



# AFRICA CENTER FOR STRATEGIC STUDIES

CENTRE D'ÉTUDES STRATÉGIQUES DE L'AFRIQUE  
CENTRO DE ESTUDOS ESTRATÉGICOS DE ÁFRICA

## **National Security Strategy Development Resourcing, and Implementation: Role of the Legislature**

**Malawi Topical Outreach Symposium  
Lilongwe, Malawi**

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FORGING PARTNERSHIPS FOR AFRICA'S FUTURE

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# Why Involve Legislatures?

- Constitutionally required (rule of law and democratic governance)
- Key vehicle for broadening discussion of and support for the strategy
  - Role of the “Loyal Opposition”
  - Link to legislative constituencies
  - Civil society participation and media coverage
- Critical link to resourcing
- Requirements for enabling legislation
- Ongoing oversight and accountability



# Constitutional Framework

- **Role and structure of government**
  - Separation of powers
  - Avoiding “winner take all” politics
- **Specific legislative responsibilities**
  - Resource allocation
- **Shared responsibilities**
  - “Advise and consent”
  - Oversight and accountability
  - Treaties, international agreements
- **Resourcing (national budget) and budget implementation and oversight**



# Supporting and Enabling Legislation

- **National Budget**
- **Roles and missions of security services (e.g., National Defense Act)**
- **Structure and size of security forces**
- **National security decision-making structures, institutions and processes (e.g., National Security Councils, interagency working groups)**
- **Civil and Criminal Codes, Uniform Codes of Military Justice**
- **Intelligence sector roles, missions, structures and institutions, and rule of law framework**



# Consultative Functions

- **Constituent outreach**
  - Public input on key issues
  - Public education
- **Information gathering and investigative hearings**
  - Testimony by key security sector officials, civilian and uniformed (legislative oversight)
  - Media coverage of proceedings – transparency and public disclosure
- **Legislative Committees**
  - Enable substantive focus and information gathering on behalf of the legislature as a whole
  - Vehicles for crafting specific legislation
  - Can facilitate balance between transparency and secrecy/confidentiality



# Challenges to Legislative Consultation

- **Lack of technical expertise**
- **The “information gap”**
- **Lack of adequate staff and operating budgets for MPs**
  - **Individual staff**
  - **Committee staff**
- **The Executive Branch-Legislative Branch political divide**
  - **Partisan divides**
  - **Functional divides**
- **Security Sector strategic leaders: divided loyalties, shared responsibilities**



# Elements of the Security Sector





# Strategy Formulation Model

## Global Environment (Forces & Trends)

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

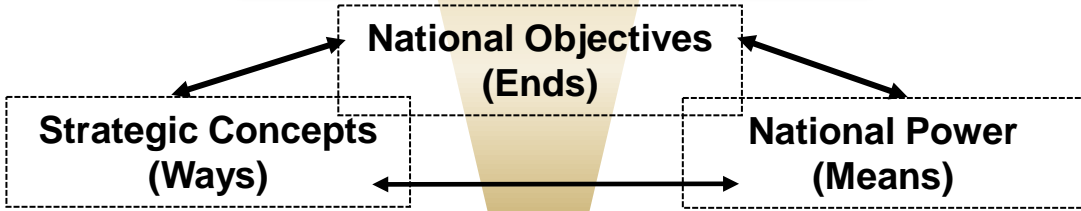
**National Purpose**  
(Enduring Beliefs, Culture, Ethics and Values)

**National Interests**

**Grand Strategy/Strategic Vision**

**National Policy**

**Strategy Formulation Process**



**Feasibility, Suitability, Acceptability**

**Risk Assessment**

**STRATEGY**

**Monitor for Success, Failure, or Modification**

## Domestic Environment (Forces & Trends)

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





# The Big Questions

## (Crafting the Strategy)

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



# The Big Questions

## (Implementing the Strategy)

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



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