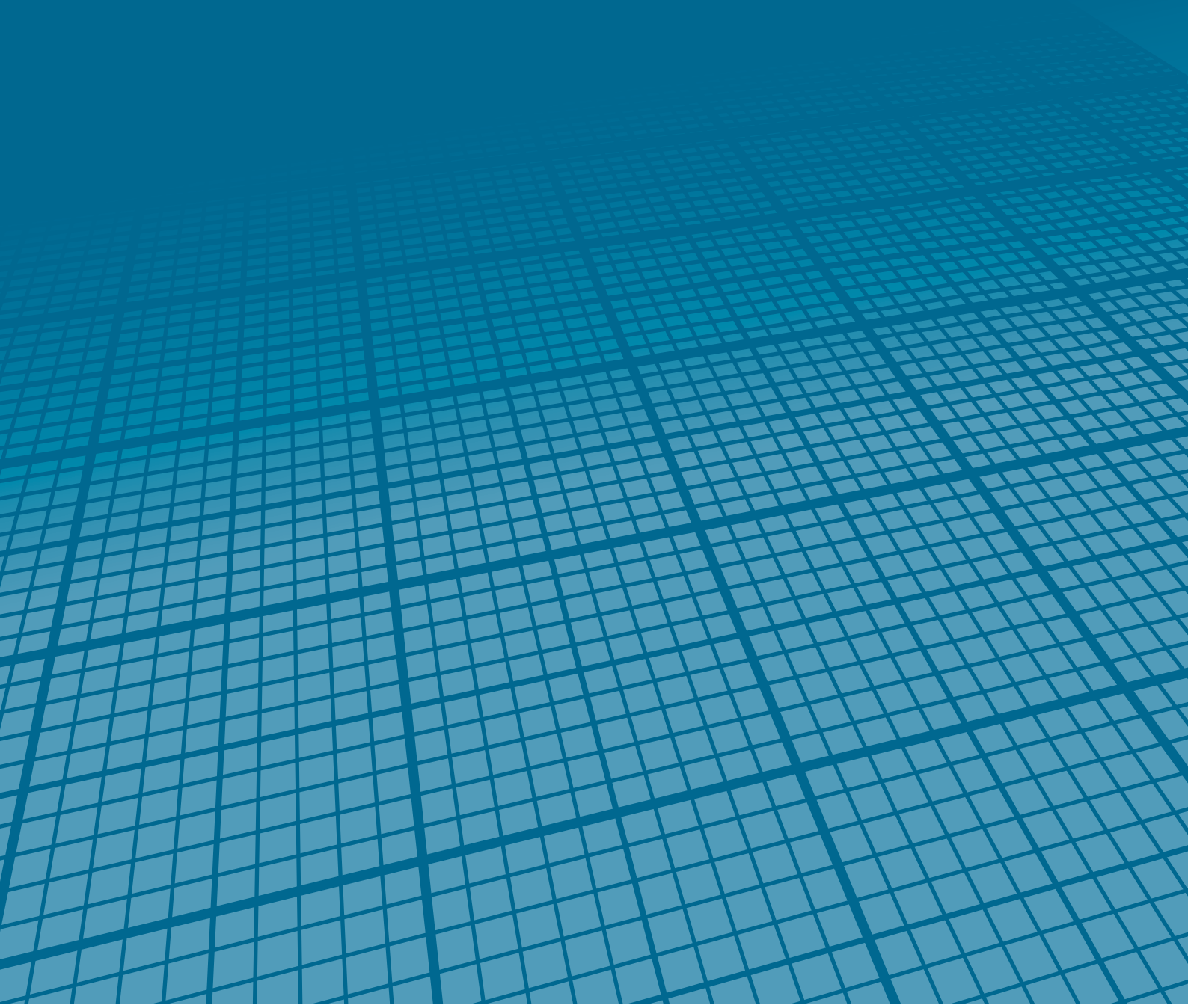


Chapter 8:

# The Armed Forces





### Mission of the Armed Forces

Country	What is the Mission of the Armed Forces?
<b>Argentina</b>	The Armed Forces, military instrument of the national defence, will be used in case of external aggressions perpetrated by armed forces belonging to other/s State/s, without detriment of the Act on Internal Security and the Act on Restructuring of the Armed Forces regarding the scenarios foreseen for the use of military instrument, and the regulations defining the scope of such intervention in support operations to the internal security.  ( <i>Reglamentación de la Ley de Defensa Nacional</i> N° 23.554, Decree N° 727/2006 - 2006/06/13, Sec. 1)
<b>Bolivia</b>	The Armed Forces have the fundamental mission to defend and maintain national independence, the security and stability of the Republic and national honour and sovereignty; ensure the rule of the Political Constitution, guarantee the stability of the legally constituted government and cooperate in the integral development of the country. (Constitution, Sec. 208)
<b>Brazil</b>	They are aimed at defending the Fatherland and guaranteeing constitutional powers and, on the initiative of any of them, the law and order (Constitution, Sec. 142) Participate in peace operations. Cooperate in national development and civil defence. ( <i>Lei sobre as Normas Gerais para a Organização, o Preparo e o Emprego das Forças Armadas, para Estabelecer Novas Atribuições Subsidiárias</i> , Complementary Act N° 117 - 2004/09/02, Sec. 15)
<b>Chile</b>	The Armed Forces' fundamental mission is the defence of the Fatherland; they are essential for the national security. The safeguard of public order during elections and plebiscites shall be their responsibility. (Constitution, Sec. 101 and 18)
<b>Colombia</b>	The Military Forces shall defend the sovereignty, independence, integrity of the national territory and the constitutional order. (Constitution, Sec. 217)
<b>Dominican Republic</b>	The purpose of creating the Armed Forces is to defend the independence and integrity of the Republic, maintain the public order and respect the Constitution and the laws. They shall intervene, when the Executive Power requires so, in programs of civic action and plans devoted to promoting the social and economic development of the country. (Constitution, Sec. 93)
<b>Ecuador</b>	The Armed Forces shall have the fundamental mission to preserve national sovereignty, defend the integrity and independence of the State, and guarantee its legal order. (Constitution, Sec. 183) Cooperate with the social and economical development of the country. ( <i>Ley Orgánica de la Defensa Nacional</i> , N° 74 - 2007/01/19, Sec. 2)
<b>El Salvador</b>	The mission of the Armed Force is to defend the sovereignty of the State and the integrity of the territory. The President shall exceptionally make use of the Armed Force to maintain internal peace, in accordance with the Constitution. The Armed Force shall cooperate in works of public benefit assigned by the Executive Body and shall help the people in case of national disaster. (Constitution, Sec. 212)
<b>Guatemala</b>	The Guatemalan Army is an institution devoted to maintaining the independence, sovereignty and honour of Guatemala, the integrity of the territory, peace and internal and external security. The Army shall cooperate in emergency situations or public calamity. (Constitution, Sec. 244 and 249)
<b>Honduras</b>	The Armed Forces are formed to defend territorial integrity and sovereignty of the Republic, maintain the peace, public order and the respect for the Constitution, the principles of free suffrage and the rotation of the Presidents of the Republic. They shall cooperate with the National Police to keep the public order. They shall cooperate with the Secretaries of the State and other institutions, at their request, in tasks of literacy, education, agriculture, protection of the environment, road systems, communications, health and agricultural reform. They shall participate in international peace missions, based on international treaties; provide logistical support on technical advice, communications and transportation in fighting drug trafficking. They shall cooperate with personnel and means to face natural disasters and emergency situations which affect people and assets; as well as in protection and conservation programs for the ecosystem, and academic and

Country	What is the Mission of the Armed Forces?
<b>Honduras</b>	<p>technical training of their members, and other matters of national interest.</p> <p>They shall also cooperate with the public security institutions, at the request of the Secretary of Security, to fight terrorism, arms trafficking and organized crime, as well as in the protection of the powers of the State and the Elections Tribunal, at the request of these, in their installation and operation.</p> <p>(Constitution, Sec. 272 and 274)</p>
<b>Mexico</b>	<p>Defend the integrity, independence and sovereignty of the Nation, guarantee internal security and external defence.</p> <p>Help civil citizens in cases of public needs; carry out civic and social works aimed at the country's progress and in case of disaster, provide help for order maintenance, assistance to the people and their assets as well as with the reconstruction of affected areas.</p> <p>Make use of the Federation's naval power for external defence, and render assistance for the country's internal security.</p> <p>(<i>Ley Orgánica del Ejército y Fuerza Aérea Mexicanos</i>, DOF 1986/12/26 - Last Reform: DOF 1998/01/23, Sec. 1; <i>Ley Orgánica de la Armada de México</i>, DOF 2002/12/30, Sec 1)</p>
<b>Nicaragua</b>	<p>The Army of Nicaragua is the armed institution which defends sovereignty, independence and territorial integrity. Only in exceptional cases the President, in a Council of Ministers, shall be entitled to order the intervention of the Army of Nicaragua in support of the National Police, if the stability of the Republic were threatened by severe internal disorders, calamity or natural disasters.</p> <p>(Constitution, Sec. 92)</p>
<b>Paraguay</b>	<p>The mission of the Armed Forces is to safeguard the territorial integrity and to defend the legitimately constituted authorities.</p> <p>(Constitution, Sec. 173)</p>
<b>Peru</b>	<p>The Armed Forces have as fundamental mission to guarantee the independence, sovereignty and integrity of the Republic. In state of emergency, the Armed Forces take control of the internal order if the President of the Republic requires so. Participate in the economic, social development and civil defence in accordance with the law.</p> <p>(Constitution, Sec. 137, sub. 1, 165 and 171)</p>
<b>Uruguay</b>	<p>The Armed Forces have the fundamental mission to defend the honour, independence and peace of the Republic, the integrity of the territory, its constitution and laws, always acting under the supreme command of the President, in agreement with the corresponding Minister and section 168, subsection 2º, of the Constitution.</p> <p>Without detriment of its primary mission, the Armed Forces shall support and undertake the development programs assigned, carrying out works of public benefits, particularly developing the military factor, depending on the requirements or planning for the fulfilment of their fundamental mission.</p> <p>(<i>Decreto-Ley Orgánica de las Fuerzas Armadas</i>, Nº 14.157 - 1974/03/05; modified by Act Nº 15.808 - 1986/04/07, Sec. 2 and 3)</p>
<b>Venezuela</b>	<p>The Bolivarian National Armed Force has the mission of guaranteeing the independence and sovereignty of the Nation and ensure territorial integration, through military defence, cooperation in maintaining internal order, and the active participation in the national development.</p> <p>(<i>Ley Orgánica de la Fuerza Armada Nacional Bolivariana</i>, GO 5.891 - 2008/07/31)</p>

Source: Compilation based on the above mentioned legislation.



**Total Armed Forces**

Country	Army	Navy	Air Force	Total
Argentina	38,804	18,494	14,120	71,418
Bolivia	29,679	6,404	7,254	43,337
Brazil	221,788	43,708	69,247	334,743
Chile	39,911	19,675	11,331	70,917
Colombia	257,629	38,404	14,534	310,567
Dominican Republic	24,801	9,896	10,144	44,841
Ecuador	24,135	7,258	6,055	37,448
El Salvador	15,150	620	660	16,430
Guatemala	12,425	897	871	14,193
Honduras	6,077	884	2,112	10,263 <sup>(1)</sup>
Mexico	198,697 <sup>(2)</sup>	49,444		248,141
Nicaragua <sup>(3)</sup>		9,412		9,412
Paraguay	8,644	1,728	1,283	11,655
Peru	53,275	20,590	11,118	84,983
Uruguay	16,234	5,403	2,984	24,621
Venezuela <sup>(4)</sup>		163,364		163,364
				<b>1,496,333</b>

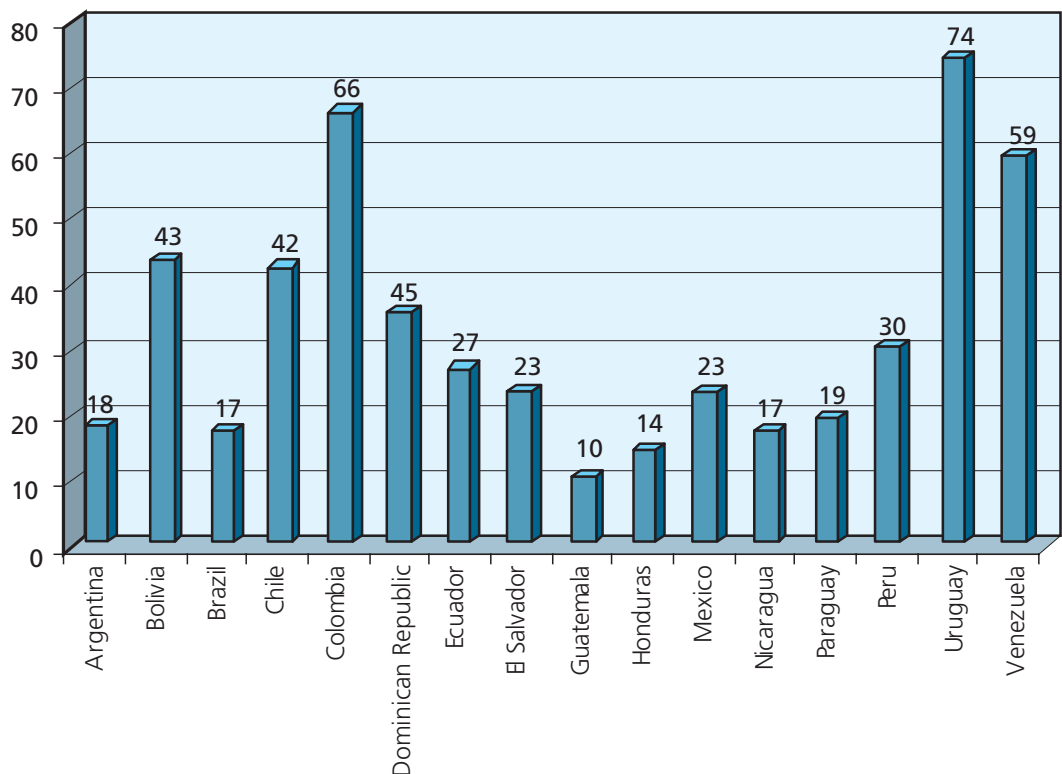
(1) Includes 1,236 members of the military in the Secretary of National Defence, Joint Chiefs of Staff and other offices.

(2) Includes Air Force.

(3) No disaggregated data available.

(4) No disaggregated data available. Includes the National Guard.

**Number of Regular Force Members every 10,000 Inhabitants\***



Source: Bodies and official documents as explained in section "The countries" of this publication. Information on the population provided by the Statistical Yearbook for Latin America and the Caribbean, 2007, CEPAL (population forecast 2008).

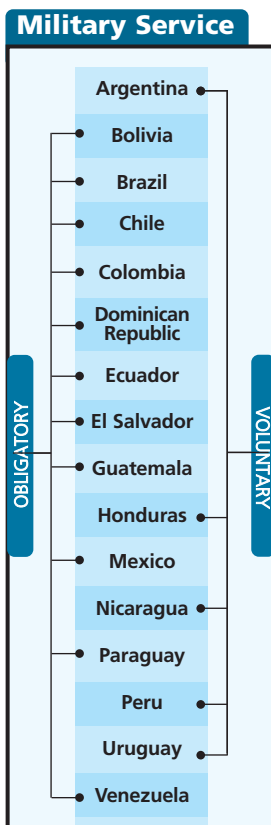
\* The number of active troops includes the combat personnel as well as the members of the troops who perform other services. Venezuela includes the National Guard.

**Offices of the Latin American Defence/Military Attachés in the Region**

IC RC	Argentina	Bolivia	Brazil	Chile	Colombia	Dominican Republic	Ecuador	El Salvador	Guatemala	Honduras	Mexico	Nicaragua	Paraguay	Peru	Uruguay	Venezuela
Argentina		●	●	●	●		●				●		●	●	●	●
Bolivia	●		●		●		●						●	●	●	●
Brasil	●	●		●	●		●		●		●		●	●	●	●
Chile	●		●		●	●	●	●		●	●		●	●	●	●
Colombia	●		●	●			●	●	●	●	●			●	●	●
Dominican Republic					●											●
Ecuador	●		●	●	●						●			●		●
El Salvador				●	●				●	●	●	●				
Guatemala			●			●		●		●	●					
Honduras					●			●	●		●	●				
Mexico	●		●	●	●			●	●	●		●				●
Nicaragua								●	●	●	●					
Paraguay	●	●	●	●									●		●	
Peru	●	●	●	●	●		●				●			●		●
Uruguay	●		●	●							●		●			
Venezuela	●	●	●	●	●	●	●	●			●			●		●

IC: Issuer Country/ RC: Receiver Country

Source: Organisms and official documents as detailed in section "The Countries" in this publication. The country to which the attaché is posted is considered here as the office, beyond other cross accreditations to one or many countries. Attachés in Latin America deal with defence matters (Defence Attachés) or may represent services (Military Attachés). The indistinct presence of any of them is considered as Office. Only the countries analyzed in this publication were included in the Table.



**Year of Admission of Women as Officers**

Country	Staff Corps			Line Corps		
	Army	Navy	Air Force	Army	Navy	Air Force
Argentina	1982	1981	1982	1997	2001	2001
Bolivia	1982	—	2004	1979	—	2007
Brazil	1992	1980	1982	1998	1998	2001
Chile	1974	2003	1974	1995	2007	2000
Colombia	1982	1984	1977	s/d	1977	1977
Ecuador	1956	1977	2000	2003	2003	2003
El Salvador	s/d	s/d	s/d	2000	2000	2000
Guatemala	1967	1967	1967	1997	2000	2001
Honduras	1970	1975	1970	1998	1998	1996
Mexico	1938	1938	1938	2007	2008	2007
Paraguay	1970	s/d	s/d	2003	2003	2003
Peru	1997	1997	1997	1997	1998	1998
Uruguay	1996	1998	1994	1998	2000	1997
Venezuela*	1980	1979	1980	2002	2002	2002

\* National Guard, 1970 (Staff), and 2002 (line).

Source: Organisms and official documents according to section "The Countries" in this publication.



## Analysis:

# Cooperation and Collaboration in the Hemisphere: Lessons Noted in Peace Missions

■ **Margaret Daly Hayes, PhD\***

■ For nearly two decades the countries of the Western Hemisphere have been discussing whether and how the regional security architecture might be reconstituted and renovated.<sup>1</sup> Much of this discussion has taken place in the venue of Summits of the Americas, the bi-annual meetings of Defence Ministers of the Americas, and in the Organization of American States. No clear vision, no agreed upon route has yet emerged from these talks. Nevertheless, on the ground we continue to see considerable cooperation and collaboration between countries and among Armed Forces. This cooperation and collaboration begins to define an emerging security framework that is sub-regionally focused, flexible, and built, in the best of cases, on information sharing, agreed-upon standards for equipment, training, and doctrine, collaboration and coordination among services, with civilian government and non-government agencies and a capacity to collaborate and coordinate in ways that best exploit the capabilities of countries and institutions in the hemisphere.

■ Cooperation and collaboration begin to define an emerging security framework in the region.

## Cooperation and Confidence Building Measures

In 1991 the OAS General Assembly called for a meeting of experts to discuss confidence building measures and mechanisms of security in the region. Pursuant to this, the 1995 Meeting of Experts urged members to commit to prior notification of military exercises, participation in the UN Register of Conventional Arms, exchanges of information on defence policies, and presence of foreign observers

\* Professor of Security Studies, Georgetown University.

<sup>1</sup> This summary is based on DALY HAYES, Margaret, *Operaciones de Paz: Experiencias Latinoamericanas y Oportunidades*. A briefing presented to the Inter-American Defence Board, August 28, 2007.

at military exercises. This list was expanded upon in 1998 and in 2003 when a list of “illustrative confidence building measures” was issued which included:

- **Diplomatic and Political Measures** such as Joint planning for issues of common concern; promotion of legislative contacts for discussion of security questions; high-level bi-lateral meetings; closer cooperation in combating transnational crime and in preparation and response to natural disasters, exchanges of experience in the organization and strengthening of Ministries of Defence, and legal cooperation and harmonization of legislation in areas of security concern.
- **Educational and Cultural Measures** such as development of school curricula promoting democratic values and a culture of peace, support for regional studies on peace and development, seminars on the role of the media in shaping public opinion in the security area, seminars on the human rights observance in the military and police, promotion of courses in foreign service institutes on disarmament, arms limitation and related topics, exchanges among personnel in ministries of foreign affairs, and among personnel in foreign services training institutes, and finally, sports encounters among security and police serves at the national, regional and internal levels.
- **Military Measures** including those measures enumerated in Santiago and San Salvador such as prior notification of exercise, information and personnel exchanges, sharing experience in peace operation, analysis of specific problems of interest, and exchanges of manuals and procedures for forces operating in border areas, exchanges of information and personnel in training and education and finally, development of cooperative measures for verification of activities and issues.
- **Other Measures** referenced the need to develop cooperative measures in various areas related to new threats, concerns and other challenges to security in the region, and the experts recommended that the OAS task competent bodies in the organization and in other regional and national institutions to develop measures related to terrorism, illegal drug trafficking, illegal trafficking in chemical substances, in persons, or in weapons as well as corruption, money laundering, the environment, HIV-AIDS and other issues.

Over the years we have seen some examples of most of these actions. However, military forces often have been at the forefront in the move towards cooperation and collaboration. Examples include the frequent bi-lateral military exercises, Argentina and Chile’s move to create a Combined Battalion for peace operations, the Conferences of armed Forces in Central America (CFAC) and the Regional Security System in the Caribbean. The recent experience of many countries in the UN Stabilization Mission in Haiti, MINUSTAH, provides a wealth of experience and lessons to guide further collaboration in the future. This essay summarizes some of the lessons “noted” and draws upon the reporting of Latin-American participants in the mission.<sup>2</sup>

The UN authorized MINUSTAH under Chapter VII of the Charter and gave it the military mission to maintain a secure environment; to collaborate with UN Police and with the Haitian National Police, to assist in the reform and restructuring the police, Demobilization, Disarmament and Reintegration (DDR) and

■ Military forces often have been at the forefront in the move towards cooperation and collaboration.

<sup>2</sup> Report of the Panel on United Nations Peace Operations, United Nations, 2000 in. [http://www.un.org/spanish/peace/operations\\_report/](http://www.un.org/spanish/peace/operations_report/).



finally to maintain public order through support for the police. From the start, the military force was obliged to participate in a much wider set of activities, including extensive public security and humanitarian activities.

Perhaps the most important lesson learned is that peace support missions should not be improvised. Brazilian General Heleno noted that from the start the MINUSTAH mission was hampered by the slow deployment of forces. Countries were not familiar with UN systems, particularly with their civilian contracting procedures. Peace operations require that both the Armed Forces and civilian leaderships stay up to date with standardized procedures for planning, conduct of operation and logistics. While 10 of 34 countries in the Hemisphere have signed the Memorandum of Understanding to support UN Stand-by arrangements, few are in compliance and able to deploy units in 15, 30 or 90 days to which they are committed. While Chile was able to deploy 300 troops to Haiti in days, other countries required a year to prepare their forces.

### Planning

The best planning is possible when it is conducted as joint (inter-service) and combined (multinational) and a permanent combined staff is established to communicate with a single voice to the different forces in the mission. Deconflicted command and control is less effective than coordinated or collaborative command and control. It is often useful to be able to combine the capabilities of different units from different countries. In Haiti, Ecuadorian and Chilean engineers combined to create a single effort, an experience praised by both. MINUSTAH veterans recognize that successful peace missions require that individual countries reconcile their command and control doctrine with UN procedures. Rules of Engagement must reflect the agreed upon rules of the peace operation, and troops must be made aware of the difference. Similarly, disciplinary rules should be uniform throughout the mission force.

The most effective units in peace missions are those that are formed in advance, that have trained together, and that come with their own equipment, designed for the mission.

Preparation for peace missions needs to be expanded and deepened to include coverage of urban operations, negotiation techniques, standardized communications (radio) and procedures. Clothing for troops must be appropriate for the climate of mission (something noted by those from the southern cone). Troops may require special vaccinations and medical personnel should be aware of the standard schedules. English, the language of peace operations, should be stressed in general preparation for forces.

### Logistics

Logistics -equipment and supplies- present special challenges to peace and stabilization forces. Differences among equipment used by different units and national forces pose special challenges, and given the variety of inventory present

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among Latin American forces, these differences are serious. A MINUSTAH lesson is that the best practice is that to the extent possible, all equipment should use the same type of fuel, thus simplifying supply. The presence of a variety of different types of equipment and models, whether helicopters, trucks or other, makes it difficult to conduct repairs and to insure the availability of spare parts. Planning needs to take these issues into account. In the future, countries may wish to think of standardizing the equipment that they plan to dedicate to peace missions. In Haiti, for example, the ideal vehicle was small, light weight, armored, with high chassis and lateral and overhead protection.

The MINUSTAH experience alerted participants to the need to understand UN contracting procedures better. Leaders must understand how to coordinate and synchronize activities with UN Police (UNPOL) the Red Cross, local authorities and other forces, and forces need to incorporate both legal and media relations personnel into their standard deployment force packages.

MINUSTAH was largely conceived as a ground operation, and ground forces patrolled throughout the country. The coastal and maritime approaches to the country were not covered nearly as well, and this, as noted by one naval officer, was one of the reasons that illegal traffic in drugs, persons and contraband became so difficult to control. The experience underscores the need for more robust joint (army, navy, air force) planning in the design of peace, stabilization and humanitarian missions.

Another lesson from Haiti is that military forces will often have to work with police forces. They have to establish security first, and must be prepared to be both soldier and policeman and know when to change roles. They must also be able to work with humanitarian groups and know that they will almost certainly become involved in some delivery of humanitarian services, especially in the early days of an operation. Often they will want to do more to help the populations they encounter. However, it is important to know that the best way to assist is often by guiding local authorities in the reconstruction of their own systems. These systems include police, the judiciary, health, education and agriculture, all of which were found to be in extremely poor state in Haiti and “almost without attention from the government.” To address these systemic development issues, countries contributing the peace force must also understand the complex nature of development and of the actor providing long term development assistance.

■ The MINUSTAH experience alerted participants to the need to understand UN contracting procedures better.

## Building upon the Lessons Noted

In 2000 the UN Secretary General Kofi Annan named a panel to make recommendations for strengthening the UN's permanent capacity for peace building and peace support. The resulting Brahimi Report<sup>3</sup> called for, among other things, a strengthening of the system of Stand-by<sup>4</sup> units that are ready, trained and able to deploy on short notice. The Report urged consideration of regio-

3 Report of the Panel on United Nations Peace Operations, United Nations, 2000, in [http://www.un.org/spanish/peace/operations\\_report/](http://www.un.org/spanish/peace/operations_report/).

4 The UN Stand-by system was created in 1990. Under a Stand-by agreement a country agrees to provide a brigade size force able to deploy on 15, 30 or 90 days notice. Forces should arrive prepared, with their own equipment and logistics, with language capabilities, their own mobility, and be trained according to UN Standards.



nal combined (multi-country) coalition brigades or “task forces” that could provide high capacity, coherent, well trained units, with their equipment, that would operate under common UN standards. Argentina and Chile are in process of developing a combined Battalion that will deploy beginning in 2009. A number of Latin American forces have joined the Argentine Mission in Cyprus (UNFICYP) since 1993, and as noted, Ecuadorian engineers combined with Chilean engineers in service in Haiti. The armies of Central America cooperate and coordinate in regional response via CFAC, and have recently put in place a civilian-military network for rapid response to disaster in the region. The network includes a regional information sharing and stockpiling of shared materiel for disaster response. The Caribbean countries are implementing a similar collaborative effort for disaster response, and have demonstrated their ability to coordinate complex security operations in the Cricket World Cup, a capability they do not want lose. Cooperation across the internal borders in South America is increasing as countries seek to stop transnational criminal organization trafficking in drugs, arms, humans and goods.

The lessons noted in Haiti and in these other efforts provide numerous examples of steps that can be taken to improve the response capacity of the region and of individual countries. The lessons are eminently practical, but they imply updating practices and procedures in a number of ways. Many have implications for policy, such as the need for greater standardization of doctrines, including incorporation of UN doctrine; greater interoperability among national forces, and, ideally, greater synchronization of capacities among nations. They also have implications for policy in the areas of acquisition and modernization of equipment. The replacement of outdated equipment may allow forces to be more effective and operate at lower cost. They imply a need for more coordinated and integrated logistical support, including greater integration of planning between armies, navies and air forces, between civilian and military planners, and with agencies of government that are focused on specialized functions in health, education and agriculture development, for example.

As our region becomes truly a region of peace, opportunities to work together, exploiting the combined resources of multiple partners increase. Collaboration, cooperation and adoption of policies and practices that increase interoperability permit the whole forces to be more effective than the simple sum of individual parts. The lessons of Haiti and other collaborative operations have been noted. In some countries they are being learned and acted upon; in others they are still being studied. They provide an informed framework for beginning to think how nations and forces can better collaborate and cooperate in the future to provide a more robust, effective and sustainable response to challenges that confronts the region and the world.

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# THE COUNTRIES

