



Belize 2021: Ends, Ways, Means and Risk Management

Belize National Security Strategy Formulation Process Workshop #2

Professor B.F. Griffard and Colonel Dale C. Eikmeier

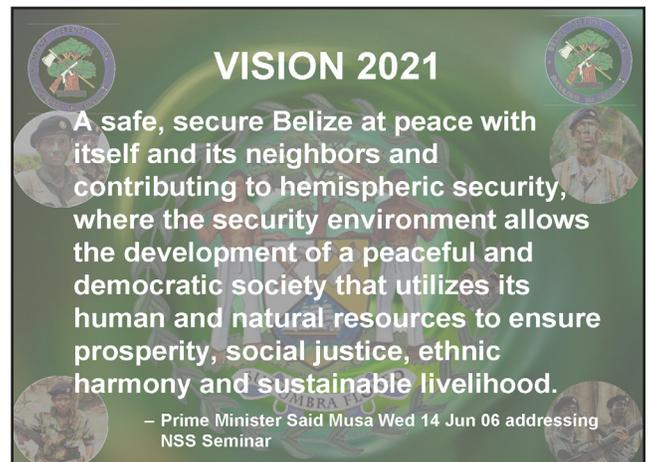
The international system remains a “self help” system and states can ultimately only rely on themselves for their survival. Belize will continue to engage our international partners for support to mitigate transnational threats, but unless we have a clear idea of what we need even international assistance will lack purpose.

—Brigadier General Lloyd Gillett,

Commander, Belize Defence Force, August 22, 2006

PROLOGUE

On August 22, 2006 planners representing Belize’s security organizations and other government agencies reconvened to continue their national security strategy formulation process. Their initial efforts in June 2006, reported in CSL Issue Paper, *Belize 2021: Developing a National Security Strategy for the Future*, July 2006, Volume 06-06, produced the Belize 2021 Vision, its national goals, and identified tiered threats to success that required counter-strategies. This paper looks at the continuing process to develop Belize’s roadmap to 2021 exercised during this second strategy formulation workshop.



AN INTERNATIONAL PARTNERSHIP

Initiated by the Government of Belize, the national security strategy (NSS) formulation process workshop series is a model for drawing on the expertise of a nation’s international partners to create the necessary synergies for success. At the direction of the Belizean National Security Council, the Commander, Belize Defence Force (BDF) is the Executive Agent for developing a NSS. In this role the Commander met with key stakeholders in the National Security Council (NSC), Government of Belize, private sector and civil society to assess levels of knowledge of the issues, key concerns and motivations. Based on this assessment, he determined the types of assistance to request from Belize’s international partners.

With the approval of the U.S. Embassy Belize, the U.S. Southern Command (USSOUTHCOM) provided workshop design and subject matter experts from the U.S. Army War College’s Center for Strategic Leadership

(USAWC/CSL). The British High Commissioner coordinated support from the United Kingdom’s Ministry of Defence Security Sector Development Advisory Team (SSDAT). During this second workshop the USAWC/CSL’s Professor B.F. Griffard and Colonel Dale Eikmeier provided instructional and facilitation support, while Colonel Charles Le Brun, Defence Advisor, UK High Commissioner to Belize, represented the SSDAT.

GOAL CLASSIFICATION AND STRATEGIC CONCEPTS

The June 2006 workshop prioritized the threats to Belize’s security by using a three tier system, with tier one having ‘immediate significant negative consequences,’ tier two having ‘negative consequences’ and tier three having ‘minimal negative consequences’. In the second workshop the group organized the national goals, based on the major threats to those goals, into three tiered classifications. This goal/threat prioritization process created three prioritization levels contributing to a disciplined method for resource allocation. These products provided the basis for this workshop’s principal effort – the development of strategic concepts, or narrative statements, of what main actions are required to accomplish each goal, and the identification of the resources required to execute the strategy.

DEFINING THE START POINT

Conducted in Belize City, Belize August 22-25, 2006 this follow-on effort depended on true interagency participation for its success. The criticality of this cross-agency input was emphasized by Ms. Rhea Rogers from the Ministry of Home Affairs in her remarks to the session:

The formulation of a National Security Strategy is important because of the security implications and also because it strengthens security relationships. It is only through our combined efforts that we can improve the security of this country and indeed of the region around us.

In the opening session the strategic planners reviewed and validated the Belize 2021 Vision as the desired endstate. They further refined the national goals, eliminating redundancy and ensuring that the goals actually contributed to the attainment of the Belize 2021 Vision. This process reduced the number of goals from 13 to 11, providing a manageable platform from which a workable strategy could be developed.

BELIZE STRATEGY DEVELOPMENT



Senior Ambassador Assad Shoman, Chief Negotiator, Belize-Guatemala Border Issues.

Strategy development is about ends, ways, and means. It is the description of the ways (the how) a government employs its available means (elements of power) to achieve the ends (national goals) that support its interests. Since it requires consideration of all available options, a strategy cannot be developed by cloistering planners from distractions until they produce a product. They must have access to inputs from across the total spectrum of government activity. For the Belize effort, this was accomplished by bringing in Belizian government agency and program advocates throughout the process to provide information on requirements, capabilities, and ongoing initiatives. These presentations ranged from the Ministry of Health’s preventive care, pandemic and disaster plans, to various social and environmental programs, to the strategy being implemented in the ongoing negotiations of the Guatemala–Belize border differendum.

Employing this methodology the Belizean planners developed a strategic concept or ‘way’ for each national goal, and identified the capabilities or ‘means’ required to effectively resource the identified strategy. Employing their tiered



International Partners

Clockwise from top left: BG Lloyd Gillett, CDR, BDF; COL Dale Eikmeier, USA, USAWC CSL; PROF B.F. Griffard, USAWC CSL; and Colonel Charles Le Brun, UK Defence Advisor

threat precedence, the planners highlighted the most serious threats to the Belize 2021 Vision, and the strategies that counter them. They recommended that proposed strategies addressing the greatest threats should be allocated the resources deemed essential to ensure a “high probability of success.”

RESOURCES VERSUS RISK

No matter how comprehensive the strategy, successful implementation requires adequate means. Operating in a constrained resource environment involves the measured acceptance of risk. The mitigation of this risk requires the development of innovative strategies and action plans that maximize the use of resources and look for synergies.

With this in mind, the planners focused on enablers that provided the highest return on investment. Through the conduct of a gap analysis they concluded that the required capabilities listed below contributed to the success strategies for multiple national goals, and should receive priority.

- Improved public education, awareness and participation
- Centralized intelligence collection, assessment, coordination and presentation.
- Centralized operational command and control center
- Cooperating in the international context and working with international partners



Belize NSS Planners receive details on Belize-Guatemala Border issues.

BELIZE STRATEGY REFINEMENT

The draft strategy resulting from the first two workshops is currently undergoing staffing within the Government of Belize. During this process the content and strategic concepts will be reviewed in the light of political reality, edited, and enhanced. The document that emerges will provide a start point for the development of supporting strategies by Belizean ministries and agencies.

SUBORDINATE STRATEGY CONSIDERATIONS

Achieving the Belize 2021 Vision requires the development of suitable, feasible and acceptable subordinate or supporting strategic concepts and action plans that have a high probability of success and minimize risk of failure. A suitable concept or action plan addresses the root causes of the problem, identifies the threats and challenges, and establishes the conditions necessary to achieve the desired goal. To be feasible the strategic concept or action plan must have the necessary means or resources available for execution. The plan is acceptable when its execution costs are justified by the importance or benefits of the goal. By striking a balance between benefits, the probability of success and the associated costs, risk can be minimized. With this in mind ministries must develop realistic implementation strategies that have a great likelihood of achieving the stated goal. With such plans in hand, the government will have the necessary information to carefully prioritize and allocate resources in a responsible manner. This is critical for the allocation of insufficient resources to a priority goal risks failure and squanders limited resources.

THE NEXT STEP

Recognizing that the security environment is dynamic and requires periodic adjustments in the allocation of resources, regular periodic reviews of the strategy and resource prioritizations need to occur to ensure attainment of Belize 2021. Scheduled for November 2006, the third Belize NSS Formulation Process workshop will look at the NSS Formulation Process for program execution and monitoring. Some of the areas for discussion include:

- National Security Council Responsibilities
- Ministry / Agency Responsibilities
- Judicial Responsibilities

- Legislative Responsibilities
- Special Committee Responsibilities
- Non-governmental organization role players contributions

EFFECTIVE TEAMWORK PROMOTES SUCCESS

Based on the demonstrated Belizean government support for this effort there is a high level of confidence that the completed product will be adopted as the NSS for Belize. When this occurs Belize will be the first Central American nation to have a published NSS.

The Belize NSC and their NSS Executive Agent see their NSS process as a model for other nations in the region to follow, and as a first step towards the eventual development of Regional Security Strategies for both the Central American and Caribbean regions. They fully understand the importance for small nations like Belize to be part of a larger Regional Security Strategy.



Belize NSS Formulation Process Workshop #2 Participants

USSOUTHCOM strongly supports this effort because the development of national security strategies strengthens regional partnerships and enhances hemispheric stability and security. The U.S. Army War College Center for Strategic Leadership and the UK MOD Security Sector Development Advisory Team efforts in support of this theater security cooperation initiative are contributing directly to the professionalization of military and security forces in both Central America and the Caribbean.

This paper and other CSL publications may be found on the USAWC/CSL web site at <http://www.carlisle.army.mil/usacsl/IPapers.asp>.

The views expressed in this report are those of the participants and do not necessarily reflect official policy or position of the United States Army War College, the Department of the Army, the Department of Defense, or any other Department or Agency within the U.S. Government. Further, these views do not reflect uniform agreement among exercise participants. This report is cleared for public release; distribution is unlimited.

BELIZE 2021: ENDS, WAYS, MEANS AND RISK MANAGEMENT

OFFICIAL BUSINESS

U.S. ARMY WAR COLLEGE
Center for Strategic Leadership
650 Wright Avenue
Carlisle, PA 17103-5049