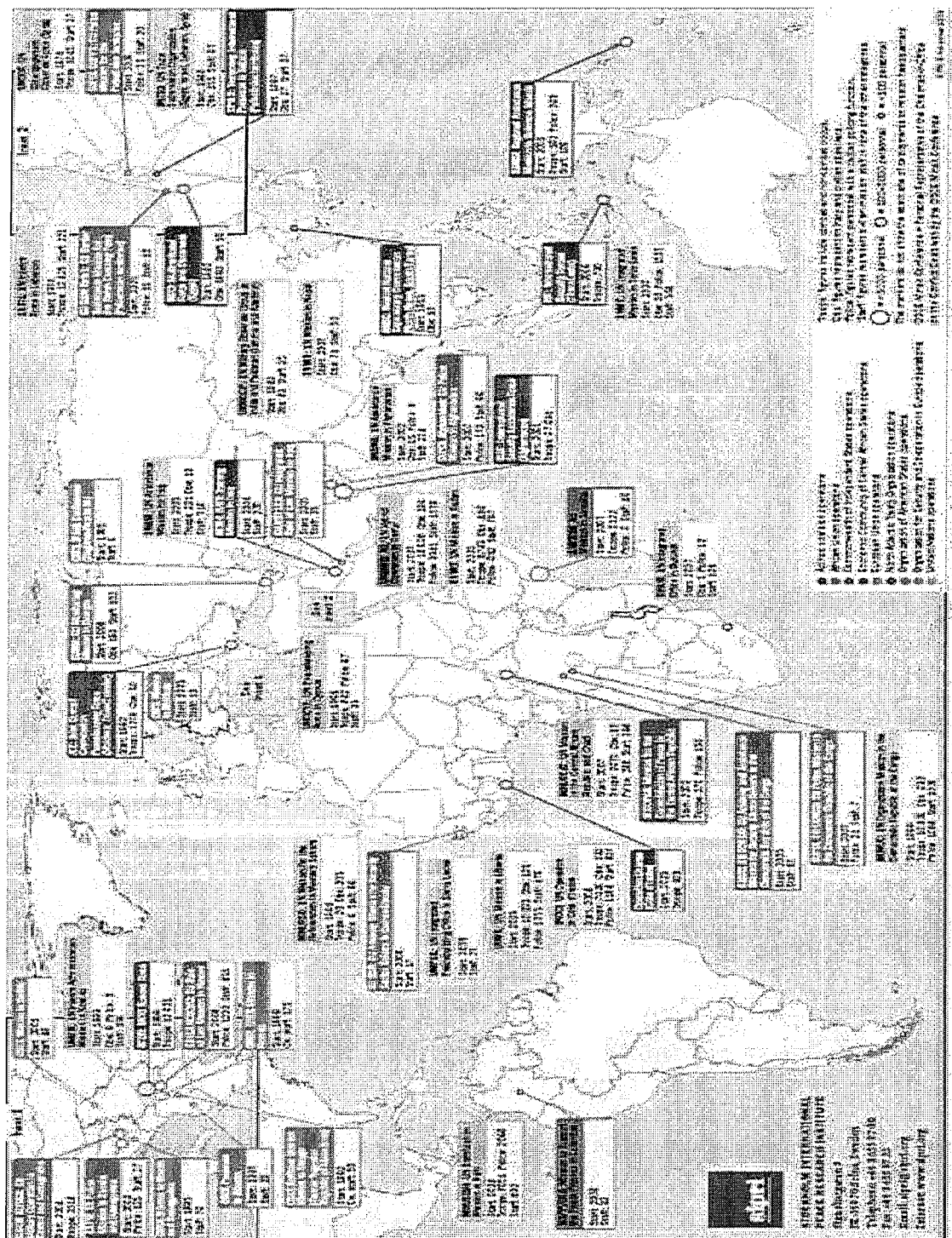
### 3. European Union



Military and Operations of the European Union. January 2010.

Source: Council of the European Union.

[http://www.consilium.europa.eu/uedocs/cmsUpload/mapEN\\_january2010.pdf](http://www.consilium.europa.eu/uedocs/cmsUpload/mapEN_january2010.pdf) (accessed February 7th, 2010)

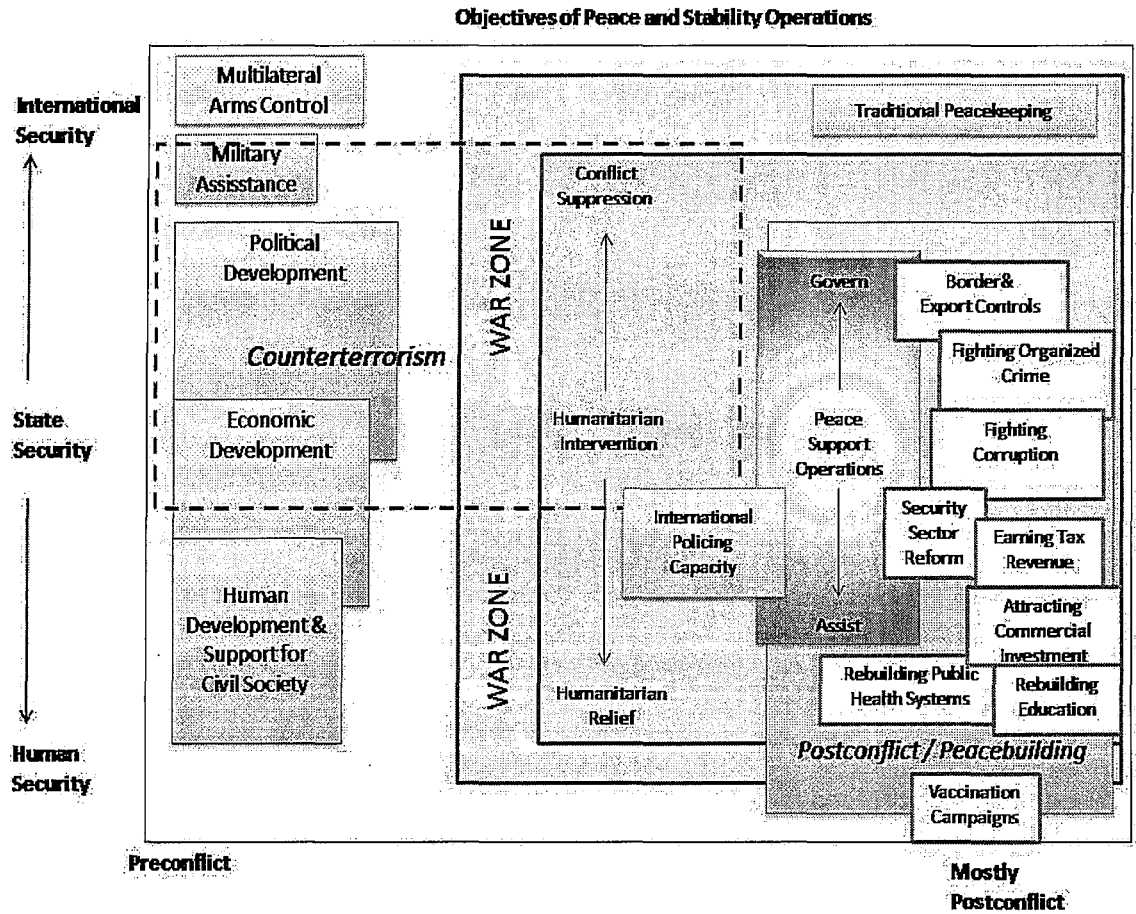


Overall multilateral Peace Operations Deployments in 2009.

Source: Stockholm International Peace Research Institute.

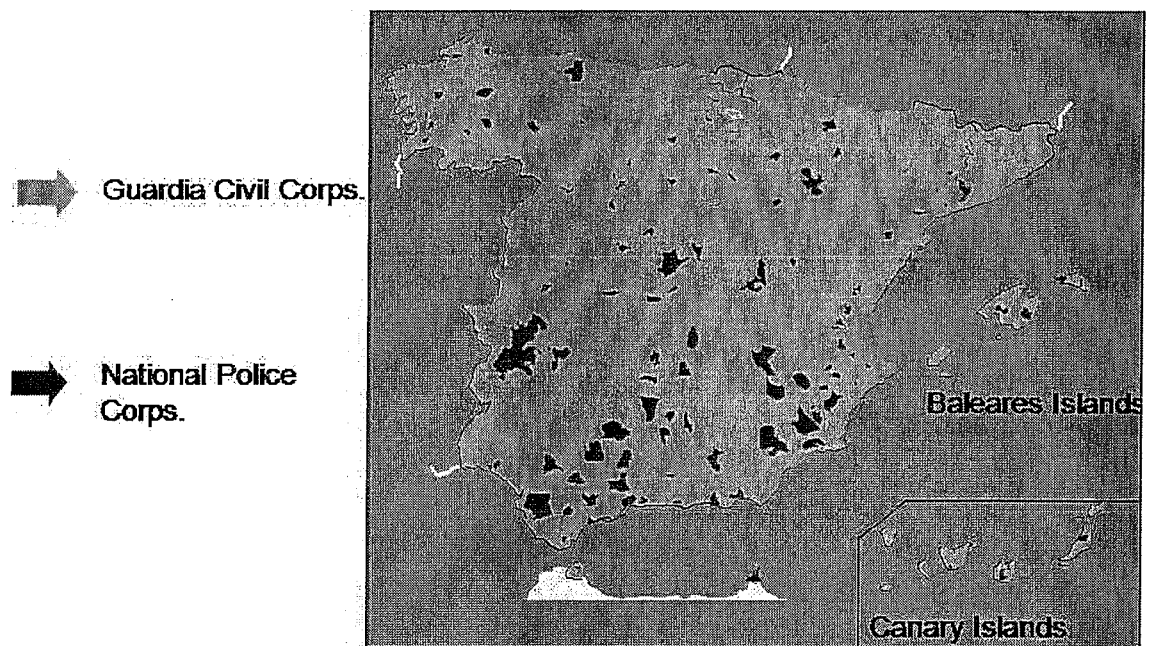
## APPENDIX 2

### List of Figures



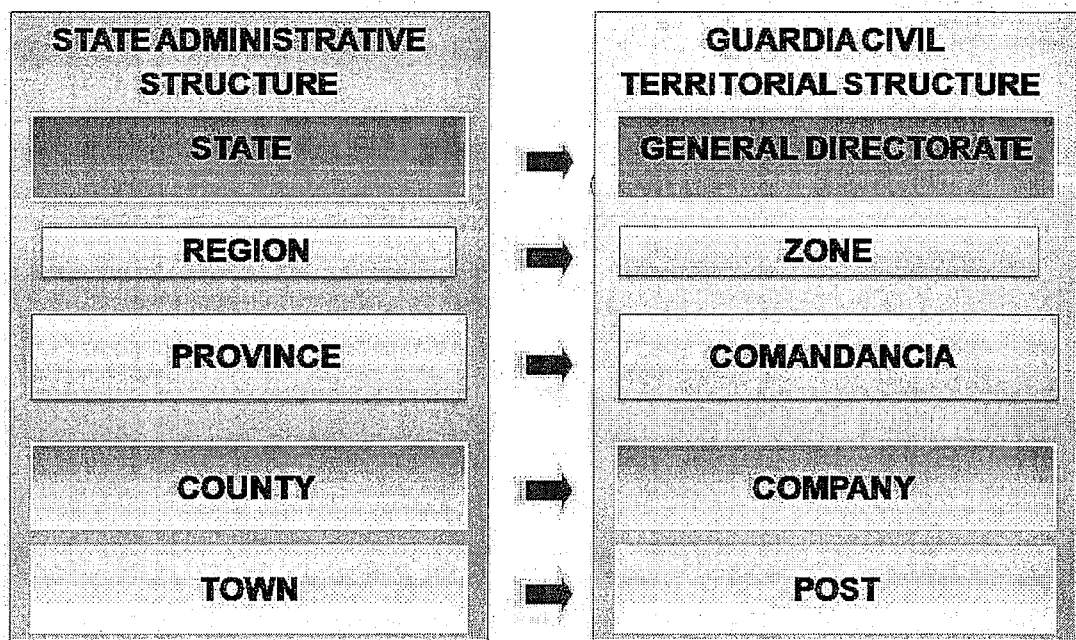
**Figure 1: Peace Operations and the Larger International Environment.**

**Source:** William J. Durch and Tobias C. Berkman, *Twenty-First-Century. Peace Operations: Restoring and Maintaining Peace* (Washington, DC: United States Institute of Peace, 2006), 10.



**Figure 2:** Spanish National Security Forces' territorial competences.

Source: Guardia Civil.



**Figure 3:** Equivalencies between the Spanish administrative distribution and the Guardia Civil territorial units.

Source: Guardia Civil.



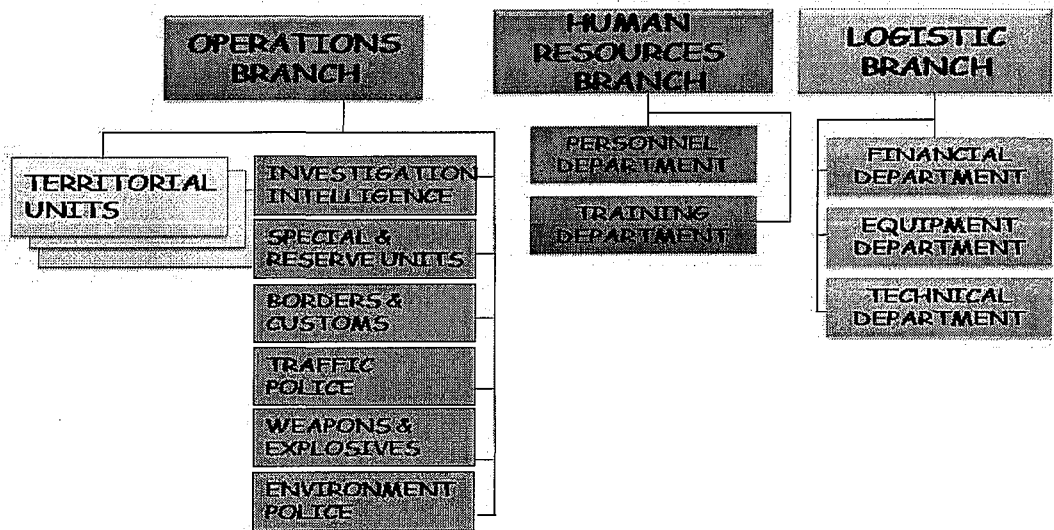
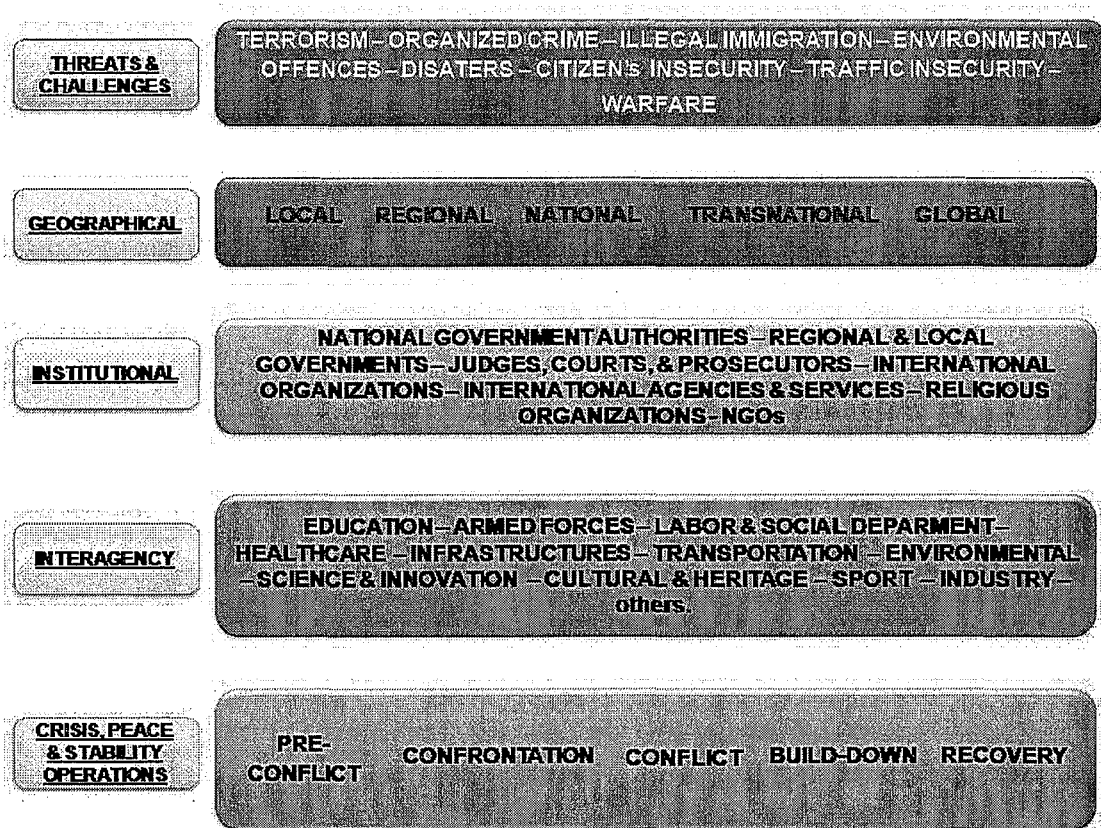


Figure 4: Guardia Civil organization.

Source: Author.



Figures 5: Some planes in which the capabilities of the Guardia Civil may be engaged.

Source: Author.

### **APPENDIX 3**

#### **The Spanish Guardia Civil History<sup>71</sup>**

The Guardia Civil was the first public security force to be created at a national level in Spain. It was established right after the beginning of reign of the Queen Elisabeth II and it was fostered by the moderate government of Gonzalez Bravo in consensus with the other political forces. They understood that the liberal Spanish State needed a public security force to carry out their tasks in all the inland Spanish territory in order to combat the alarming lawlessness in the roads and lands of the country due to the activities of bandits since the War of Independence.

The Force was established by means of the of 28th March and 13th May 1844 Royal Decrees, setting up a public security force of military nature, depending on the Ministry of Interior for its operational activities and on the Ministry of Defense in regards to its organization, discipline, personnel, equipment and salaries. Keeping a broad organizational autonomy, this Force was centralized at the General Headquarters (called Dirección General or Inspección General depending on the period).

The Duke of Ahumada was appointed to organize this new Institution. He was a close collaborator of General Narvaez, a conservative and reputable military man, with a deep knowledge of the Spanish reality and the "inheritor" of the first security project with nationwide scope designed in 1824 by his father, the Marquis of Amarillas. He took as a model the pattern set in France by the Gendarmerie and in Catalonia by the existing Mossos de Escuadra. The Duke of Ahumada personally shaped this new force, endowing it with strict regulations and its famous Code of Practice (Cartilla). This document established the character of the Guardia Civil: strong discipline, sense of sacrifice, meritorious spirit and loyalty. These features provided it with great effectiveness when implementing the tasks

entrusted to it. As a consequence, the subsequent governments relied totally on it and the Force was consolidated and later implemented in the overseas colonies and from 1874 to 1940 it had the exclusive control of the public order. Furthermore, its presence in all sort of humanitarian operations, respect for honor and strictness when implementing its services soon led it to earn the respect and admiration of Spanish people. It was popularly referred to as "Benemérita" (this title was officially adopted by means of the General Order of 4th October, 1929).

The Duke of Ahumada planned the deployment of the personnel in twelve inland regional commands (Tercios) and an insular one (the Force was not represented in the Canary Islands until July, 1898). The territorial enlargement took place by phases, being the provincial level covered in 1846, the district level in 1851 and the municipal level in the Twentieth Century following the main communication lines. Meanwhile, there was a gradual manpower increase, from 3,250 men in 1844 to over 19,000 by the turn of the century and currently it consists of approximately 88,000 men and women. The Post (puesto) is the smallest unit of the Guardia Civil and it is followed in increasing order of size, by Lines (líneas), Companies (compañías), Provincial Commands (Comandancias), Regional Commands (Tercios) and Zones (Zonas), the latter being included by the Order in Council of 20th May, 1926).

The service was under the command of civil authorities, except in wartime or when the public order was in jeopardy, in which cases it was governed by the Army authorities. This dual dependence of the Guardia Civil was the reason of jurisdiction conflicts since its very inception. The 1st July, 1871 amendment strengthened the military nature of the institution and the Provincial Command was consolidated as the link between the General Headquarters and the Posts, to the detriment of the Regional Command. During the First



Republic, there was an attempt to change this dual dependence. Attempts were made the Guardia Civil depend exclusively on the Ministry of Interior (Form Letter 1 5-IV.1873), but this initiative failed upon the arrival of the Restoration and the military administration was reinforced which led the Guardia Civil to become a part of the Army for the first time (Acts of 29-XI-1878, 19-VII-1889). General Franco ratified this integration right after the end of the Civil War (Act of 13-5-1940).

This character of permanent armed force conferred on the Guardia Civil a wide autonomy in implementing its tasks, but, on the other hand it also gave rise to an abusive interpretation of the public order concept by the political class in power during the Restoration. Due to this, the prestige of the Guardia Civil, solidly established during the Nineteenth Century, was seriously damaged, to the extent that, in 1931, some left wing parties asked for its dissolution. This did not happen, but during the Second Republic, the Guardia Civil was split from the Ministry of Defence and was included in the Ministry of Interior. At the beginning of the Civil War, the Force was transformed into the National Republican Guard (Decree 30-VIII-1936). After the civil struggle, the Guardia Civil took over the functions of the Carabinieri Force (Act of 15-3-1940), while the influence of the Army became increasingly stronger with the establishment of the General Staff. Under the auspices of the democracy, the Institution was provided with new regulations according to the Constitution (Basic Law 2/1986 for the Security Forces and Bodies.)

The Force was created with the mission of protecting "people and properties within and outside urban settlements" and always assumed all tasks related to public order protection. As its efficiency become apparent, the Guardia Civil was increasingly assigned with more responsibilities; functions as crime investigation police, customs police, public assistance, rural protection (specifically assumed by means of the 7th July, 1876 Act ) and

military police. There has been no campaign in Spain since 1844 in which the units of the Guardia Civil did not take part, having sometimes a very relevant role, as in the Civil War.

The service was carried out by the innovative method of teams of two officers (parejas) as established in its famous Code of Practice. These teams composed of two officers were responsible for patrolling and monitoring the territory under the jurisdiction of their Post through a comprehensive knowledge of the land and its people. Since its very beginning the Guardia Civil also carried out the policing of roads, adapting its work to the changing times. Therefore, the massive outpouring of cars onto Spanish roads required an organisational action that led to the creation of the Traffic Grouping in 1959. This specialisation was the forerunner of many others that the Guardia Civil currently has for the protection and assistance to people and environment.

Throughout its long history, the Guardia Civil has played an important role in combatting general as well as organised crime, obtaining in most cases remarkable results. This is shown by the fact that they put an end to the Nineteenth Century banditry, the "black hand" anarchy, urban anarchy, the maquis phenomenon in post-war times, as well as its remarkable success in fighting the independence aimed terrorism of ETA, like, for example, the dismantling of its leadership in the French town of Bidart. In addition to this, the Guardia Civil currently renders important services in peacekeeping missions in countries where the United Nations Organization enlists the Spanish presence.

After 166 years of existence, the Guardia Civil is one of the most appreciated Spanish heritages, very closely linked to the Spanish people, who have seen reflected on the Guardia Civil most of their distinguishing marks. It is also an Institution that intends to serve its citizens adapting itself to the modernity of this new era, at the same time that it is required to preserve the traditional virtues that have distinguished its daily work since 1844.

## **APPENDIX 4**

### **The participation of the Guardia Civil in Peace and Stability Operations**

- 1989.- ONUSAL in El Salvador.
- 1992.- Technical Assistance in El SALVADOR.
- 1993.- ONUMOZ in Mozambique.
- 1993.- EUNELSA en SURAFRICA
- 1993.- Embargo operation in the Danubio river.
- 1994.- UEO police component in Mostar (BiH)
- 1994.- Judicial Police in RUANDA (UNAMIR).
- 1995.- Electoral process in PALESTINE.
- 1995.- Escort task of Mr. Pérez Casado. European civil administrator in Mostar.
- 1995.- MINUGUA. Peacekeeping operation in GUATEMALA.
- 1995.- MINUSAL in EL SALVADOR.
- 1996.- IFOR in BOSNIA-HERZEGOVINA (SPABRI).
- 1996.- IPTF in BOSNIA-HERZEGOVINA.
- 1996.- Technical Police Assistance in Angola.
- 1997.- SFOR en BOSNIA-HERZEGOVINA (HQ Sarajevo y DMNSE Mostar)
- 1997.- Technical Police Assistance in GUATEMALA.
- 1997.- Technical Police Assistance in MOZAMBIQUE
- 1997.- Training of Albanian Police (MAPE).
- 1997.- OSCE Mission in Croacia
- 1997.- Escort task of the International High Representative Mr. Westendorp in BiH.
- 1997.- Technical Police Assistance in Nicaragua.
- 1998.- MONUA in Angola.
- 1999.- Technical Police Assistance in Costa Rica.
- 1999.- Security of the refugees' camp in Hamallah (Albania).
- 1999.- TIMOR ORIENTAL (UNAMET)
- 1999.- TIMOR ORIENTAL (UNTAET)
- 1999.- KFOR in Kosovo.
- 1999.- Support to the International Criminal Tribunal for the former Yugoslavia

(investigation of common graves in Kosovo.)

1999.- U.N. Civilian Police component in Kosovo (UNMIK.)

2000.- Oficina del Programa de Irak (no es específicamente una misión de paz)

2000.- Special Security Unit in Kosovo (UNMIK.)

2002.- Security Team of Mr. Francesc Vendrell, the European Union High Representative in Afghanistan. (ISAF)

2002.- U.N. Mission in Timor-Leste (UNMISET).

2003.- E.U. Police Mission in Bosnia i Herzegovina. (EUPM).

2003.- IRAK. Spanish Brigade *Plus Ultra*.

2003.- IRAK . Police Advisor of the Iraqi Interior Ministry.

2004.- Military Police in the European Mission in BiH (EUFOR-Althea):

- Military Police in the HQ in Sarajevo.

- Military Police in the Multinational Task Force South East, MNTF-SE-PM, in Mostar.

2004.- E.U. Police Mission in FYROM (EUPOL-Proxima).

2004.- United Mission Stabilization in Haiti (MINUSTAH).

2006.- International Security Assistance Force (ISAF) in Afghanistan:

- Provincial Reconstruction Team (PRT) Military Police in Qala I Naw.

- Forward Operative Base Military Police in Herat.

- Security Unit at Kabul Airport (2009).

- Police Operative Mentoring and Liason Team within Nato Training Mission (2010).

2006.- E.U. Border Assistance Mission in Rafah (Gaza).

2008.- E.U. Security Observer Mission in Georgia.

2010.- Spanish Humanitarian Assistance in Haiti's earthquake (Operation *Hispaniola*)

## Notes

<sup>1</sup> Doctor Rafael Grasa Hernández considers that human security is a set of symptoms and a strategy, but it can not be considered either a concept or a doctrine. Nevertheless, through this paper, human security will be referred as a term, concept or doctrine, indistinctly. Doctor Grasa is a professor in International Relations at the University of Barcelona (Spain), Barcelona's Institute for International Studies (IBEI), and Barcelona Center for International Studies (CIDOB). He published his paper in the following reference: Rafael Grasa Hernández, "The links between Security, Peace and Development: The evolution of Human Security." *CIDOB Journal of International Affairs*, 76 (February 2007): 12, [http://www.cidob.org/es/publicaciones/revistas/revista\\_cidob\\_d\\_afers\\_internacionals/num\\_76\\_seguridad\\_humana\\_conceptos\\_experiencias\\_y\\_propuestas](http://www.cidob.org/es/publicaciones/revistas/revista_cidob_d_afers_internacionals/num_76_seguridad_humana_conceptos_experiencias_y_propuestas) (accessed October 26, 2009).

<sup>2</sup> United Nations Development Programme (UNDP), Human Development Report 1994: *New dimensions of human security* (New York: Oxford University Press, 1994), 24, [http://hdr.undp.org/en/media/hdr\\_1994\\_en\\_chap2.pdf](http://hdr.undp.org/en/media/hdr_1994_en_chap2.pdf) (accessed January 15, 2010).

<sup>3</sup> See note n° 2. Rafael Grasa Hernández, "The links between Security, Peace and Development: The evolution of Human Security." *CIDOB Journal of International Affairs*, 76 (February 2007), [http://www.cidob.org/es/publicaciones/revistas/revista\\_cidob\\_d\\_afers\\_internacionals/num\\_76\\_seguridad\\_humana\\_conceptos\\_experiencias\\_y\\_propuestas](http://www.cidob.org/es/publicaciones/revistas/revista_cidob_d_afers_internacionals/num_76_seguridad_humana_conceptos_experiencias_y_propuestas) (accessed October 26, 2009).

<sup>4</sup> Dr. Grasa refers to Mahbub ul Haq the new vision of human development. Rafael Grasa Hernández, "The links between Security, Peace and Development: The evolution of Human Security." *CIDOB Journal of International Affairs*, 76 (February 2007): 12, [http://www.cidob.org/es/publicaciones/revistas/revista\\_cidob\\_d\\_afers\\_internacionals/num\\_76\\_seguridad\\_humana\\_conceptos\\_experiencias\\_y\\_propuestas](http://www.cidob.org/es/publicaciones/revistas/revista_cidob_d_afers_internacionals/num_76_seguridad_humana_conceptos_experiencias_y_propuestas) (accessed October 26, 2009). as the (pg 12 de Grassa)

<sup>5</sup> Mr. Javier Solana de Madariaga was the High Representative for the Common Foreign and Security Policy from October 1999 till December 2009. Previously, Mr. Solana was the Secretary General of NATO from 1995 to 1999.

<sup>6</sup> European Union,. European Consilium, *A secure Europe in a better world. European Security Strategy* (Brussels: European Union, 2003), 2, <http://www.consilium.europa.eu/uedocs/cmsUpload/78367.pdf> (accessed January 02, 2010).

<sup>7</sup> United Nations. General Assembly. *A/RES/41/128. Declaration on the Right to Development* (New York: United Nations, 1986), <http://www.un.org/documents/ga/res/41/a41r128.htm> (accessed January 02, 2010).

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<sup>8</sup> United Nations Development Programme (UNDP), Human Development Report 1994: *New dimensions of human security* (New York: Oxford University Press, 1994), 22, [http://hdr.undp.org/en/media/hdr\\_1994\\_en\\_chap2.pdf](http://hdr.undp.org/en/media/hdr_1994_en_chap2.pdf) (accessed January 15, 2010).

<sup>9</sup> The necessity of the multilateralism implies that it is no viable for any state to establish unrestricted national sovereignty. Multilateralism also implies that nobody has a monopoly of being right, and the assertion of unilateral rights of action inevitably leads to conflicting claims by other actors. United Nations Development Programme (UNDP). Commission on Human Security, *Human Security Now* (New York: Commission on Human Security, 2003), 12, <http://www.humansecurity-chs.org/finalreport/English/FinalReport.pdf> (accessed January 15, 2010).

<sup>10</sup> The most relevance paper is the Ministry of Foreign Affairs and Cooperation's (MAEC) Master Plan for Spanish Cooperation 2005-2008. Another important paper is the Peace Building Strategy Paper: Spanish Development Cooperation.

Mabel González Bustelo and Mariano Aguirre, "Cross-sector Peacebuilding Capacities. Country case Study: Spain." *Initiative for Peacebuilding* (November 2008): 6, [http://www.initiativeforpeacebuilding.eu/pdf/Cross\\_sector\\_peacebuilding\\_capacities.pdf](http://www.initiativeforpeacebuilding.eu/pdf/Cross_sector_peacebuilding_capacities.pdf) (accessed January 15, 2010).

<sup>11</sup> The Minister of Interior mentioned the "human security" concept during his address to the Congress of the Spanish Parliament on June, 28, 2008. He explained the Master Guidelines for the Ministry of the Interior from 2008 till 2012.

<sup>12</sup> The United Nations' Report establishes literally as follows: "*In its first 60 years, the United Nations has made crucial contributions to reducing or mitigating these threats to international security. While there have been major failures and shortcomings, the record of successes and contributions is underappreciated. This gives hope that the Organization can adapt to successfully confront the new challenges of the twenty-first century.*

*The primary challenge for the United Nations and its members is to ensure that, of all the threats in the categories listed, those that are distant do not become imminent and those that are imminent do not actually become destructive. This requires a framework for preventive action which addresses all these threats in all the ways they resonate most in different parts of the world. Most of all, it will require leadership at the domestic and international levels to act early, decisively and collectively against all these threats - from HIV/AIDS to nuclear terrorism - before they have their most devastating effect.*

*In describing how to meet the challenge of prevention, we begin with development because it is the indispensable foundation for a collective security system that takes prevention seriously. It serves multiple functions. It helps combat the poverty, infectious disease and environmental degradation that kill millions and threaten human security. It is vital in helping States prevent or reverse the erosion of State capacity, which is crucial for meeting almost every class of threat. And it is part of a long-term strategy for preventing civil war and for addressing the environments in which both terrorism and organized crime flourish".*

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United Nations, *Report of the Secretary-General's High-level Panel on Threats, Challenges and Change*. A more secure world: Our shared responsibility, December 2, 2004, 2-3, <http://www.un.org/secureworld/report2.pdf> (accessed January 15, 2010).

<sup>13</sup> U.S. Department of Defense, *Capstone Concept for Joint Operations, versión 3.0*, January 15, 2009, 7 [http://www.dtic.mil/futurejointwarfare/concepts/approved\\_ccjov3.pdf](http://www.dtic.mil/futurejointwarfare/concepts/approved_ccjov3.pdf) (accessed January 15, 2010).

<sup>14</sup> European Union,. European Consilium, *A secure Europe in a better world. European Security Strategy* (Brussels: European Union, 2003), 3-5, <http://www.consilium.europa.eu/uedocs/cmsUpload/78367.pdf> (accessed January 02, 2010).

<sup>15</sup> Chinese Government, *China's National Defense in 2008*, January, 2009, [http://www.gov.cn/english/official/2009-01/20/content\\_1210227\\_3.htm](http://www.gov.cn/english/official/2009-01/20/content_1210227_3.htm) (accessed January 15, 2010).

<sup>16</sup> NATO. Riga Summit Declaration, Comprehensive Political Guidance, November 29, 2006, <http://www.nato.int/docu/pr/2006/p06-150e.htm> (accessed January 15, 2010).

<sup>17</sup> Spanish Government Presidency. National Defense Directive 1/2008, December, 2008, [http://www.armada.mde.es/ArmadaPortal/page/Portal/ArmadaEspañola/documentacion\\_reglamentos/07\\_directiva\\_defensa\\_nacional](http://www.armada.mde.es/ArmadaPortal/page/Portal/ArmadaEspañola/documentacion_reglamentos/07_directiva_defensa_nacional) (accessed January 29, 2010)

<sup>18</sup> Charles-Philippe David, *Guerra y Paz: Enfoque contemporáneo sobre la seguridad y la estrategia*. (Barcelona: Icaria Editorial, 2008), 29.

<sup>19</sup> Frank G.Hoffman defines the current new threats as “hybrid threats,” in his book *Conflict in the 21<sup>st</sup> Century: The Rise of Hybrid Wars*. The author considers that hybrid threats incorporate a full range of different modes of warfare including conventional capabilities, irregular tactics and formations, terrorist acts including violence and coercion, and criminal disorder. Hybrid Wars can be conducted by both states and a variety of non-state actors. Frank G. Hoffman, *Conflict in the 21<sup>st</sup> Century: The Rise of Hybrid Wars* (Potomac Institute for Policy Studies, December 2007), 8.

<sup>20</sup> U.S. Department of Defense. *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations*. Directive 3000.05, November 28, 2005, [http://faculty.nps.edu/dl/HFN/documents/DoD\\_Directive\\_d300005p.pdf](http://faculty.nps.edu/dl/HFN/documents/DoD_Directive_d300005p.pdf) (accessed January 29, 2010)

<sup>21</sup> Nina Serafino, researcher of the U.S. Congress, points out the importance of considering the SSTR operations as a core U.S. military mission because this fact implies that SSTR operations are elevated at the same level as

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combat missions. Nina Serafino, *Peacekeeping and Related Stability Operations: Issues of U.S. Military Involvement*, CRS Report for Congress IB94040. (Washington, DC: Congressional Research Service, May 18, 2006), 1, <http://search.ebscohost.com/>.

<sup>22</sup> U.N. Department of Peacekeeping Operations, *U.N. Peacekeeping Operations. Principles and Guides* (New York: United Nations Secretariat, 2008), 17-20, [http://pbpu.unlb.org/pbps/Library/Capstone\\_Doctrine\\_ENG.pdf](http://pbpu.unlb.org/pbps/Library/Capstone_Doctrine_ENG.pdf) (accessed January 29, 2010).

<sup>23</sup> Conflict prevention involves the application of structural or diplomatic measures to keep intra-state or inter-state tensions and disputes from escalating into violent conflict.

<sup>24</sup> Peacemaking generally includes measures to address conflicts in progress and usually involves diplomatic action to bring hostile parties to negotiated agreement.

<sup>25</sup> Peace enforcement involves the application, with the authorization of the Security Council, of a range of coercive measures, including the use of military force. Such actions are authorized to restore international peace and security in situations where the Security Council has determined the existence of threats to the peace, breach of the peace or act of aggression.

<sup>26</sup> Peacebuilding involves a range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and lay the foundation for sustainable peace and development. Peacebuilding is a complex, long-term process of creating the necessary conditions for sustainable peace. It works by addressing the deep-rooted, structural causes of violent conflict in a comprehensive manner. Peacebuilding measures address core issues that effect the functioning of society and the state, and seek to enhance the capacity of the state to effectively and legitimately carry out its core functions.

<sup>27</sup> NATO, Crisis Management, [http://www.nato.int/cps/en/natolive/topics\\_49192.htm](http://www.nato.int/cps/en/natolive/topics_49192.htm) (accessed January 30, 2010).

<sup>28</sup> By contrast, NATO Treaty Article 5 determines as follows: *"The Parties agree that an armed attack against one or more of them in Europe or North America shall be considered an attack against them all and consequently they agree that, if such an armed attack occurs, each of them, in exercise of the right of individual or collective self-defence recognised by Article 51 of the Charter of the United Nations, will assist the Party or Parties so attacked by taking forthwith, individually and in concert with the other Parties, such action as it deems necessary, including the use of armed force, to restore and maintain the security of the North Atlantic area."*



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*Any such armed attack and all measures taken as a result thereof shall immediately be reported to the Security Council. Such measures shall be terminated when the Security Council has taken the measures necessary to restore and maintain international peace and security".* The North Atlantic Organization, *The North Atlantic Treaty* (Washington DC: NATO, 1949), [http://www.nato.int/cps/en/natolive/official\\_texts\\_17120.htm](http://www.nato.int/cps/en/natolive/official_texts_17120.htm) (accessed March 03, 2010).

<sup>29</sup> These are multi-functional operations conducted impartially in support of a UN/OSCE mandate or at the invitation of a sovereign government involving military forces and diplomatic and humanitarian agencies and are designed to achieve long-term political settlement or other conditions specified in the mandate. They include peacekeeping and peace enforcement as well as conflict prevention, peacemaking, peace building and humanitarian operations.

<sup>30</sup> Peacekeeping: peacekeeping operations are generally undertaken under Chapter VI of the UN Charter and are conducted with the consent of all Parties to a conflict to monitor and facilitate implementation of a peace agreement.

<sup>31</sup> Peace enforcement: peace enforcement operations are undertaken under Chapter VII of the UN Charter. They are coercive in nature and are conducted when the consent of all Parties to a conflict has not been achieved or might be uncertain. They are designed to maintain or re-establish peace or enforce the terms specified in the mandate.

<sup>32</sup> Conflict prevention: Activities aimed at conflict prevention are normally conducted under Chapter VI of the UN Charter. They range from diplomatic initiatives to preventive deployments of forces intended to prevent disputes from escalating to armed conflicts or from spreading. Conflict prevention can also include fact-finding missions, consultations, warnings, inspections and monitoring. NATO makes full use of partnership, co-operation and dialogue and its links to other organizations to contribute to preventing crises and, should they arise, defusing them at an early stage.

<sup>33</sup> Peacemaking: Peacemaking covers diplomatic activities conducted after the commencement of a conflict aimed at establishing a cease-fire or a rapid peaceful settlement. They can include the provision of good offices, mediation, conciliation and such actions as diplomatic pressure, isolation or sanction.

<sup>34</sup> Peace building: Peace building covers actions which support political, economic, social and military measures and structures aiming to strengthen and solidify political settlements in order to redress the causes of a conflict. This includes mechanisms to identify and support structures which can play a role in consolidating peace, advance a sense of confidence and well-being and supporting economic reconstruction.

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<sup>35</sup> Humanitarian operations: Humanitarian operations are conducted to alleviate human suffering. Humanitarian operations may precede or accompany humanitarian activities provided by specialized civilian organizations.

<sup>36</sup> European Union, Consilium, *Treaty on European Union* (Brussels: European Union, 1992), <http://www.consilium.europa.eu/uedocs/cmsUpload/Treaty%20on%20European%20Union%20-%20Title%20V.pdf> (accessed January 30, 2010).

<sup>37</sup> U.S. Department of Defense. *Stability Operations*. Instruction 3000.05, September 16, 2009, <http://www.dtic.mil/whs/directives/corres/pdf/300005p.pdf> (accessed January 30, 2010).

<sup>38</sup> United States Institute of Peace, United States Army Peacekeeping and Stability Operations Institute, *Guiding Principles for Stabilization and Reconstruction* (Washington, DC: United States Institute of Peace Press, 2009), 1-5, [http://pksoi.army.mil/doctrine\\_concepts/documents/other/Guiding\\_Principles\\_for\\_Stabilization.pdf](http://pksoi.army.mil/doctrine_concepts/documents/other/Guiding_Principles_for_Stabilization.pdf) (accessed January 30, 2010).

<sup>39</sup> Although Johan Galtung wrote in one of his books fifteen definitions for “development”, in this paper the “development” term refers to the UN’s definition. UN definition is more focused on human being and development is defined as an array of activities that enhances the ability of all human beings to reach their highest potential. Galtung’s book is the following: Johan Galtung, *Peace by peaceful means: peace and conflict, development and civilization* (Oslo: International Peace Research Institute, 1996), 127-139. The U.N. definition is in the following paper: United Nations, *Human Resources Development* (New York: UN Secretariat, August, 1995), 3, <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan000780.pdf> (accessed January 30, 2010).

<sup>40</sup> William J. Durch is a senior associate at the Stimson Center, with stints as project director for the Panel on UN Peace Operations, and scientific adviser to the U.S. Defense Threat Reduction Agency..

<sup>41</sup> Tobias C. Berkman is a joint degree candidate in law and international security at Harvard Law School and the John F. Kennedy School of Government.

<sup>42</sup> See Picture 1.

<sup>43</sup> Johan Galtung is a Norwegian sociologist and a founder of the discipline of Peace and conflict studies. He has written more than one hundred publications related to the study of the conflicts and the violence. Galtung consider that development is related with peace building in a broad sense. He wrote about the “negative violence” and the “positive violence” concepts. Galtung determines that development can be reached when positive violence is achieved and the reconstruction, reconciliation, and resolution are implementes. Johan

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Galtung, *After Violence: 3R, Reconstruction, Reconciliation, Resolution: Coping with Visible and Invisible Effects of War and Violence*, TRANSCEND: A Peace and Development Network, 53-63.  
<http://classweb.gmu.edu/hwjeong/Conf702/Galtung.%20After%20violence.pdf>. (accessed November 2, 2009).

<sup>44</sup> The Spanish National Security Forces are composed by the Guardia Civil Corps and the National Police Corps. The first one has military status and the second one has civilian status. Moreover, there are several regional Police Bodies- Ertxaintxa, Mossos d'Esquadra, Foral Police – and nearly 2,000 local Polices Bodies. Nevertheless, the only Bodies with National competences are the Guardia Civil and the National Police. The Spanish Security Forces are regulated by the Law 2/86, May 13<sup>th</sup>, 1986.

<sup>45</sup> The mission of the Spanish Security Forces is regulated by the article 104 of the Spanish Constitution, December 27th, 1978.

<sup>46</sup> It is worth mentioning that the overseas territories in America and Asia were considered as Spanish territories at that time. Therefore, the Guardia Civil deployed some units throughout peninsular and overseas territories.

<sup>47</sup> It is the Law which regulates the Spanish Security Forces in Spain.

<sup>48</sup> Spain has 8,101 municipalities. The Spanish Guardia Civil Corps covers and protects 7,145 municipalities.

<sup>49</sup> Articles 11 and 12 of the Law 2/86, May 13<sup>th</sup>, 1986.

<sup>50</sup> The first three tasks are shared with the National Police Corps, the rest of them are exclusively responsible of the GC.

<sup>51</sup> Article 15 of the Law 2/86, May 13<sup>th</sup>, 1986.

<sup>52</sup> See Picture 3.

<sup>53</sup> See Picture 4.

<sup>54</sup> See Picture 5.

<sup>55</sup> In the local area it is included the different settings of the populated landscape, such as the rural, urban, burgeons, and touristic area.

<sup>56</sup> Transnational extension refers to several countries in the same area or region.

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<sup>57</sup>The European Gendarmerie Force (EFG) is an initiative of 5 EU Member States - France, Italy, The Netherlands, Portugal and Spain – aimed at improving the crisis management capability in sensitive areas. Since Wednesday, 17th December 2008, the High Level Interdepartmental Committee Meeting (CIMIN) decided to welcome the Romanian Gendarmerie to become a full member of the EGF. Therefore the EGF consists from that moment of 6 member states.

EGF responds to the need to rapidly conduct all the spectrum of civil security actions, either on its own or in parallel with the military intervention, by providing a multinational and effective tool. The EGF will facilitate the handling of crisis that require management by police forces, usually in a critical situation, also taking advantage from the experience already gained in the relevant peace-keeping missions.

EGF goal is to provide the International Community with a valid and operational instrument for crisis management, first and foremost at disposal of EU, but also of other International Organizations, as NATO, UN and OSCE, and ad hoc coalitions. <http://www.eurogendfor.org/>

<sup>58</sup> The FIEP (French acronym for France-Italie-Espagne-Portugal, which are the first four foundational members) is an association consisting of the police forces with military status of the Euro-Mediterranean area. Founded in 1994, it included then the French National Gendarmerie, the Italian Carabinieri Corps and the Spanish Guardia Civil. It was quickly joined by the Portuguese National Republican Guard in 1996, then by the Turkish Gendarmerie in 1998, the Dutch Royal Marechaussee and the Moroccan Royal Gendarmerie both in 1999, and finally by the Romanian Gendarmerie in 2002. The Argentinian Gendarmerie and the Chilean Carabineros joined the association as associated members in October 2005.

The association of these seven institutions aims at promoting an innovative and active reflection on the forms of police co-operation, and to value their model of organization and structures abroad. The two major stakes of the association are:

- The development of the capacity to be recognized, at the level of European authorities, as a forum and a structure of separate police co-operation, capable of leading concrete actions,
- The will to pursue works begun with the European members of the FIEP, concerning the definition and establishment of an European police force, to operate in a context of regional crisis in Europe. This reflection perfectly comes within the framework of the European policy on security and defense (PESD), of which outlines are currently in the process of definition. FIEP countries which are not members of the EU are associated to works in the perspective of additional contributions.

<http://www.fiep-asso.org/common/activities/index.htm#aimsandstakes>

<sup>59</sup> Non-governmental organizations.

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<sup>60</sup> In this case the term “armed forces sector” refers to the facilities and personnel that are stationed within the Spanish territory and are linked to the Guardia Civil in their non-operative activities.

<sup>61</sup> U.S. Department of Defense. *Stability Operations*. Instruction 3000.05, September 16, 2009, 2 <http://www.dtic.mil/whs/directives/corres/pdf/300005p.pdf> (accessed January 30, 2010).

<sup>62</sup> Terrence Kelly and others, *A Stability Police Force for the United States: Justification and Options for Creating U.S. Capabilities* (Santa Monica, CA: Rand, 2009), 15, [http://www.rand.org/pubs/monographs/2009/RAND\\_MG819.pdf](http://www.rand.org/pubs/monographs/2009/RAND_MG819.pdf) (accessed January 30th, 2010).

<sup>63</sup> Alan T. Ivy is a FBI Supervisory Special Agent and Colonel Hurst is a U.S. Special Forces officer who wrote a paper titled “Formalizing law enforcement procedures for DoD Units conducting combat operations”. This paper was written when both authors were assisting as students the Marine Corps War College in Quantico, 2009. The paper was awarded with the Department of the Secretary of Defense, FY 2007-2008.

<sup>64</sup> Alan T. Ivy and Kenneth J. Hurst, “Formalizing law enforcement procedures for DoD Units conducting combat operations” (master’s thesis, Marine Corps University, 2008), 15-16, <http://www.mcu.usmc.mil/Student%20Research/DepSecDef%20Initiative%20Award%20Winner.pdf>.

<sup>65</sup> Admiral Mullen was sworn in as the 17th Chairman of the Joint Chiefs of Staff on October 1, 2007. He serves as the principal military advisor to the President, the Secretary of Defense, the National Security Council and the Homeland Security Council.

<sup>66</sup> U.S. Department of Defense, *Capstone Concept for Joint Operations, versión 3.0*, January 15, 2009, 16 [http://www.dtic.mil/futurejointwarfare/concepts/approved\\_ccjov3.pdf](http://www.dtic.mil/futurejointwarfare/concepts/approved_ccjov3.pdf) (accessed January 15, 2010).

<sup>67</sup> Alan T. Ivy and Kenneth J. Hurst, “Formalizing law enforcement procedures for DoD Units conducting combat operations” (master’s thesis, Marine Corps University, 2008), 16, <http://www.mcu.usmc.mil/Student%20Research/DepSecDef%20Initiative%20Award%20Winner.pdf>.

<sup>68</sup> U.S. Department of Defense, Quadrennial Defense Review Report (Washington DC: U.S. Department of Defense, 2010), 18-20.

<sup>69</sup> U.S. Department of Homeland Security, Quadrennial Homeland Security Review Report (Washington DC: U.S. Department of Homeland Security, 2010), 72-73.

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70 It is one of the conclusions established in the Rand paper about U.S. stability forces. Terrence Kelly K, Jones, Seth G., Barnet II, James E., Crane, Keith, Davis, Robert C., Jensen, Carl, *A Stability Police Force for the United States: Justification and Options for Creating U.S. Capabilities*. (Santa Monica, CA: Rand, 2009), 163-165 [http://www.rand.org/pubs/monographs/2009/RAND\\_MG819.pdf](http://www.rand.org/pubs/monographs/2009/RAND_MG819.pdf) (accessed January 30, 2010).

<sup>71</sup> Guardia Civil, ORIS, <http://www.guardiacivil.org/historia/history.jsp>.

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[http://www.initiativeforpeacebuilding.eu/pdf/Cross\\_sector\\_peacebuilding\\_capacities.pdf](http://www.initiativeforpeacebuilding.eu/pdf/Cross_sector_peacebuilding_capacities.pdf) (accessed January 15, 2010).
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