



Republic of Namibia  
Ministry of Defence

A large circular emblem is centered on the page. It features a camouflage pattern in shades of green and brown. Overlaid on the pattern is a dark silhouette of an antelope, possibly a kudu, facing left. The words 'DEFENCE POLICY' are written across the center of the emblem in a bold, metallic, 3D-style font.

# DEFENCE POLICY





# MINISTRY OF DEFENCE

## DEFENCE POLICY

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# FOREWORD BY:

BY THE HONOURABLE MINISTER OF DEFENCE

In February 1993 the first Minister of Defence of the Republic of Namibia, Late Honourable Peter Mweshihange, presented to Parliament a Statement on Defence Policy in the form of a White Paper. The Statement outlined the mission and roles of the Ministry of Defence (MOD) and the Namibian Defence Force (NDF) as provided for in the Constitution of the Republic of Namibia.

The Statement on Defence Policy has in conjunction with other relevant policy documents served as policy guideline for the development and management of the Defence Force, from its embryonic state in the early 1990s to the present.

The Statement on Defence Policy has given the Namibian Defence Force direction in aspects of policy decisions and implementation, ranging from the force structure and design, manning, training, equipping and managing the Defence Force, to the direction of its activities related to the promotion and fostering of peaceful co-existence and friendly relations with other armed forces in the world, including among others, promoting international peace and security through participation in Southern African Development Community (SADC), African Union (AU) and United Nations (UN) mandated peace support operations.

I am greatly honoured to acknowledge the foundation laid by this White Paper on Defence Policy. The ground work it laid has enabled the Ministry of Defence to finally produce the country's Defence Policy. It is an achievement indeed worth recognizing. I am confident that the Defence Policy will further strengthen our defence machinery by providing policy guidelines and direction in all spheres of our military activities.



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In harmony with the wishes and aspirations of our nation, of maintaining a stable and peaceful country, the Defence Policy will endeavour to contribute to the stability of the country by designing and maintaining a defence capability that is anchored on the principle of deterrence.

The MOD/NDF will safeguard the country's national interests by promoting sound relations with our sister defence forces in the sub-region. These relations will also be extended to armed forces of peace loving nations in the international community who share our values of peace, stability and progress.

I am appealing to everyone, sons and daughters of the land of the brave to render all necessary support and assistance to the Ministry of Defence and to the Namibian Defence Force in order for us to be able to meet our objectives as set out in this Defence Policy.



.....  
Honourable Major-General (Rtd) Charles DNP Namoloh, MP,  
(Ho-Chi-Minh) MINISTER OF DEFENCE





# CHAPTER I

## INTRODUCTION

1. The Defence Policy has been prepared to complement other Government policies, in particular, the National Security and Foreign policies. It is a subset of the Government policies that relate to the management, administration, command and control of the country's armed forces within the framework of the Constitution of the Republic of Namibia.

2. As a complementary policy, the Defence Policy's aims and objectives are to support, strengthen and defend the cherished ideals and aspirations of our nation, of maintaining a stable, peaceful and vibrant society which co-exists peacefully with all its neighbours. These ideals are in the heart of every peace loving Namibian, for so much precious blood of the country's forerunners, torch bearers and gallant fighters of the liberation struggle was shed to see these ideals and aspirations realized in our country.

3. The Namibian nation's path to independence and nationhood was characterised by national resistance and the armed liberation struggle for national emancipation and self-determination. The yoke of colonial subjugation, which was imposed on our people for over a century, was discarded forever when the nation attained its national independence on the 21st of March 1990.

4. The country's entry and acceptance into the community of sovereign states has ushered in new opportunities for the Namibian people to build a stable and prosperous nation that would offset the injustices and imbalances of the past and allow all citizens equal opportunities to live meaningful lives in their land of birth.

5. The experience of injustice meted against our people by oppressive colonial forces has taught the nation to abhor any form of violence

or injustice, and the exploitation of man by man. This sentiment is vividly reflected in the provisions of the Constitution of the Republic of Namibia in which the rights of every citizen are guarded and protected.

6. The constitutional provision for the establishment of a national defence force was necessitated by the need to safeguard the gains of independence and the preservation of the country's national interests.

7. This Policy has been made possible by valuable inputs and contributions from a wide spectrum of the Namibian society, hence it is a reflection of national consensus.

## **Aim**

8. The primary objective of the Defence Policy is to ensure the security of the country, to allow it to pursue by just and peaceful means, its national interests and activities, both at home and abroad.

9. By maintaining a defence capability that is credible to deter any potential hostile intentions and activities, the Defence Policy, through its regulatory mechanisms and oversight over the activities of the Defence Force, acts as a security guarantor that contributes positively to the creation and maintenance of a conducive environment for sociopolitical and economic progress of the Namibian society. It should be an environment in which every citizen can freely pursue and enjoy his or her fundamental human rights and freedoms as enshrined in the Constitution of the Republic of Namibia.

## **Challenges of Implementing the Defence Policy**

10. The existence of a Defence Policy will enable and empower our armed forces to uphold their military ethics and traditions. Moreover, it will help the country to renew its commitment and dedication to the promotion of national, regional and global peace and security.

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11. The Defence Policy defines and prescribes the type of military capability the country requires in order to adequately meet the nation's security and defence needs. The balance between the development and maintenance of this military capability and the capital investment required to achieve this goal is evidently a big challenge to the government. The allocation of adequate financial resources for defence operations and programmes will always compete with other equally important national development programmes, as outlined in the National Development Plans (NDPs) and Vision 2030. The presence of this fiscal restraint will be a limitation on the financial resources the government will avail for purposes of developing and transforming the Defence Force.

12. The Defence Policy is cognisant of these budgetary constraints engendered by the nature of the country's national economy which is comparatively smaller than other countries in the region. Notwithstanding these underlying constraints in the national capacity to cater for the financial needs of the Defence Force, it should be noted that peace and stability are pre-requisites for socio-economic progress and prosperity, and adequately structured and equipped armed forces have a direct bearing on the creation of this conducive environment. National Security cannot be compromised on account of lack of resources. This calls for sacrifices and hard choices that have to be made in the interest of peace and security of the motherland.

13. Although there has been marked improvement in international relations the unpredictability of world affairs requires that the country invests in security by strengthening the country's security system which includes the gradual and progressive transformation of the Defence Force into a credible and formidable professional fighting force.

14. The majority of the Namibian Defence Force (NDF) members, who constitute the current force, are the finest sons and daughters who participated in the war of national liberation and therefore, are seasoned and battle tested soldiers who embody the virtues of bravery and valour acquired during the difficult and protracted war of national liberation.



As these gallant liberators and defenders of the motherland gradually fall at their posts or retire from active duty, it is expected that those who will take up their places will emulate and also embody these virtues. The virtues of bravery and valour reinforced by the spirit of patriotism and nationalism are what make soldiers stand the ground and win battles. But these are not the sole determinants of the outcome of battles and victories; they need to be complemented by other ingredients, such as proper force structure and design, efficient training, modern equipment, efficient and effective administration, command and control, as well as efficient logistic support structures and systems.

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## CHAPTER 2

### STATUTORY PROVISIONS AND POLICY GUIDELINES

#### **Legal basis**


15. The establishment and maintenance of a defence force in the Republic of Namibia is provided for in Article 118 of the Constitution. The Article also states that the Defence Force shall have prescribed composition, powers, duties and procedures in order to defend the territory and national interests of Namibia. The Defence Act 2002 (Act 1 of 2002), under Section 2, makes provision for the composition and organization of the NDF's three Arms of Services namely, the Army, Air Force and Navy.

16. The Defence Policy has been shaped by the obligations to the Government and the public mentioned below. The implementation thereof needs to reflect the practical developments affecting the country directly and indirectly:

- a. serve the government of the day and the entire population of the Republic of Namibia;
- b. be accountable to the government and the people through clearly defined political mechanisms of control;
- c. be militarily capable of fulfilling its primary tasks, that of the defence of the territorial integrity of the country, while also playing a constructive role during peacetime.

#### **Elements of the Defence Policy**

17. The Defence Policy is one of the key elements of the national strategy that aims at protecting the survival and national interests of the state. It presents policy guidelines for the development of the Namibian Defence Force (NDF), sets out its principal roles and outlines



programmes for development. It further sets out civil military relations and the country's desire to secure the region collectively with other Southern African Development Community (SADC) Member States, through bilateral and multilateral cooperation.

18. The main elements of the Defence Policy are outlined each year in the Statement on Defence Estimates (SDE). The Statement on Defence Estimates describes the government's view on development that affects both Namibia's security and that of the region, as well as its response and resources it proposes to devote to defence.

### **Principles and Policy Orientation**

19. Namibia's foreign and defence policies are founded on the principles of peaceful co-existence and cooperation with other countries in the operation of international law. The day to day guarantee of security lies in the maintenance of international order and, in particular, in regional stability.

20. Defence relations with neighbouring states and the international community as a whole are good and the MOD/NDF will extend military cooperation and links as far as is practicable. Prospects for regional stability and cooperation are encouraging, but despite this, and the assessment that the threat is presently low, the Defence Policy must be based on the premise that Namibia, like other SADC nations, may face a regional security threat in the future. It must therefore, be able to forecast security challenges and emergencies beyond the current situation and be prepared to meet these emergencies if, and when they occur.

21. The Defence Policy derives its orientation from Namibia's Foreign Policy and Article 96 of the Constitution of the Republic of Namibia which provides for the following:



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- a. adopt and maintain a policy of non-alignment;
  - b. promote international cooperation, peace and security;
  - c. create and maintain just and mutual beneficial relations among nations;
  - d. foster respect for international law and treaty obligations;
  - e. encourage the settlement of international disputes by peaceful means.

22. The above principles, in conjunction with the provisions of the Defence Act, serve as points of reference and policy guidelines which regulate and direct the activities of the Namibian Defence Force at home, and its activities and interaction with other armed forces of the international community.



## CHAPTER 3

### NATIONAL VISION, VALUES AND INTERESTS

#### **Vision 2030**

23. The overall aim of Vision 2030 is to transform Namibia from a developing, lower-middle income to a developed, high income country by the year 2030. The realization of this noble vision is dependent on a number of factors which include, among others, global security environment, favourable international economic performance, domestic political and economic conditions, as well as the preparedness and commitment of all Namibian people to work hard through collective efforts to support the realization of this vision.

24. The Defence Policy works in harmony with Vision 2030 in order to contribute to the maintenance of a favourable domestic political and economic environment. This can be realized by promoting and fostering the country's security interests through the already existing security coordination and enhancement mechanisms and instruments at regional, continental and global level. The vision should be allowed to run its course, without disruptions or fear of threats emanating from inside the country, or from external sources.

#### **National Values**

25. The Republic of Namibia is a secular, democratic and unitary state which is founded upon the principles of democracy, the rule of law and justice for all. These principles are the fundamental human rights and freedoms that should be freely pursued and exercised to their fullest extent by all citizens of the Republic of Namibia. These rights and freedoms are also declared in the universal principles of human rights, as well as in the International Humanitarian Law, which underscores the importance the international community attaches to these rights. The Defence Policy shall, within the parameters of the constitution, other parliamentary laws

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and the operation of the international human rights and humanitarian laws, jealously guard the inviolability of the stated rights and principles. These rights and principles which are translated into the country's national values include:

- a. the right to life;
- b. liberty and pursuit of happiness;
- c. equality and fraternity of all human beings;
- d. respect for human dignity;
- e. peace, stability, freedom and justice for all;
- f. patriotism.

### **National Interests**

26. In conformity with the international law, every sovereign nation state has the right to co-exist peacefully with other nations and to pursue and preserve its national interests, both at home and abroad. The nature of contemporary international relations is inextricably intertwined with the operation of national interests, their pursuit, promotion and preservation.

27. Namibia's national interests derive from the nation's shared values, goals and aspirations. These goals and values can be distinguished or classified as territorial, political, economic, scientific, social or cultural. These values form the basis of Namibia's national interests which are categorized as follows:

- a. **Vital Interests.** Namibia's vital interests concern the survival of the nation, and includes: the territorial integrity of the state, the guarantee of the nation's sovereignty, protection of democracy, economic
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resources and Namibia's citizens both inside and outside its borders.

b. **Peripheral Interests.** Peripheral interests are derived from the understanding that Namibia is not an island. It is a nation living among a community of nations. The country's survival and progress are largely influenced by its position and the role it plays in the international arena. The kind of policies the country adopts and pursues in relation to other nations and its domestic political environment will determine the nature of relations any given country can expect to reap from the world. Hence, as a stable democracy that views every country as potential ally, Namibia's peripheral interests focus on the promotion of friendly relations with other nations and the maintenance of global peace and stability. Namibia aims to pursue the following peripheral interests:

- (1) cooperation, peace and stability, sustainable economic development and security environment within the SADC region;
- (2) durable progress and cooperation in the African Union, leading to the well being of the African people, stability and entrenchment of democracy on the African continent;
- (3) global economic and social progress based on equality, peaceful co-existence, justice, fairness and the respect for international law and human rights;
- (4) non-alignment, but forging military cooperation and alliances in the region for mutual and collective security interests in the SADC region, and
- (5) a functioning and effective United Nations by means of, and through which world disputes and crises will be resolved, and the sovereign equality of all nations will be respected pursuant to the provisions of the Charter of the United Nations.

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## CHAPTER 4

### STRATEGIC ENVIRONMENT

#### **International Security Environment**


28. The end of the cold war has minimized the risk of a global nuclear war and the division of the world into two opposing ideological and military blocs, but has not resulted in world wide peace and stability. Following the fall of the Berlin wall and the disintegration of the Soviet Union, significant progress has been made to improve international relations between, and among states in the fields of political, economic, scientific and security cooperation. Despite some notable exceptions, the democratization process has taken root in South and Central America, parts of Asia, as well as in the Middle East and Africa. Many emerging democracies have settled well in the new international environment. A sizeable number of these countries have acceded to, and ratified international conventions and treaties, especially those that aim at strengthening global security cooperation.

29. These landmarks in international relations are a testimony to the political will and resolve of the international community to forge closer bilateral and multilateral cooperation, in order to improve global security.

#### **Regional Security Environment**

30. With the advent of decolonization in Africa, the continent has faced numerous political, economic and security challenges. Border disputes, ethnic divisions, religious strife, military dictatorship and general absence of a democratic political culture have been among the causes of instability on the continent. Grinding poverty, disease, civil strife and the refugee problem have been some of the causes of this instability.

31. In Southern Africa, the end of Apartheid and the democratization of the region have brought relative peace and eliminated animosity.



Consequently, favourable conditions for stability and development were created.

32. Countries of the Southern African Development Community (SADC), have put in place mechanisms for resolving disputes by peaceful means through the Inter-State Defence and Security Committee (ISD-SC). Namibia also has Joint Commissions on Defence and Security with all its neighbours.

33. Enhanced security cooperation and peace building efforts in the SADC nations have positive spin-offs for all SADC member states, and Namibia will continue to play its part of ensuring that the shared vision of transforming the region into a powerful economic bloc in Africa is achieved. Besides these positive developments for improved security environment, Namibia is mindful of the lessons from history, that a country cannot solely rely on the goodwill of others with regard to its security. Though efforts of resolving regional issues by peaceful means should be supported, the Namibian Defence Force (NDF) should always remain prepared and ready to respond to emerging future security threats.

### **International Security Concerns and Social Ills**

34. Despite remarkable achievements by the international community in the enhancement of security cooperation, there remains a number of security concerns, whose prevalence are likely to ignite conflicts and wars in many parts of the world.

a. *Environmental Degradation.* Global changes in the climate as a result of the green house effect continue to have negative effects on food security and water shortages in some parts of the globe, especially in Sub-Saharan Africa. The impact of climate change has reduced yields in crop production resulting in the scarcity of food, leaving many people with fewer and fewer means to sustain life, and placing them in abject poverty and misery. Failed agricultural activities may in the future force people to look for alternative sources of livelihood in urban areas. The exodus or


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migration of people from the countryside to urban centres have their attendant social evils, such as overcrowding in makeshift dwellings and damaging the cities' carrying capacity in terms of infrastructure and essential services. Notable social ills are the increase in crime rate which is often associated with the use and abuse of dependence substances, e.g. drugs and alcohol, prostitution, child labour and the deterioration in health conditions. When governments and local authorities lack the capacity to cope with these challenges, it could result in adverse effects on human security. The environmental impact on security transcends national boundaries. Environmental resources like water tend to traverse national borders, both in terms of distribution and demand, and the potential for inciting international tensions over such resources is very high. As global warming continues its damage to the environment, countries' access to water sources for domestic consumption and economic activities will be limited. The inability of states to agree on the proper usage of these shared resources could result in strained relations and even lead to open hostilities. This applies also to other non-renewable natural resources.

b.      *Growth in Global Population.*      The world's population is currently estimated at 6 billion people. It is projected that by the year 2050 the world's population will swell to between 8 and 12 billion people. This population growth has significant policy implications. In order to meet human needs which are commensurate with the population's growth rate, agricultural and energy production will have to be multiplied. This requirement will exert enormous pressure on the world's political and financial resources, and will cause severe environmental damage and depletion of non-renewable natural resources.

c.      *Refugee Problem.*      The growth in the number of refugees who are fleeing their countries for political and economic reasons has steadily increased. According to the United Nations estimates, about 20 million people worldwide have been forced to flee their countries in response to war, starvation, deprivation and ethnic and religious conflicts. Where these people find temporary refuge (shelter), either in locations



within their countries or in other countries, they are always viewed or regarded with animosity. These refugees sometimes put a heavy burden on existing infrastructure, resources and the environment of the host, provoking in the process resentment and hatred on the part of the local community.

d. *Intra-State Conflicts.* The end of the cold war in the early 1990s and the democratization process that characterized this period has heightened the intra-state conflicts and civil wars, particularly in the developing world during which period many countries were undergoing the process of transition to democracy. The institutional change from dictatorship to democratic systems of government seems to have stimulated tribal and ethnic awareness which brought ethnic and tribal politics to the fore, culminating in the eruption of ethnic violence and conflicts. The world has witnessed violence of the greatest magnitude in contemporary history. The rule of law in certain countries was replaced by violence, chaos and lawlessness. The united voice of the international community in condemning these barbaric acts, and the imposition of punitive measures against perpetrators, has somewhat managed to curb the threat. But socio-political and economic factors which engendered this form of threat remain embedded in many societies. If given a fertile ground and opportunity, it could resurface in the future. This threat has a spill-over effect and the potential to undermine world peace and stability.

e. *International Terrorism.* Another source of international security concern is terrorism. In recent years international terrorism has expanded in scope and magnitude, and has become more deadly because of the sophistication of its methods of operations and the means of violence. Terrorism has become a major player on the international security arena, and every nation should be concerned because this threat knows no boundaries. The masterminds of terrorism are keen to pursue their political and ideological objectives by means of deadly violence, perpetrated mainly against innocent civilians, and choosing cultural and national economic landmarks as their targets. International terrorism has a spill-over effect and is a threat to world peace and stability.




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f. *State Terrorism.* In contemporary international relations which are characterized by unipolar politics and hegemony in the balance of power, there is evident manifestation of state sponsored terrorism by certain countries, who adopt confrontational policies against states they perceive to be a threat to their security and national interests. This unilateral approach to inter-state disputes is contrary to the principles and objectives of the United Nations Charter and is a violation of acceptable norms in international relations. Failure to discourage these unilateral actions will undoubtedly create a precedent in inter-state disputes and will weaken and undermine the position of the United Nations in its mediatory and arbitral work in world disputes and conflicts.

g. *Proliferation of Weapons.* The spread of advanced weapon technologies to areas of potential conflict has emerged as another international security concern. The introduction of these weapons into conflict prone zones undermines world stability, poses a threat to neighbouring countries and defeats arms control initiatives. The trade in arms is still pursued and promoted by certain states contrary to the United Nations declarations and moratoria against weapons trafficking and proliferation. Some of these states are pursuing arms trade for economic reasons. The incentive to sell for economic gain outweighs moral concerns about the possibility of these weapons of war falling into the wrong hands, or the threat such transaction could pose to regional or global stability. The proliferation of small arms as a result of this extensive trade has caused untold suffering and deaths in many countries. Women and children as vulnerable members of the society are often at the receiving end of this scourge.

35. In this constantly changing world the key to survival lies in understanding the strategic environment and to know how to adapt to it. Changes must be anticipated and prepared for. We should therefore know where we are, where we want to be and how to get to that desired state or position. The future cannot be predicted or pre-determined, but can be influenced. By evaluating changes, tendencies and impact of the strategic environment, the potential and magnitude of possible conflicts



can be deduced and the correct course of action can be chosen.

## **Domestic Security Environment**

36. Namibia had since independence in 1990 enjoyed a stable political environment. This peaceful climate can be attributed to the democratic system of government adopted at independence, the policy of national reconciliation, the culture of political tolerance and maturity of the society, as well as the prevailing politics in the region and in the international community.

37. At social level, the majority of our people who were disadvantaged by the conditions of the past are still socially and economically disadvantaged, despite concerted efforts by the government to redress these social ills and empower the nation through policies such as Black Economic Empowerment (BEE), Affirmative Action (AA), and Gender Equity and Equality. The exclusion of the majority of people from the mainstream economy may result in personal and social insecurities.

38. The prevalence of personal and social insecurities account for some of the social evils that have enveloped our society in the form of violent crime, use and abuse of dependence substances, illicit trade and trafficking in small arms and light weapons, stock theft, house breaking and armed robberies. These evils are not endemic to Namibia, but are phenomena found in many countries of Southern Africa. If human security will not be addressed through calculated policy interventions, these problems would become acute as the region moves towards economic integration, because they will most likely find their way to neighbouring countries through free cross border movement of people and goods.

39. There is a need to support and strengthen the government's policies of social and economic upliftment of the disadvantaged communities by integrating them into the mainstream economy. Any success in this area would lead to improved human security which would eventually translate into a nation that is free from want, fear, idleness and ignorance.

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Adequate human security is an ingredient for a peaceful and stable society.

40. The prevailing political landscape should be fostered and strengthened by jealously guarding and upholding the principles and culture of democracy. The policy of national reconciliation should be fostered and pursued for the benefit of unity, peace and stability of our motherland. Without unity and peace there can be no progress and development. This was also suggested by the second President of the Republic of Namibia, in his inaugural speech, when he stated that “unity is a superglue of our nation”.



## CHAPTER 5

### RISKS AND CHALLENGES

#### **Spatial Analysis**

41. *Internal Environment.* The Republic of Namibia is a land of geographical contrasts and is vast in terms of the ratio of the population per square kilometer. The northern and northeastern peripheries along the Angolan and Zambian borders, and a midway point in the northeastern border with Botswana, lay vegetated areas of semi-tropical conditions with dense forests in certain areas. The country's perennial water ways traverse the land along the boundary lines. The rest of the landmass south of the red line through the central highlands to the border with South Africa, and northwestward through the Erongo and Kunene regions, is characterized by arid and semi-arid conditions. The area along the coastal shoreline and the eastern boundary with Botswana is characterized by desert or semi-desert landscape. The climate and environmental conditions in certain areas of the country are nearly unsuitable for human activity or habitation, except in localized places.

42. *Namib Desert.* The Namib Desert derives its name from an indigenous language in acknowledgement of the role it played in preventing European explorers during the 19th century from gaining access into the hinterland. The word 'namib' means shield. Today, with advanced technology, especially in military science, there is no land, sea or airspace which is not conquerable. With this fact in mind it is logic to conclude that no piece of land in the territory of the Republic of Namibia is safe from penetration by invading foreign armed forces.

43. *Expanse of the Country.* The size of the country makes it suitable for defence in depth and trading space with time during hostilities, but the ratio of the population to the country and the porous nature of the country's national boundaries make it quite difficult to defend.

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The harbour towns of Walvis Bay and Luderitz are strategic locations along the coastal shoreline, because they provide the route for external trade. In fact, they are the lifelines for the country and the defence force in times of war. The proximity of the country to the Cape sea route presents a strategic choke point in the event of a major naval war.

44. *External Environment.* Although the mission of the NDF is the defence of the motherland and the preservation of its territorial integrity, it must be remembered that Namibia is a member of the United Nations, the African Union and the Southern African Development Community, and is also a State Party to many international conventions and treaties, including the SADC Mutual Defence Pact.

45. *International obligations.* In honouring and pursuit of its regional and international obligations, Namibia may be called upon to commit its Defence Force together with other international troops to respond to regional or global security emergencies. Our soldiers would therefore be expected to operate in unfamiliar terrain, climate and cultural environment which are significantly different from the home environment they are used to. This does not only pose physical and psychological challenges to would-be mission undertakers in foreign lands, but it is also a policy challenge to the MOD/NDF. When our troops are committed to international duties they should be expected to overcome and adjust to the factors of force integration, equipment inter-operability, adaptation and acclimatization. These concerns could be alleviated by devising training programmes during peacetime, which incorporate all soldiering skills that would enable our troops to operate and survive in an environment other than the home environment.

46. *Force development.* The spatial analysis presents, in many ways, policy challenges to the Government, the Ministry of Defence and the Namibian Defence Force. Measures should be taken to ensure that NDF soldiers are equipped with proper skills and competencies to enable them to deploy and effectively operate in any location within the borders of the Republic of Namibia as well as in foreign territories. Op-



erating and surviving for sustained periods in certain locations within the territory of Namibia is not an easy task. Achieving this goal would require the NDF to maintain a multi-role, highly mobile and rapid deployable military capability. This would include, besides maintaining a conventional force, developing, training, equipping and sustaining specialized mission and location tailored forces that are specifically designed and trained to operate and survive in inhospitable and harsh (desert and semi-desert) conditions of our country. This is a policy imperative which should be pursued, because it sums up the MOD/NDF mission statement, bearing in mind that every inch of the Namibian soil is of vital interest for the preservation of the territorial integrity of the country.

## Threats

47. In order to develop a focused defence policy, Namibia should have a clear picture of the kind of threat it envisages to encounter in the future. This picture is essential for the adoption of a commensurate response in the form of military strategy. Comparative analysis of the threat levels and thresholds assists military planners to develop adequate responses and the mobilization of resources.

48. The Defence Policy distinguishes and discusses two types of threats the country could face in the future, but cannot attach timelines, as the future is unpredictable. Every peace-loving country's wish is that peace and stability should last. Unfortunately, this is only wishful thinking because the world does not operate this way. If all threats could be foreseen and prevented before they occur, no blood from weapons of war would have been shed on our planet. World wars and civil wars would not have been documented in history books.

49. Internal Threat. Internal conflicts and strife occur due to a number of underlying factors in a given society. Some of the causes could be influenced by socio-political, cultural, economic and religious factors. Namibia has been spared from many destructive civil disturbances and strife witnessed elsewhere on the African continent, especially those dis-


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turbances whose roots are ethnic or religious. As a country of ethnic and cultural diversity, the society recognizes the importance of fostering ethnic and racial harmony for the better future of all citizens. Notwithstanding this, there are areas of potential threats which must be noted and monitored, and intervention policies should be strengthened to ensure that these potential dangers do not develop and mature. Some of these potential threats include sentiments of secessionism in certain quarters of our society, a case in point the Caprivi issue; claims of ancestral land and the agitation for the land redistribution to the landless; unstable labour market environment; plight of ex-fighters; unemployment among the youth; environmental degradation and unsustainable use of the environment in communal areas, such as uncontrolled grazing and deforestation; illicit trade and trafficking in small arms and light weapons; usage of the country as a conduit for contraband items to neighbouring countries; effect of global warming on domestic food security; dwindling non-renewable natural resources; impact of the HIV/AIDS pandemic and the lack of accessibility of the majority to economic resources of the country.

50. Threat monitoring. Some, or all of the above potential threat indicators deserve special attention and constant monitoring by the security agencies, in order to follow trends which could undermine the security of the state and its people. They have security implications if left unattended, especially when external interference by foreign powers is involved.

51. External Threat. Namibia's policy of peaceful co-existence and good neighbourliness has greatly enhanced the country's stable security environment. According to the present threat analysis Namibia does not face an imminent attack by a conventional force in the short to medium term. The democratization process that took place in the region has ushered in an environment which is full of opportunities for minimizing and averting inter-state disputes and conflicts. The current regional environment presents Namibia with opportunities to strengthen and promote bilateral and multi-lateral relations with all its neighbours.



Nevertheless, areas of potential threat still exist. Extensive and porous international boundaries and their violation by illegal immigrants, criminals, terrorists and mercenaries will always be a cause for concern as they have security implications to the country and its neighbours. Constant violation of the country's national boundaries could lead to border disputes, with the possibility of heightened tensions, if an acceptable solution or compromise is not found.

52. **Potential threats.** Other potential threats come from the presence of foreign military posts on the African soil. The motives of such foreign military posts will always be questionable. The foreign powers have only their interests at heart and do not have the interests and well-being of the African people at heart. In the event of hostilities on the continent, they could easily take sides in the conflict and use their outposts as launching pads to attack other countries, including Namibia.

53. **Security.** It should be mentioned here that the security of the Republic of Namibia is a collective responsibility of the State, security agencies and the entire population of the country. The NDF is the custodian of the defence of the territory by virtue of its constitutional mandate, but it cannot be expected to fight and win wars if the nation does not rally behind, or identify with it.

## **Scenarios for the Employment of the NDF**

54. According to the threat analysis, security challenges that the country could face in the future are those that emanate from inside the country, or from external sources, such as an armed foreign aggression. In both cases, and depending on the level of conflict escalation, NDF troops would be expected to play an active part, if not a leading role. In order for Namibia to formulate a focused military strategy for the employment of troops, it is important that the scenarios in which NDF troops are envisaged to operate, are clearly identified and explained. Without derogating the provisions of the Defence Act 2002, (Act 1 of 2002), regarding the employment of NDF troops, below are some of the



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scenarios.

a.      **Violation of Namibia's Territorial Integrity.**      The armed attack by a foreign power on the territory of Namibia constitutes the most dangerous security emergency the country could face. This would entail the violation of Namibia's vital interest and the threat to its existence as a sovereign state. The attack may come through one of the country's neighbours, or the projection of force from the high seas or airspace. Depending on the intentions and strategic objectives of the aggressor, the attack could be land-based or the combination of assaults from the ground, sea and air. Important economic and cultural landmarks would be on the aggressor's list of strategic targets. In order to adequately meet this threat, the NDF should have a commensurate and comparative military capability.

b.      **Raids and Blockades.**      The sea route is one of Namibia's gateways to the outside world. Most of the country's economic activities with the rest of the world are via the sea. During open hostilities the country should anticipate blockades in the form of interference with its sea routes, or the disruption of shipping and fishing activities within the country's exclusive economic zone. Other blockades would come by means of the imposition and enforcement of no-fly zones in selected airspace corridors of the country. This form of threat calls for adequate naval and air response capabilities.

c.      **Counter-Insurgency and Low Intensity Conflict Operations.** Expression of dissent and resistance to an established order is an age old phenomenon in the history of mankind. Individuals and groups who felt aggrieved or oppressed resorted to violence when they could not achieve their aims and objectives by peaceful means. Subversion and insurgency have been known for centuries, their study as part of military activity has been a comparatively recent occurrence, especially since the end of the Second World War. All over the world, such conflicts have proliferated, particularly in developing countries. These have often been inspired, aided or abetted and directed by external forces to achieve po-



litical and ideological goals. The technological and information advances have given new dimensions to insurgency and terrorism, euphemistically also termed as warfare of the future, or proxy war, or low intensity conflict. Internal security is the responsibility of the Namibian Police, because this falls within the scope of policing, and relates to civil disorders and disturbances. Should this form of threat occur in the Republic of Namibia, the Namibian Police would be expected to take the lead in internal security operations and only involve the soldiers when the need arises. Recent trends in the sophistication of terrorists and insurgents' methods of operation and means of violence could necessitate the intervention of the Namibian Defence Force in rendering support to the police. It is expedient therefore, that our troops be made aware of these additional responsibilities placed on their shoulders. Soldiers' training programmes should include lessons on domestic support operations, in particular, counter-insurgency operations (COIN OPS). This would give them the leverage and necessary skills required to successfully operate in support of the police.

d. Natural Disasters and Other Calamities. When natural disasters and other calamities like earthquakes, floods, fires and famine occur, the NDF may be used to assist the civil authorities in rendering relief to the victims by providing transport, helping in the evacuation and treatment of the injured, fire fighting, flood relief, and so on. When these national emergencies occur and the NDF's assistance is sought by relevant authorities, such assistance should be rendered because this forms part of the NDF's peacetime roles. Of course the level of assistance and the response will be dictated by circumstances. Procedures on how NDF assistance is to be sourced are laid down in NDF publications on the aid to civil authorities and communities.

e. Search and Rescue Operations. One of the peacetime roles the NDF is expected to perform, is that of search and rescue operations. These operations could take place on land or in waterways such as rivers, dams, lakes or in the sea. This role calls for the Defence Force to have the necessary capability to conduct search and rescue operations in all


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weather conditions, both by day and night, and at a very short response time. Some emergencies may be life-threatening and a quick response could save lives.

f.      Public Emergency, State of National Defence and Martial Law. Article 26 of the Constitution states that at a time of national disaster, or during a state of national defence or public emergency threatening the life of the nation or the constitutional order, the President may by proclamation in the Gazette declare that a state of emergency exists in Namibia, or any part thereof. The article vests power in the President by proclamation to make such regulations as in his or her opinion are necessary for the protection of national security, public safety and the maintenance of law and order. By virtue of this power vested in the President, and depending on the degree and magnitude of the threat, he or she may as Commander-In-Chief of the Namibian Defence Force, order that the operations of the country's security forces resort (fall) under the operational command and control of the Namibian Defence Force.

g.      Peace Support missions.      Peacekeeping is an area in which NDF soldiers should be physically and psychologically prepared, because they could be called upon to participate as part of their national duty for purposes of the maintenance of international peace and security. Section 32 (2) (a) and (b) of the Defence Act, Act 1 of 2002 prescribes. Namibia's independence was the product of the international peace initiative. The Government of the Republic of Namibia and its people will always rally behind the United Nations peace initiatives aimed at bringing about peace and stability in the world. When called upon, the Government may deploy its troops in peacekeeping missions that are duly authorized and mandated by the United Nations Security Council in chapters 6 and 7 of the United Nations Charter, including peace missions that are authorized and mandated by the African Union's Peace and Security Council in chapter 8 of the United Nations Charter. Additional future missions may also include military commitments at the regional level, as NDF soldiers may be required to participate in regional peacekeeping engagements under the auspices of the SADC arrangement, or in conformity with the



country's obligation to the SADC Mutual Defence Pact to which Namibia is a State Party.

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## CHAPTER 6


### STRATEGIC RESPONSE

#### **Collective Security and Regional Integration**

55. The SADC regional integration should be linked to the concept of collective security. For the SADC Region to be economically competitive to attract direct foreign investment, the security environment should be stable and sustainable.

56. The term security is no longer confined to its military use, but is also used in many social dimensions. The present regional economic integration initiatives are simply one way by which the SADC region wishes to address the issues of security affecting its member states. National and regional development policies and programmes both aim at addressing and promoting socio-political, economic and human security. Namibia recognizes the impact the regional stability has on the success and achievement of the country's National Development Plans (NDPs) and the Vision 2030. Therefore, it wishes to see common security threats facing individual SADC member states or affecting the whole region addressed, by means of collective efforts through existing mechanisms and enabling instruments.

57. Security arrangements and cooperation with the country's neighbours and those further afield shall remain one of Namibia's top priorities. This will be fostered and promoted through the existing conflict prevention mechanisms, such as the Inter-State Defence and Security Committee (ISDSC), Joint Commissions on Defence and Security, as well as the SADC Mutual Defence Pact. Namibia shall strive for a common approach to defence in order to eliminate suspicion and present a credible deterrence to security in the region. On possible threat to security, Namibia shall prefer a regional approach to conflict resolutions on bilateral and multilateral basis.



58. At the bilateral level Namibia shall make extensive use of the Joint Commissions on Defence and Security and other diplomatic channels and avenues to seek an amicable solution to any possible misunderstanding or dispute(s), which may occur in the future. When bilateral solution fails, the country shall resort to regional and international bodies such as SADC, AU and the UN, for mediation and arbitration.

## **Deterrence**

59. No military option shall be contemplated as a means to resolve any disputes with the country's potential adversaries until all political and diplomatic means and avenues have been explored and exhausted. The use of force shall only be considered as the means of last resort. When this option is adopted, it shall be with due regard to the provisions of Article 51 of the United Nations Charter.

60. The military strategy of the Namibian Defense Force is based on the policy of deterrence by means of conventional military capability, and is accordingly the country's strategic response to external military threats. Deterrence, as will be explained in chapter 8, is a step short of employing the country's armed forces.

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## CHAPTER 7

### DEFENCE ORGANISATION

#### **Civil Component of the Ministry of Defence**

61. One of the key tenets or characteristics of a democratic system of government is the political control of the military. The principal advantage is that it establishes stable civil military relations.


62. To reflect its dual role and ensure that military advice is readily available, the Ministry has a joint civilian/military component performing the day to day administrative functions. The Ministry takes note of the professional views of senior military officers in the process of policy formulation and decision making on defence matters.

63. The Minister is the political head of the Ministry of Defence and is accountable to the Government and the nation for the effective management and administration of the Ministry and the NDF. Acting through the Chief of the Defence Force he/she provides the policy direction of the Defence Force.

64. The Permanent Secretary is the Chief Accounting Officer of the Ministry and is responsible, among other things, for inter-departmental liaison and administration to enhance legislative and control of the Ministry. He or she is the principal policy advisor to the Minister, and all civilian employees of the Ministry fall under his/her control.

#### **Military Component of the Ministry of Defence**

65. The Chief of the Defence Force (CDF) provides a link between the political leadership and the armed forces. The CDF is the highest ranking military officer who is vested with the constitutional powers for the effective management, command and control of the Namibian Defence Force.



## **Command and Control of the NDF**

66. By the provisions of the Constitution, the President of the Republic of Namibia is the Commander-In-Chief of the Namibian Defence Force. His/her other duties and command functions are outlined in the Defence Act. The President exercises his/her command and control of the NDF through the Chief of the Defence Force, who is directly accountable to him/her for the effective administrative and operational command and control of the Defence Force. The Chief of the Defence Force in turn exercises his/her command and control of the Defence Force through the Commanders of the Arms of Service, and heads of other military institutions independent of the Arms of Service.

67. By virtue of this command relationship the Chief of the Defence Force has direct access to the Commander-In-Chief on matters of military and national security. The Chief of the Defence Force also acts as the principal advisor to the Minister.

## **Defence Oversight Bodies**

68. The Parliamentary Standing Committees on Foreign Affairs, Defence and Security and the Cabinet Committee on Defence, Security and International Relations (CCDSIR) are bodies which were established to oversee the defence and security issues of the country. They also have to advise the Cabinet and the National Assembly on matters pertaining to defence and security. By virtue of their mandate, these bodies have oversight functions over the activities of the NDF.

## **Defence Priorities**

69. There are many defence priorities, but the following three are the core priorities.

- a. to ensure that the Namibian Defence Force has the necessary capability to fulfill its constitutional mandate;



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b. to ensure that the Defence Force has the capability to operate effectively in domestic support operations and

c. to contribute to promoting Namibia's wider security interests in the region and in the world through the maintenance of international peace and security.


### **Mission of the Ministry of Defence**

70. The Ministry of Defence shall be an efficient, effective and accountable Government institution responsible for formulating policies and programmes on defence for the Government. It will continue to execute government decisions on defence issues in a timely and cost-effective manner. Furthermore, it will continue to procure equipment for the Namibian Defence Force (NDF). The Ministry of Defence aims at developing a small, well trained, highly mobile, professional and well equipped force, ready to protect the sovereignty and territorial integrity of the Republic of Namibia and to actively contribute to international peace and stability.

### **Vision and Mission of the Namibian Defence Force (NDF)**

71. *Vision.* The Namibian Defence Force envisions developing and maintaining a small, highly mobile and professional force which excels in service through discipline, vigorous training, possession of modern armament and is ready to defend and guarantee the security of the motherland. Moreover, this force should actively contribute to the promotion and maintenance of international peace and security. This loaded vision statement is further explained by defining some of the concepts below.

a. *Small Force.* The concept 'Small Force' refers to a defence force that is small in size, relative to the size of the population and the economy that supports and sustains it. However, the size factor is compensated by a force configuration and design which generate effec-



tive firepower through the combination of efficient training and modern equipment, as well as an efficient logistic back-up system. Such force is easy to maintain as well as cost-effective, and will not retard national development as it will not claim a large portion of the national budget.

b. *Professional Force.* The Professional Force is the defence force that is well versed in military science and is able to apply all elements of the military art in practice. The knowledge would naturally be acquired during peacetime by means of intensive training of personnel.

c. *High Mobility.* High mobility entails the speed at which such force can traverse the great expanse of the geographical mass of the Republic of Namibia in response to national contingencies and emergencies.

d. *Excel in Service.* Excellence is the core and main theme of this vision. It is achieved through vigorous training, motivation, discipline and the possession of modern armament. Excellence is the beacon which the NDF aims to reach.

72. *Mission.* The primary mission of the Namibian Defence Force as enshrined in the Constitution, Chapter 15, Article 118 is to defend the territorial integrity and national interests of Namibia. Its secondary roles include assisting civil power and local authorities in domestic support operations when required, as well as to undertake SADC, AU and UN Peace Support Missions.

## **Defence Policy Objectives**

73. The main objective of defence is the protection of the country's territorial integrity and its national interests under the provisions of the constitution. However, economic realities and the military capability may dictate the extent of the country's sphere of strategic interests. The degree of protection is influenced by the country's national and foreign policies. This Defence Policy aims to pursue the following policy

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objectives:

a. *General Objectives*

- (1) guarantee the security and the inviolability of the territorial integrity of the Republic of Namibia, protection of its citizens, economic interests, values and cultural heritage;
- (2) promote security consciousness among the Namibian people;
- (3) render military assistance to the government ministries, civil authorities and other stakeholders when called upon to do so in the public interest;
- (4) participate in disaster management and humanitarian relief operations at home and abroad;
- (5) provide military advice on security matters to the government;
- (6) strengthen friendly relations with Namibia's neighbours through participation in Joint Commissions on Defence and Security, and other bilateral security arrangements;
- (7) ensure stability in the SADC Region by playing a key role in regional security arrangements, such as the SADC Mutual Defence Pact and
- (8) assist in the promotion of peace and security in the world through participation in regional and United Nations peacekeeping and peace support operations.

b. *Specific Objectives*

- (1) *Establish and Manage an all-Volunteer Force.* The Namibian Defence Force shall manage a force that is based on the principle of
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voluntary service. Except in the time of national emergency and the nation's transition to war, where the Commander-In-Chief may proclaim the conscription system, all men and women wishing to join the Defence Force for purposes of pursuing a military career in any of the Arms of Services of the NDF, shall do so at their free will. Nevertheless, once in the force their desired exit or termination of service shall be governed by the provisions of the Defence Act which regulates the activities of members of the Namibian Defence Force.

(2) *Eligibility into the Namibian Defence Force.* Only bona fide Namibian citizens shall be eligible for service in the Namibian Defence Force. This policy limitation is mitigated by the need to preserve national security interests of the state. The policy shall not affect foreign military personnel who may be seconded to the Namibian Defence Force for a specified period, as a result of bilateral agreements and arrangements pertaining to exchange programmes, consultancy services etc. Chapter 4, Section 7 (1) (a) and (2) of the Defence Act prescribes.

(3) *Pursue and Achieve National Representation.* The Namibian nation is a society of diverse cultures. Our unity in diversity has contributed to the social and economic advancement of the country, because of the force and strength drawn from the combination of talents and skills from various cultural groups for the common good of the nation. This unity in diversity bears testimony to the stable political environment the country has enjoyed since independence. The MOD/NDF shall foster and promote this spirit of a united nation by ensuring, through its policy of accommodation, and in line with the constitution and other national legislations, that every section of the Namibian society is represented in the rank and file of the Namibian Defence Force. The structure and composition of the NDF shall be a reflection of this national character.

(4) *Establish and Manage an Apolitical and Non-Partisan Defence Force.* The MOD/NDF shall adopt and maintain the policy of non-partisanship of the Defence Force to serve the government of the day and the entire populace of the Republic of Namibia. While recognizing the constitu-

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tional right of every soldier to choose and belong to any political party of their choice, the policy prohibits active service members to wear and display their party colours while on duty, or on any premises of the NDF, or to participate in political activities while wearing NDF uniform or any symbols that identify them with the NDF. Equally, active service members are prohibited to hold public office(s) other than their military appointments prescribed in the Defence Act.

(5) *Public Relations.* Public relations services shall be strengthened at every level of command, in order to foster good public image of the MOD/NDF by creating opportunities for members of the public to interact with men and women in uniform. This interaction is the basis of good and harmonious civil-military relations.

(6) *Civil Servants Component.* The civil servants will continue to be an integral element of the Ministry of Defence and the NDF. Highly qualified public servants, with diverse skills and competencies play essential roles within our organization in support of the achievement of the defence mission. Their tasks include the delivery of skilled services at local levels and the provision of professional administrative, scientific and academic services.

(7) *Recruitment.* In order to maintain the required force levels at all times, the recruitment exercise shall be an ongoing activity. The constant wastage of manpower through deaths, resignations and discharges should be compensated by the recruitment process where eligible young men and women in our society would be called upon to fill the posts left by others.

(8) *Terminal Diseases.* Besides other deadly illnesses that are prevalent, HIV/AIDS has been singled out as the most deadly disease that continues to deprive the MOD/NDF of its young, talented and productive members. Its effect is felt at every level of the organisation, and is threatening and undermining the fighting capability of the Defence Force.



As compared to the rest of the society, NDF members are particularly at risk of contracting and transmitting the virus because of the nature and conditions of work in the military. The MOD/NDF shall complement the government's efforts in the fight against HIV/AIDS pandemic by developing, within the parameters and scope of the National HIV/AIDS Policy, its own HIV/AIDS policy in order to assist members of the Defence Force to fight, protect themselves and cope with the effects of the disease.

(9) *Gender Balance.* The Namibian Defence Force had, since its establishment, made women part of its workforce. Its commitment to making military career attractive to women shall be reinforced, to ensure that women are accorded equal and equitable employment opportunities within the structures and hierarchy of the MOD/NDF.

(10) *Affirmative Action.* The Affirmative Action Act 1998, (Act 29 of 1998) calls for government institutions and other employers to create, administer and foster equal opportunities for all Namibians irrespective of race, colour, gender or ethnicity. In pursuance of this goal, the MOD/NDF shall implement the Affirmative Action Plan through appropriate programmes. This will be done with the purpose of redressing the socio-economic livelihood of the vulnerable groups by the creation of equal employment opportunities.

(11) *Protection of the Environment.* The ecological system of Namibia is fragile, and unless measures are taken to ensure its preservation, some of the country's fauna and flora could be lost through human intervention and activities. When NDF troops deploy in the field to conduct training or operations, they should guard against causing intentional damage to the country's environment. Environmental damage could be caused by unnecessary earth excavations, littering or polluting the soil, air and water by means of disposal of excessive amounts of petrol, oil and lubricants and other related military chemical pollutants.

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## CHAPTER 8

### MILITARY STRATEGY

#### **Strategic Military Options**


74. Namibia's military strategy is shaped by the Constitution. The purpose and design of the strategy are to preserve the national security interests of the state, as well as to assist in stabilizing the domestic environment, in order to allow the nation to advance and prosper without the fear of threats from inside or outside of the country.

75. The strategic options pursued by the military strategy include prevention, protection, deterrence, rapid mobilization and cooperation with allies within the framework of the SADC Mutual Defence Pact and other initiatives.

a. *Prevention.* Potential conflicts shall be averted by adopting and enforcing an adequate and effective early warning system. This will be achieved by the use of strategic intelligence, preventive diplomacy and confidence building measures. The ultimate goal of this option is to prevent conflicts from escalating into open hostilities.

b. *Protection.* Protection entails the adoption of a military posture that is capable of successfully ensuring the security of the country. The main elements of protection are force preparedness and the ability of the country to rapidly mobilize national resources from peacetime conditions to war footing. The NDF shall maintain a military capability and the state of combat readiness at all times. This will enable them to quickly and effectively respond to national security emergencies in the event of them occurring in the future.

c. *Deterrence.* Deterrence is the underlying principle and the policy guideline of the Namibian Defence Force. Its importance should be viewed within the context of the overall National Security Strategy



of the country. Deterrence underscores and emphasizes the defensive nature of the NDF. The NDF exists solely as the defender of the motherland as mandated by the supreme law of the country, the Constitution of the Republic of Namibia. Deterrence is not a military action, but a phase or stage that precedes military action. It is the transmission of the message that intends to force the enemy to abort its hostile plans against Namibia. Namibia's deterrence goal as a military option is based on the premise of conveying a clear and unambiguous message to any potential aggressor, that the country has both the capability, will and resolve to use its military might (forces) to defend itself, and that, should the aggressor proceed with its hostile intentions and plans to invade Namibia, the casualties it will suffer will outweigh the benefits it wishes to achieve from such aggression. The policy of deterrence is consistent with the country's constitution, foreign policy and national values which emphasize peaceful co-existence, good neighbourliness and the promotion of friendly relations with other countries.

d. *Rapid Mobilization.* In the event of national security emergencies, the Defence Force's mobility and quick transition to war shall be enhanced and harnessed by means of the State pulling together all national resources to support the war. The regular forces' manpower requirements shall be addressed by establishing and sustaining a pool of reserve units pursuant to the provisions of the Defence Act, which would be called up for active duty when such need arises. Should the manpower requirements be below the threshold levels after the reserve units have been committed, the conscription of eligible and able-bodied young men and women from the mainstream civil society shall be considered as a strategic option for purposes of ensuring the survival of the nation.

e. *Cooperation with Allies.* In the SADC Region peace, security and political stability are the linchpins for socio-economic development. The vision of SADC reminds member states and citizens of their historical bonds underpinning the shared future. It is in pursuance of this noble and unflinching desire that SADC concluded the Protocol on Politics, Defence and Security Cooperation to serve as an instrument for dealing



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with the Southern African Region's political, defence and security challenges. The conclusion of this protocol gave birth to the formulation of the Strategic Indicative Plan for the Organ (SIPO). SIPO provides general guidelines on a number of issues, including those that pertain to Defence and Security Cooperation and the Mutual Defence Pact. The SADC Mutual Defence Pact's objective is to operationalize the mechanisms of the Organ for mutual cooperation in defence and security matters. Article 4 of the Pact on military preparedness urges its signatories to maintain and develop their individual and collective self-defence capacity to maintain peace, stability and security. In the event of instability in the region for which collective response shall be required, Namibia will be expected to honour its obligation and commitment by cooperating with its allies, in the interest and spirit of collective security in the region. The SADC Mutual Defence Pact shall also be considered a strategic military option the country could adopt in times of national security emergencies. The option should be exercised when circumstances merit such an action.



## CHAPTER 9

### MILITARY POSTURE AND FORCE DESIGN

#### **Required and Desirable Military Capability**

76. The MOD/NDF has, for many years, been striving to develop and maintain a military capability that meets the defence needs of the country. One of the milestones reached in this endeavour was the restructuring exercise that started in 1998 and culminated in the transformation of the Defence Force in terms of force structure and design, from a structure that was based on the concept of independent battalions, to a force that comprises three Arms of Services, namely the Army, Air Force and the Navy.

77. In the wake of expanded security challenges of the twenty-first century, accompanied by advanced technology in the military field, the noble efforts of transforming our Defence Force, which started some years ago, must be supported until the Defence Force reaches the required and desirable military capability. This capability is commensurate with the threat assessment, and its strength can be comparatively measured and ranked among the best defence forces in the region.

78. In contemporary warfare environment the outcome of combat engagements is determined by the efficient and effective use of Intelligence to provide critical information at the right time and the use of lethal firepower derived from modern weapon systems. As a policy imperative, it is important to look at the transformation of the NDF in the context of improving and enhancing its firepower by the procurement and acquisition of modern weapon systems for the three arms of services of the force. This process should be carried out without burdening the national resources to the detriment of other national projects.

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## Conventional Force Concept

79. The Namibian Defence Force shall always maintain a conventional force structure, based on its three arms of services complemented by Special Forces and the reserve. This is a strategic asset and instrument of state power for the defence of the country.

## NDF Development Plan (Strategy)

80. Defence forces all over the world use significant portions of national budgets to service defence needs. With the advent of democratic transformation that characterizes our generation, governments are urged to be prudent and reduce defence expenditures so that savings from this sector could be channeled to socio-economic development programmes. In order to ensure that the Defence Force will not exert pressure on national resources, its development and transformation into a force that is envisioned in chapter 7 will evolve on the basis of the following two development strategies. The basic assumptions are that the current stable political environment in the country, region and the globe shall last, and that in the event of war, Namibia will have ample time to mobilize national resources, which would include activating the reserve force and procuring all required war materials and weapon systems.

a. *Short and Medium Term Strategy.* Create a force structure and capability which forms the firm base for successfully dealing with national security emergencies between the short and medium terms. This should also form the basis of the envisaged force.

b. *Long Term Strategy.* Develop a small, well trained and well equipped Defence Force as envisioned in chapter 7, complemented by a reserve force which can be activated and committed when required.



## **Development of the Army**

81. The Army shall be developed into an effective and efficient arm of service to perform and meet all ground combat roles and requirements of the Defence Force. It shall be trained and equipped in such a way that it can operate independently, or as part of the joint force with the Air Force and the Navy. The development of the Army shall take account of the country's contrasting geographical landscape and be tailored accordingly, so that no piece of the land of Namibia shall be an impediment for troops to operate on and defend the country, should that need arise.

82. The Army's force design and structure shall be based on a conventional fighting force with a strategic force projection capability, by means of its ability to deploy troops anywhere within the borders of the Republic of Namibia and in the immediate neighbourhood, in collaboration with other NDF arms of services. Its capability shall encompass the ability to deploy, operate and sustain troops in jungle, mountainous and desert combat environment.

83. The Army shall strive for perfection, remain a well-disciplined and accountable, professional all volunteer force, and will continue to train along the lines of other friendly armies. It will train and rehearse plans for aid to the civil authorities, civil power and civil communities with the Namibian Police and other law enforcement agencies. In Addition, it will promote a good public image and assist the communities in which it is based. When called upon to assist the Namibian Police in the maintenance of law and order, it shall do so in the public interest and shall in no way be construed as assuming policing duties.

## **Development of the Air Force**

84. An important milestone has been reached in the process of transforming the air component of the NDF. This milestone is the commissioning of the Air Wing into the Air Force. This transformation has not only elevated the Air Force's status, but has also expanded its role.

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85. The primary mission of the Air Force is to protect Namibia's airspace; ensure its inviolability by hostile aircraft as well as protect the country's cultural and national economic assets and installations. The Air Force shall be developed with this primary mission in mind. It should therefore train and be equipped with air assets that will give it unbridled leverage in air superiority. The Air Force shall be developed to the level where it has the air capability to be employed singly or jointly with other arms of services of the NDF during national or internal operational commitments, or in support of regional commitments.


86. Contemporary air power has a decisive factor in shaping the battlefield and the outcome of combat engagements. It is therefore a critical element in bringing about victory, especially when there is land, naval and air synergy.

87. Some of the envisaged tasks of the Air Force are: surveillance coverage of the Namibian airspace; transport of personnel; supplies and equipment to various theatres of operations; close air support; casualty evacuation; strategic air bombardments and deep operations. Its peacetime role includes, among others, search and rescue operations; support to civil power and communities in terms of providing air assets and personnel in times of emergencies.

### **Development of the Navy**

88. The commissioning of the NDF's Maritime Wing into a Navy has, just like the Air Force, upgraded its status and expanded its role of defending Namibia's maritime interests. In crises or wartime the NDF would have the principal responsibility for defending Namibia's maritime domain and coastline against attack.

89. To ensure that the NDF would be able to undertake this task when required, the development and professionalization of the Navy shall be pursued until its desired capability is achieved. Necessary resources should be made available to expand the Navy's capability from



that of coastal patrol, to that of maritime deterrence with force projection capability.

90. The Navy's wartime role would include surveillance and security of the country's entire coastline; naval combat engagements; search and rescue operations, casualty evacuation; naval blockades and landward combat operations by maritime airborne and seaborne forces.

91. In peacetime the Navy would have the role of augmenting civil offshore patrol forces, particularly providing the means and the expertise to execute enforcement action effectively. Specific tasks would include assisting civil authorities to combat illegal immigration, smuggling (arms and drugs) and threats to the environment, as well as assisting the Ministry of Fisheries and Marine Resources with the enforcement of the fisheries protection regime.

92. The Navy's development and transformation process shall focus on achieving the following development priorities:

- a. establish a fully integrated naval command, control and communication system;
- b. have a well trained naval force that is capable of operating ships and other naval equipment and
- c. create and maintain fully operational naval bases and auxiliaries, e.g. naval call station at Cape Frio as well as an integrated logistic support system.
- d. plan to create a marine corps.

## **Defence Intelligence**

93. Defence Intelligence is an essential element of military functions and plays a pivotal role at all levels of command structures of the Defence

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Force. As a policy requirement, the application of Defence Intelligence capability shall be developed and employed alongside the Defence Policy directives as well as national security strategy. The Defence Intelligence shall be flexible to be able to provide the Defence Force with accurate, timely and objective Intelligence.



## CHAPTER 10

### INTERNATIONAL LAW AND AGREEMENTS

#### **Law of Armed Conflict**

94. During times of war, the following principles will govern the NDF conduct of operations:

- a. the military option adopted for the defence of the motherland in accordance with Article 51 of the Charter of the United Nations;
- b. the conduct of combat operations shall be in compliance with the provisions of the Geneva Conventions, regarding the law of armed conflict and international humanitarian law;
- c. the Namibian Defence Force shall refrain from procuring, possessing and employing in combat any weapon of war prohibited by the International Law, unless circumstances demand Namibia to use the required degree of proportional response to save national interests.

#### **International Agreements**

95. Namibia's security is largely dependent upon regional and international stability. The desire of the international community to maintain durable and lasting peace in the world has been solidified and cemented by the signature and accession by nation states to international agreements and conventions under the auspices of the Charter of the United Nations and the International Law, which govern relations between and among sovereign nations. As a member of the United Nations, African Union, Southern African Development Community and a State Party to international agreements, conventions and protocols, Namibia shall ensure that the pursuit and implementation of the Defence Policy Objectives outlined in this document are in conformity with the regional and international obligations the country has entered into.



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## CHAPTER II


### HUMAN RESOURCES

#### **Human Resources Development Strategy**

96. Since the establishment of the Namibian Defence Force, little attention was paid to the development of its human resources. Although we are living in the era of technological advances in the military, the assertion that man is the foremost tool of combat remains valid. No machine, no matter how sophisticated, will ever replace a human being. Technology should be viewed as a complement, rather than a replacement. The NDF's vision of developing and maintaining a professional defence force should go hand in hand with the development of its human capital, for the two are mutually inclusive and should not be divorced from each other.

97. Maintaining a pool of suitably qualified personnel does not only increase performance, efficiency and effectiveness of the organization, but also boosts morale and motivation. The envisaged modern equipment of the NDF will require men and women with necessary skills and competencies to man and operate them.

98. In order to address some of these human resources issues in the Defence Force, the following human resources development strategy shall be pursued and implemented:

- a. embark upon professional training of officers and other ranks for each level of career progression in the force;
  - b. ensure that the selection of new recruits reflects the diversity of the country in terms of racial and ethnic representation;
  - c. plan for career path and progression in order to boost morale and performance standards of Defence Force members;
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- d. create opportunities for NDF members to attend foreign courses by bidding for slots at foreign training institutions and sponsoring our members;
- e. encourage and assist members who wish to pursue further studies at local tertiary institutions;
- f. improve and enhance members' welfare by providing recreational facilities, stimulating activities and recruitment and employment of spiritual overseers, social and clinical psychologists, etc.
- g. promote job satisfaction of members by improving their remuneration and entitlements commensurate with the Defence Budget and the changing patterns in the living standards, as a result of inflation.

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## CHAPTER 12

### RESEARCH, DEVELOPMENT, PROCUREMENT AND DEFENCE INDUSTRY

99. Namibia has a limited Defence Industry. Except for armoured personnel carriers, infantry fighting vehicles and defence electronics, the country does not have a conventional weapons manufacturing capability. The country relies heavily on the external market to meet its defence needs.

100. Research and Development (R&D), is indispensable if the NDF is to reduce its reliance and dependence on external markets. The Defence Industry should cooperate with public research institutions when necessary, in order to combine and marshal the technical know-how required for establishing a military industrial capability in the country. Taking note of the fact that research and development and the establishment of an industrial capability is a costly process that could take many years, the Ministry of Defence shall pursue a policy of trading freely throughout the world, but shall be guided by the country's foreign policy orientation. Although the Defence Force should not depend on one source of supply for its military equipment requirements, much preference shall be given to Namibia's proven friends in the international community, whose domestic political environment and change of governments at any given time in the future shall not adversely and markedly affect Namibia's cordial relations with those states.

101. Namibia's need to import conventional weapon systems for its Defence Force shall be consistent with the aims and objectives of Article 51 of the United Nations Charter, which gives every sovereign nation the inherent right of self-defence.



## Procurement Policy

102. The basic principle for the Procurement Policy is that the Ministry of Defence should purchase the best quality equipment, material, etc. available, provided that such equipment or material:

- a. suits Namibia's terrain, climate, personnel, storage, accounting and other requirements;
- b. can be logistically supported, maintained and repaired in Namibia, as far as is practicable;
- c. can be delivered to, or supplied in Namibia within the required timescale;
- d. is available at the cost-effective all-inclusive price, and with the most favourable terms of payment.

103. Goods manufactured within the Republic of Namibia by Namibian owned and staffed companies will be given preference, provided that the above conditions are met.

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## CHAPTER 13

### DEFENCE RESOURCES

104. The Ministry of Defence recognises that defence must take its place amongst the Government's spending priorities. The central aim of the policy is to ensure that defence continues to account for no higher proportion of Government expenditure than is affordable. The MOD is therefore beholden to ensure that both its management systems and those of the NDF represent the best value for money that is possible. It is also recognized that the implications of this policy for the defence programmes are considerable and that its full implementation will therefore depend upon the economy's ability to pay for them.



## CHAPTER 14

### FOREIGN MILITARY AID, SECONDMENT AND EMPLOYMENT OF PERSONNEL

#### **105. Foreign Military Material Aid and Training Assistance.**

The Ministry of Defence shall welcome foreign military aid, provided that such aid meets a real need and is offered on acceptable terms, with no strings attached.

#### **106. Employment of Advisors.**

The Ministry of Defence will continue to use advisors where appropriate. The MOD recognizes that advice on specific issues, programmes, equipment, etc. may be necessary and required for some time to come.

#### **107. Employment of Consultants.**

The Ministry of Defence shall employ consultants where the skills and services they provide are unavailable from within the Namibian Public Service, or under aid terms.

#### **108. Employment of Contract Staff.**

Contract staff may meet specific needs where a skill shortage exists and a detailed policy on the employment of such personnel shall be developed.

#### **109. Defence Advisors.**

Namibian Defence Attaches shall be deployed to those countries with which Namibia has significant defence relations, or where a future relationship shall necessitate a permanent presence. Likewise, those nations that reciprocate by posting their defence attaches to Namibia, or those

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who wish to establish defence relations with Namibia, shall be welcome and will be duly accredited to the Republic of Namibia where they shall enjoy interactive relationship with their Namibian counterparts.



## CONCLUSION

110. The Defence Policy outlined in this document prescribes a unified national defence system based on the Ministry of Defence and the Namibian Defence Force, but also involving other stakeholders and national assets relevant to the maintenance of the country's security and well-being. It is the MOD's firm intention to develop a national defence force that is effective, efficient and affordable and enjoys widespread national support.





