RESDAL

El Salvador

The Legal Framework and the Defence System

——— Advisory and assistance functional relationship
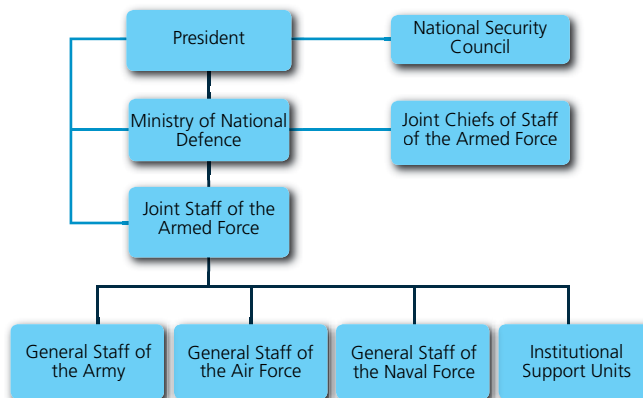——— Command reporting line

National Legislation

Systems and Concepts

- Organic Law of the Armed Force of El Salvador (DL N° 353 – 1998/07/30).
- Act on the Intelligence Agency of the State (DL N° 554 - 2001/09/21).
- National Defence Act (DL N° 948 – 2002/10/03).

Military Organization

- Military Justice Code (DL N° 562 – 1964/05/29. Last amendment: DL N° 368 – 1992/11/27).
- Act of Military Decorations (DL N° 520 – 1969/10/24).
- Act of the Armed Forces Social Security Institute (DL N° 500 – 1980/11/28. Last amendment: DL N° 1.027 – 2002/11/20).
- Act on Military Career (DL N° 476 – 1995/10/18. Last amendment: DL N° 882 – 2005/11/30).
- Act on Fire Arms, Ammunitions, Explosives and similar Articles Control and Regulation (DL N° 665 – 1999/07/26. Last amendment: DL N° 74-75 – 2012/03/30).
- Act on Military Service and Reserves of the Armed Force (DL N° 298 – 2002/07/30. Last amendment: DE N° 17 – 2011/03/11).

Source: Compilation based on the legislation above mentioned.

President — **National Security Council**

Ministry of National Defence — **Joint Chiefs of Staff of the Armed Force**

Joint Staff of the Armed Force

- **General Staff of the Army**
- **General Staff of the Air Force**
- **General Staff of the Naval Force**
- **Institutional Support Units**

The President is advised by the National Security Council, composed of the Vice President, the Ministers of Foreign Affairs, Government, Economy and Defence, the General Director of the National Civil Police, the Executive Director of the State Intelligence Agency and the Chairman of the Joint Chiefs of Staff of the Armed Forces. The Minister of Defence is the communication line for all the orders issued by the President to the Armed Forces, through the Joint Staff, responsible for the conduction of the branches and the support units, and advisory body for everything related to the employment and administration of the institution. The Joint Chiefs of Staff advice the Minister on aspects related to military policy and the employment of the military power in national defence. The Legislative Assembly holds the powers granted by the Constitution and permanently monitors defence-related issues through the Defence Committee.
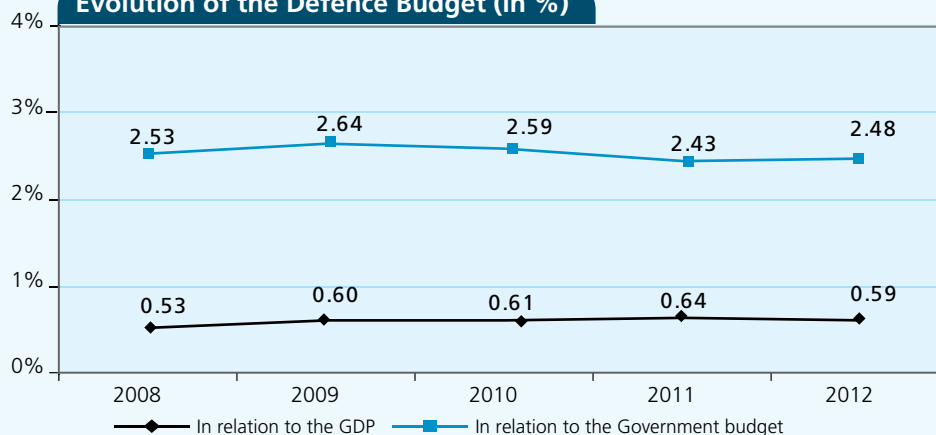
Source: Compilation based on the Political Constitution, *Ley orgánica de la Fuerza Armada de El Salvador* (DL N° 353 - 1998/07/30) and *Ley de la defensa nacional* (DL N° 948 - 2002/10/03).
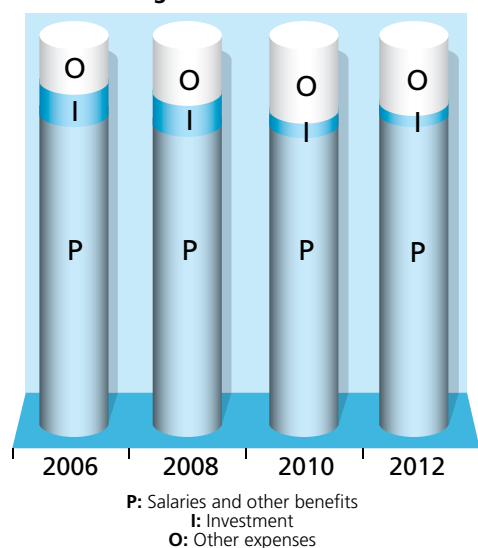
The Budget

Year	Defence Budget (in US$)	Government Budget (in US$)	GDP (in US$)
2008	115,409,495	4,558,300,000	21,824,000,000
2009	132,861,405	5,038,433,545	22,166,000,000
2010	132,874,110	5,124,169,115	21,805,000,000
2011	145,784,585	5,989,727,385	22,616,000,000
2012	144,067,030	5,814,371,405	24,421,000,000

Evolution of the Defence Budget (in %)

Year	In relation to the GDP	In relation to the Government budget
2008	0.53	2.53
2009	0.60	2.64
2010	0.61	2.59
2011	0.64	2.43
2012	0.59	2.48

Defence Budget Breakdown

O I P

2006 2008 2010 2012

P: Salaries and other benefits
I: Investment
O: Other expenses

Comparative Increase (% variation 2008-2012)

Personnel Spending = **29%**

Defence Budget = **25%**

Government Budget = **28%**

GDP = **12%**
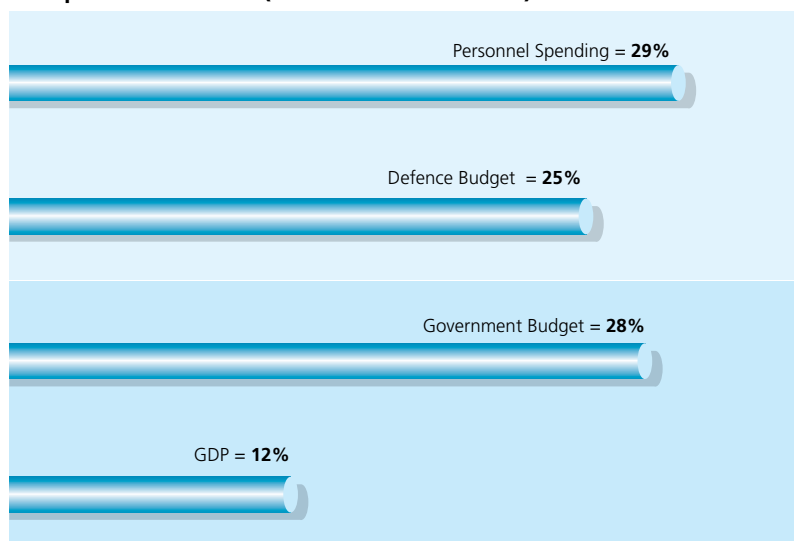
Defence Budget 2012 (in US$)

Branches*	Salaries	Goods and Services	Other Current Expenses**	Capital Expenses	TOTAL
National Defence					
Institutional Direction and Administration					
Higher Administration	2,143,610	4,910,575	91,045	0	7,145,230
Institutional Financial Management	392,905	0	0	0	392,905
Institutional Operating Management	105,460,255				105,460,255
Army Operations and Institutional Support Actions		18,503,305	543,030	0	19,046,335
Air Force Operations		2,063,930	14,845	0	2,078,775
Naval Force Operations		1,591,455	30,525	0	1,621,980
Support to other entities					
Institute of Social Services of the Armed Forces	0	0	3,500,000	0	3,500,000
Physical Infrastructure	0	0	0	1,385,000	1,385,000
Institutional equipment	0	0	0	2,011.905	2,011,905
Institutional Investment	0	0	1,424,645	0	1,424,645
TOTAL	**107,996,770**	**27,069,265**	**5,604,090**	**3,396,905**	**144,067,030**

* Budgetary units.
** Includes taxes, rates and rights; insurances, fees and bank expenses; current transfers to the public sector; and current transfers to the external sector.

Composition of Defence Budget

National Defence Branch

US$ 106,363,230 US$ 115,409,495 US$132,874,110 US$ 144,067,030

2006 2008 2010 2012
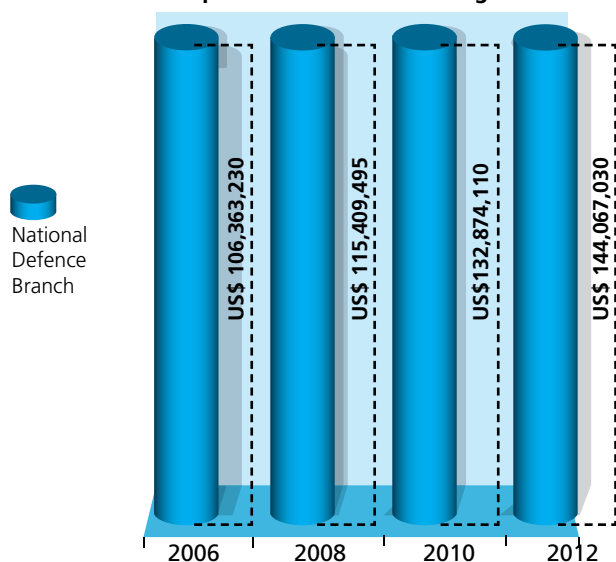
Between June 2011 and May 2012, US$ 4,821,764.76 was spent in projects aimed at improving the living conditions of staff and troops in different military units.

Source: Compilation based on L*ey de presupuesto general del Estado y de presu-puestos especiales* 2006, 2007, 2008, 2009, 2010, 2011 and 2012. The State Budget passed by the Congress by means of the above mentioned Act is considered herein. The concept of investment is that expressed in "Institutional investment".
GDP: Projection of the World Economic Outlook Database, IMF, of each year under review. This source has been taken for comparative purposes. Each country prepares the budget based on its own GDP estimation.
Expressions in Bold Type (Table) make reference to the various defence budget items, which can be found in a sector-based or institutional classification of the Budget Act.

RESDAL

The Ministry of National Defence

Organization Chart

Date of Foundation:
1939

Current Minister
(September 2012):
José Atilio Benitez Parada

Can military members be Ministers of Defence?
Yes

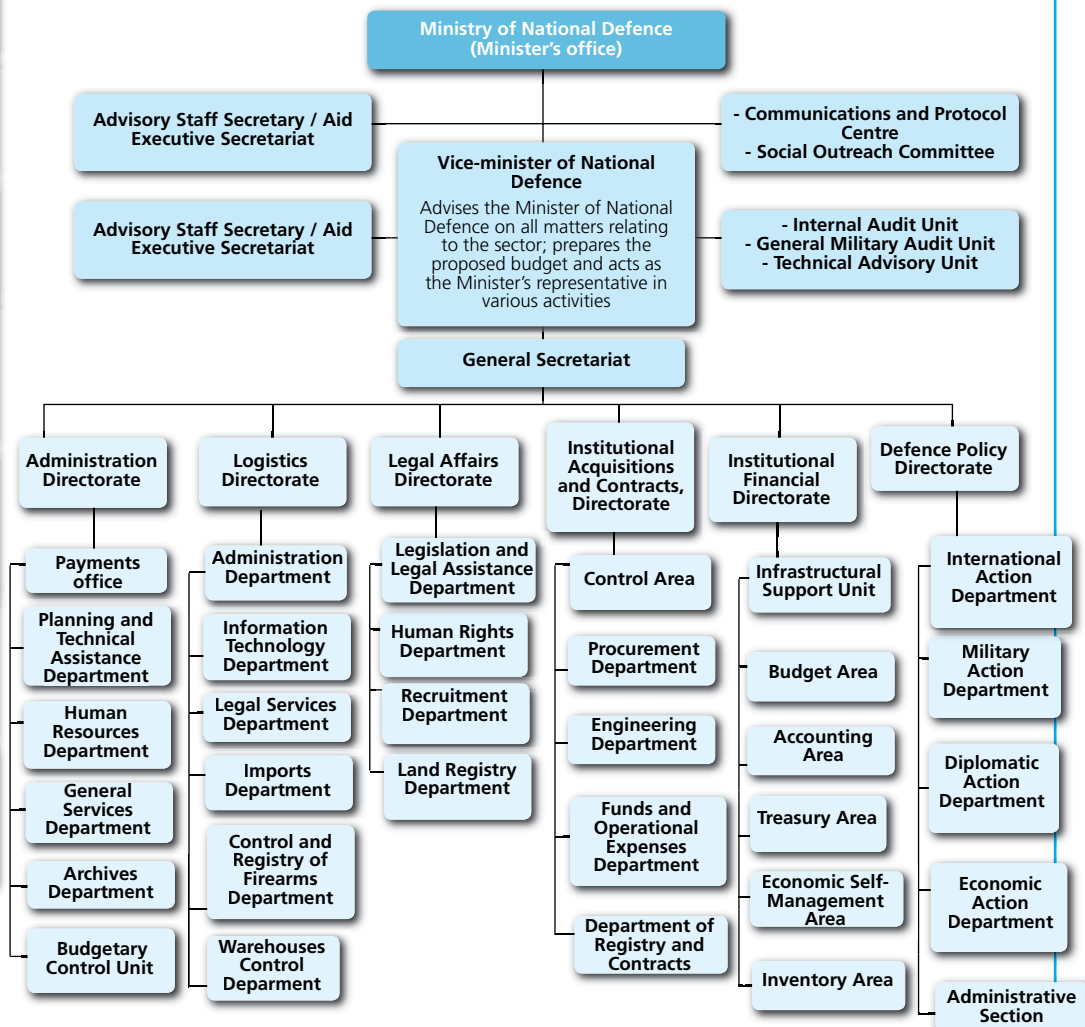**Number of military members who were Ministers of Defence:**
28

Number of civilians who were Ministers of Defence:
None

Have there been any women in charge of the Ministry of Defence?
No

Average stay in the Minister of Defence position:
2 years and 6 months

[The creation date is related to the moment in which the term "Defence" becomes part of the Institution's name]

Ministry of National Defence (Minister's office)

Advisory Staff Secretary / Aid Executive Secretariat

Advisory Staff Secretary / Aid Executive Secretariat

Vice-minister of National Defence
Advises the Minister of National Defence on all matters relating to the sector; prepares the proposed budget and acts as the Minister's representative in various activities

- Communications and Protocol Centre
- Social Outreach Committee

- Internal Audit Unit
- General Military Audit Unit
- Technical Advisory Unit

General Secretariat

Administration Directorate
- Payments office
- Planning and Technical Assistance Department
- Human Resources Department
- General Services Department
- Archives Department
- Budgetary Control Unit

Logistics Directorate
- Administration Department
- Information Technology Department
- Legal Services Department
- Imports Department
- Control and Registry of Firearms Department
- Warehouses Control Deparment

Legal Affairs Directorate
- Legislation and Legal Assistance Department
- Human Rights Department
- Recruitment Department
- Land Registry Department

Institutional Acquisitions and Contracts, Directorate
- Control Area
- Procurement Department
- Engineering Department
- Funds and Operational Expenses Department
- Department of Registry and Contracts

Institutional Financial Directorate
- Infrastructural Support Unit
- Budget Area
- Accounting Area
- Treasury Area
- Economic Self-Management Area
- Inventory Area

Defence Policy Directorate
- International Action Department
- Military Action Department
- Diplomatic Action Department
- Economic Action Department
- Administrative Section

Source: Compilation based on information provided by the Ministry of National Defence.

Bilateral agreements signed between 2010-2012:

- *"Asocio para el Crecimiento"* ("Partnership for Growth") programme with the United States (2011-2015). Public security is one of its main components and is aimed at enhancing the capabilities of organizations such as the Armed Force.

- Cooperation agreement for the execution of the Project entitled *Promoviendo el Marcaje de Armas de Fuego en América Latina y el Caribe* (Promoting the Marking of Firearms in Latin America and the Caribbean) signed with the OAS General Secretariat (2011).

- Amendment to the complementary agreement of technical, scientific and technological cooperation for the execution of the Project on "Training of technical personnel for the implementation and development of civil protection activities", signed with Brazil (2011).

Source: Website of the Ministry of National Defence.

Political Definitions

Policy Guidelines

El Salvador is internationally recognized for its efforts to promote the respect of human rights, peace, democracy, economic development, regional integration, advancement, dialogue and good relations with all the nations of the world.

Institutional Vision

The 2015 ARCE Plan is a strategic instrument that defines institutional objectives aimed at institutional development in order to:

- Restructure the organization and operation of the Armed Force, transforming its organizational structure to improve operating management and administrative processes.
- Reorganize and strengthen the logistics system. Upgrade and optimize procedures, techniques and the organization of the logistics system of the Armed Force, so as to enable it to operate with flexibility, coordination and efficiency
- Leverage its military mobility system.
- Update the doctrine, education and training curricula of the Armed Force.
- Strengthen the military justice system.
- Keep optimal levels of institutional projection, based on high professionalism and leadership of its staff at all levels, to enhance the Armed Force's reputation.
- Restructure and strengthen the social security system for the Armed Force.
- Create long-term sustainable conditions.
- Identify and obtain the necessary financial resources. Fund the projects of the Armed Force, integrating the different sources of possible funding to accomplish the organization's objectives.

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Source: *Informe de Rendición de Cuentas* (2011-2012), Ministry of Foreign Affairs. *Informes de Labores*, Ministry of National Defence (June 2010-May 2011; June 2011 – May 2012).

El Salvador published the *Libro de la Defensa Nacional* (Book of National Defence) in 2006.

Related actions (2011 – 2012)

- With the implementation of the Arce Institutional Development Plan 2015, the Armed Force has been strengthened, keeping its operational level, implementing the Mortar Training Center, acquiring naval and ground means, and overhauling its air means, as well as creating its mountain, intelligence and peace operations units.

- Participation in the binational meetings of the Border Zone Commanders with Guatemala and Honduras, within the framework of the Conference of Central American Armed Forces (CFAC).

- In April 2012, the Central American Security Conference (CENTSEC), which gathers representatives from the Security and Armed Forces, was held in El Salvador.

- Members of the Armed Force have been trained and received seminars in areas such as: infantry, civil protection in case of natural disasters, civil-military relations, human rights, international humanitarian law, transparency and access to information, including topics related to insecurity and transnational organized crime.

Objectives for 2012-2013

- To develop a strategic redeployment of the Armed Force, in order to improve its command and control, optimize the use of logistic resources, and increase efficacy in the various tasks assigned.

- Enhance operational capacity through the execution of development and investment plans, with the purpose of making a proper use of financial resources.

- Continue with projects to improve working conditions and personnel's standard of living.

- Continue with institutional investment on technological development in order to achieve the integration of working systems across the Organization.

- Upgrade the weapons and logistics systems.

- Continue to support public security.

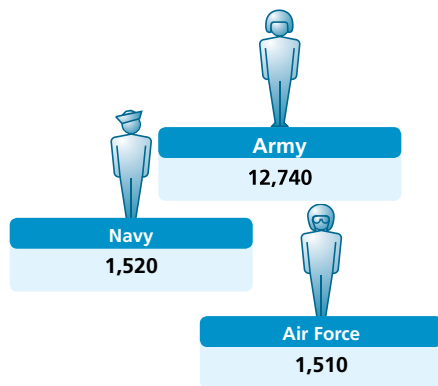- Modernize military equipment and weaponry.

Source: *Informes de Labores*, Ministry of National Defence (June 2011 – May 2012).

The Armed Forces

General Mission

The mission of the Armed Force is to defend the sovereignty of the State and integrity of the territory. The President shall exceptionally make use of the Armed Force to keep internal peace, in accordance with the Constitution. The Armed Force shall cooperate in actions for public benefit as assigned by the Executive and shall assist the people in case of national disasters. (Constitution of the Republic, Sec. 212)

Specific Missions:

Army

Its mission is to defend the country's sovereignty and the land territory in coordination and support of the other Armed Force branches; render aid to the population in case of national disaster; cooperate with acts of public benefit and, exceptionally, contribute to the maintenance of internal peace.

Navy:

Its mission is to defend the sovereignty and territorial integrity of the State in its territorial waters and --in a combined manner-- the Gulf of Fonseca and insular territory in coordination with the other Armed Force branches; protect marine riches, the subsoil and national seabed; render assistance to the population in the event of national disaster; cooperate in acts of public benefit and, exceptionally, contribute to the maintenance of internal peace, as well as execute maritime jurisdiction tasks to enforce navigation laws and assist the respective authorities for compliance with tax and immigration laws

Air Force:

Defend the sovereignty of the State and integrity of the national air space, support ground forces in the accomplishment of their respective missions; render assistance to the population in cases of national disaster, cooperate in public benefit work and, exceptionally, contribute to the maintenance of internal peace.

Army
12,740

Navy
1,520

Air Force
1,510

Total Strength 2012: 15,770

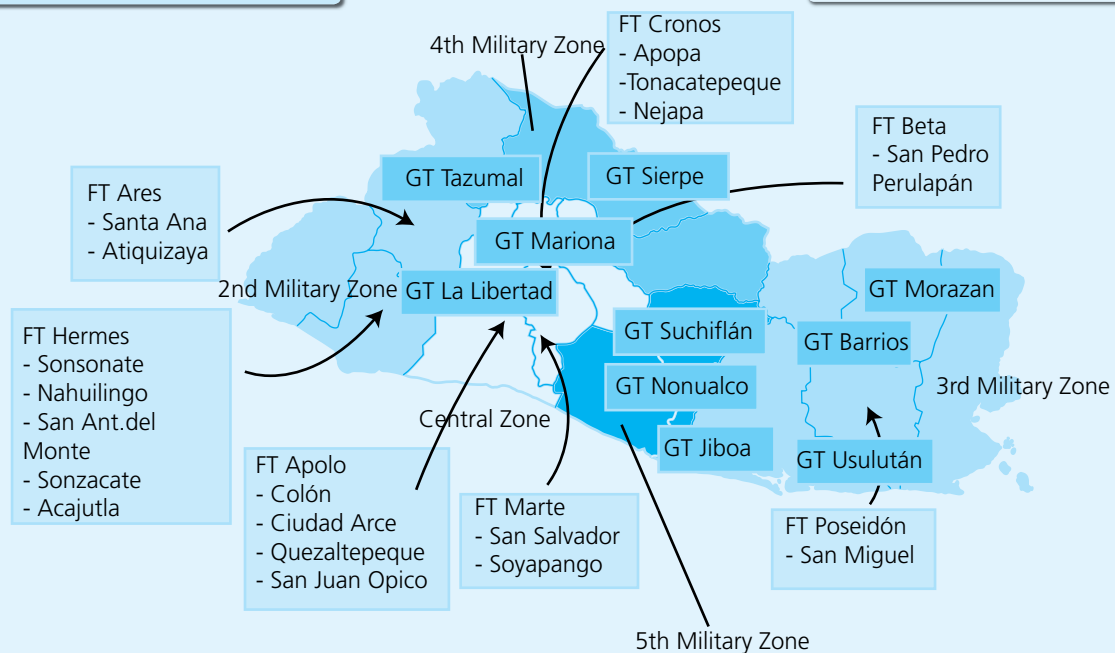## Territorial Deployment

ZEUS COMMAND
1,990 military personnel make up 7 Task Forces (FT) deployed in 7 Deparments to cooperate in public safety actions.

SAN CARLOS COMMAND
1,875 Task Force personnel cooperate in providing perimeter security in 11 Penal Centres
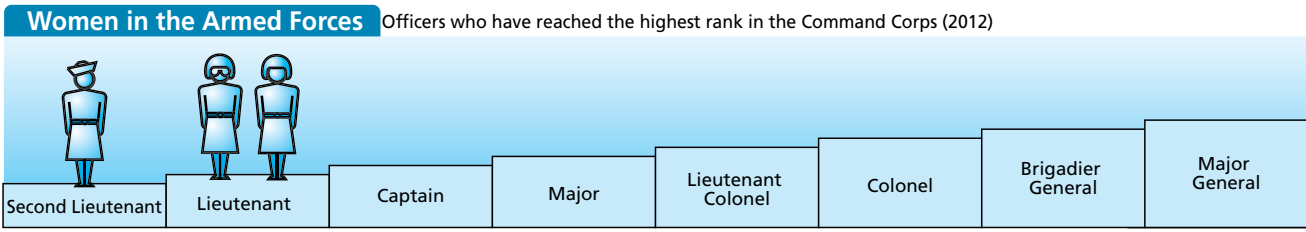
SUMPUL COMMAND
785 members of the Armed Forces deployed in 30 permanent positions of the General Army Staff to cooperate in security actions along authorized border crossing points.

4th Military Zone

FT Cronos
- Apopa
-Tonacatepeque
- Nejapa

FT Beta
- San Pedro
Perulapán

FT Ares
- Santa Ana
- Atiquizaya

GT Tazumal

GT Sierpe

GT Mariona

2nd Military Zone   GT La Libertad

GT Morazan

FT Hermes
- Sonsonate
- Nahuilingo
- San Ant.del Monte
- Sonzacate
- Acajutla

GT Suchiflán

GT Barrios

GT Nonualco

3rd Military Zone

Central Zone

GT Jiboa

GT Usulután

FT Apolo
- Colón
- Ciudad Arce
- Quezaltepeque
- San Juan Opico

FT Marte
- San Salvador
- Soyapango

FT Poseidón
- San Miguel

5th Military Zone

Source: Compilation based on *Libro de la Defensa Nacional,* 2006 (missions) and information provided by the Ministry of National Defence (regular forces and deployment).

Initial Officer Training

Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**

MILITARY ACADEMY

Men and women aged 17 - 22

Year 5
Military administration practice

Specializaton courses
- Army: Military Academy (EMCGGB)
- Naval Force: Center for Naval Education and Training (CEIN)
- Air Force: Air Force Academy (EAM)

Second lieutenant of the Armed Force – Bachelor in Military Administration

2012: 137 admissions (124 men/13 women)	88 men 6 women	57 men 9 women	50 men 5 women	52 men 6 women

Total cadets 2012

Graduates
2011: 54 officers. (36 Army, 10 Air Force and 8 Naval force).
2010: 36 officers (15 Army, 11 Air Force and 10 Naval Force).

Source: Institutional catalogue of the Military Academy (2012) and web sites of the Ministry of National Defence and Military Academy.

Women in the Armed Forces
Officers who have reached the highest rank in the Command Corps (2012)

Second Lieutenant	Lieutenant	Captain	Major	Lieutenant Colonel	Colonel	Brigadier General	Major General

Note: These ranks correspond to the Army, as an example. The equivalent rank for Lieutenant is Lieutenant (Air Force) and for Second Lieutenant is Lieutenant Junior Grade Captain (Navy).
The Command corps includes officers who have been educated at military academies from the beginning of their careers, different to those who develop a career in the civilian sphere and are then incorporated to the military.

2.5% of the total Armed Forces are women

Military Service

It is mandatory for all citizens between the ages of 18 and 30, both male and female. In July 2011, article 5 of the Military Service and Reserve of the Armed Force was reformed, now stating that Military Service would last for 18 months.

Civil personnel entry into Military Service

Year	2010	2011	2012
Enlisted	12,392	12,722	13,015

Pro Tempore Presidency of the Central American Armed Forces Conference (CFAC)

Main accomplishments of the administration2011-2012

- Annual Contribution for the functioning of the Pro Tempore General Secretariat

- The member states agree to incorporate the following phrase into Article 3 of the CFAC Regulations "As corresponds to its nature and objectives, in every official activity of the CFAC, subjects concerning the exercise of sovereignty and jurisdiction of states member to FAM-CFAC, over their own territory or any other subject related to the exercise of their sovereign rights".

- Human Rights Handbook: The knowledge and correct application of Human Rights by personnel of the Armed Forces in the development of their careers, is a result of the training received through the Military Education System in this area.

Source: *Ley de servicio militar y reserva de la Fuerza Armada* (DL Nº 298 – 30/07/2002. Last amendment: DL Nº 664 – 2011/03/31) and information provided by the Ministry of National Defence.

Defence and National and International Community

Support in emergency for Tropical Storm 12-E

The growing environmental vulnerability of the Central American region was evidenced with the natural disasters in October 2011, as a consequence of the Tropical Storm 12-E, which has been considered as one of the most serious events of the last 40 years, with costs of about US$2,000 million. In El Salvador, during the 10 days of this event, the accumulated rainfall reached 43% of the average annual levels between 1971 and 2000 (1,800 mm), causing serious damage:

- Floods in 10% of the territory due to river overflows, landslides, which blocked roads, highways, destroyed bridges, houses, etc.
- 35 people dead and about 1 million affected directly.
- 51,673 evacuated people (over 12 thousand families).
- Cost as a percentage of GDP: 5.99%.
- Strong impact on basic grain crops.

The support provided by the Armed Force in the national emergency, in coordination with other agencies in the civil protection system, consisted in the execution of reconnaissance, communication of early warning, rescue, evacuations and movement of people to temporary shelters.

"San Bernardo" Plan

- Establishment and upkeep of 87 shelters benefiting 9,261 people.
- Contribution for the establishment of supplies' storage centres.
- The use of 113 means (ground, naval and air), and the Humanitarian Rescue Unit for ground, air, river and maritime reconnaissance; rescue missions, evacuation, food supply and security for about 16,500 affected people, with 2,107 military troops involved.
- Naval evacuations were made mainly in the Low Lempa sector and the coast of the Union department.

Risk Management and Environment

"Castor" Plan

The Armed Force assists local governments in activities related to the cleaning of Quebradas, caverns and main highways. In 2011, it worked on the removal of debris in the area of the port of Acajutla and on the coasts of Goascorán River in the area of Barrancones, Pasaquina, La Unión.

- Reforestation campaigns were conducted and 17 fires were extinguished in Chalatenango, San Salvador, San Miguel and San Vicente, with 515 troops.

- In May 2012, 71 members of the Armed Force took part in a simulation exercise involving a tropical storm event at the *Centro de Entrenamiento Táctico Computarizado* (CETAC).

- In June 2012, the "Seminar on Search, Rescue, Evacuation and Shelter Management" was conducted.

Source: Web page of the Ministry of National Defence; *Informes de Labores*, Ministry of National Defence (June 2011-May 2012); and reports of the Ministry of the Environment and Natural Resources of El Salvador on Tropical Storm Emergency 12 E (October 2011).

Support Actions (2011 - 2012)

Activities in which Defence is related to:

Civil protection and environment
Security
Education
Health

Inter-agency coordination

- The Armed Force has coordinated with the Ministries of Agriculture, Livestock, Tourism, Environment, Education, Public Health and Social Assistance and the Autonomous Port Executive Commission, to provide the facilities for the storage of agriculture materials, stationary and school packages, reforestation, cleaning and fumigation campaigns, transport and security at strategic key facilities.

Support to public security

Joint operations with the National Civil Police

- Zeus Plan. Within the framework of the *"Nuevo amanecer"* (New Sunrise) initiative, 1,990 task force troops have been deployed in 7 departments, 20 municipalities and 33 zones with the highest levels of crime, in order to support the National Civil Police in public security tasks.

- As part of the *"Plan de Prevención y Apoyo a la Comunidad"* (Prevention and Community Support Plan), **Joint Groups of Community Support** continue to operate, totalling 300 groups composed of 950 military troops.

Sumpul Plan has deployed 785 troops in 62 non-permitted border passes, with the purpose of contributing to the fight against smuggling, drug-trafficking, firearms, livestock, stolen vehicles and human traffic.

Support to security and control of Penitentiary Centres. About 1,875 military troops have been deployed in 11 high-risk penitentiary centres.

Some achievement between June 2011 and May 2012:

- Seizure of 337 firearms and ammunitions.

- Arrest of 6,591 people for various felonies and crimes.

- 1,207 drug seizures.

Health

Between June 2011 and May 2012:

- Health care provided to 108,422 Salvadorian people with health campaigns and civil actions, as well as other programs, with funding from the organization and the support of the US Army for US$521,065.

- Campaign against dengue disease.

The Armed Force, in coordination with the Ministry of Public Health, carried out the following actions: 174 mosquito breeding grounds eliminated, 12,731 fumigations and controls, benefiting a total number of 56,763 families.

Source: Web site of the Ministry of National Defence and *Informes de Labores*, Ministry of National Defence (June 2011-May 2012).

El Salvador contributes 63 military troops to the UN peacekeeping operations, which represents 0.88% of the total Latin American contribution.

• The **UNIFIL** mission is the largest in the number of troops contributed by the Armed Force of El Salvador. The first contingent departed on June 18, 2008 and over 312 military members have participated. Motorized and on-foot patrolling, combined with the Armed Forces of Lebanon, vehicle control, demining and medical checks to civilians are some of the activities performed by the sixth contingent of Salvadorian troops to the mission.

Participation in Peace Operations

Current Missions	Military Component			
	MEM		MC	
	Men	Women	Men	Women
MINURSO (Western Sahara)	3	-	-	-
UNIFIL (Lebanon)	-	-	52	-
UNMIL (Liberia)	2		1	
UNMIS (Sudan)	2	-	-	-
UNOCI (Ivory Cost)	3	-	-	-
UNISFA (Abyei)	1	-	-	-

MEM: Military experts on mission, including military observers, judge advocates and military liaison officers, among others

MC: Military Contingent.

Source: *Informes de Labores*, Ministry of National Defence (June 2011-May 2012). Web site of the Ministry of National Defence, Air Force, Navy and Statistics of contribution of military and police personnel to UN missions, UN DPKO, July 2012..

• The Armed Force of El Salvador has also had a presence since September 2001 in the International Security Assistance Force, a security mission in Afghanistan led by NATO. The 22 military elements conduct training for the Afghan security officers, as well as activities to improve the security situation in the country. They also support the provisional government of Afghanistan in the establishment of the new Afghan armed and security forces, as well as in the training necessary.

Analysis:

Rethinking National Defence

Walter Murcia
OAS Scholar. Postgraduate student in International Studies at Universidad Torcuato Di Tella

During the past few years, drug-trafficking has become one of the main threats to security in Latin America, but its impact varies from country to country. In Central America, mainly a transit region, some countries are used for storage, distribution, production and money laundering, thus putting the stability of States at risk. In El Salvador, drug-trafficking is considered one of the causes that contribute to a perception of insecurity. Government leaders have admitted the presence of drug-trafficking cartels operating in their territory, and President Funes has even stated that "we are engaged in a new war, a new fight against a scourge that threatens national sovereignty", adding that "these new enemies are strongly-armed criminal gangs, economically powerful organizations, that operate in our territory as well as in all the region of Central America".

Undoubtedly, drug-trafficking seriously impairs the State's capacity to exert control over its territory, its sovereignty and exercise the monopoly of force. The war concept seems to be based on the strategy followed by governments such as Mexico, in their war against drugs –a frontal, repressive and militaristic combat that has not produced the expected results.

Although this has been a complex phenomenon since the 1980s, the main strategy has involved the use of the army. However, drug-trafficking has proved to be hybrid in nature, with the capacity to adapt and resist. The threat it poses not only undermines national sovereignty and the territory, but also transcends to the different dimensions of society. It is important for governments to understand that this threat behaves in a multi-dimensional manner. Thus, in addition to a military response and confrontation, clearly considered necessary, its root causes must be addressed.

In El Salvador, drug-trafficking is a threat to national security and also a factor that impairs governance, erodes and weakens State institutions. New roles are assigned to the Armed Forces, which do not have a proper war doctrine or the required weapons to face this challenge. It is, therefore, necessary to understand that drug-trafficking increases its power at the expense of States with weak law-enforcement capacities. Like a virus, drug-trafficking has a greater impact on States whose "defenses" are low.

El Salvador defines its national defence as "a set of resources and actions continuously developed by the State in a coordinated manner in all fields to face a threat to national sovereignty and territorial integrity". From this perspective, flexibility is required to manage the State's instruments and resources to confront threats such as drug-trafficking.

In the past, gangs were the main issue, today, it is drug-trafficking. As the strategic scenario is constantly changing, it becomes necessary to carry out comprehensive reforms on security, justice, defence, penitentiary systems and intelligence. Moreover, an optimal system of defence based on an inter-agency strategy should be developed, allowing for the different actors to make their contribution according to their expertise. Efforts must focus on strengthening institutions to prevent drug-trafficking from infiltrating the State structure, especially defence and security institutions. And, of course, this requires an effective regional and international cooperation mechanism.