

ROLE AND OPERATION OF JOINT STAFF IN CHILE

PAPEL E OPERAÇÃO DO ESTADO-MAIOR CONJUNTO DO CHILE

ROL Y FUNCIONAMIENTO DEL ESTADO MAYOR CONJUNTO EN EL ESTADO DE CHILE

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ABSTRACT

The main objective of this article is to present a general overview of the functions and duties of Chile's Joint Staff on the 21st Century Battlefield which necessitates the integrated action of all forces employed to produce the synergy which has become a decisive factor in the employment of military power in the operational context. It begins with a brief historical description from the creation of the General Staff of National Defense to the Joint Chief of Staff. Then it describes and conceptualizes the most relevant aspects of Law 20.424 "Organic Statute of the Ministry of National Defense", emphasizing aspects such as: the new structure, levels of operations, organization of the Joint Staff, and the role of the Joint Chiefs of Staff. Finally, the System of Defense is explained in the context of the Ministry of National Defense, the Planning Process in different levels of operations, and the Doctrine for joint action.

Keywords: Integration. Joint Staff. Strategic Command. Law 20.424: Organic Statute of the Ministry of National Defense. Defense System.

RESUMO

O principal objetivo deste artigo é apresentar uma visão geral do papel e da operação do Estado Maior Conjunto do Chile, respeitando as características do Campo de Batalha do século XXI, no qual a ação integrada de todas as forças é necessária para alcançar a sinergia que se tornou um fator decisivo no uso da força militar ao longo do curso das operações. Para tal, inicialmente apresenta uma breve descrição histórica que começa com a criação do Estado Maior de Defesa Nacional e se desenvolve até o aparecimento da figura de Chefe do Estado Maior Conjunto. Na sequência, descreve e explica os aspectos mais relevantes decorrentes da lei 20.424 "Estatuto Orgânico del Ministerio de Defensa Nacional" (Estatuto Orgânico do Ministério da defesa Nacional), com ênfase nos seguintes aspectos: a nova estrutura, os níveis de comando, a organização do Estado Maior Conjunto e o papel do Chefe do Estado Maior Conjunto. Por fim, explica o Sistema de Defesa no contexto do Ministério da defesa Nacional, o Processo de Planejamento nos diferentes níveis de comando e a Doutrina que orienta a ação conjunta.

Palavras-chave: Integração. Estado Maior Conjunto. Comandante Estratégico. Lei 20.424: Estatuto Orgânico do Ministério da defesa Nacional. Sistema de Defesa.

RESUMEN

Este artículo, tiene como principal objetivo entregar una visión general acerca del rol y funcionamiento del Estado Mayor Conjunto en el Estado de Chile, de acuerdo a las características del Campo de Batalla del siglo XXI, donde la acción integrada de sus medios en procura de obtener de ellas sus mejores capacidades, y de esta forma producir su sinergia, se ha transformado en un factor decisivo en el empleo del poder militar en el contexto del desarrollo de las Operaciones. Para ello, inicialmente considera, una breve descripción histórica desde la creación del Estado Mayor de la Defensa Nacional hasta la figura del Jefe del Estado Mayor Conjunto. Posteriormente, describe y conceptualiza aquellos aspectos más relevantes que se derivan de la ley 20.424 "Estatuto Orgánico del Ministerio de Defensa Nacional", con énfasis en aspectos tales como: su nueva estructura, niveles de la conducción, organización del Estado Mayor Conjunto y rol del Jefe del Estado Mayor Conjunto. Finalmente, se explica el Sistema de Defensa en el contexto del Ministerio de la Defensa Nacional, el Proceso de Planificación en los diferentes niveles de la conducción, y la Doctrina considerada para la acción conjunta.

Palabras clave: Integración. Estado Mayor Conjunto. Conductor Estratégico. Ley 20.424: Estatuto Orgánico del Ministerio de Defensa Nacional. Sistema de Defensa.

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I INTRODUCTION

Different variables, such as: scenario, threat, technological factor, electromagnetic spectrum, cyberspace, human dimension, legal framework, international organizations, NGOs and media, have directly affected the configuration and the characteristics of the Battlefield in the twenty-first century. Undoubtedly, the characteristics of the current battlefield are not the same as those in the twentieth century, considering the relevancies of each other, where the importance of integration, performance from continuing operations, connectivity and development of nonlinear battles outstand.

In this regard, the characteristic of "integration" becomes especially important, namely the use of the military power of a state, under a structure, organization, equipment and training of force, in order to reach such an interoperable capacity capable to enable joint and combined operations, thereby managing procedures, technology compatibility, supplementary training, standardization of equipment, and unity of purpose.

The State of Chile, in its vision to modernize the Institutions that compose the state, and understanding such new Battlefield characteristic in the twenty-first century, particularly those related to the "integration" factor, and also with the combined use of military power, as established by the National Defense Strategy, promulgated in 2010 law No. 20424 - "Ministry of National Defense Organic Statute."

2 DEVELOPMENT

2.1 Some Background

In the beginning, the agency responsible for coordinating the activities of the Army, Navy and Air Force in peacetime, as well as to mobilize such forces during wartime, was the Defense Joint Staff, under the Minister of National Defense. This agency was created on June 18, 1942, in the context of the events of World War II, as an entity set up to allow Chile to coordinate the Institutions under the National Defense through an upper body having an **advisory role**.

Later on, in April 1976, the post of Chief of Staff of the National Defense was created. Its mission was all carry out all and any work or study assigned by the Ministry of National Defense: namely to prepare and update all documents related to the National Security and the National Defense; to coordinate with the Carabineers and the Investigative Police all such activities related to internal security in the country; to relate the activities of Chilean peace forces to the United Nations; to conduct,

in coordination with the General Directorate of National Mobilization, any work or study related to the National Mobilization available to the Superior Council of National Security; and to organize the execution of all functions and joint tasks due to be carried out by Armed Forces' institutions.

Finally, as an outcome of Law No. 20424 - "Organic Statute of the Ministry of National Defense," the Joint Staff was created in February 2010 within the scope of the Ministry of Defense, under the responsibility of the Chief of the Joint Staff.

The Chief of the Joint Staff will be a three-star General, who shall be appointed on a rotating basis among the different institutions of the Armed Forces. However, the Deputy Chief of Staff may be a two- or three-star General, who, on the one hand, may not be from the same institution as the Chief of Staff and, on the other hand, shall also be appointed on a rotating basis.

The Joint Staff, under this law, shall have the mission and vision as detailed below:

2.1.1 Mission

It is the agency entrusted with permanent service and advice to the Ministry of National Defense on such matters related to the preparation and joint deployment of all Armed Forces. Likewise, the Head of the Joint Staff is vested with the rightful exercise of military command of ground, naval and joint forces assigned to operations, in accordance with the strategic planning of the National Defense, as well, to take command of the troops and all national means engaged in peace missions, thereby becoming the National Military Authority for such purpose (CHILE, 2010)².

2.1.2 Vision

A ministerial military organization, effective and efficient in planning and conducting the forces assigned to operations in situations of international crisis and armed conflicts, as well as in international cooperation activities and in the protection of citizenry, through a functional action that is valued by the Chilean society.

2.2 Law No. 20424 - "Organic Statute of the Ministry of National Defense"

This law seeks to modernize the Ministry of National Defense, in keeping with the real needs of the twenty-first century. It is an initiative born in the 1990's, after a more than 10 year discussion in the defense sector, during which time a number of different draft laws were submitted, subsequently, the discussion extended over

² Law N° 20.424, Art. 26 e 27

more than three years in the Congress before being passed.

Initially, the law states that "The State has a duty to safeguard external security and to protect its population" (CHILE, 2010)³. In this context, the President has authority in all matters relating to the external security of the Republic, establishing for this purpose the Ministry of National Defense as an advisory body. Whether in case of crisis or war, the president shall set out the activation of the national defense plans as each case merits (CHILE, 2010)⁴.

"In both cases, the President shall order the use of military forces, delivering under the command of the Chief of Joint Staff the strategic management of such resources deployed" (CHILE, 2010)⁵, who shall then exercise the military command of land, sea, air and joint forces assigned to operations, in accordance with the secondary Defense planning, at the strategic level.

Thus, "the strategic conduct of war will demand a joint doctrine to guide the preparation of all military war instrument, with a functional and modern approach, and shall unite the efforts devised in the particular doctrines of the land, sea and air forces"(CHILE, 2011, p. 12), seeking to strengthen the capacity of collective deployment, in a coordinated and integrated manner towards achieving the established joint objectives.

2.2.1 New Structure of the National Ministry of Defense

Thus, according to the new law, the structure of the Ministry of National Defense underwent major changes, as shown in Figure 1.

The main tasks entrusted to this Ministry as an advisory body to the President of the Republic include the following:

- Proposing and evaluating the defense policy, the military policy, and planning both the primary and the secondary National Defense (political and strategic level, respectively).
- Studying, proposing and evaluating policies and rules applicable to those agencies forming the defense sector, and ensuring enforcement thereof.
- Studying the financial and budgetary needs of the sector and preparing the draft annual budget.
- Allocating and managing all resources that apply in accordance with the law.

³ Law No. 20424, Art. 1 paragraph 1

⁴ Law N° 20.424, Art. 1 paragraphs 3, 5, 6.

⁵ Law No. 20424, Art. 1 paragraph 7

Figure 1. Structure of the Ministry of National Defense



Source: Chile (2010).

This new structure comprises, among others, the following organizations:

- Undersecretary of Defense

Is the agency that provides immediate support to the Minister on matters of defense policy and military policy, taking an eminently Political Management.

Main tasks include: carrying out political analysis

- strategic for developing, updating and submitting to the Minister the assessment of risks and threats to the country in the area of external security; developing primary national defense planning (Political level) and evaluating acquisition and investment projects submitted by the defense sector.

- Undersecretariat for Armed Forces

Is the agency that provides immediate support to the Minister on matters related to the management of public affairs and administrative processes as required by the ministry and the armed forces for carrying out their duties.

Main tasks include: managing such matters of administrative nature; assessing the recruitment policy, studying the financing of Armed Forces acquisition and investment projects; and evaluating human resources policies in the defense sector.

- Joint Staff

Finally, and according to the characteristics of the current battlefield, where eminently joint employment of (land - sea - air) military power is required, is the Joint Staff (EMC) as part of the MDN, corresponding to the organ responsible for both training and deploying the forces assigned to operations, either during the development of a crisis and/or a war.

The tasks to be fulfilled by the Joint Staff, and according to the provisions of Law No. 20424, include:

- Providing advice and service on the strategic management of operations, so as to deal with such situations with a potential to require states of constitutional exception, and in particular, such cases of foreign war or international crisis affecting the external security of the Republic.
- Developing and updating the secondary planning

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(Strategic Level).

- Submitting to the Minister the draft of reports to be sent to the Congress on national defense policies and plans, regarding the matters within its competence. It is one of its especial duties, in coordination with the Undersecretariat of the Armed Forces, submitting the draft of reports to be sent to the Congress concerning the planning and development of the force and the progress of the deployment.
- Ensuring the correspondence, regarding the development and the employment of force, between the secondary planning and the institutional and operational planning.
- Submitting to the Minister joint doctrine and regulations and ensuring that the respective institutional documentation will match.
- Planning, preparing, delivering and supporting the joint training of the Armed Forces.
- Providing advice and service to the planning and coordination of the activities of Chilean media participating in peace operations.
- Participating in the evaluation of Armed Forces acquisition and investment projects .
- Preparing and submitting to the Minister such acquisition and investment projects that are joint in nature.

- Providing intelligence to the Undersecretariat of Defense for purposes of primary planning.

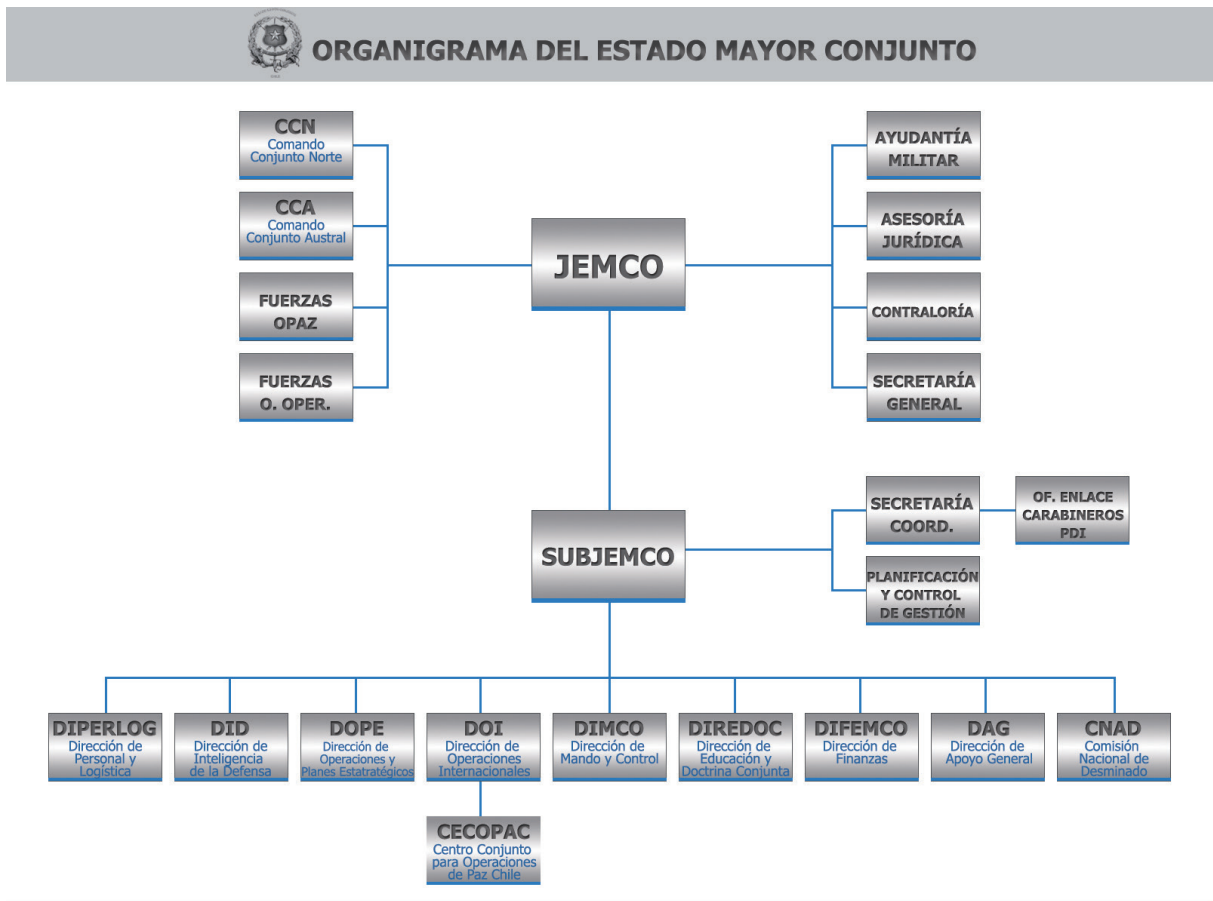
The new structure of the Joint Staff comprises, in general terms, a Deputy Head, comprising the Personnel and Logistics, Intelligence Directorate, the Directorate of Operations and Strategic Planning, International Operations Directorate, the Directorate of Command and Strategic Control, the Directorate of Education and Joint Doctrine, the EMC Finance Division, and the Directorate of General Support. On the other hand, and reporting directly to the Head of the Joint Staff, is the North Joint Command, the Southern Joint Command, the Peacekeeping Operations Forces, and other Operations Forces. Stemming from this organization, the Joint Command operational subordination stands out, both Northern and Southern to the Had Joint Staff

2.2.2 Conduction Levels

In this regard, the Chile National Defense book 2010 points out that the conduction levels are those shown in Figure 2.

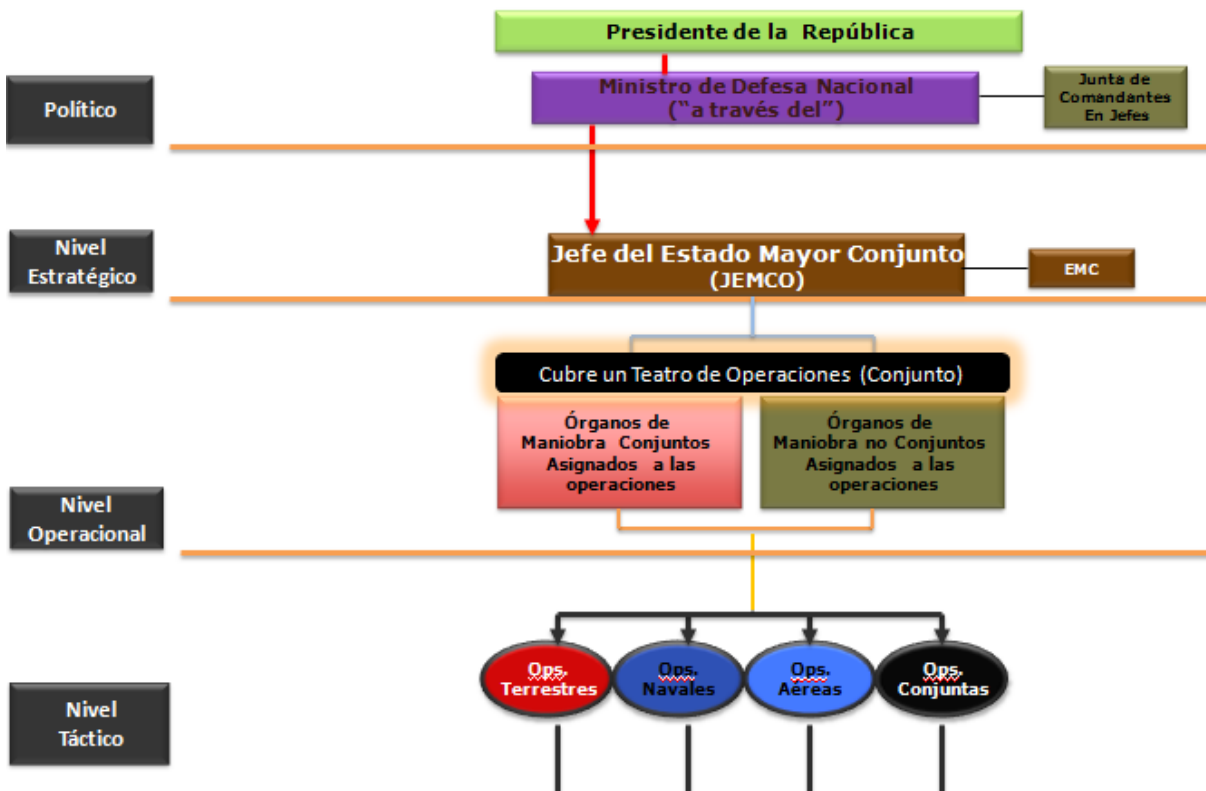
The political level is that where the President of the Republic, the Minister of National Defense and the Board of Heads of Staff operate. This new organization

Figure 2. Structure of the Joint Staff



Source: CHILE, [2014].

Figura 3. Niveles de la Conducción Militar



Fonte: Chile (2010).

strengthens the role of the Board of Heads of Staff, Heads, defining it as a consultative body at the political level of the Ministry of Defense leadership on such common issues addressed by the Armed Forces and relating to the development and deployment of military means, being chaired by the Minister of National Defense. The Minister shall request the opinion of the Board of Heads of Staff, on such matters as:

- On the political planning prepared by the Undersecretary of Defense (Primary Planning).
- The strategic planning prepared by the Head of the Joint Staff (Secondary Planning).
- The creation or activation of joint commands and units.
- The assignment of land, naval, air, or joint means to operations carried out in situations of external war or international crisis, as well as the assignment of resources to peacekeeping missions.
- The institutional, common and joint procurement of war material.

At the strategic level is the Head of the Joint Staff, responsible for the training and the conduct of such means made available to him in a crisis and/or war. He is in charge of planning on this level (Secondary Planning) and carrying out the role of Strategic Leader. This eminently joint planning is regarded as the science and the art of

designing and strategically lead the means deployed by the armed forces, for the preparation and implementation of strategic plans, in all its phases of an international crisis or armed conflict in order to achieve the political objective of the war.

At the operational level are the joint maneuver bodies, both those assigned to and those not assigned to a specific Theater of Operations, such as the North Joint Command and the South Joint Command.

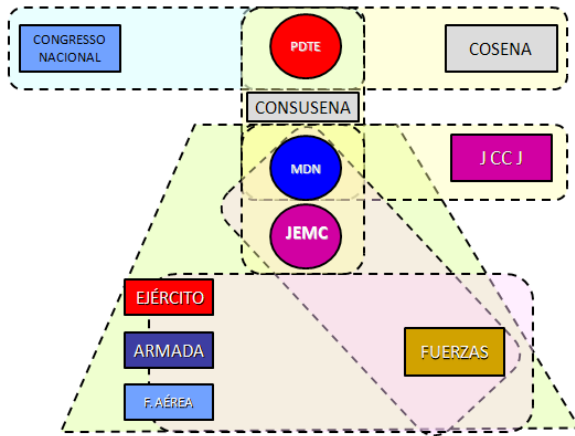
It is at this level that the subsidiary planning is to take place, which corresponds to the Campaign Plan, giving rise to those major operations that will make up a particular campaign, in order to achieve the strategic goal assigned to a specific Theater of Operations.

Finally, at the Tactical level are the maneuver bodies subordinate to the respective Joint Commands (Divisions, Brigades, Battalions, Naval Task Forces, Air Brigade, Air Squadron, etc.). It is at this level that the tactical level operation plans are to be developed in direct alignment with the Campaign Plan, as appropriate, developing battles and fighting, in order to achieve the stated operational objectives.

2.2.3 Role of the Head of the Joint Staff

On the other hand, and as a central element

Figure 4. National Defense System



Source: Chile (2010).

in this new law, is the new Head of the Joint Staff. This new law gives to the Head of the Joint Staff (JEMC) the military command of the forces assigned to deal with such situations with a potential to require states of constitutional exception and, therefore, the exercise of such functions as strategic planning, development, joint training and preparation of corresponding doctrine. This, considering that the defense systems worldwide, whether of joint and/or combined character, have tended to prevail an operational command line over another of institutional character.

2.3 Defense System

Other central aspects of this law was the modernization of the national "Defense System" in such a way as to overcome the shortcomings found in the prior structure and thus form a state-of-the-art organization in relation to the contemporary circumstances of Chile's external security.

This new configuration of the Defense System of the State of Chile considers at a first level the President of the Republic, who will interact, in his role as Commander in Chief of the Armed Forces, with the National Congress, with the National Security Council⁶, with the Superior National Security Council⁷, and the Board of Commanders-

⁶ anism that advises the President on matters related to national security. It is chaired by the President of the Republic and also comprises the President of the Senate, the President of the Supreme Court, the Comptroller-General of the Republic, the Commanders of the Single Forces, the Director-General of the Carabineers, with voice and vote right. Moreover, also integrating the COSENA, but with voice right only, are the Minister of Home Affairs, Minister of Foreign Affairs, Minister of National Defense, Minister of Economy and Minister of Finance.

⁷ Organism that advises the President on all matters that relates to the security of the nation and the maintenance of the territorial integrity of the country, as well as analyzes and proposes measures aimed at coordinating the work of the various ministries according to the guidance provided by the President of the Republic. This is chaired by the President, and is composed of the Minister of Home Affairs, Minister of Foreign Affairs, Minister of National Defense, Minister of Economy,

in-Chief and the Head of the Joint Staff, through the Minister of National Defense, which corresponds to the political level in the conduct of operations. At a second level, the law considers the Head of the Joint Staff, in his role as Strategic Leader, the one who will deal with the Commanders of the single Forces (Army - Navy - Air Force), as well as with the Commanders of the Joint Commands activated since peacetime, or those that are formed during the crisis, being, in the case of the State of Chile, the North and South Joint Command which corresponds to the strategical level in the conduct of operations. Finally, the law considers a third level, that of the Commanders of Forces, in their roles as Commander of the Joint Command, the one who will deal, one the one hand, with the Commanders of the Single Forces and on the other hand, with the Commanders of the different maneuver bodies that make up a particular Joint Command, which corresponds to the operational level in the conduct of operations.

2.4 Planning Process

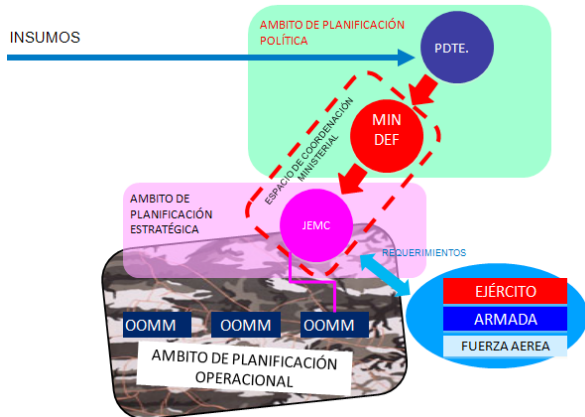
According to the content of the new law, the planning process for the development of military operations takes three planning areas into account, as presented in Figure 5.

In the field of political planning, the President of the Republic interacts, on the one hand, with the Minister of Defense and the Head of the Joint Staff, and, on the other hand, with the remaining cabinet ministries, according to the situation of the crisis and/or war affecting the country. In this area, the Presidential Directive and the National War Plan (Primary Role of the Ministry of National Defense) will be prepared, in order to achieve the political objective of the War as established by the Head of State.

In the area of strategic planning, the responsibility lies on the Head of the Joint Staff, who, in his turn, will interact, on the one side, with the Minister of National Defense and other ministries and, on the other side, with the single Forces Commanders in relation to the preparation and training of the forces available to him as a result of the crisis. In this area, both the War Plan and the Crisis Plan of the Armed Forces (Secondary Role) are to be prepared in order to meet the Political Objective of the War as established by the political area.

Finally, in the area of operational planning, are the Commanders of the the joint maneuver bodies (MBs), comprising, on the one hand, the respective Joint Command and/or those units reporting directly to the Head of the Joint Staff and pursuing an objective of a strategic nature. In this area, the Campaign Plan and the Crisis Plan are developed, as applicable, in order to meet

Finance Minister, Chiefs of the Single Forces, Director of Frontiers and Borders, and the Head of the Joint Staff.

Figure 5. Planning Process.

Source: Chile (2010).

the Strategic Objective of the Campaign as delivered by the Strategic Leader.

2.5 New role

As an innovator and essential element in this law, it should be noted that the law provides on three specific roles:

That of the Ministry of Defense: Responsible for leading the defense sector, in addition to the control and management of those Institutions in charge of the external Defense of the country.

That of the Commanders-in-Chief of the Forces: Military authorities responsible for the preparation of the forces made available to the Head of the Joint Staff, according to the established operational requirements.

That of the Head of the Joint Staff: Es la autoridad, this is the military authority responsible for the deployment of the military power made available, whether in a crisis and/or war.

2.6 Doctrine for an Armed Forces Joint Action

By acting jointly, the armed forces have as a common characteristic their ability for combat; in their fused action they perfect and complement each other, according to available resources. With this purpose, they seek to become integrate by incorporating various organisms with different capacities and limitations that distinguish them from one another, for in this way, and applying the concept of integration, to achieve the desired synergistic effect, always having as a lighting element the formation of a joint force, the strategic objective, and the available resources.

The conjunction belongs to the field of operations,

and is implemented through the joint action of the means available, which are materialized in the coordinated and integrated deployment of military capabilities, albeit being specific, operating under a single command structure, abiding by mutual support procedures and criteria to achieve maximum operational efficiency in carrying out tasks as assigned.

The joint conduct at the strategic level, applicable throughout the Theater of War, considers all such activities carried out by a commander for, in an integrated and coordinated manner, deploying forces from two or more institutions in order to attain an objective, thereby allowing to say that there should necessarily be a strategic level, an operational level, including, if necessary, a joint tactical level.

Moreover, by operation we understand the entire military actions coordinated in time, space and purpose, aimed at achieving a military objective at the operational and tactical levels, with joint military operations planned and executed under the strategic leadership of the Head of the Joint Staff.

Military operations and planning allow the deployment of military force for the attainment of political objectives. Therefore, military operations and planning, be they at a strategic, operational and/or tactical level, must focus both on the achievement of the objectives set, and on the establishment of the necessary conditions to maintain such objectives following the cessation of military operations.

(CHILE, 2011)

It is in this context that the military operations, under the doctrine of deployment of military power, are classified as:

Specific Operations: Those considering the deployment of military capabilities of one single institution and under a single command.

Joint Operations: This type of operations considers the deployment of military capabilities from more than one institution, under one single command that is dependent on the operating structure of the Joint Staff.

Combined Operations: Those operations that are carried out through the use of military forces belonging to the Armed Forces of two or more nations under one single command and designed to fulfill a specific mission.

3 CONCLUSIONS

According to the evidence examined in this article, such as: the National Defense Strategy, the Doctrine for an Armed Forces Joint Action, the Book of National Defense, and, in particular, Law 20424 - "Organic Statute of the Ministry of National Defense," the following conclusions can be drawn, inter alia:

- The characteristics of the Battlefield in the twenty-first century, no doubt, have forced, on the one hand, a deeper reorganization of the means made available to participate in military operations, and, on the other hand, to optimize both the planning models and the procedures for deploying the military power. The latter, with a clear emphasis on the integration of the means available, which is operationalized through a joint design for using such strategic capabilities and attributes that are expected in the force.

- Law 20424 - "Organic Statute of the Ministry of National Defense" dated February 2010, has undoubtedly meant a substantial progress towards the real needs required for the use of military power today, responding to the characteristics of the Battlefield in the twenty-first century.

Stemming from this law are the following:

- The new structure of the Ministry of National Defense allows fulfilling all tasks imposed by the new law. This, based on an Undersecretariat of Defense, an Undersecretariat of the Armed Forces, and a Joint Staff, having a clear political, administrative and strategic management, respectively.

- In the context of the new National Defense System, the levels of leadership are clearly represented, as follows: the political level by the President of the Republic and the Minister of National Defense, the strategic level by the Head of the Joint Staff, the operational level by the Commanders of the Joint Chiefs, and the tactical level by the Commanders of the maneuver organ members that are part of the Joint Command in particular.

- The new tasks of command and leadership for the crisis and war assigned to the Head of the Joint Staff significantly increase his responsibilities and strategic role, forcing the organization of the Joint Staff to become, on the one side a functional part, and on the other side, integrated by appropriately qualified personnel.

- The Board of Commanders-in-Chief has a relevant role and becomes a direct advisory body to the President of the Republic through the Minister of National Defense.

- An important aspect of this law comprises, on the one hand, the responsibility for the preparation of the force rests with the respective Commanders of the single Forces (Army - Navy

- Air Force), and, on the other hand, the responsibility for the use of such force is the direct responsibility of the Head of the Joint Staff, which has a direct impact on the delimitation of the roles of each of the organisms that make up the National Defense System, thus allowing to ensure that the use of military power will be carried out under a clearly joint vision, in order to enhance the unique capabilities of each force in accordance with the set objectives.

- Finally, both the National Security and Defense Strategy (2012), and the Doctrine for Armed Forces Joint Action, clearly operationalize the concept of creating a

Joint Staff, and in particular in relation to the role of the Head of the Joint staff during a state of crisis and/or war. Thus, the Security and Defense Strategy states that the strategic capabilities and attributes necessary to the force must be optimized by the use of military power under a joint design, through Joint Commands, and that the Doctrine for an Armed Forces Joint Action states that the level of strategic leadership is predominantly joint, in an integrated and synchronized implementation of all available capacities, led by one single command, through the wide panorama of military operations.

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