

Public Security

**Disaster Risk
Management**

**Gender
Perspective**

PRIMARY AND
SECONDARY ROLES
OF THE ARMIES:
COMPARATIVE CASE
STUDIES FROM LATIN
AMERICA



The present report was elaborated by Samanta Kussrow with assistance from Rodrigo Andrés Sánchez. Hal Klepak, Juan Rial and Marcela Donadio collaborated as regional experts.

Graphic design:

Rubén Longas

RESDAL

Latin American Security and Defence Network

<http://www.resdal.org/ing/index.html>

<https://www.facebook.com/resdal>

https://twitter.com/RESDAL_

<http://atlas.resdal.org>

Executive Secretariat

Güemes 4747 - 2° E

Buenos Aires, Argentina

Tel: (5411) 4371-3822

secretaria@resdal.org

Copyright RESDAL

March 2018

Deposit made according to copyright law.

This publication received sponsorship from:

Department of Foreign Affairs, Trade and Development of Canada



**Global Affairs
Canada**

The views expressed in this publication are exclusive responsibility of the authors, not necessarily be shared by RESDAL.

Primary and Secondary Roles of the Armies: Comparative Case Studies from Latin America

Public Security | Disaster Risk Management | Gender Perspective

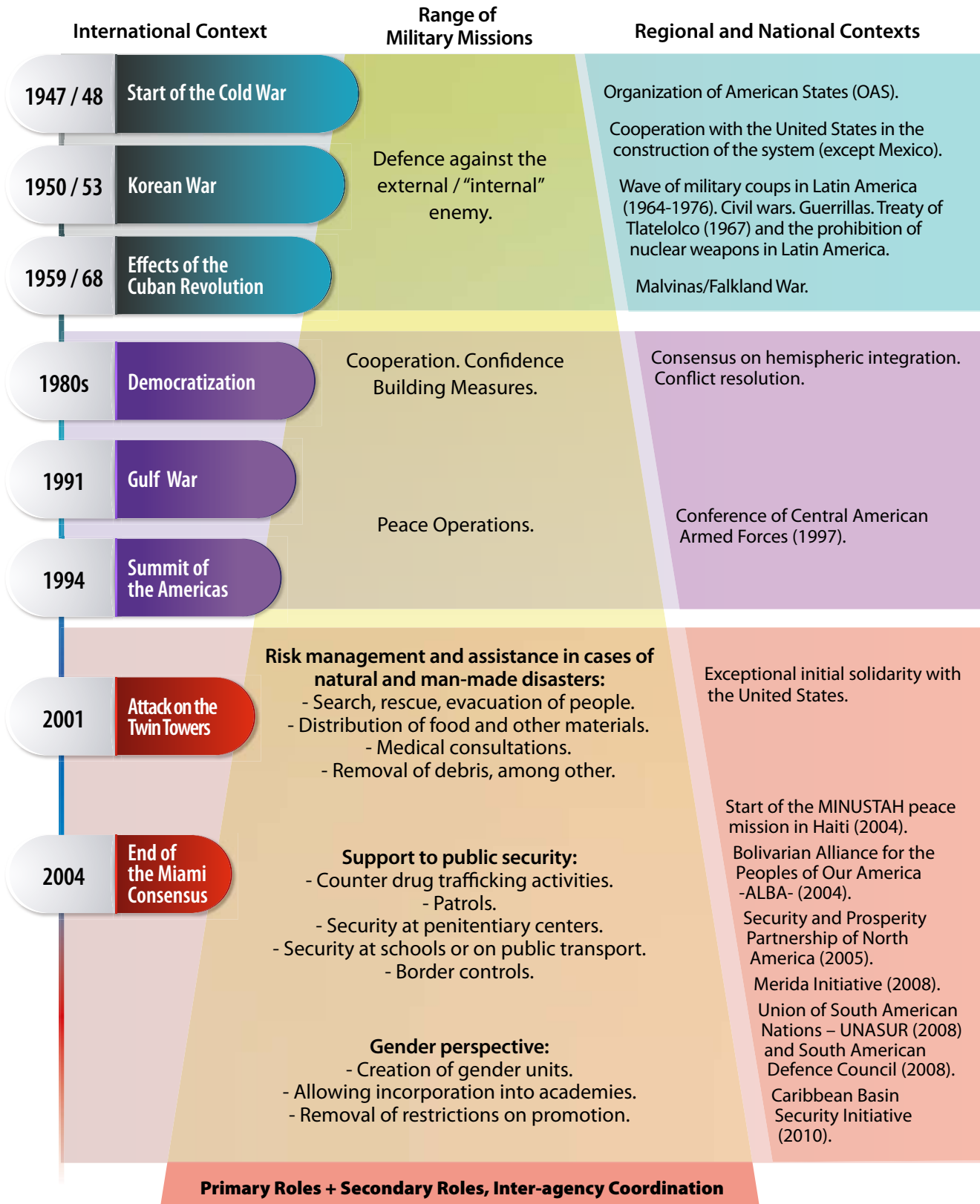
1 With regard to issues surrounding the military and specifically to the missions of the armed forces, Latin America is a region of the world where substantial progress has been made in recent decades. Forty years ago, the security situation and that surrounding the employment of violence by states differed greatly from the present situation in the region. For example, Argentina and Chile were on the brink of war in 1978, and that is without mentioning the former's war with Great Britain, or that between Peru and Ecuador. In the 1970s, too, children in many countries were warned by their parents about informal "curfews", hours from which it was unsafe to be on the street due to political violence. Young people from various countries latched on to the idea of going to fight in revolutions abroad or joined guerilla groups in their own countries. Armed and police forces formed part of states for which human rights did not feature on the agenda. And even in the 1980s, 90s and 2000s, the threat of guerilla groups occupying control over national territories was very much a reality, as shown by the cases of Peru and Colombia.

2 While there are pending problems in the region, a retrospective glance into history shows that in the midst of political changes, of varying ideological affiliations, and of questions over economic and social development, Latin America has changed significantly. Political violence, authoritarianism and the shadow cast by the possibility of armed conflict, which previously constituted the norm, have now become the exception.

3 There were opportunities and challenges to this process. Guerrillas were re-integrated, as for example in El Salvador and Guatemala, and in this respect the future Colombian process will be observed with anticipation. Young people who participated in revolutionary movements have held, and continue to hold, senior positions within government; besides the experiences witnessed in Central America, this can also be seen in South America. The armed forces coordinate with ministries of foreign affairs through ministries of defence, and an unprecedented and exponential participation in peace operations has occurred under the mandate of the United Nations. Women joined the officer career structure as never before, in some cases integrating into the full range of specialities.

4 The defence sector has undergone institutional and cultural reforms. And the spectrum of armed forces missions has been impacted. Changes within international and regional scenarios have also influenced this, with missions that are secondary to traditional military defence beginning to occupy a greater space in the plans and operations of the armed forces. Three of the most relevant aspects in this regard have been their role in public security, in risk management in the context of disasters, and the need for mainstreaming a gender perspective.





MEXICO

Population	126,248,000
Territorial Extension (km ²)	1,964,380
GDP (US\$)	1,082,431,000,000
GDP per capita (US\$)	8,574
Inhabitants per km ²	64
Urban Population	77.30%
Rural Population	22.70%
Defence Budget (US\$)	5,978,115,551
Variation in Defence Budget (2010-2016)	18%
Army Personnel	205,689
Other Intermediate Forces	-----

GUATEMALA

Population	16,703,000
Territorial Extension (km ²)	108,890
GDP (US\$)	68,142,000,000
GDP per capita (US\$)	4,080
Inhabitants per km ²	153
Urban Population	56.00%
Rural Population	44.00%
Defence Budget (US\$)	264,313,810
Variation in Defence Budget (2010-2016)	40%
Army Personnel	15,797
Other Intermediate Forces	-----

NICARAGUA

Population	6,152,000
Territorial Extension (km ²)	130,370
GDP (US\$)	12,903,000,000
GDP per capita (US\$)	2,097
Inhabitants per km ²	47
Urban Population	57.60%
Rural Population	42.40%
Defence Budget (US\$)	72,558,630
Variation in Defence Budget (2010-2016)	45%
Army Personnel	14,061
Other Intermediate Forces	-----

EL SALVADOR

Population	6,324,000
Territorial Extension (km ²)	21,040
GDP (US\$)	27,327,000,000
GDP per capita (US\$)	4,321
Inhabitants per km ²	301
Urban Population	69.00%
Población Rural	31.00%
Defence Budget (US\$)	146,139,840
Variation in Defence Budget (2010-2016)	9%
Army Personnel	20,179
Other Intermediate Forces	-----

ECUADOR

Population	16,385,000
Territorial Extension (km ²)	256,370
GDP (US\$)	94,014,000,000
GDP per capita (US\$)	5,738
Inhabitants per km ²	64
Urban Population	64.40%
Rural Population	35.60%
Defence Budget (US\$)	2,510,507,785
Variation in Defence Budget (2010-2016)	14%
Army Personnel	20,800
Other Intermediate Forces	-----

CHILE

Population	18,276,000
Territorial Extension (km ²)	756,100
GDP (US\$)	235,419,000,000
GDP per capita (US\$)	12,881
Inhabitants per km ²	24
Urban Population	88.90%
Rural Population	11.10%
Defence Budget (US\$)	4,571,174,008
Variation in Defence Budget (2010-2016)	-5%
Army Personnel	40,417
Other Intermediate Forces	Carabineros de Chile

BRAZIL

Population	209,486,000
Territorial Extension (km ²)	8,514,880
GDP (US\$)	1,534,782,000,000
GDP per capita (US\$)	7,326
Inhabitants per km ²	25
Urban Population	85.70%
Rural Population	14.30%
Defence Budget (US\$)	19,978,247,480
Variation in Defence Budget (2010-2016)	-65%
Army Personnel	224,484
Other Intermediate Forces	Policia Militar

COLOMBIA

Population	48,650,000
Territorial Extension (km ²)	1,141,750
GDP (US\$)	253,240,000,000
GDP per capita (US\$)	5,205
Inhabitants per km ²	42
Urban Population	79.40%
Rural Population	21.60%
Defence Budget (US\$)	4,916,946,842
Variation in Defence Budget (2010-2016)	-20%
Army Personnel	220,537
Other Intermediate Forces	-----

ARGENTINA

Population	43,712,000
Territorial Extension (km ²)	2,780,400
GDP (US\$)	437,856,000,000
GDP per capita (US\$)	10,017
Inhabitants per km ²	16
Urban Population	91.80%
Rural Population	8.20%
Defence Budget (US\$)	4,287,426,700
Variation in Defence Budget (2010-2016)	27%
Efectivos del Ejército	48,367
Other Intermediate Forces	Gendarmería Prefectura Naval Policía Aeroportuaria

Source: RESDAL (2016). *A Comparative Atlas of Defence in Latin America and Caribbean*. ECLAC (2015). *Anuario Estadístico de América Latina y el Caribe* (territory and population: 2016 projection; % urban population in 2015). IMF. *World Economic Outlook Database* (GDP 2016 projection).



Public Security

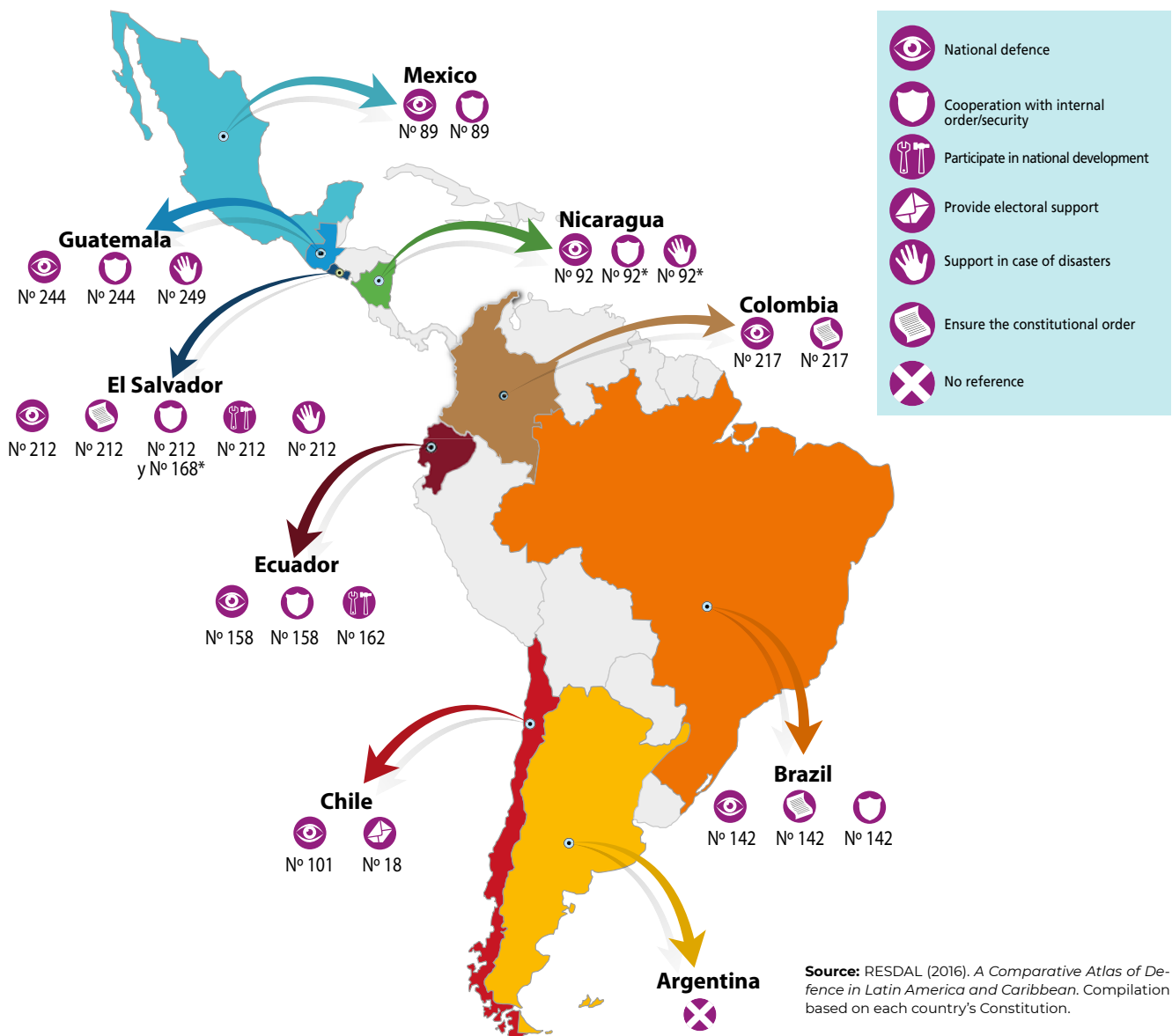
REGIONAL ANALYSIS:
Armies and Public
Security Missions

Juan Rial



5 The majority of political constitutions - with the exception of Argentina - define the role of the armed forces and their missions. In addition to the primary mission, which naturally is linked to national defence, many of them propose missions that relate to enforcing internal order, supporting the fight against drug trafficking, or - and again referring to the internal domain - participating in national development, providing support in cases of disasters, and also electoral support.

Constitutional Missions of the Armed Forces



6 In recent decades, in the countries analysed the question of armed forces missions has been embedded within historical processes that included, in accordance with the case, post-conflict, defining the role of the military, and democratization. The role of the legislative branch has been key in this regard, and has been expressed through the enactment of laws that address the definitions of national defence, public / interior security, defence and security systems and the role of the armed forces within these, as well as the organization of the armed forces themselves (in some cases military service laws, career laws, and even intelligence laws were also sanctioned). Congressional defence committees have played an active part in these processes, defining and continuously updating a legal framework that directly impacts on military missions.

Organic Law of the Mexican Army and Air Force (Mexico)	1986
National Defence Act - Argentina	1988
Constitutional Organic Law of the Armed Forces (Chile)	1990
Constitutive Act of the Guatemalan Army (Guatemala)	1990
Internal Security Act (Argentina)	1992
Organic Law of the Armed Force (El Salvador)	1998
Act on the Organization, Preparation and Use of the Armed Forces N° 97 (Brazil)	1999
Act on Support to Civil Security Forces (Guatemala)	2000
National Defence Act (El Salvador)	2002
Act on the National Security System (Guatemala)	2008
National Defence and Public Security Acts (Ecuador)	2009
Military Code Reform Act (Nicaragua)	2014
Internal Security Act (Mexico)	2017

Military Missions and Legislation

National Defence

Argentina

National Defence is the integration and coordinated action of all the Nation's forces for solving those conflicts that require the employment of the Armed Forces, in a dissuasive or effective manner, to confront aggressions that are of an external origin.

Ley de Defensa Nacional, N° 23554, 26th April 1988. Article 2.

Ecuador

The Armed Forces, as part of the public force, have the following mission:

- a) Conserve national sovereignty;
- b) Defend the integrity, unity and independence of the State; and,
- c) Guarantee the legal and democratic order of the social state under the rule of law.

In addition, to collaborate in the country's social and economic development; they may participate in economic activities related exclusively to national defence; and, to intervene in other aspects concerning national security, in accordance with the law.

Ley Orgánica de Defensa Nacional, R.O. 6, 19th January 2007. Most recently reformed on 28th September 2009. Article 2.

El Salvador

National Defence: A set of resources and activities that the State continuously develops in a coordinated manner in all fields of action, in order to confront any threats to national sovereignty and territorial integrity.

Fields of Action: Areas in which ministries and government institutions whose purpose is to facilitate the planning, coordination and execution of tasks to prevent or resolve conflict are grouped. Four fields of action are usually established: Internal, Diplomatic, Economic and Military.

Ley de la Defensa Nacional, Legislative Decree N° 948, 13th September 2002. Article 4.

Internal Security / Public Security

Argentina

The armed forces will be employed to restore internal security within the national territory, in those exceptional cases in which the internal security system described in this law is insufficient, as determined by the President of the Nation (...) the employment of the armed forces will, furthermore, be adjusted to comply with the following norms:

- a) Responsibility for the leadership of national and provincial armed, security and police forces lies with the President of the Nation, advised by the crisis committees laid down in this law and Law 23.554.
- b) An operational commander of the armed forces shall be appointed and all other security and police forces shall be subordinated exclusively to him/her within the territorial scope defined for said command.
- c) That referenced here in this article will be employed only in an exceptional form, and developed only in situations of extreme gravity, and thus will not affect the doctrine, organization, equipment or training of the armed forces (...).

Ley de Seguridad Interior, N° 24059, 6th January 1992. Articles 31 and 32.

Ecuador

Defence of the sovereignty of the State and of territorial integrity will have as their governing entities the Ministry of Defence and the Ministry of Foreign Affairs in the areas of their responsibility and competence. Its execution corresponds to the Armed Forces in order to fulfill its fundamental mission of defending the country's sovereignty and territorial integrity.

In order to safeguard internal protection, the maintenance and control of public order, and citizen security, the Armed Forces may support, in a complementary manner, the operations that in this matter fall to the National Police. For this purpose, the Ministers responsible for National Defence and the Interior will coordinate the opportunity and the level of intervention by the forces under their command, establishing the directives and protocols necessary.

Ley de Seguridad Pública y del Estado, R.O. N°. 35, 28th September 2009. Article 11 and non-numerated article.



Guatemala

Civil security forces may be supported in their functions of preventing and combating organized and common crime by those units of the Guatemalan Army that are deemed necessary, when the security circumstances of the country demand assistance, or when the ordinary means available to civil security forces are deemed to be insufficient.

Ley de Apoyo a las Fuerzas de Seguridad Civil, Congressional Decree N° 40-2000, 16th June 2000. Article 1.

National Security System fields of operation. For its proper functioning and for adequate levels of coordination, the National Security System is developed in the following areas: a) Internal security; b) Foreign security; c) State intelligence; and d) Risk management and civil defence.

Ley Marco del Sistema Nacional de Seguridad, Congressional Decree N° 18-2008, 8th April 2008. Article 18.

Mexico

It is the responsibility of federal authorities, including the Armed Forces, alone or in coordination with other orders of government, to identify, prevent, address, reduce and contain Threats to Internal Security.

The President of the Republic has the power to order, - at his/her own behest or at the request of the Legislatures of the federative entities, or of his/her own Executive in cases where those are in recess - the intervention of the Federation for the realization and implementation of Internal Security Actions in the territory of a federal entity or a geographical area of the country, after issuing a Declaration of Internal Security Protection, when any of the Threats to Internal Security are updated, and that these:

- I. Compromise or exceed the effective capacities of the competent authorities to attend to them, or
- II. Their origin lies in the failure or insufficient collaboration of federative or municipal authorities in the preservation of National Security, in accordance with the provisions of the second paragraph of Article 1 of the National Security Law. Those threats to Internal Security that do not require a Declaration in terms of the present article will be attended to by the authorities in accordance with their attributions and the legal provisions that prove applicable.

In no circumstance will the Internal Security Actions carried out by the federal authorities in accordance with the provisions of this Law have the purpose of replacing the authorities of other orders of government in the fulfillment of their competences or to absolve said authorities of their responsibilities. In no circumstance will the Internal Security Actions carried out by the Armed Forces be considered as, or will have the status of, public security.

The Armed Forces, without prejudice to the missions assigned to them in the Political Constitution of the United Mexican States and in their Organic Laws, will only intervene through the issuance of a Declaration of Internal Security Protection when the capacities of Federal Forces prove insufficient to reduce or contain the threat in question, in accordance with the following procedure:

- I. The President of the Republic, at the proposal of the Secretaries of National Defence and the Navy, will designate a Commander of the participating Armed Forces, who will direct the inter-institutional groups that are integrated in terms of article 21;
- II. The Commander appointed in terms of the previous section will devise a protocol of action to establish the responsibilities, channels of communication, and coordination of participating military and civil authorities;
- III. The protocol will contemplate the integration of inter-institutional groups, to ensure that each one carries out the mission assigned to them based on the attributions and responsibilities that correspond to each of them, coordinated by the Commander, and
- IV. The Armed Forces will act in accordance with the Internal Security Actions foreseen in the respective Declaration.

Ley de Seguridad Interior, 21st December 2017, Articles 11, 18 and 20.



On the Organization and/or Functions of the Armed Forces

Brazil

The Armed Forces (...) are permanent and regular national institutions, organized on the basis of hierarchy and discipline, under the supreme authority of the President of the Republic and are intended for the defence of the homeland, the guarantee of constitutional powers and, on the initiative of any of them, of law and order.

It is the responsibility of the Armed Forces, as a general subsidiary attribution, to cooperate in national development and civil defence, in the manner determined by the President.

It is the responsibility of the Armed Forces, in addition to other pertinent actions, also as subsidiary powers, with the exclusive competences of the judicial police preserved, to act, by means of preventive and repressive actions, along the land border, sea, and in internal waters (...) against cross border and environmental crimes, alone or in coordination with other organs of the Executive, executing actions that include the following:

Patrolling.

Requisition of people, land vehicles, boats and aircraft.

Arrest in cases in flagrante delicto.

It is the responsibility of the Army, in addition to other pertinent actions, and as particular subsidiary attributions, to:

I - Contribute to the formulation and conduct of national policies regarding the Land Military Power.

II - Cooperate with federal, state and municipal public bodies and, in exceptional cases, with private companies, in the execution of works and engineering services (...).

III - Cooperate with federal bodies, when necessary, in the repression of crimes that have national and international repercussions, in the national territory, in the form of logistical support, intelligence, communications and training.

Lei Complementar N° 97, 9th June 1999. Incorporates reforms in *Lei Complementar N° 117*, 2nd September 2004, and *Lei Complementar N° 136*, 25th August 2010. Articles 1, 16, 16-A and 17-A.

Chile

The Armed Forces, under the authority of the Ministry responsible for National Defence, are integrated exclusively by the Army, Navy and Air Force, which constitute the armed bodies that exist for the country's defence, essential to national security and to guaranteeing the institutional order of the Republic.

Ley Orgánica Constitucional de las Fuerzas Armadas, N° 18948, 28th February 1990. Article 1. Most recently reformed in 2014.

El Salvador

In peacetime, the Armed Forces will contribute to the development and promotion of National Defence policies and objectives, and in exceptional circumstances in the maintenance of internal peace. The Armed Forces will organize, equip and train both active and reserve units, training them to fulfill their wartime mission.

Ley Orgánica de la Fuerza Armada, Legislative Decree N° 353, 30th June 1998. Article 3.

Guatemala

The Guatemalan Army is the institution responsible for maintaining the independence, sovereignty and honour of Guatemala, the integrity of the territory, peace and internal and external security

Ley Constitutiva del Ejército de Guatemala, Congressional Decree N° 72-90, 13th December 1990. Article 1.



Mexico

The Mexican Army and Air Force are permanent armed institutions with the following general missions:

- I. Defend the integrity, independence and sovereignty of the Nation.
- II. Guarantee internal security.
- III. Assist the civilian population in cases of public necessity.
- IV. Carry out civic actions and social works that promote the country's progress.
- V. In cases of disaster, provide assistance to help maintain order, assist people and their property, and the reconstruction of affected areas.

Ley Orgánica del Ejército y la Fuerza Aérea Mexicanos, 26th December 1986. Most recent reform published on 6th November 2014. Article 1.

Nicaragua

The Army is a constitutional institution of the State of Nicaragua and performs the following functions:

Plan, organize, prepare, direct and execute the armed defence of the Homeland; and defend the territorial integrity, independence and sovereignty of the Nation.

Contribute, in cases of extreme need, and as determined by the President of the Republic in the Council of Ministers, within the responsibilities set forth in the Law, to the maintenance of the nation's peace and public order.

Execute, in coordination with state ministries and entities, activities aimed at fulfilling the purposes of national defence as determined by the President of the Republic.

Organize, according to what is ordered and established by the President of the Republic, the forces, means and public goods to be used in cases of national emergency in accordance with the law regulating the area. Private property may only be used in the event of a national disaster or war, with the responsibilities and indemnities provided by the law.

Make their forces and means available to combat threats to national security and defence, and any illicit activity that endangers the existence of the Nicaraguan State, its institutions and the fundamental principles of the nation.

Assist the National Police in the fight against drug trafficking, organized crime, and related activities in accordance with the provisions laid down in law and in accordance with the plans and instructions issued by the President of the Republic.

(...)

10) Contribute to the strengthening of risk management policies in cases of natural disaster, carrying out actions in the areas of organization, training, prevention, assistance and mitigation, safeguarding the life and goods of the population, collaborating in the maintenance of order and reconstruction.

(...)

14) Monitor and protect the national territory's terrestrial, air and maritime spaces, participating as a national authority in the formulation and execution of policies for navigation, surveillance, protection, control and security of air and maritime traffic, in coordination with other institutions in accordance with the laws regulating the area.

Ley de Reformas y Adiciones a la Ley N° 181, "Código de Organización, Jurisdicción y Previsión Social Militar", Law N° 855, 11th February 2014. Article 2.

7 The employment of the Army in public security functions is varied; in general the following is observed:

- It is carried out in cooperation with, or in support of, the police.
- Participation in urban patrols is the exception as opposed to the rule.
- Tasks such as those involved in the fight against drug or human trafficking form part of what is understood as military support in the face of threats to security, and evolve from the means and capacities possessed by military forces. In cases such as Chile or Argentina, which have intermediate gendarmerie-type forces, participation in this class of activities is either zero (Chile) or limited (Argentina). This includes border control.
- With regard to roles in countering the illegal trade in arms, these are linked to the fact that in many countries the weapons register falls under the responsibility of the defence sector.
- With the exception of Colombia, the protection of leaders of social movements is not considered a military mission in any of the cases covered.
- Changes to doctrine and education, for their part, are scarce. This is also contextualized by debates around the need for police reforms - an important point on national agendas - and even over whether or not to create militarized forces. In Argentina, any change to doctrines or training is expressly prohibited by the internal security law.

Missions in the Field of Public Security: Definition and Nature of Roles

	ARGENTINA	BRAZIL	CHILE	COLOMBIA	ECUADOR	EL SALVADOR	GUATEMALA	MEXICO	NICARAGUA
Maintenance of public order.									
Protection of strategic national infrastructure.									
Border control.									
Fight against human trafficking.									
Fight against drug trafficking.									
Fight against the illegal extraction of mining deposits.									
Contraband and trafficking of arms, ammunitions and explosives.									
Kidnapping.									
Extortion.									
Protection of leaders of social groups .									

8 In the case of **Argentina**, the National Constitution makes no reference to the armed forces. The 1985 National Defence Law and the 1992 Internal Security Law define their role in public security.

- The armed forces are for national defence, and internal security is the responsibility of militarized forces (Gendarmerie, Prefecture and Airport Security Police), of the provincial police forces (24) and – up until 2017 - of a Federal Police force that was transferred in that year to the jurisdiction of the Buenos Aires City Government.
- The National Gendarmerie is the federal force that, among other things, exercises control over land borders and performs public security tasks - urban and rural – together with the police.
- By law, the armed forces can only provide logistical support and information on issues such as the fight against drug trafficking, arms smuggling and border control. In recent years, operations have been authorized through presidential decree, presently limited to the north of the country and only in the aforementioned framework of logistical support and the provision of neutral information.

ARGENTINA

Maintenance of public order.	No.
Protection of strategic national infrastructure.	No.
Border control.	Yes. Since 2013. Patrol and aerial surveillance. Transfer of details only- does not have police powers. Own patrols- does not combine with security forces.
Fight against human trafficking.	Yes. Since 2013. Transfer of details collected. Operations Northern Shield and Borders
Fight against drug trafficking.	Yes. Since 2007 (Operation Fortín). Collaboration with security and police forces, providing surveillance (transfer of details collected- not authorized to carry out detentions). Authorization to shoot down aircraft since 2016. Since 2011 it combines with Operations Northern Shield and Borders.
Fight against the illegal extraction of mining deposits.	No.
Contraband and trafficking of arms, ammunition and explosives.	Yes. Since 2011. Collaboration with security and police forces, providing surveillance (transfer of details collected; does not have police powers). Operations Northern Shield and Borders.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.



9 The armed forces of **Brazil** have a historical subsidiary role in relation to matters of law and order enforcement, mentioned in all versions of the country's Constitution: 1824 (article 145), 1891 (article 14), 1934 (article 162), 1946 (article 177), 1967 (article 92) and 1988 (article 142).¹

- As a federal country, each State possesses its own police force. To these are added a Military Police that possesses a federal character.
- The public order role is authorized expressly and directly by the President, and only on an exceptional basis, limited in time and space. The largest operations have taken place in the framework of major international events such as the Olympic Games or the World Cup, and in support of the Rio de Janeiro State Police in security and crime control in the favelas. A 2018 protocol was signed between the federal and state levels with respect to this.
- The Ministry of Defence has produced a Manual for law and order enforcement operations. Meanwhile, since 2006 the Army has possessed the following subunit within one of its Infantry Battalions: the center for law and order operations training.
- The role in border control is long-standing and also results from the size of the national territory. The border region incorporates all municipalities within 150 km of the border; the border extends for 15,719 km, and the border area represents approximately 27% of the national territory.

BRAZIL	
Maintenance of public order.	Yes. Historic subsidiary role, which since the transition to democracy has been restricted to actions of exceptional and limited character in terms of time and space, requiring the express and direct authorization of the President. Acts in the context of large international events, prison revolts, strike action by police forces, and large-scale coordinated actions against criminal factions.
Protection of strategic national infrastructure.	Yes. Programs such as the Cyber Defence Project and the Protect Program arise from the need to guarantee the integrity of facilities and services that, if interrupted, would cause serious negative economic, social and environmental impact.
Border control.	Yes. Specific function to cooperate with federal agencies in the repression of crimes that have national and international repercussions, in the national territory, by means of logistical, intelligence, communications and instructional support. SISFRON (Integrated Border Monitoring System) plays a fundamental role in achieving effective control of the border region.
Fight against human trafficking.	Yes. Only in border regions or in cooperation with federal agencies in the form of logistical, intelligence, communications and instructional support.
Fight against drug trafficking.	Yes. Its regular role is limited to cooperation in border regions.
Fight against the illegal extraction of mining deposits.	Yes. Especially in the Amazon zone.
Contraband and trafficking of arms, ammunition and explosives.	Yes. The Army plays the principle role in terms of regulating the possession and transit of arms, ammunition and explosives in the country.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.

¹ Estre, F. (2017). *La Actuación del Ejército de Brasil: Roles Tradicionales y No Tradicionales*. Project: Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Brazil.

10 According to the Constitution of **Chile**, the armed forces exist for the defence of the country and are essential to national security.²

- The Constitution also states that the Public Security and Order Forces (Chilean Carabiniers and the Chilean Investigative Police) constitute the public force, and that they exist to enforce the law, and to maintain public order and internal public security.
- The protection of strategic infrastructure is normally exercised in times of war, but the use of military means is not foreseen in times of peace, with the exception of the Chilean Nuclear Energy Commission’s nuclear reactors, whose security falls under the responsibility of specialized units of the Military Police (Army).
- The participation of the armed forces in public security tasks has been subject to a broad legal and political consensus - which included the Armed Force themselves - in the sense of ensuring their separation from such functions, preserving those roles for the Public Security and Order Forces.

CHILE	
Maintenance of public order.	No. No role exists for the Armed Forces in public order maintenance, in particular controlling disturbances, with the exception – occasionally - of cases related to Popular Votes and Ballots, States of Constitutional Exception, special laws and military policing.
Protection of strategic national infrastructure.	No. By virtue of the defence function that falls to the Armed Forces in the face of situations of external aggression, and specifically armed attacks in the context of international armed conflicts, it is possible for Defence Planning, whose regulation is contained in Law Nº 20.424, to contemplate military activities that are specifically dedicated to the protection of strategic national infrastructure. It is also possible, occasionally, for military assets to assume functions related to the protection of strategic national infrastructure within the framework of cases relating to Popular Votes and Ballots, States of Constitutional Exception, and special laws.
Border control.	No. This function falls to the Carabineros of Chile in terms of police border surveillance, and to the Chilean Investigative Police in relation to controlling the flow of people entering/exiting the national territory via authorized crossings.
Fight against human trafficking.	No.
Fight against drug trafficking.	No.
Fight against the illegal extraction of mining deposits.	No.
Contraband and trafficking of arms, ammunition and explosives.	No. This function is regulated through laws on foreign trade in force in Chile, international agreements regarding disarmament, limitations and control of trade and trafficking of arms, explosives and dangerous substances in general, and specifically by Law Nº 17.798 on Arms Control. This last law places arms control functions within the remit of the General Directorate of National Mobilization, an agency under the authority of the Ministry of National Defence that, despite not forming part of the Armed Forces in an organic sense, is in practice a “militarized” division, with personnel from the armed institutions and a close relationship maintained with them. An active serving General Officer of the Army performs the position of General Director. However, functions relating to the prosecution of crimes such as contraband smuggling, illegal trafficking and illicit entry of weapons to the national territory, or their transit through it, are executed by the police as opposed to the Armed Forces. The only exception is in the maritime field, where the Navy, as the Maritime Authority, exercises police functions for these purposes.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.

2 Segura, V. (2017). Chile: *Breve descripción de la institucionalidad vigente respecto del empleo de las fuerzas armadas en tareas subsidiarias*. Contributing to the Colombian peace process: collaborating with the Army’s process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Chile.



11 In the case of **Colombia**, according to the Constitution, the Army forms part of the Public Force, which is integrated exclusively by the Military Forces and the National Police. In the institutional sphere, the military and police forces are organized under the Ministry of Defence.³

- The preservation of public order has been a fundamental concern for the country's authorities. Beyond its central role in defending the sovereignty, independence and integrity of the national territory, the National Army has been involved in the containment of internal threats that affect the prevailing constitutional order.
- As well as border control, the levels of violence and the presence of illegal armed structures in the interior of the country, which exceeded the technical and operational capacities of the National Police, led to the Army's involvement in tasks that seek to guarantee internal security and to maintain - or re-establish - public order. These are related not only to military combat against the guerrillas, but also to the fight against crimes such as drug trafficking, terrorism, the illegal extraction of natural resources, contraband, illegal arms trafficking, kidnapping and extortion.
- In the context of the peace process, the Army's efforts have been reoriented to address two particular issues. Firstly, the fight against criminal structures known as *Bandas Criminales* (Criminal Gangs). And secondly, the Army has taken on tasks directly related to the implementation of the peace accords, such as security in the Transitory Rural Zones for Normalization, where FARC-EP members concentrate, disarm, and prepare for the transition to civilian life.

COLOMBIA

Maintenance of public order.	Yes. Combatting illegal armed structures such as guerrillas and organized criminal groups. Operations to guarantee permanent territorial control in rural areas, especially in those where there is a presence of illegal armed structures. Monitoring and patrol operations in certain strategic urban centres. In extraordinary cases where grave threats to public order are presented, the National Army supports the National Police in controlling large demonstrations and countering terrorism.
Protection of strategic national infrastructure.	Yes, since the 1990s. Permanent operations to safeguard and control oil and gas pipelines, energy installations and strategic road networks. Also carried out are special security operations and assistance to businesses – public and private – that operate the infrastructure..
Border control.	Yes. Operations to protect national territory and control borders.
Fight against drug trafficking.	Yes, since the 1970s. Combat operations against armed drug trafficking structures, destruction of laboratories used for producing cocaine, and aerial, maritime and land interdiction of drug loads.
Fight against the illegal extraction of mining deposits.	Yes. The 2015 National Strategy against Illegal Mining confers upon the National Army a principle role in combatting criminal structures dedicated to the illicit extraction of natural resources, especially gold, as well as the destruction of machinery and illegal deposits.
Contraband and trafficking of arms, ammunition and explosives.	Yes. Responsible for controlling the trafficking and commercialization of firearms and ammunition. In addition, carries out humanitarian mine clearing operations and the deactivation of non-conventional explosives laid by guerrillas.
Kidnapping, extortion and human trafficking.	Yes. Joint operations with the National Police to combat crimes against personal liberty. Special anti-kidnapping groups (GAULA) are in existence.
Protection of leaders of social groups.	Yes. The Army has been tasked with the protection of demobilized FARC members

³ Pabón Ayala, N. (2017). Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Colombia. RESDAL (2018). *Military missions and the post-conflict environment: a regional perspective on Colombia*. Buenos Aires: RESDAL.



12 The Constitution of **Ecuador** establishes the armed forces and the national police as institutions that protect citizen rights, liberties and guarantees. The fundamental mission of the armed forces is to defend the country’s sovereignty and territorial integrity and, in addition, to support the State’s integral security.⁴

- The 2014 Public and State Security Law establishes that - in order to safeguard internal protection, the maintenance and control of public order, and citizen security - the armed forces will be able to support, in a complementary manner, police operations.
- Support to police tasks has led to the implementation of combined patrols.
- Within its land remit, the Army has diverse missions that respond to concepts established in law and in its plans: *sovereignty* (popular, national, food, economic, energy, and international relations), and *integral security*. It is from these that their role in protecting strategic installations and hydrocarbon security, for example, is derived.

ECUADOR

Maintenance of public order.	Yes. Operations to control urban spaces, patrols with the police.
Protection of strategic national infrastructure.	Yes. Operations to provide protection and security through patrols with military personnel.
Border control.	Yes. Operations to protect national territory.
Fight against human trafficking.	No.
Fight against drug trafficking.	Yes. Operations in support of crime control and to counter organized crime and drug trafficking.
Fight against the illegal extraction of mining deposits.	Yes. Hydrocarbon Security: operations to provide security to domestic and foreign, public and private companies that carry out activities legally in the country in the areas of development, refining, industrialization, storage and transportation (oil pipelines). Energy Sovereignty: operations carried out in support of the Hydrocarbons Regulation and Control Agency (ARCH), executed by all military units in cities across the country.
Contraband and trafficking of arms, ammunition and explosives.	Yes. Operations carried out to monitor the importation, exportation, commercialization, storage, internal trade and manufacture of firearms, ammunition, fireworks, gunpowder or all kinds of explosives, as well as the raw materials for their manufacture.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.

4 Bermeo Lara, D. y Pérez Enríquez, D. (2017). *Fuerzas Armadas en Ecuador: demandas de transformación. Institucionalidad frente a la seguridad pública, gestión de riesgos y género*. Contributing to the Colombian peace process: collaborating with the Army’s process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Ecuador.



13 In the case of **El Salvador**, the 1992 Peace Accords ended the internal civil war and led to important institutional and legal transformations, and, within this, to the role of the Armed Force (denomination used in the country), of which the Army is a part.⁵

- A National Civil Police (PNC) was formed as part of the peace process, incorporating both members of the Armed Force and former FMLN combatants. Strengthening and reforming the PNC has been among the challenges faced in recent decades.
- The Constitution establishes the power of the President to involve the Army in public security tasks if the ordinary means for maintaining internal peace, tranquility and public security have been exhausted.
- Said involvement has acquired an almost permanent character within the security context of recent decades. The Army has advanced its support of the PNC, with cooperation even occurring through urban and rural patrols, as well as generating mechanisms for coordination with various state institutions.

EL SALVADOR

Maintenance of public order.	Yes. Actions in support of public security activities carried out under the leadership of the National Civil Police (PNC). Joint Community Support Groups (GCAC) in conjunction with the PNC, maintaining a presence throughout the national territory, high risk schools and offices of the Attorney General.
Protection of strategic national infrastructure.	No.
Border control.	Yes. As part of the protection of territorial integrity, the Army carries out patrols and controls in border areas, both formal and informal, known as “blind spots”.
Fight against human trafficking.	Yes. Activities in support of the General Directorate of Migration and Foreign Persons, including patrols and control tasks in border areas.
Fight against drug trafficking.	Yes. Reactive interventions- captured suspects and findings are transferred to the corresponding area of the PNC.
Fight against the illegal extraction of mining deposits.	No.
Contraband and trafficking of arms, ammunition and explosives.	Yes. Responsible for verifying compliance with the rules established in matters of import, export and commercialization of these goods. The Ministry of Defence maintains the Weapons Register.
Kidnapping.	No.
Extortion.	Although legally criminal investigations are the responsibility of the PNC under the direction of the Office of the Attorney General of the Republic, the Armed Forces report the Anti-Extortion Plan within its work plans.
Protection of leaders of social groups.	No.

⁵ Amaya Cobar, E. (2017). *Ejército y Posconflicto en El Salvador*. Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of El Salvador.



14 In **Guatemala**, the Constitution establishes the Guatemalan Army as an institution destined to maintain the independence, sovereignty and honour of Guatemala, territorial integrity, peace, and internal and external security. After the first Peace Agreement in 1996, the Army was reduced in size and a National Civil Police was created. Similarly to the Salvadoran case, the PNC has faced profound challenges in terms of protecting the lives and property of citizens.⁶

- In this security context, the employment of the Army in support of civil security forces, including in the fight against drug trafficking, kidnapping and abduction, contraband smuggling, the depredation of forests, and arms smuggling, has been regulated through legislative decree since 2000.
- In the last decade, and especially following the enactment of a law that frames the national security system, an active role has been maintained in this type of mission, while at the same time strengthening the role of the police. One such initiative was the creation of Citizen Security Battalions, whose troops were progressively displaced to other units starting from 2017.

GUATEMALA	
Maintenance of public order.	Yes. Operations in support of the PNC are established through states of exception, specific governmental agreements and are of a limited time.
Protection of strategic national infrastructure.	No.
Border control.	Yes. In order to secure areas of interest on the country's borders and the zones adjacent to Belize, military brigades were created in departments bordering neighboring countries with the purpose of ensuring the border zone and the international political limit.
Fight against human trafficking.	Yes. Through their participation in task forces, especially the Xinca Task Force. Collaboration with the PNC.
Fight against drug trafficking.	Yes. The Army supports the PNC in actions to counter organized crime, with functions to prevent and combat organized crime and common crime.
Fight against the illegal extraction of mining deposits.	No
Contraband and trafficking of arms, ammunition and explosives.	Yes. The Army supports the PNC in actions to counter organized crime, with functions to prevent and combat organized crime and common crime.
Kidnapping.	
Extortion.	
Protection of leaders of social groups.	No.

⁶ Ogaldes, C. (2017). *Misiones y roles del Ejército frente a amenazas no tradicionales. El caso de Guatemala*. Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Guatemala.



15 Mexico is a federal republic in which the Federation, the states, the Federal District and the municipalities are articulated. The nature of the Mexican state results in a complex organization of security forces and of functions, roles and missions.⁷

- A Federal Preventive Police was formed in 1999, and then reformed as the Federal Police in 2006, and its history is thus rather recent. On the other hand there are approximately 1,800 municipal police bodies.
- The composition of the Mexican armed forces is different from that of other countries. In governmental terms they are divided across two ministries: the National Defence Secretariat (SEDENA, Land Army and Air Force) and the Naval Secretariat – Mexican Navy (SEMAR, Navy).
- Guaranteeing internal security is one of its functions, according to the Organic Law of the Mexican Army and Air Force. The Army has historically played an important role in terms of public security, accentuated by the security challenges faced over the last thirty years, the context provided by the country’s geographical proximity to the United States, and the relocation of organized crime as a result of changes to the Colombian context.
- Congress approved an internal security law in December 2017 to regulate the performance of the armed forces in this regard

MEXICO	
Maintenance of public order.	Yes. The Army carries out operations in support of civil public security institutions in order to counteract the aggression of any armed or unarmed political movement that violates the Constitution, laws and institutions of the State. However, in accordance with the new internal security law sanctioned at the end of 2017, the Army will be unable to act in relation to social protest movements or those with a political-electoral motive that are carried out in accordance with the Political Constitution. This is because these are not considered to be threats to internal security, and as such their employment in this type of operation may vary in the future.
Protection of strategic national infrastructure.	Yes. The Army guarantees the security and functioning of the nation’s strategic facilities.
Border control.	While there is no specific plan or program, custodial actions are carried out in order to defend the integrity, independence and sovereignty of the nation. Part of the actions in the fight against drug trafficking take place in border areas.
Fight against human trafficking.	Yes Despite not forming part of the state system responsible for the area, it carries out detentions and transfers detainees to corresponding authorities as part of its border function.
Fight against drug trafficking.	Yes. Especially since 2007. The Army carries out counter drug trafficking activities and, furthermore, participates in distinct coordinating mechanisms at the federal and state levels.
Fight against the illegal extraction of mining deposits.	No.
Contraband and trafficking of arms, ammunition and explosives.	Yes. Responsible for registering the possession of weapons and explosives. The discovery, decommissioning and seizure of contraband arms, ammunitions and explosives form part of the operations.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.

⁷ RESDAL (2017). *Caso México*. Contributing to the Colombian peace process: collaborating with the Army’s process to a peace-time footing through the provision of regional experiences and expertise from the Latin American region.

16 In **Nicaragua**, the security structure was regenerated following the Sandinista Revolution. A new national Army and Police arose from this process.⁸

- In the case of the Police, it has established itself over the years as an institution that possesses a sufficient capacity to fulfill its public security mission.
- In accordance with the Constitution, the President is able to order the Army to intervene in support of the National Police when the stability of the Republic is threatened by great internal disorder, calamities or natural disasters.
- The Police maintain a presence in all of the country’s municipalities, and the Army cooperates through support to public security in rural areas. One of the most important initiatives is the Permanent Plan for Security in Rural Areas, through which both institutions work in coordination.

NICARAGUA	
Maintenance of public order.	No.
Protection of strategic national infrastructure.	Yes. Security and protection operations in relation to the economic objectives and strategic resources of the nation.
Border control.	Yes. Actions to guarantee the defence of national sovereignty and territorial integrity; carries out the control, surveillance and protection of its land borders through military border units, and border control posts.
Fight against human trafficking.	Yes. Especially with regard to irregular migrants.
Fight against drug trafficking.	Yes. The Army collaborates with the National Police in the fight against drug trafficking, organized crime, and related activities in accordance with the law and the plans and instructions issued by the President of the Republic.
Fight against the illegal extraction of mining deposits.	No.
Contraband and trafficking of arms, ammunition and explosives.	No.
Kidnapping.	No.
Extortion.	No.
Protection of leaders of social groups.	No.

⁸ Cajina, R. (2017). *Misiones y roles del Ejército frente a amenazas internas no tradicionales: el caso de Nicaragua*. Contributing to the Colombian peace process: collaborating with the Army’s process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Nicaragua.



Organization for Public Security Actions

Organization to engage in these actions is generally of a specific nature: units or commands are formed. Links are formed, furthermore, with other state institutions with which work will be carried out (interagency cooperation), with these including police forces, ministries of security and public ministries (prosecution authorities), depending on the case in question.

Mexico:

The Army is organized into Military Regions and Areas. In general terms, reference is made only to the actions of the Navy and the Army in the war against drug trafficking, deployed territorially. No units operate together with police personnel in regular fashion. In fact, the Navy and Army lead the fight against drug trafficking, while the Police is in the background.

Guatemala:

The Special Reserve Corps for Citizen Security was created in 2006 and it supported tasks aimed at restoring and maintaining internal security, countering threats from common and organized crime, as well as humanitarian assistance. These were carried out in joint fashion with other organic units of the Guatemalan Army. The Second Military Police Brigade worked alongside PNC personnel and was known as the Combined Security Forces of Guatemala. Military personnel who worked alongside police agents were divided into nine squadrons, of which six were assigned to Guatemala City, while the other three carried out operations in other departments. There were 10 task forces within these squadrons, each of which combating a specific type of crime, such as extortion or robbery. The "Mariscal Zavala" Military Brigade, located in Guatemala City, maintains permanent control posts on two of the four access roads to it, which, together with the Office of the Superintendent of Tax Administration and the Ministry of Interior, engage in accident prevention, provide road assistance and prevent the smuggling of contraband. Five Infantry Brigades, a Mountain Operations Brigade and a Special Jungle Operations Brigade are installed at the borders. Inter-institutional task forces also engage in public security operations. These include: Tecún Umán Task Force, Kaminal Task Force, Mayan Task Force, "San Juan" Task Force, Task Force Chortí and Task Force Xinca.

Nicaragua:

The Special Operations Command (COE) is a military unit trained and equipped with technical means to fulfill special missions, in warlike and non-warlike environments. It forms part of the Army's high combat readiness units and constitutes the main Tactical-Operative Unit for carrying out special operations in any part of the national territory. Cooperates with the National Police to fight organized crime in rural areas and to sustain the social stability of the country.

Ecuador:

The land force's Land Operations Command (COT) is the principle body responsible for managing military activity. Patrols are organized in coordination with the Police, in particular involving the Special Operations Group, for prevention and urban security provision. Road checkpoints formed with units deployed in that particular territory are carried out in rural areas, again working alongside police personnel.

With respect to unit deployment, four operational commands exist that are responsible for provinces and cantons across the national territory. These operational commands are:

- I.D.E. SHYRIS (C.O. 4 CENTRAL)
- II.D.E. LIBERTAD (FORMS PART OF C.O.2 MARITIME)
- III.D.E. TARQUI (C.O. 3 SOUTH)
- IV. D.E. AMAZONAS (C.O.1 NORTH)

Brazil:

The Joint Operations Headquarters (CHOC) has among its competencies the planning and monitoring of operations and joint exercises involving the Armed Forces. It monitors the use of joint or singular operational commands, proposes guidelines, plans, and coordinates and accompanies the actions of the Armed Forces in peace operations, subsidiary actions and actions in support of civil defence.

Maintenance of public order (control of disturbances), drug trafficking, mineral deposits: singular operations are normally coordinated by the Terrestrial Operations Command (COTER) or by the Regional Military Command. For joint operations, coordination varies.

The Ministry of Defence organizes special operations in cases such as, for example, interventions in favelas.

El Salvador:

Commands in the framework of the "New Dawn" campaign:

- Zeus Command: with 3,100 personnel distributed across eight task forces, one reserve task force, deployed in thirty-one municipalities with the highest incidence of crime, under the concept of support for public security activities under the leadership of the PNC.
- Thunder Command: with 600 personnel, it acts as a mobile force, formed by three units of Special Reaction Forces (FER) that carry out joint rapid intervention operations in support of the PNC, across the entire national territory.
- San Carlos Command: with 1,200 personnel operating in support of security and protection at penitentiary centers and centers for the detention of minors.
- Aguila Command: with 2,302 personnel it is responsible for Joint Community Support Groups (GCAC) in conjunction with the National Civil Police, maintaining a presence across the entire national territory, high risk schools and offices of the Attorney General of the Republic.
- Sumpul Command: with 1,000 personnel, it is responsible for surveillance of border zones and unauthorized border crossing points.

Commands coordinate or integrate in different ways with the Police and other dependencies in accordance with the nature of the mission. In the case of the Zeus Command, this is done through joint patrols as well as by assigning areas of responsibility. For its part, Thunder Command maintains permanent coordination with the PNC given their involvement in high intensity interventions in which the police bear the main responsibility. Each command performs specific tasks under the direction of the competent authorities and in accordance with established protocols. Military personnel involved in public security perform their tasks in conjunction with the National Civil Police. Notwithstanding the foregoing, in some cases, for operational reasons, patrols by military personnel in the absence of police leadership have been assigned or endorsed.

Argentina:

Intervention occurs through the Joint Task Force for Aerospace Control "Fort II". The Army's role is mainly to patrol the zone for which its responsibility is assigned, and in the case of army aviation this may include interception. The information obtained, and shared with the security forces, responds to the concept of neutral data established in the interministerial agreement between the ministries of defence and security. Equipment, in addition to radars and surveillance sensors, are provided by mountain infantry regiments. They are organized together with other forces participating in Surveillance Centers deployed in Argentina's Northern provinces.

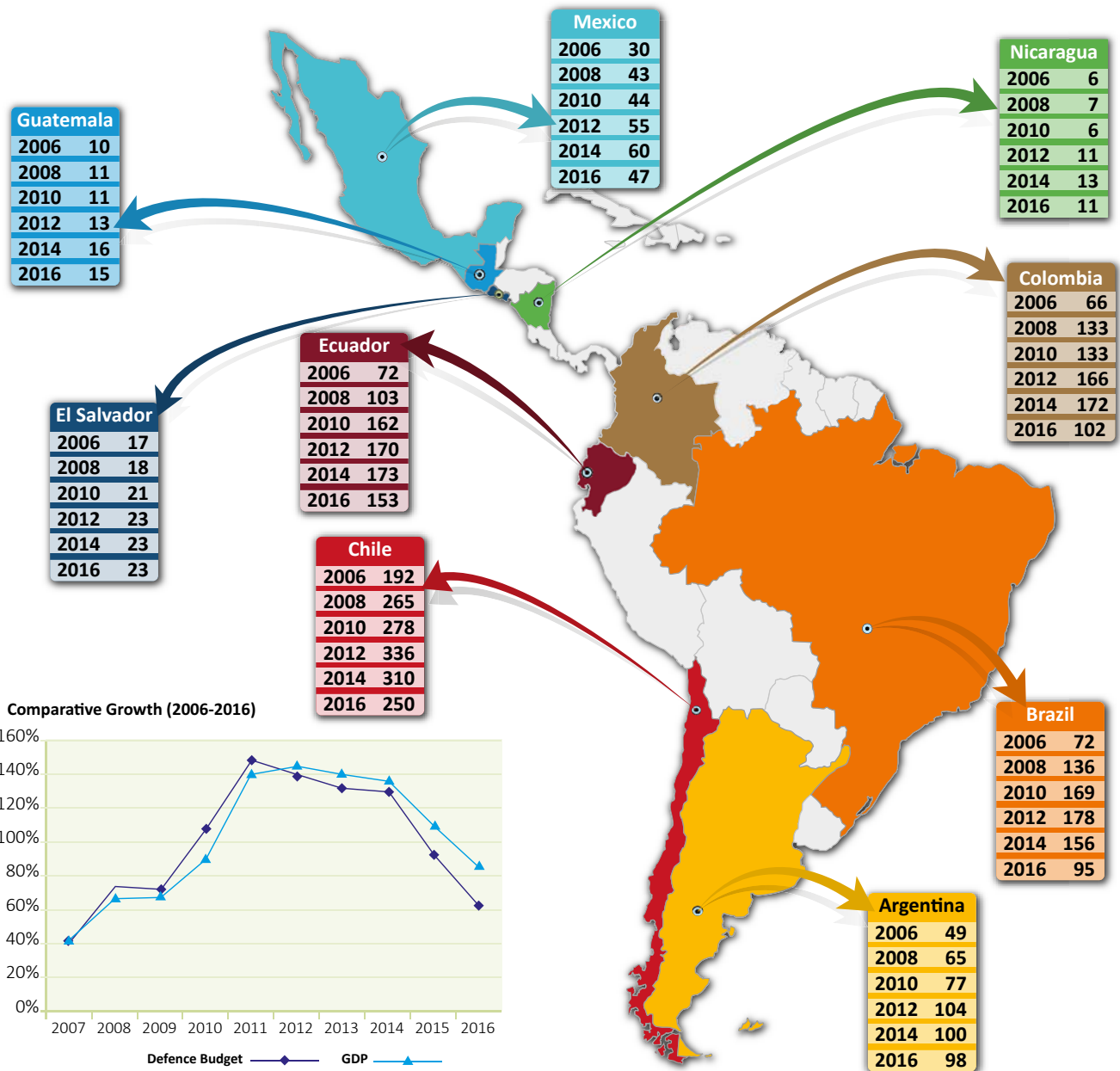
Chile:

There are no units, specific commands or specific protocols for integrating efforts under normal conditions. This changes in the context of states of constitutional exception or relative to electoral and plebiscite processes, for which there exists special planning.



17 Given their diverse employments and the quantity of operations, it is worth asking if the role of armies in public security tasks supposes greater access to budgetary resources. This class of subsidiary mission has not meant, in the cases analyzed, a greater availability of resources for the defence sector. Increases in defence budgets across the region are instead more closely linked to the increase in GDP experienced in Latin American countries over the course of the last decade.

Per Capita Defence Budget, 2006-2016, in US Dollars



Source: RESDAL (2005, 2007, 2008, 2010, 2012, 2014, 2016). *A Comparative Atlas of Defence in Latin America and Caribbean*.

Disaster Risk Management

REGIONAL ANALYSIS:
Natural Disaster Management and National Armies: A Comparative Look at Some Latin American Experience

Hal Klepak



18 Collaboration in cases of natural or manmade disasters has historically formed part of the tasks given to armies not only in this region but also in various parts of the world. Yet in Latin America, where state institutions tend to have limited capabilities, the armed forces have played a significant role in this area. Over the last two decades, however, governments have built risk management systems headed by civil authorities and in possession of capacities to coordinate different state institutions, with ministries of defence and the armed forces featuring among these. These systems depend, according to the case, on ministries of security, interior, or the presidency itself (in the case of Guatemala, it is managed by the Ministry of Defence). All of this can be observed throughout the following sections.⁹

Disaster Risk Management Systems: Role of the Armed Forces

19 In **Argentina**, the Secretariat of Civil Protection and Emergency Management is responsible for formulating policy and planning of civil protection, and to coordinate the support of the security forces, the Federal Police and the Armed Forces in order to mitigate the effects of disasters. The Ministry of Defence participates in the response structure in cases of natural disasters within the legal framework of the Federal Emergency System –SIFEM– (coordinated by the Ministry of Security; permanent secretariat: Secretariat for Civil Protection and Emergency Management). The SIFEM is activated when the Executive declares a state of national emergency, and coordinates the actions of the competent bodies with the provinces and municipalities. When the use of the Armed Forces is required, the Joint Staff (EMCO) takes up the coordination and leadership of operations and activities.

Argentina – Federal Emergency System		
<p>Legal Framework</p> <p>Law N° 27287, 20/10/2016. Decree N° 39/2017, 13/01/2017.</p>	<p>Agency</p> <p>Secretariat for Civil Protection and Emergency Management.</p>	<p>Institutional Authority</p> <p>Ministry of Security.</p>

20 The **National System of Civil Protection and Defence (SINDPEC)** of **Brazil** acts across the entire national territory, coordinating with state authorities. The National Policy on Civil Protection and Defence is elaborated by the National Council of Civil Protection and Defence (CONPDEC), coordinated by the Ministry of National Integration and is formed by the Chief of the Presidential Staff, the Cabinet of

⁹ Sources: Legislation and decrees are cited in respective tables. RESDAL (2014, 2016). *Comparative Atlas of Defence in Latin America and Caribbean*.



Institutional Security and the Secretariat of Institutional Relations of the Office of the President; the Ministries of Defence, Planning, Budget and Management, Cities, Social Development and Fight against Hunger, and of Health; and representatives of the States, of civil society, and of the communities that were affected by disasters.

The Ministry of Defence is part of CONPDEC and coordinates the combined operations of Special Forces in civil defence activities.

Brazil – National System of Civil Protection and Defence		
Legal Framework Law N° 12608, 10/04/2012.	Agency Secretariat for Protection and Civil Defence	Institutional Authority Ministry of National Integration.

21 In **Chile**, the National Office for Emergency –ONEMI- is responsible for coordinating the system. The National Civil Protection Plan establishes multi-agency planning in civil protection in response to natural disasters. The provisions contained in the plan are executed through the ONEMI - that sets up Civil Protection Committees at the regional, provincial and local levels. For each of those levels, within the Committees the different services, agencies and each of the branches of the Armed Forces and the *Carabineros* (Carabinieri) of the relevant area are represented. The militarized force responsible for initial actions is the Carabiniers of Chile.

The participation of the Ministry of Defence and the Armed Forces in all levels of the Emergency Operations Committees - national and local - incorporates military capabilities into all aspects of the prevention and assistance process.

Chile– National System of Civil Protection		
Legal Framework Law Decree N° 369, 18/03/1974. Decree N° 156, 12/03/2002. Decree N° 38, 18/01/2011.	Agency National Office for Emergency - ONEMI.	Institutional Authority Ministry of Interior and Public Security.

22 **Colombia** formulated the National Policy for Disaster Risk Management in 2012, thus establishing a National System for Disaster Risk Management. The system is coordinated by the National Unit for Disaster Risk Management. The Ministry of National Defence forms part of the National Committee for disaster prevention and response (together with the President, the Ministers of Interior and Justice, Economy, Social Protection, Communications, Transport, Environment, Housing and Territorial Development). It may delegate its responsibility to the General Command of the Military Forces. They are responsible for training and preparation and for security in disaster areas, aerial control and the identification of ports and heliports, as well as providing assistance to them in disaster situations.

Colombia – National System for Disaster Risk Management		
Legal Framework Law N° 1523, 24/04/2012. Decree N° 2672, 20/11/2013.	Agency National Unit for Disaster Risk Management.	Institutional Authority Office of the President of the Republic.

23 In **Ecuador**, The National Risk Management Secretariat leads the National Decentralised Risk Management System to ensure people's protection from the negative effects of disasters. The system is established through constitutional provisions and public security legislation.

Each region has an Operating Committee for Emergencies (COE) that includes, among others, members of the Armed Forces. Rapid Intervention Units were formed in 2016, ready for deployment within the framework of the system.

Ecuador – National Decentralised Risk Management System		
<p>Legal Framework</p> <p>Executive Decree N° 42, 10/09/2009, and N° 62, 05/08/2013.</p> <p>Art. 389, Political Constitution</p> <p>Regulation of the Public and State Security Law, 30/09/2010.</p>	<p>Agency</p> <p>National Risk Management Secretariat.</p>	<p>Institutional Authority</p> <p>Office of the President of the Republic.</p>

24 The National Civil Protection, Disaster Prevention and Mitigation System of **El Salvador** is under the responsibility of the General Directorate of Civil Protection, Disaster Prevention and Mitigation, which is under the Ministry of Interior. The System is formed by the National Committee, provincial, municipal and local committees. The National Civil Protection Committee is chaired by the Ministry of Interior, and is formed by the General Director of Civil Protection, the representatives of the Ministries of Foreign Affairs, Public Health, Agriculture, Environment and Natural Resources, Public Works, National Defence and Education, and the Director of the National Civil Police.

Depending on the contingency, the Directorate activates emergency operating centres, which include the Armed Forces mainly through the deployment of human and material resources.

El Salvador – National Civil Protection, Disaster Prevention and Mitigation System		
<p>Legal Framework</p> <p>Legislative Decree No 777, 18/08/2005.</p> <p>Decree No 56, 26/05/2006.</p> <p>Decree N° 37, 10/06/2016.</p>	<p>Agency</p> <p>General Directorate of Civil Protection, Disaster Prevention and Mitigation.</p>	<p>Institutional Authority</p> <p>Ministry of Interior.</p>

25 **Guatemala** is the only case among those analyzed where the system is managed by the Ministry of Defence. The National Coordinator for the Reduction of Natural or Man-made Disasters (CONRED) is made up of agencies both from public and private sectors. Its highest body is the National Council, coordinated by the Ministry of National Defence. It is organized by the local, municipal,

provincial and regional coordinating bodies involved in the process of disaster reduction.

It has established a National Policy for Risk Reduction in Disasters implemented through an Action Plan and National Management Strategy for Risk Reduction in Disasters.

Guatemala - National Coordinator for the Reduction of Natural or Man-made Disasters		
<p>Legal Framework</p> <p>Legislative Decree No 109, 06/11/1996.</p> <p>Legislative Decree No 49, 14/03/2012.</p> <p>Government Agreement N° 06-2011, 18/05/2011.</p>	<p>Agency</p> <p>National Coordinator for the Reduction of Natural or Man-made Disasters.</p>	<p>Institutional Authority</p> <p>Ministry of Defence.</p>

26 The National Civil Protection System of **Mexico** was established in 1986. It is headed by the National Civil Protection Council, a consultative governmental body chaired by the President, and composed of the Secretaries of State, State Governors, Head of the Federal District Government, and Executive Board of the Civil Protection Committees of the Senate and House of Representatives. The Secretary of Interior is its Executive Secretary.

In an emergency situation, the National Defence Secretariat and the Navy Secretariat implement the relevant assistance plans (Secretariat of Defence's Plan for Assisting the Population in case of disasters).

Mexico - National Civil Protection System		
<p>Legal Framework</p> <p>Civil Protection Law, DOF 06/06/2012 and 19/01/2018.</p>	<p>Agency</p> <p>National Civil Protection Council.</p>	<p>Institutional Authority</p> <p>Secretariat of Interior.</p>

27 Finally, in the case of **Nicaragua**, the National System for Disaster Prevention, Mitigation and Response (SINAPRED) is under a National Committee headed by an Executive Secretary, and directly reports to the President of the Republic. It is made up of agency and government representatives and regional coordinators. The Commander in Chief of the Army is a member of the Committee assisting the Minister of Defence.

The Special Operations Committee (one of the eight Working Committees in the System) is chaired by a permanent Army delegate. The Chief of Civil Defence Staff guarantees the effective participation of the various Army units and their coordination with State institutions and the population in protection plans for natural disasters, catastrophes and similar events. The Nicaraguan Army's Civil Defence Staff established the Disaster Operation Centre included within the National System. The

System's Executive Secretariat, in coordination with the Civil Defence Staff, declares the corresponding alerts.

Nicaragua - National System for Disaster Prevention, Mitigation and Response		
<p>Legal Framework</p> <p>Law N° 337, 07/04/2000. Law N° 863, 19/05/2014. Decree No 53, 28/06/2000. Law N° 748, 13/12/2010. Law N° 181, 02/09/1994. Law N° 855, 11/02/2014. Law N° 337, 08/03/2000.</p>	<p>Agency</p> <p>Minister–SINAPRE Director.</p>	<p>Institutional Authority</p> <p>Office of the President of the Republic.</p>

28 As noted, risk management systems are broad and involve a range of Agencies within them. This implies the need for all actors involved to develop coordination mechanisms, but also the ability to interact and to work with different organizational cultures, and - in the case of military forces, to develop civil-military cooperation capabilities. In some cases, the scope of the system is significant in that it includes non-governmental organizations, private companies, and also international agencies. El Salvador and Guatemala provide examples of this.

El Salvador

The National System of Civil Protection involves the participation of forty seven public and private institutions, which are detailed below:

Public Entities: Ministry of Government (Interior) / Ministry of Foreign Affairs / Ministry of Justice and Public Security / Ministry of National Defence / Ministry of Environment / Ministry of Public Works / Ministry of Education / Secretariat of Vulnerability / National Civil Police / Armed Forces / Universidad de El Salvador / Rio Lempa Hydro-electric Commission (CEL) / National Association of Aqueducts and Sewers / Fire Service / Salvadoran Institute of Social Security / Ministry of Health / Ministry of Agriculture / Maritime Ports Authority / Salvadoran Institute for Comprehensive Rehabilitation / Solidarity Health Fund (FOSALUD) / Teacher Welfare / Court of Audit of the Republic / Office of the Attorney General of the Republic / Special Autonomous Ports Commission / National Public Security Academy / General Directorate the Prevention of Violence and a Culture of Peace (PREPAZ) / Forensics Institute / Office of the General Superintendent of Electricity and Telecommunications / General Customs Directorate / General Directorate of Migration and Foreigners / General Directorate of Statistics and Censuses / Social Investment Fund for Local Development / National Youth Institute / Secretariat of Social Inclusion / National Sports Institute.

Private or Non-Governmental: Salvadoran Red Cross / Salvadoran Green Cross / Universidad Centroamericana / Geólogos Mundi / National Association of Private Enterprise / World Vision / Salvadoran Foundation for Health (FUSAL) / Salvadoran Chamber of Construction / Salvadoran Association of Engineers and Architects / Scout Association of El Salvador / Salvadoran Girl Guides Association / CARE / CARITAS.

Source: Amaya Cobar, E. (2017). *Ejército y Posconflicto en El Salvador*. Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of El Salvador.

Guatemala

The National Coordinator for Disaster Reduction's System of Interinstitutional Linkages (CONRED) is integrated by 100 institutions, both public and private, including the following:

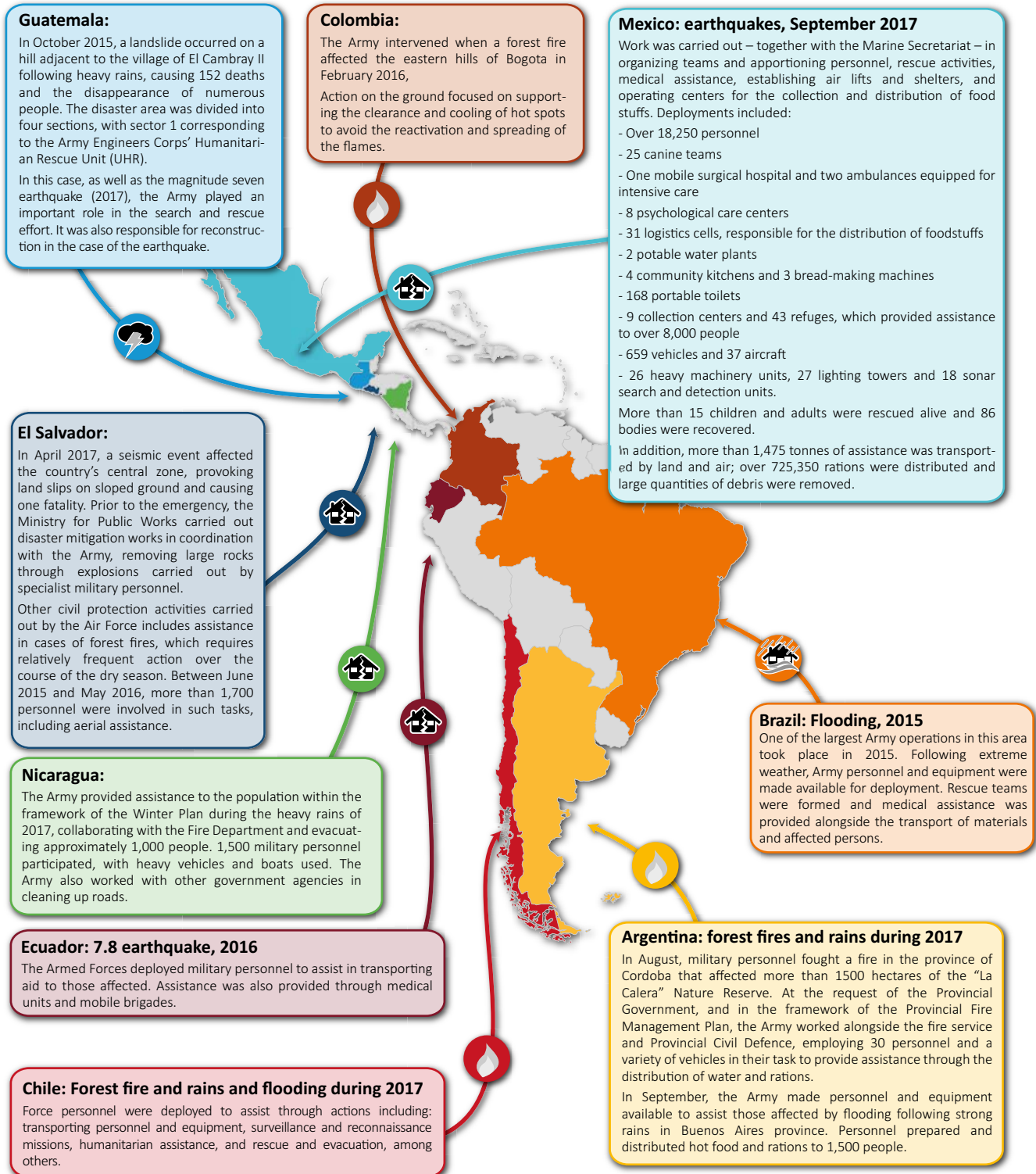
Public Entities: National Association of Municipal and Departmental Fire Services, ASOMBOM / National Electric Energy Commission, CNEE / Social Investment Fund, FIS / Land Fund, Fontierras / Guatemalan Social Security Institute, IGSS / National Forestry Institute, INAB / National Electrification Institute, INDE / National Institute of Statistics, INE / Ministry of Agriculture, Livestock and Food, MAGA / Natural Resources and Environment Ministry, MARN / Ministry of Communications, Infrastructure and Housing, CIV / Ministry of National Defence, MDN / Ministry of Energy and Mines, MEM / Public Ministry (Office of the Public Prosecutor) / Ministry of Public Health and Social Assistance, MSPAS / National Civil Police, PNC / National Secretariat of Science of Technology, SENACYT / Presidential Secretariat for Women, SEPREM / Office of the Telecommunications Superintendent, SIT / Universidad de San Carlos de Guatemala, USAC.

Private or Non-Governmental: Guatemala Aero Club / Ecological Scouts Association / The Girl Guides Association / Guatemalan Association for Water and Sanitation / National Association of Canine Utility, Sports and Obedience, ANUDOC / Guatemalan Scouts Association / Band Radio Citizen's Association, ABC / Archbishopric of Guatemala / Guatemalan College of Architects / Guatemalan College of Engineers / Coordinating Committee of Agricultural, Commercial, Industrial and Financial Associations, CACIF / Amateur Radio Club, ARBOM / Guatemalan Red Cross / Volunteer Fire Services / El Ébano Private Security Company, S.A. / Community Health League / OXFAM / Plan International / World Food Programme, WFP / Telefónica / TIGO Guatemala / Universidad Mariano Gálvez, UMG / Universidad Rafael Landívar, URL / Universidad del Valle de Guatemala, UVG / Universidad Rural de Guatemala, URG / World Vision.

Source: Ogaldes, C. (2017). *Misiones y roles del Ejército frente a amenazas no tradicionales. El caso de Guatemala*. Contributing to the Colombian peace process: collaborating with the Army's process to a peacetime footing through the provision of regional experiences and expertise from the Latin American region. The Case of Guatemala.



29 National defence resources have been employed for disaster assistance in recent years. Following are some example of this:



30 One of the most resounding cases in recent years was the employment in **Ecuador** of the Army following the 7.8 (Mw) earthquake of April 16th, 2016. It was one of the biggest disasters to face Ecuador in recent decades, affecting the provinces of Manabí and Esmeraldas. The disaster caused 671 deaths, 9 disappearances and 6,274 injuries, with 113 people requiring rescue, in addition to the loss of property across 13 provinces. On 17th April 2016, the President of the Republic issued a State of National Exception in affected provinces through Executive Decree N° 1,001. Article 2 provided for national mobilization in these provinces, making available “all bodies, especially the Armed Forces and National Police” to coordinate efforts with the objective of executing necessary and indispensable actions to mitigate and prevent risks and to confront, recuperate and improve adverse conditions. Executive Decree (DE) N° 1,004 of 26th April created the “Committee for reconstruction and reactivation of production and employment in zones affected by the earthquake” with the objective of implementing the construction and reconstruction of necessary infrastructure to mitigate the effects of the earthquake and to implement plans, programs, actions and public policies for the reactivation in affected areas.

31 The then Ministry for Coordinating Internal and External Security was assigned responsibility for the emergency stage, which included “immediate post-disaster assistance in terms of rescue, health, foodstuffs, shelter, the removal of debris, and the demolition of uninhabitable buildings”. The Committee of Emergency National Operations (COE-N) was installed on April 16th 2016, with the Vice President of the Republic presiding over the body, which was formed by technical working groups. Technical Working Group N°5 “Comprehensive Security for the Population” was presided over by the Ministry for Coordinating Security and composed of the Ministry of Interior - National Police, Ministry of National Defence – Armed Forces, the Transit Commission of Ecuador, and local fire services, and held responsibilities for the search and rescue operation for victims and other affected persons.

The Armed Forces took on responsibility for the collection and distribution of aid. In addition to providing security, military personnel collaborated in the installation and improvement of refuges as well as administration and data collection at these centers. Furthermore, they carried out permanent patrols in affected areas as well as specific patrols during the distribution of foodstuffs and other supplies. 6,254 Army personnel were employed in support of operational commands.



32 The employment of armies in the event of natural or manmade disasters is closely linked to the question of states of exception, with the denominations for these differing in each country. Constitutions establish the causes for their declaration, authorizing the Executive to adopt extraordinary measures in cases where stability, security and/or public order are threatened, with the occurrence of a disaster featuring among these. On numerous occasions, such states of exception have provided the basis for making available the employment of military forces in public security matters.

Argentina		
Name	Cause	Participation of the Legislative Power
State of Siege	Internal commotion	Declared by the Congress and by the President if the latter were not in session (with a subsequent report).
	Foreign attack	Requires the approval of the Senate
Brazil		
Name	Cause	Participation of the Legislative Power
State of Defence	Grave or imminent institutional instability. Natural calamities of great proportions. Grave commotion of national impact.	Requires the approval of the Congress.
State of Siege	Situations which prove the inefficiency of the state of defence. Declaration of the state of war. Response to an armed foreign attack.	
Chile		
Name	Cause	Participation of the Legislative Power
State of Assembly	External war	Requires the approval of the Congress
State of Siege	Internal war Grave internal commotion	
State of Catastrophe	Public calamity	The President shall inform the Congress of the measures adopted Requires the approval of the Congress in case they are extended for more than a year
State of Emergency	Grave disturbance of the public order Grave damage to national security	The President shall inform the Congress of the measures adopted Requires the approval of the Congress in case they are extended for more than fifteen days
Colombia		
Name	Cause	Participation of the Legislative Power
State of External War	External war	Requires the approval of the Senate except when it is necessary to repel aggression
State of Internal Commotion	Grave disturbance of the public order	The declaration of a third consecutive period requires the approval of the Senate
State of Emergency	Situations which disturb or seriously threat to imminently disturb the economic, social and ecological order or which constitute public calamity.	The Congress shall examine the causes and measures which determined it and those adopted, and shall expressly rule on the convenience and timeliness of such measures

Ecuador		
Name	Cause	Participation of the Legislative Power
State of Exception	Case of aggression International or internal armed conflict Grave internal disturbance Public disaster Natural disaster	The National Assembly, which has the authority to revoke the decree at any time, must be informed

El Salvador		
Name	Cause	Participation of the Legislative Power
Exception Regime	War. Invasion of the territory. Rebellion. Sedition. Catastrophe. Epidemics or general calamity. Grave disturbances of the public order	It is decreed by the Legislative or the Executive Power In case of the suspension of certain guarantees, the approval of the Legislative Power is required

Guatemala		
Name	Cause	Participation of the Legislative Power
State of Prevention State of Alarm State of Public Calamity State of Siege State of War	Invasion of the territory Grave disturbance of the peace Activities against the security of the State Public calamity	The Congress can ratify, modify or dismiss it

Mexico		
Name	Cause	Participation of the Legislative Power
Suspension, in all the country or in a specific place, of the guarantees which could constitute an obstacle to cope with the situation in a quick and easy manner	Invasion. Grave disturbance of the public peace. Any other issue which could put the society in grave danger Conflict	Requires the approval of the Congress

Nicaragua		
Name	Cause	Participation of the Legislative Power
State of Emergency	When required by: National security Economic conditions National catastrophes	The Assembly can approve, modify or dismiss it

Source: RESDAL (2008, 2016). *A Comparative Atlas of Defence in Latin America and Caribbean*.



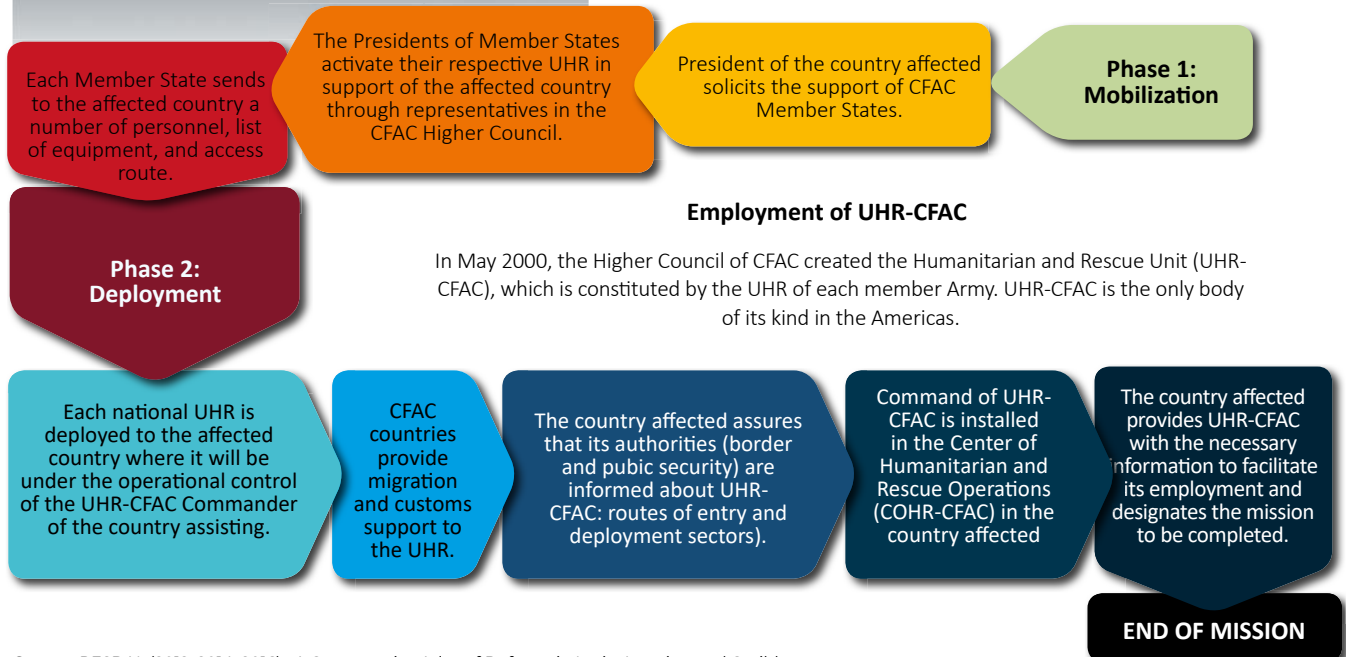
33 One of the most significant experiences in the region is that of Central American cooperation, and the creation of a Humanitarian Rescue Unit at the heart of the Conference of Central American Armed Forces. Questions over cooperation between countries have also been present at the Conference of American Armies, which worked for years on the development of such a mechanism. The Conference of Defence Ministers of the Americas has also considered the possible creation of a mechanism between countries from the hemisphere, particularly over the course of its two most recent editions. The implementation of this class of initiatives requires, however, the intervention of other state actors – Foreign Affairs, for example; questions over the entry and exit of troops to/from national territory; and agreements for cooperation at the political level, including congresses.

Mechanisms for Military Cooperation



Conference of Central American Armed Forces (CFAC)

Each armed force in Central America –Dominican Republic, El Salvador, Guatemala, Honduras and Nicaragua – has within its organic-functional structure a Humanitarian Rescue Unit, which collectively form the UHR-CFAC. It is activated in a disaster/emergency under a minimal protocol that specifies two phases for execution:



Source: RESDAL (2012, 2014, 2016). *A Comparative Atlas of Defence in Latin America and Caribbean.*

Conference of American Armies (CEA)

The CEA **Procedural Guide for Disaster Assistance Operations** of 2009 established an implementation procedure that is similar, albeit with some variations, to that of UHR-CFAC. The main difference is that it is set across four phases of which only three (I, II and IV) are outlined, with III corresponding to the operation in itself.

Phase 1: Mobilization

The President of the country affected solicits the support of CEA member countries' Presidents, normally through the Ministries of Foreign Affairs. These then make the Ambassador or its equivalent available for informing them of the support required by the country affected.

In relation to personnel, the countries that provide support will determine if they send organized troops or simply experts.

Coordination mechanisms

- The country affected must organize a National Emergencies Operation Center in order to coordinate government actions at the national level as well as all the support of contributing countries. This Center will be responsible for organizing a structure destined to coordinate and regulate civil-military disaster assistance through the Coordinating Support Body (ORCAP).

- The contact and coordination between the Support Implementation Units and the affected country's civilian authorities will be carried out through the Coordinating Support Body and/or with its authorization.

Command, control, liaison, coordination and other relations must be specified in a Memorandum of Understanding signed by national authorities as a bilateral or multilateral agreement.

Budget: The costs inherent in the operations of the Members Armies of the CEA should not involve costs to the affected country

Command and control: CEA Members Armies will be in constant coordination with the Coordinating Support Body of the affected country, within which a Senior Official shall be appointed as Mission Coordinator. The Coordinating Support Body defines missions and the employment priorities of the Support Implementation Units.

Phase 2: Deployment

Member Armies of the CEA involved in Disaster Support Operations provide support through troops that will initiate their deployment towards the country affected, where they will remain at the disposal of the affected country's National Emergencies Operation Center.

During this phase, the Coordinating Support Body of the country affected will:

Provide immigration and customs assistance (land, air and/or sea) to the troops.

- Through its Military Police or relevant authority, ensure that its authorities, especially border and public security officials at all levels, are informed of the arrival of the troops, specifying entry routes, approaches and areas for deployment.

- Provide the troops with the necessary information about the disaster, in order to facilitate their employment and designate the mission to be accomplished.

- On arrival of the support delegations, a meeting between the heads of each delegation team and their counterparts will be held in order to brief them on the prevailing situation, the capabilities of support teams, and the areas where they will be deployed, taking into consideration:

- o Designation of local guides.

- o Provision of information on local customs of the affected population.

- o The employment of interpreters where ethnic groups are present in the area affected.

Phase 4: Demobilization

The Coordinating Support Body of the affected country, through their Military Police or corresponding security force, will provide physical security through an escort to those units implementing assistance up to the exit points of the country. Furthermore, they will provide migration and customs assistance to those units withdrawing (via land, air or sea).

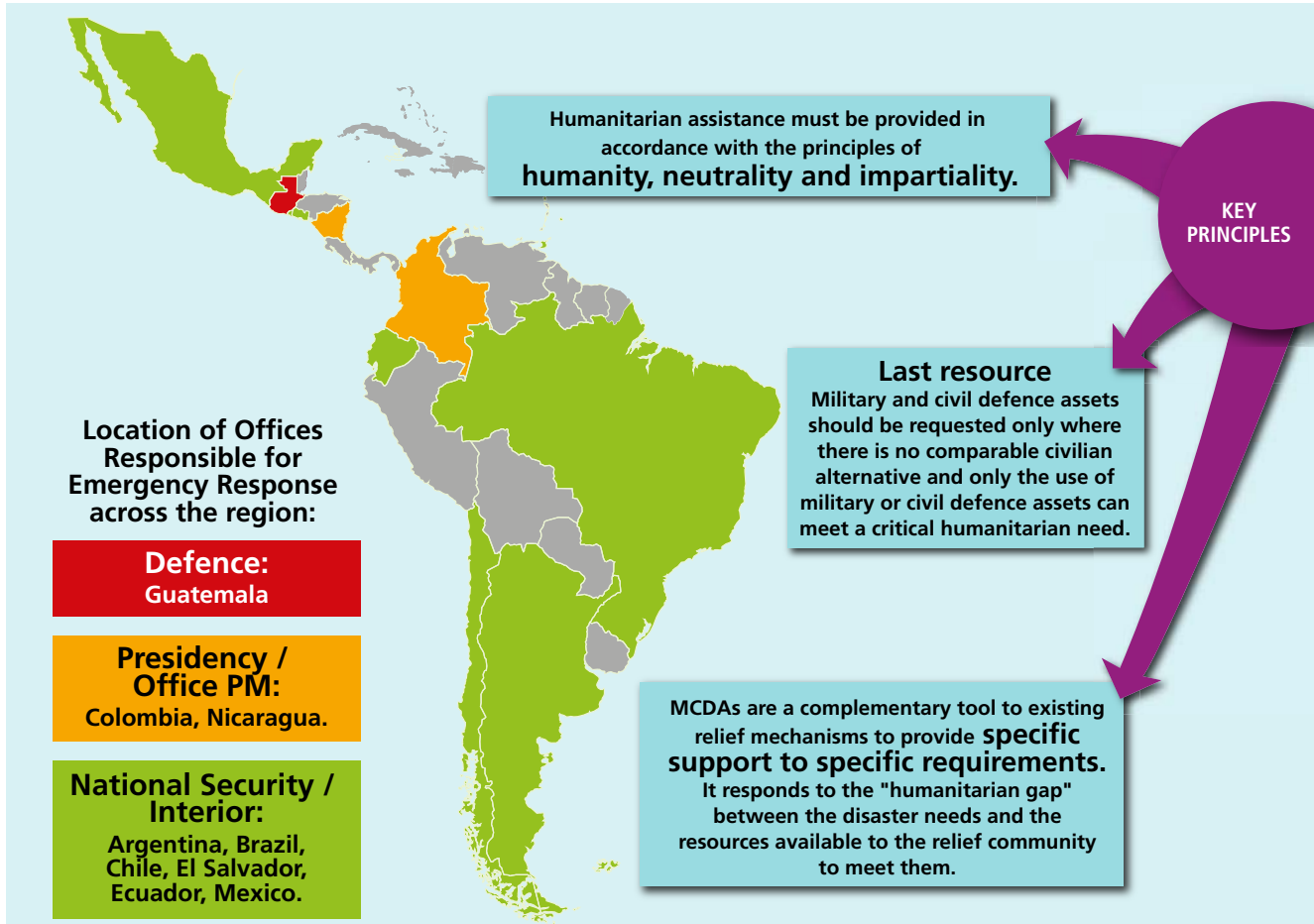
The commanders of these units will provide a final operations report, which will be presented to the National Emergencies Operation Center.

Source: RESDAL (2012, 2014, 2016). *A Comparative Atlas of Defence in Latin America and Caribbean*.

34 Disaster response also occurs within the framework of principles and agreements that are also international in nature. Since 2000, the **International Strategy for Disaster Reduction** has sought to reduce risk and encourage preparation on the part of national systems. At the military level, it also involves consideration of the concept of **civil-military cooperation** and in particular the relationship with the humanitarian space. The **Oslo Guidelines** were elaborated in 2007 by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), establishing three key principles:¹⁰

¹⁰ OCHA (2007). *Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief*. November 2007.





Categories of Humanitarian Assistance CIMIC

Direct Assistance

Face-to-face distribution of goods and services.

Indirect Assistance

At least one step removed from the population, it involves the transportation of relief goods and personnel.

Infrastructure Support

Deprovision of general services, such as road repair and airspace management, that facilitate relief but are not to, or solely for, the benefit of the affected population



Search and rescue missions

Humanitarian responses for vulnerable populations in remote/inaccessible areas

Rehabilitation of infrastructure such as roads and bridges to optimize humanitarian access

Humanitarian assessments carried out by the UN Disaster Assessment and Coordination (UNDAC), or other humanitarian actors

Criteria

It is clearly limited in time and scale and approved by the humanitarian country team

Requests must be based solely humanitarian criteria

There is no appropriate civilian alternative

The urgency of the tasks at hand demands immediate action

35 One of the developments in this regard that impacts the regional level, given the participation of a number of armies that have been considered here in that mission, is that of MINUSTAH, the United Nations Stabilization Mission in Haiti. The 2011 **Guidelines for Civil Military Coordination in Haiti** established the role of military resources within the humanitarian context, in concordance with the Oslo Guidelines.

Source: OCHA (2011). *Guidelines for Civil-Military Coordination in Haiti*. RESDAL (2014). *A Comparative Atlas of Defence in Latin America and Caribbean*.



The Gender Perspective

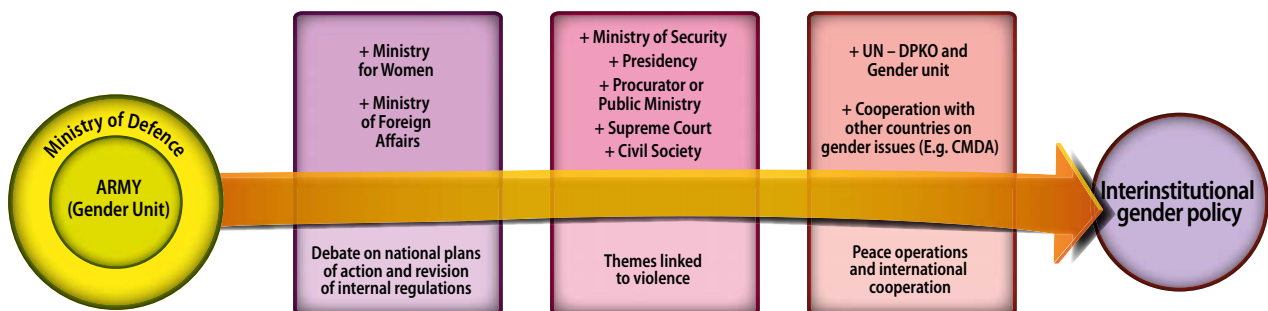
REGIONAL ANALYSIS:
A Gender Perspective within Armies:
Missions and Internal Conformation



Marcela Donadio

36 Changes in recent decades to the international and regional context have affected, as we have seen - and not only in the cases analyzed, but throughout the region - perceptions regarding the principal and secondary missions of the military. Conflict hypotheses have progressively been converted into cooperation hypothesis; the employment of military forces has begun to a greater extent to include missions that were considered secondary and that contain a strong component of interrelation with the population - such as those related to public security and risk management - and participation in United Nations peace operations has also opened the door to different perspectives regarding the capabilities required to fulfill the military's mission. But the strongest influence on changes in the way the military institution is seen have come about as a result of social, cultural and political changes that required the defence sector to produce policies to adapt and align themselves with each society and what they represent. The full inclusion of women in Latin American military forces is a direct product of this.

37 **A transversal process for a transversal perspective:** observing the regional experience displays a process by which actors – especially ministries of defence and armies, and their gender advisers or offices – gained awareness of the transversal nature of a gender perspective. This implies the need to develop an institutional gender policy. In other words, there is a need to foment interaction, principally with ministries and secretariats for women and foreign affairs. And for those who carry out public security missions, and especially any activities relating to the protection of women from violence, this also means linking up with procurator's offices, gender offices within ministries of security, as well as with civil society. And in the case of peace operations, the United Nations is added to this list. All of this requires that actors working on gender issues receive adequate training, including in developing skills in relation to cross-agency work and working with civil society.





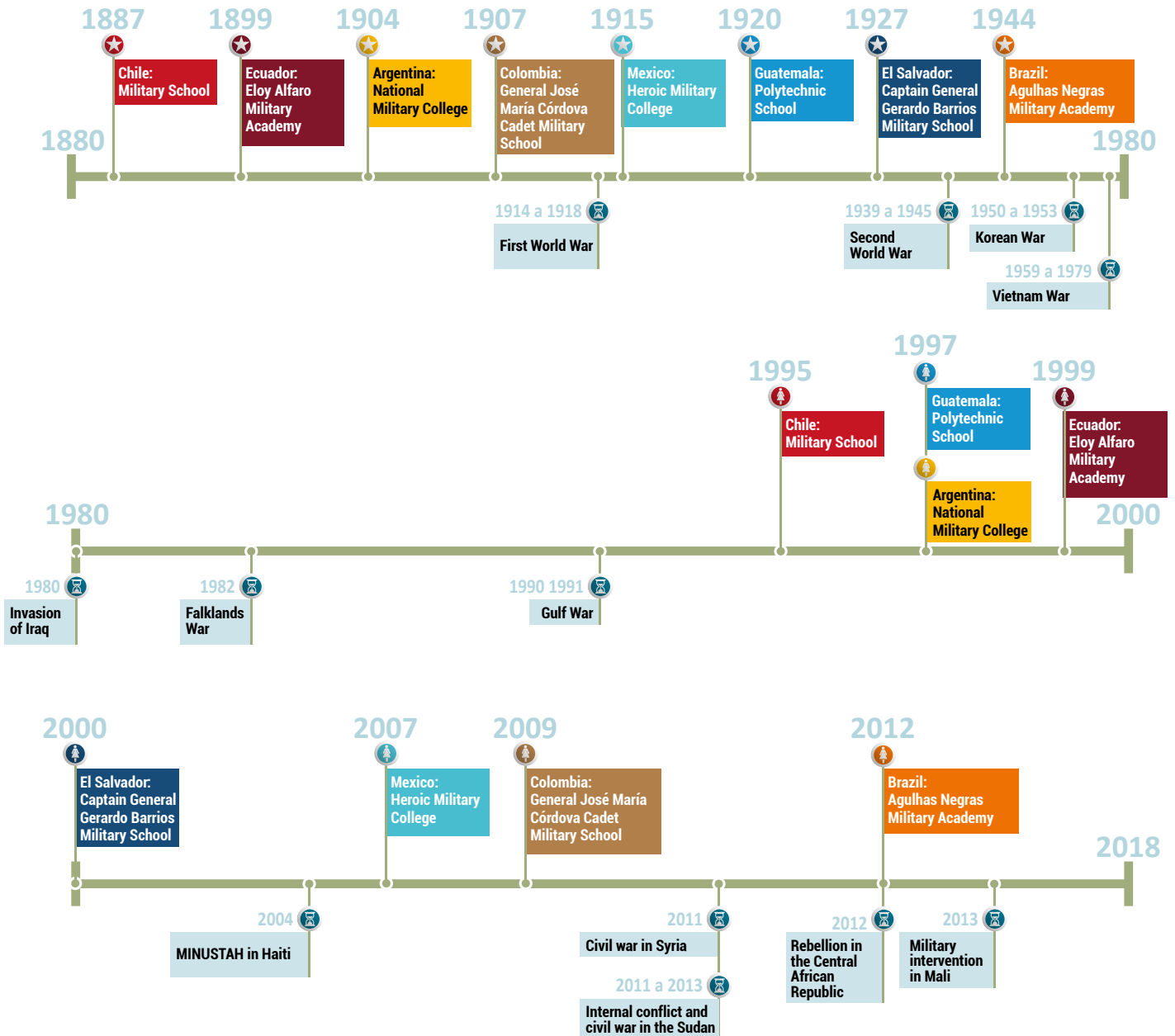
38 The inclusion of women within armies is not, however, new to the region. In most cases, their participation dates back to the wars of independence, and deepened with the entry of women into military service corps during the twentieth century. And in this respect it is necessary to consider the increasingly blurred distinction between weapons and services corps in terms of the day-to-day practice of a military institution, with missions and operations increasingly moving away from the traditional conception of a battlefield. In military culture, however, and from the perspective of professional military careerists, it is upon entry into the academies of officers and non-commissioned officers of an armed force that incorporation occurs, with this producing the primary effect of socializing the individual into the culture and mentality of the armed force, with it even possible that this individual goes on to command the force itself. With regard to the incorporation of women, in the cases analyzed the process was initiated from the last decade of the twentieth century onwards.

39 In all cases, women began to be admitted into the academies for permanent officers (which in general were founded at the end of the 19th and beginning of the 20th centuries) post-1990. This was a moment – 1991 - in which international security trends changed markedly. The world had passed into the post-Cold War era, while the Gulf War marked a conflict that showed, in the eyes of the world community, changes in the nature of warfare. The changing nature of female participation in Latin American armies coincides with the introduction of new paradigms with regard to the missions given to these armies and with the processes of democratization and increasing openness that took place in different national contexts. As observed in the following timeline, this was further deepened with the inclusion of international peace operations, providing a different way of approaching military activities.



Creation of officers academies and incorporation of women

References:  Creation of Officers Academy  Incorporation of Women



40 The entry of women into the academies of officers and non-commissioned officers, into what is called the command or arms corps, varied from force to force. It is through entrance into the professional corps that women began to form part of the armed forces, with this process beginning in the first half of the 20th century.



Admission of women into military academies

		Command Corps ¹			
		Country	Land Force	Air Force	Naval Force
NCOs	Year of admission into armed institutes through technical schools	Argentina	1996	1980	1980
		Brazil	2012/ 17	2002	2012
		Chile	1998	2009	2009
		Colombia	2017	2016	---
		Ecuador	1975	2008	1965
		El Salvador	2016		
		Guatemala	1997		
		Mexico	2007	2007	1995
		Nicaragua	1994		
		Commissioned Officers	Year of admission into armed institutes through professional training academies	Argentina	1997
Brazil	2012/ 17 ²			1996	2012
Chile	1995			2000	2007
Colombia	2009			1997	1997
Ecuador	1999			2007	2001
El Salvador	2000				
Guatemala	1997				
Mexico	2007			2007	2010
Nicaragua	1993			2010	

In some cases, such as those of Central America, entrance to the three forces (Army, Navy and Air Force) occurs through a single academy. With regard to the rest (with the exception of Mexico, which opened the doors of its Army and Air Force officer academies to women in the same year), in 60% of the cases the first force to incorporate women has been the army.

Year in which women were admitted into the Army's Professional Corps³

		Country	Land Force
NCOs	Argentina		1981
	Brazil		2001
	Chile		1974
	Colombia		1983
	Ecuador		1958
	El Salvador		1971
	Guatemala		1967
	Mexico		1938
	Nicaragua		1979
	Commissioned Officers	Argentina	
Brazil			1992
Chile			1974
Colombia			1976
Ecuador			1956
El Salvador			1985
Guatemala			1967
Mexico			1938
Nicaragua			1979

The entry of women into the professional corps of these armies was practically simultaneous for commissioned and non-commissioned officers. With the exception of Brazil, they all occurred prior to changes in the regional and international context that were characteristic of the 1990s.

¹ "Command corps" refers to those who enter military schools directly, in the absence of previous civilian professional experience.

² In August 2012, reforms were made to the laws that establish the admission requirements for officer courses in the Army and Navy, enabling the entry of women (Nº. 12.705 - 08/08/2012 and No. 12.704 - 08/08/2012). In the case of the Army, a period of 5 years was established to put in place the means necessary for the incorporation of women.

³ "Professional corps" refers to those military personnel that are trained or incorporated into the forces in order to provide technical and / or professional auxiliary services.

Source: Compilation based on information provided by Ministries of Defence, academies, and public information offices.

41 Since entrance to career officialdom was opened up, the tendency towards the incorporation of women has been growing. Even when specific policies on the matter are not observed, the number of women applying to join military career structures is high and indicative of a trend within the military institution towards change, and one that merits further analysis in the future. Even when quotas are not made official, in the majority of cases a larger proportion of men continue to be accepted over their female counterparts.

Admission into Military Academies

Argentina:
Army, National Military College
Quantity of Students - 2016

Men	1,063
Women	242
Total	1,305

The tendency towards the incorporation of women is increasing.

Chile: Army, 2016

	Applicants		Entrants	
	Men	Women	Men	Women
Officers	1,640	452	213	28
NCOs	4,689	2,008	557	73

El Salvador,:
Captain General Gerardo Barrios Military School, 2016

	Men	Women
Applicants	673	125
Entrants	237	20

Guatemala:
Polytechnic School, 2016

	Men	Women
Applicants	608	70

Source: Ministries of Defence from the abovementioned countries.

42 An advance in this sense, in terms of diagnosis, would be the production of studies on the selection process to be carried out by external actors. The same applies with regard to career choices. The postulation of women to specializations considered “masculine”, such as engineering for example, stands out. This coincides with a parallel phenomenon evident in wider society. And furthermore

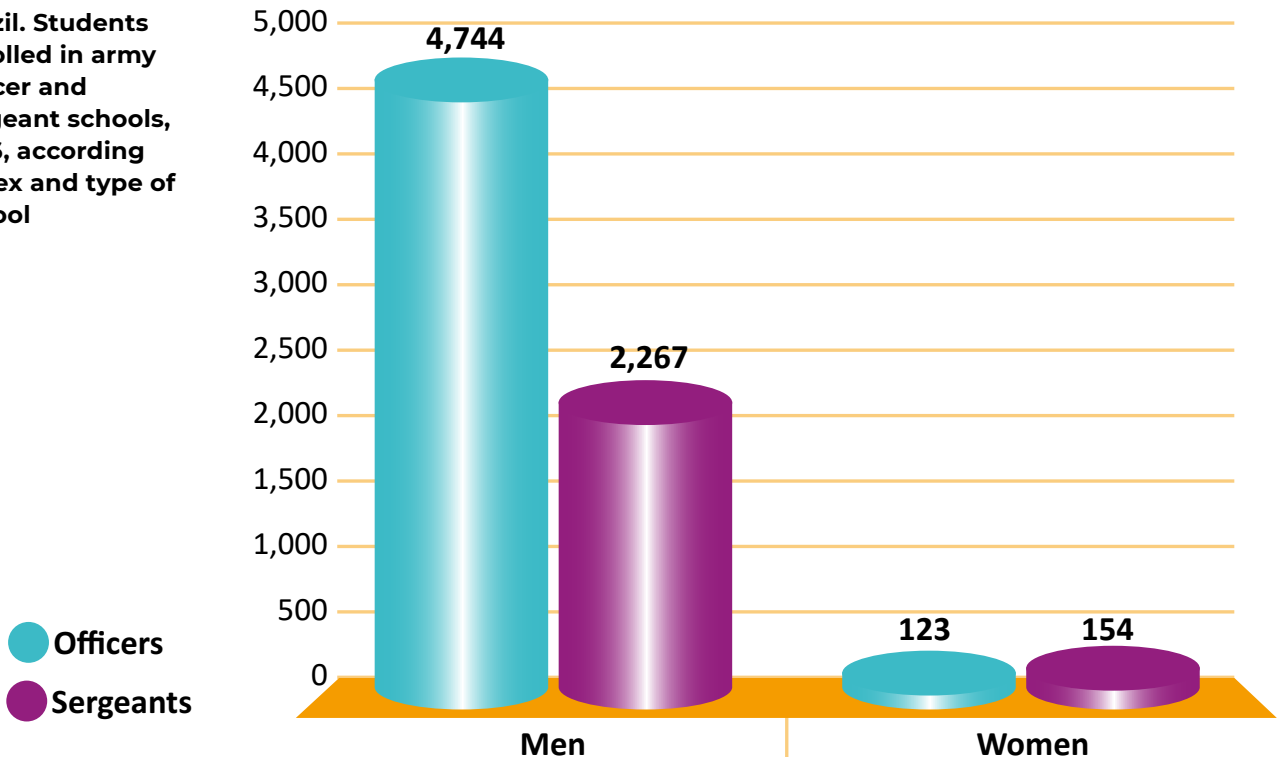
in terms of applications and entrants to both commissioned and non-commissioned officer career structures; in the case of Brazil, in 2016, at a time when the Army was opening its doors to women, among the total number of women who entered such schools female NCO entrants accounted for the largest proportion.

Mexico. Female applicants to Training Schools (2015 and 2016, %)



Source: Secretariat of National Defence, Mexico.

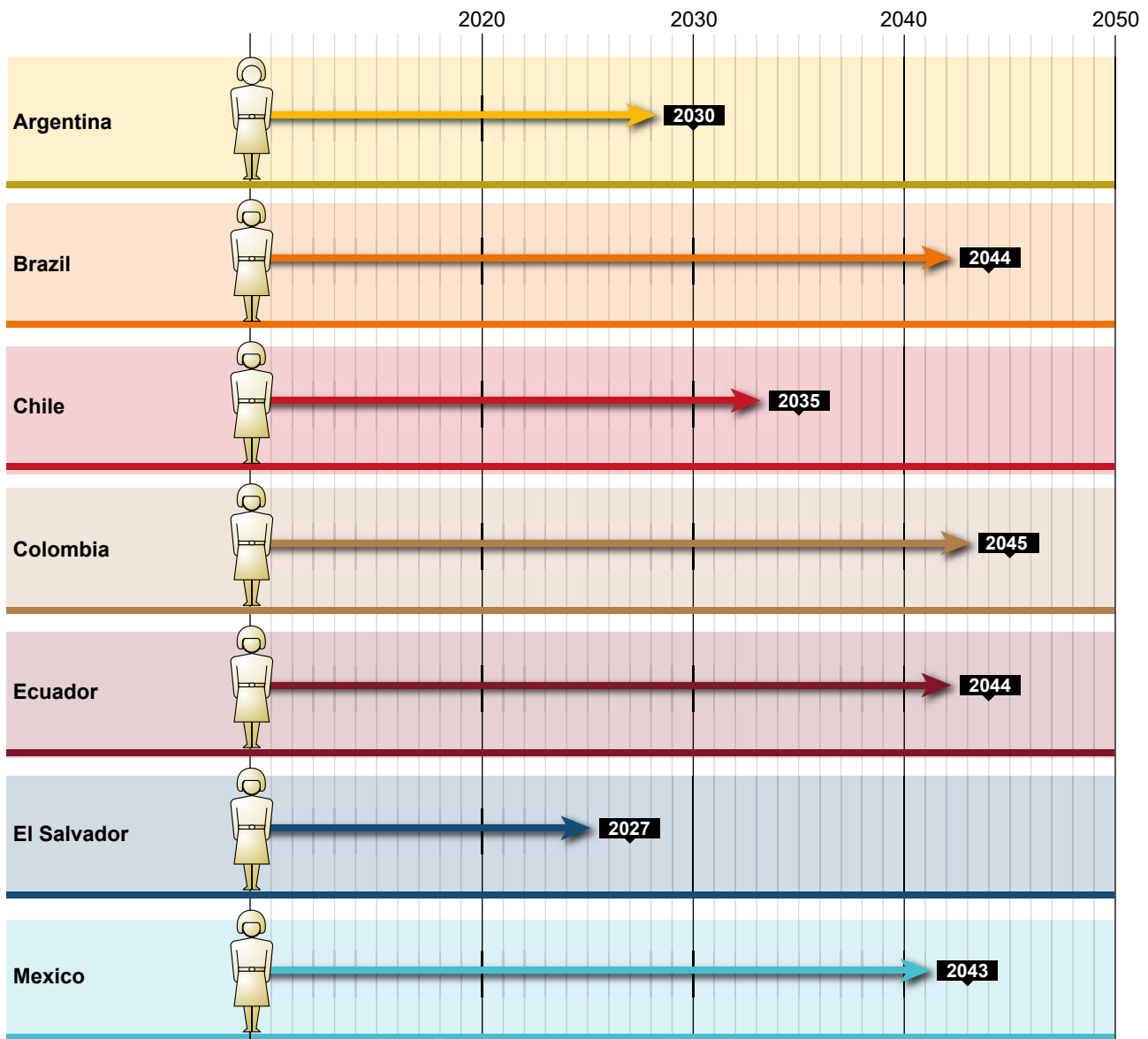
Brazil. Students enrolled in army officer and sergeant schools, 2016, according to sex and type of school



Source: Brazilian Army.

43 The development of a gender perspective also involves observing career patterns, promotions, destinations, the revision of legislation and of internal regulations, and subjective issues existing in the army, as in any institution, that impact upon an individual's career possibilities. The following projections display a theoretical career progression starting from the moment in which admission to the academies was opened up to women. They are based on current regulations in force in the cases analyzed and the length of time established by them, and do not consider any additional requirements for promotion.

Estimated year in which women will reach the maximum rank within their respective Land Force



Source: The career laws of each of the countries considered. In Guatemala, the maximum grade reached is that of Colonel. The case of Nicaragua has not been included here given its differing history and, as such, timings.

Primary and Secondary Roles: Thinking about the Future

44 The experiences of Latin American cases summarized here show that the armed forces, and armies in particular, have undergone processes of change that continue to the present day. The investigations and debates indicate, with respect to the question of principal and subsidiary missions, certain aspects to be considered both in terms of the transmission of experiences and any future studies that may be carried out on the subject:

The primary mission National defence continues to be the principal mission of the armed forces and, within them, of the armies, and in most cases even at the constitutional level. It is the foundation from which they structure themselves, develop career structures, and program their budget, among other things.

Defence and community Given the conditions facing each country in terms of their security, and in accordance with national regulations and specific historical experiences, armies have been called upon to engage in subsidiary missions, especially with regard to public security and disaster assistance. All this takes place in a framework of ongoing debate with regard to the role of the military in this class of missions, and on the premise that the question is one of supporting other institutions, as opposed to substituting them.

The development of legislation The regional process has been accompanied by the active participation of national congresses, enacting laws that address issues that are internal to the armed forces as well as strategic aspects, such as the provision of definitions in matters of national defence, public/internal security, military service, and organizational systems, among others.

Gender perspective The changes undertaken include the adoption by armies of a gender perspective, with ministries of defence also working on this in the majority of cases. Said perspective has held an important focus on the incorporation of women into the force, meaning even greater developments with regard to the external dimension of the perspective have been left aside. These would involve designing and operationalizing ways to include it in the missions developed by the forces, especially in relation to public security and risk management.



**Employment
in public
security and risk
management**

Other central issues arising from the experience of Latin American cases are:

- The need for clarity with regard to mechanisms and training for inter-institutional coordination.
- Adequate planning, including inputs to the relationships with all state and civil society actors that are present in the context of public security and risk management operations.
- Adequate diagnosis, including external contributions, with regard to the capacities available for this type of employment.
- Development of content and activities to be applied as part of training and education, including a gender perspective.
- Regulations and protocols, developed by ministries of defence and/or the forces.

45 All this supposes challenges for the armies, for political decision-makers, and for actors from academia and civil society. It is an ongoing process in which the Latin American region has made advances over the course of recent decades, while still facing numerous challenges ahead, with the use of military forces in public security and disaster assistance tasks following an ascendant trend. Meanwhile, the contributions that the region can make to post-conflict and democratization processes in other parts of the world are not only relevant, but also well known.

