

**STRATEGY
RESEARCH
PROJECT**

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**THE EDUCATION OF CIVILIANS IN THE NATIONAL DEFENSE
ARENA IN CHILE**

BY

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THE EDUCATION OF CIVILIANS IN THE NATIONAL DEFENSE

ARENA IN CHILE

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ABSTRACT

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National Defense is a responsibility that must be shared by all sectors of society. The Chilean State, in combining the efforts of the civilian and military authorities, is attempting to establish the opportunity for civilian professionals to serve in the National Defense Arena as career Civil Servants.

However, in order to make this possible, it is necessary to have sufficient people of quality with the skills and abilities to work in this vital area of the Nation.

This research paper presents a summary of the activities currently being undertaken by the Chilean State in order to prepare selected professional civilians for their incorporation in the National Defense arena. The paper examines the Superior or higher structures within the Defense organization within the country, describing senior positions, duties and responsibilities.

The paper then examines in greater detail the programs offered both by the National Academy of Politic and Strategic Studies and the Army, where the principal objective is to expand knowledge of Defense and National Security issues, within the various aspects of the national life. National life includes government, academic, commerce and industry involved in the development of the country.

Finally, the paper examines other issues that could further aid the efforts being taken by the Chilean State to integrate career Civil servant into the National Defense Arena. The paper concludes by making proposals that will hopefully address some of the conflicting points and positions taken by those directly affected or otherwise involved in the initiatives being undertaken by the Chilean State.

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CHAPTER ONE: STRUCTURE OF THE SUPERIOR CHILEAN DEFENSE

SYSTEM

INTRODUCTION

The basis of the Chilean Defense and Security system is established in the Political Constitution of the Republic. In the Charter at Sections Four and Five of the first Article, it states:

The State is for the service of the human person and its goal is to promote the common good. In order to do that the State must create the social conditions that permit each and every member of the Chilean community to receive their most spiritual and material achievements, with complete regard for the rights and guarantee that have been established in the Constitution.¹

It is one of the State's duties to protect the Nation's security, to protect the people and the family, and to attempt to strengthen the family, to promote the harmonic integration among all sectors of the Nation, and assure the rights of all people to participate with equality of opportunity in the National life.²

The same Constitution defines very clearly that all Chileans have a responsibility for the defense of the homeland. In the Charter at Section Two of the Article Twenty-Two it states:

The Chileans have a fundamental obligation to defend and honor the homeland, defend its sovereignty and to contribute to preservation of National security and the essential values of the Chilean tradition.³

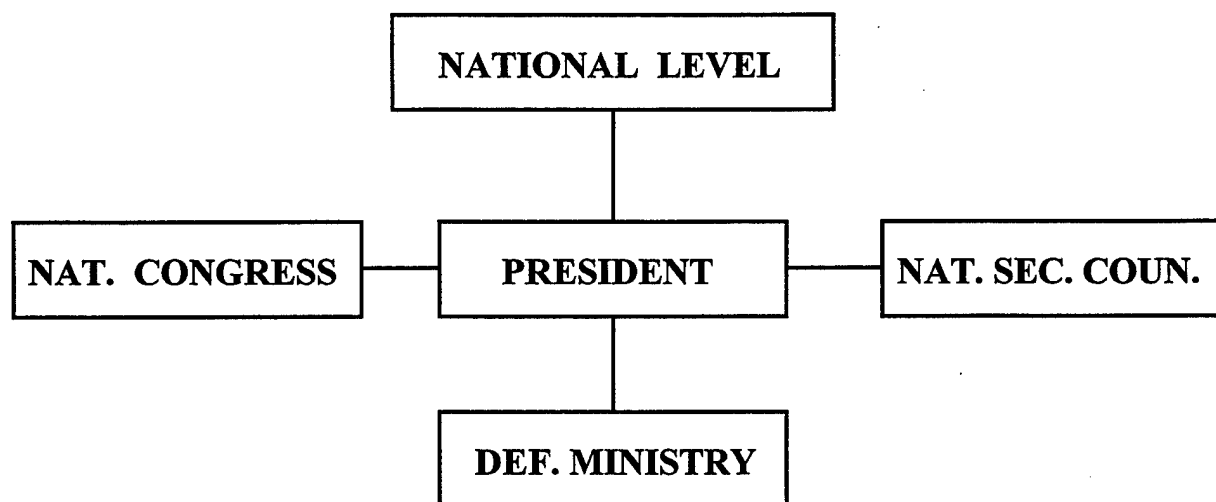
Starting from this legal basis established by the constitution, the Chilean State has established its own structure for national defense that combines certain features to ensure that the system **be efficient**: to achieve this the defense structure must have the ability to provide elements for direction, advice, planing, execution and control; **be total**: this means the inclusion of all national activities such as government, academic, commerce and industry involved in the development of the country; **be dynamic**: this means promoting the participation of all levels of society as well as the general population; and to **be flexible**: this means the capacity for the national defense structure to adapt itself to the many different situations that it may have to confront.

SUPERIOR NATIONAL DEFENSE ORGANIZATION.

National Level.

The highest level of National Defense comprises the **President of the Republic**; the **National Congress**; the **National Security Council** and; the **Ministry of Defense**. (Graph 1)

Graph 1.



The **President of the Republic** is responsible for the State's administration. His authority, within the Constitution and the Nation's laws, extends to cover those issues that achieve the maintenance of public order within the country and the external security of the Republic.

Within the authority that the President has, which relates mostly to security and issues of National defense, he has the

following responsibilities: the appointment of the Commander-in-Chief of each Service of the Armed Forces (Army, Navy and Air Force) and the Director of Carabineros (National Police); to decide the commissioning and promotion of officers in the Armed Forces and Carabineros; to determine the size of the land, sea and air forces, their organization and distribution in order to achieve National Security; as Supreme Chief of the Armed Forces in times of war, to conduct operations in defense of the homeland, which may require him to declare war, but only with prior authorization of the Congress and with the advice of the National Security Council.

As the legislative body, the **National Congress** participates in the defense structure to control Presidential decisions on matters of National defense. This includes approving the necessary laws that authorize the President to declare war, and the National Congress can confer on the President additional powers for exceptional constitutional situations such as internal disorder, national catastrophes or disaster.

In order to accomplish its duties, both branches of the National Congress have their own defense commission in order to discharge their responsibilities in this area of the National endeavor. Special importance is given to the annual defense budget, which is reviewed and approved by the National Congress.

The National Security Council is the highest body in the nation that advises on security issues. Its principal duties are, when asked, to advise the President of the Republic on matters of security. The Council represents to the President, to the National Congress or to Constitutional Court, their opinions on any situation that may seriously impact on National security or adversely effect the fabric of society. The Council also has the absolute authority to investigate any matter related to National security, which extends to each member of the State or even a government body.

Special importance is given by the Security Council to those laws that are related to the establishment of the land, sea and air forces, both in peace and war. This includes all subjects concerning the authorization for foreign troops entering Chile and the deployment of Chilean troops abroad.

The National Security Council is comprised of: the President of the Republic, who is the Chairman of the Council, the Congress President, the Supreme Court President, the Service Commanders-in-Chief of the Armed Forces, the Carabineros' Director and the General Republic Inspector. Those non-voting members who participate in the Council are the Ministers of the Interior, of Foreign Relations, of The Treasury, of Defense and of Economy.

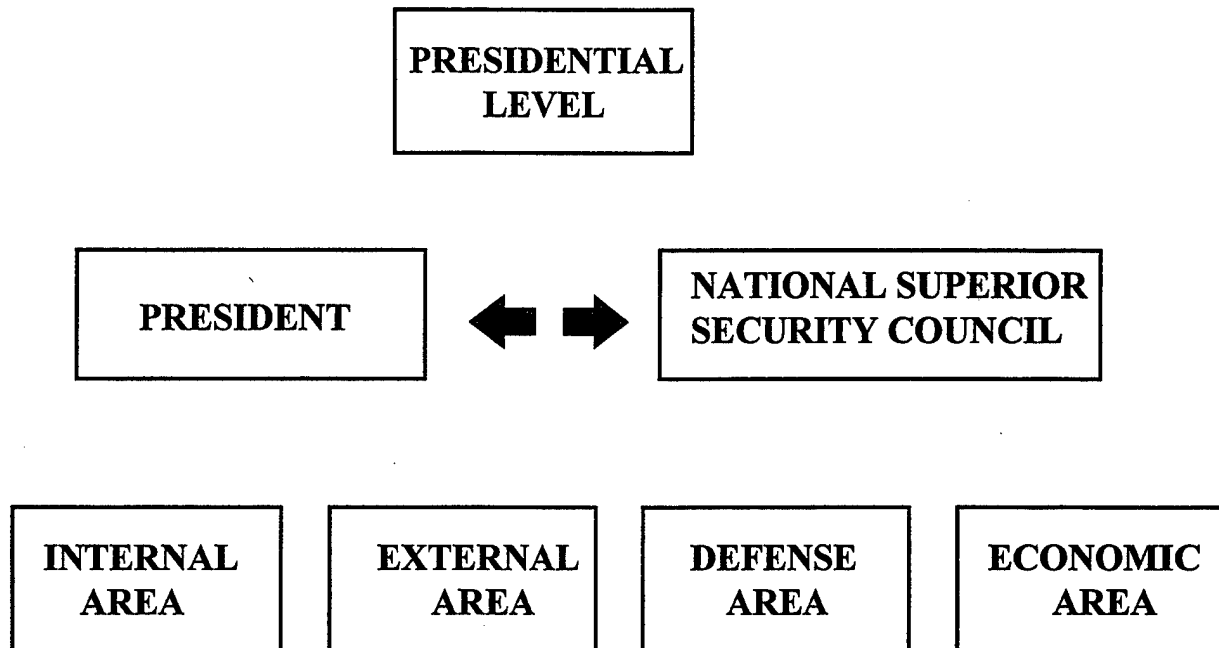
The Joint Defense Chief-of-Staff is an advisor to the Council and acts as its Secretary.

The Ministry of Defense is the department which is responsible for providing advice to the President of the Republic in the form of military policy. This policy extends to the planning and preparation of the Armed Forces to act as an instrument of National policy either as a deterrent or in extremis to fight the Nation's wars.

Presidential Level.

The next highest level in the National Defense Structure is formed basically by the State's Executive Power, and includes **the President of the Republic, the Superior National Security Council** and all **the ministries of State** - the latter are re-organized in time of war into four action areas: internal, external, defense and economy. (Graph 2)

Graph 2



The President of the Republic as well the Defense Ministry carry out the functions described above. The ministries provide advice in their respective areas of responsibility, they all being departments of the executive organizations related to National defense. The only area that requires further explanation of its role in National defense is the **Superior National Security Council**.

The Superior National Security Council is responsible for reviewing the plans produced by the Defense Ministry and advising the President of the Republic on all matters of defense. Its principal duties are to establish the need for National Security and Defense. This is achieved by: an analysis of the range of

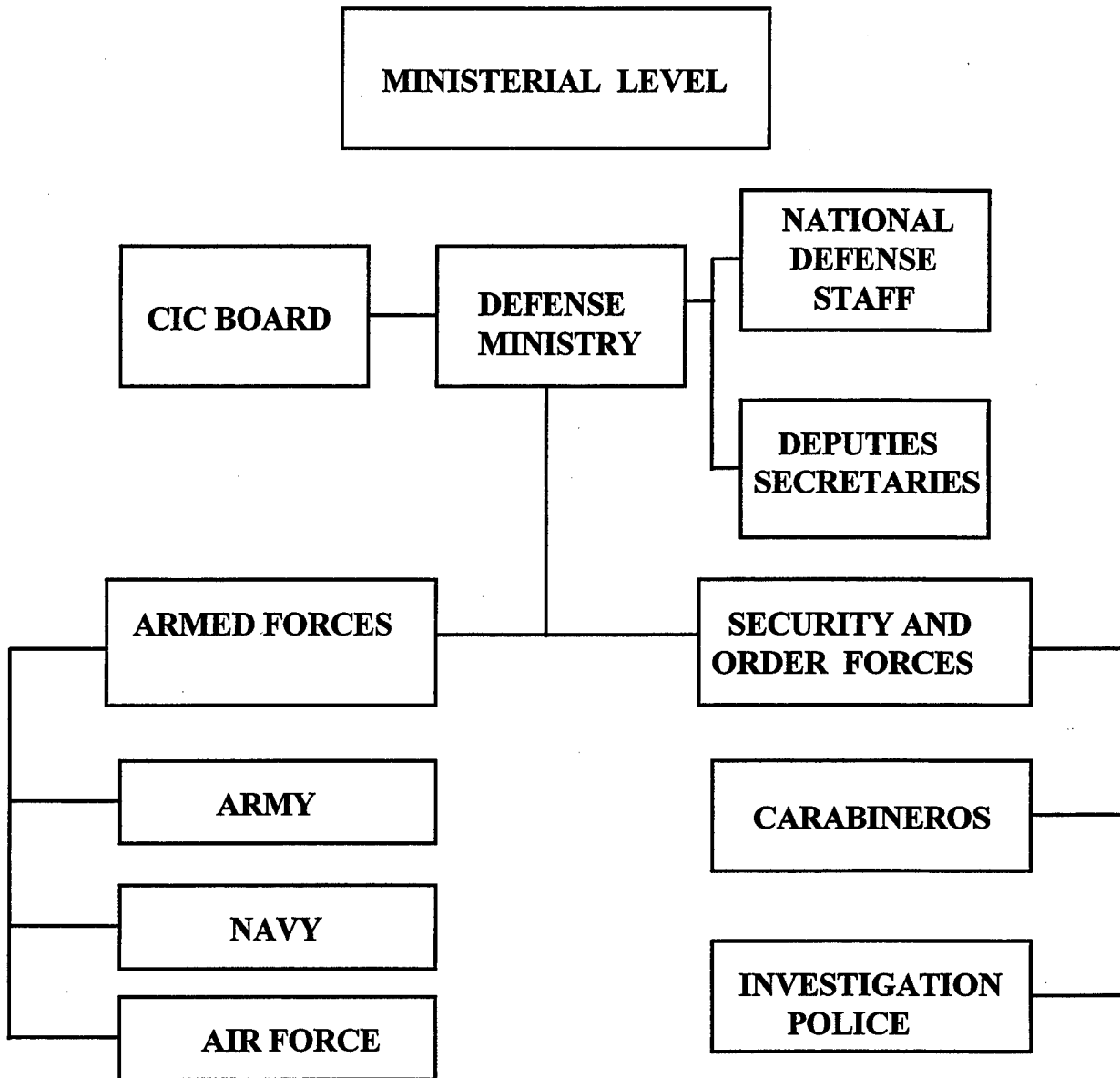
threats that could exist and possible ways to counter them; the production of plans for National security at the highest level; and the revision and approval of the plans produced by the four Action areas.⁴

Its members are the President of the Republic, who is the Chairman of the Council, the Service Commanders-in-Chief of the Armed Forces, the Ministers of Interior, Economy, Finances and Foreign Relations, the Director of the Borders and Limits Department and the Joint Defense Chief of Staff.

Ministerial Level.

The third highest level is the Defense Ministry and its respective dependents and organizations, which are basically: the Armed Forces (Army, Navy and Air Force); the Security and Order Forces (Carabineros and the Investigation Police); the Commander-in-Chiefs' Board; the Joint National Defense Staff; and the deputy secretaries of each of the Services. (Graph 3)

Graph 3



The definition of **Armed Forces** refers to only the **Army**, the **Navy** and the **Air Force**, as mentioned above.

The **Security and Order Forces** refer to the **Carabineros of Chile and the Investigation Police**. Both institutions carry out police activities, the difference being that the first is designated to a preventive role and the second deals with the investigation of criminals issues. It is important to emphasize that whilst these institutions are organized within the Defense Ministry, the use of both police forces is coordinated by the Interior Ministry.

In peace time the **Commander-in-Chiefs' Board** is the senior advisory body to the Defense Minister for all issues related to the Armed Forces. In war time, with agreement of the Defense Ministry, the Board executes all Joint Force plans. It is formed from the Commanders-in-Chief of the Army, the Navy and the Air Force. In peace time the Chairman is the Defense Minister and in war time the President of the Republic designates the Chairman. The Board is supported by the Joint National Defense Staff.

The Joint National Defense Staff is the Defense Ministry's military organization. They have the primary responsibility of advising the Defense Minister as well the Commander-in-Chiefs' Board.

The Joint National Defense Staff is responsible for: advancing the policy developed by the Defence Minister and produces the plans that are directly related to the preparedness

of the Nation to face a war or national crisis; they develop the organization of the Armed Forces; they prepare the plans for National mobilization; they review and where necessary update all plans related to all aspects National defense; and they also coordinate the Joint training of the Armed Forces.

Each Service has a **Deputy Secretary** and a Department that works directly for the Defense Minister. Their tasks are purely administrative and support each Service department within the Ministry, acting as a link between each Service department and the Defense Minister.

CHAPTER TWO: MILITARY AND CIVILIAN DEFENSE EDUCATIONAL SYSTEM IN CHILE

INTRODUCTION

As a developing nation, Chile understands the importance of National Security in achieving a State goal, that is to obtain a level of growth which improves the conditions that provide a better life to all Chileans. Also, in a global context, the Nation's senior leadership understands the role that National Defense has in the country's development.

Understanding the importance of National defense in the development of the country, the Chilean Government, together with the Armed Forces, is attempting to create a **"DEFENSE COMMUNITY"**. This Defense Community is seeking to form a coalition of the civilian and military communities who share similar interests and a willingness to cooperate.⁵

For military officers to obtain appointments as Staff Officers or Military Engineers, there are "superior" or advanced studies within the Armed Forces. These selected officers attend such courses at each of the Service War Colleges or Engineer Academies.

For each Service the duration of these courses varies between two years for the Navy and Air Force War Colleges and three years at the Army War College. However, all war colleges expect their officers to be able to give advice at each level of military activity, whether at the strategic, the operational or tactical level.

PRESENT PROCESS OF CIVILIAN EDUCATION IN THE DEFENSE ARENA.

I now intend to establish the extent of education for both Chilean civilian and military within the defense arena. In order to do that it will be necessary to present, albeit in brief, the most important issues of those institutions directly involved in the education process.

National Academy of Political and Strategic Studies.

The Defense Ministry is directly responsible for the National Academy of Political and Strategic Studies. This superior institute has the responsibility to enhance the knowledge and understanding of all subjects and issues related to the **development of the country and national security**, and how they both link to **National defense**.

In order to achieve these goals, the National Academy of Political and Strategic Studies conduct research, teaching, and academic outreach programs. The principal functions are: to give members of the Armed Forces, Civil Servants and individuals from the private sector regular programs of education related to political, social, management, economic and military science; to carry out inter-institutional political/strategic courses for those students who are designated by the Armed Forces; and to carry out special programs aimed at promoting and increasing the knowledge of defense, security and National development.

Courses given by the National Academy of Political and Strategic Studies⁶.

Every year by a Supreme Presidential Decree, the regular courses given by the National Academy of Political and Strategic Studies are established. This Decree also determines the number of students that each Government Department or Ministry and each Service must send to the course. Similarly there are vacancies for professional civilians from the private sector and from other countries.

High Command Course. The objective of the High Command Course is to train senior officers of the Armed Forces for appointments in the senior headquarters their Service.

Eventually these officers will take up senior appointments within the political/strategic arena that relate to matters dealing with Security and National Development.

The principal subjects covered by the High Command course are related to the political/strategic and joint/strategic level.

The following summarizes the course material taught:

- Political/Strategic Planing
- Strategic Management of the Armed Forces
- Defense Economy
- Defense Finance and Equipment
- Political/Strategic Intelligence
- Public Management
- Political Science
- International Relations
- Economy
- Social/Economic development

High Course of Political and Strategic Studies: The objective of the High Course of Political and Strategic Studies is to educate its students to deal with political/strategic issues that relate to the subjects of national security, development and defense. This is set against world, regional and national interests. These are some of the key areas that this course covers:

- Political Area
- International Relations Area
- Strategic Appraisal
- Defense Area
- Field of Actions Area (Economic-Internal-Defense-Diplomatic)
- Political/Strategic Planning

The National Academy of Political and Strategic Studies also performs outreach and academic research. The goals are broad issues relating to political/strategic, geopolitics, economic, and social areas. National development is presented from a perspective of security and defense. To reach these objectives the Academy concentrates on the following principal activities:

- Security and Defense Studies degree
- Lectures, seminars, and round tables
- Local seminars conducted at the principal cities of the country
- Development of the Academic Research Planning
- Publication the **"Politic and Strategic Review"**

Armed Forces Services

Each Service of the Armed Forces, through its own study centers and academies, have been contributing significantly to

the preparation of civilians for appointments in the national defense arena. This contribution is achieved within the context of the outreach program and post-degree courses, with full civilian participation.

Within the Armed Forces the Army was the main supporter of this initiative by providing opportunities for civilians to participate in all its courses. The Army has fully integrated civilian students in all of their programs, with civilians sharing in all academic activities such as seminars, lectures and round tables.

Fundamentally, the Army has been using the **Army War College** with its high academic standards and its advanced research organization, the **Army Militaries Studies and Research Center**, to benefit the civilian student.

Courses given by the Army⁷

Master Degrees are available in Military Science: one in Defense Policy, given the years 1992-1993 and 1995-1996; and during 1993-1994, in Political-Strategic Analysis.

At present the Army is conducting a masters degree program in **Defense Policy** which will finish this year, 1998.

The students who have participated in these programs come from different areas of the National activity. So far 41 civilians, 74 military officers, and two foreign officers (one Ecuadorian and one Venezuelan) have completed the degree-granting courses.

The principal objective of these programs is to prepare the students to assume responsibilities at different government levels related to advising the senior leadership in political/strategic and general defense issues. Also, a further objective is to prepare the students to integrate and participate in multi-disciplinary teams for the conduct of research and other projects within military science.

The Constitutional Organic Law # 18.962 enables the Army War College to grant a professional degree at the masters and doctorate level. This requires the student, as a pre-requisite, to have a professional diploma or equivalent. It is also of interest to note that the Army has developed these programs in consultation with other national universities such as the Political Science Institute, the International Studies Institute of the University of Chile, and with the Gabriela Mistral University.

The program takes three academic semesters and its curriculum covers, in brief, the following subjects:

- Introduction Course
- Political Science
- Defense Economy
- International Relations
- The Militaries and the Chilean society
- Fundamentals concepts of Political - Strategic Planning
- Basis Concept of the Military Thought
- Defense Policy

Seminars, Lectures and Round tables.

In addition to the courses described above, the Army is continuing its other regular academic activities, which also include the participation of civilians alongside the military. The aims of these other activities have been broadened to attract civilians into the study of subjects and issues related to National Security and Defense. Some of these activities include the following: the Armed Forces and the Media Seminar; Interior Borders Seminar and; International Geopolitics Academic Journey, in September 1997.

USE OF THE CIVILIAN GRADUATE IN DEFENSE COURSES

Perhaps the biggest problem and weakness of the initiative to integrate civilians into the military education process is a lack of importance shown by their employers or Departments. Also, not all civilian students when they finish their course are employed in appointments related to National Security and Defense.

So, even with the increased knowledge and awareness of National Security and Defense obtained from these courses, which should strengthen the Defense sector, I believe that the student's work is often wasted. This is also true for those organizations and institutions that offer these programs. The knowledge acquired by the student cannot be applied as the appointment does not require that skill.

In this context the country is often losing the very important contribution that a civilian professional, who has the skills and merits to serve the country within the National Defense perspective, can make.

WHAT IS CHILE DOING TO SOLVE THIS PROBLEM ?

In addition to the separate effort that each Service of the Armed Forces is conducting through their post-degree courses and

academic outreach activities, the country is working to build up the so called "**Defense Community**", in which the civilian contribution is more relevant and important.

To achieve an effective "**Defense Community**", is very clear that there is a need to educate and train sufficient civilians to participate directly in the Defense Community or indirectly in other National institutions.

In order to achieve a Defense Community, the Defense Ministry has established a precursor organization, a Study Committee whose main goal is to carry out an assessment of the requirement and to make concrete and attainable proposals for the new organization to educate and incorporate civilians into the Defense Community. The Committee is made up of: the Defense Deputy Secretary who acts as the Committee's chairman; the Chief of the Joint Defense Staff; the National Academy of Political and Strategic Studies' Commandant; and the Cabinet's chief of the National Defense Ministry.

The Committee is required to adhere to the following principles:

- Provide an opportunity for the Civil Service to have a career in the Defense Ministry, a career progression which is almost unprecedented.

- Expose the workings of the Defense Ministry to the other Government departments, recognizing that this is a large but relatively unknown community.

- Provide access to issues within the Defense Ministry which in practice are enclosed within Armed Forces' institutions.

- Make better use of the experience and knowledge gained by those civilians who attended the defense courses.

CHAPTER THREE: CONCLUSIONS

As we saw in the previous chapters, the Chilean State is advancing in the area of education of civilians in Defense issues. These goals have been well-developed by the active participation of the Armed Forces. The Army in particular has invested considerable effort through the establishment of post-graduate degrees at the Army War College since 1992.

In addition to the creation by the Defense Ministry of a National Study Committee to address this subject, there are clear signals indicating the priority that Chile is giving to the preparation of civilians with the necessary knowledge and skill to be able to work more effectively in the Defense area.

Within this initiative there are some important issues to consider:

1. Knowledge of issues related to National Defense and Security is exclusively within the military institutions. Each Service has well qualified personnel with an excellent level of academic ability. To ensure the Armed Forces fully participate in this

initiative each Service should be represented on the Study Committee.

2. A key element for success will be the identification or creation of appointments which would benefit by being filled by a qualified civilian. Also the experience and qualification profile will need to be established for each identified appointment. This may require a restructuring of the Defense Ministry.

3. It may be necessary to establish appointments within various areas and levels of the Defense structure. For example: the Defense Commission of the Senate and the Deputies Chamber; the Borders Direction (an agency which belongs to the Foreign Relations Ministry); and also those ministries that have direct relations with the National Security Council. A prerequisite to occupy one of these job will be graduation from one of those courses designed for civilians destined to work in the Defense area.

4. A systematic education process must be established to prepare the professional Civil Servant, one vital aspect being the defining of a minimum standard that the student has to reach. It is also important to offer a variety of prerequisite courses each

within given functional areas and which are appropriate to supporting a full career in the Defense Arena.

5. It is clear that at present the National Academy of Political and Strategic Studies and each of the Service's Study Centers are working separately in this area. This lack of a common vision gives rise to an overlapping and redundant effort. For this reason it is necessary coordinate these initiatives and hence yet another other argument for the inclusion of the Armed Forces in the National Defense Ministry' Study Committee.

6. Before civilians are sent to these courses the Defense Ministry should ensure that all agencies understand the abilities and skills of the graduates. Without this education process there will be little benefit for the Nation.

7. To break down the existing paradigm and in an effort to improve the knowledge of both the military and civilian communities involved in Defense, these courses must continue as a combined activity. We must create a synergy between the civilian and military, much like that which exists within the Armed Forces academic institutions.

In summary, with joint military and Civil Service contributions, Chile is undertaking an important initiative which

continues to strengthening National Defense and Security.
Defense of the homeland is a task that not only involves the
military. Quite specifically, as it is established in the
political constitution, each Chilean has a fundamental duty to
defend and honor his country, and to contribute to the
maintenance of its sovereignty and National security.

Word count: 4,356

ENDNOTES

¹ Political Constitution of the Chilean Republic. Art.1, passing remark 4. 1980.

² Political Constitution of the Chilean Republic. Art.1, section 5. 1980.

³ Political Constitution of the Chilean Republic. Art.22, section 2. 1980.

⁴ Law 181, Creation of the National Security Council and the Commander and Chief Board. Santiago, 23 March 1960.

⁵ National Defense Ministry Lecture in the opening of the academic year at the Armed Forces War College. Santiago, 18 March 1997.

⁶ National Academy of Political and Strategic Studies Pamphlet.

⁷ Chilean Army War College Curriculum Pamphlet.

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