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National Security Strategy: Development, Resourcing, and Implementation

**Malawi Topical Outreach Symposium
Lilongwe, Malawi**

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FORGING PARTNERSHIPS FOR AFRICA'S FUTURE

10 September
2013

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Report Documentation Page				Form Approved OMB No. 0704-0188	
Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.					
1. REPORT DATE 10 SEP 2013		2. REPORT TYPE		3. DATES COVERED 00-00-2013 to 00-00-2013	
4. TITLE AND SUBTITLE National Security Strategy: Development, Resourcing, and Implementation				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S)				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) National Defense University, Africa Center for Strategic Studies, 300 5th Avenue BG 21 Fort Lesley J. McNair, Washington, DC, 20319-5066				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION/AVAILABILITY STATEMENT Approved for public release; distribution unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT Same as Report (SAR)	18. NUMBER OF PAGES 17	19a. NAME OF RESPONSIBLE PERSON
a. REPORT unclassified	b. ABSTRACT unclassified	c. THIS PAGE unclassified			



What and Why Strategy?

- A plan, method, or series of maneuvers or stratagems for obtaining a specific goal or result. It helps you find the result you seek:
- If you don't know where you're going, it really doesn't matter which path you take
- If you don't know where you're going, you probably won't even know if you've arrived
- If you don't know where you're going, no matter where you are...you're there!
- If you don't know where you are, you probably can't chart a course to where you want to go



National Security Lexicon

- **National Security Strategy**
- **National Security Policy**
- **Development Strategy**
- **Human Security Strategy**
- ***NSS/P IMPLEMENTATION***



Defining National Security

- **Security is a collective good:**
 - Local, national, sub-regional, regional and global dimensions
 - “Localizing” consequences of failed security no longer a feasible alternative
- **Not divisible into external and internal domains: domestic and external security are inextricably linked; *threats and challenges transcend borders***
- **Nation States are no longer the only or necessarily the primary actors**
 - Role of International Organizations – UN, AU, SADC
 - Role of non-state actors
 - Role of “Donors.” external powers, and neighboring states



National Security Re-defined

- **FROM:**
 - Traditional *STATE SECURITY*
 - State-centric
 - Focused on regime security and state survival
 - Emphasis on external (neighboring state) threats
 - Predominately military and Defense
- **TO:**
 - *HUMAN SECURITY*
 - Citizen-centric
 - Community-based
 - Emphasis on internal challenges (crime, local conflict, violent extremism, lack of development, poor governance, corruption)
 - Genuinely “whole-of-government” with private sector, civil society, and local political stakeholders



Elements of the Security Sector

Non-state Actors

Rebels
Milicias
Gangs
Criminal orgs.
Cartels
Private security companies

Armed and Public Security Forces

Police/Military
Paramilitary
Border security
Coast guards
Intelligence community
Customs agents

Civil Management/ Oversight Bodies

Executive
Civilian ministries
Legislatures
Justice system
Municipal and district governments/councils

Other Actors

Donors
Intl. Financial
Institutions
Neighbors
Regional orgs.

Civil Society

Media
Academia
Civic groups
Think tanks
Business communities



What Strategy Does

(or what its supposed to do)

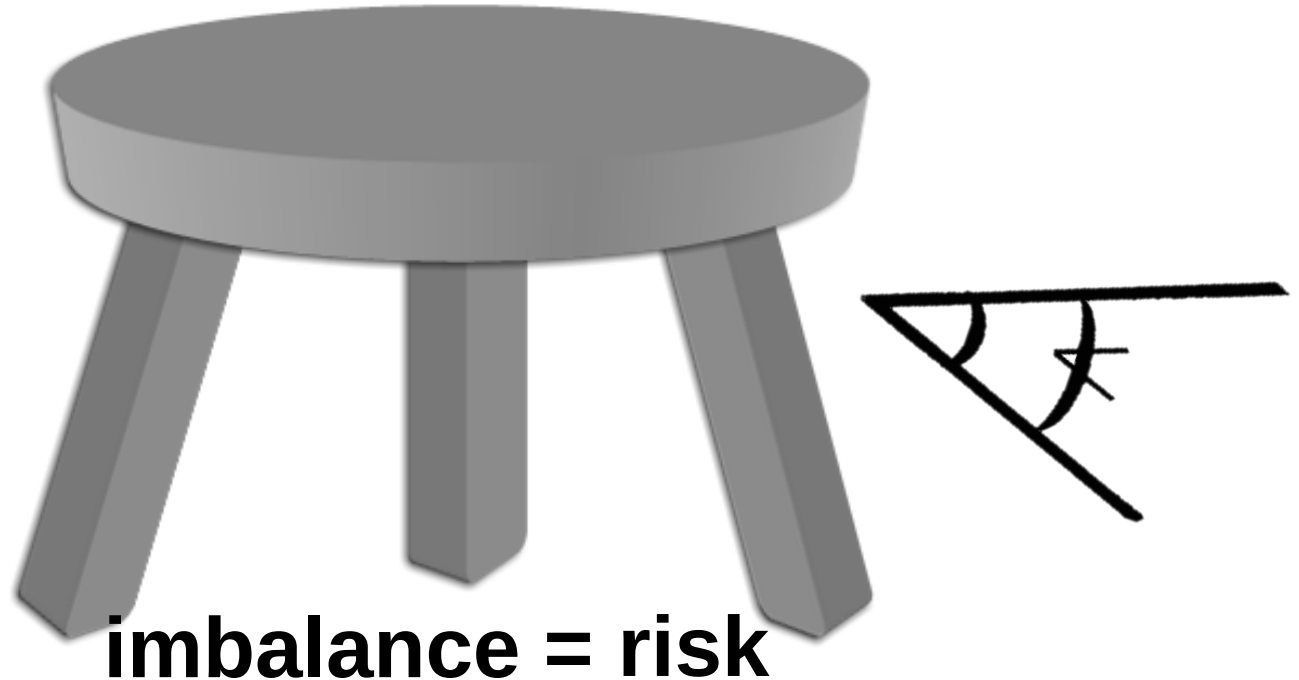
- Calculated relationship among:
 - Ends (Objectives)
 - Ways (Concepts)
 - Means (Resources)
- Dynamic
 - Multiple players ; Proactive - Anticipatory
 - Non-linear
- Art more than a science – It is NOT a plan
- If you focus on MEANS exclusively you are not following the right approach

***ENDS MATTER – and at
the Strategic Level,
ENDS MATTER MOST***



Strategy – A Model

Relating Ends, Ways & Means



Objectives
(Ends)

Concepts
(Ways)

Resources
(Means)



National Interests and National Strategy/Policy

- National Security Strategy/Policy Objectives (ENDS) identify *WHAT* we care about, BUT-
- National interests (informed by national values) explain *WHY* we care, and
- National Interest “Intensity” defines *HOW MUCH* we care:
 - Vital (survival of the State is at issue)
 - Important
 - Peripheral
- National Security Strategy/Policy *ENDS* are derived from analyzing (sometimes competing) national interests, and their relative priorities



Strategy Formulation Model

Global Environment (Forces & Trends)

- Alliances & Coalitions
- Competing Values
- Economic Conditions
- Globalization
- Information Revolution
- International Law
- International Organizations
- Non-State Actors
- Threats: Conventional and Transnational
- WMD

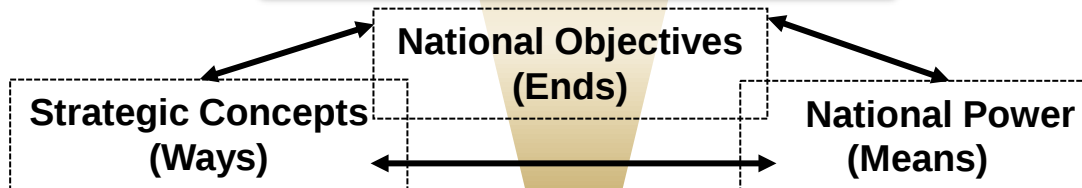
National Purpose
(Enduring Beliefs, Culture, Ethics and Values)

National Interests

Grand Strategy/Strategic Vision

National Policy

Strategy Formulation Process



Feasibility, Suitability, Acceptability

Risk Assessment

STRATEGY

Monitor for Success, Failure, or Modification

Domestic Environment (Forces & Trends)

- Federal system of government
- Congress
- Bureaucracy
- Judiciary
- Interest Groups
- Economic conditions
- Social needs
- Electoral politics
- The media
- Public opinion
- National style, self-image
- Presidential style



The Big Questions

(Crafting the Strategy)

- **Who leads the process?**
 - Typically executive branch, but who? President? Chief of Cabinet? Minister of Defense?
- **Who are [participating] stakeholders and the intended audiences?**
 - The public?
 - The executive and/or legislative branch?
 - External partners?
 - Potential adversaries?
- **What is the drafting process?**
- **Who approves, and how?**
- ***Who funds? Is resourcing part of the strategy or part of implementation?***



NSS/P Examples: United States

United States: “National Security Strategy” (1989-2010)

- Externally and State (NOT human security) focused**
- Required by law (Goldwaters-Nichols Act)**
- Produced by the Executive Office of the President (NOT whole-of-government)**
- No public consultation or legislative branch participation**
- Directive in nature, but lacking “force of law”**
- Audience and intended use varies with Administration**
- Does not incorporate funding processes or guidance (e.g., no “means” component)**



NSS/P Examples: South Africa

South Africa: “White Paper on National Defense for the Republic of South Africa: Defense in a Democracy” (1996)

- Developed by Ministry of Defense (not “whole-of-government”)**
- Internally focused, with significant human security content**
- Focused on supporting transition to Black Majority Rule**
- Collaborative process involving both Parliament and the Executive Branch**
- Extensive public consultation informed final draft**
- No funding component, but involvement of Parliament offered connection to means**



NSS/P Examples: France

France: “Defense and National Security” (2007)

- Both externally and internally focused
- Combines human security and state security
- Produced by an independent Commission appointed by and answering directly to the President
- A “whole-of-government” process, involving all elements of the security sector
- Included broad public participation in a robust consultative process (but no formal mechanism for incorporating input)
- Clearly directive in nature, with specific goals and benchmarks
- No participation by legislative branch
- Informs funding input by executive branch to Parliament, but no formal connection to means



NSS/P Examples: Liberia

- **Liberia: “150 Day Action Plan” (2006)**
 - Internally focused and Human security-centric
 - Produced by the Office of the President with no significant consultation outside the executive mansion
 - Directive in nature
 - Provided critical priorities and guidance to the newly constituted Sirleaf-Johnson Administration
 - No connection to funding or means (which were donor-driven)
- **Leads to Liberia: “Poverty Reduction Strategy” (2007)**
 - Human security-centric, but with state security elements
 - Whole-of-government “Steering Committee” under authority of the President
 - Embraced robust consultation with public, legislature, and donors
- **Leads to Liberia “National Security Strategy” (2008)**



The Big Questions

(Implementing the Strategy)

- **Who leads implementation?**
 - Typically executive branch, but who? President? Chief of Cabinet? Minister of Defense?
 - How are critical (ie, crisis response) decisions generated and implemented?
- **How are implementing stakeholders incorporated in the implementation process?**
 - Police, military, other services?
 - Governance bodies – local, intermediate, national?
 - External partners?
 - Non-state actors?
- **Who provides oversight, accountability and, if necessary, adjustment to the strategy?**
- **How are resources allocated and controlled?**



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