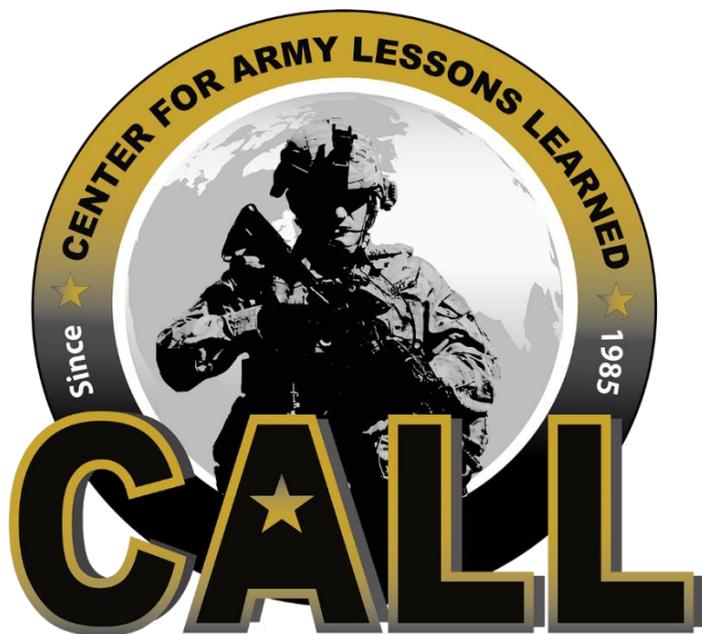


Security Cooperation in Africa

News From the Front

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The purpose of assisting foreign security forces is to build U.S. partner capabilities and capacity in order to enhance their ability to secure their own territory, fight national and international terrorism, and promote local and regional stability. Expanding relationships with African partners, both new and old, allows the U.S. to share security interests, gain access to global basing and give ourselves strategic flexibility while developing culturally attuned leaders in our own land forces. In doing this, we'll also enhance U.S. and African partner interoperability and develop partners capable of the full range of military operations on the African continent. To achieve these objectives in Africa, the Department of the Army (DA) chose Southern European Task Force to become the Army component headquarters for U.S. Africa Command (AFRICOM) in December 2008. Subsequently, U.S. Army Africa (USARAF) was designated as the Army service component command (ASCC) for AFRICOM in October 2009. The AFRICOM Commander directed that USARAF focus on four major tasks: the support of ongoing operations; fulfilling its Title 10 U.S. Code responsibilities; executing theater security cooperation missions; and, being able to deploy joint task force capable headquarters. USARAF, however, is without assigned forces and the typical theater enablers — a critical hurdle in accomplishing its theater security cooperation mission. From its inception, USARAF has been dependent on other organizations and the global force management process to accomplish its mission. In actuality, USARAF — indeed all ASCCs — requires, at some level, assigned forces to conduct security force assistance (SFA) in their theater of operations.

The purpose of this News From the Front (NFTF) is to share the USARAF story and highlight some of the creative ways it accomplishes its security cooperation goals on the continent. To that end, this NFTF will address:

- ❖ Key USARAF insights on security cooperation in Africa.
- ❖ The African Land Forces Summit (ALFS).
- ❖ An interview with the USARAF Commanding General, LTG Darryl A. Williams.

U.S. Army Security Cooperation Insights on Africa

❖ U.S. Army missions in Africa complement home station training and combat training center rotations to build both unit readiness and strategic readiness.

- SFA missions and exercises in Africa provide unique collective training opportunities with joint and multinational partners in an austere expeditionary environment.
- These training opportunities, including jungle warfare school and intercontinental emergency deployment readiness exercises, come at a relatively low cost and support AFRICOM and Department of State objectives.
- Africa is a premier leadership lab. It complements professional military education with operational leadership experience in overcoming complex problems.

❖ Africa will be a critical part of the future global security environment, directly affecting the U.S. homeland, interests, and allies.

- Africa's youthful population growth from 1.2 to 2.4 billion by 2050, combined with resource conflict and environmental changes, will dramatically increase destabilizing forces coming out of the continent.
- Africa's vast distances and austere landscapes, combined with emerging future threats, will fundamentally affect the character of war, driving Army capabilities development efforts to ensure future U.S. overmatch in both combined arms maneuver and wide area security.
- Africa will remain home to violent transnational extremist organizations which will directly threaten the U.S., allies, and partners.
- Based on this future environment, the U.S. Army must invest in Soldiers, leaders, and partnerships to maintain advantages over future adversaries.

❖ U.S. Army leader engagements matter in Africa; trust and relationships between people will never be obsolete.

- Building trust helps set the theater, enabling rapid response to contingencies in Africa.
- Participation in regional seminars, exercises, and training strengthens partner commitment toward shared solutions to common challenges, and builds the interoperability required to address them.
- Good governance is truly at the core of secure, stable, and prosperous nations. We have an important opportunity to share with other armies our experience in building professionalism and ethical support necessary to protect a nation's population.

❖ U.S. Army activities in Africa showcase the total force concept.

- The Army Reserve and Army National Guard contribute every day to our mission success in enabling operations by conducting SFA and supporting the Joint Exercise Program.
- The National Guard State Partnership Program is one of the American military's most effective methods of sustained engagement with African partner forces.
- Reserve component forces gain regional, deployment, and operational experience that improves responsiveness to contingencies.

❖ **Army capabilities are essential to enabling the joint force and partners in the AFRICOM area of responsibility.**

- Army units provide the necessary support to enable and sustain joint and combined operations in Africa, including base support operations integration, common user logistics, intelligence, construction, and other support.
- Through a flexible network including contract solutions, Army sustainment supports challenging missions, supporting operations across incredible distances.
- Small investments of key Army enablers allow joint and coalition forces to project power across multiple domains.

The African Land Forces Summit (ALFS) as a security cooperation activity

When USARAF was established in 2008, the leadership recognized the need to develop and deepen relationships with and between African counterparts. The ALFS was established as a venue to provide U.S. and partner nation leaders a forum where issues of mutual interest are discussed in an open and collaborative forum. In addition, the operational and political-military environment within the regions and across the continent are clarified.

The first ALFS was held in Washington, D.C., in May 2010. The theme was “Building and Maintaining Strong Relationships.” The U.S. Army Chief of Staff (CSA) and 23 African Land Forces (ALF) chiefs or designated representatives attended the summit. Key issues discussed during the inaugural summit included: institution building, conflict resolution, civilian leadership, and the integration of women. African delegates cited “poor governance” as the primary conflict driver in Africa and stressed that “every country in Africa is not *each* country in Africa,” that capabilities need to be tailored to the specific needs of the partner nation. As a way forward, the participants made the determination to conduct ALFS every other year and, more importantly, to relocate the summit to the continent of Africa.

In 2012, Uganda hosted the 2nd ALFS in the capital city of Kampala. The summit was attended by 35 ALF chiefs and several European observers. The increase in attendance demonstrated the importance of conducting the summit on the African continent. The summit’s theme was “The Strength of an Army for the Nation and Its People.” Key areas of discussion included the need to reevaluate and expand asymmetrical warfare, civil engineering, humanitarian assistance, disaster relief, and peacekeeping capabilities. In planning the way forward, the delegates agreed to include breakout sessions on key issues and to incorporate more ALF chiefs as speakers.

The Senegalese hosted the 3rd ALFS in 2015 in Dakar, Senegal. The theme was “Training for a Range of Military Operations.” In attendance were 36 ALF chiefs, as well as regional and continental stakeholders. Discussions ranged from training for peacekeeping operations and the value of military institutions, to regional military cooperation. The success of ALFS 2015 was due primarily to the active participation of ALF chiefs as plenary session speakers. It was also decided that in order to maintain the momentum generated during ALFS, that it be conducted on a yearly basis. In addition, African delegates requested regional forums in which regional specific issues could be addressed. As a result, USARAF agreed to integrate regional leader seminars (RLS) into the Accord series of exercises, thereby reducing the time between ALFS, while reinforcing regional relationships.

The 4th ALFS in 2016 was hosted by the Tanzanian People’s Defense Force in Arusha, Tanzania. The theme was “Building Security in Africa through Cooperation” and the guest of honor was GEN Mark A. Milley, U.S. Army Chief of Staff. The summit was attended by 37 ALF chiefs and more than 10 U.S. general officers, the largest gathering to date. In addition to the plenary session, GEN Milley conducted three bilateral engagements and five multinational engagements with troop contributing countries supporting efforts in Somalia and in the Lake Chad region. LTG Darryl A. Williams, Commander, USARAF, conducted an additional two bilateral engagements and two multinational engagements.

An Interview with the USARAF Commanding General

LTG Darryl A. Williams

- ❖ **What are your thoughts and concerns regarding the roles and responsibilities for ASCCs?**
- ❖ Field Manual (FM) 3-94, *Theater Army, Corps and Division Operations*, and Army Technical Publication (ATP) 3-93, *Theater Army Operations*, lay out ASCC roles and responsibilities pretty clearly. Our ASCC functions are tied to our role as part of the joint force within AFRICOM. We also have theater Army roles and responsibilities oriented toward Army forces conducting activities in Africa. It is important to balance these roles, and we do that through our African Horizons operational approach and our campaign support plan.

- ❖ **Shaping the security environment has been identified as a key Army challenge. What challenges does the U.S. face in Africa?**
- ❖ Many of the challenges the U.S. faces in Africa are the same challenges our African partners face. In today's interconnected world, the most significant threats are all transnational, crossing borders at will and defying national sovereignty. They are threatening African partners who face increasing pressure from a growing youth population bulge, desertification and the effects of climate change, economic instability like the decline of oil prices, and other challenges. Another security environment challenge is the size of Africa and the "tyranny of distance" which requires posture on the continent able to support the reach of land forces to remote destinations. USARAF efforts to shape the security environment are intended to identify, understand, and attempt to mitigate these challenges.

- ❖ **From a theater security cooperation and exercise perspective, where do African Horizons and security cooperation activities need to go?**
- ❖ Security cooperation in Africa and AFRICOM's joint exercise program have continued to improve, creating more interoperable and combat ready forces for both the U.S. military and our African partners. At ALFS 2016, a number of ALF chiefs expressed a need for increased materiel capacity building, and part of that will be hands-on training with new equipment through both security cooperation and exercises. Finally, it is increasingly clear that Africa's regional challenges require regional solutions, so an increased focus on shared regional activities will be an important next step.

Looking into the future, AFRICOM and USARAF are continuing to build sustainable partner capabilities through engaging at the institutional levels; our efforts with the Democratic Republic of Congo Logistics School, Malawi Senior Noncommissioned Officer Academy and the Nigeria 20-year strategy are a few examples of how we're approaching this. As African Horizons focuses more attention toward building sustainable defense institutions, we should be able to realize a reduction in the tactical/operational-level engagements, while the emphasis shifts to "train-the-trainer" security cooperation missions.

What has been the purpose and progression of the regional leader seminars (RLS), and the ALFS over the years you have been in command? What has been their impact on the way ahead on the continent of Africa?

- ❖ ALFS is intended to bring together senior ALF leadership from across the continent to discuss important security topics and to strengthen enduring partnerships. It has been so successful in both of those roles that we have transitioned it from a biennial to an annual event. These discussions help us to focus and prioritize our own activities, and provide a forum enabling ALF leaders to synchronize their efforts. We designed the RLS to replicate ALFS benefits on a regional scale and strengthen regional security institutions, because Africa's most pressing security challenges demand shared regional solutions. The RLS take place in conjunction with the regional Accord series joint exercises, pairing senior leader discussions with the tangible results of the exercise.

- ❖ **What do you see as some of the key long-term institutional fixes that the Department of Defense (DOD)/DA can implement to improve multinational operations/interoperability?**
- ❖ Partnership and interoperability demands trust. Programs like International Military Education and Training, ALFS, RLS, and multinational exercises are important enablers in this regard. Similarly, increased information sharing to create a common operating picture enables multinational operations. Tactical interoperability is a focus of our train and equip security cooperation efforts, as well as both command post exercises and field training exercises during Accord-series exercises. We also need to see an increase in Army institutional subject matter experts in the AFRICOM area of responsibility partnering with and helping to build institutional capacities.

- ❖ **How do you recommend going about making these long-term fixes and ensuring they are sustained?**
- ❖ Over the past year we have made a systematic effort to link our SFA efforts to AFRICOM's lines of effort which are depicted in their theater campaign plan. By leveraging AFRICOM strategy as the driver for our efforts to create interoperability, we make those efforts more sustainable in two ways. The first is that all partners working toward those strategic efforts are now unified in purpose, enabling us to identify required capabilities and make the solutions uniform across all the partners. It also forces us to take the long view and reinforce ongoing efforts, rather than reinvent the wheel.

- ❖ **Reflecting on your time here, what are some of the key takeaways regarding operating on the continent, and where are we headed?**
- ❖ The African continent is highly diverse with a broad range of operating environments. Africa's vast distances and austere landscapes make sustainment, mobility, and other enablers critical to successful operations in Africa. Partnerships are key – they are the foundation to operations on the continent, because they are a prerequisite to access, coalitions, and to the combat power that African militaries bring to the battlefield.

- ❖ **If you had unlimited resources for theater security cooperation, what tools would you like that you do not already have at your disposal?**
- ❖ We have the funding and authorities needed to accomplish U.S. strategic objectives. As I mentioned earlier though, as the focus for enhancing partner capacity evolves toward the institutional level, USARAF would like to better leverage the subject matter expertise of the U.S. Army's institutions (TRADOC, Army War College, Centers of Excellence such as Mission Command, West Point, etc.) to build lasting bilateral and regional institutional partners. The Army, and DOD at-large, can do better with developing frameworks and expertise in institutional assessments, and measuring the effects our phase zero missions are yielding.

I would also like to see more full-time security cooperation professionals on the ground in Africa. This is something AFRICOM is working toward as security cooperation offices (SCOs) operate under the combatant commander (CCDR) and U.S. Embassy country team direction. There are simply too few Office of Security Cooperation chiefs and bilateral affairs officers on the very large and populous African continent to do the mission as it continues to expand. Some of these SCOs have accreditation to multiple

countries and areas so large that it is beyond their ability to properly service. Our work in Africa is phase zero and is likely to remain so many years into the future and we need more phase zero professionals on the ground in Africa. This is would provide real leverage to enable better partnerships and more productive security cooperation results.

❖ **What additional capacities/capabilities would you like to build?**

❖ AFRICOM has requested a dedicated Army division headquarters – one that is either assigned or habitually allocated for years at a time. This would greatly enable AFRICOM's ability to establish a combined joint task force or coalition joint forces land component command in a contingency, as well as increase Army force readiness through dedicated training management with an eye on a particular geographic combatant command.

❖ **What effects would you like to create (for example, greater or easier access to certain countries; reduction of ungoverned/under-governed territory)?**

❖ The Army is striving to achieve the effects that the AFRICOM Commander and the CSA have directed us to achieve. This includes neutralizing and/or containing violent extremist organizations, countering illicit trafficking and activities, building partner capacity, setting conditions for regional security and stability, while at the same time, sustaining and building Army readiness and addressing the Army's warfighting function challenges. Africa is the premier leadership laboratory for our young Army leaders and Soldiers; it's a complex environment, requiring innovation, with adaptive and flexible forces who can operate and partner with joint, interagency, intergovernmental, and multinational stakeholders.

❖ **What are the doctrine, organization, training, leader development, materiel, personnel and facilities gaps, if any, in terms of the ASCC as a joint task force (JTF) or the core of a JTF? Do we have the missions and roles right for ASCCs and what are the challenges?**

❖ USARAF operated successfully in the roles of a JTF and a joint forces command in Operation United Assistance in 2014. USARAF filled that role for a relatively short duration to enable the 101st Airborne Division headquarters to stand up, deploy, and assume that mission. Although successful, even this relatively attenuated mission stretched USARAF to its organizational capacity. Now, headquarters reduction efforts have decreased that capacity, making it even more difficult to fulfill that role, which

remains a specified task in the AFRICOM theater campaign plan. The simple fact is that each geographic combatant commander (GCC) wants their ASCC to be able to act in the role of JTF or joint force land component command; and, Army doctrine, organization, and manning should enable that.

❖ **System interoperability remains a challenge in multinational operations. What are the challenges we face with African armies?**

❖ Many African armies do much of their command and control by non-digital/analog methods. Again, Africa is not monolithic and many African armies have abundant digital equipment. The U.S. Army needs to be interoperable with partners whose command and control methods are frequently less developed than our own. I would like to think this would not be difficult, but it is. The effort to be interoperable is not just a goal for our partners to work toward, but also requires us to put forth the necessary effort to be interoperable with them.

❖ **How does USARAF use exercises as a security cooperation (SC) tool? What is the way ahead for exercises at the ASCC level in Africa?**

❖ Exercises are a natural SC tool that improve interoperability. The regional Accord series exercises use command post exercises and field training exercises to comprehensively address interoperability gaps between our NATO allies, our African partners, and ourselves. In addition, USARAF is the lead for medical readiness exercises that acquaint our U.S. Army medical personnel with the closest conditions to a battlefield environment they are likely to experience outside of combat. It is important for our physicians and corpsman to practice medicine in an austere environment.

❖ **Does doctrine support the ASCC and its mission? Are changes needed?**

❖ I personally think our doctrine serves us well. FM 3-94 and ATP 3-93 lay out responsibilities for a theater army. We will continue to coordinate with Army headquarters and the other ASCCs to ensure that our doctrine enables all ASCCs to effectively meet the full range of CCDR missions and requirements. We feel that Force 2020 Maneuvers and the Army Campaign of Learning are doing a great job of capturing the changes that will be required in our future operations.

- ❖ **How well does the current process between DA, ASCCs, and GCCs in terms of theater security cooperation work in theater strategy development? What improvements are needed?**
- ❖ Both the Army and the broader joint force lack doctrine for developing and managing a steady-state campaign. This is difficult because of the nature of campaigns and the lack of doctrine governing how joint commands and their subordinates should design appropriate operational frameworks. Our current doctrine is a good fit for contingency operations and linear campaigns, but not for a dynamic steady-state campaign that must be continuously adjusted over a number of years in response to the changing environment. A rigid strategy and theater campaign quickly becomes irrelevant due to changes in the environment and leadership.

- ❖ **What are the command's views on the regionally aligned force (RAF)? Is the RAF the right force for USARAF or other ASCCs?**
- ❖ My experience is that an allocated RAF provides capable Soldiers and leaders for our operations on the continent. Greater regional expertise is always beneficial, acknowledging this comes with a price tag. I believe RAF benefits in true terms of readiness by deploying to what are often harsh and challenging environments within Africa. We are refining our plans to employ RAF to meet their mission essential task list requirements and training management needs at the same time that we are training our African partners. This is particularly effective for infantry brigade combat team forces, who share virtually all of the same training tasks with African partner forces.

- ❖ **Does USARAF need to be JTF fully capable or is the contingency command post (CCP) enough?**
- ❖ USARAF has an AFRICOM requirement to be able to stand up the core of a combined joint task force, and this requirement exists across several other ASCCs as well. A CCP would increase USARAF's ability to meet this requirement, but is minimally sufficient to take on that role on its own. A preferred solution would be for the Army to assign or habitually allocate a division headquarters to AFRICOM. In addition to other benefits for RAF drawn from that division, it would enable the headquarters to focus on ongoing operations while USARAF maintains focus on its overarching ASCC and theater army responsibilities across the whole continent.