

THE GENERAL STAFF OF THE GUARDIA CIVIL 75 YEARS OF HISTORY

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COMANDANTE OF SPANISH GUARDIA CIVIL. GENERAL STAFF OF THE GUARDIA CIVIL

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SUMMARY

Since the Guardia Civil was founded in 1844, there have always been advisory and support bodies at the highest level of the institution. These units, which over the years have had different structures - organised into Sections or Departments depending on the period - were traditionally called "Secretariats".

This changed in 1940 when, by an Order of the then Minister of the Army, a "General Staff" was created in the Guardia Civil along the lines of those existing in the large military units. Throughout its first half-century of life (1940-1991), this Unit consolidated its position as a key element in the evolution and organisational transformation of the Force.

In 1997, barely five years after its abolition, the General Staff was restored to the organisational structure of the General Headquarters of the Guardia Civil. Since then, over the last 25 years, it has focused its efforts on advising the heads of the Commands directly linked to operations and operational services, thus reporting to the Deputy Directorate for Operations (DAO).

Keywords: Guardia Civil, General Headquarters of the Guardia Civil, Operations Division, Deputy Directorate for Operations, General Staff of the Guardia Civil.

Since their emergence in the 18th century, "general staffs" have been common structures in all military organisations. These units, based on functional and collaborative work processes, are responsible for gathering the necessary information to provide technical advice to senior management in decision-making, help to issue and distribute the appropriate orders so that any mission can be carried out with the greatest guarantee of success, and ensure that these orders are carried out.

The origin of the General Staff in the Guardia Civil dates back to some months after the end of the Spanish Civil War (1936-1939). In April 1940, an Order of the then Minister of the Army reorganising the General Headquarters of Guardia Civil (DGGC) mentioned for the first time the creation of a General Staff of the Guardia Civil (GS).

With the promulgation of Decree 1088 of 18 April 1975, which reorganised the General Headquarters, and once the Order of the Ministry of the Army that had created it had been repealed, the General Staff continued to exercise its functions within the structure of the DGGC, carrying out its main function as the main auxiliary body to the head of the DGGC.

After undergoing various transformations, finally, as a result of a new reorganisation of the General Headquarters' structure in 1991, the General Staff as a unit was abolished, with its advisory tasks being spread among different bodies and its subordinate units coming under the then newly created Sub-Directorate General for Operations.

The influence of that General Staff, and of the Army officers who initially formed part of it -many of them General Staff graduates- left a strong imprint that is still recognisable in the Guardia Civil, an armed institute of a military nature that maintains the dual foundational dependence on the Ministries of the Interior and Defence.

Barely five years later, in 1997, the General Staff was introduced again into the structure of the Force, but since then it has been linked to the operations and services area, thus subordinated to the Sub-Directorate General for Operations, a body which has now been renamed the Deputy Directorate for Operations (DAO).

Today, its essential mission remains as it still is “the main auxiliary body of the DAO, the Operations Command (MOP) and the Border and Maritime Police Command (MAFRONT)” and it is responsible for “providing the necessary elements of judgement to support its decisions, translating them into orders and ensuring their implementation”¹ (Figure 1).

The General Staff is responsible for informing and technically advising the command, translating its decisions into procedures and service orders, and supervising their implementation. To this end, it gathers all the information necessary to take decisions and thus issues the appropriate orders for these decisions to be carried out with the greatest guarantees of success, which are transmitted by means of an effective dissemination procedure. In addition, it studies and embodies in its strategies plans and service orders to deal with future contingencies.



Figure no. 1². Organisational chart of the DGGC.

- 1 Its tasks are set out in article 4.5 of Royal Decree 734/2020, of 4 August, which establishes the organisational structure of the Ministry of the Interior. Available at: https://www.boe.es/diario_boe/txt.php?id=BOE-A-2020-9138 (as per 8 January 2022).
- 2 All the charts that appear on this report have been created by its author.

Although these tasks have a large influence on the structure of the Institution, it currently coexists with other advisory bodies at the highest level of the organisation — the Technical Office (GT) under the Director General and the Technical Secretariats of the Personnel (MAPER) and Support (MAPO) Commands—.

The main objective of this article is to outline the history of the Guardia Civil's General Staff since its creation in 1940, on the assumption that this important unit of the Force has been the pivot for most of the operational tasks of the Institution since then.

This document also aims to recognise all the members of the Guardia Civil who have formed part of the General Staff on the occasion of the 25th anniversary of its reintroduction into the organic structure of the Force. This came about with the promulgation of the Ministerial Order of 6 June 1997, which established the functions of the sections of the DGGC in developing a new structure as planned a few months earlier for the Ministry of the Interior.³

The content of this article reflects some of the ideas gathered by the author during interviews with two of the last Army officers, General Staff graduates, who served in the Guardia Civil. The testimonies of Infantry Generals Andrés Cassinello Pérez⁴ and Carlos Rubio Delgado⁵ evidence the enthusiasm and enormous respect for the Force of that group of officers who served for long periods of their professional careers in the General Staff of the Guardia Civil.

1. STRUCTURE OF THE GENERAL HEADQUARTERS OF THE GUARDIA CIVIL IN 1939

During the war, the Guardia Civil, like the rest of the country, was divided in a matter of days. Although as an institution it remained loyal to the legally established power, it disappeared a few days after the start of the armed conflict. The Popular Front government, after dissolving the Force, transformed it, by the Decree of 30 August 1936, into the Republican National Guard (GNR). However, in the area controlled by the so-called “nationalist faction”, the name Guardia Civil was kept for those who joined the rebel faction.

After the end of the war, in May 1939 the General Inspectorate, which had moved to Valladolid, moved back to Madrid, settling in the Infanta María Teresa School, located in what is now called Príncipe de Vergara Street.

3 RD 1885/1996, of 2 August, which develops the organic structure of the Ministry of the Interior. Available at: <https://www.boe.es/buscar/doc.php?id=BOE-A-1996-18075> (visited on 12 February 2022).

4 Andrés Cassinello Pérez was twice seconded to the General Staff of the Guardia Civil. Between 1978 and 1983 as head of the 2nd Section (Information) with the rank of lieutenant colonel and colonel. Subsequently, having attained the rank of brigadier general, he took charge of the GS between 1984 and 1986.

5 Carlos Rubio Delgado's professional career started as a commander in the General Staff of the DGGC. Between 1982 and 1991 as major, lieutenant colonel and colonel in the 1st (Personnel) and 3rd (Operations) Sections. Subsequently, following the abolition of the Ge he continued to serve in the Technical Secretariat of the Sub-Directorate General for Operations. In 1992, after his promotion to brigadier general, he was assigned to the Technical Office, from where he was transferred to standby reserve in 1996.

During those months, the Institute, like the rest of the state bodies, had to recover from the serious wounds suffered during the war, trying to gradually regain normality in a completely devastated scenario.

Following the appointment, in September 1939, of Major General Eliseo Álvarez-Arenas as Inspector General of the Force [the name by which the Director General was known at the time], the first major reorganisation of the General Headquarters after the civil war took place, which is described in Circular No. 35 (Figure No. 2), dated October of the same year.

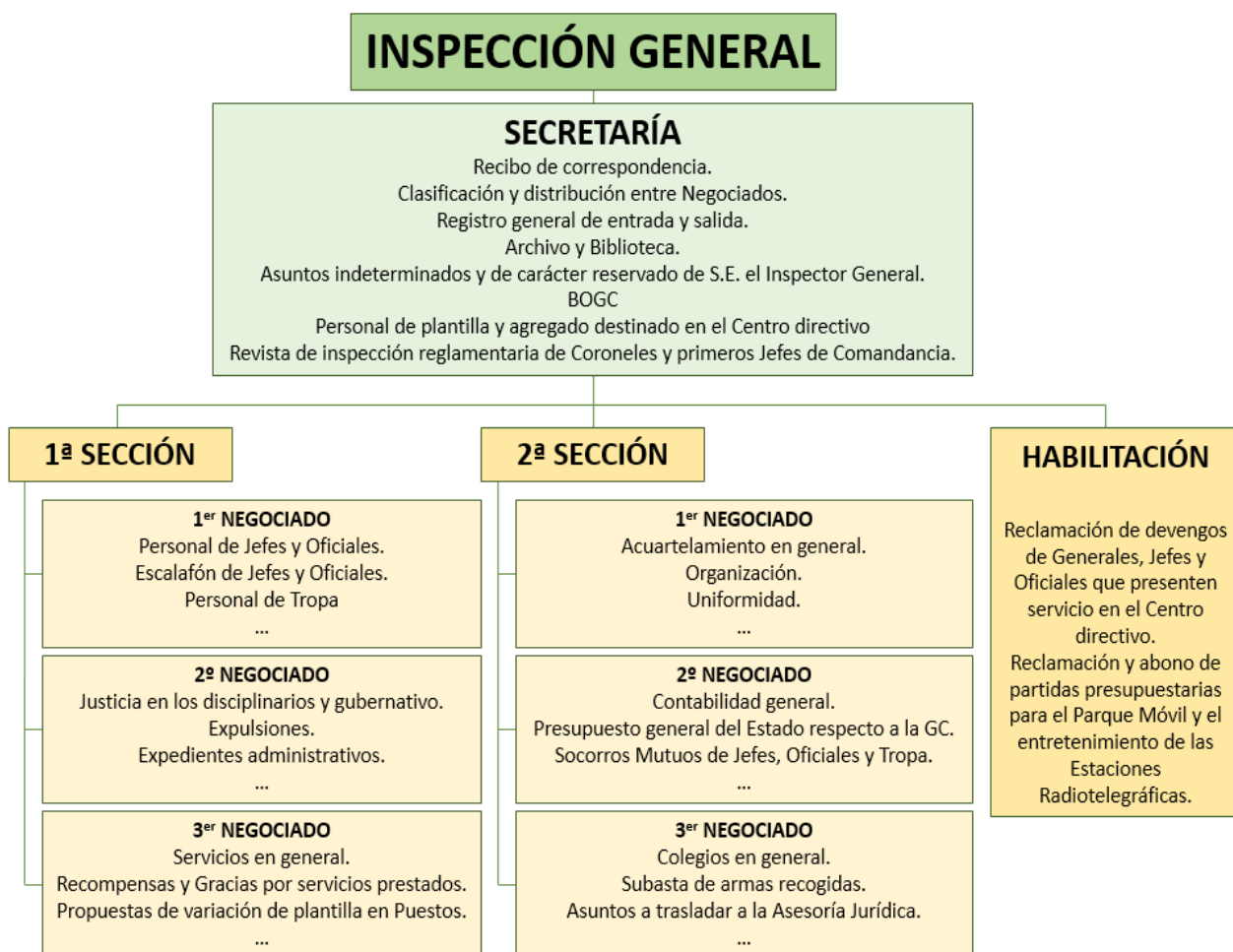


Figure no. 2. IGGC according to Circular nº 35 of October 1939.

The Secretariat - a body for direct coordination and advice to the Inspector General - was organised into two Sections - each with three departments - and a Paymaster's Office. Matters to be dealt with were distributed according to their scope in a very detailed manner, so that the colonels commanding the divisions of the Guardia Civil (Tercios) and the Schools, and the Commanders of the provincial headquarters (comandancias) could take it into account when sending their correspondence. (BOGC no. 11, of 1 November 1939, p. 435).

A study of their duties shows that the 1st Section was responsible for personnel and service matters; the 2nd for quartering, accounting, organisation and schools; and the Paymaster's Office for the salaries of generals, commanders and officers.

2. 1940-1941: CREATION OF THE GENERAL STAFF OF THE GUARDIA CIVIL

During 1940, the Force underwent a new major transformation due to the entry into force of the "Law of Refoundation" of 15 March, known as the "Grafting Law", in which, in addition to restoring the name of the governing body as General Headquarters⁶, the integration of the Carabinieri Force⁷ into the Guardia Civil Force is to be highlighted, converting the former General Inspectorate of Carabinieri into a Section of the new DGGC.

According to this law, the force was commanded by a general officer of the Army. Also, in order to advise and assist it in its decision-making, it was provided with a "General Staff", a unit that was mainly made up of officers and commanders from the different branches of the Army, which led, on the one hand, to the Army taking de facto control of the Force and, on the other hand, to the General Staff becoming, from its creation, the main decision-making and advisory body of the General Headquarters (López Corral, 2010).

At the structural level, the Minister of the Army, Lieutenant General José Enrique Varela Iglesias, issued the Order of 8 April 1940⁸, which reorganised the General Headquarters "on a provisional basis" once the Guardia Civil and Carabineros Forces had been integrated into a single force.

The structure initially defined consisted of a Secretariat, the General Staff itself, a Legal Department and two General Sections - one to manage the affairs of the Guardia Civil and the other for those aspects derived from the now extinguished Carabinieri Force (Figure 3).

The Secretariat was headed by an infantry colonel. The General Staff was headed by a colonel with a diploma in General Staff (DEM), who in turn was assisted by a lieutenant colonel and two majors, General Staff graduates or belonging to the General Staff Service (GSS), as well as by four majors from each of the following arms and forces: Artillery, Engineers, Quartermasters and Military Medical Service.

That early General Staff structure, which was to last only a few months, consisted of three sections: Organisation, Instruction and Justice; Information and Cartography; and Operations and Services.

6 By 1932, the name General Headquarters had been changed back to the name originally used at the founding of the Force: General Inspectorate la Guardia Civil.

7 The Royal Force of Coast and Borders Carabineers had been created in 1829, fifteen years before the founding of the Guardia Civil.

8 See Orden of 8 April 1940 on the organisation of the Guardia Civil at: <https://www.boe.es/buscar/doc.php?id=BOE-A-1940-3705> (visited on 6 February 2022).



Figure no. 3. DGGC following Order of 8 April 1940.

Despite the changes ordered, the changes in practice were not immediate. Thus, throughout 1940, the new jobs were reorganised and adapted to the structure designed for this purpose.

Thus, during the following months, the organisation chart of the General Headquarters was a continuation of the one that had existed until then, with the difference that the two Sections dependent on the Secretariat, established in October 1939, would, from then on, become part of the 1st Section of the Guardia Civil. Since General Álvarez-Arenas remained at the head of the institution, Brigadier General Agustín Piñol Riera, a member of the Force with the highest military rank at the time, was placed in charge of the 1st Section of the Guardia Civil.

However, the changes did not take long to be noticed, especially when on 18 April the first chiefs appointed to posts in the new structure were published in the Force's Official Gazette (BOGC no. 5, of 1 May 1940, p. 218).

Thus, in April 1940, Infantry Colonel Antonio Torres Bestard, a General Staff graduate, became the first Chief of Staff (CGS) of the Guardia Civil, remaining in the post until March 1942 when, after being commissioned as Chief of the Divisional Infantry of the 11th Army Division, he left his post.

In those early years there was one officer who stood out for his long tenure in the General Staff, Lieutenant Colonel José Herreros y Queypo de Llano. In addition to serving as Second Chief of the General Staff (CGS) from 1940 to 1952, he worked as an assistant to the different chiefs who occupied the post and took command when the incumbents were deputised, and from 1940 to 1945 he was at the same time head of the 3rd Section (which was responsible for the management of the services and was a forerunner of what is now known as the Operations Section).

In 1952, after his promotion to colonel, he was assigned for a few months to the Army Central General Staff, but in 1953 he returned to the Guardia Civil and served as Chief of General Staff until the end of 1956.

Coming back to 1940, in June the position of deputy director general of the Force was restored and, following military logic, General Piñol was appointed to the post.

This resulted in the two Sections that had been part of the 1st Section of the Guardia Civil becoming part of the new Sub-Directorate General and changing their names to “Personnel Section” and “General Affairs and Accounting Section” (those units that were not yet fully operational are highlighted in dark orange in Figure 4).



Figure no. 4. Organisation of the DGGC between June and July 1940.

Management of the strength from the carabineers was carried out in parallel to that of the Guardia Civil in the 2nd General Section, with a small structure made up of commanders from the extinct Carabinieri Force and divided into two Sections.

During the summer of 1940 the General Staff was gradually implemented. The first provisions, and therefore the first tasks of the Unit, were related to weapons control and searching of persons wanted by the judicial or governmental authorities.

Weapons control was an important mission at the time, since after the war there were many uncontrolled firearms that had been requisitioned because they had disappeared, as well as many others that the public handed in at the barracks.

The short period during which a dual structure for managing the two newly unified forces lasted barely two months. It would immediately be replaced by a structure in which the Guardia Civil would definitively absorb the Carabineros force.

Thus, in August 1940, barely four months after the Order of 8 April, and before the previous change had been fully formalised, the Minister of the Army ordered, “definitively”, a new reorganisation.

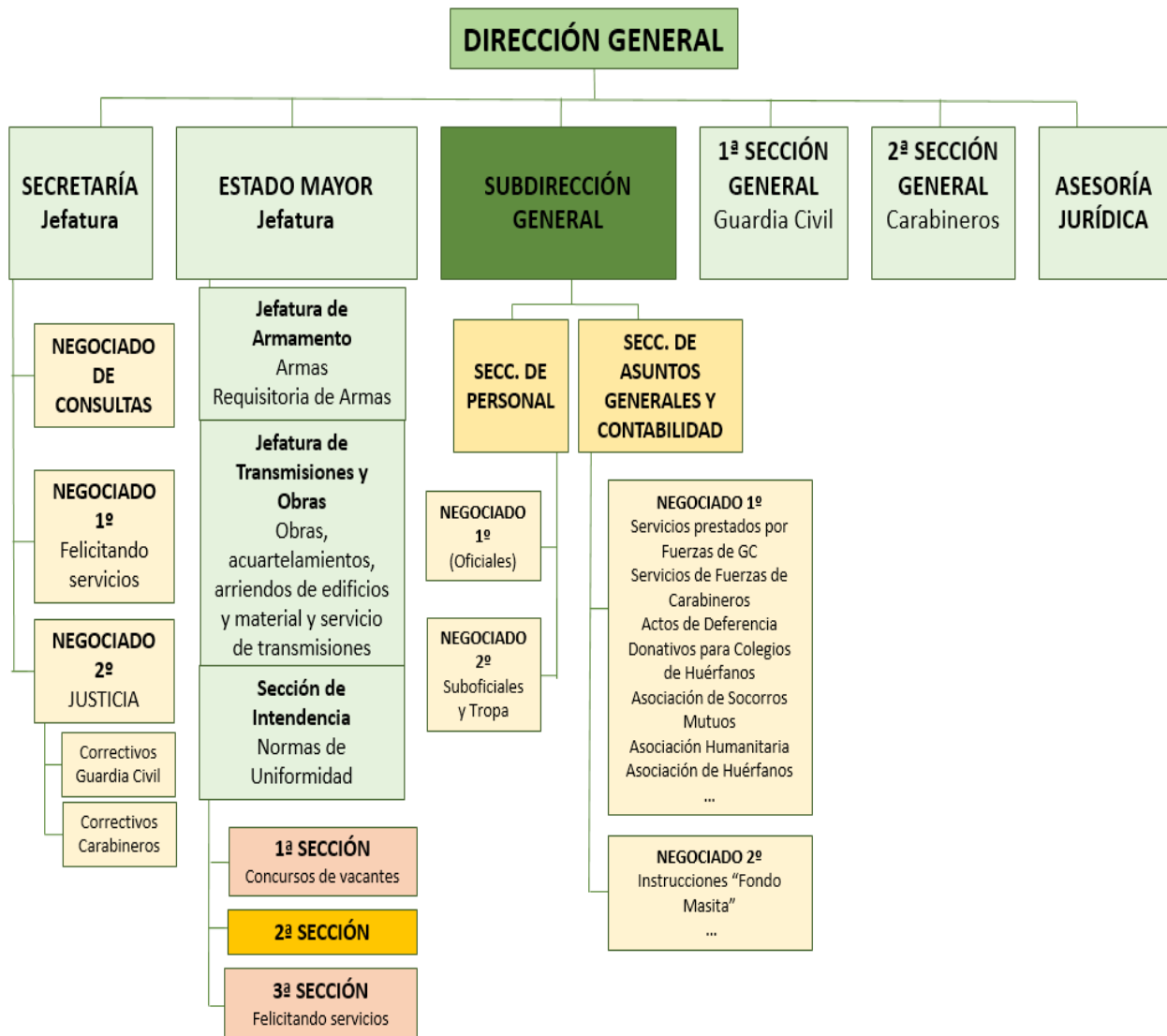


Figure no. 5. Organisation of the DGGC between August 1940 and January 1941.

Unfortunately, this new structure, which was reflected in an annex to a Ministerial Order dated 22 August 1940 in the form of a separate booklet, has not been found to date in the archives of either the Guardia Civil or the Ministry of Defence (BOGC no. 3, of 1 March 1941, pages 174-175).

Although the exact terms of its content are unknown, from that moment onwards the bulk of the management of both Force was definitively separated from the two General Sections and was concentrated in the Sub-Directorate General and the General Staff (Figure 5). However, this change would only be the prelude to a new structure.

3. 1941-1975: STRUCTURE OF THE GUARDIA CIVIL

After a year full of modifications, in February 1941 the Director General issued an internal Order which reflected in great detail a new structure that outlined an organisational structure that would be the basis on which the DGGC would be organised for the following decades (BOGC no. 3, of 1 March 1941).

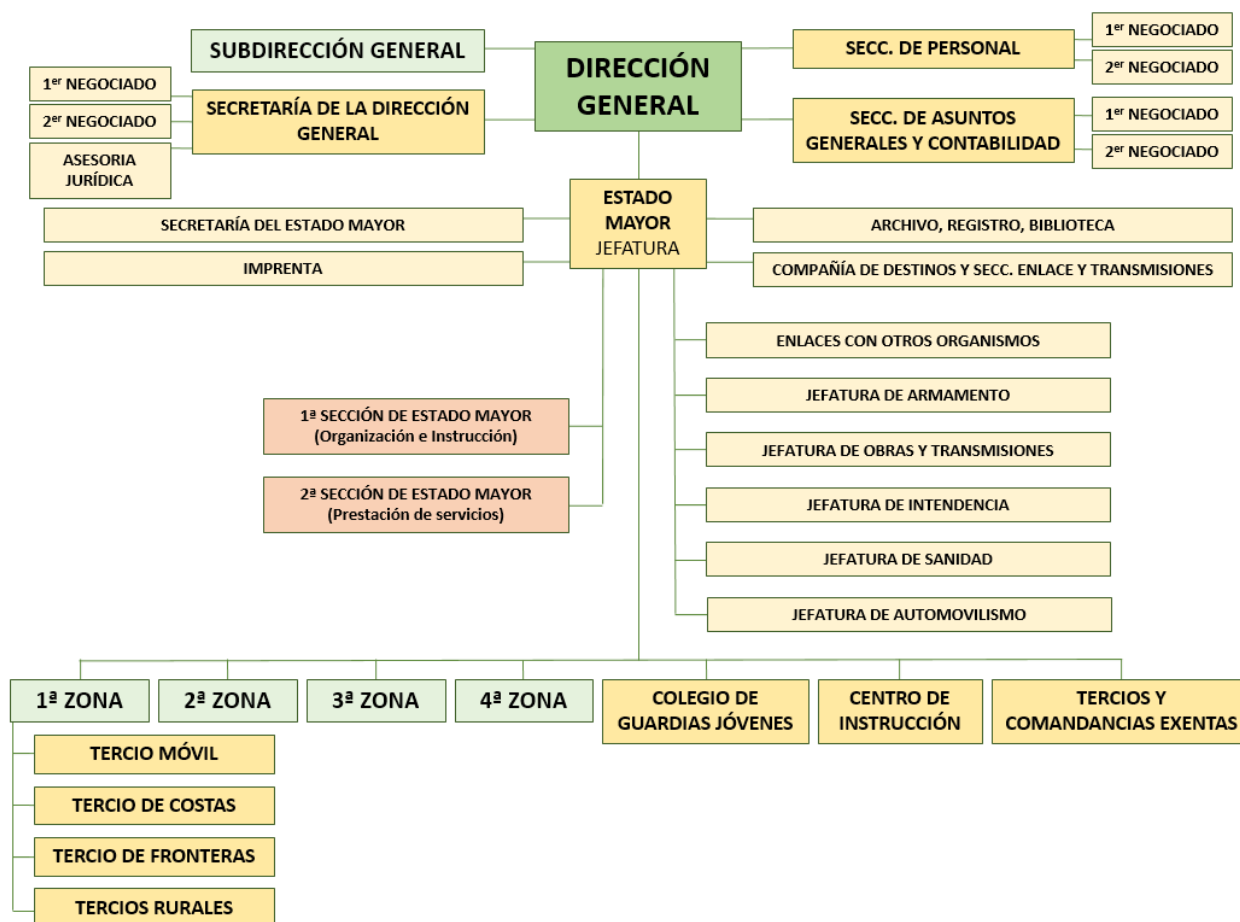


Figure no. 6. Organisation of the DGGC in February 1941 (reproduction of the organization chart of the DGGC included in BOGC no. 3, of 1 March 1941).

According to the new arrangement, Director Álvarez-Arenas - who was promoted to Lieutenant General - was assisted by a Deputy Director General, and four subordinate bodies under the command of colonels (Figure no. 6):

- The Sub-Directorate General, headed by a Major General from the Guardia Civil Force. The tasks included to conduct inspections of the service and the force, and such delegated matters and commissions as the director might order.
- The Secretariat of the General Headquarters, under the command of a colonel of any armed service or force, and organised into two departments and a Legal advice Office: the 1st department was in charge of managing the force records, resolving queries, inserting provisions in the BOGC, certificates of the periodic reviews of the heads of the Units and preparing dispatches to ministers; and the 2nd was in charge of “justice” matters.
- The Personnel Section, under the command of a Colonel of the force, was structured into two departments: a first one for “Officers” a second one for “NCOs” and “troop”.

- The General Affairs and Accounting Section, which was also headed by a colonel of the force, was also organised into two departments: the first one for “General Affairs” and the second for “Accounting”.
- And the General Staff, the head of which would be a colonel in the force or the General Staff Service.

In the General Staff, the three sections that had existed until then were merged into only two, with particular relevance of the second department. In addition, as shown in Figure 6, the operational units and education centres themselves came under the responsibility of the Director General through the General Staff.

The General Staff department was structured as follows:

- Second commanding office, under the command of a lieutenant-Colonel of the force or the General Staff Service.
- General Staff Secretariat, under the command of a captain of the Guardia Civil.
- First Section - “Organisation and Instruction”. Commanded by a mayor of the force or the General Staff Service, as well as two captains of the Guardia Civil.
- The duties include those related to the commanding officers of the different units (posts, permits and leaves of absence the first commanders of the regional headquarters, Tercio, provincial headquarters and independent centres), the organisation of the force, the training of troops and soldiers, protocol, force and situation reports, timetables and discipline, uniforms, transport of forces and passports.
- Second section - “Provision of service”. The same composition as the first section.
- Its duties included management of information, Identification and Investigation services, as well as those related to codes and encoding, liaison with the Information Services of other organisations, cartography, graphic and photographic work, the provision of the different services of the Force, the concentration and movement of forces and news reports.
- Armament Department. Under the command of a lieutenant colonel of the Artillery, assisted by two captains, one from the Artillery and the other from the Force.
- Works and Transmissions Department. Commanded by a lieutenant colonel of the Engineers, assisted by two captains, one from the Engineers and the other from the Guardia Civil.

- Vehicles Department⁹.
- Quartermaster Department. Commanded by a quartermaster major.
- Medical Service Department. Composed of two major doctors.
- Records and Registrations. Commanded by a major and a captain.
- Library.
- Posting company. Commanded by a captain, and made up of a subaltern¹⁰, 19 non-commissioned officers and 180 corporals and guards, who would be part of the Printing Office, the Liaison and Transmissions Section, the External and Posting Guard of the Company, as well as Typists and porters.
- Liaison with other agencies (mainly with the Ministries of Interior and Finance). Composed of a lieutenant-Colonel and three majors of the force.

With regard to its functional organisation, Lieutenant Colonel Second Chief of the General Staff, in addition to being responsible for the management of matters relating to the GS' own personnel, the General Headquarters' Correspondence Register, the Archives and the Library, would be in charge of dispatching and signing the matters corresponding to the two Sections and the five departments of the Unit, which have been delegated to him by the CGS.

With the appointment in 1942 of the new Director General, Army Major General Enrique Cánovas Lacruz, the general headquarters moved definitively to its current location in Calle Guzmán el Bueno, in the Chamberí district of Madrid.

On 25 May of that year, the organisation of the General Headquarters was readjusted again with the publication of the Regulations for the Service and Dispatch of the General Headquarters (BOGC no. 6, of 1 June 1942, pages 381-388).

According to it (Figure 7), three main units would report to the Director General: the Sub-Directorate, which would take over the tasks that until then had been carried out by the Personnel and General Affairs and Accounting Sections; the General Secretariat; and the GS, with the Director also retaining direct command of both the Justice Section and the Liaisons with the Ministries of the Interior and Finance.

The Sub-Directorate would be divided into a Secretariat and two Sections - one for Personnel, with two departments, and one for Accounting, with four departments - and the General Secretariat would be structured into a Secretariat and a Central Department.

9 Details of personnel are not available as these appear to be recorded under the Vehicles Fleet.

10 The military job of "subaltern" would now correspond to that of "lieutenant".

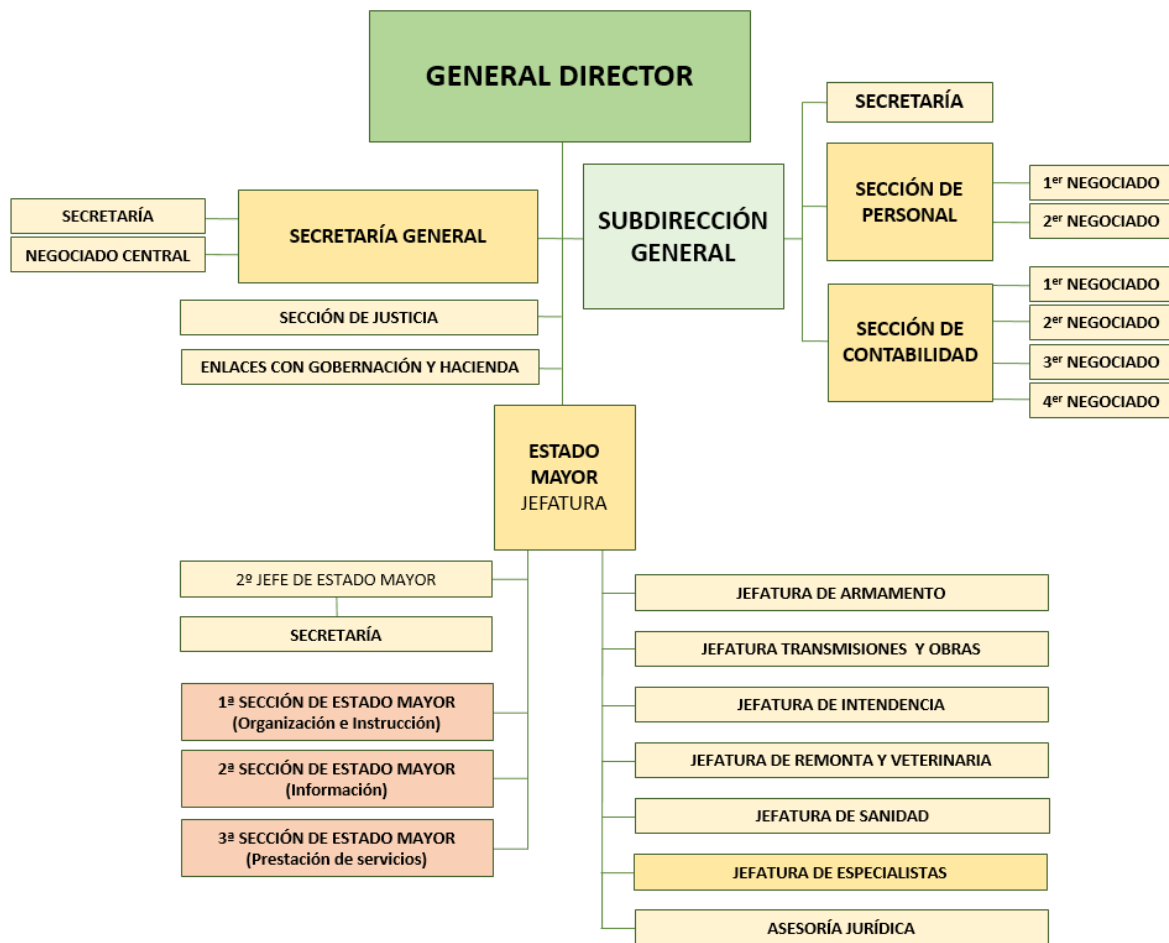


Figure no. 7. Organisation of the DGGC according to the Regulations of 1942.

The GS was entrusted with the study, processing and dispatch of all matters of a military nature relating to the organisation, instruction, and employment and services of direction and assistance of the force's strength. In addition, its tasks included inspecting and ensuring compliance with the director's orders and regulatory requirements.

Among the changes that took place was the creation, once again, of a 3rd Section, thus separating the tasks that until then had been carried out by the 2nd Section (provision of services) relating to the field of "information", i.e. intelligence. Thus, from then on, the 2nd Section would be dedicated exclusively to information tasks, while the 3rd Section would maintain control of all functions related to the provision of service.

In addition, the new structure of the GS also took over the command of the Remount and Veterinary Department and of Specialists Department (the latter being the heir of the Inspectorate of Specialists created in May 1941, and the forerunner of the Fiscal Service Department that would be created later). On the other hand, the Vehicles Department temporarily disappeared until 1975, its tasks being absorbed initially by the 1st Section of the GS and, from 1953, by a new 4th Section.

In order to adapt the old Regulations of the Force to the new situation that arose after the end of the war, the Minister of the Army approved the Military Regulations of the Guardia Civil on 23 July 1942. According to Article 96, the GS, an auxiliary command body of the Director General, was responsible for "advising the Director General in all

matters relating to the organisation, training and employment of the force and to their direction and assistance services”.

The duties included “drafting, transmitting and disseminating the orders of the Director General”, which were to be signed by the CGS or by the officers to whom he delegated, ensuring strict compliance with these orders, the Guardia Civil Regulations and the other provisions in force (Military Regulations, 1942).

On 14 May 1943, the Minister of the Interior also approved the new Service Regulations. The two Regulations, which were merely a recasting of the existing ones, further strengthened the control over the Force of the new bodies set up within the Directorate to assist the Director, including the GS. (Martín Velasco, 2004).

That same year, General Camilo Alonso Vega arrived at the DGGC, who would remain in charge until 1955, and a few years later, from 1957 to 1969, he was appointed as Minister of the Interior. Known by as “Iron Director” because of his way of demonstrating authority during his term of office, the Head of State himself entrusted him with the task of fighting the guerrilla movements opposing Franco’s regime in Spain after the civil war.

Following the historical evolution, as set out in General Order No. 4 of 5 February 1953, the structure of the GS was extended with the creation of the 4th Section, which was responsible for coordinating the use of the Services as an “intermediate body between the departments of [the Services] and the GS department” (art. 2).

The different Service departments -Armament and Vehicles, Works, Quartermaster’s, Medical Service and Remount and Veterinary service - will report to this new Section of the GS, so the responsibility for the coordination and use of their services will be taken by this GS section, the departments themselves will be no longer directly responsible for it. Despite this change, each of the departments was ordered to maintain its administrative autonomy (Figure 8).

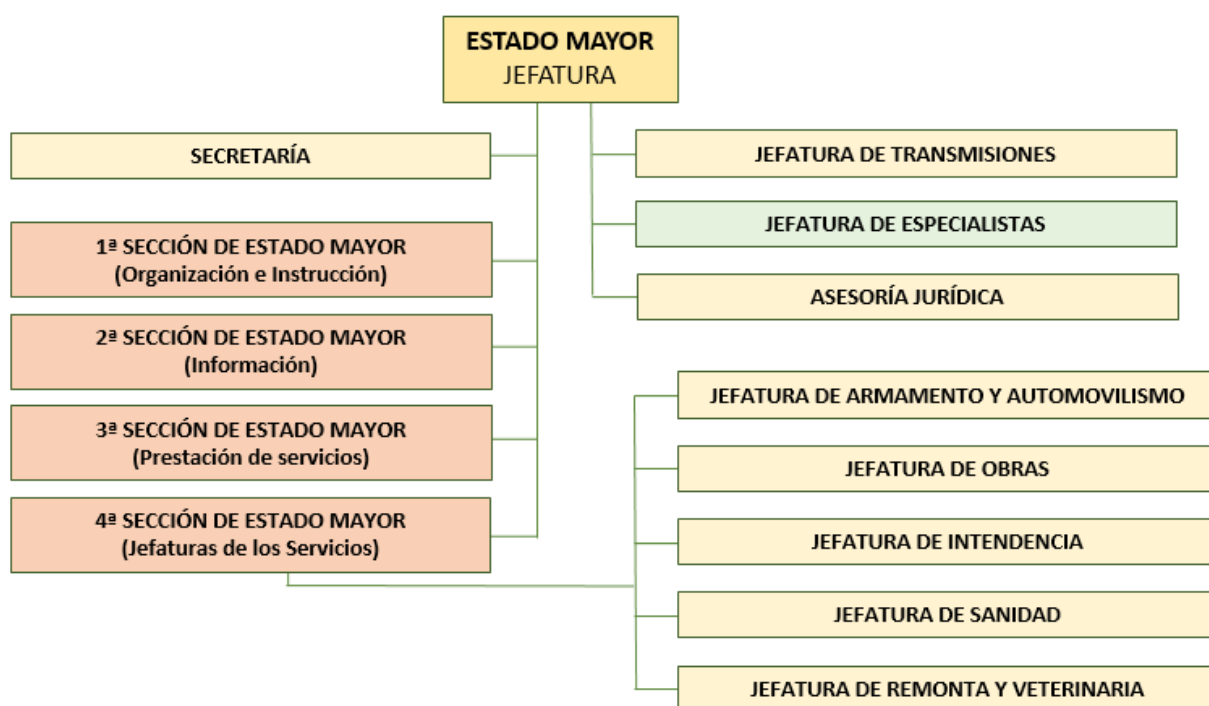


Figure no. 8. Organisation of the GS in February 1953.

As shown in Figure 9, the General Headquarters were then divided into four bodies that would advise and assist the director in their respective areas of competence, each of which was headed by a general officer, three from the Guardia Civil (while the deputy director held the rank of major general, the other two were brigadier generals) and one from the Army (the CGS).

- The Sub-Directorate General: Mainly responsible for acting on behalf of the Director in his absence, for inspecting the personnel and services of the Force as instructed by the Director, and for studying, processing and dispatching all matters of an administrative and personnel nature.
- The Training Inspectorate: Responsible for inspecting and coordinating training centres, as well as developing curricula and syllabuses.
- Material Resources and Maintenance Department: Responsible for planning and implementing the processes of research, procurement and maintenance of all weapons, material and equipment, as well as the procurement and construction of barracks, in accordance with the directives issued by the Director through the GS.

As for the GS, its command was for the first time held by a general of the GSS, with the missions set out in the “Provisional Doctrine for the Use of Arms and Services” in force at the time - advice, instruction, employment of the forces and management services and assistance, as well as the drafting, transmission and dissemination of command orders.

At the same time, the 2nd Department was re-established, under the command of an GSS colonel - to whom both the Planning Department and the Publications Service reported - and the four existing Sections were maintained, each commanded by an GSS lieutenant colonel, with the following tasks:

- First Section: organisation, instruction and teaching, commands and posts of chiefs and officers, and also those of non-commissioned officers and troops by election, competitive examination or of any other special nature.
- Second Section: information, protocol, press office and cartographic repository.
- Third Section: management of all matters relating to rural services and the Traffic Group.
- Fourth Section: coordination of the operation and use of the different Services (Armament, Medical Service, Barracks, Quartermaster, Quartermaster's Office, Motorised Vehicles, and Veterinary Services) channelled through their respective Departments.

On the other hand, a lieutenant colonel from the Engineer Force took charge of the Transmissions Department, a colonel from the Artillery took charge of the Armament Department, a medical colonel from the Military Medical Service took charge of the Medical Service Department, a Quartermaster colonel took charge of the Quartermaster Department, and a cavalry commander took charge of the Remount and Veterinary Department.

The rest of the GS's departments and services were taken over by Guardia Civil officers, including the three colonels who took charge of the Quartering Department and the Publications and Vehicles Services, and the two lieutenant colonels who took charge of the Fiscal Service and the Special Services Group.

A notable development in the evolution of the Guardia Civil's GS was that officers of the Force were also eligible for GS training - until then limited to members of the Army - based both on the military nature of the Force and the functions entrusted to it and the "complexity" of the structure of the General Headquarters and its subordinate bodies.

Although the process was complex and not without difficulties, Royal Decree (RD) 2337/1983 of 7 September 1983 established that "the Chiefs and Officers of the Guardia Civil, with Higher Military Education, will have access to the General Staff College", with all the provisions for other graduates being applicable, such as the use of the emblem, the blue sash and the five-pointed star badge.

Thus, on 3 March 1986, for the first time in the history of the Force, four Guardia Civil commanders obtained their GS diploma¹² after two years at the Army Staff College (now the Army War College).

Since 1999, the Staff Course has been held jointly for officers of the Armed Forces and the Guardia Civil at the Higher School of the Armed Forces (dependent on the Higher Centre for National Defence Studies) and, according to the Regulations on the organisation of teaching in the Guardia Civil, its purpose is to "complement the training of career military personnel for the performance of advisory and support duties to senior management in the higher and executive bodies of the Ministry of Defence and the Guardia Civil and of the international organisations of which Spain is a member, as well as of the specific, joint and combined staffs" (art. 62.3 of RD 131/2018).

Coincidentally, ten days after the sash award of the first four GS graduate officers of the Force, the relevant Organic Law 2 of 1986 on Security Forces and Force (LOFCS) was promulgated, which established the definitive role that the Institution was to develop in the new security structure of the State, reaffirming with the organic nature of this law the military nature of the Guardia Civil.

In line with the changes that the new legal regulations brought about in the police model, on 31 October of the same year, the government appointed for the first time a civilian, Luis Roldán Ibáñez, as Director General of the Force.

In line with the need to reform the structure of the Central Body in order to comply with the additional provisions of the LOFCS, in 1987 the Sub-Directorate General for Personnel and the Sub-Directorate General for Support were created by Royal Decree¹³, reporting directly to the Director General, and headed by two Major Generals of the Guardia Civil Force.

12 The first four GS graduate commanders of the Guardia Civil were: Manuel Nieto Rodríguez, who would reach the rank of brigadier general. At the end of the course, as number two in his year, he was presented with the Sash by the President of the Government, Felipe González Márquez, and was also decorated at the same ceremony by HM King Juan Carlos I; Alfonso María Ferrer Gutiérrez, who became a brigadier general; José Ramos Medina, who became a colonel; and José García Laguarda, who years later would become the first Chief of Staff to graduate from the Army War College and become a major general.

13 RD 58/1987, of 16 January, which two General Sub-Departments within the organizational structure of the Guardia Civil, available at: <https://www.boe.es/buscar/doc.php?id=BOE-A-1987-1249> (visited on 2 February 2022).

Since the decision regarding administrative autonomy did not seem to have been effective, in December of the same year, the “Service Administrative Department”¹¹ was created. This reported directly to the Director General, and was under the command of a Brigadier General of the Force (General Order No. 19 1953). The commanders of the Armament and Vehicles Services, Works, Quartermaster, Medical Services and Remount and Veterinary Services, as well as the Transmissions Service, were to report to this department with regard to their administrative management.

In the following years, different Units directly linked to the GS were successively created, such as the Military Statistics Service, created in March 1959 by an Order of the Presidency of the Government.

4. 1975-1988: SPECIALISATION OF THE GS OF THE GUARDIA CIVIL

In April 1975, months before Franco’s death, and after it was considered that the 1940 Order which had created the GS was by then completely outdated, a thorough reorganisation of the structure of the General Headquarters was carried out.

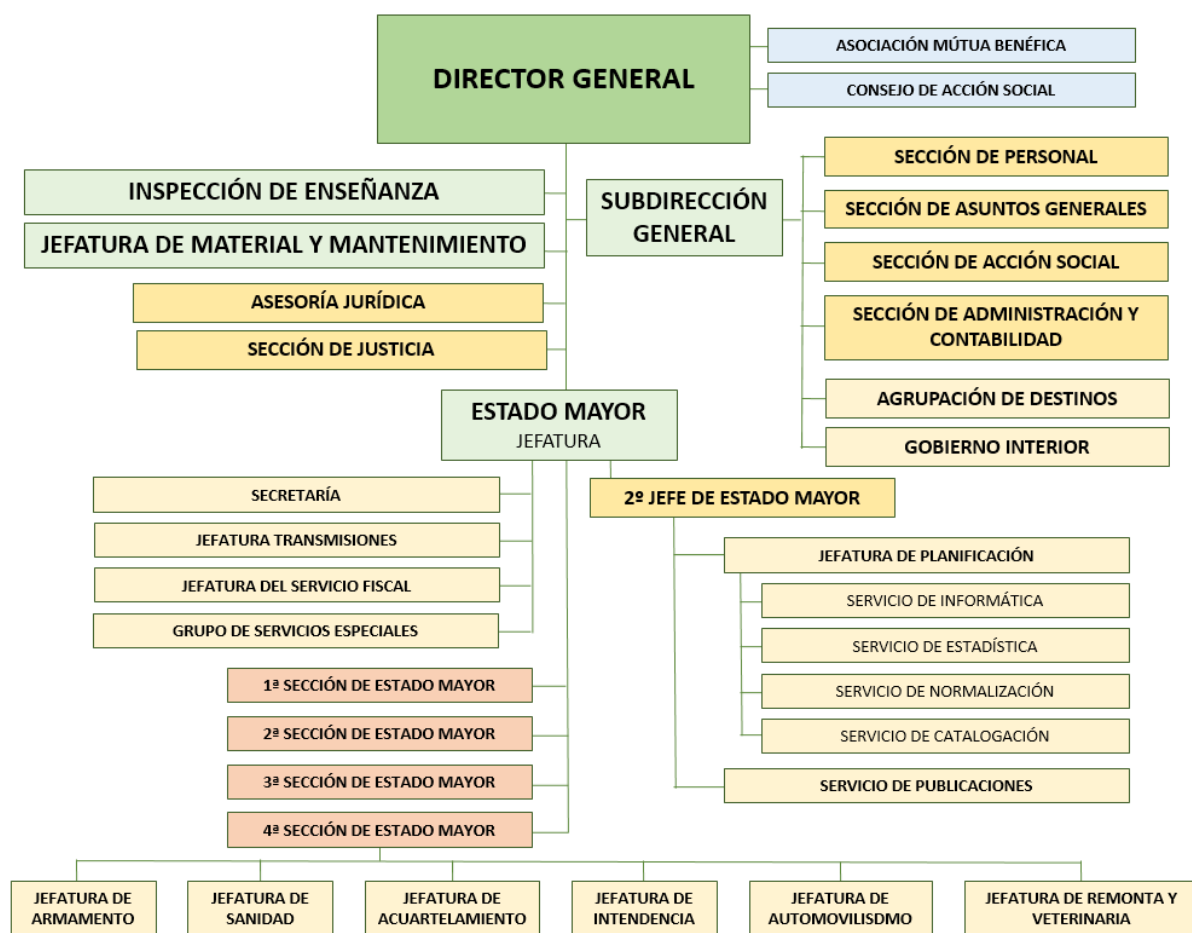


Figure no. 9. Organisation of the DGGC following Decree number 1088/1975.

11 The Service Administrative Department was in operation until 1975, when it was taken over by the Administration and Accounts Section reporting to the Deputy Director-General. In 1983 it became the Economic and Logistics Support Department, and in 1988 it was transferred to the Sub-Directorate General for Support and was renamed as Common Expenditure Management Service, and later Economic Management Service.

5. 1988-1991: THE GS AS A PREDECESSOR OF THE SUB-DIRECTORATE GENERAL FOR OPERATIONS

With the aim of achieving an adequate exercise of the functions that the new LO 2/86 attributed to the Guardia Civil, a Ministerial Order was issued on 20 May 1988 re-organising once again the governing body. In the new structure, the different Services and departments were placed under one of the two sub-directorates General or the GS itself (Figure 10). In addition, the Technical Office was created, complementing the role of the GS as an advisory body to the Director General.

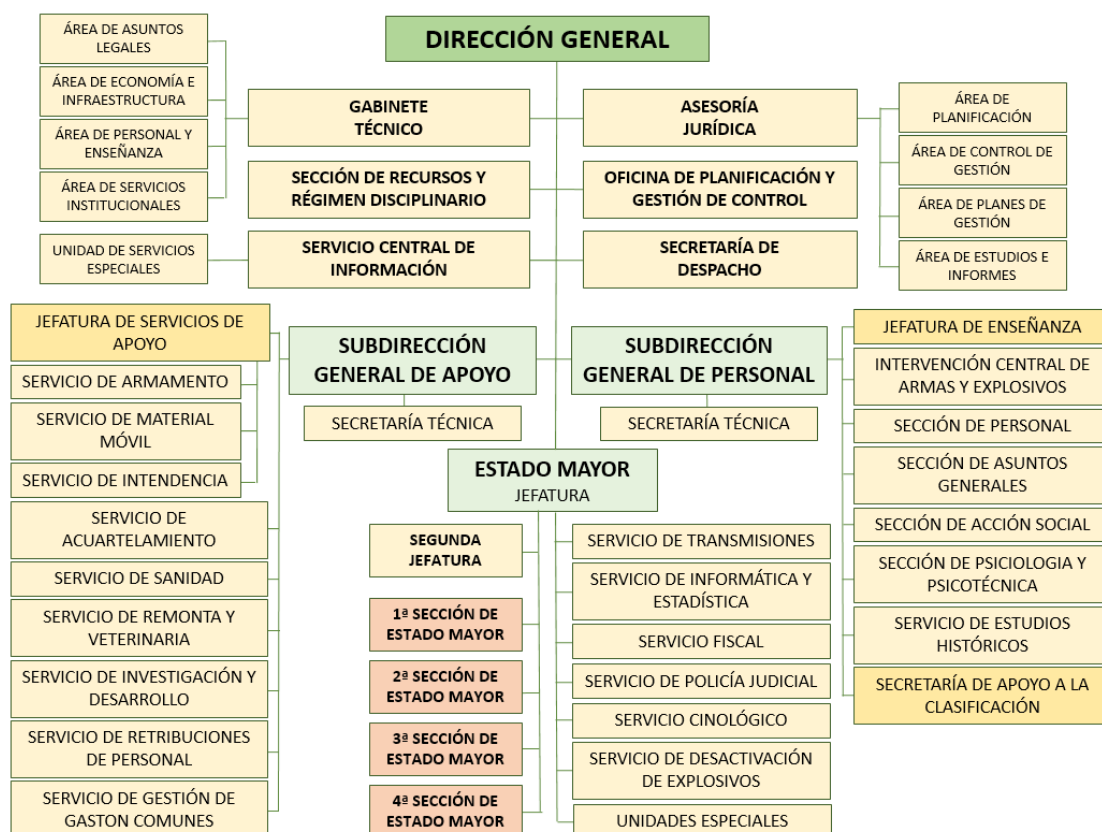


Figure no. 10. DGGC in May 1988.

This restructuring was de facto the last stage of the GS as it had been designed in 1940, with its advisory and managerial tasks being confined from then on to the field of operations and services. These changes would mean not only a change for the GS but the beginning of a new era for the Guardia Civil, since an organisational architecture was created that would be the prelude to the organisational one that has remained almost unchanged to the present day.

Thus, while the GS was responsible for coordinating the services and operational units and advising the Director General on matters within its competence, the Technical Office was responsible for the direction, coordination and control of the different functions entrusted to it, which are reflected in the different areas into which it was structured: Legal Affairs, Economy and Infrastructure, Personnel and Education and Institutional Service.

In addition, the Technical Office was also responsible for drawing up and monitoring plans aimed at implementing the general policy of the Institution, coordinating the activities of the bodies of the General Headquarters, and drawing up reports, studies

and proposals entrusted to it by the Director General in relation to the contents of each area. It was also responsible for studying and reporting on general provisions that might affect the Force.

For its part, the GS, which maintained its functional structure organised into Sections, was responsible for coordinating all the operational units of the Force, with the exception of the Central Information Service which, due to its importance in those years, was directly reporting to the director.

The advisory and management tasks were also diluted with respect to the previous model, with the creation in each of the two sub-directorates of a technical secretariat, whose main mission was to advice and support each sub-director general in the performance of their duties.

The emergence of new specific advisory bodies at the highest level of the Institution meant that the General Staff concentrated its efforts on the Force' own service, that is, everything related to its main mission of protecting the free exercise of rights and freedoms and guaranteeing citizen security, and took its decisions in close coordination with the other staff bodies of the other sub-directorates, especially in terms of personnel resources and material and economic resources through its different sections.

6. 1991-1997: SUPPRESSION OF THE GS OF THE GUARDIA CIVIL

Finally, in 1991, the GS disappeared as a Unit, perhaps as a consequence of the weight that the organic management of the services had acquired among its competences, to the detriment of its advisory tasks. The GS was thus transformed into the new Sub-Directorate General for Operations (Figure 11).

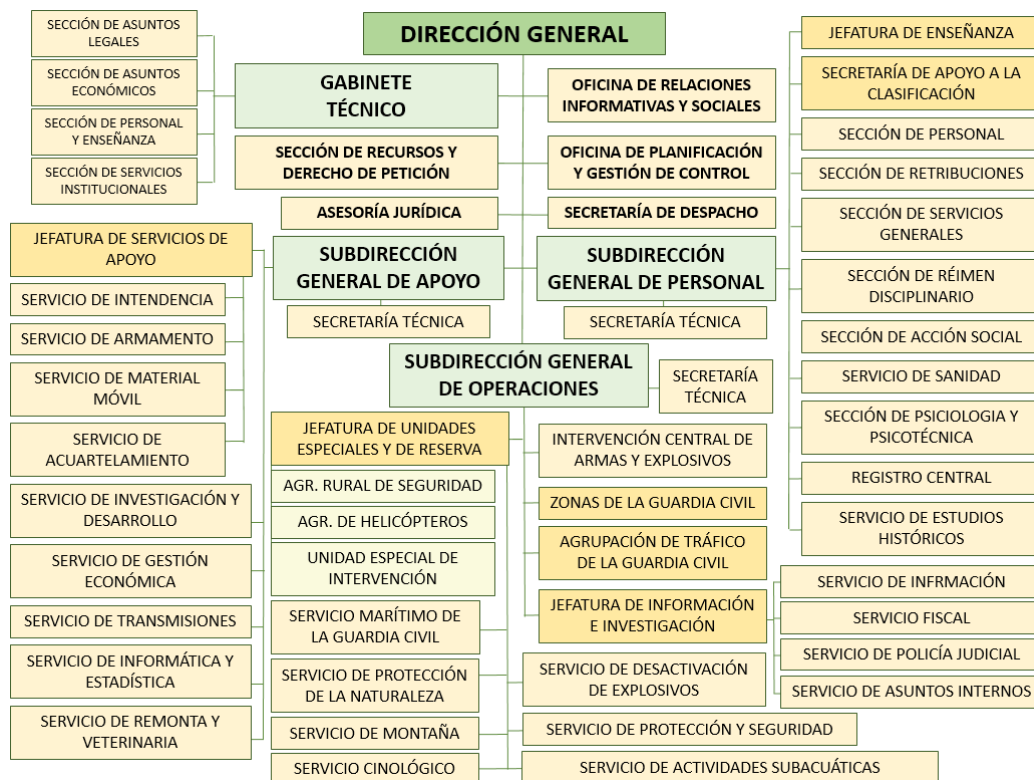


Figure no. 11. DGGC following RD 107/1991.

This, together with the other two sub-directorates, formed the main skeleton of the management body, with the Director General directly commanding Technical Office - which was now has the level of a sub-directorate general - and a series of smaller units that assumed the main advisory and support tasks, such as the Information and Social Relations Office (ORIS), the Planning and Control Management Office and the Bureau.

The new Sub-Directorate General would be in charge of directing, promoting and coordinating the service of the operational units; of drawing up the doctrine for its execution; and of formulating proposals, both for personnel and material resources needs and for their distribution among the units of the peripheral deployment.

In addition, like the other two sub-directorates, a technical secretariat was created to support and advise the Deputy Director General in the performance of his duties.

Although the transformation of the GS into a new Sub-Directorate brought with it the disappearance of the traditional Sections, the tasks they performed were, in part, carried out under a similar structure in the new Technical Secretariat.

Thus, the Technical Secretariat of the General Sub-Directorate for Operations was attributed the same functions as the staff body of the former GS, but its tasks were reduced to the scope of the Sub-Directorate, and it was also stripped of other missions carried out until then by the 2nd Section of the GS, such as those related to the acquisition, centralisation, analysis, evaluation and dissemination of information, which were transferred, together with those previously entrusted to the Central Information Service, to the newly created Information and Investigation Department.

Thus, during those years, the advisory tasks were shifted to the Director General and his Technical Office. This office was responsible for supporting and assisting the Director in the preparation, study and follow-up of plans to implement the general policy of the institution, coordination with the other bodies of the Directorate, the preparation of reports and studies commissioned by the Director, as well as the study, report and processing of general provisions.

In addition to the disappearance of the GS, the 1991 Royal Decree and its implementing rules include the consolidation of units that would later be of great importance in the evolution of the Force, such as the Special Security Group (ARS), the Helicopter Group (now the Air Service), the Internal Affairs Service and the Special Intervention Unit (UEI).

7. 6.- 1997-2021: THE GS OF THE GUARDIA CIVIL IN TERMS OF OPERATIONS

Although RD 1885/1996 of 2 August 1996 establishing the basic structure of the Ministry of the Interior does not mention it, the Ministerial Order of 6 June 1997 implementing such Royal Decree, establish that the Technical Secretariat of the Sub-Directorate for Operations would become a unit known again as General Staff. Since then, with the exception of liaison officers from other armies and the Navy, it has been made up solely of officers from the Force, given that by then the Guardia Civil already had more than 35 officers with GS diplomas (figure no. 12).



Figure no. 12. Organisation of the DGGC according to Order of 6 June 1997.

The re-establishment of the GS strengthened the Sub-Directorate General for Operations, whose mission is to “advise the director of this sub-directorate on the coordination of operations and the channelling of logistical support required by Guardia Civil personnel participating in international missions”. (Art. Six of RD 1885/1996).

At that time, Colonel Maximiliano Lasén Paz was appointed as CGS, who, having completed the GS Course at the École Supérieure de Guerre in Paris (France), would go down in history as the first officer of the Guardia Civil to hold this responsibility. In 1999, he was succeeded by Brigadier General José García Laguarda, one of the first four officers of the Force to graduate in 1986, thus becoming the first General of the Guardia Civil CGS.

General García Laguarda would later end his professional career as Deputy Director General for Support.

Despite the fact that the organisation of the governing body has undergone several changes since the reintroduction of the GS in 1997, its organisational structure has not changed substantially (Figures 13 and 14).

In 2006, a new organisation of the Ministry of the Interior¹⁴ meant that, for some years, the governing bodies of the National Police and the Guardia Civil were integrated into a single joint Directorate General.

This structure disappeared at the end of 2011¹⁵, and the State Secretariat for Security was reorganised in a similar way to the one that had traditionally existed before its creation.

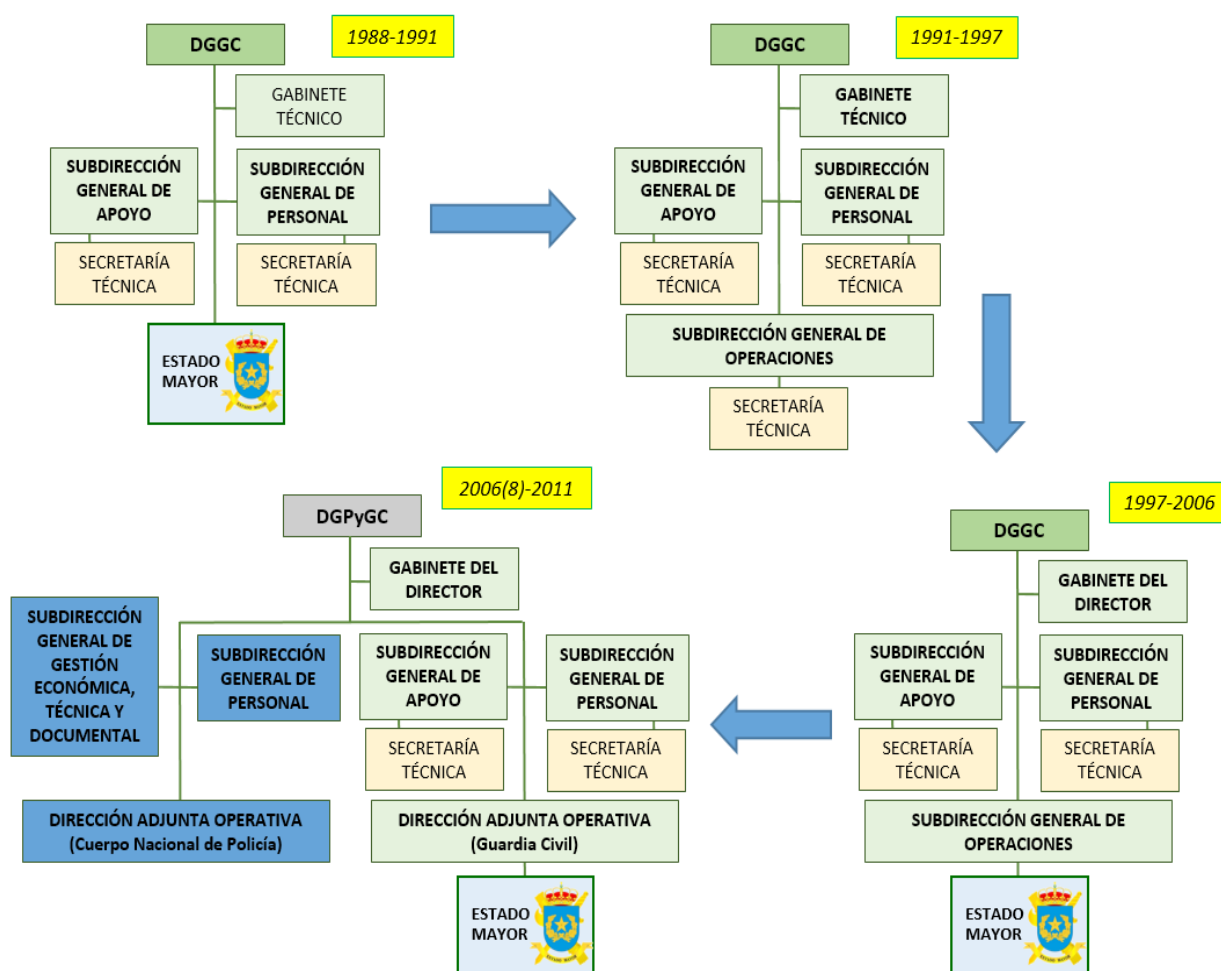


Figure no. 13. Evolution of GS dependency from 1988 to 2008.

During that time, the positions of Deputy Directors for Operations were created for each Force. Its mission, following the guidelines of the new joint Directorate General, was to direct, promote and coordinate the service of the units of both the National Police and the Guardia Civil.

14 RD 991/2006, of 8 September, which develops the basic organic structure of the Ministry of the Interior, available at: <https://boe.es/buscar/doc.php?id=BOE-A-2006-15846> (visited on 1 February 2022).

15 RD 1887/2011, of 30 December, which establishes the basic organisational structure of ministerial departments, available at: <https://www.boe.es/buscar/doc.php?id=BOE-A-2011-20644> (visited on 3 February 2022).

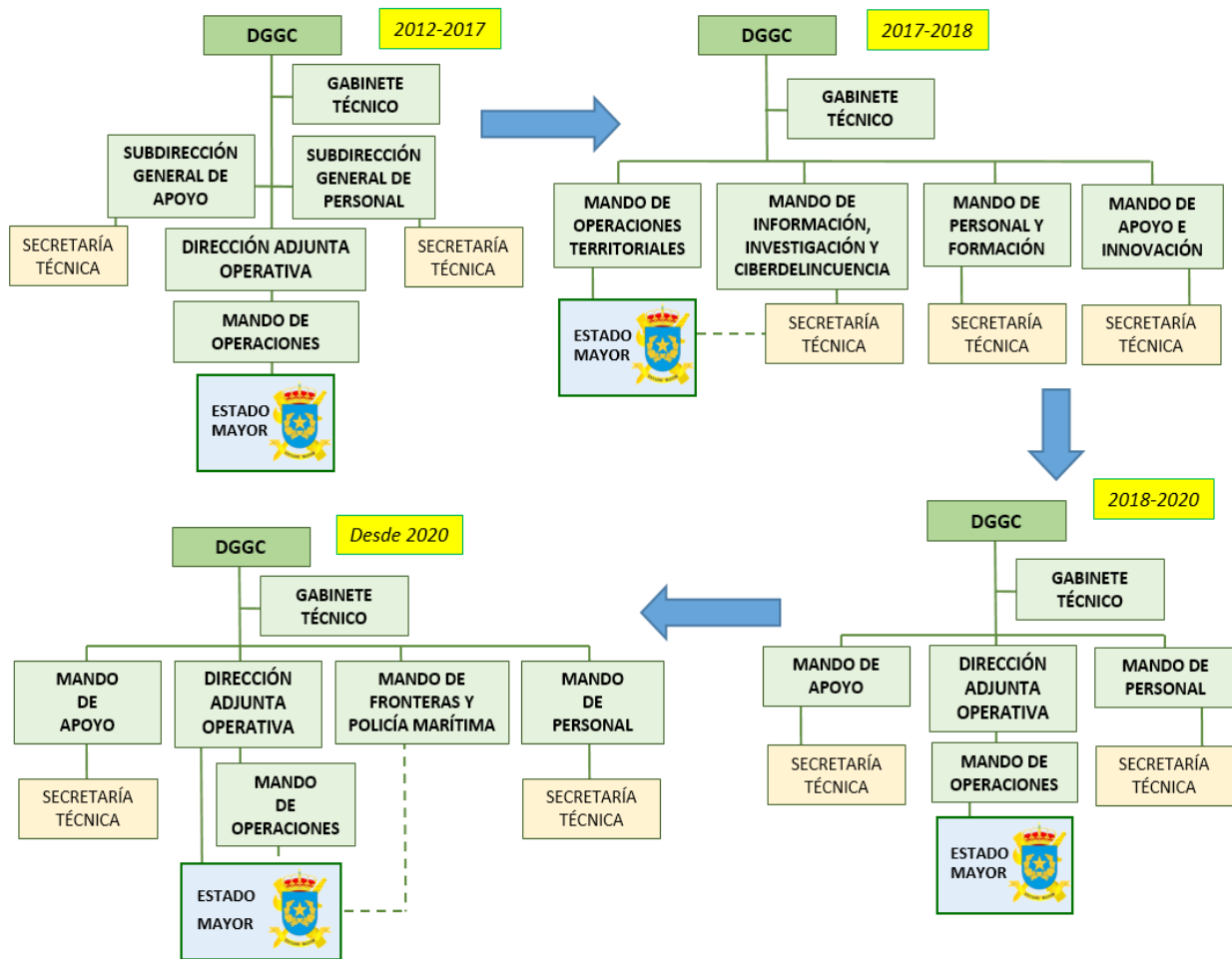


Figure no. 14. Evolution of GS dependency from 2008 to the present day.

As a result, the position of Deputy Director General for Operations was transformed into that of Deputy Director for Operations (DAO). Thus the GS, which continued to be headed by a general officer of the Force, was “the main auxiliary command body” of the Force.(Art. 3 B) 4 a) del RD 991/2006).

In 2012¹⁶, following the suppression of the Joint Directorate General and the return of the General Headquarters of the Force, five bodies were created in the Guardia Civil at the organic level of Sub-Directorate general: the Technical Office, the DAO, the Operations Command (MOP) and the Sub-Directorates General for Personnel for Support. Also, that year, the first woman in the Force, Dolores Gimeno Durán, an officer who has now reached the rank of lieutenant colonel, graduated in GS.

The GS, while maintaining most of its responsibilities, started to be accountable to the MOP, becoming the main auxiliary body of the MOP for the exercise of its functions. On the other hand, as a direct support body for the DAO’s decision-making, during

16 RD 400/2012, of 17 February, establishing the organisation structure of the Ministry of the Interior, available at: <https://www.boe.es/buscar/doc.php?id=BOE-A-2012-2396> (visited on 3 February 2022).

those years there was also the “Studies and Analysis Unit” (UDEA), whose tasks in practice were carried out by the Plans and Studies Section of the GS.

In the summer of 2017, the Government decided to review the attributions of the different bodies accountable to the State Law Enforcement Forces, for rationality and efficiency reasons. Thus, in order to favour a more horizontal management of the Force and greater clarity in the functions of its operational bodies, it eliminated the figure of the DAO in both Forces.

This change lasted barely a year¹⁷, as with the arrival of a new government in the summer of 2018, the previous structure was restored, justifying it in the interest of better coordination of the different operational units.

During the short period of time in which the DAO was suppressed, its tasks were divided between the Territorial Operations Command (MOT) — a new body that took over most of the tasks of the former DAO in addition to those of the Operations Command — and a new body at the level of sub-directorate general called the Information, Investigation and Cybercrime Command (MIIC)- which was in charge of directing, promoting and coordinating the Information and Judicial Police Department.

After that short period, the same organic level as before 2017 was restored. Therefore, the structure of the DGGC can be considered broadly similar since 2012.

In fact, this structure remained in place until 2020, when the GS started to report¹⁸ again to the DAO (Figure 15).

That year, linked to the complex migratory situation that was experienced, together with the COVID-19 pandemic and the foreseeable upward trend for the medium and long-term future of the migratory phenomenon, both in the Mediterranean and in the Atlantic, led to the creation of a new post at the organic level of deputy director general in the DGGC, the Border and Maritime Police Command (MAFRONT).

Headed by a Lieutenant General, MAFRONT is responsible for the execution of the functions provided for in the Cabinet’s Agreements for the Coordinating Authority to deal with irregular immigration and those entrusted by law to the Guardia Civil for the control of other irregular flows in accordance with the directives issued by the General Headquarters, and its functions also include the protection of the State’s economic interests.

17 RD 770/2017, of 28 July, and 952/2018, of 27 July, establishing the basic organisational structures of the Ministry of the Interior, available at: <https://www.boe.es/buscar/doc.php?id=BOE-A-2017-9013> y <https://www.boe.es/buscar/act.php?id=BOE-A-2018-10755> (visited on 5 February 2022).

18 RD 734/2020, of 4 August, which develops the basic organic structure of the Ministry of the Interior.

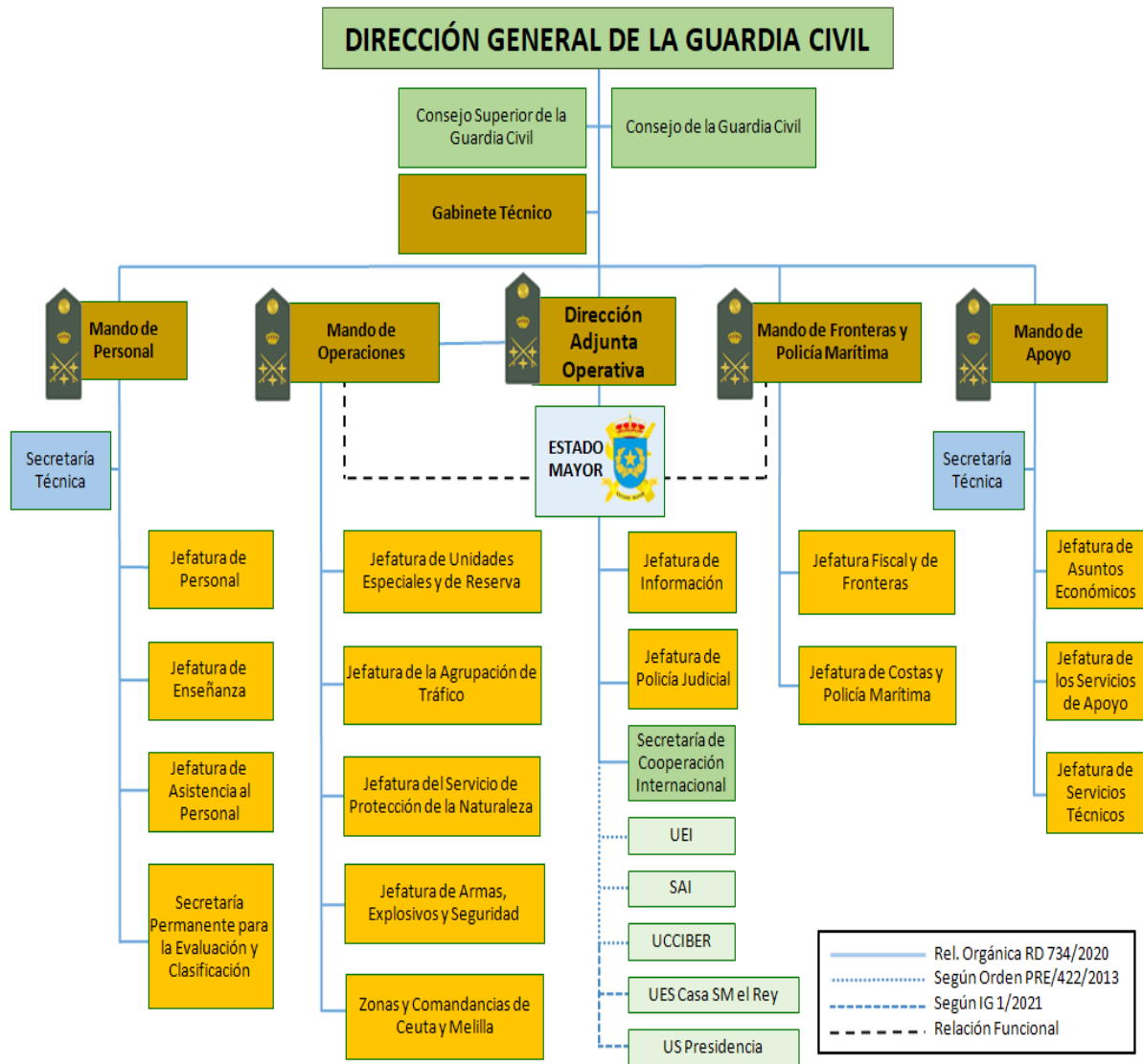


Figure no. 15. Current organisation of the DGGC according to RD 734/2020 establishing the structure of the Ministry of the Interior, Order PRE/422/2013 establishing the structure of the DGGC as amended by general instruction number 1/2021.

Since then, the General Staff has become the main auxiliary body for the DAO, the MOP and the new MAFRONT with regards to performing their functions. It is also “responsible for providing the necessary ground to support its decisions, translating them into orders and ensuring that they are implemented”. (Art. 4 del RD 734/2020).

Much of the complexity of its mission is due to the extensive network of decentralised units it controls and coordinates, some 3,000 throughout the country and abroad, with a huge variety of functions and specialities.

8. STRUCTURE OF THE GS SINCE 1997

Although no information has been found that reliably backs the initial organisation of the GS after its reinstatement in 1997, different officers who belonged to it recall that its

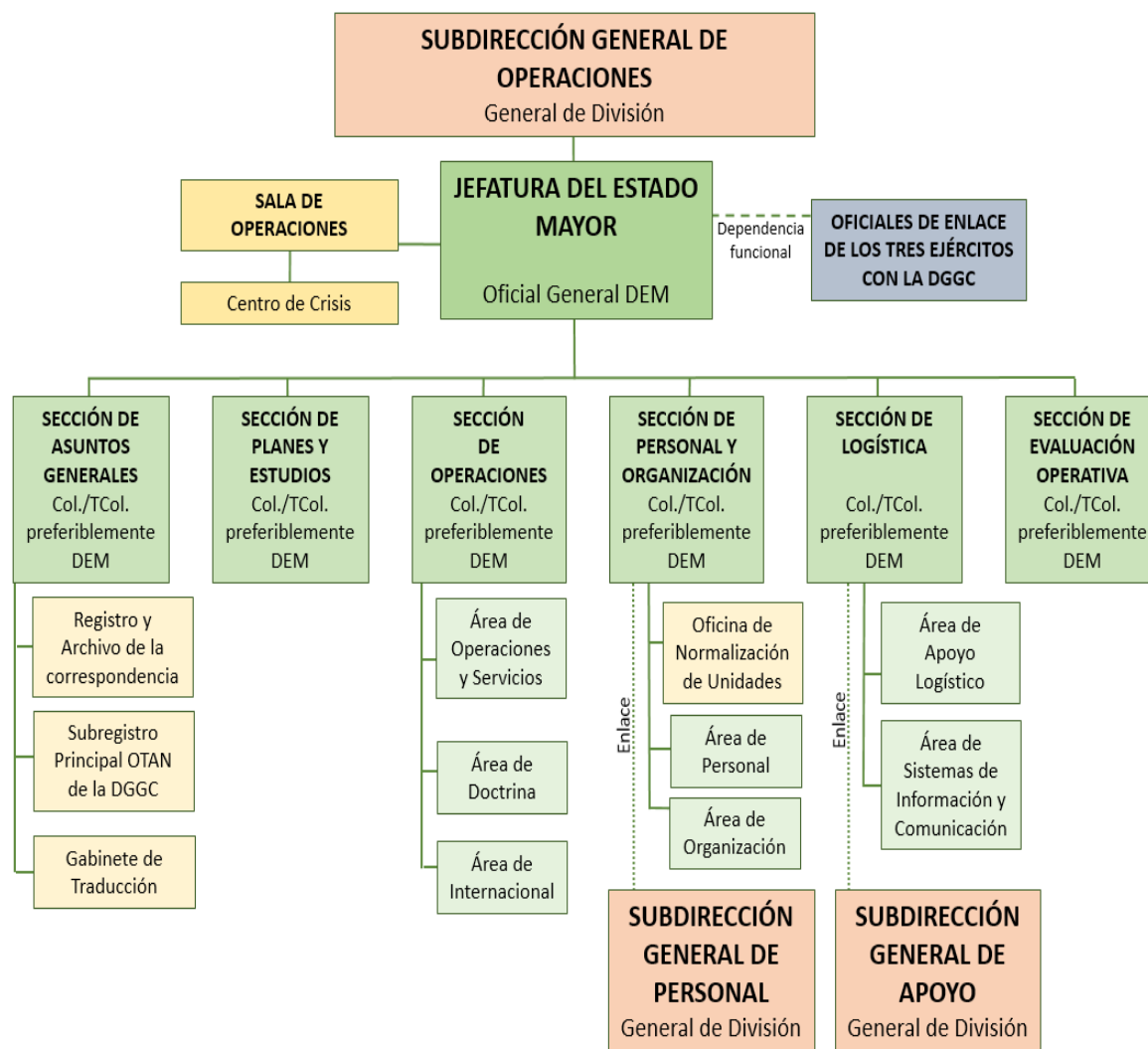


Figure no. 17. Organisation of the GS according to the general order no. 6 of 2006.

According to the preamble of the general order, the new organisational structure was the result of the need to adapt to the changes that had taken place in the structure of the Ministry of the Interior in order to effectively assume the planning actions derived from the executive decisions established in the Executive Committee for the Unified Command, CEMU²⁰, and on the other hand, the increase in internal relations between the different Areas and Sections of the GS, the need to implement new management systems for human and material resources, and the firm commitment to strengthen the information and communications systems.

The new structure, in which the Secretariat was eliminated and two more Sections were added, reorganised tasks and responsibilities, forming a new organisational chart with the following Sections: General Affairs, Plans and Studies, Operations, Personnel and Organisation, Logistics and Operational Assessment. They were divided into areas, each of which “constitutes an indivisible cell of study interrelated with the rest of the GS through the exchange of information”. (art. 3.2 de OG no. 6 2006).

20 The CEMU was created by Order INT/1251/2004 of 7 May 2004 as a first step towards the unified command of the Guardia Civil and the National Police Force. The joint DG was established in September 2006 and continued until the end of 2011.

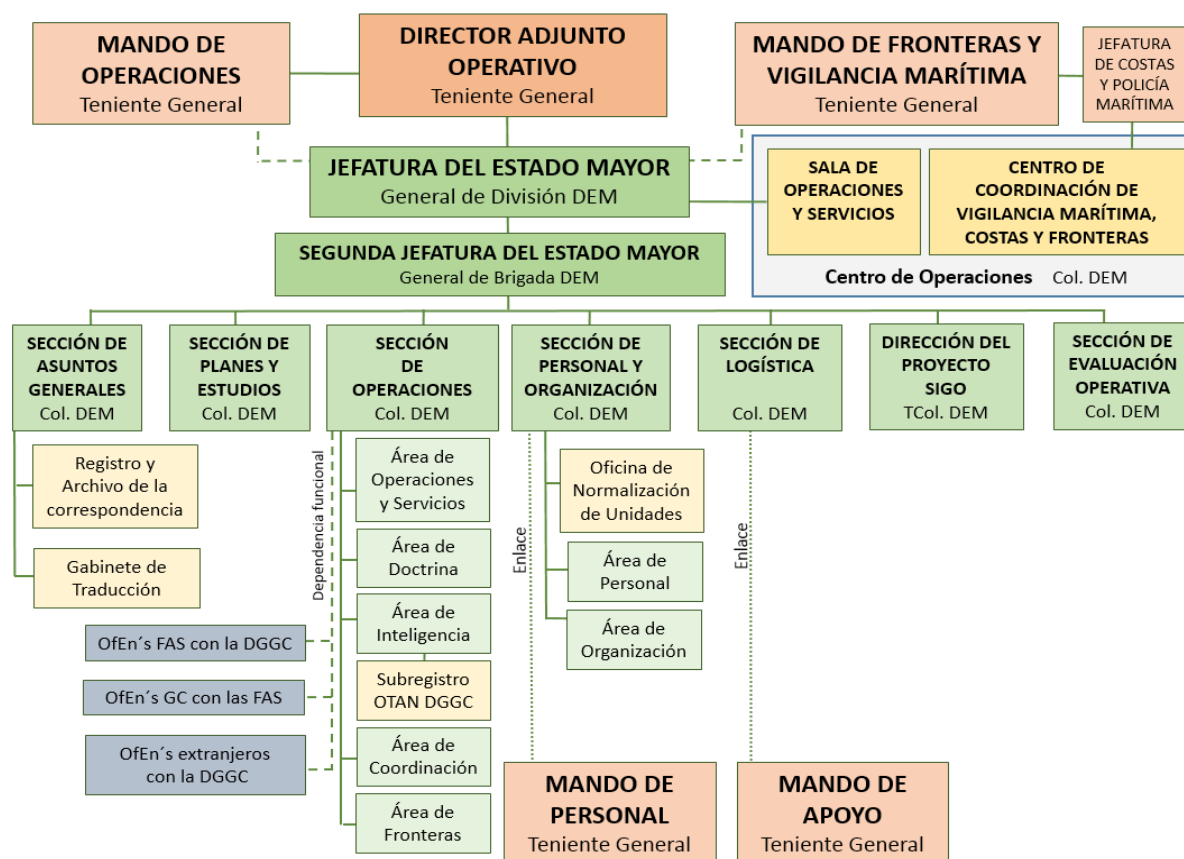


Figure no. 18. Current organisation of the GS. Includes the Operations and Service Room, a body physically located in the Operations Centre.²¹

Today (Figure No. 18), with a structure and working procedures adapted to current needs, the GS has a staff of approximately 200 Guardia Civil officers, of which almost 45 are GS graduate officers distributed among the different Sections (General Affairs, Plans and Studies, Operations, Personnel and Organisation, Logistics and Operational Evaluation) and bodies (SIGO²² Project Management and the Operations and Services Room).

9. CONCLUSION

Since its creation in 1940, the General Staff of the Guardia Civil has been a very influential governing body in the innumerable tasks that form the backbone of the Institution, both those directly linked to the service of the Units of the Force and those relating to its organisation, structure and administration. Furthermore, the General Staff is the origin and predecessor of many units existing today and the precedent of the current functioning, organisation and idiosyncrasy of the General Headquarters of the Guardia Civil.

²¹ Created on 4 September 2008 (), the Coordination Centre for Coastal and Border Maritime Surveillance (CECORVIGMAR) was located in DAO Operations Room, integrating information from the Integrated External Surveillance System (SIVE). On 16 October 2013, the Operations Centre was opened at the General Headquarters of the Guardia Civil. Since then this building includes the Operations Room and the CECORVIGMAR.

²² Operational Management Integral System.

The following conclusions include the most relevant aspects of the research, as well as some remarks by the author that do not derive directly from the above analysis, but help to understand the historiographical journey of the General Staff over the course of its 75 years of existence.

The General Staff was created at a particularly sensitive and complex moment for Spain and for the Force - the end of the 1936 war, a conflict in which the Guardia Civil was fractured, although as an institution it remained loyal to the legally established authorities. At that time, with the country in a very deteriorated social, economic and administrative situation, the new government might even have questioned the permanence of the institution itself as a result of the stance adopted by its members, taking one side or the other, during the first months of the conflict.

Once the initial doubts regarding its permanence were dispelled and after the absorption of the Carabinieri Force and its competencies, the Guardia Civil, like the rest of the existing institutions, had to reorganise itself during the hard post-war years with missions adapted to the post-war circumstances and the threat posed by a Europe in the midst of the Second World War.

Thus, the General Staff was born in the heart of the Guardia Civil, which at that time was accountable to the Ministry of the Army, as a mechanism for intervention by the Franco regime, as a result of the desire to control all the instruments of power, including public security. The GS was to become the main governing body of the institution, exercising a tough inspection of the operational units to ensure compliance with the orders issued by the different directors general.

All of this led to a certain initial feeling of rejection of the General Staff in the Force, generated by the imposition of excessive control and exhaustive surveillance by its commanders. Over time, however, it proved to be a tool that furthered the development of the Force and exercised its role as the “main auxiliary body of the command” with great effectiveness.

After overcoming a turbulent period of confrontation with guerrilla movements opposed to the Franco regime, from the mid-1950s onwards, the Guardia Civil, with the GS at the top, began to recover the social prestige it had enjoyed since its foundation, re-focusing on its traditional missions of public safety and public order and strengthening its excellent meritorious character towards the members of the public.

Since the creation of the Guardia Civil Force by the Duke of Ahumada in 1844, the Institution has had different bodies to advise and assist the force commander. A feature of all of them, including the current GS, is their small size in proportion to the large dimensions that the Force has acquired over time. This peculiarity may be due to the great decentralisation that has historically existed in the Guardia Civil towards its territorial units, with the autonomy and responsibilities of the commanding officers of the regional and provincial headquarters, the peripheral structure of the Force, being fundamental.

The origins of the Guardia Civil's GS are to be found in a provisional regulation issued in April 1940 and directly linked to the Law of Refoundation. This transitional nature was subsequently established in the Ministerial Order of 22 August 1940 and in General order no. 11 of 1 February 1941, legislative texts that laid the foundations upon which the GS was to be established. Since then, its evolution has been continuous. The

most important changes date from 1942 (creation of the 3rd Section), 1953 (creation of the 4th Section), 1975 (repeal of the Order of 8 April 1940) and 1988 (creation of the Sub-Directorates-General for Personnel and Support).

Due to the fact that, on the one hand, the General Staff was commanded by officers belonging to the Force or the General Staff Service, who were trained and prepared to organise and command military units in the field - they followed a series of specific regulations in which everything was organised in a rigorous manner - and on the other hand, that organically it reported directly to the Director General, the General Staff resulted in a very agile and decisive unit in terms of the exercise of command.

In 1986, the first four officers of the Force graduated in GS. Although it may seem that it took many years for Guardia Civil commanders to be able to graduate in GS and exercise functions as such in the General Staff of the General Headquarters in a similar way to those carried out by their colleagues in the Army, with hindsight, this was not so long if we take into consideration that the first officers who joined the Force by direct access has joined the General Military Academy of Saragossa in the mid-twentieth century.

Since then, more than two hundred officers of the Guardia Civil have taken the “General Staff Course” (taught until 1999 at the Army Staff College and from then on at the Armed Forces College). This provides graduates with a global and strategic vision that facilitates the task of advising the senior commanders of the Force in areas as diverse as the management and development of personnel aspects, material resources, operations and services of the Units, the tasks assigned to the Force, legal and regulatory aspects, as well as an endless number of cross-cutting subjects. At the same time, this training provides all graduates with a common working methodology that allows them to integrate into interdisciplinary work teams in a solvent and rigorous manner.

However, after the arrival of the General Staff, the organisation and leadership of the Force was not exclusive to the “military”. It is noteworthy in this respect that in 1940 the post of Deputy Director General of the Guardia Civil was restored, a post reserved for the most senior officer in the Force, whose duties included aspects related to the Force personnel policy. It should come as no surprise, therefore, that in the 1980s this figure was transformed into the Sub-Directorate General for Personnel (now MAPER).

At the same time, the Sub-Directorate General for Support (now MAPO) was created, which would be responsible for the management and planning of material and economic resources, taking over part of the tasks that had until then been entrusted to the General Staff, such as the Armament, Quartermaster and Quartering Services.

Over the years, the General Staff lost some of the prominence it had in its original conception, especially from 1986, when the sub-directorates General were created, and from 1988, with the creation of a new coordinating body reporting directly to the Director General, the Technical Office. This situation would lead, on the one hand, to the splitting of its initial tasks of immediate advice to the Director General among several bodies and, on the other hand, to focusing its functions mainly on the services of the operational units, both in the territorial deployment and in the central bodies.

On 1 February 1991, the General Staff of the Guardia Civil, after 50 years of uninterrupted work, was removed from the organisational structure of the DGGC. Its tasks

would be split between the Technical Secretariat of the new Sub-Directorate General for Operations and the Technical Office.

The institution may have been slow to appreciate the benefits of having an advisory body within its structure composed of professionals trained in advanced military studies, especially given the political and social conditions of the period in which it was established. However, as the years went by, its contribution to the functioning of the Institution became clear.

On the one hand, the GS helped the Force governing body to become a well-oiled machine in which everything worked with military precision without losing the idiosyncrasy of the Guardia Civil and, on the other hand, it served as an engine of change, modernity and drive, as reflected in the development of new specialities that would eventually become benchmarks of the Institution, such as the Traffic Group, the Mountain Service or the Helicopter Group.

Barely five years after its dissolution, in 1997 the General Staff was re-established in the structure of the Force, taking over the functions performed during that impasse by the Technical Secretariat for Operations. At that time, the Guardia Civil had nothing to do with the initial stage in 1940 when the first General Staff was created. It had excellent commanding officers, professionals trained in the different academies of both the Guardia Civil and the Armed Forces, including thirty-six officers of the Force who were General Staff graduates.

Beyond recovering the name of a historical unit of the Force, which is a faithful reflection of its military nature, the importance of this change lay in the re-establishment of a body that is distinguished from other similar bodies by its specific work processes, these include collaboration between the different Sections that make it up, being concurrent at the different levels of decision-making and iterative, in order to achieve the best results, both in the area of planning and leadership and in advising the command.

All of this has meant that, since then, the training acquired in the Staff Course has been put to good use in the performance of the Force' own tasks, generating a very characteristic organisational culture that has brought, and will undoubtedly continue to bring in the future, great benefits for the Institution.

In addition to its traditional tasks of developing and supervising operational planning, aligning it with higher level strategies; defining and prioritising the human and material resource needs of the operational units; and coordinating those operations of the Force that require it, the General Staff has been acquiring greater responsibilities in conducting and advising on matters arising from operational activity, optimising coordination with the units in all matters that affect the commands linked to operations (Deputy Directorate for Operations, Border and Maritime Police Command and Operations Command).

Regardless of the different organisational structures that the DGGC has had, the General Staff graduate officers, both those assigned to the General Staff itself and to the rest of the General Headquarters' support and advisory units (Personnel Command, Support Command, Technical Office and Bureau) and to bodies outside the General Headquarters (General Staff of the Defence Staff Operations Command, Cabinets of the Ministers of Defence, Interior and of the Secretary of State for Security, General Secretariat of HM the King's Household, etc.) form a homogeneous, compact

and transversal corpus for the entire Institution, which aspires to improve the Guardia Civil from positions that are generally not very visible but very necessary. All of them, from the perspective of their posts, analyse and study the different situations they face, trying to propose solutions to generally complex realities.

Rigour, loyalty combined with a critical spirit, a great capacity for teamwork and a constant concern for the consequences for the members of the Force of the advice and decisions taken are desirable traits of all those who form part of these Units.

With its origins intimately linked to the Armed Forces, especially to the officers of the Army who formed it in its first stage, today the GS of the DAO is a unit “made up exclusively of Guardia Civil officers” at the service of all the operational Units - both peripheral and those dependent on the central bodies -, thus contributing to the Guardia Civil continuing to be an organisation of reference.

In its more than 75 years of history, and always located at the main building of the General Headquarters, the General Staff of the Guardia Civil has been able to maintain both the idiosyncrasy and the original essence of those decision support bodies with which they were conceived, providing the Force with an unquestionable added value resulting from the characteristics of military organisational culture: unity of doctrine and great work potential to facilitate command action, decision-making and the coordination of operational activity.

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