

## Chile - Summary Report

### **WPS National Action Plan (NAP) Status:**

In 2009, Chile became the first country in Latin America to adopt a NAP. The second iteration was published in 2015, covering the period 2015-2018. In view of the 20<sup>th</sup> anniversary of UNSCR 1325, several Chilean ministers expressed support for the development of a third NAP. It would be a third-generation document with emphasis on deployment for disaster relief.

### **Overall Assessment:**

Chile has taken positive steps towards the implementation of the WPS agenda that go beyond the political realm. Concrete actions to implement a gender perspective in the duties of the Ministry of Defense (MoD) and the Investigations Police of Chile (PDI for its acronym in Spanish) were noted.<sup>1</sup> However, there are still areas for improvement; not all commitments have been fully realized.

### **National Importance/Political Will:**

Gender equality is recognized in Chile's constitution. It is likely that the new constitution will go even further. The Constitutional Convention is required to have gender parity. This means that Chile's new constitution will be the first one in the world drafted by an equal number of women and men.<sup>2</sup>

The national importance of the WPS agenda in Chile is evident since the adoption of the first NAP during the first presidential term of (former president) Michelle Bachelet. The second version of the NAP was not only a continuation of the country's commitment, but also an improvement upon the first NAP that integrated many lessons learned. For example, the second NAP established specific monitoring, auditing, and accountability processes. It also emphasized the importance of mainstreaming efforts in different ministries.

An Inter-ministerial Committee for the Implementation of the NAP meets regularly and includes the Ministry of Foreign Affairs, the Ministry of National Defense, the Ministry of Women Affairs and Gender Equity, and the Ministry of the Interior and Public Security (which includes the Chilean police). Chile has also joined the Network of Women Mediators of the Southern Cone to promote sustainable peace in the region. The network is promoted by Argentina and UN Women of Latin America and the Caribbean and also includes Brazil, Paraguay, and Uruguay.<sup>3</sup>

---

<sup>1</sup> All the references to the police in this report refer specifically to the Investigations Police of Chile (PDI), the civilian police, and not the Carabineros of Chile.

<sup>2</sup> Javiera Arce-Riffo, "Gender Parity in the Chilean Constitutional Convention: What Does it Mean for Chilean Democracy?", (OxHRH Blog, April 2020), at: <http://ohrh.law.ox.ac.uk/gender-parity-in-the-chilean-constitutional-convention-what-does-it-mean-for-chilean-democracy>; and Claudia Mojica, "Chile celebrates a Gender Equality Milestone", (United Nations Development Program, November 2, 2020), at: <https://www.undp.org/content/undp/en/home/blog/2020/chile-celebrates-a-gender-equality-first.html>

<sup>3</sup> Ministerio de Relaciones Exteriores, "Canciller en conmemoración de la agenda "Mujeres, Paz y Seguridad": "El trabajo de las mujeres contribuye a construir el tejido social y a prevenir conflictos a través del diálogo", October 30th 2020 at: <https://minrel.gob.cl/canciller-en-conmemoracion-de-la-agenda-mujeres-paz-y-seguridad-el/minrel/2020-10-30/174117.html>

UNSCR 1325 and WPS principles are explicitly mentioned in key foreign policy and national security documents, and they put forth specific political commitments. In the 2017 Book of Chile's National Defense, the section called "Resolution 1325" highlights Chile's commitment to the WPS agenda.<sup>4</sup> In addition, in the Sectoral Policy in the Field of Military Policy chapter, the section "Gender Policy" explicitly refers to Resolution 1325, the NAP, and the commitments of the MoD, which include: increasing the participation of women in the armed forces; promoting women's participation in peacekeeping operations; integrating a gender perspective in the training cycle; and strengthening the institutional framework for the inclusion of gender policies in the defense sector.

## **Institutional Policy and Practice:**

### *Strategy, Plans, and Policy*

The MoD integrates a gender perspective in its planning as it is a national policy requirement for all ministries. In May 2018, the MoD signed an agreement with the Ministry of Women Affairs and Gender Equality on the rights of women in the armed forces, the objective of which is to "strengthen equal opportunities, in addition to ensuring and protecting full respect for the rights of women."<sup>5</sup> Accordingly, the three services of the military (army, navy and air force) have appointed gender delegates whose duties are similar to those of a gender focal point (GFP). In turn, the Joint Staff also has a gender delegate. The gender delegates are tasked with promoting the agreement and disseminating related protocols.<sup>6</sup> Among them is the protocol for complaints related to sexual and labor harassment adopted in March 2019.<sup>7</sup> However, the gender delegates are not always full-time and often have double-hatted functions. In addition, they do not function at the operational and tactical levels, where there are no GFPs or Gender Advisors. More generally, it may be noted that despite the work of the gender delegates, what the adoption of a gender perspective by the armed forces means lacks widespread understanding.

The police participated in the preparation of the first and second NAPs. Through the Joint Staff, they also participate in peacekeeping missions and therefore are part of certain actions of the NAPs. The police have incorporated gender equality and WPS principles in parts of their operations, as exemplified by the Department of Organizational Development, Equity and Equal Opportunities and the Human Rights and Gender Equity Department, both at the PDI. The police also have Gender Advisors and GFPs who are deployed in all regions of the country. Their main tasks

---

<sup>4</sup> Ministerio de Defensa, *Libro Nacional de la Defensa 2017*, (Santiago de Chile, Chile; Ministerio de la Defensa Nacional, noviembre 2017), at: <https://www.defensa.cl/media/LibroDefensa.pdf>

<sup>5</sup> Subsecretaría para las Fuerzas Armadas, "Ministerios de Defensa y de la Mujer y Equidad de Género firman convenio para fortalecer la igualdad de género en las FF.AA.", (Santiago de Chile, Chile: SSFFAA, May 2018), at: <https://www.ssffaa.cl/noticias/ministerios-de-defensa-y-de-la-mujer-y-equidad-de-genero-firman-convenio-para-fortalecer-la-igualdad/>

<sup>6</sup> Carlos Reyes P., "La primera delegada de género del Ejército: "De pronto se nos confunde el acoso laboral con lo cotidiano del trabajo", *La Tercera* (January 30, 2019) at: <https://www.latercera.com/la-tercera-pm/noticia/la-primera-delegada-de-genero-del-ejercito-de-pronto-se-nos-confunde-el-acoso-laboral-con-lo-cotidiano-del-trabajo/506503/>

<sup>7</sup> Ministerio de Defensa Nacional, *Establecen protocolo conjunto de denuncias por acoso sexual o laboral para las FF.AA.*, (Santiago de Chile, Chile: Ministerio de Defensa Nacional, March 12, 2019), at: <https://www.defensa.cl/noticias/establecen-protocolo-conjunto-de-denuncias-por-acoso-sexual-o-laboral-para-las-ff-aa/>

include: participation in inter-ministerial and institutional commissions; advising the High Command in strategic institutional planning; observing and analyzing procedures and claims; and providing workshops, classes, and training.

*Gender in the Ranks (Military<sup>8</sup> and Police<sup>9</sup>)*

| Service                      | Men    | Women | Percent Women     |
|------------------------------|--------|-------|-------------------|
| Army                         | 36,446 | 3,971 | 9.8%              |
| Army Senior Women            |        |       | 0%                |
| Navy                         | 17,372 | 1,601 | 8.4%              |
| Navy Senior Women            |        |       | 0%                |
| Air Force                    | 7,693  | 600   | 3.16%             |
| Air Force Senior Women       |        |       | .13%              |
| National Police              | 8,652  | 4,437 | 34%               |
| National Police Senior Women |        |       | 15%               |
| Women Deployed               |        |       | 10% <sup>10</sup> |

Despite the military’s commitment to gender equality and the WPS Agenda, not all combat positions are open to women. The army lifted all restrictions for women’s access to the different combat positions, including armored cavalry and infantry positions, in 2016.<sup>11</sup> All positions in the air force are open as well. In the navy, some positions are still closed to women, such as the Marine Corps and the Submarine Service.<sup>12</sup> The military does not have a specific recruitment goal for increasing women’s participation. All police positions are open to women and, although they do not have any recruiting goals, nearly 50% of new recruits are women.<sup>13</sup>

*Work Environment*

*Family policies:* For military and police personnel, the paid maternity, paternity, and family life measures are the same as for the rest of the workers in Chile. Women receive 18 weeks of paid maternity leave, and childcare is also available.

<sup>8</sup> Figures for the Army, Navy and Air Force are taken from the 2016 Report from Red de Seguridad y Defensa de America Latina (RESDAL), *A Comparative Atlas of Defence in Latin America and Caribbean*, (Ciudad Autónoma de Buenos Aires: RESDAL, 2016) at: [https://www.resdal.org/ing/assets/atlas\\_2016\\_ing\\_completo.pdf](https://www.resdal.org/ing/assets/atlas_2016_ing_completo.pdf)

<sup>9</sup> Figures for the police are updated to 2020 and it does not consider administrative staff.

<sup>10</sup> This figure considers only Chile’s participation in UN Missions. See: Peace Keeping United Nations, *Summary of Troops Contributing Countries by Ranking Police, UN Military Experts on Mission, Staff Officers and Troops 2020* (Peace Keeping United Nations, 2020) at: [https://peacekeeping.un.org/sites/default/files/2\\_country\\_ranking\\_13.pdf](https://peacekeeping.un.org/sites/default/files/2_country_ranking_13.pdf)

<sup>11</sup> Ministerio de Defensa Nacional, *No hay Barreras para la Mujer en la Defensa Nacional*, (Santiago de Chile, Chile: Ministerio de Defensa Nacional, August 3, 2017), at: <https://www.defensa.cl/temas-principales/no-hay-barreras-para-la-mujer-en-la-defensa-nacional/>

<sup>12</sup> Admisión Armada de Chile, Grumete Infante de Marina, at: <https://www.admisionarmada.cl/grumete-infante-de-marina/postulacion/2016-06-21/151346.html>

<sup>13</sup> Tamara Cerna, “El 49% de los nuevos estudiantes que ingresarán a la Escuela de Investigaciones son mujeres”, *Emol* (January 6, 2019), at: <https://www.emol.com/noticias/Nacional/2019/01/06/933208/El-49-de-los-nuevos-estudiantes-que-ingresaran-a-la-Escuela-de-Investigaciones-son-mujeres.html>

*Anti-Harassment and Abuse Policies:* The armed forces have adopted a sexual harassment and sexual abuse program for protection of military personnel.<sup>14</sup> Nonetheless, interviews conducted for this research with experts in Chile showed that transparency and protection is not equally developed in the three branches of the military and, thus, some victims might be discouraged from coming forward.

The police have also adopted specific policies to deal with sexual harassment and abuse. The information is managed by the Analysis and Monitoring of Misconduct Department and, while it is not published, the information can be requested through government transparency mechanisms.

*Equipment and facilities:* Both the military and the police provide gender specific equipment, including uniforms and facilities for women in the areas where they are permitted to serve.

#### *Training, Education, and Exercises*

The principles of WPS/UNSCR 1325 are not consistently integrated into the education and training of military personnel. Personnel who participate in UN missions consistently receive training on the principles of WPS before deployment and during operations. The courses of the Chilean Joint Peacekeeping Operation Center (CECOPAC) are conducted following UN guidelines on training for peacekeeping operations and use the material provided by the organization for such purposes. Nonetheless, the rest of the military does not provide such training consistently for junior and mid-levels. Each year there are specialized WPS courses available to senior-level personnel from CECOPAC, and they are also available for civilians. Both the military and the police receive training on the prevention and response to sexual violence and sexual abuse. The police incorporate a gender perspective in all its training levels.

#### **Monitoring/Reporting and Evaluation:**

Although Chile's second NAP addressed monitoring and reporting and included indicators, there are still gaps. For instance, as part of the second NAP, Chile launched the Observatory on Women, Peace and Security in 2018, which integrates the portfolios of Foreign Affairs, Defense, Women and Gender Equity, Interior, and Public Security. Its purpose is to: a) publicize progress in the implementation of the 2nd NAP; and b) integrate civil society into the process of monitoring and evaluation. Available information indicates that the Observatory is not currently working. A confirmation of the involvement of civil society in the preparation of the new NAP is absent. Despite these issues, Chile has a robust transparency law framework, and sex-disaggregated data, collected by the military and the police, is available.

#### **Recommendations:**

A third NAP would be an opportunity to deepen and consolidate the advancement of gender in the military and the police. Both institutions should be considered as main actors and, most importantly, they should be assigned specific tasks with clear goals and outcomes. In particular, the Gender Advisors should receive clear mandates with authority and resources. Importantly, it

---

<sup>14</sup> Cámara de Diputadas y Diputados, *Aprobación de Protocolo Conjunto en Denuncias de Acoso Sexual o Laboral en las Fuerzas Armadas*, (Santiago de Chile; Cámara, March 12, 2019), at: <https://www.camara.cl/verDoc.aspx?prmID=168321&prmTIPO=DOCUMENTOCOMISION>

is essential that gender perspectives are consistently integrated into the education and training of all military personnel and not just those engaged in UN peacekeeping operations.

A third NAP should also emphasize and provide clearer guidelines for the inclusion of civil society, not only in the drafting of the document, but also in its implementation and monitoring. Finally, all military positions should be opened to qualified women immediately.

**Report Contributors:**

Andrea Fischer, Master in International Relations

Carolina del Pilar

Carolina Jarpa

Christian Serón, Police Attaché at the Chilean Embassy in the United States, Washington D.C.

Valeska Rojas, Educational Advisor in the Chilean Army, Master in Education specialist in Gender

*December 2, 2020*