

# The Role of Staff Colleges in preparing Officers to meet Emerging Security Challenges

Report of the 6th African Conference  
of Commandants

ACoC Conference Report



Report Compiled by J. Potgieter and I. Ndungu

5 – 7 November 2012, Abuja, Nigeria

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# Introduction

The 6th African Conference of Commandants (ACoC) was held from 5 to 7 November 2012. The Abuja conference was the fifth coverage of the event since the nomination of the ISS as the Secretariat of the Commandants of Command and Staff Colleges who attended the Accra conference in October 2008. The conference is held once a year at which many issues in the realm of military education are discussed. The aim of ACoC is to enhance military professionalism in Africa through education, training and the development of officers in African staff colleges. The Armed Forces Command and Staff College (AFCSC) of Nigeria hosted the 2012 conference, the theme of which was *The Role of Staff Colleges in preparing Officers to meet Emerging Security Challenges*.

Apart from members of the AFCSC, Nigeria, the conference was also attended by delegates from Benin Staff College; Botswana Command and Staff College; Cote d'Ivoire Staff College; Egyptian Command and Staff College; Ethiopia Command and Staff College; Kenya Defence Staff College; Libya Command and Staff College;

Namibia Military School; Namibia Staff College; South African National War College; Uganda Senior Command and Staff College; and Zambia Defence Services Command and Staff College.

Other institutions represented were the NATO Defence College; US Africa Command (AFRICOM); the International Peace Support Training Centre, Nairobi; the British Peace Support Team South Africa; Army Command and Staff College, Nanjing, China; Army Command and Staff College, Brazil; and the Royal Military Academy, Sandhurst, UK. Retired army chiefs from Nigeria, defence attachés and Ministry of Defence officials also attended.

The conference was opened by the Minister of Defence, the Honourable Erelu Olusola Obada and closed by the Chief of Defence Staff, Nigerian Armed Forces, Vice-Admiral Ola Ibrahim. The conference was widely covered by the local press and media networks.

Several issues of crucial importance to African security were deliberated on under the following sub-themes and presentations:



**Photo 1** Delegates, 6th ACoC, Abuja, Nigeria



1. SADC Combined Joint African Exercise (CJAX feedback).
2. The role of staff colleges in preparing officers to meet emerging security challenges.
3. Military leadership: learning from the past, looking to the future.
4. Emerging security challenges confronting African countries.
5. Military education required to confront emerging security challenges and the role of the officer in society.
6. Strengthening professional military education through cooperation and collaboration between staff colleges, and the incorporation of lower and higher-level colleges in ACoC – lessons learned.
7. Curriculum development: Harmonisation of the curricula of African staff colleges – lessons learned.

After the various presentations on Day 1, the conference “broke away” on Day 2 into Thinking Platforms (TP) where the participants were divided into four groups to discuss topics under four sub-themes (items 4, 5, 6, and 7 above). The idea of the TPs was to foster lateral thinking concerning the challenges that the colleges face and to encourage creativity in proposing solutions. The TPs were quite popular with the participants and the discussions were robust. All the discussions held during the three-day conference are summarised in the 6th ACoC Decisions drafted by the Secretariat, and were adopted by the ACoC members. These are attached in the appendices.

# Day 1

## WELCOMING ADDRESS

### *Air Vice-Marshal Ahmed Mu'azu*

Commandant, Armed Forces Command and Staff College, Nigeria

AVM Ahmed Mu'azu briefly welcomed the delegates and expressed his pleasure and honour at hosting the 6th ACoC Conference. He thereafter introduced the Minister of Defence who gave the keynote address.

## KEYNOTE ADDRESS

### *The Honourable Erelu Olusola Obada*

Minister of State for Defence, Nigeria

The Minister of State for Defence, Erelu Olusola Obada, in her keynote address, expressed her satisfaction with the aspirations of ACoC, observing that the commitment of the members continued to be attested to by their regular attendance of the conference since its inception. She said that ACoC was an important forum for discussions on



**Photo 2** The Hon. Erelu Olusola Obada, Minister of State for Defence, Nigeria

contemporary challenges facing the African continent, and further noted that these challenges called for the integration of ideas in key sectors, especially in addressing security challenges, and hence the importance of collaboration, including at regional level. The Minister also stressed the importance of focusing on the objectives of ACoC, especially with regard to cooperation among staff colleges, and encouraged the participants to continue with such collaboration. The Minister also expressed optimism that participants would return to their countries with deepened knowledge, and acknowledged the rich expertise of the resource persons. She encouraged the participants to tap into their wealth of knowledge. She also urged members to ensure that sustainable action plans were derived from the discussions held at the conference and ensure they were acted upon. Finally, she extended a warm welcome from the President and wished everyone a pleasant stay in Nigeria.

## SADC CJAX FEEDBACK

### *Brigadier General Henry Nyundu*

Commandant, Defence Services Command and Staff College (DSCSC), Zambia

Brig. Gen. Nyundu provided feedback on the SADC CJAX 2012 held from 1 to 7 September. He reported that student participants were drawn from Zambia, South Africa, Botswana and Malawi and external participants came from various organisations and institutions such as the ICRC, the Zambia Police Service, the Zambia Red Cross Society and the media. The Commandant noted that the aim of CJAX was to train at the operational level in the joint, multinational and interagency environments in order to promote synergy between SADC Command and Staff Colleges, and develop a better understanding



**Photo 3 Brig. Gen. Nyundu, Commandant, DSCSC, Zambia**

of the challenges involved in planning and coordinating a complex, multinational PSO. The objectives of CJAX 2012 were to:

- Enhance the student's knowledge of the full range of combined and joint operations
- Practice operational-level planning using regional ASF (AU) doctrine
- Improve the students' ability and working skills in an interagency and international environment
- Address developments in African systems and defence policy

The Commandant also reported that the exercise had been financially sponsored by the British Peace Support Team South Africa (BPST(SA)) through a bilateral agreement. The BPST(SA) also provided a facilitator who assisted with advice on directing staff on the execution of Ex UHURU; delivered the central presentations introducing Ex UHURU and each problem; ensured a common approach across each stage; coordinated the debriefs; and captured lessons identified during the exercise. The BPST(SA) also paid the costs of visiting UN agencies/NGOs that agreed to participate in the exercise. In terms of academic content, the Commandant noted that the exercise was based on the Integrated Mission Planning Process (IMPP) and focused on the AU ASF doctrine using the 2009 Carana updated scenario. He concluded with some observations – he noted that students showed a lack of skills in in-depth analysis, had poor presentation skills and failed to rehearse before presentations. He also reported that it was encouraging that most local NGOs sent their peers as participants in the civilian component, and recommended that respective services should always strive to send independent observers to offer critique that may enhance performance. The Commandant further observed that the design of the

2012 exercise was better than CJAX 2011, apart from time constraints. Another challenge he identified was that the media/information operations training was not covered in sufficient detail in the syllabus.

## THE ROLE OF STAFF COLLEGES IN PREPARING OFFICERS TO MEET EMERGING SECURITY CHALLENGES

**Air Vice-Marshal (ret.) M N Umaru, Alumni**

National Defence College, Abuja, Nigeria

Air Vice-Marshal Umaru began by urging civilian and military leaders to work together in well-structured civil-military relationships. He noted that commandants of African staff colleges must assume a position where they prepare competent and confident students to increase their productivity so as to be able to provide solutions to their societies' conflicts. The military must apply strategy to deal with the violence that results from conflicts. Military officers must therefore be trained, educated and adequately equipped to enable them to defend their countries' national interests. Commandants must see themselves as strategic thinkers who are responsible for developing concepts and inspiring their student-officers to think creatively. They must know and understand their nations, their leaders and their societies, and must prepare their students through the study of their societies to be capable of producing positive results across the spectrum of national and international security challenges. They must also understand the required mixture of training, education and experience necessary to develop military leaders who can lead in complex and changing security environments.

Air Vice-Marshal Umaru also observed that Africa requires dynamic and forward-looking armed forces, and that ACoC's main goal would be the commitment to get the best for and from the students by providing them with a sound professional education that will make



**Photo 4 Air Vice-Marshal (ret.) M N Umaru, Alumni, NDC, Nigeria**

them adapt their thinking as the global environment changes. This requires hard work, and the students will have to show the highest understanding of the issues at stake. Students must come away with an understanding of joint operational perspectives and how the knowledge they have acquired can be linked to the responsibilities they will face. Africans must choose their leaders freely and governments must guarantee adequate security and welfare in addition to some measure of stability in development. There must be uniform understanding of African issues by all the colleges – they need to strengthen the link to exchange of ideas from time to time. Serving in the staff college is an exciting experience because one meets students with exciting ideas.

Air Vice-Marshal Umaru said that his only worry was that some of the students' experiences and their intellectual curiosity was not documented anywhere. Students must be made to write for college journals so that others can benefit. Not only should the students write, they should also keep reading others' works and keep thinking to enable them to visualise events of the future. Indeed, the reading lists of the colleges must be robust and current, and must get to the students long before the course commences.

To broaden the students' horizons, they should acquire balanced perspectives on various issues to enable them to serve in both operational and policy assignments. Due to the complexity of security challenges, African staff colleges could seek assistance from advanced colleges in areas needing critical attention. However, each nation should view this within the context of their own national interest. Students should be exposed to methods of developing strategies for dealing with new challenges. Priorities must be identified and acted upon reasonably. Space for cooperation/collaboration with other colleges must be expanded. The courses must ensure that the students acquire a grasp of political realities, national interest and the type of leadership qualities needed. African militaries will have to work together in the future to confront any challenges. Robust cooperative PME, training and exercises will help to bridge the gap in operational concepts and cultural differences. Commandants must acknowledge the challenges that Africa faces so that they can be addressed. Lessons learned from exercises and operations must be made part of the process of educating and training of upcoming officers.

In closing, Air Vice-Marshal Umaru urged colleges to allocate enough resources for their programmes. The college budget must be sufficient to allow its smooth running. This is sometimes difficult in Africa because the political/civil authorities, including those established to support the armed forces, are still not too comfortable with them and are not conversant with the requirements of

defence. He also noted that the staff college in Jaji has as its motto *Leadership and Knowledge*, and stated that knowledge can only be acquired through study. Due to the intricacies of deploying armed forces, Sun Tzu, the Chinese strategic theorist, advised that it must be mandatorily studied. The study must lead to officers' effectiveness in their various jobs and broad *Knowledge* of the demands of *Leadership*. Only professional military education can produce the kind of officers we need in security situations, which are continuously changing, and where their thinking must be adjusted to suit changing realities.

## **MILITARY LEADERSHIP: LEARNING FROM THE PAST; LOOKING TO THE FUTURE**

**Mr Sean McKnight, Director of Studies**

Royal Military Academy, Sandhurst

Mr McKnight began by noting that he was unsure whether there were any lessons that could be learned from the past, as it is always so predictive. He noted that it is the responsibility of the colleges to present courses that are relevant and current, and observed that the colleges should be tactically adaptive and agile in order to deal effectively with emerging security challenges. He argued that armies tended to think inside the box, whereas education attempts to get soldiers to think outside the box – this is a contradiction confronting the military.

Staff colleges therefore need to train their officers to think both inside and outside the box, but find themselves in a dialectical relationship, that is, the need to be both creative and predictive. He noted that officers, however, should use knowledge from the past to help them to think outside the box. Furthermore, it remains a challenge also to strike a balance between being too educated and being less educated because of their expected duties as soldiers.



**Photo 5 Mr Sean McKnight, Royal Military Academy, Sandhurst**

# Day 2

## EMERGING SECURITY CHALLENGES CONFRONTING AFRICAN COUNTRIES

**Mr David Mwaniki**

CEO, Global Crisis Solutions, Pretoria

Mr Mwaniki focused his presentation on emerging security challenges confronting African countries. He noted that piracy and illegal fishing, insurgencies and terrorism, organised transnational crime, human and drug trafficking, foreign acquisition of land, migration and mobility, resource-driven conflicts, climate change and climate variability, cyber crime and warfare, poor inter-agency coordination, weak public/private partnerships and challenges in managing strategic communications were some of the increasing threats to security in Africa in particular. He stressed that these emerging threats mean an increasing number of new roles and demands impacting on the military, which in turn demands a need to recalibrate the competencies of the “military leader.” He emphasised that there was also



**Photo 6** Mr David Mwaniki, CEO, GCS

a need to recognise new frontiers in the application of state power in war and peace, that is, harnessing smart power. In addition, he also called for military analysis to factor in international, inter-agency, public/private and technology-driven strategic communications in order to meaningfully address these emerging security threats.

## MILITARY EDUCATION REQUIRED TO CONFRONT EMERGING SECURITY CHALLENGES AND THE ROLE OF THE OFFICER IN SOCIETY

**Prof. Lindy Heinecken**

Professor of Sociology, University of Stellenbosch

Prof. Heinecken noted that preparing future military leaders to meet emerging security threats is a daunting task, and that more so than in other professions, the subjects in the military field of study and expertise are constantly evolving and changing. She observed that a diversity of skills, capabilities and capacities were needed at various levels to ensure operational success across a wide range of activities, from war fighting to disaster relief. She also stated that there was no blueprint on how to educate and prepare future military leaders, but there were some key building blocks – and stressed that a holistic approach to military education, training and development (ETD) was needed.

Prof. Heinecken also emphasised the importance of properly addressing how to balance ETD with the various career stages of officers, in terms of what is required when, where and why. She also noted that just as other professions, the military needed to adapt to the changes across the global security, economic, political,



**Photo 7 Prof. Lindy Heinecken, University of Stellenbosch**

social and technological spectra. More than ever before, learning and knowledge were at the heart of military core business and the profession, and colleges needed to be aware of this. The challenge for officers was thus to establish what is core and what is peripheral, and then getting the right balance between education, training and development at the right level, at the right time and for the right purpose.

## STRENGTHENING PROFESSIONAL MILITARY EDUCATION

### Through Cooperation and Collaboration between Staff Colleges, and the Incorporation of Lower- and Higher-Level Colleges in ACoC – Lessons Learned

**Captain (N) Jean Nicolas Gauthier**

NATO Conference of Commandants

Captain Gauthier provided background on the work of the NATO Defence College (NDC), and explained that it accomplishes its mission across three pillars, namely education, research and outreach, and engages with NATO partners on the basis of these pillars. The NDC engages its partners through research seminars in various countries, as well as outreach initiatives such as Kiev Week and the Russian METT, as well as the field study visits of their senior course to different capitals. He stressed that partners are critical to the success at the NDC and are part of its organisational structure – they join educational programmes, contribute to academic content and also exchange views and experiences. Captain Gauthier also invited ACoC interest in developing relations with the NDC, and perhaps also in creating the same type of courses for African nations as the one given in Rome.

## HARMONISATION OF CURRICULA FOR AFRICAN STAFF COLLEGES – LESSONS LEARNED

**Brigadier General W. Chris King**

US Army (retired), Dean, US Army Command and General Staff College (CGSC), Fort Leavenworth, Kansas

Brigadier General King addressed the importance of creating a shared understanding of what young leaders must “Be, Know, and Do”, and that as educational leaders, it is important for young men and women in the military to develop the attributes and competencies needed to accomplish their missions, whatever their future duties may be. He noted that a universally applicable solution to educating officers may not exist, and that a perfect solution would continue to be elusive because it changes over geography and time. He described lessons learned about how the CGSC goes about designing its academic programme. This is done through analysis and programme design focused on answering three complex questions, even though it is simple to state the questions, but the solutions require very complex research and analysis:

- What is it that our graduates must be able to do in the performance of their duties as field grade officers?
- How does one design and manage an education programme of study to best prepare young military leaders to accomplish their duties and responsibilities, recognising that we really do not know what they will be asked to do in the future?
- How do we assess or measure whether our students are able to accomplish the objectives we designed our programme for?

Brigadier General King concluded his presentation with a brief sketch of the process that the CGSC uses to manage change in its curriculum. This is done with the



**Photo 8 Brig Gen W. C. King, Dean, US CGSC, Fort Leavenworth, Kansas**



**Photo 9 Delegates listen to Conference proceedings**

recognition that change is a constant in military education and that there is a primary difference between the mission of the military and what a civilian university might do. He noted that change was necessary based on two conditions: 1) “We assess that we have not achieved the learning we had designed to accomplish”, or 2) “The operational environment is changing and we need to adjust our learning outcomes to anticipate this change.” He also noted that changing the response of not meeting established goals can be accomplished by a combination of three factors – curriculum change, changes to teaching

methods, or additional faculty development. He explained that the most common mistake is to rapidly change the curriculum, when the solution should be better faculty development or a change to the teaching approach. Finally, he noted that addressing change, which is based on the changes to the operational environment, should be a primary focus for the senior military leadership of the college in close discussion with the faculty. The senior military leaders of the college provide a vision of the future as well as a practical understanding of what graduates must be able to do today.



**Photo 10 Delegates listen to Conference proceedings**



**Photo 11** Delegates attend 6th ACoC TP3

## THINKING PLATFORM 1 (TP1)

### Emerging Security Challenges Confronting African Countries

Air Vice-Marshal Ahmed Mu'azu, Commandant, Armed Forces Command and Staff College, Nigeria, chaired the session. Thinking Platform 1 acknowledged the emerging security challenges facing the continent as presented earlier by Mr Mwaniki, and in the discussions stressed the importance of good governance and leadership (military or otherwise) in managing these challenges. TP1 also stressed the critical role of colleges in preparing future

leaders to carry out their responsibilities in addressing these challenges, and called for adaptation and analysis of current, future-looking studies/modules, and appropriate adjustments to them to address these challenges.

## THINKING PLATFORM 2 (TP2)

### Military Education required to Confront Emerging Security Challenges

TP2 discussions focused on the changing world with considerations of the need for a military that is more responsive to the external environment and which has



**Photo 12** Visit to the Armed Forces Command and Staff College, Jaji



the ability to adapt faster in order to challenge instability, turmoil and conflict – the military needs to think differently before they act differently. TP2 also noted that officers need to be able to interpret information objectively and make timely and quality decisions. It is only through education and the development of their thinking skills that this would be possible.

### THINKING PLATFORM 3 (TP3)

#### Strengthening Professional Military Education through Cooperation and Collaboration between Staff Colleges, and the Incorporation of Lower and Higher-Level Colleges in ACoC

In the discussions that emerged from TP3, it was acknowledged that ACoC had laid a foundation mechanism for collaboration and cooperation, which needs to be rolled out further. All the staff colleges have similar constraints of time, resources, manpower, etc., and it was suggested that regional arrangements could be used to surmount these problems. It was also observed that educational development does not start or end with the staff colleges. Therefore there is merit in considering broadening the membership of ACoC to include the higher and lower institutions because of the importance of the lifetime career development of officers. TP3 also called for more developed exchange programmes for directing staff and students, and encouraged the development of an academic portal (virtual private network) to assist in enhancing cooperation. In terms of incorporating higher-level colleges, TP3 also proposed

inviting higher-level military colleges to join ACoC, starting with the five in Africa, that is Kenya, South Africa, Egypt, Cameroon and Nigeria. Thus measures to enhance cooperation and collaboration would be implemented and the incorporation of higher military educational institutions would be adopted.

### THINKING PLATFORM 4 (TP4)

#### Curriculum Development Harmonisation of the Curricula of African Staff Colleges

As acknowledged in TP4, one of the objectives of ACoC as spelt out in the ACoC Constitution is to enhance harmonisation, interoperability, commonality, standardisation and cooperation between African staff colleges and to develop curricula in order to improve military professional standards. It is therefore necessary to identify how best to achieve these objectives. From discussions in TP4 on enhancing curriculum harmonisation the need was identified to examine the existing curricula from across the community and to evaluate/confirm the need for and interest in a harmonised curriculum. It was also noted that there was a need to develop a unified curriculum for an ASF response to operations other than war, and also to work on exercise scenarios as a way of enhancing and advancing harmonisation efforts.

### CLOSING

The 6th ACoC was formally closed following the adoption of its decisions outlined in Annexure B of this report.



Photo 13 Delegates, 6th ACoC, Abuja, Nigeria

# Annexure A

# PROGRAMME

MONDAY, 5 NOVEMBER 2012  
ARRIVAL AT ARMED FORCES COMMAND AND STAFF COLLEGE, NIGERIA (AFCSC)

TIME	ITEM	RESPONSIBILITY	REMARKS
<b>DAY 1 MONDAY, 5 NOVEMBER 2012</b>			
<b>Session I: Official Opening of the 6th ACoC</b>			
08:00 - 08:30	Registration	AFCSC/ ACoC Secretariat	Service Dress
08:30 - 08:50	Welcome and Introduction of Delegates	AFCSC	
08:50 - 09:40	Keynote Address by Special Guest of Honour	AFCSC	
09:40 - 10:00	Group Photo	AFCSC	
10:00 - 10:20	TEA/COFFEE BREAK	HOTEL	
<b>Session II: Review of the 5th ACoC and Implications for ACoC's future</b>			
10:20 - 11:00	Chairperson's Report <ul style="list-style-type: none"> <li>• Constitution</li> <li>• Logo, Funding</li> <li>• Strategic Plan</li> </ul>	5th ACoC Chair	
11:00 - 11:20	Feedback from the ACoC Secretariat	Captain (N) (ret.) Johan Potgieter, Executive Secretary, ACoC Secretariat	
11:20 - 12:00	Plenary Discussions	5th ACoC Chair	
12:00 - 12:30	SADC CJAX Feedback	SANWC	
12:30 - 13:00	Presentations by Staff Colleges on ACoC Month Activities	5th ACoC Chair	
<b>Session III: Setting the Scene for the 6th ACoC</b>			
13:00 - 14:00	LUNCH BREAK	HOTEL	
14:00 - 14:20	Handing-over Ceremony	BDCSC/AFCSC	
14:20 - 15:00	Keynote Address: The Role of Staff Colleges in Preparing Officers to Meet Emerging Security Challenges	AFCSC	Session includes questions/comments (5-10 mins)

TIME	ITEM	RESPONSIBILITY	REMARKS
15:00 - 15:20	TEA/COFFEE BREAK	HOTEL	
15:20 - 16:00	Military Leadership: Learning from the Past, looking to the Future	Mr Sean McKnight Director of Studies Royal Military Academy, Sandhurst	
16:00 - 16:30	Introduction of the Thinking Platforms	BDCSC/AFSC	
16:30	Summing up and End of Day 1	BDCSC/AFSC	
20:00	Formal dinner at the hotel	AFSC	Smart Casual
<b>DAY 2 TUESDAY, 6 NOVEMBER 2012</b>			
08:30 - 08:40	Administration	AFSC	Service Dress
08:40 - 09:20	Emerging Security Challenges Confronting African Countries	Mr David Mwaniki CEO Global Crisis Solutions, Pretoria	Session includes questions/comments (5-10 mins)
09:20 - 10:00	Military Education Required to Confront Emerging Security Challenges and the Role of the Officer in Society	Prof. Lindy Heinecken Prof. of Sociology, Univ. of Stellenbosch	Session includes questions/comments (5-10 mins)
10:00 - 10:20	TEA/COFFEE BREAK	HOTEL	
10:20 - 11:00	Strengthening Professional Military Education through Cooperation and Collaboration between Staff Colleges, and the Incorporation of Lower and Higher-Level Colleges to ACoC - Lessons Learned	Captain (N) Jean Nicolas Gauthier, NATO Conference of Commandants	Session includes questions/comments (5-10 mins)
11:00 - 11:40	Curriculum Development: Harmonisation of Curricula of African Staff Colleges - Lessons Learned	Brig. Gen. Wendell Christopher King (R) Dean of Academics US Army Command and General Staff College	Session includes questions/comments (5-10 mins)
<b>Session IV: Thinking Platforms</b>			
11:40 - 12:30	Thinking Platforms	Troika	
12:30 - 13:30	LUNCH	HOTEL	
13:30 - 15:30	Thinking Platforms	Troika	
15:30 - 15:50	TEA/COFFEE BREAK	HOTEL	
15:50 - 16:50	Feedback from Thinking Platforms	6th ACoC Chair	
16:50 - 17:20	Announcement of the Theme and Venue of the 7th ACoC	AFSC	
17:20	Conclusions and End of Day 2	BDCSC/ACoC Secretariat	
17:30	Own Time		
<b>DAY 3 WEDNESDAY, 7 NOVEMBER 2012</b>			
<b>Session V: Closing of the 6th ACoC</b>			
08:30 - 08:50	Administration	AFSC	Service Dress

TIME	ITEM	RESPONSIBILITY	REMARKS
08:50 - 10:00	Presentation of 6th ACoC Decisions and Recommendations	AFCSC	Service Dress
10:00 - 10:20	TEA/COFFEE BREAK	HOTEL	
10:20 - 10:50	Professional Military Development: Public/Private Partnership Arrangements	APRESEL Nigeria	Service Dress
10:50 - 11:50	Exchange of Official Gifts	All Staff Colleges/ACoC Secretariat	Service Dress
11:50 - 12:30	Signing of 6th ACoC Decisions	AFCSC	Service Dress
12:30 - 13:30	Official Closing of the 6th ACoC	6th ACoC Chair	Service Dress
13:30 - 14:30	LUNCH	HOTEL	
19:00 - 23:00	Official Dinner at Army HQ Command Mess	AFCSC	Smart Casual
<b>DAY 4 THURSDAY, 8 NOVEMBER 2012</b>			

08:00 - 16:00	Tour of AFCSC Jaji	AFCSC	Service Dress
<b>FRIDAY, 9 NOVEMBER 2012</b>			

**Departures – AFCSC**

DCSC – Botswana Defence Command and Staff College, Botswana

AFCSC – Armed Forces Command and Staff College, Nigeria

SANWC – South African National War College

## Annexure B

# Decisions of the 6th African Conference of Commandants

5–7 November 2012

Abuja, Nigeria

1. NOTING WITH PRIDE AND APPRECIATION the hosting of the 6th ACoC by the Armed Forces Command and Staff College, Nigeria, with the theme “The Role of Staff Colleges in Preparing Officers to Meet Emerging Security Challenges;
2. FURTHER NOTES WITH PRIDE the final adoption of the ACoC Constitution and Logo;
3. ACKNOWLEDGES that ACoC is an important forum for exchanging ideas on contemporary security challenges and for enriching indigenous knowledge on unique African security challenges;
4. REITERATES the importance for African militaries and Staff Colleges to develop and enhance cooperation to confront emerging security challenges whereby robust cooperative Professional Military Education training and exercises will help bridge the gap in operational concepts and cultural differences;
5. FURTHER NOTES the increasing importance of a paradigm shift from state-centric to human-centred approaches in addressing emerging security challenges;
6. FURTHER observes the critical importance of the role of the officer in society, and the importance of his or her overall professional development ;
7. FURTHER REITERATES that in enhancing the role of the Staff Colleges in concretely dealing with African security challenges, Staff Colleges need to design and conduct their exercises, where lessons learned can be fed into the African Union Commission to enrich common continental security responses;
8. ACKNOWLEDGES the contribution that regional centres and affiliations with academic institutions of excellence could make to education on security issues and common continental security challenges by utilising available expertise such as retired military officers;
9. FURTHER ACKNOWLEDGES the need for incorporation of lessons learned from exercises and operations, to the process of education, training and development of officers, in order to understand the broader strategic political environment and issues that would enable officers and students to serve in both operational, command and staff assignments;
10. COGNISANT of the fact that officers need to think ‘inside and outside the box,’ to develop their flexibility in analysis, in order to derive enduring solutions from a complex security landscape;
11. REITERATES the need for concerted efforts to ensure the inclusion of African Francophone and Lusophone Staff Colleges in ACoC activities;
12. EMPHASISES the importance of recognition of ACoC by regional and continental political bodies;
13. FURTHER NOTES the need to recognise that the world is continuously changing whereby increasing threats to global security include piracy, terrorism, trafficking and organised transnational crimes, cyber attacks, resource conflicts and climate change;
14. FURTHER NOTES that the African challenges are happening within a complex African peace and security landscape
15. RECOGNISES that the other challenges facing Africa include: urbanisation, the growing youth bulge, high unemployment rates and changing resource profile of the continent, with a significant number of threats being of a transboundary nature, where international and external interference, cyber crime and warfare, poor inter-agency coordination, weak public/private partnerships, challenges in managing strategic communications exacerbate the situation;
16. NOTES the necessity to further develop competencies of the military leader to adapt military reasoning to suit contemporary global dynamics, where military officers as leaders are equipped with tools for dealing with bilateral and multilateral security challenges, and where military analysis must consider international, inter-agency, public/private and technology driven communications;
17. RECOGNISES that traditional military structures have segmented due to changing security threats including societal forces

- like changing career patterns, demographics and values, which have an impact on education, training and development thus necessitating the need for disciplined and well-educated professional officers, and flexibility of forces in education, training and development;
18. EMPHASISES that the role of the Commandant is to produce intellectual officers who bring the intellectual dimension to his or her required level of operation and decision making;
  19. NOTES that training is important for the tactical level while at operational level, professional development is imperative;
  20. NOTES that the role of Staff Colleges is to help young men and women develop the attributes and competencies needed to accomplish their missions, whatever their future duties may be in order to create understanding of what young leaders must 'Be, Know, and Do';
  21. OBSERVES that while there is no single right way to successfully develop military professionals due to the different operational environments, there are common educational outcomes and objectives that are relevant to all armed forces;
  22. FURTHER OBSERVES the need for Staff Colleges to design and determine academic programmes, through needs analysis and programme design addressing what graduates must be able to do in the performance of their duties as field grade officers;
  23. NOTES also the importance of designing and managing education programmes of study, which best prepare young military leaders to accomplish their duties and responsibilities, while recognising it is not clear what they will be asked to do in the future, as well as assessing or measuring if the students are able to accomplish designed objectives;
  24. ACKNOWLEDGES that Staff Colleges need to manage change in their curricula, as change is a constant in military education which is based on assessing whether Staff Colleges have achieved the learning they had designed to accomplish, or that the operational environment is changing and the need to adjust their learning outcomes to anticipate this change and adjust accordingly;
  25. NOTING the importance of cooperation amongst Staff Colleges to strengthen professional military education;
  26. REITERATES that ACoC needs to be aware of lessons learned from similar organisations, experience of members attending common courses, seminars, research, undertaking outreach initiatives and field study visits etc., and also integrate academic lectures with expertise from their member colleges through DS exchange programmes;
  27. FURTHER STRESSES the increasing need for harmonised leadership development in preparing officers, based on common courses to solve common African problems;
  28. ACKNOWLEDGES ongoing challenges in gaining formal recognition by continental bodies;
  29. ACKNOWLEDGES that notwithstanding financial constraints, implementation of decisions undertaken in previous conferences is an ongoing process with substantial progress having been made in terms of the agreed result areas;
  30. ENDORSES the importance of the platform that ACoC provides in sharing experiences and best practice which Staff Colleges should take into consideration and model to their own unique environments;
  31. REITERATES the importance of inter-college communication and reminds members of available resources such as the ACoC website;
  32. STRESSES the significant role that Staff Colleges can play in the promotion of gender equity to address the many factors that contribute to gender discrimination within society and the military;
  33. NOTES WITH SINCERE GRATITUDE the insightful briefs presented by the NATO Defence College, US Africa Command and resource persons;
  34. REITERATES the need to adapt current thinking on new and emerging global security challenges and to adjust training and development to enhance closer collaboration between Staff Colleges;
  35. COMMENDS the Defence Services Command and Staff College, Zambia, Senior Command and Staff College Uganda in successfully conducting the ACoC Month Proclamation activities and encourages other Staff Colleges to pursue this objective;
  36. NOTES WITH PRIDE the successful conclusion of the SADC CJAX held in September 2012 and hosted by the Zambia Defence Services, Command and Staff College with the participation of the National War College, South Africa, Defence and Staff Command College, Botswana, Staff College, Malawi, observers and the media;
  37. EXTENDS GRATITUDE to the government of Zambia and the British Peace Support Team South Africa in facilitating the hosting of the SADC Combined Joint African Exercise (CJAX) 2012;
  38. FURTHER ENCOURAGES Economic Community of West African States, ECCAS, East African Community, North African Regional Capability to pursue the CJAX in the coming year;
  39. NOTES that progress has been made in the implementation of ACoC decisions but that further commitment would be required in order to concretise and consolidate these Decisions;
  40. FURTHER NOTES with pleasure and gratitude the offer of the Staff College, Libya to host the 7thACoC in November 2013;
  41. ACKNOWLEDGES with gratitude the attendance of the invited African Staff Colleges to the 6thACoC and extends sincere appreciation to the Armed Forces Command and Staff College, Nigeria for the successful hosting of the Conference;
  42. FURTHER extends its deepest appreciation to the outgoing Chair, Commandant, Defence Command and Staff College, Botswana, for his outstanding contribution to the aspirations of ACoC;
  43. FURTHER EXTENDS APPRECIATION to the Senior Command and Staff College, Uganda for its continued commitment and participation in the 3rd, 4th and 5th ACoC Troika;
  44. FURTHER extends its heartfelt support and wishes to the current ACoC Chair;

45. DECIDES that the following be undertaken to enhance and consolidate ACoC achievements:
- a. Sustainable action plans need to be derived from deliberations of conferences in order to attain the objectives of the association
  - b. The incumbent Chair should make a deliberate effort to visit the Economic Community of Central African States (ECCAS) during his term in order to establish the reasons for their absence in ACoC conferences despite numerous invitations, and to address those obstacles;
  - c. High-level and lower-level colleges would not be allowed membership but higher-level Colleges/ academies should be invited as observers to ACoC conferences
  - d. The Troika should use the AU contribution assessment in determining individual contribution of each College;
  - e. The Chair through the Staff Colleges should write to the individual Governments informing them of the Decision taken to prescribe a membership fee to each ACoC member
  - f. The Strategic Plan and the Marketing Strategy, informed by the Constitution, should be finalised and distributed by the Chair within three months, when members should submit their comments and suggestions concerning the Strategic Plan by 01 February 2013
  - g. The Troika should approach the Regional Economic Communities and friends of ACoC to seek funding opportunities for the association
  - h. The Troika should make an effort to ensure that the ACoC agenda is tabled again at the AU Commission and in particular at the African Chiefs of Defence Staff Meetings at their next meeting
  - i. Members should commit to undertake ACoC's activities as mandated, and encourages Staff Colleges to demonstrate commitment through sustained participation
  - j. Conscious of relevant international instruments on gender, Staff Colleges should ensure gender mainstreaming in their curricula

- k. Staff Colleges should consider introducing topics on good governance and democracy in Africa in their syllabus
- l. In keeping with the spirit of leadership, Commandants and Directing Staff should also be exposed to continued learning to discern the changing peace and security environment
- m. Researchers, including practitioners, should be increasingly involved in the education, training and development of professional military officers Military education in African Staff Colleges should be tailored to address security challenges looking at a larger inter-agency collaboration to include civilians
- n. Curriculum design should consider some emerging security challenges which are outside the core functions of the military and how to incorporate these into the curriculum including piracy, protection of women and children etc.
- o. Training curriculum or curriculum development should cultivate the intellectual skills of the officer, and foster a culture of bringing in key internal and external experts
- p. Staff Colleges should examine existing curricula across the community, evaluate and confirm the needs and interests of such harmonised curricula, develop a unified curriculum on relevant themes, including African Standby Force response to Operations Other Than War
- q. Staff Colleges should consider working on exercise scenario at College and Regional/Combined Joint African Exercise level
- r. Staff Colleges should submit their three best research papers to the secretariat to encourage research and sharing of best practice
- s. Concrete measures have to be undertaken to address structural, financial, technical and administrative challenges thus:
  - Finalise the funding and fundraising strategies
  - Finalise a plan for establishing a permanent ACoC secretariat

## Annexure C

# The Role of Staff Colleges in Preparing Officers to Meet Emerging Security Challenges

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## INTRODUCTION

I would like to thank the African Conference of Commandants (ACoC) for inviting me and for giving me the opportunity to deliver a lecture on a contemporary topic: *The Role of Staff Colleges in Preparing Officers to meet Emerging Security Challenges*. I am happy that ACoC, since its inception, has made progress in strengthening itself as a stakeholder in professional military education (PME). The introduction of the Combined Joint African Exercise (CJAX) and its conduct by some member states is a step in the right direction. I hope in future all colleges will be involved in such exercises.

Human, community and national existence depends on security; a necessary condition for life. It is like the oxygen we take for granted and breathe continuously. Without adequate security, the “law of the jungle” will govern. Insecurity exists today on a global scale. Africa experiences insecurity almost on a daily basis. Africa is a large continent, has a large, young population and a diverse ethnic/tribal composition. This portends huge potential for insecurity, particularly if there is widespread unemployment. Because of this, many countries on the continent have experienced some degree of problems, disasters, political instability, famine and crises. Today Mali, Somalia, Sudan, Libya and Nigeria, among others, are in the news for various security issues. Many are, however, regarded to be stable because they have conducted free, fair and credible elections. Credible elections in a democracy are an insurance for security. Instability derives from unresolved conflicts, which, if not well managed, lead to crisis, with the armed forces becoming one of the tools for its resolution. Africa is full of fault lines. Paul Rogers sees them as “the invisible but potent divisions,

primarily within states, that are the hard edges of societal differences that exist as potential causes of violence”<sup>1</sup>. Some of these lines arise from leaders’ insincerity and desire to occupy their positions without popular support and in some cases poor capacity to lead. We also have lack of good governance, marginalisation of many people and economic deprivation based on unfair distribution of proceeds from natural resources and educational shortfalls. Democracy, which should have provided solutions for some of these, is yet to prove effective because of its practice in Africa. All these and more create pockets of “communities of losers” that become catalysts for conflicts. These conflicts come in the form of insurgency, subversion, terrorism, militia activities, open criminality, extremism of an ethnic or religious flavour or even internal social unrest.

The efforts of the military and other security agencies have been required to deal with most of these situations because many other instruments of statecraft such as political, economic, etc. are weak. It is essential for civilian and military leaders to work together in well-structured civil-military relationships to reverse this trend. If this is not done, the prospect is bigger unpredictable crises of varying intensity and uncertain duration for Africa. Commandants of African staff colleges must assume a position where they prepare students who are competent and confident to increase their productivity so as to be able to provide solutions to their society’s conflicts. The military apply strategies to deal with the violence that results from conflicts. Military officers must therefore be trained, educated and adequately equipped to enable them to defend their countries’ national interests.

Commandants must see themselves as strategic thinkers who are responsible for developing concepts



and inspiring their student officers to think creatively. They must know and understand their nations, their leaders and their societies, and must prepare their students through the study of their societies to be capable of producing positive results across the spectrum of national and international security challenges. They must also understand the required mixture of training, education and experience necessary to develop military leaders to lead in a complex and changing security environment. Of necessity, they must encourage their students to personally develop themselves. Johnson-Freese said: "Training has right and wrong answers which allow immediate progress measurement; education is incremental and involves grappling with ambiguity"<sup>2</sup>. Good training and education, the requisite experience and personal development are important for the development of institutions, societies and nations and are a link to the future. A professional military officer must be intellectually competent and must acquire expert knowledge of the military business.

This afternoon I shall share my thoughts with you on the topic beginning with a brief description of *The Military Profession* and then *Military Leadership*. I will follow these by looking at *Professional Military Education*. Next will be the Emerging Security Challenges Facing Africa leading to the *Imperative for Reform* in our staff colleges. *My Closing Thoughts* will bring the discourse to an end.

## THE MILITARY PROFESSION

The military is a complex human institution that provides service in dangerous environments. Its constitutional responsibilities amongst others are to deal with external aggression or stabilising internal order. It is also a pivotal instrument of national power that requires physical and intellectual demands. Those who join have great responsibility towards society and exhibit high willingness to sacrifice their lives on behalf of their nations. Gen. John Hackett aptly summed up their responsibility as "contract of unlimited liability"<sup>3</sup>. This is due to a legal, social and sacred contract between them, i.e. the military and the government.

In a democracy, the civilian leaders must understand the military, and ensure they are employed wisely to achieve set objectives since military actions are based on political directives. The military in turn require well-educated officers to interpret and execute the directives by political masters. Thus, the government recruits the very best from society and ensures they are well trained and educated. The military would equally need to improve on its human resources through knowledge and effective leadership.

## MILITARY LEADERSHIP

Leadership is central to the military profession and the military depends on a well-structured hierarchy to achieve results. The main responsibility of senior military leadership is to advise political leaders on how military power should be applied in pursuit of national policy objectives. Leadership in the military is often misconstrued as command, but command is incomplete without good leadership qualities. A good military leader is one who has the quality, character, ability, mental power and capacity to face and overcome the ambiguities and uncertainties irrespective of how challenging they may be. It is only constructive and rigorous military education that can bring about the capacity for the required independent thinking, the ability to analyse complex problems and that self-confidence that a great leader must have.

Being commissioned into the armed forces does not make one a leader. Leaders are leaders because they possess positive attributes as highlighted by Estes. These are: "the courage to admit mistakes, the vision to welcome change, the enthusiasm to motivate others, and the confidence to stay out of step when everyone else is marching to the wrong tune"<sup>4</sup>. It is the achievement of the led that is the ultimate test of a leader's effectiveness. Consequently, it is the responsibility of the military to provide a long service career which entails continuous military education. The education is designed to equip officers with the moral, physical and intellectual capacities to deal with strategic issues and confront contemporary challenges. This can be conducted at unit level or through professional military education.

## PROFESSIONAL MILITARY EDUCATION

The professional military education (PME) system is a complex of processes which, according to Milam Vego, "should encourage the development of initiative, flexibility, decisiveness, and willingness to take responsibility."<sup>5</sup> Military education is all-encompassing and adapted to suit its members. The first stage of PME is to bring cadets up to officership level in academies where graduate officers in different disciplines are produced. Due to national security responsibilities, it is important to educate military officers using the right educational opportunities, in and out of service. They must be educated in conventional war, management of peace support operations, handling of internal crises of whatever nature and resolving social problems arising from environmental disasters. Indeed, General Bradley said: "In preparing for a lifetime of service, our professionally trained military

graduates must train not only for leadership in battle, but also to provide leadership for the nation in adapting the resources of science and education to our national needs”<sup>6</sup>. How can we develop officers to have the capacity to satisfy national needs? Experienced leaders who have come through successes and failures in their various endeavours may provide us with some answers.

Most command and staff colleges assemble military officers and civilians from the MOD and other government agencies to give them the opportunity for interaction with, and exposure to, wider issues of defence and security. Key objectives are to produce intermediate level officers with knowledge/competence of:

- Application of operational art to joint warfare and joint planning.
- Planning and conducting operations for both military and non-military purposes in peace, war and other contingencies.
- Understanding joint concepts and doctrine with the emphasis on strengthening interagency cooperation and processes.
- Ability to apply critical thinking, decision-making and problem-solving skills so that they can provide practical solutions to higher military directives.
- Policy making and generation of strategy based on policy through the most effective analytical method.

Good education is applicable to many situations that will contribute to the development of future military leaders. It “makes it possible to prepare better for the complexity of the battlefield of the future and the challenges that await leaders at all levels”<sup>7</sup>. Some staff colleges award Master’s degrees through affiliation to an established civil university within an academic-military relationship that must be well nurtured. As graduates of staff colleges grow in rank, they attend other professional courses, but must ultimately attend a war or defence college if they are to put their stamp on the path to generalship and high-level command.

Education and training produces a highly enlightened military leadership who understand security issues, are prepared for operational leadership, defend the values of their culture and adapt to changing circumstances of national, regional or global imperatives. Education and training are not synonymous, but mutually complement and reinforce each other, and need to be fused right from the beginning of an officer’s career. Jeffrey McCausland and Gregg Martin emphasised that “Education has more to do with how to think about problems and how to deal with those things that may not lend themselves to outright solutions. It is a matter

of intellect, thought, indirect leadership, advice, and consensus-building”<sup>8</sup>. Education and experiences are needed in preparation for appointment to high office where leadership and decision-making skills are crucial.

Lt. Gen. Chilcoat asserts that: “The revolution in military affairs (RMA) suggests a corresponding revolution in military education which transforms the who, what, when, where and how of professional military education”<sup>9</sup>. Future military leaders must understand technology and be used to uncertainty and change. The conduct of war is influenced not only by technology but also by political, economic and military institutions of state. RMA and PME require changes in single service and joint cultures and even the make-up of future structures. Staff colleges should be innovative centres that will bring about new concepts of warfare through changing knowledge acquisition methods and curricula.

Students of PME have a wide range of capabilities. The staff must also have a good background of knowledge, academics and even research. Staff colleges must be dynamic so that they can respond to today’s requirements and to a great extent what is anticipated for the future. It is a valuable asset for the nation that policy makers must appreciate, and so must relate amicably with them. PME must produce agents of change within single services and in joint environments. The environment must encourage new thought and reward rather than punish innovation through policy-relevant research and critical discussion between students and policy makers who come to deliver lectures. Civilians who attend staff colleges must be those who will come across or interact with the military personnel in their work places in the future.

From the defence academy through the staff college to the defence or war college we must establish a thread linking the subjects that are taught. Some of the areas will include:

- National Defence Structures.
- Roles and Missions of all Services.
- Nature of Military Power and its Employment.
- Joint Operations/Warfare.
- Military Leadership.
- Regional Knowledge/Studies.
- Military History.
- Strategy.

I briefly discuss strategy and military history because of their importance to modern-day soldiering. Strategy must be studied early in an officer’s career. The study should go deeper at the staff college level and focus on national security strategy and national military strategy. Strategy is complex, complicated and difficult because it is a thought process requiring intellectual skill. It has

many definitions and today it is even applied to many human activities within the business environment. However, strategy “remains fundamentally military in character” and must include organised political violence, the element that makes it different. Strategy may present difficulties because each element that makes it up is important, i.e. ends (objectives), ways (courses of action) and means (necessary supporting resources). It can be better understood from a different perspective since it is about balancing risk.

A distinction was, however, made by Tom Nichols between “purely military strategy – the application of force for the goals of national policy during war time – and grand strategy, which is the application of all the facets of national power (the “DIME”) to the ends of policy.”<sup>10</sup> Strategy (in strategy and policy) and grand strategy (in national security affairs) are crucial aspects of an officer’s education. They must be taught in theory and practice at all levels of PME. Strategic talent can be improved by formal education. A strategist, as explained by Colin Gray, “ideally has to know what to do, how to do it, and last but not least, he/she needs to be able to do it.”<sup>11</sup>

Teaching war during peace requires the study of military history. Milan Vego sees history as “... the broadest of all studies. It encompasses every aspect of the experience of humanity. History serves as a foundation of education by showing how mankind repeats its errors and what those errors are. It is the story of universal experience.”<sup>12</sup> It brings out the leadership styles of commanders and fundamentally of strategy and operational art that produced the desired results. In the study of military history, leaders who have desirable qualities are identified for emulation in leadership teachings. Each operation must be considered in its **width**, by looking at the time frame, in **depth** by considering limited events in detail, and in **context**, by understanding the nature of the society in which the event took place and the many factors that contributed to the outcome. Ultimately, the lessons learned may be looked at as a guide to the future. Those who aspire to become operational commanders should be good students of military history because it has practical value. Indeed, Simon Bernard explains that “It contributes to the mental development of the military leader while at the same time providing a breadth of experience that would be impossible for anyone to encounter in a single lifetime.”<sup>13</sup> Therefore, the learning process must be done well and continuously too to prepare officers for an uncertain future. Continuous learning may be difficult, but it is very important for the modern military so that student capabilities can be developed to deal with emerging threats.

Rapid changes in how the armed forces are employed have implications for their education. The study of contemporary conflicts brings out the requirement for fresh thinking, innovation and new strategic concepts, with the courses taught being relevant to the demands of leadership. General Chilcoat believes that professional military education must transform due to the demands of “the information age in the same way as our operational forces and in the process provide leadership for change.”<sup>14</sup> It requires championing new ideas. However, the manner of execution of a transformation model might differ from country to country based on the challenges they face. The main challenge facing all nations is the uncertainty and unpredictable security environment. PME faces the crucial task of getting the students to understand the challenges of the emerging security environment by teaching them “to recognise and deal with the unexpected”.

## EMERGING SECURITY CHALLENGES FACING AFRICA

It is a complex task to prepare for the unknown. Imagined threat scenarios could be taught and other possibilities imagined. However, when new situations occur, the military develops its expertise to confront them. So the educational system desired will be crucial to achieving positive results. Clausewitz has already told us that “War is more than a true chameleon that slightly adapts its characteristics to the given case.”<sup>15</sup> Still, after a military conflict, it is difficult “to envisage a different kind of threat”<sup>16</sup> and so the lessons of conflict must be studied. In a changing security environment, military leaders must be decisive, innovative, take the initiative and intellectually adapt to deal with complexities. The challenges and risks of the 21st century security environment could be addressed with success through the requisite military education and training for leaders who will ensure success in operation. We must continuously “train for certainty” while “educating for uncertainty” and employ all elements of national power to face both. Here the power of imagination must come into play.

The range of threats facing Africa are wide and highly diverse. Those involved exhibit high capacity and propensity for violence, particularly in resource-rich areas. Some of the emerging security challenges include:

- **Maritime Domain:** Illegal fishing, violence against offshore oil production facilities and piracy (disruption of maritime commerce). Examples are the Gulf of Guinea and Somalia.
- **Water Policy:** Inland waterways (Great Lakes area, Lake Chad, the Nile and Niger rivers).

- **Transnational Organised Crime:** Non-state organisations, thieves and armed gangs.
- **Human and Drug Trafficking.**
- **Conflict over Natural Resources:** Mining, forests (timber).
- **Electoral Malfeasance:** Unfair electoral competition.
- **Democratising States/Weak Institutions:** “Studies have shown that democratising nations are highly prone to both internal and external conflict.”<sup>17</sup>
- **Divisive Identity Politics:** Could be clan, ethnic, religious or any form of differentiation.
- **Political Militia:** Could be used by government or ethnic groups – use of violence to influence political processes.
- **Social Upheaval.**
- **Disasters:** Natural/man-made.
- **Climate Change/Global Warming:** Pastoral areas. Stress on water, food production and the environment. Migration will lead to social and economic crises.
- **National Debt:** Effect on national security.
- **Ineffective/Non-existent Youth Policy:** Resultant youth violence.
- **Nationalism:** A potent force where people will pursue aims at all costs.
- **Legitimacy of Government.**
- **Leadership Failure/Corruption.**
- **Undue External Interference including inaction of African Union.**
- **Arms Trafficking.**
- **Insurgency/Terrorism.**

Among these, insurgency is the most prevalent. Colin Gray defines it as “... a protracted struggle conducted methodically, step by step, in order to obtain specific intermediate objectives leading finally to the overthrow of the existing order”.<sup>18</sup> It thrives where politics is used for domination. Kingdoms, empires and states have had to face it. Some conditions for insurgency are absence of government control, strong insurgent leadership, an insurgent ideology acceptable in their area of domicile, a willing or receptive population, source of funding, complicity by actors in weak governments, etc. To put a halt to insurgency, it may require the transformation of national security bureaucracy which is difficult because it is not easy to get security agencies to adapt to radical changes. African security agencies cannot use ordinary or known approaches in most cases and succeed. Therefore, skilful strategies have to be designed to impart knowledge and methodology of creative thinking by the staff colleges through a well-managed process of education.

PME must emphasise the effect of technology and global developments on defence/security. Not only technology, but cyber warfare is a key threat today. People

have to be trained and educated in defence against any attack on a cyber security infrastructure. The military must champion the cause of technological development and its impact on national security.

To foster valuable interaction, the differences between services, between services and civilians, and between defence and the wider society must be understood. It is also always a challenge for the services to work together even in a learning environment due to their different cultures. These are dominated by the medium in which they operate and may also affect their leadership styles. Education will bring about the desired competencies and leadership development.

The problematic issues of civil-military relations must be clearly understood since they are part of military professionalism. Its challenge, according to Suzanne Nielson, requires reconciling “... a military strong enough to do anything the civilians ask them to do with a military subordinate enough to do only what civilians authorize them to do”.<sup>19</sup> What the military instrument can deliver must, however, be linked with what the policy makers want to achieve. Therefore staff colleges must be given clear and precise strategic directives on what they should educate officers in. The military must understand national political processes and should intensify the teaching of socio-political issues.

It is difficult to educate officers for future challenges since any prediction cannot be definite. One way we can educate and train for the future is through creative thinking and simulation. Therefore officers must receive the right education at the right time in their careers. In developing future military leaders at the staff college level, it must be ensured they can think broadly beyond warfare. More time must be devoted to our medium of operation and logistics issues. For the maritime area, we have to contend with piracy, maritime threats and illegal activities around the more than 40 000 km of Africa’s coastline. Airpower must deal with large groups of insurgents even in built-up areas, and land power must get involved in today’s commitments: counterinsurgency, combating violent extremism, and reconstruction and stabilisation issues. Logistics undeniably remains central to military operations. The officer corps must go through varying experiences and develop skills that will make them effective. Staff colleges must have enough officers from all the branches of the armed forces who have diverse experience for good representation. This will ensure a balance in syndicates that will bring about diversity of opinion, which will include gender issues.

Gender issues are basically social and cultural. The role of women in our societies is usually confused by all those who attempt to express concern – feminists and those who are not gender sensitive. Their security and

health needs must be taken care of, not only by showing them love, but by recruiting them into the military in areas for which they are mentally and psychologically well suited. They are a component of military capability needed for improved military effectiveness and societal stabilisation (UN). However, women's physical structure, their emotional needs, their ability to reproduce and Africa's social and cultural dynamics are issues that need attention.

## THE IMPERATIVE FOR REFORM

To face the security challenges of Africa, the staff colleges themselves need to adjust to changing times. The factor of resources is important. Governments must support the staff colleges in terms of manpower, funding and infrastructure. Commandants must face the new challenges with rigour, vigour and a clear vision of the changes required. The curriculum must be reviewed, appropriately updated, kept relevant and attuned to the requirement of the day-to-day activities of military officers. Attention must be focused on current defence challenges, students' experiences and the prospects for continuing professional development. What should be taught? How should it be taught? Who should teach it? These are all important questions. The answers lie in improved concepts and methodology, and ensuring necessary joint education. Curriculum development is an area of expertise where civilians can make a positive contribution, although both military and civilian academics are crucial to military education. They complement one another in the faculty, and everyone knows his or her strengths and weaknesses. The right methods and techniques that are suited for an academic environment must be adopted. It must be learning-centred. In a globalised environment with varying challenges, military leaders need specialised education. Improved education and intensive training can bring about success by the military in facing the complex and unpredictable security challenges of the future.

Education links the past to the future, a future filled with changes. Officers must be educated and trained to levels equal to the changes they will face. Change must be part of a programme linked to military transformation which will bring about longer-term learning and education necessary for progress in modern-day soldiering. There must be improved critical thinking about warfare, military history and skills in joint warfare. There must be provision for officer development, and all services and all officers must show interest. Jointness and inter-agency cooperation, which are "doctrinal goods", remain the fundamental basis of education and training. Officers must graduate with an understanding

of all media of military operations in an emerging national security environment.

The military must have the ability to adapt to their surroundings for continuous relevance. Future operations may include not only other agencies, but also other nations. Therefore ethical education and cultural education become important. They must understand and be familiar with the various cultures of national security agencies and the interagency processes. On ethics, remember the My Lai (Vietnam) and Abu Ghraib (Iraq) episodes. Because of the cycle of instability and conflict in Africa, we must find a comfort zone within the bounds of responsible ethical behaviour.

Faculty members, who have both a military and academic background, must possess exceptional capacity for balance. This will allow them to carefully consider students' dissenting views and evaluate them against college solutions. Leadership programmes must cover specific leadership issues with the emphasis on leaders' development of subordinates or even mentoring. The staff colleges could adapt methods to fulfil their objectives by aiming at being current, relevant and encouraging professionalism.

For cooperation and collaboration between staff colleges, let us look at the sub-regions within Africa. They are:

- Central Africa (ECCAS)
- East Africa (EAC)
- North Africa (NARC, MAGREB)
- Southern Africa (SADC)
- West Africa (ECOWAS)

The sub-regions each have their own characteristics which are based on economic cooperation and to some degree on security cooperation. In the case of ECOWAS, it was easily converted to ECOMOG to face the security challenge of a specific period. The security mechanism of the sub-region and initial cooperation and developments are still continuing, which have led to the proposal of a stand-by force. I believe other sub-regions can do the same to deal with the difficult problems they face.

The staff colleges could cooperate in the areas of curriculum development, exchange of students and exchange of faculty members. I understand some element of cooperation now exists, but more needs to be done. The process must be hastened even if it begins within the sub-regions. The African Union's contribution will be beneficial if it can designate a centre for security studies in each sub-region. This could encourage the generation of exercises.

Exercises/scenarios could be designed that will be distinctive to a sub-region. Each college will see how the students perform and the practicality of a

given setting. The thinking process could be noted and teaching lessons brought to light. Even exercises that could be characteristic of the whole of Africa could also be designed. The solutions proposed could be part of documentation that could be submitted to the African Union Secretariat. The assumption in the exercises must be realistic.

The African Union is now involved with conflicts in Mali, Guinea Bissau, Somalia and Sudan. In view of the crisis of leadership legitimacy and development in the Maghreb, exercises could be designed with different parameters. Exercise CARANA, designed by the African Union, is a good example for a start. The exercise aimed to test and train African forces in multinational and multi-agency, joint and combined PSO. The current Combined Joint African Exercise (CJAX) is known to all the colleges. It aims to enhance the capability of the African stand-by force. This is important, because I believe that some exercises have outlived their utility and consequently serve no useful purpose. The policies or strategies that have worked in the past may not work today or tomorrow. National leaders will decide on what is good for the future of their nations. Your colleges will have a role to play, with the political leaders determining what is necessary and desirable and giving you the wherewithal to achieve your objectives. Any plans made must be able to be implemented and well coordinated to gain the commitment of African leaders.

## CLOSING THOUGHTS

Africa requires dynamic and forward-looking armed forces, and ACoC's main goal will be the commitment to get the best for and from the students by providing them with a sound professional education that will allow them to adapt their thinking as the global environment changes. This requires hard work. The students must show supreme understanding of the issues at stake. They must come away with the understanding of joint operational perspectives and how the knowledge they have acquired can be linked to the responsibilities they will face.

Africans must choose their leaders freely and governments must guarantee adequate security and welfare in addition to some measure of stability in development. There must be uniform understanding of African issues by all the colleges and they need to strengthen the link for the exchange of ideas from time to time.

Serving in a staff college is an exciting experience because one meets students with exciting ideas. My only worry is that some of the experiences and the intellectual curiosity they exhibit are not documented anywhere. Students must be made to write for the college

journals so that others can benefit. It is important because we would not be talking about war and warfare today if Sun Tzu, Thucydides, Jomini, Clausewitz, Liddel Hart, JFC Fuller and many others had never devoted time to writing. Not only should the students write, they should also keep reading others' works and keep thinking to enable them to visualise events in the future. Indeed, the reading list of the colleges must be robust and current and must get to the students long before the course commences. However, let's bear in mind what Otto Von Bismarck said: "Man cannot create the current of events. He can only float with it and steer".<sup>20</sup> To which I must add, the steering must be to a desired destination of a highly educated officer corps with good leadership credentials.

To broaden students' horizons, they must be taught to take a balanced perspective on issues to enable them to serve in both operational and policy assignments. To overcome the complexity of security challenges, African staff colleges could seek assistance from advanced colleges in areas needing attention. However, each nation should act in this regard within the context of their national interests.

Students should be exposed to ways in which they can develop strategies for dealing with new challenges. Priorities must be identified and acted upon reasonably. Space for cooperation/collaboration with other colleges must be expanded. The courses must ensure that students get a grasp of political realities, national interest and the type of leadership qualities needed.

African military forces will surely have to work together in the future to confront any challenge. Robust cooperative PME, training and exercises will help to bridge the gap in operational concepts and cultural differences. Commandants must acknowledge the challenges Africa faces so that they can be addressed. Lessons learned from exercises and operations must be made part of the process of educating and training upcoming officers. I hope my suggestions will bring about positive thinking about how we can improve educational initiatives at the intermediate level in preparing officers to succeed today and play effective leadership roles tomorrow. Military leaders' responsibilities have grown in scope and complexity – well beyond combat – even with the resource constraints.

The colleges must have sufficient resources for their programmes. The college budget must be adequate to ensure its smooth running. This is sometimes difficult in Africa because the political/civil authorities, including those established to support the armed forces, are still not very comfortable with them and are not conversant with the requirements of defence. However, you must prepare your budget skilfully and carefully defend it to

the political leaders concerned who, I believe, must see the “writing on the wall”.

Our staff college in Jaji has as its motto *Leadership and Knowledge*. Knowledge can only be acquired through study. Due to the intricacies of employing the armed forces, Sun Tzu, the Chinese strategic theorist, advised that it must be mandatorily studied. The study must lead to officers’ effectiveness in their various jobs and broad *Knowledge* of the demands of *Leadership*. Only professional military education can produce the kind of officers we need in security situations, which are continuously changing, and where their thinking must be adjusted to suit changing realities.

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## Annexure D

# Military Education, Training and Development for Emerging Security Challenges

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## INTRODUCTION

Preparing future military leaders to meet emerging security threats is a daunting task. More so than other professions, the subjects of your field of study and expertise are constantly evolving and changing. A diversity of skills, capabilities and capacities are needed at various levels to ensure operational success across a wide range of activities, from warfighting to disaster relief. There is no blueprint on how to educate and prepare future military leaders, but there are some key building blocks. The aim of this presentation is to highlight why a holistic approach to military education, training and development (ETD) is needed, and how to balance ETD with the various career stages of officers. In other words what is required when, where and why.

To set the scene, a brief background of how security and societal forces influence ETD is provided. Thereafter, the difference between academic education, training and professional development is made in order to provide conceptual clarity with respect to the competencies required at the various levels. In closure, some recent trends that affect ETD at the staff colleges are discussed.

## CHANGED SECURITY AND SOCIAL ENVIRONMENT

### Security environment

Educating military leaders for future security challenges is complex. Not only are military personnel expected to do various tasks, but to deal with security threats where the distinctions between war, organized crime and large-scale violations of human rights are blurred.

Added to this, the root causes of these conflicts are often unclear and lie in a combination of issues of poverty, competition or control over resources, displacement, ethnic stress, power struggles, or civil violence and destruction. Frequently, these are seated in issues of poor governance, revenge, lust for power, ethnicity, religion, ideology or some other unifying bond.

The outstanding characteristic of current war is that the distinction between combatants and non-combatants is often unclear. What this means for ETD is that there are no clear-cut adversaries against which to prepare future military forces, and in most cases the military is not the most suitable means to deal with these ill-defined, or messy threats. Hence, attempts to identify, educate, train and develop future military leaders to deal with all the challenges they may face, is near impossible.

### Societal influences

Besides the security environment, there are a number of other systemic or societal influences that impact on ETD. Due to changing security threats and economic pressures, militaries are restructuring their forces to become more cost-effective, efficient and flexible. Whereas in the past the military was a "total institution", self-sufficient and the sole provider of public security, this responsibility is now divided between civilians and military personnel and between the private and public sector. Thus, the military needs to accommodate these various actors who perform an array of military tasks, and often do this better than the military itself. This leads to new tensions around corporateness and autonomy.

As joint, inter-agency and multinational military operations increase, military courses are becoming more



culturally diverse and heterogeneous, and so too is the operating environment. This means that one needs to be more culturally astute in order to foster cooperation and understand the power relations embedded in this. Given that military culture is embedded in uniformity and conformity this is often difficult. The challenge is to manage diversity in such a way that one draws on the strength of diversity. Often the focus is on just making sure that there is sufficient representation of different groups, but not on valuing diversity.

Besides this, the demographics of those attending your military courses are bound to change due to changes in population structures, but also because of the emphasis placed on gender equality and gender mainstreaming. This brings about new challenges, but also new strengths. For example, on average men are considered better at spatial orientation and quantitative proficiency. Women tend to pay more attention to detail, have better verbal skills and accuracy of perception. Men typically tend to be more concerned with the “how” of doing things, and women with the “why”. Combining and valuing the contribution of both men and women equally in today’s security environment is crucial for operational success. This does not threaten military masculinities, but complements it as you are embracing new skills sets, hitherto underutilised by the military. The challenge is to use both men and women in the right capacities, right combinations, right places at the right time, but not in a stereotypical way.

There are many other societal influences that affect ETD, such as the influence of technology, changing values within society, the growth in individualism, rejection of authoritarian practices, the status of the military within society and so forth that are beyond the scope of this presentation. As many of these pressures are seen to be contrary to military culture, the military is often slow to embrace cultural change and this creates tension within the organisation.

## EDUCATION, TRAINING AND PROFESSIONAL DEVELOPMENT

Coming back to the aim of this presentation, the question is: how does one prepare military leaders for their future tasks? The first principle to realise is that flexible missions need flexible officers and “flexible minds”. This is often difficult, because the military mind typically thinks in a linear way, step by step, or through a phased approach to things. One can say that the military generally has a structural functionalist approach to understanding reality, whereas in today’s world you need to develop an interpretive approach to problem-solving and decision-making. This means that there must be a fine

balance between academic education, military training and professional development.

### EDUCATION (THE WHY)

The essential function of academic education is to develop generic intellectual competency. Academic education focuses on the why rather than how. Besides imparting basic knowledge in specific academic disciplines, academic studies develop the critical thinking, problem-solving and analytical competency of students. It prepares one to think and analyse problems from different perspectives and to assess various options based on logical reasoning. Without academic education, officers will find it difficult to understand complex processes and comprehend the interdependence of diverse phenomena.

Thus, the value of academic education lies in improving the reasoning ability of officers. In so doing, it enables officers to embrace change more readily and to adapt and anticipate the consequences of certain actions. More importantly, it instils in officers the attitude and ability to learn constantly from one’s environment. Also, it ensures that decisions are not based on superficial knowledge, dogma and prejudice. In essence, the role of education is to develop what we call an enquiring mind.

Now the next question is: who provides this education? Typically universities and tertiary institutions provide this broad-based theoretical education. As such, they are not involved in professional development as the aim of broad-based education is to develop the intellectual capability of individuals. Nor does it teach officers the how – this is done through training. One of the challenges facing military academies providing undergraduate education is how to balance education, professional development and training.

### TRAINING – THE HOW

Military training differs from education as it imparts particular skills directly relevant to the conduct of military operations. It teaches one how to do things related to one’s corps or mustering. It may have academic components, but it is really about skills for a particular job. Training also develops other character traits necessary such as physical courage, endurance and mental toughness through character development. One of the challenges facing the military is how to give its members the “practice” to develop these skills. This can be done through military exercises to develop character, mental strength, the ability to cope with stress, and to work in teams. Typically military training has been provided

by military practitioners, but this is now increasingly outsourced as the security environment has become more complex. The long-term implications of outsourcing this core practice is something armed forces have not considered.

## PROFESSIONAL DEVELOPMENT (THE HOW AND WHY)

Professional development lies somewhere between training and education. At the core, professional development entails military studies that relate specifically to the profession of arms. It includes areas of learning that all officers need to know at least on a basic level. Professional development provides a deeper understanding of their profession of arms. While it needs to be of practical relevance, it must rest on a sound intellectual foundation. That is why this is often referred to as “military education” or military studies, but should not be confused with broad-based “academic education”.

Often the boundaries between these three domains of learning are blurred, and when this happens, the distinctiveness and value of the different learning domains are undermined. For example, if academic studies become more like professional studies, it may fail to produce officers with enquiring minds. It is also crucial that these three domains of learning are not confused, because different weights are assigned to them at different stages in the career development of officers/NCOs.

## WHEN, WHERE AND WHAT

Military organisations must somehow combine the requirements of academic education, professional military studies and military training into a single career at the same time as meeting the needs of the services. Ultimately, to be able to function effectively in today’s complex security environment, you need to make sure that your ETD produces:

“Disciplined soldiers, cunning sergeants, quick-minded lieutenants, flexible captains, broadly educated lieutenant colonels, and wise generals”.

How does one do this? Through the right combination of training, professional development and education at the right time, the right level and the right place.

At the formative stage, while it is not essential for all officers to have an undergraduate training, it is wise for officers to have this as it provides the foundation for the future. Firstly, it means that one has officers with proven intellectual capacity. Secondly, it is the right time to develop critical and analytical thinking skills. Thirdly, once the officer embarks on a military career, there is little time for extensive, time-consuming academic education. Fourthly, undergraduate academic education is even more important today than ever before, given the requirement for quick-minded lieutenants at the tactical level.

Moving from the formative to the tactical, you need to equip the young officer not with the “why” but now with the “how”. This is the time when military training is intense, corps specific and skills based. Officers need some professional studies in communication skills, administrative skills, operations of weapons, field craft skills, military strategy, history and an understanding of the military terrain, but the focus is mainly on training. This is presented at the corps schools. Get this right and you have flexible captains/majors who can adapt and deal with adversity.

Moving up to the operational level, one needs to start preparing officers for the command, planning and conduct of military operations. This is typically presented at the colleges and consists of a mixture of both education and professional development. This includes a focus on strategic studies, defence studies, command and leadership, military operations, military history and communications. A word of warning is that colleges must get the balance right between academic education and military studies. One must be wary not to produce military intellectuals, who can’t lead, manage or make decisions, but intellectual officers, who bring the intellectual dimension to his/her level of operation and decision making. Remember, you want broadly educated colonels and it is often at this stage that officers are encouraged to start post-graduate studies to broaden their insights into specific security fields.

TYPICAL LEARNING AND CAREER STAGES

Career stage	Academic Education	Professional Studies	Military Training
Formative	Undergraduate	Basic	Basic
Tactical	Minimal	Limited	Intense
Operational	Postgraduate	Extensive	Periodic
Strategic	Minimal	Limited	Minimal

At the strategic level a broader understanding of the environment is necessary. At this level colonels generally receive a more in-depth understanding of the social, cultural and economic strategies used in war and how opponents use this to maximise their political influence. At this stage ETD straddles the spectrum in order to create a general awareness of changes in the global security environment needed to produce wise generals.

## CURRENT TRENDS IN MILITARY ETD

Two trends need to be taken into consideration in terms of ETD within the military in general and at the staff colleges. As military personnel are now deployed more frequently, courses need to be more flexible, modular and accessible. Many academic and military study courses can now be presented online. This has great benefits in that personnel can continue their courses while on deployment, it minimises posting disturbances, and reduces costs. This is also an important consideration as the number of women increases, given the dual burden women carry in terms of career and family obligations.

On the negative side, distance learning may affect esprit de corps and personal connections that develop among course members.

Another major trend affecting the colleges is the outsourcing of military education. One sees a commodification of military knowledge. Military personnel are now able to choose from a wide range of military courses offered on the market. More and more militaries and colleges are becoming the purchasers of military knowledge and not the providers. This has major long-term implications for the military profession as a whole. In this regard, more time and effort needs to go into vetting such courses as the various sellers tout their products.

Just like other professions, the military needs to adapt to the changes in the global environment across the security, economic, political, social and technological spectrum. More than ever before, learning and knowledge will be at the heart of your core business and profession. The challenge lies in establishing what is core and what is peripheral and then getting the balance right in terms of education and training at the right level, at the right time and for the right purpose.

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