



# DEFENCE REVIEW 2012

**STRATEGIC OVERVIEW OF THE CONSULTATIVE  
DOCUMENT OF 12 APRIL 2012**



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# Aim



- To provide the strategic overview of the Defence Review Process, the key Defence Review Determinations and Thematic Areas.



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- **The Minister of Defence stated that the compiled Defence Review is required to provide:**
  - A defence policy that is supportive of the Government's priorities and strategic intent.
  - A reviewed, or confirmed, defence mandate with associated defence functions, high-level tasks, strategic concepts, doctrine, capabilities, level of effort and structure.
  - A sound policy for determining the blueprint Defence Force design and force structure, as well as the future defence fiscal and resource framework.





- **The Minister of Defence further required the Defence Review to address the following key considerations:**
  - A defence policy that is supportive of the Government's priorities and strategic intent.
  - A reviewed, or confirmed, defence mandate with associated defence functions, high-level tasks, strategic concepts, doctrine, capabilities, level of effort and structure.
  - A sound policy for determining the blueprint Defence Force force design and force structure, as well as the future defence fiscal and resource framework.
  - The Minister of Defence further required the Defence Review to address the following key considerations:



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- The primary objective of the National Defence Force arising from Constitutional imperatives and the defence statutory framework as well as the defence contribution to South Africa's developmental priorities.
- The strategic security environment, trends and predictions, and emerging sources of insecurity.
- The defence contribution to national security and an expression of South Africa's national interests.
- South Africa's 'strategic purpose' being that strategic role that South Africa must play on the Continent, and the Southern African Region in particular, and an understanding of the Continent's expectations of South Africa.



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- The defence contribution to South Africa's international relations policy, international relations strategy and international obligations.
- The future defence posture, future defence commitments, required levels of readiness and required defence capabilities to meet these commitments.
- The relative size of Regulars and Reserves in the Defence Force.
- The nature and scope of the South African defence industry, its products and its strategic domestic and international partners and the manufacture, marketing, sale, export and transit of South African armament and related goods and services.



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- **The Minister of Defence tasked the Defence Review Committee to reflect on the following critical questions in its deliberations:**
  - What place does South Africa occupy in the world, on the African continent and in the Southern African region?
  - What does the Southern African region and the African continent expect of South Africa?
  - What is the nature of the Defence Force that South Africans want?
  - What should Government's defence commitment be?
  - What should South Africa's future defence posture be?



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- What state of readiness, and what capabilities and force levels, are required to meet present and future defence commitments?
- What should be the high-level defence doctrine and on what should it be based?
- What is the ideal relative size of Regulars and Reserves in the Defence Force?
- What is the required Defence Force culture?
- What is the nature of the Defence Industry required to support the future Defence Force?



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# Defence Review Committee



- Minister Sisulu has established a Defence Review Committee to take the work forward.
  - Mr Roelf Meyer (Chairperson)
  - Premier Thandi Modise (Deputy Chairperson)
  - Mr Charles Nqakula
  - Mr Tony Yengeni
  - Amb Thenjiwe Mtintso
  - Dr Pandelane Mathoma
  - Ms Nonkozo Molai
  - Col (Rtd) Granny Seape
  - Lt Col (Rtd) Godfrey Giles
  - Dr Sam Gulube (Resource Group)
  - R Adm Phillip Schoultz (Resource Group)
  - Dr Moses Khanyile (Resource Group)
  - Mr Helmoed-Romer Heitman (Resource Group)
  - Mr Nick Sendall (Resource Group)
  - Brig Gen John Gibbs (Resource Group)
  - Lt Col (Rtd.) Tefo Keketsi (Resource Group)



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# Overview Of The Process



- **Phase 1:** Diagnostic and Orientation Process (July - Oct 2011)
- **Phase 2:** Definition of Thematic Areas and determination of the Document Architecture (1<sup>st</sup> Half of October 2011).
- **Phase 3:** Drafting Process (Mid- October 2011 – March 2012).
- **Phase 4:** Document Review and Refinement (March – April 2012).
- **Phase 5:** Public Release of the Document (12 April 2012).
- **Phase 6:** Public Engagement (18 April – end June 2012).
- **Phase 7:** Prepare Final Document (July - August 2012).
- **Phase 8:** Formal Approval Process (August – September 2012).



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# Key Deliverables & Approach (1)



- The Defence Review does not limit itself to high-level **policy** and **strategy** matters. Although it does address these comprehensively, it also focuses its attention on matters of:
  - Defence doctrine,
  - Defence capabilities,
  - Defence structural arrangements, and
  - Accounting for resources provided.
- In the short-term, providing a robust platform for the Minister to argue the defence case.



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- In the longer-term, providing a twenty to thirty year defence vision at the levels of:
  - Policy.
  - High level doctrine.
  - Strategy.
  - Structure.
- The requirement exists for intermediate evaluation and revision every five years



# Overarching Defence Principles



- The Defence Review is predicated on the following principles:
  - **(Principle 1)** The Defence Force will strive to be seen as a representative and trusted non-partisan national asset. The Defence Force will be respected by the people of South Africa and the international community for the standard of military professionalism it cultivates and maintains.



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- **(Principle 2)** The Defence Force will adhere to sound civil control and robust legislative oversight. The Defence Force will be fully compliant with national and international law, and specifically International Humanitarian Law, statute, national policy and regulatory frameworks. Due cognisance will be given to the unique nature of the Defence Force relative to the public service.
- **(Principle 3)** Strategically the Defence Force will adopt a defensive posture but will maintain offensive operational capabilities. The defence mandate, mission, goals and tasks will be focussed on the attainment of national strategic effects. The resource allocation to Defence will therefore be quantified to ensure that the appropriate combat readiness, mission levels and contingencies are sustained.



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- **(Principle 4)** The Defence Force will be maintained as a balanced modern, flexible, technologically advanced force supported by a singular overarching information technology infrastructure. The Defence Force will be appropriately equipped to execute successful operations across the spectrum of conflict. The Defence Force will be multi-role trained with all capabilities embedded with firepower, protection, manoeuvre, sustainment and intelligence.



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- **(Principle 5)** Leadership and professionalism will be the cornerstone of strategic, operational and tactical success. Defence Force members will be skilled, healthy, fit, and highly disciplined professionals imbued with a high level of morale and sense of duty. Similarly, they will be led by exemplary, competent, ethical and dynamic leaders. Mission Command will be the leadership philosophy.



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- **(Principle 6)** The Defence Force will be organised into combat formations and there will be clear distinction between command and staff functions. Command lines will be clear and unambiguous. Commanders will have the required delegations and be held accountable and responsible for and have commensurate authority over all resources allocated for the execution of their assigned mandates.



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- **(Principle 7)** As an important pillar of the South African state, the Defence Force will contribute to national development primarily by creating the security conditions necessary for development to take place, and secondly through specific interventions as may be required from time-to-time to meet national priorities. The Defence Force is further the provider of last resort during times of national disaster, national emergency or civil turbulence.



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# The Fundamental Shift From The 1998 Defence Review



- The 1998 Defence Review was, for obvious reasons, preoccupied with the integration of both statutory and non-statutory armed force after the negotiated transition in 1994.
- It addressed matters of transformation and the normalisation of security relations in the Southern African Region.
- It attempted to provide the first policy foundations for a “Defence in a Democracy”.
- It further took a very conservative approach to the deployment of the SANDF in pursuit of regional security, envisaging that South Africa would contribute a single battalion to peace keeping operations. (Within a short number of years South Africa’s commitment had grown substantially beyond this level.)



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# The Fundamental Shift From The 1998 Defence Review



- The Defence Review 2012 moves significantly beyond the narrow and internal focus of the 1998 Defence Review. It unpacks the constitutional mandate, other statute and South Africa's international obligations and sets out the work that government expects the SANDF to do.
- The departure point of the Defence Review 2012 is that the Defence Force exists to fulfil a very important role in society and it unpacks what that role is. It unpacks five (5) strategic goals for defence and fifteen (15) high-level defence tasks.
- It is important to note that the Defence Review does not express itself on the Defence Force Design or the Defence Force Structure. The Chief of the Defence Force will develop a Blueprint Force Design and Force Structure in a subsequent process.



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# Defence & National Security (1)



- The Defence Review discusses the defence contribution to national security and foreign policy objectives by distinguishing between the domestic and regional dimension of national security.
- Such security objectives include the defence of the sovereignty, territorial integrity and political independence of the South African state, and the promotion of regional and continental security in Southern Africa. South Africa accords central importance to the region and the continent; working with countries of the South to address shared challenges of underdevelopment; poverty, promoting global equity and social justice; working with countries of the North to develop an effective partnership for a better world; and strengthening the multilateral system.



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- The struggle for a better life in South Africa is intertwined with the pursuit of a better Africa in a better world. Regional and continental integration is the foundation for Africa's socio-economic development and political unity, and essential for South Africa's prosperity and security.
- Consequently, Africa is at the centre of South Africa's foreign and security policy. South Africa must therefore continue to support regional and continental processes to respond to and resolve crises, strengthen regional integration, significantly increase intra-African trade, and champion sustainable development and opportunities in Africa.





# THEMATIC AREAS OF THE DEFENCE REVIEW



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# CHAPTER 1



- **Chapter 1** discusses:
  - The Mandate given to the Defence Review Committee, the requirement for a new Defence Review and the role of Defence Policy in the national policy framework.
  - The fundamental principles underpinning the Defence Review 2012.



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- **Chapter 2:**
  - Provides an understanding of the South African State, its people, its political, economic and legal systems and geography.
  - Posits the unique challenges facing South Africa as a Democratic Developmental State.
    - Poverty
    - Income Inequality.
    - Unemployment.
    - Education.
    - Criminality.
  - The role that Defence can play in a Developmental State.





- **Chapter 3:**
  - Provides an understanding of the global, continental, regional and domestic security environments and some of the implications thereof for South Africa.
  - Articulates the future strategic environment, vis a vis the 'African Battle Space'.
  - Posits some conclusions for Defence relative to the security environment.







- **Chapter 4:**
  - Contemporary defence expenditure is unpacked at the global, African and sub-regional levels.
  - South African defence spending is analysed over a fifty-year period.
  - Implications are indicated in terms of:
    - Defence Capabilities.
    - Defence Readiness
    - Personnel, Operating and Capital allocations.
  - Conclusions are posited concerning defence budgeting.





- **Chapter 5:**
  - The emergent national security strategy is expressed as a construct and the national interests of South Africa are posited.
  - The South African National Security Construct is articulated and the specific Defence contribution thereto expressed, especially in terms of:
    - The determination of National Interests.
    - The determination of the National Security Ambition
  - This culminates in five strategic national security effects which must be pursued by all forms of national power in South Africa.





- **Chapter 6:**
  - The Defence Mandate emanating from the Constitution and other Statute is identified and unpacked into:
    - A Defence Mission.
    - 5 x Strategic Goals.
    - 15 x High-Level Defence Tasks.
  - Each task is expressed in terms of its Defence Effect. This is a paradigm shift from a threat-based approach to defence policy and strategy to an approach which is based on desired Defence Effects.





# CHAPTER 6



- **(Goal 1)** The Defence and Protection of South Africa, its People and important national interests.
- **(Goal 2)** The Safeguarding of South Africa and its people through aspects such as border safeguarding, supporting the Police Service and fulfilling South Africa's treaty obligations.
- **(Goal 3)** The defence contribution to South Africa's international agenda and the promotion of regional and continental peace and stability.
- **(Goal 4)** Supporting civil authority in times of crisis, need or turmoil, and the defence contribution to South Africa's developmental priorities.
- **(Goal 5)** The civil control over defence and the accountable utilisation of defence resources.



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# CHAPTER 7



- The future spectrum of conflict is posited, and the future conflict geographies identified:
  - Landward Sphere.
  - Maritime Sphere.
  - Aeronautic Sphere.
  - Space Sphere.
  - Information Sphere.
- A range of future defence contingencies are identified.
  - Inter-State Contingencies.
  - Intra-Sate contingencies.
- Determination of key Defence Concepts.
- Identification of key Defence Capability Sets.



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- **Chapter 8:**

- Adopting an Effects-Based approach allowed, for the first time, to postulate South Africa's 'scale of defence effort'.
- The Defence Mandate, Mission, Strategic Goals and Tasks are systematically unpacked to determine the scale of defence effort required for each and the concomitant defence capability requirements.
- This scale of effort will remain the fundamental basis for the development of the force design. Many countries would describe the scale of defence effort as the "level of defence ambition".







- **Chapter 9:**
  - Positioning the level of effort required for South Africa to meet these strategic goals and high-level tasks (and identifying the core defence capabilities required) allows for comprehensive guidelines to be posited for the defence force design.
  - High-level force design requirements for:
    - SA Army.
    - SA Air Force.
    - SA Navy.
    - SA Military Health Service.
    - SA Special Forces
  - Requirement for a Blueprint Force Design and Force Structure to be developed by the Chief of the Defence Force.





## • Chapter 10:

- The future defence organisation is posited, ranging from the key tenets for the Ministry of Defence and the repositioning of the Defence Secretariat to that of the organisation of the Defence Force.
- Pronouncement on Civil Control and the Defence Organisation, with particular emphasis on:
  - The President as ‘Commander-in-Chief’.
  - Civil Control, Parliamentary Oversight and a specific proposal on Defence Oversight.
  - The reorganisation of the Ministry of Defence and the Defence HQ.
  - Specific “Defence Accountability Arrangements”.
  - Introduction of a uniform command and staff system.
  - Realignment of the SANDF into combat formations .



# CHAPTER 10



- Importantly, the establishment of a comprehensive Defence Service Commission and a Defence Ombud is proposed to provide comprehensively for defence personnel outside of the general Public Service.
- The establishment of the following is proposed:
  - A Defence Materiel Organisation.
  - An Independent Tender Board.
  - A Defence Estates Agency.
  - A Defence Heritage Agency.
  - A revised Reserve Force Council.
- Bringing DENEL closer to the Defence Force.



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# CHAPTER 11



- **Chapter 11:** A number of important and key interventions are posited, based on the observations of the Defence Review Committee during its diagnostic and orientation process.
  - An Integrated Defence Information System.
  - Defence Service Commission.
  - Defence Ombud.
  - Military Leadership.
  - The Reserve Component.
  - Defence Training.
  - Defence Discipline.
  - Defence Organisational Structuring.
  - Defence Organisational Performance.
  - Health of the Force.



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- **Chapter 12:** The high-level strategies for defence resources are proposed.
  - Combat Service Support Doctrine.
  - Defence Personnel Management.
  - Defence Logistics Management.
  - Defence Information Management.
  - Defence Financial Management.
  - Defence Facilities Footprint.
  - Defence Environmental Management.





- **Chapter 13:**

- The fundamentals of the future defence and procurement strategies are provided.
- The focus areas and strategic and niche areas identified.
- The future positioning of the defence industry is discussed.







# NATIONAL DIALOGUE ON THE DEFENCE REVIEW



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# Public Engagement (1)



- The Defence Review Committee will be engaging with the broader civil-society to draw on the best possible consensus on the future defence trajectory with key partners, stakeholders and communities around the country.
- In this regard: a number of public participation events will be conducted in the period leading up to the Minister's Budget Vote on 17 May 2012, this to obtain a feel for the initial reaction to the consultative draft.
- Thereafter the Defence Review Committee will proceed with the consultation process through provincial IMBIZO's and stakeholder engagements until the end of June 2012.



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- This engagement will enable the Defence Review Committee to draw on a breadth of expertise and views from a cross section of South African society to assist in pronouncing on the long-term Defence Policy of South Africa and on what South Africans expect from their National Defence Force.







# DISCUSSION



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## **THE DEFENCE MISSION**

**(OUTCOME)**

**South Africa and its people are secure and supported and our international contribution enhances peace, security and development on the continent and further afield.**



**GOAL: 1**  
DEFEND  
& PROTECT  
SOUTH AFRICA

**TASK: 1**  
DETER  
& PREVENT  
CONFLICT

**TASK: 2**  
DEFEND VITAL  
INTERESTS

**TASK: 3**  
DEFEND  
SOUTH AFRICA

**GOAL: 2**  
SAFEGUARD  
SOUTH AFRICA

**TASK: 4**  
SAFEGUARD  
BORDERS

**TASK: 5**  
SAFEGUARD  
CRITICAL  
INFRASTRUCTURE

**TASK: 6**  
SUPPORT  
THE POLICE  
SERVICE

**TASK: 7**  
EXECUTE  
RELEVANT TREATY  
OBLIGATIONS

**TASK: 8**  
ENSURE  
INFORMATION  
SECURITY

**GOAL: 3**  
PROMOTE  
PEACE &  
SECURITY

**TASK: 9**  
PROMOTE  
STRATEGIC  
INFLUENCE

**TASK: 10**  
CONTRIBUTE  
TO PEACE AND  
STABILITY

**GOAL: 4**  
ORDERED  
TASKS

**TASK: 11**  
ORDERED  
PRESIDENTIAL  
TASKS

**TASK: 12**  
ASSIST CIVIL  
AUTHORITY AS  
ORDERED

**TASK: 13**  
CONTRIBUTE  
TO THE  
DEVELOPMENTAL  
AGENDA

**GOAL: 5**  
EFFECTIVE  
OVERSIGHT &  
ADMINISTRATION

**TASK: 14**  
ENHANCE  
CIVIL  
CONTROL

**TASK: 15**  
MANAGE  
RESOURCES  
EFFECTIVELY

**GOAL: 1**  
DEFEND & PROTECT  
SOUTH AFRICA

**TASK: 1**  
DETER & PREVENT CONFLICT



**GOAL: 1**  
DEFEND & PROTECT  
SOUTH AFRICA

**TASK: 2**  
DEFEND VITAL INTERESTS

COLLABORATIVE  
PROTECTION



DELIBERATE  
PROTECTION



DEFEND  
VITAL  
INTERESTS



**GOAL: 1**  
DEFEND & PROTECT  
SOUTH AFRICA

**TASK: 3**  
DEFEND SOUTH AFRICA

PREVENTIVE  
SELF-DEFENCE  
AGAINST  
IMMINENT  
THREATS



DELIBERATE  
SELF-DEFENCE



PREVENT-  
ATIVE AND  
DELIBERATE  
DEFENCE  
OF SA

**GOAL: 2**  
SAFEGUARD  
SOUTH AFRICA

**TASK: 4**  
BORDER SAFEGUARDING

SAFEGUARD  
AIRSPACE

SAFEGUARD  
MARITIME  
AREAS



SAFEGUARD  
LAND BORDERS



SAFEGUARD  
BORDERS

**GOAL: 2**  
SAFEGUARD  
SOUTH AFRICA

**TASK: 6**  
SUPPORT SOUTH AFRICAN POLICE SERVICE

SAPS  
SPECIAL  
TASK FORCE

MAJOR EVENTS



THREAT  
TO CIVIL  
ORDER



SUPPORT  
THE SOUTH  
AFRICAN  
POLICE  
SERVICE



**GOAL: 2**  
SAFEGUARD  
SOUTH AFRICA

**TASK: 7**  
EXECUTE RELEVANT SOUTH AFRICAN TREATY OBLIGATIONS

INTERNATIONAL  
HYDROGRAPHIC  
OBLIGATIONS

MARITIME  
AND AVIATION  
SEARCH  
AND RESCUE  
OBLIGATIONS

INTERNATIONAL  
HUMANITARIAN  
LAW  
OBLIGATIONS

ARMS  
CONTROL  
OBLIGATIONS

EXECUTE  
RELEVANT  
SOUTH AFRICAN  
TREATY  
OBLIGATIONS

**GOAL: 2**  
SAFEGUARD  
SOUTH AFRICA

**TASK: 8**  
ENSURE INFORMATION SECURITY

JOINT INFO WARFARE (JIW) SEEKS TO AFFECT:  
The electromagnetic, network info system spectrums and the beliefs and behaviour of humans in the physical, information and psychological domains with the following objectives:

DETER ANY  
POTENTIAL  
INFO ONSLAUGHT  
AGAINST  
DEFENCE

DEFEND  
AND PROTECT  
DEFENCE INFO  
AND  
COMMUNICATION  
ASSETS



DISRUPT,  
DESTROY, DENY  
AND EXPLOIT  
THE INFO AND  
COMMUNICATION  
ASSETS



ENSURE  
INFORMATION  
SECURITY

## GOAL: 3

PROMOTE STRATEGIC  
INFLUENCE

## TASK: 9

PROMOTE STRATEGIC INFLUENCE

SHAPE THE  
MULTILATERAL  
SECURITY  
AGENDA

THE  
SOUTHERN  
AFRICAN  
DEVELOPMENT  
COMMUNITY  
(SADC)

DEVELOP  
RELATIONS  
FURTHER  
AFIELD

CONTRIBUTE  
CAPACITY TO  
MULTILATERAL  
SECURITY  
STRUCTURES

FORGE  
REGIONAL AND  
CONTINENTAL  
PARTNERSHIPS

EXECUTE  
CONFIDENCE  
AND SECURITY  
BUILDING  
MEASURES  
(CSBMS)

PURSUE  
DEFENCE  
INDUSTRY  
CO-OPERATION

PROMOTE  
STRATEGIC  
INFLUENCE



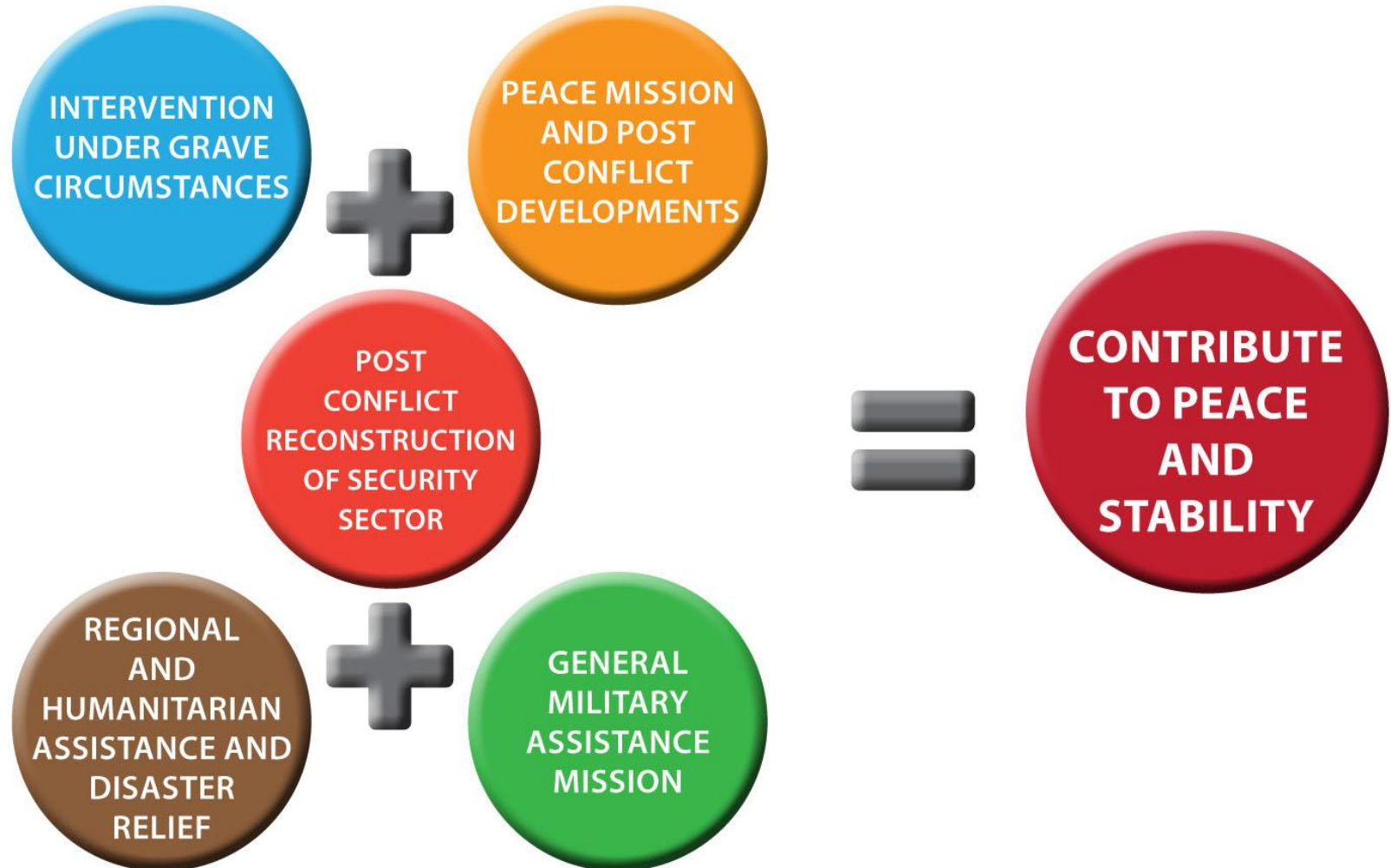


**GOAL: 3**

**PROMOTE STRATEGIC  
INFLUENCE**

**TASK: 10**

**CONTRIBUTE TO PEACE AND STABILITY**



**GOAL: 4  
ORDERED  
TASKS**

**TASK: 11  
ORDERED PRESIDENTIAL TASKS**

**PRESIDENTIAL  
AND VIP SUPPORT  
AND OTHER TASKS  
ORDERED BY THE  
PRESIDENT**

**=**

**ORDERED  
PRESIDENTIAL  
TASKS**

**GOAL: 4**  
**ORDERED**  
**TASKS**

**TASK: 12**  
**ASSIST CIVIL AUTHORITY AS ORDERED**

**SUPPORT**  
**TO CIVIL**  
**AUTHORITY**



**OTHER**  
**ORDERED**  
**DEFENCE**  
**OPERATIONS**



**ASSIST**  
**CIVIL**  
**AUTHORITY**  
**AS**  
**ORDERED**



**GOAL: 4**  
**ORDERED**  
**TASKS**

**TASK: 13**  
**CONTRIBUTE TO THE DEVELOPMENTAL AGENDA**

**YOUTH**  
**DEVELOPMENT**

**SPATIAL**  
**DISPERSION**

**RESERVE**  
**UTILISATION**

**EMPLOYMENT**

**COMMUNITY**  
**SERVICES**

**CRITICAL**  
**INFRA-**  
**STRUCTURE**  
**INTERVENTIONS**

**CONTRIBUTE**  
**TO THE**  
**DEVELOPMENTAL**  
**AGENDA**

**GOAL: 5**

**EFFECTIVE OVERSIGHT  
AND ADMINISTRATION**

**TASK: 14**

**ENHANCE CIVIL CONTROL**

**COMPREHENSIVE  
POLICY ON  
DEFENCE**

**PARLIAMENTARY  
OVERSIGHT**



**MINISTERIAL  
OVERSIGHT**

**MONITORING  
AND  
EVALUATION**

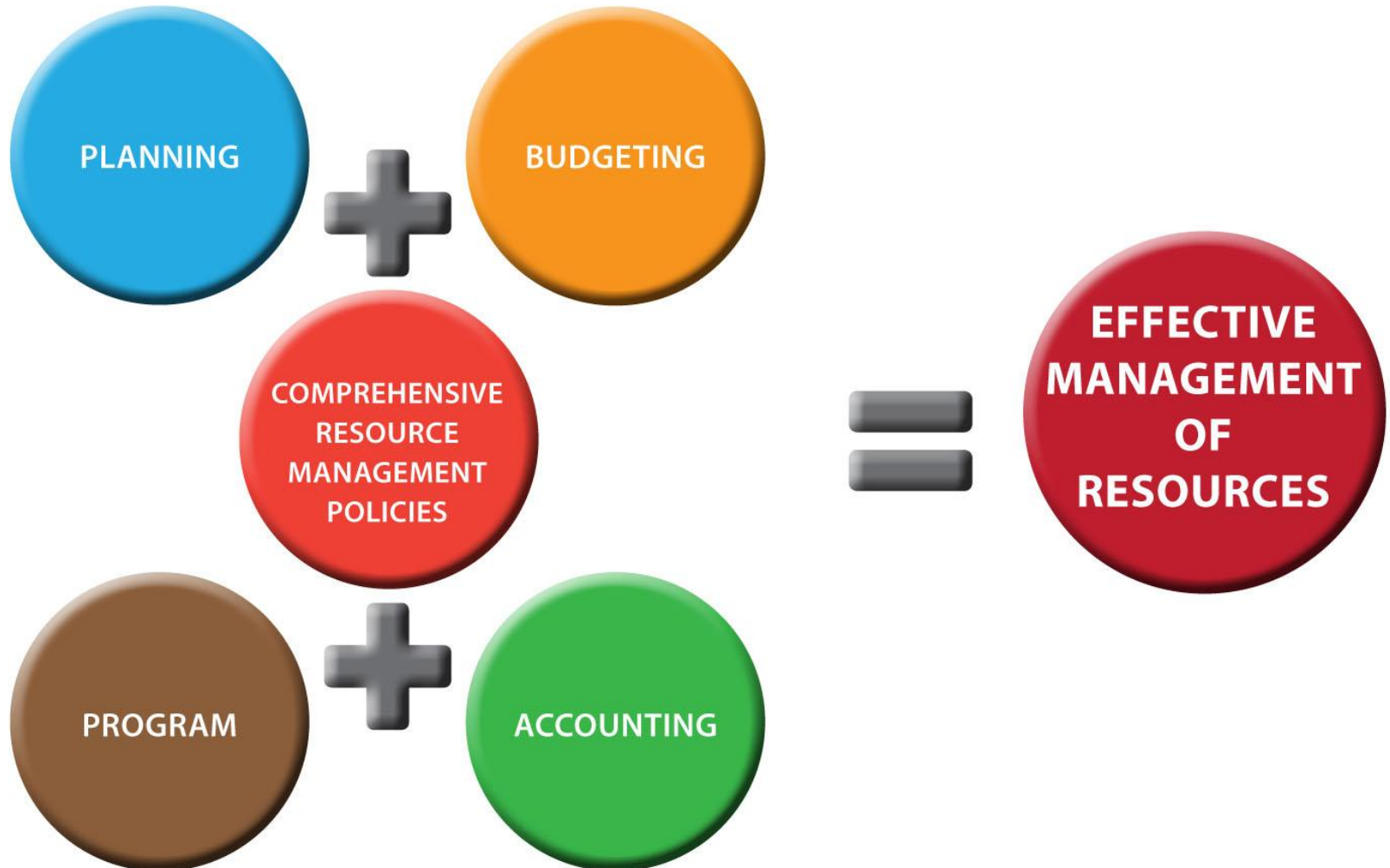
**ENHANCE  
CIVIL  
CONTROL**

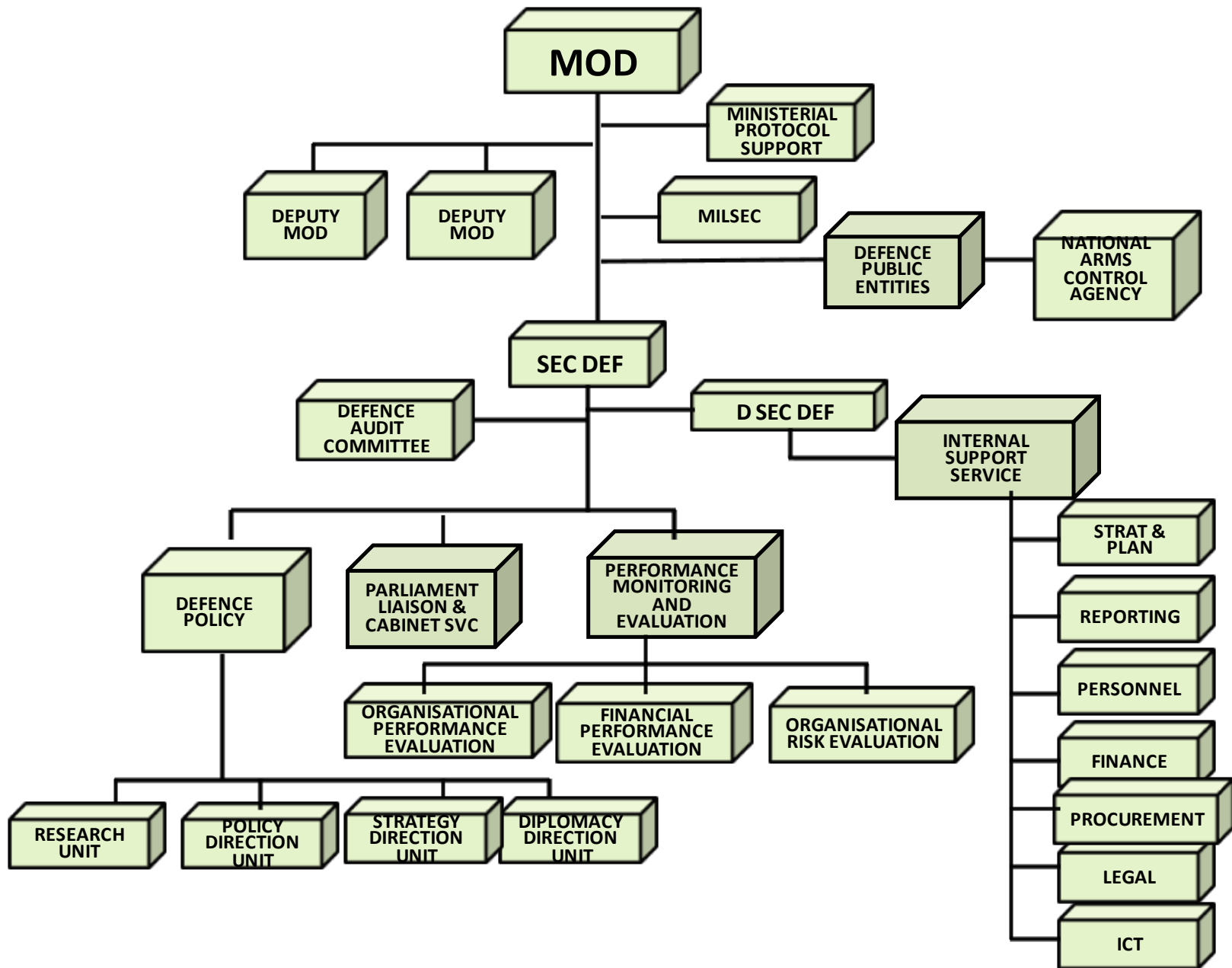
## GOAL: 5

EFFECTIVE OVERSIGHT  
AND ADMINISTRATION

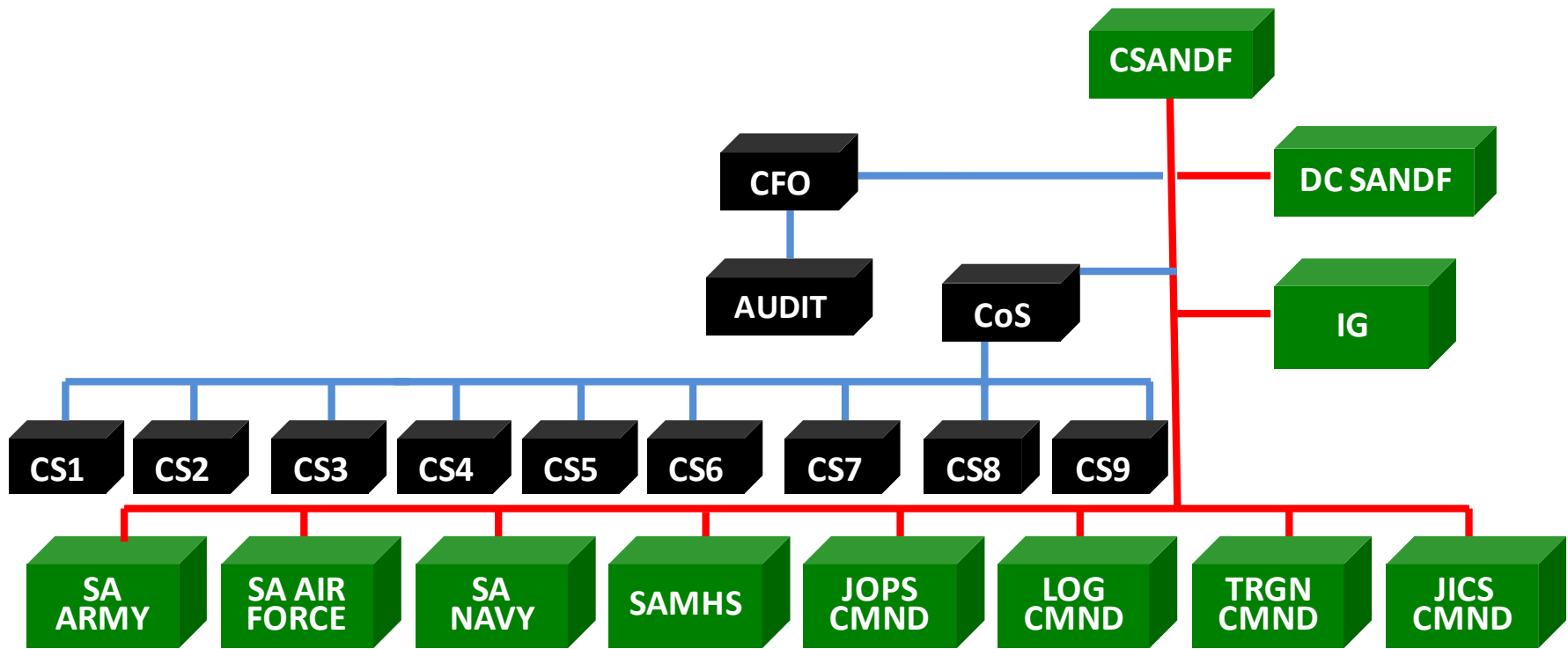
## TASK: 15

EFFECTIVE MANAGEMENT OF RESOURCES









# Thematic Areas (1)

- The Defence Review promotes:
  - **Chapter 2:** An understanding of the South African State, its people, its systems and geography and posits the unique challenges facing South Africa as a Developmental State.
  - **Chapter 3:** An understanding of the global, continental, regional and domestic security environments and some of the implications thereof for South Africa. The future spectrum of conflict is posited, expressing a range of contingencies which may arise.