

AFRICAN CAPABILITIES FOR TRAINING FOR PEACE OPERATIONS

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PREFACE

The contents of this monograph were originally presented in English and French during February 1997, as a report for the Secretary-General of the Organisation of African Unity. The report was compiled by a project team led by the Institute for Security Studies and funded by the Canadian Government. A limited number of copies were produced, and the copyright vested in the Organisation of African Unity. Wider dissemination of the report has now been authorised by the OAU.

The dramatic increase in the incidence of violent conflict on the African continent over the past months has placed the OAU and its Central Organ under immense pressure, and raised the salience of a report which aims, among others, to recommend ways in which to enhance the presentation and co-ordination of peacekeeping training in Africa.

Recently, the Second Meeting of the Chiefs of Defence Staff of the Central Organ of the Organisation of African Unity, held in Harare from 24 to 25 October 1997, approved no fewer than fifty substantive recommendations on developing African capabilities for peacekeeping for consideration and adoption by the political organs of the OAU. These included the following eleven recommendations on training for peace support operations:

- Training should be conducted according to UN doctrine and standards, and should draw on the training materials, training aids and courses available through the UN system. UN training manuals should be complemented by Africa specificity.
- Member states should be encouraged to include basic training in the concept and conduct of peace support operations as part of the training curriculum for all troops, individuals, units, and officers in staff colleges, as well as various civilian role players and the police. Such training should include International Humanitarian Law. Member states should be encouraged to use the expertise of international humanitarian organisations and agencies.
- Centres of expertise for peace support operations training should be established, which are capable of conducting research into training; formulating guidelines for training; producing common training syllabi; and conducting control and evaluation functions.
- African training for peace support operations should not be held hostage to the availability of foreign donated equipment. Africans should train with what they have available on inventory in their armed forces and adapt their concepts for the conduct of peace support operations accordingly.
- The OAU should conduct simulation exercises at the organisational level involving the humanitarian, military and political actors – once the Secretariat has been restructured.
- Joint exercises should be organised under the auspices of the OAU at the subregional level, across the subregions and at the continental level.
- The OAU should be involved in the planning of all exercises conducted at the subregional level.
- An African (OAU) peacekeeping identity must be established through, for example, the use of OAU insignia, accoutrements, etc., and the drafting of an OAU code of conduct for African peace keepers. This would emphasise the importance of African unity over national identity.

- Countries with military academies, war colleges and other military institutions of higher learning should be encouraged by the OAU to establish a chair of peace operations. This would not only develop the intellectual and conceptual capacity to deal with the complexity of modern peace support operations, but would ensure a future supply of senior African officers with a thorough knowledge of the subject.
- To enhance communication in peace support operations, OAU member states should be encouraged to introduce the teaching of one or other of the official languages of the OAU for officers.
- All foreign training assistance for peace support operations should be within the parameters and concepts of the UN and OAU and should be of general benefit to the entire region or subregion.

Other recommendations of the Chiefs of Defence Staff focused on:

- procedures for the conduct of peace support operations;
- structures needed for the conduct of peace support operations;
- command, control and communications;
- logistical support for peace support operations; and
- the funding of future peace operations.

In short, the Harare meeting reflected many of the findings and recommendations contained in the Report for the Secretary-General. Indeed, some of the recommendations of this report are almost identical to a number of those approved by the Chiefs of Defence Staff. In addition, this report also contains suggestions which may prove useful in the actual implementation of the recommendations made in Harare, once the latter are approved.

The sole aim of this monograph is to provide for the wider dissemination of the original survey support, as presented to the OAU Secretary-General, without any further editing or embellishment. The only improvement in this version is the space provided here to thank the Canadian Government for sponsoring the entire project; the participating countries for the generous hospitality and friendly co-operation provided to the survey team; His Excellency, Salim Ahmed Salim, for allowing the re-publication and public dissemination of the report; and fellow team members William Nhara and Pol Bergevin for their valuable support and continued friendship.

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EXECUTIVE SUMMARY

Africa must take the first concrete steps towards creating the capacity to prevent or manage her own conflicts, and to alleviate the human suffering caused by such conflicts. One of the most practical steps which can be taken in this regard, is to enhance African capabilities through the

training of personnel for effective participation in peace operations.

A number of African countries have programmes for dedicated training and education on peace operations. However, the content, conduct and scope of the training presented by many of these countries is not generally known; nor has there been any meaningful attempt to build on the capacity of the institutions involved through co-ordination, collaboration, simplification and standardisation.

The aim of this study is to provide the OAU with a comprehensive overview of the training efforts of select countries which have either participated in peace operations, or which appear to be imminent potential participants; and to provide the OAU with recommendations for the enhancement and co-ordination of such efforts. In pursuit of this aim, the survey sample consisted of the following countries: Botswana; Côte d'Ivoire; Egypt; Ghana; Kenya; Nigeria; Senegal; South Africa and Zimbabwe.

In general, the recommendations which emerged from the survey focused on measures to enhance African training capabilities for the conduct of peace operations. The primary recommendation is concerned with addressing the urgent need to develop a common concept, guidelines and doctrine for participation in peace operations by OAU Member States. Other recommendations deal with the provision of guidance and support from the OAU for the ongoing efforts of Member States to train and prepare for participation in peace operations; and the harmonisation of sub-regional and continental efforts to manage conflict and maintain peace and security. Interim measures to assist Member States in their efforts to manage conflict and prepare for peace operations were also suggested, namely: an Intra-African seminar on training for peace operations; and the development of a framework for the harmonisation and standardisation of logistical systems and procedures for supporting African peace operations.

PART 1: INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

1.1.1 The political will to commit resources, especially of the human variety, to peace operations still depends largely upon the perceived national interest of the potential contributors. By all indications, the major powers and most of the traditional troop contributors to UN peace operations, have reached the conclusion that the costs, in terms of domestic political capital, of further engagement in 'new generation' peace operations in African countries simply outweigh the altruism of potentially contributing to the cause of world peace. The international community seems to have adopted the cry of "*no more Somalias*". Aside from the unique case of the former Yugoslavia (where the major powers have powerful vested interests) the contemporary literature on peace operations is dominated by 'lessons learned' from intervention in Somalia and Rwanda, lessons which reinforce the perceived futility of becoming involved in such missions.

Yet the future of effective peace operations in Africa depends upon the creation of a viable capacity to respond rapidly to emergent crises, not only in terms of preventive diplomacy, but also in terms of the timely deployment of adequate numbers of trained and equipped personnel to maximise the chances of creating or upholding peace in the wake of brutal and ruinous conflict. It is also abundantly clear that the UN lacks such a capacity, and this has already had dire consequences for Africa. A case in point is the UN Angola Verification Mission II (UNAVEM II), which was established in June 1991 to verify the cease-fire agreements reached via the Bicesse Accords of May 1991, and to observe the elections organised by the National Electoral

Council. UNAVEM II deployed only 400 unarmed electoral observers drawn from some 90 nationalities, to observe and verify elections involving 4,83 million registered voters voting at 6 000 polling stations in 18 provinces. Under such circumstances, it was difficult to refute UNITA's charges of electoral fraud which provided the rationale for the resumption of the civil war.

1.1.2 At present, the UN's rapid response capacity depends on the Stand-By Forces Arrangement, which has proven to be grossly inadequate for meeting the challenges of contemporary peace operations. For example, when the UN needed 5 500 soldiers for its operation in Rwanda in 1994, it approached the 19 countries which at the time had pledged a total of 31 000 peacekeepers for future UN operations; all declined to participate. There is also a singular lack of enthusiasm among UN member states for the implementation of the Secretary-General's idea of earmarking and training battalion size units for rapid deployment in future UN peace operations. There is even less enthusiasm for accepting the costs of more ambitious proposals for the creation of a standing UN force. For the foreseeable future, it is thus likely that the UN Security Council will continue to routinely pass resolutions without being obliged or able to provide the personnel to implement them.

1.1.3 As the unfolding tragedy in eastern Zaire illustrates, there is also an urgent and continuing need for developing effective methods for intervention in conflicts such as those which led to the launching of peace operations in Somalia and Rwanda. These emergencies cannot be addressed within the framework of traditional peacekeeping operations, as they occur not as a result of conflicts between sovereign states, but are precipitated by the resurgence of more primordial animosities which were suppressed during the Cold War. Civilian-based wars have become a primary cause of complex emergencies in Africa, with all parties to the conflict committing atrocities and suffering indignities. This lays the basis for further hatred, rather than peace. Hostilities are conducted by youthful warriors who have few employment opportunities and who find both meaning and livelihood in fighting. Inevitably, the impact of war falls heavily on defenceless civilian populations. Moreover, these wars are fought between groups who have lived side-by-side, intermarried and worked together over many years and generations.

1.1.4 Traditional peacekeeping operations cannot be launched where there is no peace to keep; where consent is absent because authority has collapsed, or meaningless because of a proliferation of groups claiming authority; where agreements are non-existent or worthless; and where international law and conventions are openly flouted. The UN machinery, however, has been slow to appreciate these realities, and even slower in reacting to them. Failure to adapt to changing circumstances, inability to find new solutions to new problems, and the taking on of more complex roles with old tools is seriously hampering the effectiveness of the UN, and is affecting the attitude of member states and belligerent parties towards UN peace operations.

1.1.5 The clear signal being sent to the countries of Africa is that they will have to shoulder an increased burden in the conduct of peace operations on the continent, for it is they alone that can justify to a domestic constituency the costs of such involvement. The latter raises a plethora of issues related to aspects such as political will, the relative poverty of African countries, instability related to political transition in many countries, etc. The major developed powers, by contrast, are busy coping with the challenges of the new strategic environment as they impact upon their national interests, and are increasingly reluctant to commit troops and resources to Africa. In the aftermath of decolonisation, liberation and the end of bipolarity, Africa has a commitment and responsibility to take the first concrete steps towards creating the capacity to prevent or manage her own conflicts. However, the inadequate training of national contingents has been cited as one of the major challenges to the effectiveness of contemporary peace operations, and African contributors have not been exempt from such criticism.

1.1.6 A number of African countries have taken up this challenge through the presentation of dedicated training and education for peace operations. Most of this focuses on the members of their armed forces, and is provided at national military training institutions. However, the content, conduct and scope of the training presented by many African countries is not generally known; nor has there been any meaningful attempt to build on the capacity of the institutions involved through co-ordination, collaboration, simplification and standardisation. Such a process may contribute to the willingness of many African countries to accept greater responsibility for providing the OAU and/or the UN with personnel who are adequately trained for future peace operations. The current, independent national training initiatives also carry a risk of personnel being trained according to different doctrine and methods, and/or of personnel being exposed to doctrine and training which is either irrelevant or inappropriate to the challenges which will confront African peacekeepers.

1.2 PROJECT OBJECTIVES

1.2.1 This report presents to the OAU the findings of an independent survey on the nature and status of current efforts by a number of national institutions in Africa to develop or enhance indigenous capacity through the presentation of education and training for peace operations. More specifically, the project aims to:

- provide the OAU with an overview of what is being done in the realm of training by select countries which have either participated in peace operations, or which appear to be imminent potential participants; and
- provide the OAU with recommendations for the enhancement and harmonisation of individual national efforts to train and prepare for UN, OAU or sub-regional peace operations.

1.2.2 The project focuses on the status of training for peace operations in Africa, with specific reference to:

- The content of national training curricula;
- The methodology used in tuition and instruction;
- The level and scope of recipients of such education and training;
- The dissemination of knowledge and skills gained by those attending the various courses presented.

1.3 METHODOLOGY

1.3.1 The project was mandated by the OAU, funded by the Canadian Government, and executed by the Institute for Security Studies (formerly the Institute for Defence Policy). The selection of ISS as the executing agency was based on its record as a leading non-partisan African research institute, which has published widely on the subject of peace operations and run a number of conferences and seminars on these issues within the Southern African Development Community. A survey team consisting of a representative of the OAU Conflict Management Division, a representative of the Lester B. Pearson Canadian International Peacekeeping Training Centre, and a representative of the ISS was subsequently approved by

the OAU.

1.3.2 Project financing allowed for the selection by the survey team, in consultation with the OAU, of nine countries which could be visited for the purposes of conducting the study. Seven of the countries were selected because of their history of participation in various peace operations. Two countries had not yet participated in multinational peace operations, and were added as samples of an emerging group of potential African troop contributors which were making specific efforts in the realm of training for peace operations. The list of countries is as follows: Botswana; Côte d'Ivoire; Egypt; Ghana; Kenya; Nigeria; Senegal; South Africa and Zimbabwe. Collectively, the countries selected provided a reasonable geographic and regional spread across the continent.

1.3.3 Following country selection, the OAU Secretariat formally approached and informed each country of the project, outlining the object of the survey and seeking approval and preparedness to participate. All but Senegal eventually agreed to the proposed visit by the survey team. The latter country preferred to respond to the request via an official note. The initial correspondence on behalf of the survey team included proposed dates for the conduct of individual country surveys and a draft questionnaire prepared by the survey team. The purpose of the latter was to inform the countries concerned on the nature and scope of information which would be sought by the team, and to assist any efforts which might be made to prepare for the visit of the survey team.

1.4 CONDUCT OF THE SURVEY

1.4.1 Guided by the responses of the countries concerned to their initial correspondence, the survey team approached the physical survey in two phases. The first leg of the survey was conducted during July 1996, during which Kenya, Zimbabwe and Egypt were visited. The second leg was conducted during the month of October 1996, and entailed visits to Ghana, Côte d'Ivoire, Nigeria, South Africa and Botswana. Draft reports were formulated on each country directly upon completion of the survey of that country. A consolidated draft report was compiled by the survey team at the ISS offices during the last week of October and the first week of November 1996.

1.4.2 The survey team allocated two to three days for each country survey, depending on the availability of commercial airline transport to and from the countries concerned within the overall time-frame of the specific survey leg. The final dates and duration of individual country surveys were communicated to the countries concerned well in advance of the team's visit. Upon arrival in the country, the team complied with the survey programme which was arranged by that country. The information basis provided in the appendix on each country obviously reflects the scope and depth of such programmes, which varied from country to country.

1.4.3 The general pattern which emerged for such programmes was a series of briefings by officials at various levels on the following:

- past and present participation in peace operations;
- an overview of the various national institutions concerned with training for peace operations;
- the curriculum designed for each level of training presented;

- participation in the various training courses conducted (in terms of numbers and level of students, foreign participation, etc.);
- admission prerequisites for the above;
- the broad doctrinal basis for education and training;
- the composition and experience of training staff;
- the progression of training for peace operations and linkages between the various levels;
- studies and research on issues related to peace operations; and
- linkages with extraneous institutions for training on issues related to peace operations (non-military, non-governmental, foreign, etc.)

1.4.4 In parallel to the submission of this first version of the report to the Secretary-General of the OAU for comment, each appendix documenting observations pertaining to a particular country has been referred back to the country in question for comment, together with a request for additional information where appropriate. The feedback received from each country will be incorporated in a final report.

1.5 LIMITATIONS OF STUDY

1.5.1 Apart from the obvious limitations inherent in the methodology and conduct of the study as outlined above, the content and recommendations of this report are restricted in scope and depth by the fact that this study was a non-intrusive survey, and not an evaluation or investigation. The OAU team was only mandated to report on the nature of training and preparation for peace operations. For this, they relied entirely on the information provided by the host countries. The depth of enquiry extended only to questions posed by the survey team and the answers provided by officials of the host country. No research was conducted on the qualitative aspects of the performance of the various participating countries in past and ongoing peace operations. Moreover, effective military participation in 'new generation' peace operations demands a high standard of conventional military training, professionalism, leadership, and an appropriate military ethos. The survey team had no mandate to investigate or report on these aspects.

1.6 SCOPE OF THE REPORT

1.6.1 Following a section on terminology, the remainder of this report is compiled as follows:

- Part 2 presents a summary of the comments and recommendations for the enhancement of training and preparation for peace operations in Africa as provided by the various countries surveyed to the OAU team.
- Part 3 presents the most pertinent observations made by the OAU team during the course of their survey.
- Part 4 presents the OAU team's recommendations, based on the information gathered during the course of the survey, for the enhancement of training and preparation for peace operations in Africa.

1.6.2 Individual reports on training and preparation for peace operations in each of the nine countries which were surveyed by the OAU team are included as Appendices A to I. The sequence of these appendices reflects the chronological order in which particular countries were visited. Finally, a summary of the itinerary followed by the OAU team in each country and a glossary of acronyms and abbreviations are provided in Appendices J and K respectively.

1.7 TERMINOLOGY

1.7.1 Introduction

There was some difference in the terminology used by the officials of the various countries which were surveyed. This is unavoidable, and is indicative of the effects of the contemporary conceptual debate on peace operations and the influence of a number of advocates of a variety of approaches to the problem of maintaining international peace and security. However, in recording their observations and recommendations, the OAU team has attached the following meanings to the terminology used, for purposes of consistency and clarity:

1.7.2 Preventive diplomacy

Diplomatic action in advance of predictable crises aimed at resolving sources of conflict before violence breaks out, and to limit the spread of conflict if it erupts.

1.7.3 Peacekeeping operations

Operations conducted with the consent of the belligerent parties to a conflict to maintain a negotiated truce in support of diplomatic efforts to achieve or maintain peace. Peacekeeping operations will be undertaken in response to a request from the host nation(s) to an international organisation or to friendly nation(s).

1.7.4 Peacekeeping

The containment, moderation and/or termination of hostilities between or within states, through the medium of an impartial third party intervention, organised and directed internationally, using military forces and civilians to complement the political process of conflict resolution and to restore and maintain peace. It is conducted with the consent of the belligerent parties, and is designed to maintain a negotiated truce and help promote conditions which support diplomatic efforts to establish a long-term peace in areas of conflict.

1.7.5 Aggravated peacekeeping

Military operations undertaken with the nominal consent of all major belligerent parties, but which are complicated by the subsequent intransigence of one or more of the belligerents, poor command and control of belligerent forces, or conditions of outlawry, banditry, or anarchy. In such conditions, peacekeeping forces are normally authorised to use force in self-defence, and in defence of the missions they are assigned, which may include monitoring and facilitating implementation of an existing truce agreement in support of diplomatic efforts to reach a political settlement, or supporting or safeguarding humanitarian relief efforts.

1.7.6 Multifunctional peace operations

Peace operations which are mandated to execute more than the 'classical' peacekeeping functions of observation of peace agreements and interposition between belligerent forces. The

purpose of such operations is to assist in post-conflict political transition through, among others, the provision of security, oversight of disarmament and demobilisation, assistance with electoral activities, and the facilitation of reconstruction. Such operations may also include the provision of security for humanitarian aid. A civilian representative of the UN Secretary-General, rather than the Force Commander, normally has overall authority over the mission in the area of operations. This is because a wide variety of civilians, including UN agencies, civilian police and NGOs are responsible, along with the military, for the execution of the mandate.

1.7.7 Wider peacekeeping

The wider aspects of peacekeeping operations carried out with the general consent of the belligerent parties but in an environment that may be highly volatile.

1.7.8 Peace enforcement

Action under Chapter VII of the UN Charter using military means to restore peace in an area of conflict. This can include dealing with an inter-state conflict or internal conflict to meet a humanitarian need or where state institutions have largely collapsed.

1.7.9 Enforcement

Collective security action by air, sea or land forces against an aggressor which has been clearly identified as such by the UN Security Council, as may be necessary to maintain or restore international peace and security. The mandate may involve the enforcement of sanctions and /or the conduct of other military operations to maintain or restore peace and security. Irrespective of the nature of the mandate, the UN Security Council sides with the victim against the aggressor.

1.7.10 Peace operations (widely referred to as peace support operations)

The generic or umbrella term encompassing the ambit of operations between preventive diplomacy and enforcement. These operations include diplomatic actions, peacekeeping, multifunctional peacekeeping, humanitarian operations, and forceful military actions initiated for the purpose of obtaining peace (peace enforcement). In mandating any type of peace operation, the UN Security Council does not take sides.

1.7.11 Humanitarian operations

Missions conducted to relieve human suffering, especially in circumstances where responsible authorities in the area are unable, or possibly unwilling, to provide adequate service support to the population. Humanitarian operations may be conducted in the context of another type of peace operation, or as a completely independent task. Such operations are increasingly necessitated by complex emergencies.

1.7.12 Complex emergencies

A complex emergency is a large-scale emergency caused wholly or partly by an armed conflict, which tends to combine an internal or international conflict with serious human rights violations and large-scale suffering among the threatened civilian population, resulting in large numbers of refugees and displaced persons.

1.7.13 Background training for peace operations

Background training for peace operations is that military training which is conducted for the general preparation of personnel and units for participation in unspecified peace operations. It aims at imparting general background knowledge and understanding of the concept and nature of peace operations. As such, background training concentrates on those aspects of peace operations which are not subject to rapid change and variations (for example, the history and charter of the United Nations, the history of UN peace operations, principles of peacekeeping, basic peacekeeping techniques, etc.). It is aimed, amongst others, at fostering appropriate attitudes towards a peace operations role for the military. Background training may be presented at all levels, from basic military training to senior command and staff courses for officers. Because of its general nature, background training must be supplemented by more specific training before units or personnel deploy on a particular peace operation.

1.7.14 Mission oriented training

Otherwise known as pre-deployment training, mission oriented training is training relating to the special requirements of the specific peacekeeping mission in which units or personnel are to participate. It refers to training provided as part of the national training programme in addition to basic background peacekeeping training for all personnel and units. Mission oriented peacekeeping training should be accomplished before deployment and may then be expanded and refined by ongoing training in the mission area, as required.

1.7.15 Specialist training

Specialist training includes background training and mission oriented training for personnel who need more specialist knowledge and skills than that provided in the training programme for all units and personnel. It is normally provided to personnel such as: staff officers; logistic officers; liaison/humanitarian officers; military police; military observers and monitors; movement control officers; and press and information officers. The training package differs significantly for each category, and supplements rather than replaces background and mission oriented training for all units and personnel.

PART 2: SUMMARY OF RECOMMENDATIONS BY COUNTRIES SURVEYED

2.1 INTRODUCTION

2.1.1 A number of comments and recommendations were conveyed to the survey team for inclusion in this report by countries participating in the survey. The exact recommendations per country are listed at the end of each country-specific report. Many of the recommendations were similar or overlapped with others. The purpose of this part of the report is to summarise and categorise these comments and recommendations. No attempt has been made to prioritise particular recommendations through the order of presentation. Certain comments or recommendations do not fit neatly into a particular category, or overlap with another category. A measure of overlap/repetition has indeed been allowed, in order to convey differing nuances on similar issues. This portion of the report does not interpret or comment upon the comments and recommendations, as the observations and recommendations of the survey team will be covered in Part 3 and Part 4.

2.2 SCOPE

2.2.1 The various comments and recommendations are summarised under the following headings:

- common policy, guidelines and doctrine
- greater consultation and co-operation;
- sharing and dissemination of information;
- training for peace operations;
- co-ordination of external initiatives in Africa;
- standby units;
- strengthening the OAU Secretariat;
- mandates and means;
- logistic aspects;
- greater diplomatic efforts to resolve disputes;
- community education; and
- weapons proliferation and banditry.

2.3 COMMON POLICY, GUIDELINES AND DOCTRINE

2.3.1 There is an urgent need for the development of policy at the political level which would provide conceptual clarity as to the boundaries of peacekeeping, so that countries may participate more fully and confidently in future peace operations.

2.3.2 There is a need for a common approach and doctrine for peacekeeping efforts at the international level. This should be clearly articulated, perhaps by the UN, so that troop contributing countries can better understand the 'rules of the game'. The contribution of the OAU in this regard would be to ensure that such doctrine takes account of Africa's values, customs and traditions. This should apply to the full range of peace operations, from observation and interpositioning to peace enforcement.

2.3.3 The primary area of concern lies in the area of 'aggravated peacekeeping', where self-defence needs may lead to a loss of neutrality and impartiality, making it difficult for the peacekeeper to respond appropriately to events.

2.3.4 The OAU should provide guidance for sub-regional efforts to enhance peacekeeping capacity through the articulation of a clear and appropriate doctrine for peace operations, and the establishment of a pool of qualified regional instructors who could assist in imparting the relevant knowledge and skills.

2.3.5 Serious difficulties have been experienced in the realm of command and control during participation in UN peacekeeping, due to the diversity of languages used throughout the command hierarchy, and to distortion in translation and interpretation of military terms and concepts. It is therefore strongly recommended that the need for standardised terminology and language of command be considered when constituting a peacekeeping force.

2.3.6 Effective communications and command and control arrangements are essential to the success of African peacekeeping endeavours.

2.3.7 There is a need for the collation of ideas on peacekeeping training and the establishment of some form of commonality within Africa. Operational experience has highlighted the need for a much larger measure of doctrinal and procedural standardisation if African contingents are to work together as part of an effective peacekeeping force. While African countries collectively have vast experience in peacekeeping, the difference in approach between individual countries is equally vast. There is a pressing need for the integration of various national efforts in this

regard.

2.3.8 The OAU should work towards the development and dissemination of a standardised concept of operations and set of SOPs for peace operations. Differences of approach as expounded on the continent by the UN, the French, the British, the Belgians and the USA lead to the confusion of potential troop contributors.

2.3.9 It is important that potential troop contributors are provided with knowledge of the type of mandate they would be expected to fulfil, and of the legal aspects thereof. The legalities of specific mandates must be clearly interpreted for troop-contributing countries. A major problem with the ECOMOG operation has been the absence of a clear legal framework within which to operate, and the peacekeeping force was formed largely by the concern and goodwill of Liberia's neighbouring countries, rather than by the legitimate precepts of international law.

2.3.10 Potential troop contributing countries need much clearer guidelines from the UN and the OAU before embarking on a peacekeeping training programmes for their armed forces.

2.3.11 If peace operations in Africa are to be effective, the adoption of a common doctrine and common training standards is imperative.

2.4 GREATER CONSULTATION AND CO-OPERATION

2.4.1 The UN should consult more widely with regional organisations, such as the OAU, before mandating a peace support operation in the relevant region. This would enable the Security Council to draw on regional organisations' knowledge of the causes and history of the conflict, and contribute to the formulation of more appropriate and realistic resolutions.

2.4.2 The OAU should emphasise and continue to support efforts to enhance sub-regional peacekeeping capacities in order to build on the co-operative frameworks which already exist.

2.4.3 Too much emphasis on co-operation within sub-regional groupings such as SADC and IGADD may dilute the relevance and effect of the Central Organ of the OAU.

2.5 SHARING AND DISSEMINATION OF INFORMATION

2.5.1 Relevant experiences and lessons learnt from previous and ongoing missions are not being shared/disseminated widely enough to enable officers to remain abreast of the latest thinking and developments in the peacekeeping realm. It is therefore recommended that steps be taken at the level of both the UN and OAU to investigate and improve current practices in this regard. The establishment of an African peacekeeping forum, or the convening of an inter-army seminar, where officers with peacekeeping experience could exchange views, should be considered.

2.5.2 An effort should be made to develop an information exchange system between existing peacekeeping training centres, both internationally and especially amongst African states. The latter should be co-ordinated through the Central Organ of the OAU in order to consolidate the existing system and avoid confusion and duplication of effort. Ideally, this type of co-ordination should be extended to cover all international efforts to enhance peacekeeping training.

2.5.3 There is a need for the exchange of information and expertise at the international level, but especially within Africa. The starting point for such exchanges should be a seminar, or series of

seminars, of 3-5 days duration, convened by the OAU, for experienced representatives of all institutions and centres that are directly concerned with the conduct and evolution of training and preparation for peace operations. The first such seminar should aim at the articulation and explanation of all existing programmes, with special reference to the particular areas of specialisation of each institution. This information could then be used in the formulation of proposals for a logical division of labour which would enhance standardisation and promote the establishment of regional centres of excellence.

2.6 TRAINING FOR PEACE OPERATIONS

2.6.1 The issue of training cannot be viewed in isolation from policy and doctrinal issues. For example, differences in tactical doctrine between Francophone and Anglophone troop contributing countries have created a crisis for ECOMOG. There is thus a clear need for the regional harmonisation and standardisation of peacekeeping training.

2.6.2 Difficulties have been experienced in working with various national contingents whose standards, doctrine and training differed markedly from that of other countries. This aspect relates also to differing standards in the provision of logistics and logistic support by various national contingents. This has significantly affected the smooth direction of operations. It is therefore strongly recommended that common standards and unified training procedures be adopted.

2.6.3 The acceptance of a peacekeeping force by the host country is essential. Cultural awareness should therefore be emphasised as an essential element of pre-deployment training.

2.6.4 Regional centres of excellence should be designated and developed for peacekeeping training, and such centres should conduct programmes directly related to the demands of contemporary peace operations. The Zimbabwe Staff College, for example, has already been designated by the UN as such a centre of excellence in Southern Africa for the training of commanders and staff officers for peace operations. Similar centres of excellence could be identified in other countries of the region for training in logistics, field engineering, military policing, medical support, etc.

2.6.5 Where sub-regional peacekeeping courses are presented, a certain percentage of the students should be from other areas in Africa.

2.6.6 The spare training capacity which exists within certain African countries should be used to the benefit of other African countries. Such arrangements would obviate the need for countries to spend scarce resources on acquiring training capacities which already exist on the continent.

2.7 CO-ORDINATION OF EXTERNAL INITIATIVES IN AFRICA

2.7.1 The OAU should play a distinct role in co-ordinating the various international initiatives, such as those of the French, British and Nordic countries, in order to improve the efficacy of such aid and move towards some sort of standardisation of peacekeeping training on the continent. This may include setting criteria for peacekeeping training efforts at the OAU level.

2.8 STANDBY UNITS

2.8.1 The establishment within each African country of a standby unit of peacekeepers should be considered. The size and structure of such units would depend on the various national

abilities and resources in this sphere.

2.8.2 Dedicated units, charged with specific areas of specialisation, should be earmarked in respective African countries. These units should be equipped and funded by African governments, and be available for rapid deployment under OAU command and control for peace operations.

2.9 STRENGTHENING THE OAU

2.9.1 The OAU should work towards the establishment of a cell of competent military staff officers with UN peacekeeping experience, i.e. former commanders and staff officers who have served in UN operations. This cell could be of immense assistance, not only in advising the General Secretariat, but also in establishing a common set of guidelines and principles for UN peacekeeping.

2.10 MANDATES AND MEANS

2.10.1 Where the principle of non-interference as contained in the UN and OAU charters is abrogated because of a compelling humanitarian imperative, involvement should be within the framework of a clear UN mandate, and under decisive UN leadership (not under the auspices of any particular country).

2.10.2 The principle governing participation in peace support operations is not whether the operation has a Chapter VI or a Chapter VII mandate. Indeed, national contingents may be more confident if deployed with a mandate that would enable them to use an appropriate level of force under circumstances where this is essential for the safety of personnel and the accomplishment of the mission. The utility of this aspect of the mandate for any specific mission is therefore dubious, unless contingents are adequately and appropriately armed and equipped for the type of contingencies envisaged.

2.11 LOGISTIC ASPECTS

2.11.1 The establishment of a UN logistics base in Africa would help to resolve the logistics dilemma created by the demands of peacekeeping for many of the region's armed forces. It would also indicate a firm resolve for involvement in terminating violent conflict, and thus act as a type of deterrent to armed conflict among African peoples. The establishment and utilisation of such a logistics base would also be an important confidence-building measure and enhance co-operation throughout the continent.

2.11.2 The pre-positioning of equipment in a regional logistics base would enable earmarked forces to train on such equipment well in advance of deployment. This would help solve the problems caused by deploying soldiers who are unfamiliar with the equipment upon which they depend.

2.11.3 There is an urgent need for logistic support to African troop contributors, who are presently paying a very high price through attempting to marshal their own resources for peacekeeping in other countries.

2.11.4 Apart from the well-documented problems of logistic support *per se* for African forces, there is an essential need for harmonising and standardising logistical systems and procedures, as well as the whole concept of logistics, if the idea of inter-operability is to become a reality.

Logistics training should become a prominent focus of peacekeeping training efforts. UN logistic training teams could travel to African countries to assist in such an endeavour.

2.11.5 There is a pressing need for greater inter-operability of equipment, adequate logistic support, and efficient medical services.

2.12 GREATER DIPLOMATIC EFFORTS TO RESOLVE DISPUTES

2.12.1 Conflict resolution in Africa is primarily a political task. Agreements should be reached through dialogue rather than imposed through the use of force. The OAU and its member states should therefore make use of far more aggressive diplomacy in order to secure a peace accord before turning to the military for assistance in resolving violent conflicts.

2.13 COMMUNITY EDUCATION

2.13.1 The type of conflict which is becoming endemic in Africa can only be resolved in the long run through the inculcation of a culture of peaceful dispute resolution at the grass roots level. This would involve various civic education programmes directed towards communities at various stages of the socialisation process, i.e. from the elementary school level through to adult education. The feasibility of introducing such programmes in Africa may be investigated by the OAU.

2.14 WEAPONS PROLIFERATION AND BANDITRY

2.14.1 There is deep concern about the proliferation of small arms, such as AK-47 and G3 rifles in the northern parts of Kenya. Many of these arms were introduced by refugees and bandits who followed the refugees. The problem of combating armed banditry absorbs an increasing amount of military manpower, and detracts from the potential pool of human resources for future peace operations.

PART 3: OBSERVATIONS OF THE OAU SURVEY TEAM

3.1 INTRODUCTION

3.1.1 The observations which follow are based in part on the comments and recommendations of the various countries. Some of the observations made below have also been reinforced by the experience of the OAU team during the course of the survey, including visual impressions and informal communications from/with officials from the various host countries. They are made with full awareness of the limitations of this study as articulated in section 1.5 of this report.

3.2 OBSERVATIONS

3.2.1 There is a positive attitude amongst the majority of countries surveyed towards participation in multinational peace operations and towards improving preparedness for such participation. Indeed, the visit of the survey team was welcomed in most cases as an opportunity for countries to reflect with others on a number of factors pertaining to training and preparation for participation in peace operations.

3.2.2 Some form of dedicated training for peace operations was conducted in all the countries which were surveyed, but there are significant differences in the level and scope of and approach to such training. Substantial past participation in peace operations has acted as a

catalyst for the development and improvement of national training programmes for peace operations. However, those countries with the greatest scope and depth of experience are also those which are currently stretched in terms of troop contributions to ongoing peace operations. Nevertheless, new contributors may benefit from whatever training assistance such countries are willing to provide. Clearly there is much scope and requirement for closer co-operation in this regard.

3.2.3 A large measure of commonality already exists in the approach to training for peace operations in the command and staff colleges of six of the countries which were surveyed. In addition, one other country is a regular beneficiary of the training presented at a number of these colleges. Indeed, most of the countries surveyed have student and staff exchange programmes with other African and non-African command and staff colleges. Co-operation and collaboration is strongest among countries with a similar military culture, including language and approach to training. However, such co-operation appears to take place within the framework of a number of bilateral agreements on command and staff-level training (including packages for peace operations), rather than as part of a wider effort to enhance African capabilities for the conduct of peace operations.

3.2.4 The peace operations 'packages' presented at the various military staff colleges range from two to four weeks in duration. All concentrate on the background knowledge at the command and staff level which is essential for officers who will participate in operations as part of a multinational (primarily UN) force. The syllabi all include aspects such as the history, Charter, structure and functioning of the United Nations as a body charged with the maintenance of international peace and security. Particular attention is paid to the history, concept and conduct of UN peace operations, including lessons learned from operations in Africa. Some thought is given to the non-military dimensions of peace operations, but in general no solutions are being sought to the problems of 'aggravated' peacekeeping, complex emergencies, and the concept of peace enforcement in Africa. The tendency is rather to follow well-beaten paths, including a recognition of the failings of the UN system in the realm of collective security and international peacekeeping. The danger of such an approach is that individual Member States, and the OAU collectively, will tend to emulate the inadequacies of the UN system and its approach to resolving conflicts in Africa.

3.2.5 There is far less commonality in the approach of the various countries to background training for peace operations at levels below that of command and staff course training, as well as in pre-deployment training. This is perhaps not surprising, as the greatest investment in military training normally (and appropriately) accrues to the future top military leadership cadre (mid-ranking career officers). Moreover, none of the countries surveyed maintain and train forces exclusively for participation in peace operations. This is not a negative factor per se, as a solid foundation of conventional soldiering skills is essential to meeting the demands of peace operations in the post Cold War era. However, as part of the trend in many African countries towards the adoption of a less aggressive and offensive force posture and design, there is scope for the expansion, improvement and co-ordination of military background training for peace operations as part of general force preparation. This would obviously require a far greater degree of doctrinal clarity than exists at present, if such training is to extend beyond the general workings of the UN system and the principles and skills underpinning past UN peace operations.

3.2.6 The harmonisation of pre-deployment training for various national contingents is, in many ways, subject to the same limitations as those which inhibit a common approach to background training. In addition, such training is normally mission specific, which means that the refinement

and co-ordination of such training, for new missions at least, has an important temporal dimension, i.e. it cannot occur until accurate information is available on the mandate, concept of operations, and area of operations.

3.2.7 Despite the correspondence from the OAU Secretariat indicating that the scope of the survey included institutions concerned with the training of civilians for peace operations, the survey itinerary in each country was overwhelmingly dominated by the military. In most countries, the entire programme consisted of briefings by the military. Most staff colleges utilise civilians as resource people for the presentation of their peace operations phase of training (officials from foreign affairs and other state departments, UN and other international organisations and agencies, academics and NGOs). A few colleges also allow such people to attend as students. However, there is an indication that very little dedicated civilian training for peace operations is being conducted (civilian police, human rights monitors, election observers, etc.). Only a few countries have nascent dedicated training institutions which cater for both military and civilian role players in contemporary multifunctional peace operations. The military therefore remain the focal point for African training endeavours for participation in peace operations, despite an international recognition of a 'new peacekeeping partnership' which is heavily dependent upon a variety of non-military actors for success.

3.2.8 The capacity of all countries to enhance dedicated training for peace operations is severely limited by financial constraints. This means that any measures suggested in this regard must place appropriate emphasis on the issue of cost-effectiveness and the optimal utilisation of scarce resources. As a step in this direction, a number of countries suggested the identification, development and utilisation of regional training centres. While a number of countries are making sterling efforts in the realm of command and staff-level training for peace operations, it is perhaps premature to speak of 'centres of excellence' at this early stage. Moreover, apart from the military observers courses conducted by two countries, the countries surveyed did not appear to present co-ordinated and dedicated specialist courses for peace operations (movement control officers, liaison officers, logistics officers, etc.). Most rely on existing courses presented by UN training teams upon deployment, or on a select number of berths on courses presented by 'traditional' peacekeeping countries, such as Canada and the Nordic countries. Aside from the limitations imposed by cost factors on the number of personnel that can be trained in this manner, over-reliance on such an approach means that Africans will remain dependent on extra-continental thinking and practice in these areas.

3.2.9 The clearest and most urgent need expressed by all countries was for the development of coherent policy and guidelines, and the dissemination of a common, Pan-African, doctrine for the conduct of peace operations. Ideally and logically, doctrinal clarity should precede all efforts to enhance training at all levels for participation in peace operations in Africa. Effective and standardised training cannot occur amidst a conceptual and doctrinal debate which rages internationally while innocent Africans remain the victims of genocidal conflicts, and the international community agonises over the appropriate mandate and means to alleviate the suffering. It is a tragic fact, that at a time when thousands of Africans are dying in eastern Zaire, there is no international consensus on the policy and doctrine needed to execute anything beyond 'classical' peacekeeping. Policy and doctrinal development must therefore focus on the conduct of more ambitious peace operations, such as those which enable peaceful political transition, provide security for humanitarian aid, and coerce recalcitrant parties into complying with the terms of peace agreements or the collective will of OAU and UN Member States.

3.2.10 Meeting the above need is not only the greatest challenge posed to the OAU, but must also be the point of departure and framework for attending to all other recommendations made

by the countries which participated in the survey, such as:

- greater consultation and co-operation among OAU Member States;
- improved sharing and dissemination of information regarding peace operations;
- standardisation of African training for peace operations;
- co-ordination of external training initiatives in Africa;
- establishing African standby units;
- strengthening the OAU Secretariat in order to provide more effective leadership;
- achieving a balance between mandates and means; and
- improving the logistic support of peace operations.

3.2.11 Clearly the issue and efficacy of a Pan-African policy and doctrine for peace operations cannot be addressed without considering sub-regional dynamics and influences. As articulated by one of the participating countries, *"too much emphasis on co-operation within sub-regional groupings such as SADC and IGADD may dilute the relevance and effect of the Central Organ of the OAU"*. The utility of common policy and doctrine, and the successful implementation thereof, depends in no small measure on the role of the various sub-regional economic groupings and security mechanisms and their relationships with one another and with the OAU.

PART 4: RECOMMENDATIONS BY THE OAU SURVEY TEAM

4.1 INTRODUCTION

4.1.1 Although obviously not exhaustive, the recommendations which follow, in the judgement of the survey team, address the salient and urgent issues which became apparent during the survey.

4.2 PROVIDE DOCTRINAL GUIDANCE

4.2.1 Background

Ideally, policy should emerge from the Central Organ of the OAU, while the formulation of guidelines and doctrine for peace operations would logically be a task for the Conflict Management Division. Unlike the UN Security Council, which has been functioning since 1945, the OAU's Mechanism for Conflict Prevention, Management and Resolution, was created a little more than three years ago. Whilst many recommendations for strengthening the Mechanism have been made, and more are likely to be forthcoming (see, for example, section 4.3 below), the centrality and urgency of the policy and doctrinal issues for conflict resolution in Africa demands immediate attention.

4.2.2 Recommendation

It is recommended that the OAU, as a matter of urgency, commission an appropriate African

research institute to research and compile a report on doctrine for peace operations to be submitted to the Central Organ. Once approved, such a report would provide a common point of departure for training for peace operations in Africa, thereby facilitating common training and interoperability. The report should contain, inter alia, the following:

- an appropriate African concept for peace operations, including a relevant typology and clear terminology;
- principles for the conduct of 'more ambitious' peace operations (those which aim at enabling political transition
- and reconstruction, providing security for humanitarian aid, and coercing recalcitrant parties to end violent conflict); and
- guidelines for all levels of training for participation in such peace operations.

A first draft of such a report should be tabled at a meeting of the Chiefs of Staff of the Central Organ of the OAU for comment, amendment and recommendation to the Central Organ. Following approval by the OAU, this report should be recommended for use by Member States and be updated/amended by the OAU on a regular basis.

4.3 DEVELOP THE CAPACITY TO PLAN, CO-ORDINATE AND GUIDE AFRICAN PARTICIPATION IN PEACE OPERATIONS

4.3.1 Background

At the level of the UN Secretariat, the increasingly complex demands for effective management of peace operations has necessitated significant and rapid organisational adjustment. In 1991, the UN only had four military officers at UN Headquarters. In 1992, the Department of Peacekeeping Operations was established, replacing the Office for Special Political Affairs as part of the overall restructuring of the UN Secretariat. The DPKO now has a sophisticated organisational structure, with a total civilian and military staff of over five hundred.

The ultimate responsibility for peace operations remains with the UN. The OAU has, however, recognised that it must be able to conduct peace operations under exceptional circumstances. It is also considering the establishment of an early warning system, and is deploying an increasing number of observer missions. Moreover, the OAU is called upon to advise the UN on matters pertaining to the conduct of peace operations in Africa. It is thus clear that the OAU requires a combined civilian-military advisory and co-ordinating capacity within or close to the Conflict Management Division. The idea is not to replicate the UN DPKO at the level of the OAU, but to establish a much smaller and more limited organisational structure which is able to provide the type of guidance and support which has been requested by the countries participating in this study.

4.3.2 Recommendation

It is recommended that the OAU commission an appropriate African institution to conduct an organisation study for the purpose of devising a structure and procedures within the OAU Secretariat that would, within financial limitations, be capable of performing the following functions:

- serving as the operational arm of the Secretary-General for all field operations conducted under the auspices of the OAU;
- co-ordinating all African activities in the realm of peace operations with the UN DPKO on the one hand, and with African sub-regional organisations and OAU Member States on the other;
- formulating policies and procedures, based on Central Organ decisions, for the establishment of new peace operations and the effective functioning of ongoing operations conducted under the auspices of the OAU;
- securing, through negotiations with Member States, military units and equipment as well as other military, police and civilian personnel for participation in peace operations;
- developing operational plans, methodologies and doctrine for multifunctional operations, including election-monitoring and humanitarian assistance;
- undertaking contingency planning for possible new peace operations and related activities;
- determining resource requirements for such operations;
- co-ordinating logistic and administrative support for operations in the field; and
- preparing guidelines, assistance, and co-ordination for Member States to train both civilian and military personnel for participation in peace operations.

4.4 CLARIFY THE RELATIONSHIP BETWEEN SUB- REGIONAL AND CONTINENTAL EFFORTS TO MANAGE CONFLICT AND MAINTAIN PEACE AND SECURITY

4.4.1 Background

At the first OAU Chiefs of Staff meeting held in June 1996, there was general agreement that Africa could further develop its capacity for conducting peace operations through improved sub-regional co-ordination and the standardisation of training, operating procedures, equipment, logistics, etc. It was recognised that some sub-regional organisations like SADC and ECOWAS have already made significant progress in this regard. If sub-regional organisations and arrangements are indeed to serve a constructive purpose as building blocks for the maintenance of peace and security in Africa through, amongst others, training and developing capabilities for the conduct of peace operations, there is need for much greater clarity on the relationship and interaction between these organisations and the OAU.

4.4.2 Recommendation

It is recommended that the OAU report to its members, for discussion, on existing and proposed relationships and interaction between itself and established and emergent sub-regional organisations and arrangements.

To do so will require a comprehensive and objective investigation into:

- the rationale, objectives, role and performance of various types of sub-regional organisations and arrangements; and

- the origins, development and role of all existing and nascent sub-regional economic groupings and security mechanisms in Africa.

It is further recommended that such an investigation be commissioned by the OAU.

4.5 INSTITUTE AN ANNUAL INTRA-AFRICAN SEMINAR ON TRAINING FOR PEACE OPERATIONS

4.5.1 Background

There is a clearly-articulated need for better sharing and dissemination of information regarding peace operations, lessons learnt during such operations, and for improved consultation and co-operation among OAU Member States on issues related to peace operations. This need may be met by establishing a regular forum for information exchange. Such a forum, and the associated networking, would provide a strong added impetus to the standardisation of peace operations training and doctrine in Africa.

4.5.2 Recommendation

It is recommended that the OAU Secretariat convene, on an annual basis, a seminar of African military, research and non-government institutions and organisations which are involved in both research and training for peace operations.

The objectives of the first annual seminar should include the following:

- to compile an inventory of existing African capabilities for both civilian and military training which is related to peace operations, which would include the nature of training facilities, the type of training presented, instructional capacity, and the number of places available for participants from other African countries; and
- to make recommendations for co-ordination of the efforts of these training institutions, and possibly for co-operation between such institutions/organisations, including student placement procedures.

Note that the subsequent maintenance, co-ordination, scheduling, etc. of peace operations training in Africa should be the function of the OAU itself (as part of the responsibilities of the organisation investigated in terms of section 4.3 above) and not of the annual seminar.

Subsequent seminars should focus on the following:

- articulation and sharing of the major lessons learnt from the African peacekeeping experience;
- deliberation on the utility and scope of an investigation and report on the possibilities of cost-effective expansion and enhancement of existing training institutions which have the potential to be designated as regional training centres; and
- the dissemination of training material and discussion of issues such as those raised in sections 4.2 and 4.3 above.

Such seminars will conceivably stretch over a number of days, be broken into a series of plenary

and parallel working sessions and focus on concrete training issues as opposed to theoretical discussions. The seminars should be run under the auspices of the OAU and the location rotated annually between various sub-regions.

4.6 IMPROVE LOGISTICAL SYSTEMS AND PROCEDURES

4.6.1 *Background*

Ideally, this aspect should be addressed as part of, or at least following the study recommended in section 4.2. The issue also clearly falls within the responsibility of the structure which may emerge through the implementation of the recommendation made in section 4.3 above. However, given the ubiquity and urgency of the problem of logistics, as well as the highly specialised role of logisticians, it is recommended that the issue of logistics be addressed more immediately. Moreover, concurrent investigation would provide a solid base for the conduct of research in the other areas recommended above.

4.6.2 *Recommendation*

It is recommended that the OAU commission an investigation into the development of an African logistic concept which, among others:

- is compatible with UN logistic practice;
- incorporates African realities;
- takes into account the doctrinal development envisaged in section 4.1 above;
- can be systematised and developed into appropriate training programmes;
- expands on proposals for the pre-positioning of equipment in regional logistics bases; and
- refines the concept of logistic support by developed countries for peace operations in Africa.

The results of this investigation should be documented in a report for dissemination to OAU Member States. Following discussion, amendment and approval, this report should serve as a source document for Member States on standard operational procedures, logistics training and preparation for deployment.

APPENDICES

A: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN KENYA

1 INTRODUCTION

The project team visited Kenya over the period 14 July to 18 July 1996. For a more detailed itinerary, see Appendix J.

2 SCOPE

The report on peace operations training in the Kenya Armed Forces as presented to the survey team is presented as follows:

- background: Kenyan participation in peace operations;
- peace operations training philosophy;
- unit training for peace operations;
- the role of the Kenya Defence Staff College; and
- comments and recommendations by host country.

3 BACKGROUND: KENYAN PARTICIPATION IN PEACE OPERATIONS

Kenya is fully supportive of UN peacekeeping initiatives at the international level. It is willing to contribute to peace operations which are based upon the consent of parties within the host nation, but is extremely wary of involvement in peace enforcement operations. These operations, officials argue, contradict the principle of non-interference in the internal affairs of member states, as stated in the Charter of the Organisation of African Unity.

Kenya has made the following contribution to UN and regional peace operations:

- Zimbabwe (CMFZ) 1979-1980;
- Chad (OAU) 1981-1982, Military Observers;
- Iran/Iraq (UNIMOG) 1988-1990, Military Observers;
- Namibia (UNTAG) 1989-1990, troop contingent and Military Observers;
- Iraq/Kuwait (UNIKOM) 1991, Military Observers;
- Western Sahara (MINURSO), Military Observers;
- Mozambique (ONUMOZ) 1992-1995, Military Observers;
- Former Republic of Yugoslavia (UNPROFOR), Military Observers and Battalion operations, 4 rotations;
- Liberia (UNOMIL), Military Observers;
- Rwanda (UNAMIR), Military Observers; and
- Angola (UNAVEM III), Military Observers.

In addition, the Kenyan government aided both UNOSOM and UNAMIR by providing facilities for the delivery of humanitarian aid: ports, airports, road transport, and other support.

Kenya Army officers have also occupied a number of senior UN posts, including:

- Force Commander, Commonwealth Monitoring Force in Zimbabwe;
- Deputy Force Commander, UNTAG, Namibia;

- Chairman Joint Verification Committee, ONUMOZ, Mozambique;
- Force Commander, UNOMIL, Liberia;
- Sector Commander, UNPROFOR, FRY;
- Senior Military Liaison Officer, UNPROFOR;
- Deputy Sector Commander, UNPROFOR;
- Chief of Staff, UNPROFOR; and
- Garrison Commander, UNPROFOR.

Kenya also has a representative at the UN DPKO, New York.

Kenya has provided a total of 220 military observers from all arms of service, and a total of six battalions have had exposure to peace operations. The lessons learned through this experience are being put to good use, as data is collated from participation in previous missions. In addition to the national training institutions, Kenya Army officers are trained at a variety of institutions abroad, including the UK, USA, Pakistan and India. Most of these courses involve a component dedicated to peace operations and/or conflict resolution.

4 PEACEKEEPING TRAINING PHILOSOPHY

The DoD is convinced that peace operations training should proceed from the mastering of basic military skills which are fundamental to contemporary peace operations, such as the following:

- command and control;
- communications;
- computer literacy;
- navigation and map-reading;
- weapon handling;
- battle drills and tactics;
- all aspects of patrolling by day and night;
- movement control and roadblocks;
- physical training; and
- international law of armed conflict.

In addition, troops must have a thorough knowledge of the environment and background to the conflict prior to deployment to the mission area. The importance of training the military in human rights is emphasised. International Humanitarian Law is therefore built into all training programmes at all levels.

5 UNIT TRAINING FOR PEACE OPERATIONS

Currently, the majority of dedicated peace operations training consists of approximately three months pre-deployment training for units and personnel. The emphasis during this training is on attitudinal re-orientation, aimed at supplementing the ethos of the soldier with that of the peacekeeper through emphasis on impartiality, negotiation, mediation, etc.

Unit peace operations training focuses on the special dimensions of peace operations, as soldiers have already mastered the basic military skills prior to their selection to a peacekeeping battalion. It is therefore perhaps more appropriate to talk of peace operations preparation, rather than peace operations training. As mentioned above, this preparation focuses heavily in adjusting attitudes and approaches to the military task. The soldier is taught that the peacekeeper does not posit an enemy. Training is also oriented towards nurturing essential qualities and imparting specific skills of peacekeeping.

All Kenya Army soldiers are trained at the Recruit Training Centre for a period of six to seven months, before being posted to their units and undergoing further specialist and leadership training. This initial training includes the following aspects which relate to skills used in peace operations:

- phases of war (advance, attack, defence and retro operations up to sub-unit level);
- escorting, patrols, ambushes, duties of guards and sentries;
- movement control (road blocks and checkpoints);
- weapon handling and musketry;
- endurance and physical fitness;
- navigation and map-reading;
- communications, including military/civilian communications facilities, linguistics, and modes of dispatch;
- survival skills;
- first aid, hygiene and sanitation;
- administration and logistic procedures; and
- terrorism and anti-terrorism.

As far as dedicated peace operations training is concerned, HQ Kenya Army is responsible for the selection and assembly of officers and troops and the training of the contingent. The latter includes:

- setting measurable training objectives;
- providing the logistics for training;
- identification of appropriate training facilities; and
- monitoring of training.

There is presently no permanent facility for peace operations training, but the Kibiku training area north-west of Nairobi has been utilised thus far to good effect.

Other responsibilities of HQ Kenya Army pertaining to peace operations are:

- the equipping and maintenance of troops;
- co-ordination of troop movements with UN Headquarters;
- administration of personnel movements within the mission area;
- administration of the families of personnel deployed in the mission area; and
- the rotation of personnel.

Kenya Army provides weapons, vehicles and personal equipment for contingents, whilst additional needs are supplied by the UN within the mission area. Thus far, training on such equipment has been provided by the donor country, within the mission area.

The duration of mission-oriented peacekeeping training for all units and personnel is between six and ten weeks, depending on the nature and complexity of the operation, and includes:

- the UN/OAU Charter and relevant Security Council resolutions;
- the organisation of the UN/OAU and relevant organs;
- civil-military relations, including interaction with civilian agencies and organisations such as UNHCR and ICRC;
- International Humanitarian Law;
- historical background to the conflict;
- analysis of the mandate of the mission;
- force composition and logistic support; and
- negotiation and mediation skills.

Thus far, no background peace operations training for units and personnel has been conducted. However, a background training package has been designed and, if approved by the Commander of Kenya Armed Forces, will be integrated into basic recruit training. The necessity of designing and instituting intermediary training, i.e. between recruit and staff level, has been recognised as a further step to be taken.

No background or mission-specific training for military observers and specialists has been conducted by Kenya Army as yet. The practice has been to rely on mission-specific orientation courses provided by the UN within the mission area. This arrangement has been considered adequate thus far.

As far as dedicated training institutions are concerned, the highest level of peace operations training will ultimately be presented at the Kenya National Defence College, which is still in the start-up phase, and the first courses are still to be planned. At present, the highest level of training is presented at the Defence Staff College, Karen, the command and staff training college for the Kenya Armed Forces.

6 THE KENYA DEFENCE STAFF COLLEGE KAREN

6.1 Background and Organisation

The Kenya Defence Staff College Karen was established on 4 January 1984. Defence Staff College Karen is a Command and Staff training College for the Kenya Armed Forces. The first course was run in 1984 to 1985. This course did not include a peacekeeping package. However, the second course that was run in 1985 to 1986 included a peacekeeping package which continues to date.

The College trains officers of the rank of lieutenant colonel and senior majors from all the three services i.e., Kenya Army, Kenya Air Force and the Kenya Navy . The College also trains officers from other allied friendly African countries. The last course to be concluded had officers from Tanzania, Malawi, Zambia, Namibia and the Kingdom of Swaziland. The College offers peacekeeping training at staff level only. It mainly focuses on multi-national staff work. Other aspects of training, such as movement and logistics are covered in the general curricula of the colleges of the various arms of service. The College curriculum mainly focuses on a joint services concept with a slight bias on Land Operations. The various modules of the syllabus include a package on peacekeeping which is currently under review. The review aims at incorporating the current concepts of peace operations necessitated by the dynamic nature of conflicts today.

The College is fully funded by the Kenyan government. There is a student exchange programme between Kenya and the Tanzanian Staff College and a Directing Staff exchange programme between Kenya and the Staff College of the United Kingdom at Camberley. Kenya also sends students to staff colleges in countries such as the USA, UK, Pakistan, India and Bangladesh.

The College syllabus runs for 46 weeks, commencing in the month of August and ending in the month of July the following year. There are 36 students, with a planned capacity of 48 students in the very near future. The students are divided into 3 syndicates of 12 students each. The methods of instruction include:

- lectures, syndicate discussions, and exercises;
- role-playing;
- research and presentation of findings;
- field exercises (TEWTS);
- films/video clips; and
- visits and tours.

The College is headed by a major general and a deputy of the rank of brigadier. There are three colonels, two of whom are the heads of the Writing and Teaching teams respectively. The third is the College Chief of Staff, or Colonel, General Staff in charge of the Co-ordinating Wing. There are 12 lieutenant colonels, six in each of the above teams. The ratio of the Directing Staff to the students is 1:3.

Members of the Directing Staff are selected from all the three services in accordance with their experience, knowledge and instructional capabilities. All the Directing Staff and the senior officers in the college have given instruction on peacekeeping. Most of the Directing Staff and some of the students have had previous exposure to peace operations. Of the three colonels on the staff, two are teaching or writing. One was deployed in both Iran and Yugoslavia, and also attended the MAPEX organised in 1995 by the Camberley Staff College in the United Kingdom. Six other members of the staff have been deployed in missions as observers, one whom is the sponsor of peacekeeping package and attended the Map Exercise organised by UK Camberley Staff College in Addis Ababa in 1996.

Of the 36 students on the current course, 10 have been deployed in peacekeeping missions, either as observers, monitors, staff or peacekeepers.

During the period from August to mid-September, shorter courses/seminars could be conducted on peacekeeping for a similar number of participants.

6.2 Tuition Aids

The College has the following tuition facilities and equipment:

- four syndicate rooms, which can each accommodate 12 students;
- a central lecture hall that can accommodate 100 students;
- an audio visual room;
- a library which has several peacekeeping books and publications; and
- a course planning conference room.

The college is well equipped with all the training aids to be found at a modern command and staff college.

6.3 Administration and Logistics

Being a residential course, all administration is handled by the College Administration Wing, comprising of a Commanding Officer and his staff, who are also responsible for the Officers Mess which has the capacity to accommodate over 60 officers, and the Medical Reception Station (the main military hospital is 15 km away). The College is logistically supported by the Armed Forces logistic units. A telephone extension is provided for each student from an exchange that is fully integrated into the Armed Forces communication system. The exchange is also linked to the civil communication systems. The College is very accessible, being situated only 25 km from the international airport.

Once students, both foreign and nationals, have been selected for the course, they receive pre-course material at least two months prior to the course. The pre-course materials include joining instructions to students which provide all the necessary information. Students are then received by the College Administration Wing. Foreign students are met at the airport and are transported to the college.

The college accepted its first foreign students in course No 7 of 1990/91. The total number of foreign students trained so far is 29, which represents 16.8% of the total number of students trained by the college from course No 7 onwards.

6.4 Current Peacekeeping Package

The College currently devotes a total of 17 periods of 40 minutes each to UN peacekeeping. The utilisation of these periods is discussed below.

Thirteen periods of lectures on the United Nations and its specialised agencies are presented by a representative of the UNDP in Nairobi. The aim of these lectures is to highlight the background to the founding of the UN, its Charter, functions, objectives, prospects, and the functions of some of its specialised agencies.

Two periods of syndicate discussions are held prior to the conduct of the exercise, during which the following topics are covered:

- introduction to UN peacekeeping;
- definitions;
- procedures for establishing a UN Operation;
- the composition of a force;
- the appointment of a UN Force Commander;
- the direction and support of a Force; and
- peacekeeping principles and training.

The discussion periods are preceded by background reading on past UN Peacekeeping Operations, relevant extracts from the UN Charter, and a variety of UN publications.

One and a half days (12 periods) are spent on a peacekeeping exercise. The exercise was developed by the College. It involves a fictitious island named KATAMA, about 500 km north-east of the Mauritius. A UN peacekeeping force is to be deployed in the Island. The exercise aims at imparting the following:

- understanding of the complexity of contemporary conflicts;
- the negotiations and procedures required before a UN mandate is issued;
- the procedures for establishing a UN Operation;
- the composition of the Force and the selection of the Force Commander;
- deployment of a peacekeeping force; and
- the maintenance of a peacekeeping force.

6.5 Proposed Peacekeeping Package

The College has identified a need to review the current training package in order to enhance the study of peace operations. The proposed package, which is currently being discussed, will be allocated 47 periods (30 periods more than the current allocation of 17 periods), and will include the following:

- **Lectures.** 10 periods of peacekeeping lectures will cover the Organisation and Role of the UN (3 periods), UN Peacekeeping Operations (3 periods), the role of other agencies in peace operations (2 periods), and the challenges of multifunctional peace operations (2 periods).
- **Syndicate Discussions.** 7 periods are planned for syndicate discussions on topics such as Wider peacekeeping doctrine and its future (2 periods), Co-ordination of Peace Support Operations (1 period), and Case studies (4 periods).
- **Exercise.** A map exercise, adapted from the UK Camberley Staff College, is planned to run for four days (28 periods). The exercise is designed to test all facets of peace operations from the UN Department of Peacekeeping Operations (DPKO) to the field level.

The lectures and syndicate work will prepare students for participation in the map exercise, which is based on a complex emergency in Africa, and which requires participants to resolve the following four problems:

- **Problem 1 - UN Security Council.** The exercise starts at the Grand Strategic level with a rudimentary simulation of a meeting of the Security Council. The students, representing members of the Security Council, will produce a resolution and a mandate for the

deployment of a UN peacekeeping force in a fictitious African country named MERANGO.

- **Problem 2** - Planning a Peace Support Operation at the Military Strategic Level. Students, representing the staff at DPKO, will translate the mandate into a strategic directive, design the force package and make the necessary plans to deploy and support the force.
- **Problem 3** - Force Commander's Campaign Plan. Students, in sub-syndicates representing the staff of a multi-national force, will develop a campaign plan for the conduct of the operation.
- **Problem 4** - Tactical Level. Students will be required to resolve a series of problems at the tactical level, involving issues such as the use of force, consent and impartiality.

In conclusion, the Staff College has realised the need for more detailed training in peacekeeping. The review of the syllabus on peacekeeping should satisfy this requirement.

7 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

The DoD emphasised that their participation in peace operations must be mandated and sponsored at the level of the UN, and also expressed doubts as to the legitimacy of an operation which would be mandated solely by the OAU. They emphasised that this is not to denigrate the efforts and role of the OAU, but there is concern about the ability of any regional peacekeeping initiative to maintain the essential principle of impartiality. There is also a moral and ethical dimension involved in the idea of military intervention to prevent or halt tragedies such as ethnic cleansing.

The DoD also expressed a strong desire for the development of policy at the political level which would provide conceptual clarity as to the boundaries of peace operations, so that they may participate more fully and confidently in future peace operations. There is a particular need for a common approach and doctrine for peace operations efforts at the international level. This should be clearly articulated, perhaps by the UN, so that troop contributing countries can better understand the 'rules of the game'. The contribution of the OAU in this regard would be to ensure that such doctrine took account of Africa's values, customs and traditions. This should apply to the full range of peace support operations, from preventive diplomacy to military intervention.

However, the primary area of concern lies in the area of 'aggravated peacekeeping', where self-defence may lead to a loss of neutrality and impartiality, making it difficult for the peacekeeper to respond appropriately to events. It was also felt that the UN should consult more widely with regional organisations, such as the OAU, before mandating a peace support operation in the relevant region. This would enable the Security Council to draw on regional organisations' knowledge of the causes and history of the conflict, and contribute to the formulation of more appropriate and realistic resolutions.

The DoD considers the following as the most important implications pertaining to the concept of 'wider' peacekeeping:

- Sliding from peacekeeping to peace enforcement is an inappropriate response to conflict in Africa, where the basic cause of such conflict is, in most cases bad, government. Kenya also has no experience in peace enforcement operations.

- Where a peace enforcement operation is transformed into a peacekeeping operation, there must be an intervening phase, consisting of a political rather than a military process, between the operations. Peace must be found before it can be kept.
- Peace enforcement basically requires a decision to go to war, but without any clear war aims. There will thus clearly be a fundamental lack of political support and willingness to accept the sacrifices involved, such as casualties.
- Intrastate conflict is far more complex than interstate conflict. Its causes have ethnic, religious, linguistic and cultural dimensions. This means that peace enforcement can only be considered as an absolutely last resort. Other avenues can be explored, such as extensive and intensive psychological operations before deciding on enforcement.

The DoD feels that the following guidelines should be followed when considering participation in peace operations:

- The military mission must be clearly-defined, its objectives derived from political policy, and have a reasonable time-frame, as well as a mechanism for the extraction of forces.
- Military forces should be inserted at the earliest possible stage of the emergency, but only after all non-military means of resolving the conflict have been exhausted.
- Military intervention must result in a reduction in the loss of life, not an increase.
- The peacekeeping effort must be a collective (multinational) effort under the auspices of the UN.
- The military must be able to make a fundamental difference to the outcome of the situation.
- The military should only be deployed in peace operations where they have a clear comparative advantage over civilian agencies.
- The issue of funding should be resolved, and rules of engagement finalised, prior to deployment.
- There must be the ability to maintain impartiality.

A suggestion was also made regarding the pre-positioning of equipment in a regional logistics base so that earmarked forces can train on such equipment well in advance of deployment. This would help solve the problems caused by deploying soldiers who are unfamiliar with the equipment which they depend upon. Kenya has no formalised system of standby arrangements, but can select and train a battalion-sized contingent for a specific operation when the need arises. All soldiers enlist voluntarily, so there is no constitutional impediment to the deployment of individuals in support of UN peace operations.

It is felt that the relevant experiences and lessons learnt from previous and ongoing missions are not being shared/disseminated widely enough to enable Kenya Army officers to remain abreast of the latest thinking and developments in the peace operations realm. It is therefore recommended that steps be taken at the level of both the UN and OAU to investigate and improve current practices in this regard. Suggestions were mooted on the concept of an African

peacekeeping forum or an inter-army seminar, where officers with peacekeeping experience could exchange views.

Although not directly related to the issue of peace operations training, HQ Kenya Army expressed the opinion that the type of conflict which is becoming endemic in Africa can only be resolved in the long run through the inculcation of a culture of peaceful dispute resolution at the grass roots level. This would involve various civic education programmes directed towards communities at various stages of the socialisation process, i.e. from the elementary school level through to adult education. The feasibility of introducing such programmes in Africa may be investigated by the OAU.

HQ Kenya Army also expressed concern about the proliferation of small arms, such as AK 47 and G3 rifles in the northern parts of Kenya. Many of these arms were introduced by refugees and bandits who followed the refugees. The problem of combating armed banditry now absorbs an increasing amount of Kenya Army manpower, and detracts from the potential pool of human resources for future peace operations.

B: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN ZIMBABWE

1 INTRODUCTION

The project team visited Zimbabwe over the period 18 July to 20 July 1996. For a more detailed itinerary, see Appendix J.

2 SCOPE

The report on peace operations training in the Zimbabwe Defence Force as presented to the survey team is presented as follows:

- background: Zimbabwean participation in peace operations;
- the decision making process for Zimbabwean participation in peace operations;
- unit and specialist peace operations training;
- the role of the Zimbabwe Staff College; and
- comments and recommendations by host country.

3 BACKGROUND: ZIMBABWEAN PARTICIPATION IN PEACE OPERATIONS

Since 1991, Zimbabwe has made the following contribution to peace operations:

Previous Operations

- Somalia (UNITAF and UNOSOM), Battalion operations;
- Rwanda (UNAMIR), Military Observers;
- Mozambique (ONUMOZ), Military Observers; and
- Angola (UNAVEM II), Military Observers.

Current Operations in Angola (UNAVEM III)

- Force Commander, Maj Gen Philip Sibanda;
- Regional Commander (colonel); and
- 1x Infantry Battalion (rotated August 1996).

4 DECISION MAKING PROCESS FOR ZIMBABWEAN PARTICIPATION IN PEACEKEEPING

A request by the UN for Zimbabwe Defence Force involvement in any specific peacekeeping operation is channelled through the Ministry of Foreign Affairs (MFA). MFA then refers the request to a committee for further examination. This political-military committee is chaired by DFA. Its task is to:

- consider the ability to support the proposed commitment;
- examination the mandate in detail; and
- consider the availability of resources to meet mission requirements.

(As a rule, the committee would be most reluctant to support a commitment to participate in a peacekeeping mission under Chapter VII.)

The committee then makes a recommendation at the strategic level to both the Secretary of Foreign Affairs and the Secretary of Defence. The MFA will then take the matter to cabinet for further deliberation. Once the cabinet has reached a decision, it will be communicated to UN New York via the Zimbabwe Embassy at UN New York.

Within the armed forces, HQ Zimbabwe National Army designates an appropriate unit and issues instructions for unit preparation to commence. A team consisting of both arms of service (Army and Air Force), a representative of DFA, an MoD representative, and the contingent commander depart to the mission area for reconnaissance. In the interim, the unit continues with mission-oriented training for a minimum period of four weeks. When the reconnaissance is completed, the information gained is used to make appropriate adjustments to the training programme. Mission oriented training culminates in a week-long command post exercise for officers and senior NCOs at the Tactical Division of the Zimbabwe Staff College prior to unit deployment.

5 UNIT AND SPECIALIST PEACEKEEPING TRAINING

In 1992, as a result of lessons learned through participation in peace operations in Somalia, peace operations training was formalised within the Zimbabwe National Army. Previously, peace operations had been regarded as peripheral to the primary role of the Zimbabwe National Army, but the requirement to define such a role for the Zimbabwe National Army has now been recognised. Recruits now clearly understand that their military service may well include support of an external commitment of the Zimbabwe National Army.

It is now a standard policy within the Zimbabwe National Army that all units will undergo UN peace operations training as an integral part of the annual training cycle. Past participation in UN peace operations allows the Zimbabwe National Army to draw on a pool of experienced instructors for the conduct of this training. As general military training is focused towards conventional warfare, and the Zimbabwe National Army has considerable experience in counter-insurgency operations, UN peacekeeping training supplements a number of skills which have already been acquired, and which are relevant to the conduct of peace operations, such as movement control, observation, helicopter drills, etc. The training of Zimbabwe National Army

soldiers progresses from recruit training at the Recruit Training Depot, through to unit training and mission specific training.

The remainder of Zimbabwe National Army peace operations training is conducted largely under the auspices of the Zimbabwe Staff College, with the exception of training for military observers, which is now conducted by the School of Military Intelligence. The latter training is aimed at creating a pool of trained military observers who would undergo a further two weeks of mission specific training at the Peacekeeping Department, Zimbabwe Staff College prior to deployment to the mission area. All officers (captain to lieutenant colonel) who attend the four-week Military Observers Course must have graduated from the Zimbabwe Staff College junior and/or senior staff courses.

The Zimbabwe Defence Force also utilises the opportunity to send officers to attend peacekeeping-related courses in other countries, such as Canada, Austria, Egypt, South Africa, the United Kingdom, and the Nordic countries. They also benefit from a number of courses offered by civilian agencies and NGOs, such the ICRC and UNDP.

Aside from the training presented at the Zimbabwe Staff College and School of Military Intelligence, peace operations training is also an integral part of courses presented at the Zimbabwe School of Infantry and the Zimbabwe Military Academy. UN peacekeeping training is part and parcel of the progressive career development of the officer training programme, i.e. at platoon commander, company commander level, etc. HQ Zimbabwe National Army reiterated the fact that unit-level training includes a minimum of four weeks UN training, which culminates in field exercises at the All Arms Battle School at Nyanga. There are plans to develop this training area into a major school for peacekeeping training.

Past performance in UN peace operations indicates that a satisfactory level of training has been reached by the Zimbabwe National Army. A need for computer literacy has been identified, and is currently being addressed by the Army Data Processing Unit.

6 THE ZIMBABWE STAFF COLLEGE

Apart from dedicated UN peacekeeping training courses per se, the Zimbabwe Staff College conducts three courses for officers: a Joint Senior Command and Staff Course, a Junior Command and Staff Course, and a Logistics Course. All these courses include a module dedicated to UN training.

The Zimbabwe Staff College Peacekeeping Department also conducts an annual two-week Southern African regional peacekeeping course aimed at preparing officers for duties at any deployed UN headquarters in the field. This course is currently offered to officers from the SADC countries, as well as other African countries such as Ghana, Ethiopia, and Uganda. The extension of this course to four weeks duration is currently under consideration. The Zimbabwe Staff College Peacekeeping Department also conducts three-day workshops on peacekeeping for selected personnel from all elements of the contemporary peacekeeping environment.

The motto of the Zimbabwe Staff College is: "To Win Peace Study War". The 'conduct of UN peacekeeping training' is one of the five roles identified for the Zimbabwe Staff College. The College is commanded by a major general, and is organised in the following five divisions:

- Senior Division;
- Junior Division;

- Logistics Division;
- Tactical Trainer; and
- Peacekeeping Division.

The Senior Division presents a 46-week Joint Command and Staff Course, which includes a two-week UN peacekeeping module, presented by the directing staff during the third phase of the Joint Command and Staff Course. This course is normally attended by 40 students. The next Regional Peacekeeping Course will be composed of 14 Zimbabweans and 26 officers from other countries. A one-week peacekeeping module is also presented by the Junior Division during the second phase of the 17-week Junior Staff Course. The Junior Staff Course has a present capacity for 60 students, and two such courses are presented per year. Although military observers are trained at the School of Military Intelligence, the Tactical Trainer also conducts a week-long exercise for military observers. The Peacekeeping Division is responsible for regional peacekeeping training, and has four lieutenant colonels on the teaching staff, supplemented by two on the co-ordinating staff.

The Zimbabwe Staff College plans to cater for guest students, institute a directing staff exchange programme, and to provide berths for civil servants on the third phase of the Joint Senior Command and Staff Course in the future.

The Peacekeeping Division, which was established in November 1995, presents an annual Southern African regional peacekeeping course of two weeks duration during the second half of every year. The aim of this course is to foster understanding of contemporary multifunctional peacekeeping among commanders and staff officers. The course covers the following subjects:

- a geopolitical survey of conflict in Africa;
- conflict resolution theory;
- International Humanitarian Law;
- wider peacekeeping doctrine;
- the United Nations Organisation;
- campaign planning;
- humanitarian operations;
- military air power in peace support operations;
- case studies: ECOMOG, Bosnia, and Rwanda;
- the staff perspective;
- the media perspective;
- civil-military affairs;
- logistics;
- the NGO perspective;
- co-ordinating peace support operations;
- strategy planning (exercise);
- the Nordic peacekeeping experience;
- command at the operational and tactical levels;
- coping with conflict during peace support operations; and
- tactical peacekeeping exercises without troops.

The Zimbabwe Staff College subscribes to UN peacekeeping doctrine, as evidenced by their extensive use of training publications such as the manuals on UN Staff Officers Training, UN Module for National and Regional Staff Colleges, and UN Command Post Vistaland. It has excellent tuition facilities, which include a television studio and a library. The Tactical Trainer facility is well designed and equipped.

7 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

The Zimbabwe Defence Force (ZDF) supports UN and regional peacekeeping initiatives, as evidenced by their participation in peace operations in Africa over the past five years. However, the ZDF has limited logistic capacity to sustain a national contingent without international assistance. The question of logistics therefore remains crucial to ZDF participation in future peace operations, and this needs to be addressed. The ZDF is also wary of becoming involved in Chapter VII operations, and would not participate in regional peacekeeping efforts which are divorced from the UN.

The need was expressed for a clarification of current OAU thinking on peacekeeping, and for this knowledge to reach the level of the Zimbabwe Staff College. There is a similar need for such information from the UN DPKO, and for the sharing of information among the armed forces of the sub-region.

Conflict resolution in Africa is primarily a political task. Agreements should be reached through dialogue rather than imposed through the use of force. The OAU and its member states should therefore make use of far more aggressive diplomacy in order to secure a peace accord before turning to the military for assistance in resolving violent conflicts.

The establishment of a UN logistics base in Africa would help to resolve the logistics dilemma created by the demands of peacekeeping for many of the region's armed forces. It would also indicate a firm resolve for involvement in terminating violent conflict, and thus act as a type of deterrent to armed conflict among African peoples. The establishment and utilisation of such a logistics base would also be an important confidence-building measure and enhance co-operation throughout the continent.

The OAU should emphasise and continue to support efforts to enhance sub-regional peacekeeping capacities in order to build on the co-operative frameworks which already exist.

Where the principle of non-interference as contained in the UN and OAU charters is abrogated because of a compelling humanitarian imperative, the Zimbabwe National Army would only consider involvement within the framework of a clear UN mandate, and under decisive UN leadership (not under the auspices of any particular country).

The OAU should provide guidance for sub-regional efforts to enhance peace operations capacity through the articulation of a clear and appropriate UN doctrine, and the establishment of a pool of qualified regional instructors who could assist in imparting the relevant knowledge and skills.

The OAU should work towards the establishment of a cell of competent military staff officers with UN peacekeeping experience, i.e. former commanders and staff officers who have served in UN operations. This cell could be of immense assistance, not only in advising the General Secretariat, but also in establishing a common set of guidelines and principles for UN peacekeeping.

Since becoming involved in UN peacekeeping in 1991, the Zimbabwe National Army has operated alongside a large number of national contingents. Difficulties were experienced in working with various national contingents whose standards, doctrine and training differed markedly from that of the Zimbabwe National Army and other countries. This aspect extended to

differing standards in the provision of logistics and logistic support by various national contingents. This significantly affected the smooth direction of operations. It is therefore strongly recommended that common standards and unified training procedures be adopted.

The acceptance of a peacekeeping force by the host country is essential. Cultural awareness should therefore be emphasised as an essential element of pre-deployment training.

HQ Zimbabwe National Army had experienced serious difficulties in the realm of command and control during participation in UN peacekeeping, due to the diversity of languages used throughout the command hierarchy and to distortion in translation and interpretation of military terms and concepts. It is therefore strongly recommended that the need for standardised terminology and language of command be considered when constituting a peacekeeping force.

The Commandant Zimbabwe Staff College recommended that regional centres of excellence be designated and developed for peacekeeping training, and that such training be directly related to the demands of contemporary peace operations. The Zimbabwe Staff College, which has apparently already been designated by the UN as such a centre of excellence for the training of commanders and staff officers for peace operations. Similar centres of excellence could be identified in other countries of the region for training in logistics, field engineering, military policing, medical support, etc.

C: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN EGYPT

1 INTRODUCTION

The project team visited Egypt over the period 21 July to 24 July 1996. For a more detailed itinerary, see [Appendix J](#).

2 SCOPE

The report on peace operations training in Egypt as presented to the survey team is presented as follows:

- background: Egyptian participation in peace operations;
- the decision making process for Egyptian involvement in peace operations;
- pre-deployment peace operations training for UN operations;
- the role of the Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa;
- the Institute for Diplomatic Studies;
- the Liaison Authority With International Organisations;
- additional training for peace operations; and
- comments and recommendations by host country.

3 BACKGROUND: EGYPTIAN PARTICIPATION IN PEACE OPERATIONS

Egypt has made the following contributions to UN peace operations:

Previous Operations

- Congo (ONUC), Paratroop Battalion;

- Somalia (UNOSOM I), Military Observers;
- Somalia (UNOSOM II), Brigade HQ and 3 x Infantry Battalions;
- Former Republic of Yugoslavia (UNPROFOR), 1 x Infantry Battalion and Military Observers;
- Mozambique (ONUMOZ), Military Observers; and
- Rwanda (UNAMIR), Military Observers.

Current Operations

- Angola (UNAVEM III), Military Observers;
- Western Sahara (MINURSO), Military Observers;
- Liberia (UNOMIL), Military Observers;
- Georgia (UNOMIG), Military Observers;
- Eastern Slavonia (UNTAES), Military Observers; and
- Bosnia and Herzegovina (IFOR), 1 x Infantry Battalion.

4 THE DECISION MAKING PROCESS FOR EGYPTIAN INVOLVEMENT IN PEACEKEEPING OPERATIONS

The central co-ordinating authority in the decision making process is the Liaison Authority With International Organisations (LAWIO). LAWIO resorts organisationally directly under the Director General Intelligence. If a request is made by the UN or any international organisation for the Egyptian armed forces to contribute to any peacekeeping endeavour, it is channelled through the Egyptian mission to the UN, and simultaneously conveyed to LAWIO. The Egyptian mission to the UN will, in turn, refer the request to the Ministry of Foreign Affairs, with LAWIO being kept informed. Once the MFA receives the request from its mission in New York, it refers the request to the Egyptian MoD, while again referencing LAWIO. In the event of a positive response to the international request, the MoD, in discharging its responsibility, will task LAWIO to go ahead with the necessary preparations, whilst also alerting its Operations Authority to initiate preparations. LAWIO will then task the Training Authority, Personnel Department, and Operations Authority accordingly. At the same time, LAWIO tasks other armed forces departments which will be involved, for example, logistics, armaments, engineering, signals, NBC, etc.

Units are deployed in theatre for a period of twelve months. However, once in theatre, half of the unit is rotated every six months to ensure continuity during the execution of lengthy operations. Each soldier deploys with a personal copy of guidelines which are published for the conduct of the particular mission.

Observers and staff officers are deployed for a period of one year before rotation back into their normal career pattern. However, should there be an international request, an exception can be made to this norm.

5 PRE-DEPLOYMENT PEACEKEEPING TRAINING FOR UN OPERATIONS

5.1 Unit Formation

Upon receipt of an instruction and unit configuration from LAWIO, the identification and preparation of an appropriate training site and the selection of personnel begins. Appropriate officers and specialists are drawn from existing units, according to UN experience and expertise. A suitable number of interpreters will be attached to the composite unit. The process of unit formation is typically completed over a period of two to three weeks. Only the best and most

appropriate personnel will be selected for a peacekeeping mission. However, should there be a request for emergency deployment, an existing unit could be prepared for the particular peacekeeping task through a shortened assembly and training period.

5.2 Pre-Deployment Training Package

The pre-deployment package entails 110 hours of training, spread over a period of two to three weeks. The package encompasses refresher training in basic military skills, such as:

- physical fitness;
- guarding, escorting and sentry drills;
- observation; and
- map reading and navigation.

In addition, UN training forms an integral part of the pre-deployment package. The UN component occupies approximately one third of the allocated training time. The UN training component is facilitated by LAWIO. This includes topics such as English language skills, geopolitical briefings on the mission area, briefings on the mandate, rules of engagement, psychological aspects and stress management, and mine awareness. There is also a period of equipment familiarisation training with equipment that is unique to the mission area and type of operation.

5.3 Validation of Training and Re-Training

Upon completion of the pre-deployment training, the unit undergoes a stringent evaluation process, which is conducted up to the highest level, i.e. by the Chief of Staff. Should a unit or part thereof not pass muster, the relevant re-training cycle will be initiated. This process may be repeated more than once if necessary, until the unit is assessed as ready for deployment. LAWIO equips unit officers with all the relevant material and publications to conduct such re-training within the unit context.

6 THE CAIRO CENTRE FOR TRAINING ON CONFLICT RESOLUTION AND PEACEKEEPING IN AFRICA

The Cairo Centre for Training on Conflict Resolution and Peacekeeping in Africa was established in 1995 and had, at the time of survey, run two four-week courses on peacekeeping and conflict resolution. The first, conducted in June 1995, for Anglophone countries, was on peacekeeping and was attended by 14 students, primarily senior military officers, from seven countries. They spent three weeks at the Nasser Higher Military Academy and one week at the Institute for Diplomatic Studies. Three weeks was devoted to peacekeeping and one to preventive diplomacy. The second course, on preventive diplomacy and conflict resolution, was conducted during March/April 1996 for Francophone countries, and was attended by students from 23 countries.

The second course devoted three weeks to preventive diplomacy and one to peacekeeping. It was attended by senior diplomats (ambassadors, directors and councillors), and only one military officer (from Guinea Bissau). Although the courses cater exclusively for African students, resource persons have been drawn from countries such as France, Switzerland, Canada, and have included representatives from the UN and the OAU. The 22 students on the last course were drawn from 18 different countries. The focus and methodology of the courses are not strictly academic in nature, but mostly geared towards experiential learning. The Ministry of Defence has a crisis management room which was utilised for practical exercises.

The uniqueness of the Cairo Centre lies in the fact that it combines training in peacekeeping and preventive diplomacy in a single course, although the primary focus will vary between the two, depending on:

- the composition of the student group (mainly military officers or diplomats); and
- the nature of training needs as determined by ongoing or imminent crises on the African continent.

The next course, for Anglophone countries, is planned for November 1996.

Once the Cairo Centre is firmly established, the intention is to train 200 students on four courses per year. The idea is also to bring together students from both Francophone and Anglophone countries on the same courses in future, with a view to enhancing co-operation and to providing the same level and amount of training to both linguistic constituencies on the continent. The Centre is also developing co-operative arrangements with other peacekeeping/conflict resolution institutions such as the Pearson Peacekeeping Centre, the UK Staff College at Camberley, and the Austrian Peace Academy at Vienna.

The Centre intends to work in close co-operation with the OAU Mechanism for Conflict Prevention, Management and Resolution. The Centre also aims to focus the content of its courses on areas where the OAU is actively involved in efforts at conflict prevention and resolution. A need was also expressed for closer collaboration between the various national institutes dealing with preventive diplomacy and peacekeeping in Africa. There is a protocol between the Ministries of Foreign Affairs (MFA) and Defence in order to utilise the capacities of both ministries for the presentation of courses.

The Centre's Director General is an Ambassador from the MFA, and it is currently funded from the budget of the MFA. The physical facilities of the Centre are located adjacent to the Institute for Diplomatic Studies, but are currently awaiting the completion of major renovations. Funding for the planned renovations, as well as the organisational structure, personnel and running costs, is pending approval at the level of the Prime Minister. This approval is expected to be granted in the near future.

The permanent staff will consist of a small cell of no more than fifteen personnel, which will be supplemented by guest lecturers from a broad range of actors who have had practical experience in peacekeeping and preventive diplomacy. Their knowledge and experience enables lessons to be learned from a wide variety of case studies.

The Centre is to have a board of trustees composed of five members from MFA and five from DoD. The chairman of the board of trustees will be the Minister of Foreign Affairs. The Centre is to consist of three functional departments:

- Training Department (under a military director);
- Resource Mobilisation Department (under an MFA Director); and
- Finance and Administration Department.

The inaugural course of the Cairo Centre was conducted at the Nasser Higher Military Academy and at the Institute for Diplomatic Studies from 3 June to 29 June 1995. The course focused on the military dimensions of peace operations, but the first week concentrated on aspects at the

political-diplomatic level. The course was concluded with a three-day command post exercise which was based on the handling of a complex emergency. More specifically, the course addressed topics such as:

- UN structure, functions and decision making;
- the evolution of UN peace operations;
- the OAU's role in Africa and developments pertaining to the institution of the Conflict Management Division;
- preventive diplomacy;
- International Law of Armed Conflict;
- mediation and negotiation;
- crisis management and conflict resolution in Africa;
- examples of ethnic disputes in Africa;
- democratic transitions in Africa;
- election supervision procedures;
- the role of civilian agencies and NGOs in contemporary peace operations;
- lessons learned from peacekeeping in Africa (Liberia, Somalia);
- peace operations (background, legal aspects and guidelines);
- civil-military co-operation within peace operations;
- humanitarian operations;
- the UN logistic system;
- media and public relations;
- the importance of language training and familiarisation with English terminology;
- sanitation in the field;
- general rules of communication and message handling;
- staff duties;
- topography and map-marking;
- patrols and patrol reports;

- responsibilities and duties of command staff;
- foreign weapon and equipment recognition;
- movement control;
- convoy escort and protection; and
- lessons learned from UN missions (UNOSOM).

The Institute for Diplomatic Studies (IDS) played an important role in the presentation of the first two four-week courses on peacekeeping and conflict resolution, as the Cairo Centre presently has a de facto rather than a de jure existence, as mentioned above. All four weeks of the second course (in March 1996), for example, were conducted at the IDS. The aim of the courses presented at IDS is to contribute to a clearer concept and definition of preventive diplomacy and its application to the African continent. This aim is pursued through three basic objectives:

- understanding the general principles of conflict resolution and preventive diplomacy, including the notion of preventive diplomacy, as expounded by UN Secretary-General Boutros Boutros-Ghali, and the different concepts of preventive diplomacy in Africa;
- understanding the nature of contemporary intra-state conflict in Africa, its causes, factors, etc.; and
- understanding the structure and role of African organisations in the resolution of conflicts, from the level of sub-regional organisations (such as ECOWAS, SADC) up to the level of the OAU and its recently-created Mechanism for the Prevention, Management and Resolution of Conflicts.

The curriculum of the seminar on conflict resolution therefore includes aspects such as preventive diplomacy, peacebuilding, disarmament, sanctions and peacemaking; and the relationship between these aspects and the concept of crisis management. More specifically, the following subjects are covered in detail:

- a geostrategic survey of open and latent conflicts, conflicts in the process of resolution, and resolved conflicts which may easily re-erupt;
- types of conflict (inter-state and intra-state), ethnic conflict (nature and causes), exacerbating factors (social crises, democratisation, etc.);
- internal political crises and turmoil accompanying the process of democratisation, and its consequent impact on ethnic rivalry;
- the methods of conflict prevention: legitimacy of the state, mobilisation of civil society, election control, transformation of armed forces, freedom of press;
- methods of controlling political crises: the constitution, the good offices of respected individuals;
- striking a balance between the principle of majority rule and the need for accommodation of minorities and consensual rule; and

- the role of Pan-African organisations (the OAU and sub-regional organisations). Although the Egyptian Government has paid all expenses encountered by the students, the role of countries such as France, Canada and Switzerland in providing high-quality resource persons as guest lecturers has made an important contribution to the success of these courses. Although such courses are very expensive to run, Egypt believes that one cannot compromise on aspects such as accommodation and air travel, if the desired seniority and quality of participants is to be attained.

7 THE INSTITUTE FOR DIPLOMATIC STUDIES (IDS)

The IDS was established in 1966 for the purpose of training both Egyptian and foreign diplomats. More specifically, the IDS aims to:

- provide theoretical and practical diplomatic training;
- carry out research and studies in foreign policy and international affairs; and
- organise diplomatic conferences, seminars, and round-table discussion groups.

Aside from its involvement under the auspices of the Cairo Centre, the IDS includes the subjects of peacekeeping and conflict resolution in its curriculum for the year-long training course which it conducts for all young diplomats. The latter aspect includes a module on ethnic conflict studies. The IDS has filled a gap through the provision of training sessions that include diplomats from Asia, Europe and Latin America, in addition to joint co-operation with similar institutes from different parts of the world.

8 THE LIAISON AUTHORITY WITH INTERNATIONAL ORGANISATIONS (LAWIO)

8.1 Background to the Military Observers and Staff Officers Course

LAWIO presently conducts a comprehensive course for military observers and staff officers. The purpose of the Military Observers and Staff Officers Course is to prepare and train selected officers to work as Military Observers and Staff Officers in UN peace operations. The aim of the LAWIO programme is to create a pool of qualified officers ready to be deployed in UN peacekeeping missions, or to fulfil the national rotation plan.

The Military Observers and Staff Officers Course consists of three distinct phases:

- Selection phase [6 weeks];
- General training phase [6 weeks]; and
- Pre-mission training phase [1-2 weeks].

LAWIO is the focal point for the training presented, especially with respect to the planning and supervision thereof. Specialist training is conducted by various appropriate military institutes and schools, whilst students gain valuable practical experience in the field by being attached for a period to the UN Truce Supervision Organisation and the Multilateral Force and Observers.

Training material for the course includes a wide variety of UN publications, video tapes and reports, including the following:

- Standard Operational Procedures (SOPs) for Peacekeeping Operations;
- Instructional Peacekeeping Training video series;

- UN Peacekeeping Training Manual;
- UN Peacekeeping Handbook for Junior Ranks;
- United Nations Military Observer Course;
- United Nations Military Observer Handbook;
- UN Peacekeeping Training Assistance Team's Advisors' Guidebook; and
- UN Stress Management Booklet.

8.2 Selection Phase

The purpose of this phase is to evaluate the general skills and abilities of the candidates, in order to choose appropriate officers to serve in UN peacekeeping missions. The total period of this phase is six weeks, divided as follows:

- Medical, physical and psychological check-up [1 week];
- Evaluation of English language skills (MoD English Language Institute) [2 weeks];
- Evaluation of driving skills (Military Driving Training Centre) [1 week]; and
- Evaluation of topography and map reading (Military Topography School) [1 week].

This phase concludes with an interview by a LAWIO committee for the final selection of candidates. The committee considers whether individual officers have the potential to qualify for work as military observers, according to their final results in the previous evaluation and their performance in the interview. The latter focuses on: general information and background; English language conversation; UN communication procedures; and potential reaction to different situations in the mission area. Successful candidates then proceed with the general training phase, while those who are unsuccessful are returned to their units.

8.3 General Training Phase

The purpose of this phase is to prepare and qualify the selected officers to be military observers/staff officers in UN peace operations, as follows:

- Mine Awareness Course (Instructed by specialised officers at the Engineering Institute based on information about different types of mines and booby traps.) [1 week];
- Communication Procedures Course (Instructed by experienced officers in the Signal Institute of the Armed Forces, following the procedures and rules of UN the communication system and communication equipment used in UN mission areas) [1 week];
- United Nations Training [2 weeks]; and
- Computer Skills (Instructed by specialised officers in the Data Processing Institute of the Armed Forces, focusing on learning word processing such as Word Perfect and Winword) [2 weeks].

The UN training is conducted by LAWIO, according to the following curriculum:

- Background to Peacekeeping (UN Charter, Organisation, Decision-making, Code of conduct);
- UN Military Observers' Duties (Observation, Patrolling, Inspection, Investigation, Verification, Negotiation, Mediation, Liaison, Reporting, Escorting, Weapon Recognition,

and Crater Analysis);

- Staff Officers Training (Staff structure/ Planning process, and Staff duties/ Responsibilities);
- Communication (Equipment, Voice procedures, Message handling);
- Health and Hygiene (Personal, Food and water, Waste, Diseases);
- Safety and Security (Stress management, Protection methods, Legal Status/ immunity);
- Individual Protection Skills (Detention, Ambush, Attack, and Hijack);
- Administration (Pay and allowances, Leave system, UN and national insurance);
- Legal aspects of UN peace operations; and
- Human Rights.

After successfully completing Phase II, candidates return to their units and resume normal duties until there is a need for their deployment as military observers or staff officers. They then return to LAWIO for Phase III (pre-mission training).

8.4 Pre-Mission Training Phase

The purpose of this phase is to prepare selected officers for deployment as Military Observers/Staff Officers in a specific UN peacekeeping operation, as follows:

- Geopolitical Briefings (History of the conflict, Parties involved, Geography/ Culture/ Economy, Political system, Religions, Language, Threat, External influences);
- Mandate / Mission;
- UN Guidelines; and
- Field visits (including visits to UNTSO and MFO, where candidates are given the opportunity to practice their skills within an ongoing mission).

Between 40 and 60 officers attend the selection phase of each military observer and staff officer course. Approximately 30-40, on average, pass the second phase. Most of the unsuccessful candidates are returned to unit because of their shortcomings in mastering the English language.

The first Phase I course was conducted by LAWIO in 1993. The course has subsequently been expanded to the current three phases and refined in content. The 11th course is currently underway, and the 12th is scheduled to commence on 15 August 1996.

Two military observer/staff officer courses are conducted per year. Should the need arise, however, LAWIO has the capacity to schedule more than two courses annually. Thus far, no foreign students have attended the courses, nor have requests for such attendance been made by any foreign government. However, the Chief of LAWIO indicated that future requests of this

nature would be given serious consideration. Obviously, the selection phase would have to be conducted by the seconding country, according to LAWIO standards.

In order to increase awareness of the dynamics of contemporary peacekeeping, LAWIO is currently planning to introduce a UN familiarisation course for junior officers. The first such course, to be conducted over a period of two weeks for approximately 30 officers, is scheduled to commence in November 1996.

9 ADDITIONAL TRAINING FOR PEACEKEEPING

The military observer and staff officer training which is conducted under the auspices of LAWIO is supplemented and complemented by the practical experience of officers who have been deployed in UN operations, as well as by the attendance of selected officers of training courses abroad. Egyptian officers have attended the following courses: UN Staff Officers Course (Sweden); UN Military Observers Course (Finland); UN Logistics Course (Norway); UN Military Observers Course and UN Staff Officers Course (Germany); and UN Military Observers Course and UN Staff Officers Course (Austria). In addition, officers are encouraged to attend a wide variety of seminars and workshops on issues related to UN peacekeeping.

Peacekeeping is not presently part of the formal Staff College curriculum. However, guest lecturers are invited to speak on topics related to UN peacekeeping missions, as part of the staff course programme. It is envisaged that a module on UN peacekeeping will be designed by the Cairo Centre to form part of the formal curriculum in future.

The Egyptian Armed Forces have also embarked on joint UN training with other countries. In 1995, a command post exercise at company level was conducted in conjunction with the United Kingdom. During 1996, a battalion-level tactical exercise is to be conducted with the Netherlands. A further exercise with the UK is planned for 1997, possibly with US participation in the form of observers.

10 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

Some difficulties, mainly of a budgetary nature, have been encountered in firmly establishing the Cairo Centre as a permanent centre of excellence for Training on Conflict Resolution and Peacekeeping in Africa. The authorities would therefore welcome any form of external assistance offered, whether in the form of funding, expertise, personnel exchanges or curriculum development.

Concern was expressed that too much emphasis on co-operation within sub-regional groupings such as SADC and IGADD may dilute the relevance and effect of the Central Organ of the OAU.

It was recommended that an effort be made to develop an information exchange system between existing peacekeeping training centres, both internationally and especially amongst African states. The latter should be co-ordinated through the Central Organ of the OAU in order to consolidate the existing system and avoid confusion and duplication of effort. Ideally, this type of co-ordination should be extended to cover all international efforts to enhance peacekeeping training.

It was also suggested that the OAU should play a distinct role in co-ordinating the various international initiatives, such as those of the French, British and Nordic countries, in order to improve the efficacy of such aid and move towards some sort of standardisation of

peacekeeping training on the continent. This may include setting criteria for peacekeeping training efforts at the OAU level.

It was further recommended that where sub-regional peacekeeping courses are presented, a certain percentage of the students should be from other areas in Africa.

A need was expressed for the exchange of information and expertise at the international level, but especially within Africa. The starting point for such exchanges should be a seminar, or series of seminars, of 3-5 days duration, convened by the OAU, for experienced representatives of all institutions and centres that are directly concerned with the conduct and evolution of training and preparation for peace operations. The first such seminar should aim at the articulation and explanation of all existing programmes, with special reference to the particular areas of specialisation of each institution. This information could then be used in the formulation of proposals for a logical division of labour which would enhance standardisation and promote the establishment of regional centres of excellence.

D: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN GHANA

INTRODUCTION

The project team visited Ghana over the period 13 October to 16 October 1996. For a more detailed itinerary, see [Appendix J](#).

2 SCOPE

The report on peace operations training in the Ghana Armed Forces as presented to the survey team is presented as follows:

- background: Ghanaian participation in peace operations;
- peace operations training philosophy;
- the role of the Ghana Armed Forces Command and Staff College;
- the role of the Jungle Warfare School;
- specialist training;
- pre-deployment unit peace operations training; and
- comments and recommendations by host country.

3 BACKGROUND: GHANAIAN PARTICIPATION IN PEACE OPERATIONS

Ghana is fully supportive of peacekeeping initiatives at the international and regional levels. Almost since independence, Ghana Armed Forces has committed personnel and units to UN peacekeeping and observer missions. Ghana has participated in the following operations:

Past Contribution

- Congo (ONUC) 1960-1963, Battalion operations, 6 rotations;
- Yemen (UNYOM) 1963-1964, Military Observers;
- Egypt (UNEF II) 1974-1978, Battalion operations, 11 rotations;
- Pakistan and Afghanistan (UNGOMAP) 1988-1990, Military Observers;
- Iran and Iraq (UNIIMOG) 1988-1991, Military Observers;
- Cambodia (UNTAC) 1992-1993, Battalion operations, 2 rotations and Military Observers;

and

- Rwanda (UNAMIR) 1993-1996, Battalion operations, 3 rotations and Military Observers.

Current Contribution (as of 15 October 1996)

- Southern Lebanon (UNIFIL) March 1978, Battalion operations, 34 rotations;
- Former Republic of Yugoslavia (UNPROFOR, now UNTAES/ UNMOP/ UNPREDEP), Military Observers;
- Kuwait (UNIKOM) April 1991, Military Observers;
- Western Sahara (MINURSO), September 1991, Military Observers; and
- Liberia (ECOMOG) August 1990, Battalion operations, 12 rotations.

An indication of Ghana's commitment to keeping the peace is evident from the fact that the Ghana Armed Forces at one stage (1992-1993) contributed battalion-strength contingents to three major ongoing peace operations simultaneously: UNIFIL, UNTAC and ECOMOG. This involved a significant amount of manpower, given the fact that troops are ideally rotated every six months, but never remain deployed longer than nine months. Ghana Armed Forces have provided 34 contingents for UNIFIL alone, and 12 for ECOMOG. The latest ECOMOG troop rotation took place in mid-October 1996.

4 PEACEKEEPING TRAINING PHILOSOPHY

Although the Ghana Armed Forces have no dedicated peacekeeping training centre, peacekeeping training packages are incorporated into all levels of leadership training. These packages have evolved through the incorporation of years of Ghana Armed Forces experience as peacekeepers and military observers. Peacekeeping training is conducted by the Ghana Armed Forces Command and Staff College, the Jungle Warfare School, and the designated units which form the core of Ghana Armed Forces peacekeeping contingents. Almost all soldiers at all levels of rank in the Ghana Armed Forces thus have either experience or a basic knowledge of the principal aspects of peace operations. The Ghana Armed Forces Command and Staff College deals with the highest levels of training, i.e. that which is of a conceptual and procedural nature, for future commanding officers and general staff officers. The Jungle Warfare School presents a dedicated peacekeeping background training package for junior leaders and company commanders. Designated units present up to six weeks mission specific, pre-deployment training on a joint basis for the core infantry unit and integrated specialists such as engineers and military police. This approach to peacekeeping training, together with Ghana's extensive experience in peace operations, as outlined above, means that almost every Ghana Armed Forces soldier is exposed to peacekeeping training and/or operations.

5 GHANA ARMED FORCES COMMAND AND STAFF COLLEGE

5.1 Background

The Ghana Armed Forces Command and Staff College was established with British and Canadian assistance in July 1976 as a tri-service, Grade II Command and Staff College. It consists of both a Senior and a Junior Division, as well as an Administration Department and a Research and Development Department, and is located at Accra (about half an hour's drive from

the airport). On 10 January 1977, 28 Ghanaian officers enrolled for the first year-long command and staff course. Since then, a total of 642 students (512 Ghanaian and 130 foreign) have graduated from the Senior Division. These graduates have included a small number (26) of extra-military personnel such as police and officials of the Department of Foreign Affairs. Currently (1996) there are 35 students enrolled on Course No. 19: 21 from Ghana, and 14 foreign officers from, amongst others, Nigeria, Sierra Leone, Uganda, Tanzania, Zimbabwe, and Botswana. There are 24 army students, five naval students, and six from the air force. The present Director of Studies is a British Army Officer (colonel), and there are 16 Directing Staff, 12 from the Ghana Armed Forces and four from Nigeria.

Select Ghana Armed Forces officers also attend command and staff courses in a variety of other African countries, thus enhancing cross-fertilisation and confidence-building among the armed forces of the region. Both Directing Staff and students are encouraged to engage in further study and research on peace support operations through enrolment in correspondence courses. Staff exchanges with other peacekeeping training centres are also encouraged. Ghana Armed Forces officers have, for example, participated in courses at the UK Staff College, the Zimbabwe Staff College, the Nigerian Staff College and the Pearson Peacekeeping Centre, Canada.

Peacekeeping forms part of the general tri-service knowledge of all Directing Staff at the college. Directing Staff support consists of computers and the usual audio-visual aids to be found at a staff college. The reproduction facility is presently outmoded, but is due for replacement with a 'state-of-the-art' desk-top publishing system by the end of 1996. The Ghana Armed Forces Command and Staff College has a small, but well-stocked library with ample current literature on peace support operations. The latter is kept up to date with the assistance of the UK.

The senior Command and Staff Course is conducted over four terms, as follows:

- Term 1 (13 weeks): General studies and joint warfare;
- Term 2 (13 weeks): Single service studies;
- Term 3 (8 weeks): Tri-service environmental studies; and
- Term 4 (8 weeks): UN Operations and Curriculum Enrichment Programme (CEP).

The CEP includes a three-day seminar on International Humanitarian Law, a management programme presented by the Ghana Institute of Management and Public Administration (GIMPA), computer orientation, and press and television interview techniques.

5.2 Peace Support Operations Study

In July 1995, approval was granted by the College board for the extension of the Senior Command and Staff Course by a week, and for the rationalisation of the existing curriculum in order to accommodate a four-week, dedicated peace support operations package. During November-December 1995, the design of the module was finalised with the assistance of the UK Staff College, Camberley. The Director of Studies and his team had access to all the relevant material in use at Camberley, and decided to use the British Army's Wider Peace-Keeping as a baseline manual. However, the total content and presentation of the course is designed to meet the needs of Ghana and Africa, and is not merely a replica of European courses. In July 1996, the Ghana Armed Forces Command and Staff College presented its first four-week, stand-alone module on peace support operations.

The module consists of a series of presentations, lectures and discussions. The expert knowledge and experience of the Directing Staff (each has had experience in at least three missions) is supplemented through the extensive utilisation of expertise from outside the College. Guest lecturers are drawn, for example, from other government departments, universities, the NGO sector, and UN agencies. Experts from other African countries also help with the presentation of the module. The overall aim of the Peace Support Operations study is to introduce students to the principles and procedures involved in the planning, co-ordination and conduct of peace support operations.

The main elements covered by lectures and presentations are:

- the role and organisation of the UN, including UN specialised agencies;
- international studies focusing on the African peacekeeping environment;
- International Humanitarian Law;
- the role of NGOs in peace support operations;
- the role and influence of the media in peace support operations;
- doctrine for PSOs (Wider Peace-Keeping);
- the OAU perspective on PSOs;
- operational experiences from ECOMOG;
- command of UN operations;
- African participation in peace support operations;
- Ghana's participation in peace support operations;
- co-ordination of UN peace operations;
- logistics in peace support operations;
- peacekeeping techniques; and
- campaign planning techniques.

These lectures are complimented by syndicate discussions and presentations on the following topics:

- peace support operations doctrine;
- training for peace support operations;
- co-ordination of UN peace support operations;
- engineer support in UN peace support operations;
- peace enforcement; and
- the future of peace support operations.

Students are also required to present their findings on a number of case studies on UN peace operations. Information for this task is provided by a series of five films on UN peace operations and an extensive list of relevant and up-to-date readings which are available in the College library.

The module concludes with Exercise BLUE VOLTA, a four-day map exercise which is an adaptation of the Camberley exercise which has been conducted with British assistance in a number of countries in Africa. BLUE VOLTA is conducted with the aid of resource staff from extra-military agencies such as MFA, UNHCR, UNDP, etc. This assists in the students' conception of the integration of civilian and military facets of contemporary peace support operations.

The mix of students with and without peacekeeping experience enriches the learning experience of the initiated and uninitiated alike, and adds quality to the discussion periods and debate. The

first course was attended and validated by a member of the Camberley Staff College. A measure of the latter's confidence in the quality of presentation is provided by the fact that three Ghana Armed Forces Command and Staff College Directing Staff were subsequently invited to Camberley to act as resource people for the presentation of a similar module at that staff college. Although the curriculum is based on a combination of British doctrine and Ghanaian peacekeeping experience and designed to meet Ghanaian requirements and objectives, a willingness was expressed to adjust the existing package to meet broader OAU requirements.

The peacekeeping package is subject to ongoing evaluation by both Directing Staff and students. Each lecture and exercise is subject to a comprehensive debrief, and necessary adjustments are made to the programme at the end of each year.

The effective national and regional dissemination of the peacekeeping knowledge acquired is aided by the fact that forty per cent of the course consisted of students from six other African countries, and that graduates of the College are future unit commanders and general staff officers.

5.3 General

The Ghana Armed Forces Command and Staff College is a small, low-budget staff college with modest facilities and infrastructure. However, the budgetary limitations are well compensated for by the high quality of the Directing Staff. The college does not engage in the generation of new peace support doctrine, for it is felt that this is something that should be conducted at the international level. The research efforts of Directing Staff and students therefore focus on extracting relevant operational and tactical lessons from past and ongoing peace operations. The College has already been commissioned by the UK to produce a glossary of UN peacekeeping terminology in English and French. This one-off project has produced a pocket-sized publication with the English terminology juxtaposed to the French, allowing for easy reference by peacekeepers in the field. A total production run of 5000 copies is planned, with 3000 copies to be presented to UN HQ for distribution. Distribution of a similar English-Portuguese glossary is also planned.

Ghana Armed Forces Command and Staff College has succeeded in designing and implementing a high-quality peacekeeping package at the Senior Command and Staff Course level for Ghanaian and other African students, and exhibits the potential and desire to become an acknowledged regional centre for the presentation of such training. It is envisaged that there will be a much broader student base for the 1997 Peace Support Operations Studies. The inclusion of representatives from the Department of Foreign Affairs and the NGO community is presently under consideration by the Ghana Armed Forces Command and Staff College Control Board.

The present student capacity of the Senior Division is 40. This ceiling is determined largely by the availability of accommodation. Existing tuition facilities would allow for the expansion of this capacity to 70 students per year, although the latter would require capital expenditure to the tune of US \$ 500 000 for the following:

- construction of three additional syndicate rooms;
- expansion of present dining facility; and
- construction of additional quarters for student accommodation.

Without this expansion, it would still be possible to maximise the value of the peace support

operations studies by expanding attendance of the four-week phase through the enrolment of 20 to 30 more students, and/or conducting a second four-week course during the College recess in August-September. Of course, the former option also raises problems of accommodation, as the costs of hotel accommodation for 20 to 30 students for one month would be exorbitant. However, a combination of the two approaches would realise the potential of 140 peacekeeping graduates per year.

6 JUNGLE WARFARE SCHOOL

The Ghana Armed Forces has historically contributed the following categories of personnel for peace operations:

- infantry (battalions);
- military observers;
- engineers (company);
- military police; and
- staff officers for the Force HQ.

Over the years, the Ghana Armed Forces has deployed units and individuals on peace operations under the premise that its commanders, staff officers and soldiers possessed the basic, militarily transferable skills which were required to conduct a third-party intervention under authority of the UN. However, the Army has realised that while basic military training lays a firm and essential foundation for the conduct of peace operations, the increasing complexity of contemporary peacekeeping demands the development of specific skills and attitudes. This need has been addressed at the level of unit command and staff training at the Ghana Armed Forces Command and Staff College, as outlined above.

In an attempt to formalise the hitherto uncoordinated approach to peacekeeping training at the sub-unit level and below, a Peacekeeping Training Wing was established in 1994 as part of the existing Jungle Warfare School, with the same status as the Jungle Wing. Junior leaders and sub-unit commanders enter the Jungle Warfare School after qualifying for their rank and posts in conventional training presented by their respective corps schools. The Peacekeeping Training Wing was tasked with forming the doctrinal basis for the standardised sub-unit leadership training for peace operations. The Peacekeeping Training Wing was mandated to do the following:

- develop and standardise peacekeeping tactics and techniques for instruction at Jungle Warfare School;
- conduct peacekeeping training for all levels of command courses at Jungle Warfare School;
- use the medium of training to disseminate the experience gained by units and personnel which have participated in peace operations; and
- produce and constantly update a handbook on peace operations, to be used as an aide memoir by individual officers and NCOs during both training and operations.

The Peacekeeping Training Wing functions under the authority of the Jungle Warfare School HQ, but has its own Commanding Officer with the rank of major, and two officer instructors with the rank of captain. The Peacekeeping Training Wing also has a Wing Sergeant Major (warrant

officer class 2), two instructors (sergeants) and two lance corporals for administration and logistics. It maintains basic peacekeeping-specific equipment scales, e.g. road block equipment, calthrops, etc.

The Peacekeeping Training Wing focuses on the core skills and techniques for all types of peace operations, and includes these in the extended syllabi of the following courses conducted by the Jungle Warfare School:

- section commanders course;
- platoon sergeants course;
- platoon commanders course; and
- company commanders course.

This necessitated extending all the above command courses by two to three weeks, for the adequate teaching of the following basic core skills syllabus at the section commanders' level:

- general introduction to peace operations;
- operating check point and observation posts;
- rules of engagement;
- road blocks and searching techniques;
- the principles and rules of neutrality, reliability and impartiality;
- field sanitation and hygiene;
- patrolling;
- mine and booby trap awareness/detection;
- escort duties;
- guarding VPs and KPs;
- construction of firing positions;
- reporting procedures;
- search and seizure techniques; and
- mobile reserve operations.

The platoon sergeants, platoon commanders and company commanders courses follow the same basic syllabus at higher levels of instruction and application, with a number of additional topics added at each level. For example, platoon sergeants are also schooled in negotiating techniques, camp security and civil/military operations. On the platoon commanders course, emphasis is placed on subjects such as map marking, VIP briefing, the legal aspects of peacekeeping, and investigations and mediation. At the company commanders level, attention is paid to additional aspects such as movement control and various types of operations, contingency plans and SOPs, and the whole issue of the use of force.

Many of the core skills and attitudes taught at the Peacekeeping Training Wing will be reinforced during unit pre-deployment training. The significance of the programme at the Peacekeeping Training Wing is that it entrenches the concept of background peacekeeping training at the lowest levels of command and instruction, making peacekeeping part of the professional baggage and military ethos of all career soldiers in the Ghana Armed Forces.

7 SPECIALIST TRAINING

Specialist training for engineers and military police is considered the responsibility of the respective corps training schools. However, the Ghana Armed Forces has mandated an outline programme for the background peacekeeping training of these specialists. For example,

engineer training should cover at least the following:

- field defences;
- construction of bunkers;
- building of gabions;
- construction of various types of fences and wire obstacles;
- camp construction;
- basic generator servicing and maintenance;
- demolitions and explosive ordinance disposal; and
- the construction of observation posts and checkpoints.

On the other hand, the military police are required to undergo training in the following:

- authority and powers of UN military police;
- establishment of military police support in UN areas of operations;
- policing of an area to maintain law and order;
- traffic control and traffic safety;
- administration in a multinational military police unit;
- special control measures at check points;
- co-operation with local civilian police; and
- UN military police duties.

Once these specialist elements have married up with the core infantry unit in the concentration area, their pre-deployment training and integration with the contingent becomes the responsibility of the unit commander.

8 PRE-DEPLOYMENT UNIT PEACEKEEPING TRAINING

Unit training for peacekeeping is conducted in the form of mission-oriented training which is specific to the area of operations, prior to deployment to that area. This training endures for six weeks, and includes the following aspects:

- general introduction to peacekeeping;
- geography of the host country;
- background history to the conflict;
- culture, habits, religion and characteristics of the local people;
- language training (useful elementary phrases such as greetings, thanks, halt, etc.);
- specific task preparation (use of force, mobile reserve, interpositioning, etc.);
- review of SOPs and contingency plan (state of readiness, evacuation plans, disaster plans, etc.);
- weapons and equipment identification;
- civil/military co-operation;

- force mandate, status of force agreement and other protocols;
- the principles and rules of neutrality, reliability and impartiality; and
- updates on the situation in the area of operations.

9 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

The visit by the OAU survey team was welcomed as an initiative which might lead to the collation of ideas on peacekeeping training and the establishment of some form of commonality within Africa. Operational experience has made the Ghana Armed Forces highly aware of the need for a much larger measure of doctrinal and procedural standardisation if African contingents are to work together as part of an effective peacekeeping force. There is a pressing need for the integration of various national efforts in this regard.

While the glossary of UN peacekeeping terminology, mentioned above, is regarded as a good beginning for the aforementioned, the Ghana Armed Forces recognises that while African countries collectively have vast experience in peacekeeping, the difference in approach between individual countries is equally vast.

For example, differences in tactical doctrine between Francophone and Anglophone troop contributing countries have created a crisis for ECOMOG. There is thus a clear need for the regional harmonisation and standardisation of peacekeeping training.

There is also an urgent need for logistic support to African troop contributors. The Ghana Armed Forces has paid a very high price through attempting to marshal its own resources for the ongoing participation in ECOMOG.

Apart from the well-documented problems of logistic support per se for African forces, there is an essential need for harmonising and standardising logistical systems and procedures, as well as the whole concept of logistics, if the idea of inter-operability is to become a reality. Logistics training should become a prominent focus of peacekeeping training efforts. UN logistic training teams could travel to African countries to assist in such an endeavour.

The Ghana Armed Forces have no objection in principle to participation in peace support operations with either a Chapter VI or a Chapter VII mandate. Indeed, the sentiment was expressed that Ghana Armed Forces contingents would be more confident if deployed with a mandate that would enable them to use an appropriate level of force under circumstances where this is essential for the safety of personnel and the accomplishment of the mission. However, it was stressed that the utility of this aspect of the mandate for any specific mission is dubious, unless contingents are adequately and appropriately armed and equipped for the type of contingencies envisaged by such a mandate.

E: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN CÔTE D'IVOIRE

1 INTRODUCTION

The project team visited Côte d'Ivoire over the period 16 October to 22 October 1996. For a more detailed itinerary, see Appendix J. The officials from the Foreign and Defence Ministries of

Côte d'Ivoire who received the survey team informed the latter that they had not received the correspondence from the OAU Secretariat outlining the purpose of the visit. After explaining the nature and scope of the survey, with reference also to the team's experiences in other countries, a programme was provided to the OAU team. Despite the initial misunderstanding, the visit by the OAU survey team was nevertheless welcomed by Côte d'Ivoire as an opportunity to clarify a number of issues regarding its contribution to peacekeeping efforts.

2 SCOPE

Due to the circumstances outlined above, the nature and sequence of the report on peace operations training in Côte d'Ivoire as presented to the survey team is somewhat different to the preceding chapters, and is presented as follows:

- background: Côte d'Ivoire's contribution to conflict resolution and peace operations;
- the role of L'ANAD;
- the military's approach to training for peace operations; and
- comments and recommendations by host country.

3 BACKGROUND: CÔTE D'IVOIRE'S CONTRIBUTION TO CONFLICT RESOLUTION AND PEACE OPERATIONS

It is felt that the OAU harbours the perception that Côte d'Ivoire is not interested in the problems of peacekeeping in Africa, for example in Liberia. This is not so. President Houphouët-Boigny had tried to broker a solution to the conflict in Liberia since its outbreak. Indeed, the first time the belligerents met to seek possible solutions was on Ivorian soil. Côte d'Ivoire also paid for the Yamoussoukro I-IV meetings, as well as the one in Geneva. Moreover, although not a troop-contributing country, Côte d'Ivoire has initiated many conflict resolution initiatives in the region and on the continent. Sharing a border with five other states, Ivorians realise that any conflict outside the country has a spill-over effect on Côte d'Ivoire. The country has already suffered the effects of refugees, illegal arms trafficking and banditry.

There are presently some 350 000 Liberian refugees in Côte d'Ivoire. These people are not encamped and cared for by the UNHCR, but are dispersed among the local communities. They are cared for by these communities and by the selfless efforts of local NGOs. This is a significant humanitarian contribution by Côte d'Ivoire towards alleviating some of the suffering caused by the Liberian conflict.

However, the Foreign Ministry of Côte d'Ivoire does not foresee the country contributing troops to peacekeeping efforts in the near future, for the following reasons:

- Historically, President Houphouët-Boigny sought to maintain the country's position as a leader of the region and an example of peaceful co-existence and successful development. His successor, President Bédié, wishes to continue with the position of leadership and neutrality established by Côte d'Ivoire's Founding Father.
- Côte d'Ivoire has a relatively small army (approximately 8 000), a large portion of which is presently deployed on the border with Liberia to prevent the incursion of rebels from that country. This is considered a priority task for the armed forces, as the people of Côte d'Ivoire have already suffered from the incursions of rebels since the outbreak of civil war in Liberia in 1989.

- President Houphouët-Boigny wanted no part in the ECOMOG operation at the time of its establishment. It was thus the Anglophone countries of ECOWAS that took the initiative in establishing this peacekeeping force.

The Foreign Ministry feels that the solution to the problem in Liberia is to get the warring factions to adhere to the terms of the Abuja agreement, and that their role in this effort is of a diplomatic rather than a military nature. It is felt that it would be inappropriate for Côte d'Ivoire to send troops into a neighbouring country as part of a peacekeeping operation, as they would be considered part of the problem rather than part of the solution.

It is also felt that there are so many pitfalls with the concept of peacekeeping in situations of intra-state conflict that such efforts are currently of dubious utility. Moreover, Côte d'Ivoire would like the OAU to adopt and express a clearer stance on this issue.

With regard to attempts to enhance the peacekeeping capabilities of African states, Côte d'Ivoire is bemused by the number of seemingly uncoordinated foreign efforts in this regard, e.g. the initiatives of France, the UK, Belgium and the USA. The Foreign Ministry expressed a desire to receive clearer guidelines from the OAU on which of these initiatives should be supported, and how the various initiatives could be co-ordinated for the good of Africa. There is presently a danger that such initiatives may serve to further divide African states, rather than help to resolve conflict on the continent.

Nevertheless, Côte d'Ivoire has had limited experience in providing humanitarian assistance to help alleviate the effects of violent conflict on the continent. In 1978, the country sent a an approximately 100-strong medical element to assist in Kolwezi, during the Shaba crisis in Zaire. This medical support was in the form of offering the services of a group of military and civilian surgeons, general practitioners, nurses and medical assistants, as well as medical supplies to the people of Zaire and the foreign contingents deployed there without the necessary medical support. Once deployed, this group operated as individuals, without a formal unit or field hospital structure, providing assistance where needed to the best of their abilities. This means that they had to take care of their own accommodation, meals, etc. In fact, it is thought that further contributions to peace operations would be of a political and humanitarian nature, rather than military. In this regard, a three-person reconnaissance team has departed for Liberia to assess conditions in advance of a considered deployment of a 50 to 100-strong medical element in support of the ECOMOG operation in that country. However, the extent of medical support possible is limited by the fact that a large number of military doctors are already deployed internally near the Liberian border to care for Liberian refugees. The division of responsibilities in this regard is presently being discussed by the Ministry of Defence and the Ministry of Health.

4 THE ROLE OF L'ANAD

Any discourse on Côte d'Ivoire's approach to participation in peace operations must take account of the importance and role of L'ANAD. In June 1977, a non-aggression and mutual defence and assistance agreement was signed at Abidjan by seven Francophone West African states, for the purpose of maintaining peace and security in the region, and for consolidating the political independence of the signatories. L'ANAD, or the Accord de Non Aggression et D'Assistance en Matière de Défense (Treaty of Non-Aggression, Assistance and Mutual Defence) was signed by: Burkina Faso, Mali, Mauritania, Niger, Senegal, Côte d'Ivoire, and Togo. Benin and Guinea Conakry were granted observer status at the meetings of L'ANAD.

L'ANAD adheres to the principles articulated in the Charters of the UN and the OAU, especially

those regarding the primacy of dialogue and the peaceful settlement of disputes. It is designed to promote the security and stability which is essential for the economic development of the countries of the sub-region. L'ANAD does not develop military policy, and is not a supra-national body which subsumes the sovereignty of its member states. Since its inception, L'ANAD has only once had to intervene in order to resolve conflict between two of its member states. This was from December 1985 to January 1986, between Burkina Faso and Mali. This first action by L'ANAD provided the opportunity to test the structure and aims of L'ANAD, and operationalised the concept of the agreement.

The members of L'ANAD have declared that they will not commit any act of aggression among themselves, nor against any country or grouping of countries which are not signatory to the L'ANAD agreement. As far as military threats are concerned, L'ANAD is a defensive alliance. However, any act of armed aggression on a member of L'ANAD will be considered to be an attack on all the member states. The concept of mutual assistance operates in two different contexts. Firstly, an act of aggression between two member states will demand pacifist resolution measures, such as dialogue and negotiation. However, should the situation degenerate, the deployment of a L'ANAD peace intervention force may be considered. Secondly, an external act of aggression against one or more L'ANAD members would demand the following responses, in order of sequence and preference:

- a search for a diplomatic solution;
- the imposition of sanctions short of the use of armed force; and
- as a last resort, the use of armed force to counter and reverse such aggression.

While non-aggression is essential to the concept of peace, security requires also a common approach to dealing with both natural disasters and the challenges of economic development. Whilst originally conceived narrowly, as a non-aggression pact, L'ANAD is now moving beyond narrower conceptions of sub-regional security to include areas such as common policy formulation and co-operation on broader issues of human security, such as economic development, population migration, banditry, pollution, etc.

L'ANAD is considered the principle sub-regional organisation for preventing and dealing with conflict in West Africa. It has a permanent secretariat in Abidjan, and functions at the following levels:

- Conference of Heads of State and Government;
- Council of Ministers; and
- General Secretariat.

The Conference of Heads of State and Government is the supreme authority of L'ANAD. It meets every two years, and decision-making is based on the principle of unanimity. It is responsible for appointing the Secretary-General and Comptroller of the Budget, as well as for approving the biennial budget of the General Secretariat.

The Council of Ministers comprises Ministers of Defence as well as the Chiefs of Defence Staff of member states. It meets once every two years in advance of the summit of heads of state and government, and is directly responsible for drafting the defence concerns to be tabled for discussion and decision at the summit. The Council of Ministers may convene in extraordinary session in the event of a threat or an act of aggression.

The General Secretariat is the permanent organ of L'ANAD, responsible for the day-to-day

administration of the organisation, management of its budget, and implementation of decisions taken by the Heads of State and Government. It is directed by a Secretary-General of the rank of a General Officer, who is appointed for a three-year term of office which may be renewed on the proposal of the Council of Ministers. The Secretary General is assisted by twenty-six professional staff. This number will increase to 45, when the Secretariat moves to its new premises in Abidjan during 1997.

The following points of clarification were made by the representatives of the General Secretariat of L'ANAD:

- L'ANAD is not opposed to bilateral security arrangements and agreements by member states;
- L'ANAD has no permanent or standby forces available for third-party intervention in any area of the world;
- The large number of troops fielded by the L'ANAD signatories are maintained purely for defensive purposes;
- L'ANAD qua L'ANAD has never been involved in a third-party intervention outside the territory of its signatory states;
- If L'ANAD was requested to participate in a third-party intervention in order to keep the peace, the request would have to be referred to the L'ANAD Heads of State and Government for a decision;
- The above does not preclude actions by member states acting in an individual capacity; and
- L'ANAD membership could be extended to other states in the sub-region, and consultations are presently being held on the issue of the inclusion of specific states.

In line with the Cairo Declaration of 1993 and pronouncements made at subsequent summits of the OAU Heads of State and Government, the L'ANAD secretariat feels that the emphasis in the area of conflict prevention, management and resolution should be placed at the level of sub-regional organisations. This it considers to be both a geographic and political reality.

The Chiefs of Defence Staff of the L'ANAD member states have been mandated by a decision of the Heads of State and Government to investigate the modalities for establishing a sub-regional peacekeeping force, and recommendations on this aspect are expected some time during 1997. By December 1996, recommendations are also expected on collective measures for combating problems related to banditry, smuggling, illegal immigration, etc.

5 THE MILITARY APPROACH TO TRAINING FOR PEACE OPERATIONS

Côte d'Ivoire is presently at peace, but the military has an important role to play in the provision of border and internal security. Military co-operation, within the framework of L'ANAD, is considered an essential element of defence and security policy.

The Ministry of Defence understands that with the reluctance of the broader international community to risk the lives of troops on peacekeeping missions in Africa, the OAU will have to

shoulder increasing responsibility for mustering peacekeepers from within the continent. Côte d'Ivoire will participate in whatever arrangements the OAU makes in this regard, but not at the expense of its traditional approach to and roles in conflict resolution in the region. Ivorian armed forces are willing to contribute to the cause of peace, as they did in Kolwezi in 1978. Future troop contributions to peace operations need not be excluded, but the armed forces would have to be well prepared for such a role. Although certain officers have attended seminars on early warning and peacekeeping in Africa, the armed forces are not yet ready for troop contributions to peace operations. Before such involvement could be considered, the armed forces would need to gain knowledge and experience in the following areas:

- the concept and conduct of multilateral peace operations under UN or OAU auspices;
- the nature of SOPs for peace operations;
- type of equipment used and equipment scales for various types of peace operations;
- the UN logistic system; and
- the legal implications of peacekeeping under the UN/OAU (SOF, ROE, etc.).

It should also be borne in mind that the armed forces of Côte d'Ivoire are presently in a phase of extensive reorganisation. This reorganisation entails the provision of a logistic base for equipping the army for actual, rather than envisaged missions. For the foreseeable future, the armed forces will be engaged in border security and internal security operations. Readiness for third-party intervention to keep the peace outside the country is therefore a third priority. In the latter regard, however, the military is ready to accept any knowledge and expertise which is offered by countries such as France and organisations such as the OAU.

As a matter of priority, the Ivorian armed forces need to reorganise the structure of their medical system and scale of equipment and supplies, so that medical and sanitation/water purification elements can be deployed as organisational entities, rather than in an ad hoc fashion. External assistance would be appreciated with this task. Regarding the creation of further capabilities for participation in peace operations, the military has identified the following priorities:

- training of trainers in the concept and conduct of peace operations;
- acquisition of publications and documentation on peacekeeping developments at the level of the UN and OAU; and
- the establishment of a small contingent (which could include elements of the Gendarmerie), with background UN peacekeeping training, as a contingency measure for possible future participation in peace operations (this is over and above the planning to restructure the envisaged medical contribution).

Eventually, Côte d'Ivoire could extend background peacekeeping training to include all units and personnel in the armed forces, with appropriate packages being presented at all existing military training schools.

6 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

The establishment within each African country of a standby unit of peacekeepers should be considered. The size and structure of such units would depend on the various national abilities and resources in this sphere.

The OAU should work towards the development and dissemination of a standardised concept of

operations and set of SOPs for peace operations. Differences of approach as expounded on the continent by the UN, the French, the British, the Belgians and the USA lead to the confusion of potential troop contributors.

It is important that potential troop contributors are provided with knowledge of the type of mandate they would be expected to fulfil, and of the legal aspects thereof. The legalities of specific mandates must be clearly interpreted for troop-contributing countries. A major problem with the ECOMOG operation has been the absence of a clear legal framework within which to operate, and the peacekeeping force was formed largely by the concern and goodwill of Liberia's neighbouring countries, rather than by the legitimate precepts of international law.

In conclusion, Côte d'Ivoire needs much clearer guidelines from the UN and the OAU before embarking on a peacekeeping training programme for the armed forces.

F: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN NIGERIA

1 INTRODUCTION

The project team visited Nigeria over the period 21 October to 23 October 1996. For a more detailed itinerary, see [Appendix J](#).

2 SCOPE

The report on peace operations training in Nigeria as presented to the survey team is presented as follows:

- background to Nigerian training for peace operations;
- military peace operations training;
- civilian peacekeeping research and training; and
- comments and recommendations by host country.

3 BACKGROUND TO NIGERIAN TRAINING FOR PEACE OPERATIONS

3.1 Nigerian Participation in Peace Operations

- Congo (ONUC) 1960-1964, Battalion operations;
- New Guinea (UNSF) 1962-1963, Military Observers;
- Tanzania (Bilateral agreement) 1964, Battalion operations;
- India-Pakistan (UNIPOM) 1965-1966, Military Observers;
- Lebanon (UNIFIL) 1978-1983, Battalion operations and Staff Officers;
- Chad (HARMONY I, bilateral agreement) 1981-1982, Battalion operations and Staff Officers;
- Chad (HARMONY II, OAU) 1982-1983, Brigade operations;
- Iran-Iraq (UNIIMOG) 1988-1991, Military Observers;
- Liberia (ECOMOG) 1990- Division (-) operations;
- Iraq-Kuwait (UNIKOM) 1991, Military Observers;
- Angola (UNAVEM II) 1991-1992, Military Observers;
- Sierra Leone (NATAG) 1991, Training Team;
- Angola (UNAVEM III) 1992-1995, Detachment;

- Namibia (UNTAG) 1989-1990, Military Observers;
- Western Sahara (MINURSO) 1991, Military Observers;
- Cambodia (UNTAC) 1992- 1993, Military Observers;
- Somalia (UNOSOM) 1992-1994, Battalion operations and Staff Officers;
- Former Republic of Yugoslavia (UNPROFOR) 1992, Battalion operations and Staff Officers;
- Mozambique (ONUMOZ) 1992 Military Observers;
- Rwanda (UNAMIR) 1993, Battalion operations;
- Gambia (NATAG) 1993, Training Team;
- Aouzo Strip (UNASOG) 1994, Military Observers; and
- Israel (UNTSO) 1995, Military Observers.

3.2 Evolution of Nigerian Training for Peace Operations

Peace-keeping training in Nigeria dates back to 1960, when the Nigerian Army and the Police were invited to participate in the UN peacekeeping operation in the Congo. The training was then initiated to prepare units that were to undertake tours of duty in the mission areas. The initial training, which was basic and of tactical nature, was carried out within unit locations prior to embarkation. It mainly focused on basic skills, such as patrolling, map reading, observation post duties, mine clearing, communication skills, manning of road blocks, first aid, field hygiene and the Geneva Conventions.

By 1978, when Nigeria was again invited to participate in the UN Peacekeeping Operation in Lebanon, it became apparent that the commitment would be greater than in the Congo. Much more was requested from Nigeria in terms of equipment, communications, manpower and operational functions in Lebanon than in the previous participation. During this particular operation, engineering and major construction works, mine clearing, water purification, road improvements, establishment of water points, and air and sea lift of men and equipment by the Nigerian Navy and Air Force were added responsibilities which demanded a greater commitment than the Congo experience. Thus the Nigerian Armed Forces had to embark on intermediate-level training to enhance their performance. This was done at the Infantry Centre and School (ICS)/Command and Staff College Jaji, and the Naval and Air Force Training Commands.

The participation of the Nigerian Armed Forces in operations in Chad and the ongoing operation in Liberia provides yet another set of experiences. Whereas the Chad operation involved only the Army and the Air Force, the ECOWAS initiative involved all three components of the Armed Forces (Army, Navy and Air Force) in the ECOMOG operation in Liberia. In the case of Liberia, the ECOMOG forces had to intervene forcefully, and have since remained in the country to undertake peace making and peace building.

Since the Congo crisis, peace operations training in Nigeria has steadily improved. Not only has the quality of peacekeeping by Nigeria improved, but the size of troop contribution to any operation has steadily grown from a battalion in the Congo to almost a division in Liberia today.

Nigerian experiences during the Chad and Liberian operations were unique, as they were the first peace operations mounted by the OAU and ECOWAS respectively. The lessons learnt are quite extensive. Some of the problems experienced in these two operations include:

- failure to outline a clear mandate for the force;
- lack of clear definition of the role of the Secretary-General;
- placement of contingents under separate commands;

- lack of reliable communications;
- failure to provide logistic and financial support for the forces;
- lack of political will of supportive Governments; and
- poor command and control.

Prior to the Congo crisis, the majority of the conflicts were inter-state, and related to territorial disputes which were easily contained by UN observers who were usually not armed. The UN operation in the Congo heralded a significant change, as not only were troops deployed within the borders of a state, but they were also equipped with much heavier armament. Thereafter, the earlier principles of non- interference and self defence changed dramatically, leading to the insertion of armed troops under peace-enforcement as in ECOMOG, and therefore demanding higher standards of training from the participating nations.

Nigeria has not only participated in twenty peace operations since 1960, but has also produced eleven force commanders during this thirty-six year period. This experience has been extensively utilised in the training and preparation of new generations of Nigerian peacekeeping contingents.

4 MILITARY PEACEKEEPING TRAINING

4.1 General Approach

The Nigerian Army has historically been the arm of service most heavily involved in peace operations. The bulk of the training experience and capacity available is thus to be found within the Nigerian Army, which is also by far the largest arm of service. The Nigerian training strategy on peacekeeping is based, at the highest level, on a broad and dedicated curriculum implemented through the National War College, the Centre for Peace Research and Conflict Resolution (CPRCR), the Foreign Service Academy, and the International Training Institute for Peace. Intermediate and basic levels of training are conducted at institutions such as the Infantry Centre and School, the Command and Staff College, corps schools and police colleges. The choice of training institution for peacekeeping is determined by the suitability of the training area, the need to use existing infrastructure to save costs, and the level of training required.

The various logistics corps schools, namely, Supply and Transport, Medical, Ordnance, and Electrical Mechanical Engineers, conduct training in logistics support of forces in combat and peacekeeping roles. This is harmonised in the Army Logistics School where the training is geared toward providing logistics units and sub-units to support military operations.

4.2 National War College

The National War College serves as a centre for peace research and as a national co-ordinator for peacekeeping training in Nigeria. This is in addition to its statutory mission of preparing "selected senior officers of the Armed Forces and their civilian counterparts for higher level policy, command and staff functions ..."

In its co-ordination role, the National War College is responsible for:

- co-ordination of all peacekeeping training throughout the Nigerian Armed Forces;
- liaison with other training institutions on peacekeeping matters;

- liaison with the Defence Headquarters on peacekeeping training matters;
- review of peacekeeping training curricula in accordance with experiences in mission areas;
- research into peace operations; and
- liaison with the International Training Institute for Peace and the recently-established Sani Abacha Foundation for Peace and Unity.

Peacekeeping training at the National War College is based on lectures, discussions, seminars, exercises, research, and war games. The National War College course is aimed at Nigerian and foreign military officers above the rank of lieutenant colonel or equivalent, and their civilian counterparts in government departments.

The National War College curriculum in advanced peacekeeping training includes:

- principles and history of peacekeeping;
- legal dimensions of peacekeeping;
- politics and economics of peacekeeping;
- peacekeeping as a military operation;
- strategies of peacekeeping;
- international and multinational dimension of peacekeeping;
- the role of NGOs and the ICRC in peacekeeping operations;
- conflicts in Africa, roles of the OAU and sub-regional organisations;
- the OAU Mechanism for Conflict Prevention, Management and Resolution;
- Nigeria's military capacity for regional and global peacekeeping; and
- negotiations.

War gaming is integral to the training at the National War College, and is utilised for the conduct of peacekeeping exercises at force headquarters level. The College library has adequate reference materials on Strategy and Peace-Studies.

4.3 Centre for Peace Research and Conflict Resolution (CPRCR) at the National War College

Recognising the need for the development of new approaches to conflict prevention, management and resolution in the post Cold War geostrategic environment, Nigeria established a Centre for Peace Research and Conflict Resolution within the National War College during 1996. The mission and objectives of this newly-established centre include:

- to provide senior officers of the Armed Forces, their civilian counterparts, and police officers with knowledge of the causes of conflict and the skills of monitoring and preventing conflict;
- to organise and facilitate research on a national, regional and international basis on the sources of conflict and its prevention, monitoring, management and resolution;
- to document Nigeria's role and contribution to peacekeeping and to the maintenance of international peace and security;
- to develop training programmes on peacekeeping for the armed forces;

- to contribute to the preparation of potential peacekeeping force commanders and civilian support staff;
- to host national and regional workshops, conferences and seminars on defence and security related issues; and
- to utilise the contributions of Nigerian officers who have completed tours of international duty, as well as those of international research fellows.

4.4 Command and Staff College

This tri-service institution was established to develop the professional knowledge and understanding of selected officers of the Nigerian Armed Forces for responsibilities in both staff and command functions, including those related to peacekeeping. Since its inception, the College has admitted officers from other African countries, such as Ghana, Sierra Leone, Tanzania and Zimbabwe, as well as from non-African countries such as Guyana and the Republic of Korea.

The ten-month command and staff course includes a two-week peacekeeping package. This training package is presented to officers of the Nigerian Armed Forces and their civilian counterparts in the Ministry of Defence. The peacekeeping package commences with lectures on selected topics on the UN/OAU, and ends with a tri-service peacekeeping exercise. This particular exercise is designed to study command and staff problems involved in multinational UN peace operations.

The outline curriculum content includes the following:

- historical background of the UN;
- the Charter, structure and organisation of the UN;
- organisation and functions of the main UN agencies;
- the evolution of the UN in a changing international environment;
- origins of African membership in the UN;
- African contributions to the UN system;
- prospects for African influence on the UN Security Council;
- the role of the UN in contributing to political stability and economic development in Africa;
- the history, concept and conduct of UN peace operations;
- lessons learnt from past and ongoing UN peace operations;
- the dynamics and future of contemporary UN peacekeeping;
- a history of pre-ECOMOG West African sub-regional security co-operation; and
- an analysis of the history, evolution and prospects of ECOMOG.

The international aspect of the above package is complemented by one additional week of training on International and Humanitarian Law which is conducted by the International Committee of the Red Cross (ICRC).

The majority of Directing Staff of the Command and Staff College have experience of participation in various UN and regional peace operations. Most Nigerian students have also participated in peace operations, particularly in ECOMOG.

The College Library is well stocked with relevant books, journals and project works on peace

operations. The Staff College has a large central lecture hall and an adequate number of syndicate rooms, as well as accommodation for one hundred and sixty students. It is equipped with standard training aids such as film projectors, overhead projectors, and computers.

4.5 Infantry Centre and School

The Infantry Centre and School is primarily involved in the training of both officers and other ranks, from privates to lieutenant colonels, as well as paramilitary personnel at the basic levels of operation. This institution conducts the basic peacekeeping training for infantry officers and soldiers, while the various corps schools provide the required peacekeeping training for personnel from the combat support and service support arms.

The Infantry Centre and School is headed by a Commandant (brigadier general), assisted by a Deputy (colonel). The General Staff, Administrative and Logistics Branches are each headed by a grade one staff officer whose duties and responsibilities are co-ordinated by a principal staff officer of the rank of colonel.

There is a Training Team made up of representatives of the combat arms of the Army. This team is under the supervision and control of the Deputy Commandant. There are nine major wings and three training support units.

4.5.1 Young Officers Course

The Young Officers Course is a 13-week course run purely for young subalterns, particularly for officers who have just been commissioned into the Nigerian Army. It is at the Young Officers Course level that peacekeeping lectures are practically conducted. The young officers, who have been introduced to peacekeeping earlier on in training, are further exposed to the basic operational requirements in peacekeeping missions. The focus of training at this level includes:

- road block duties;
- manning of check points;
- escort duties;
- guarding of key points and vital points;
- cordon and search;
- communication skills;
- map reading;
- patrolling;
- ambush and anti- ambush drills; and
- impartiality and neutrality of peacekeeping.

Training at this level, both in peacekeeping and combat duties, dovetails into that which is presented on the Company Commanders' Course. Each officer who is appointed as a platoon commander, is responsible for the training of his soldiers.

4.5.2 Company Commanders Course

The peacekeeping training package is similar to that of the Young Officers course, but is focused more on the combat team level. Other areas of emphasis include:

- the origin of violence in Africa;
- the United Nations and collective security;
- international organisations and peacekeeping; and

- the roles of soldiers/police in peacekeeping.

This training also dovetails into that which is presented on the Command and Staff College course. The Company Commanders Course is a pre-requisite for entry into Command and Staff College, senior Division.

4.5.3 Commanding Officers' Course

The Commanding Officers' Course is a 12-week course, which is run yearly for officers of the combat and service support formations/units in the Nigerian Army. During this course, discussions and lectures are held on peacekeeping, peace enforcement and general peace studies.

The focus of peacekeeping training at this level is on command and control at the unit level. All participants undertake problem-solving exercises on issues such as: refugee problems; crowd control; the law of war; the nature of war, etc.

4.5.4 Staff and Facilities

The Infantry Centre and School has well-qualified instructors who are experienced in peace operations. Proximity also favours the availability of other instructors from nearby training institutions; particularly the Command and Staff College, Warrant Officers Academy (all in Jaji) and the Nigerian Defence Academy (in Kaduna).

The Infantry Centre and School and Command and Staff College Libraries are both located in Jaji, and provide sufficient source material for academic work. The school has five lecture halls (approximately 150 seats each). In addition, the Infantry Centre and School has 35 syndicate rooms. There is also ample residential accommodation for students. A well staffed and equipped Medical Centre provides routine medical cover for personnel at the institution.

Additional to the facilities for peacekeeping training at the Infantry Centre and School, there are five other training areas dedicated purely for armed forces training. These are the Kachia, Kontagora, Bauchi, Nsukka and Lanlate training areas, which are collectively utilised for all-arms training up to divisional level.

4.6 Naval Training for Peace Operations

With most states of the West African Sub-region having maritime frontiers, the navies of the sub-region in general and the Nigerian Navy in particular, play a prominent role in peace operations. Within the sub-regional security environment, the following three naval tasks have emerged:

- sea lift;
- maritime policing; and
- peace enforcement.

The Naval Training Command undertakes all naval peacekeeping training. The main focus is on issues related to sea lift, naval support for forced entry, maritime policing, casualty evacuation, and humanitarian support.

The first exposure of Nigerian Navy Officers to peacekeeping training is during the Sub-Lieutenant Technical Course, which includes instructions and demonstrations on all aspects of

peace operations. The concepts of peace enforcement, maritime policing, naval control of shipping, and port security tasking are usually included in all naval exercises. The various specialist courses for senior lieutenants also include peacekeeping packages. Naval ratings similarly benefit from two or three peacekeeping courses, as well as practical training on peacekeeping during fleet exercises.

4.7 Nigerian Air Force Training for Peace Operations

The Nigerian Air Force has contributed to sub-regional peacekeeping in Liberia; continental operations in Chad, Rwanda, Angola and Somalia; and in operations further afield, such as Lebanon, Yugoslavia and Kuwait. Nigerian Air Force involvement in peace operations has thus far included the following:

- airlift of peacekeeping troops;
- logistics support (strategic and operational);
- tactical support, surveillance and liaison duties;
- casualty evacuation and rescue;
- air traffic control and meteorological facilities;
- airfield security; and
- airfield maintenance (landing aids, communications equipment, etc.).

The training programme of the Nigerian Air Force therefore includes peacekeeping at all levels of professional training, as provided mainly by the following training institutions:

- Flying Instructor School;
- Officers Engineering Training School;
- School for Electronics and Communication;
- Supply Management School;
- Airmen Technical School;
- Air Traffic Control School;
- Air Provost School;
- Advance Helicopter School;
- Operational Conversion Unit (C-130H); and
- Operational Helicopter Unit.

Moreover, advanced training is conducted at training institutions which are integral to operational units, such as the C-130 aircraft Operational Conversion Unit. Further to this training, advance communication skills and peacekeeping training are undertaken at all levels of staff training.

5 CIVILIAN PEACEKEEPING RESEARCH AND TRAINING

5.1 Civilian Police Peacekeeping Training

Since its debut in peace operations in the Congo (1960), the Nigerian Police Force has made an important contribution to Nigerian peacekeeping efforts. The Nigerian Police Force undertakes peacekeeping training at various institutions in Nigeria. The purpose of such training is to provide information and advice to police officers for service in UN missions. This training is particularly geared towards current operations, including the expansion and evaluation of skills through practical exercises needed for UN civilian police duties.

Basic peacekeeping training at the Police Academy and the Police Staff College, as part of

scheduled courses, focuses on traffic control, investigations and other police duties. Thereafter, police contingents earmarked for peace operations assemble for a further two-week refresher training programme at the Police College, Ikeja before departure for the mission area. The curriculum outline for this course includes the following:

- evolution and organisation of the UN;
- organisation and composition of peacekeeping forces;
- peacekeeping concepts (types of operation, operational tasks, supervision of force withdrawal, separation of forces, etc.);
- geopolitical briefing on the host country;
- code of conduct;
- mission mandate;
- structure, organisation and tasks of UN CIVPOL;
- language training;
- law of war and human rights;
- criminal justice procedures (arrest and detention of prisoners);
- communications;
- map-reading;
- humanitarian assistance and co-operation with NGOs; and
- operational and non-operational safety measures.

5.2 The Foreign Service Academy

The role of civilian diplomats in Nigeria's peacekeeping efforts has complemented that of the military. The Foreign Service Academy trains civilian staff, particularly diplomats, on various aspects of peacekeeping, such as the handling of refugees, NGOs, arbitration, and negotiations.

5.3 International Training Institute for Peace, Lagos

As a response to the UN Secretary-General's Agenda for Peace, the Nigerian Government in 1992 authorised the establishment in Lagos of an International Training Institute for Peace, as a capacity-enhancing resource for the international community. The International Training Institute for Peace functions as a think-tank on issues related to the re-conceptualisation of the maintenance of international peace and security in the post Cold War security environment.

During the promotion and planning phase, the Director-General and headquarters staff of the International Training Institute for Peace were to produce a five-volume compendium which defines the present and future demands on the UN collective security system (UN CSS), as well

as the ability of the UN CSS to respond adequately to these demands. This phase has now been completed, and every member of the UN CSS will receive a complimentary copy of this compendium.

The International Training Institute for Peace has now embarked upon a second phase, which involves the development of a framework for its capacity-building programmes and projects. This phase will proceed from the conceptual point of departure provided by the content of the compendium. The capacity-building projects will also be based on realistic scenarios which reflect the politics of state power, conflict management, and conflict resolution. These projects will include:

- the establishment of the International Training Institute for Peace's decision-making structures (the Board of Governors and Endowment) and the appointment of its International Staff;
- the conduct of those capacity-building workshops which have been prepared for discussion with the OAU;
- the implementation of programmes for the development of an NGO culture of conflict de-escalation statecraft; and
- the implementation of other projects presented in April 1994 to the OAU for consideration.

6 COMMENTS AND RECOMMENDATIONS BY HOST COUNTRY

In respect of peacekeeping training and operations, and the limitations of the OAU regarding conflict resolution in Africa, the Nigerian position at the recently concluded meeting of the Chiefs of Staff of OAU member countries is reiterated. This calls for:

- dedicated units to be earmarked in respective African countries;
- to be equipped and funded by the various African governments; and
- to be available for rapid deployment under OAU Command and control for peace operations.

In order to be effective, the establishment of such a force must be based on the following:

- earmarking the various contingents to take charge of specific areas of specialisation;
- the adoption of a common doctrine and common training standards;
- greater inter-operability of equipment;
- adequate logistic support;
- effective communications and command and control arrangements; and
- efficient medical services.

With regard to the ubiquitous problem of adequate logistic support for peace operations, Nigeria's policy is to resource and implement a logistics and deployment plan independent of host nation support. The exceptions to this are the use of coastal facilities such as seaports, and some airfields that may be available.

At the start of a mission, Nigeria delivers its own units into theatre through points of entry. This

is done through sea and air operations. Units may first be assembled in transit camps from where they will be transported to the area of operations by road or air, depending on the situation. Nigeria has successfully deployed a great number of troop rotations in this manner during the course of its involvement in operations in Liberia.

The logistics support system is an integrated one, with all services playing appropriate roles. Training is, however, structured to meet specific requirements of any mission, which could mean the provision of a specialised logistics detachment, such as a transport sub-unit. Nigeria has the capacity and experience to provide independent logistics support to its contingents in any peacekeeping operation in any part of the world.

The need to down-size the Nigerian Armed Forces, coupled with the need to modernise facilities has left the country with some measure of excess training capacity which may be used to the benefit of other African countries.

G: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN SOUTH AFRICA

1 INTRODUCTION

The project team visited South Africa over the period 24 October to 28 October 1996. For a more detailed itinerary, see [Appendix J](#).

2 SCOPE

The report on peace operations training in the South African National Defence Force as presented to the survey team is presented as follows:

- background: South African participation in peace operations;
- peace operations training philosophy;
- the South African Army's approach to training for peace operations;
- the role of the South African Army College; and
- comments and recommendations by host country.

3 BACKGROUND: SOUTH AFRICAN PARTICIPATION IN PEACE OPERATIONS

After some thirty years of virtual isolation, South Africa is now considered to be a full and equal member of the international community. International relations have been normalised and the country has joined or returned to various international organisations, to enjoy both the rights and duties of such membership. Co-operation with other countries on a bilateral or multi-lateral level, within or outside the context of international and regional organisations, is an essential element of the country's defence policy.

For obvious historic reasons, South Africa has not yet provided troop contributions for peace operations under the auspices of the UN, the OAU or SADC. However, the South African National Defence Force (SANDF) has provided select logistic, airlift and specialist support for such missions since 1990. The SANDF provided electoral assistance in the form of air transport for UNAVEM II in Angola and ONUMOZ in Mozambique. The SANDF has also provided logistic support for the UNAVEM III operation in Angola, in the form of tentage and equipment for four of the assembly areas set up by the UN in that country. Moreover, the SANDF has provided humanitarian assistance to Burundi in the form of medical assistance and the provision of essential humanitarian supplies, and has assisted the Government of Angola with the training of

de-mining teams.

The SANDF will continue to provide logistic and humanitarian support for peace operations mandated by the UN and sanctioned by the OAU, within the constraints of its available means and resources. The contribution of a troop contingent to multinational peace operations is currently hindered by the ongoing, post-apartheid process of transforming the SANDF from an agglomeration of former statutory and non-statutory forces into a single, national defence force which is appropriately structured and oriented for serving the democratic South African state. This transformation involves both the integration of diverse armed forces and the rationalisation of the resultant national force to achieve an appropriate level and composition of personnel. As the final size and orientation of the National Defence Force is still subject to a consultative defence review process involving the armed forces, parliament and civil society, it is difficult to forecast the exact size and nature of personnel contributions to future peace operations. An additional restrictive factor is the ongoing internal deployment of over 50 SA Army companies (more than 5 000 troops) in support of the SA Police Service, in order to maintain internal stability, law and order. Moreover, the SANDF has had to cope with the financial burden of a defence budget which is constantly declining, as the Government seeks to redress the socio-economic imbalances created by past policy. Whatever the extent of future South African troop contributions to peace operations, such contributions would only be made with the proviso that the relevant operation is:

- established by a resolution of the UN Security Council;
- which is supported by the OAU; and
- approved by the SADC.

In the short-term, the SANDF sees its priorities in the realm of peace operations as follows:

- assisting with peacekeeping efforts within the SADC community;
- the provision of humanitarian assistance elsewhere in sub-Saharan Africa;
- the secondment of specialist staff officers to UN DPKO (currently three SANDF officers); and
- other UN approved peacekeeping operations (two SANDF officers in Bosnia) and UN observer missions.

The structure of the SANDF is unique among the countries surveyed, in that the armed forces consist of four arms of service. In addition to the Army, Air Force and Navy, there is also a South African Medical Services (SAMS) which is responsible for providing all medical assistance to the rest of the forces during times of both war and peace. During November 1996, a seminar with the theme The Role of the SAMS in Humanitarian Operations was conducted in conjunction with the Institute for Defence Policy, with the aim of conceptually orientating the South African participants on the issues involved for future participation in such operations.

4 PEACEKEEPING TRAINING PHILOSOPHY

The SANDF believes that when it does undertake third-party peacekeeping, its contingents must be well-equipped and trained to the highest standards. Personnel development is an important part of this equation, including the attendance by select personnel of peacekeeping-related courses in foreign countries. Since the middle of 1995, SANDF personnel have attended the

following courses:

- Advanced Course in Peacekeeping for Senior Officers, presented over four weeks in Egypt and attended by two senior officers;
- Protection of Human Rights Course, presented over one week in Gambia and attended by one senior officer;
- Peacekeeping Management Command and Staff Course, presented over six weeks in Canada and attended by five senior officers from all four arms of service.
- 15th Course on Law of Armed Conflict, presented over two weeks in Switzerland and attended by one senior officer;
- 54th International Humanitarian Military Law Course, presented over two weeks in Italy and attended by two senior and two junior officers;
- UN Regional Peacekeeping Training Workshop, presented over one week in Egypt and attended by one senior officer;
- Peacekeeping Map Exercise, presented over one week in Ethiopia and attended by one senior officer;
- Advanced International Programme on Human Rights, presented over three weeks in Sweden and attended by one senior officer;
- Maritime Dimensions of Peacekeeping, presented over two weeks in Canada and attended by one senior officer;
- Human Rights Seminar, presented over one week in Switzerland and attended by one senior officer;
- UN Military Police Course, presented over three weeks in Denmark and attended by one senior officer and one warrant officer;
- UN Military Observers Course, presented over three weeks in Finland and attended by one senior officer;
- UN Military Staff Officers Course, presented over three weeks in Sweden and attended by one senior officer;
- UN Military Logistic Officers Course, presented over three weeks in Norway and attended by one senior officer;
- 59th Law of Armed Conflict Course, presented over two weeks in Italy and attended by four senior officers;
- Canadian Armed Forces Peacekeeping Course for Chaplains, presented over one week in Canada and attended by one senior officer;
- Regional Peacekeeping Course, presented over two weeks in Zimbabwe and attended by

two senior officers; and

- Peace Support Operations Study Phase, presented over two weeks at Camberley Staff College, UK and attended by one senior officer.

The aim of ongoing participation of officers in courses such as those outlined above is to establish a pool of knowledge and expertise among career officers and soldiers, which can be utilised to enrich the quality of existing and planned training programmes for peace operations.

In addition to the general courses attended by select personnel in other countries, the SANDF will introduce a civic education programme for all members of the armed forces in 1997. The curriculum is in an advanced stage of compilation, and ministerial and parliamentary approval for the implementation thereof is expected by the end of 1996. The aim of civic education is to ensure that all South African soldiers, of all ranks, are aware of and respect the rights and duties of citizenship in the democratic state, including human rights. Civic consciousness will form an essential element of the leadership philosophy of the integrated National Defence Force. One chapter of the existing civic education curriculum is devoted to the Law of Armed Conflict, and the ICRC will facilitate the teaching thereof within the SANDF.

A human rights programme has also been approved for teaching in the SANDF, and the instructors for this programme will commence training in 1997. In time, both the civic education and human rights programme will ensure that all SANDF personnel will embark on dedicated peace operations training with an appropriate attitudinal foundation for peacekeeping duties.

5 THE SOUTH AFRICAN ARMY'S APPROACH TO TRAINING FOR PEACE OPERATIONS

As with many other countries, the development of peace operations training and capacity is centred around the South African Army. The army, as tasked by Chief of Staff Operations, has already produced a draft Joint Warfare Manual: Peace Support Operations, which covers the following aspects:

- the United Nations;
- the Organisation of African Unity and the Southern African Development Community;
- fundamentals of peace support operations;
- the strategic level;
- the operational level;
- command responsibilities;
- legal considerations;
- planning considerations;
- intelligence support; and
- training.

The army is planning for the implementation of four phases of peace operations training:

- **Phase 1** - Force Preparation Training;
- **Phase 2** - Pre-Deployment Training;
- **Phase 3** - In-Theatre Training; and
- **Phase 4** - Post-Deployment Training.

Phase 1 force preparation, or background training for peace operations, will be presented to all members of the army according to the following syllabus:

- background to peace support operations;
- the United Nations and the Charter;
- humanitarian law;
- the principles of peace support operations;
- types of peace support operations; and
- background knowledge on status of force agreements and rules of engagement.

This training has been mandated for all new intakes of SA Army volunteers, beginning with the January 1997 intake.

In addition to the above, Phase 1 training for personnel and units which are earmarked for participation in future peace operations will include training in the following operational skills, according to UN standards:

- positions and observation posts;
- checkpoints, roadblocks and searches;
- patrolling on foot and by vehicle;
- investigations;
- negotiation and liaison; and
- the use of minimum necessary force.

Two infantry battalions have been identified for such training, and their command cadre and instructors have already completed the entire Phase 1 training package. It is envisaged that the assistance of UN Training and Advisory Teams will be requested for the implementation and evaluation of further training efforts.

Phase 2, pre-deployment, or mission oriented training will commence when a unit or units have been placed on standby for participation in a specific peace support operation. It will also be the responsibility of the unit commander to train specialist personnel and sub-units which have not yet undergone Phase 1 training, after marrying-up has been completed. During Phase 2, all personnel will undergo the following training:

- study of the host country (geography, history, culture and customs, etc.);
- the mandate and mission;
- the military mission;
- the rules of engagement;
- weapons, vehicles and equipment to be used in the mission;
- survival skills;
- safety measure (shelters, equipment, travel and movement, and non-operational safety).

Specialised training for the appropriate personnel will also be presented on the following:

- driving (specialised skills);
- helicopter drills;
- staff training (UN procedures and reports);
- explosive ordnance disposal;
- media relations; and
- English language.

The leader group (all levels of command and staff) will receive additional training on:

- the historical origins of the dispute/conflict;
- major developments in the dispute;
- the involvement of the UN and other specialised agencies;
- the Security Council mandate;
- other relevant resolutions of the Security Council, and the Secretary-General's reports; and
- military/civilian co-ordination.

It is envisaged that Phase 3, in-theatre training will be conducted with the assistance of UN personnel, and that this will include:

- a review of the mandate, status of force agreement, and updates on the prevailing situation;
- updates on the recognition of arms, equipment and vehicles in use in the area of operations;
- force security and contingency plans;
- terrain orientation;
- rehearsal of interposition operations and occupying of prepared positions;
- lost and missing procedures; and
- driver training (local laws, highway codes and cross-country techniques).

Phase 4, post-deployment training will be conducted at the unit level upon conclusion of, or rotation out of, a specific peace operation. It will consist of a re-training programme to be conducted by the unit's training staff, and will be aimed at psychological 'unloading' and switching the mind-set of personnel back to that which is required for their primary role and functions.

SA Army background training for peace operations will be conducted at three levels:

- At the technical level, all troops will receive Phase 1 background training as part of their basic and corps training.
- At the tactical level, young career NCOs and officers will be trained in selected subjects related to UN peace operations, while a two-week peace operations package followed by a TEWT will be presented to officers on Junior Command and Staff Course.
- At the operational level, the Senior Command and Staff Course includes a peace support operations package and a map exercise which was developed with the assistance of the UK Staff College, Camberley.

All subjects related to peace operations are taught according to the available UN guidelines for the training and preparation of units and personnel for participation in UN operations. The doctrinal approach is based on the latest information available from the UN.

6 THE SA ARMY COLLEGE

The mission of the SA Army College is to:

"With competent staff ... develop selected SA Army officers to become internationally accredited commanders and staff officers."

This means that the Army College strives to present command and staff training which is of such a high calibre that the competence of its graduates will be recognised by professional armies the world over. As such, the College should also attract an appropriate number of students from other countries. However, the official aim of the Army College is to *"formally develop selected SA Army officers"*.

The primary functions of the College are military development and research and development. The military development of selected officers occurs through the presentation of the following:

- senior command and staff training;
- junior command and staff training; and
- formative training for young career officers.

The research and development function focuses primarily on war gaming and doctrinal development in support of the tuition presented at the Army College. The College is supported by its own infrastructure and resources, including training and tuition facilities, messing and accommodation, and the type of training aids one would expect to find at any modern command and staff college.

6.1 Senior Command and Staff Duties Course

The senior course is conducted over a period of 10 months, which is divided into three terms.

- **Term 1** lasts 22 1/2 weeks, and is devoted to foundation studies at the higher tactical level on aspects such as management, warfare, problem solving, planning cycles and area defence. The latter provides a good background for peace operations, as it entails liaison with civilian police and other civilian departments of state.
- **Term 2** lasts 13 weeks, and is concerned mainly with operational level, advanced military studies and exercises on integrated operations, medium and short-term planning, peace operations, and joint and combined operations.
- **Term 3** is 8 weeks in duration, and is concerned with practical exposure and group work at the strategic level. This term includes two major exercises; one on joint planning procedures, joint command and control, and contingency plans, and the other on force preparation and employment.

There are currently two Chinese students and one Brazilian student enrolled on the senior course. Four berths have been reserved for foreign students during 1997, and it is hoped that a number of students from other African countries will fill these places.

In 1995, the first two-week peace operations module was presented during the second term of the Senior Command and Staff Duties course. The aim of the subject *"Peace Support Operations"* was to provide students with the *"knowledge, attitude and skills to execute the planning and control of peace support operations at the operational level with due consideration of strategic objectives"*. The syllabus included the following:

- historical overview of the evolution of peace support operations;
- the organisation, role and functions of international, regional, military and humanitarian organisations;
- the role and functions of NGOs and PVOs in peace support operations;
- concepts, principles, definitions and terminology pertaining to peace support operations;
- case studies on strategic, operational and tactical lessons learned from peace operations;
- contemporary approaches to peace operations and doctrinal issues;
- the planning, control and conduct of peace support operations at the operational level; and
- the principles and application of international humanitarian law.

During 1996, the above curriculum was refined, and a large two-week seminar and map exercise on peace operations was held. This upgraded second-term peacekeeping package was dubbed Exercise MORNING STAR, and conducted in order to achieve the following aim:

"To present a theoretical and practical orientation on the doctrine, planning, and command and control of peace support operations at the strategic, operational and tactical levels."

The five-day seminar was organised and presented by the SANDF, with the assistance of the Institute for Defence Policy. Papers were presented by local and international experts, and covered the following topics:

- conflict resolution and preventive diplomacy;
- the African peacekeeping environment (social, geographic and other factors);
- the history and development of peace operations;
- concepts and principles associated with peace operations;
- the linkage between peacekeeping and peace building;
- the UN Security Council and decision making on peace operations;
- the relationship between troop-contributing countries, the Security Council and the UN Secretariat;
- the legal framework for peace operations (Status of Forces Agreements, etc.);
- the UN and regional organisations, with special reference to the OAU;
- the political and military framework within the UN for the conduct of peace operations;
- the planning, execution and termination of a UN peacekeeping operation;

- medical support during peace operations;
- financing peace operations;
- personnel management;
- operational concepts and issues during peacekeeping and peace enforcement operations;
- challenges of contemporary multifunctional, multinational peace operations;
- management, command, and control of peace operations;
- rules of engagement;
- the interface between peacekeeping and humanitarian operations;
- the role of civilians in peace operations;
- UN standby arrangements;
- the UN logistical system;
- emergency relief and peace operations;
- the effective use of information during peace operations;
- the relationship between peacekeepers, host governments and the local population;
- refugees in peace operations;
- lessons learnt with peacekeeping in Africa;
- planning for peace operations at the Department of Defence level;
- training for peace operations;
- developments within Southern Africa (the SADC, the Organ and the ISDSC);
- co-operation in Southern Africa for the conduct of peace operations; and
- the evolving SA National Defence Force doctrine for peace support operations.

An international and local panel of experts assisted the College Directing Staff in running the practical exercise during the week following the seminar. Exercise MORNING STAR was presented with the assistance of the UK Staff College, Camberley, and is based on the exercise developed by that college, which has been presented at a number of venues and in a number of staff colleges in Africa. The exercise was adapted by the SA Army College to run for a full five days, and also to reflect the realities of the SA National Defence Force and the existing configuration of defence and security arrangements in Southern Africa.

Exercise MORNING STAR was attended by a total of 204 participants. These participants

included not only students on the Senior Command and Staff Duties course, but also:

- senior officers from all arms of service and staff divisions of the SANDF;
- representatives from the Department of Foreign Affairs (4);
- United Nations officials (5);
- NGO representatives (10);
- senior officers from the armed forces of Southern African countries which are ISDSC members (22); and
- twenty-five guest speakers.

During the debriefing conducted on the planning and conduct of Exercise MORNING STAR, the SA Army College acknowledged the success of the exercise and undertook to follow a similar approach to future peacekeeping training at the Senior Command and Staff Duties level. However, the College made a number of recommendations for improving and refining the two-week peace support operations package for 1997. These include:

- integration of the theory which was presented during the seminar week with the practical exercises of the second week (this would break the tedium of lectures and enable more immediate practical application of theoretical knowledge);
- the invitation of not only military, but also civilian representatives from other ISDSC member states;
- greater involvement in and ownership of the exercise by representatives of other ISDSC member states (through, for example, inviting them to chair certain sessions);
- a greater focus on the theory and practice of international humanitarian law;
- a stronger focus on Africa and greater utilisation of African experts (including Directing Staff from other African command and staff colleges);
- a reduction in the number of participants in order to promote discussion and enhance the exchange of ideas on critical aspects; and
- greater civilian participation by South Africans, e.g. from the Department of Foreign Affairs, the Police Services and National Intelligence.

6.2 Junior Command and Staff Duties Course

The Army College annually presents three courses of six months duration at the junior command and staff level. There are, on average, approximately 40 students on each of these courses. Two courses, each comprising approximately 80 students, are scheduled for 1997. The Junior Command and Staff Duties course consists of two modules; 20 weeks devoted to training as unit commanders (including conventional warfare, area defence operations and peace support operations), and 4 weeks devoted to training as staff officers. The UN background peacekeeping training package runs for seven full days, and is modelled largely on the Senior

Command and Staff Duties package outlined above. However, the practical exercises focus far more heavily on the tactical (unit commanders') level than on the strategic and operational levels. This is dictated by the shorter period of time allocated and the immediate needs of officers at this level of training. For SA Army officers, a Junior Command and Staff Duties qualification is a pre-requisite for entrance to the Senior Command and Staff Duties course.

7 COMMENTS AND RECOMMENDATIONS BY SA ARMY COLLEGE

The Army College would like to see a much greater degree of regional co-operation in terms of peacekeeping training at the command and staff level. This may entail an exchange of Directing Staff and possibly students during the peace support operations phases at the staff colleges of ISDSC members and other countries.

There is also a need for liaison between African staff colleges with respect to the contents and subjects of peace support operations curricula, as well as the scheduling of peace support operations study phases in order to identify mutual opportunities for training exchanges.

Links should be maintained between South Africa, other ISDSC countries, the OAU and the UN with respect to training objectives, curriculum development, training methods, etc.

More emphasis should be placed on joint training for all arms of service.

H: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN BOTSWANA

1 INTRODUCTION

The project team visited Botswana over the period 28 October to 29 October 1996. The survey of Botswana's peacekeeping training capacity had been scheduled to take place from 29-30 October 1996. These dates were confirmed with the OAU Secretariat by the Department of Foreign Affairs, Botswana, via Note No. 8/96 E XIX (44) G4, dated 16 October 1996. It was arranged that the OAU survey team would be met by officials from the Department of Foreign Affairs upon arrival in Gaborone, and provided with a programme for the survey. However, this was not to materialise. The scope and depth of the Botswana survey is thus limited to the information which could be gleaned during a one-hour session with the Director of Operations and Training of the Botswana Defence Force.

2 SCOPE

The report on peacekeeping training in the Botswana Defence Force (BDF) as presented to the survey team is presented as follows:

- background: Botswana's participation in peace operations;
- the BDF training system;
- pre-deployment training for peace operations;
- background UN training; and
- remarks by Director of Operations and Training.

3 BACKGROUND: BOTSWANA'S PARTICIPATION IN PEACE OPERATIONS

Botswana has contributed to the following peace operations:

- Somalia (UNITAF) 1992-1993, Company operations;
- Somalia (UNOSOM II) 1993-1994, Battalion (-) operations;
- Mozambique (ONUMOZ) 1993-1995, Battalion operations and Staff Officers, four rotations; and
- Rwanda (UNOMUR) June-October 1993, Military Observers.

4 THE BDF TRAINING SYSTEM

The BDF conducts basic recruit training and officer cadet training through its own training institutions. For specialist training, the BDF sends select personnel to a variety of African and non-African military training institutions, in accordance with bilateral agreements. For example, BDF officers have undergone command and staff training, amongst others, at the staff colleges of Egypt, Kenya, UK and Zimbabwe.

5 PRE-DEPLOYMENT TRAINING FOR PEACE OPERATIONS

Once the BDF has agreed to provide a troop contingent for a particular peace operation, an appropriate composite unit is assembled from various elements of the BDF. Once the marrying-up process is complete, the designated unit commander is responsible for refresher training in basic military skills such as weapon-handling, musketry, navigation, etc. The unit commander is also responsible for a UN mission orientation training package of three to four weeks, which includes:

- a profile of the host country, including the history and development of the conflict;
- political, cultural and religious considerations in the host country;
- the UN system; and
- rules of engagement.

6 BACKGROUND UN TRAINING

The BDF does not conduct a programme of UN background training for peace operations as part of the formal BDF training curriculum. However, a number of officers attend command and staff courses at foreign military colleges which do indeed present a UN package. In addition, the BDF accepts most invitations to foreign and international peacekeeping seminars and courses. The information and experience thus gained is utilised in the orientation and preparation of BDF elements for participation in peace operations. By utilising the available berths at other command and staff colleges, the BDF benefits from the existing capacity of other armed forces, and the experience of the host-country and foreign officers participating in such courses. As the awareness and orientation of officers thus trained permeates throughout the BDF, it is foreseen that a UN background training package may be introduced as part of the training curriculum for officer cadets.

7 REMARKS BY DIRECTOR OF OPERATIONS AND TRAINING

The BDF experience in past UN peace operations indicates a need for improved rules of engagement which allow for a much greater degree of initiative at all levels of command. This is especially true when the belligerents do not respect the mandate of the peacekeeping force, and the peacekeepers become the object of forceful resistance to the implementation of their

mandate (as in Somalia).

The exact nature of the mandate (Chapter VI or VII) is not as critical as the need to provide peacekeepers with the appropriate means for its implementation (equipment, weapons, and realistic rules of engagement).

I: TRAINING FOR PEACE OPERATIONS AS CONDUCTED IN SENEGAL

1 INTRODUCTION

The project team did not visit Senegal, as the request by the OAU Secretariat was considered to be 'inappropriate'. The information which follows is therefore based entirely on the summary of the Senegal Defence Force's peace operations training system provided by the Army Headquarters of the Republic of Senegal. This document was forwarded to the OAU Secretariat via the representative of Senegal to the OAU in Addis Ababa. It is thus atypical of most of the other country reports in terms of structure and completeness, but is nevertheless a valuable contribution to the overall picture of existing peace operations training capabilities.

2 PEACEKEEPING TRAINING

Senegal has no specific/dedicated peacekeeping training centre. A clear understanding of the performances of Senegal's troops within the peacekeeping system requires an understanding of the existing training doctrine of the armed forces. All knowledge and skills that are utilised in peace operations are taught in existing combat training centres. Training occurs at three levels: soldiers, non-commissioned officers and officers. This training is given through special modules which are adapted to each category.

A special programme that includes the knowledge and know-how which are necessary for the accomplishment of a mission, exists at each level. These programmes include aspects such as information for soldiers on sexually-transmitted diseases (including AIDS).

Additional modules are provided to officers: lectures; conferences on the UN system and on peace operations; case studies of conciliation forces; and testimonies of officers and their experiences in coalition or peacekeeping forces under the *aegis* of the UN or the OAU.

For both soldiers and officers, there is a training programme which is conducted twice a year in an international context, and which includes:

- refugee management;
- the evacuation of hostages or foreign nationals through force or negotiation;
- international humanitarian law;
- logistics; and
- operations to evacuate people in distress.

Officers train at least twice a year in a multinational staff environment, thanks to the biannual training programme with the French and US armies. UN staff procedures therefore pose no problems, and Senegali officers have successfully fulfilled this role in Lebanon, Rwanda, Angola, etc.

Once a contingent has been identified for participation in a particular peace operation, the background training outlined above is supplemented by pre-deployment, mission-specific training. This training includes information on the history, culture, and geography of the area where the mission will take place. This phase is generally carried out by the person in charge of the relevant geographical zone at the Ministry of Foreign Affairs.

3 IDEAS ON THE FUTURE OF PEACEKEEPING TRAINING

As regards the creation of a training centre, Senegal has a sub-regional approach which was presented through its recommendations at the Dakar seminar on preventive diplomacy and peacekeeping in December 1995.

This approach suggests the creation of a co-ordination structure at a sub-regional level, which would be responsible for the planning and organisation of the training of officers, and for defining an appropriate programme for soldiers, for which each country would take responsibility.

This structure could be assisted by a UN Training Assistance Team to establish pedagogical material and to train sub-regional instructors.

J: SURVEY PROGRAMME

KENYA

Monday 15 July 1996

09:00-12:00 Briefing by members of DoD: Chief of Staff, Maj Gen J. Koech; COPS, Brig P. Ikenye; Acting Commandant KNDC, Brig Seii; and Deputy Chief of Operations, Legal

14:00-16:00 Briefing by members of Defence Staff College: Col Ngurukie and Lt Col Karanja

Tuesday 16 July 1996

09:00-16:00 Briefing at Kenya Army HQ

Wednesday 17 July 1996

09:00-12:00 Debrief with Chief of Staff; Chief of Operations; Commandant Kenya National Defence College; and Deputy Chief of Operations, Legal

ZIMBABWE

Friday 19 July 1996

09:00-09:10 Courtesy call on Chief of Staff Ops and Plans, Maj Gen E. A. Chimonyo

09:15-10:30 Briefing on peacekeeping by Director General Ops and Plans, Brig S. M. Khumalo

10:30-11:30 Briefing on Peacekeeping by GSO 1 SD, Lt Col T. Chikohora; GSO 1 Ops, Lt Col Mangachena; and Deputy Director Zimbabwe National Army Training, Lt Col A. Muziri

11:35-12:30 Briefing by Commandant Zimbabwe Staff College, Brig E. Muzonzini and tour of College

EGYPT

Sunday 21 July 1996

14:00 Lunch with Dr Magdy Hefny; and Ambassadors and DFA representatives of Canada, South Africa and Zimbabwe

Monday 22 July 1996

10:00-15:00 Briefings by Dr Magdy Hefny, Deputy Assistant Minister for Foreign affairs; Ambassador Marwan Bader, Assistant Minister for African Affairs; Ambassador Dr Fayeze Bictache, Director of Institute for Diplomatic Studies (IDS); and Dr Mamdouh Shawky, Deputy Director of Institute for Diplomatic Studies

Tuesday 23 July 1996

09:00-16:00 Tour of Egyptian Museum and Pyramid Area

Wednesday 24 July 1996

09:00-14:00 Briefings by Brig Gen Mohamed Elamin, Chief of LAWIO; Brig Gen Sayed Bassyoni, LAWIO; Col Hashim El Shalakany, Training Authority; Lt Col Ahmed abd Elmagid, CMC (Crisis Management Centre); and Lt Col Amir Eldamhongy, LAWIO.

GHANA

Monday 14 October 1996

09:15-10:00 Courtesy call on Acting Chief of Staff, Col G. Brock

10:30-15:00 Address by Acting Chief of Staff, Col G. Brock; Briefing by Deputy Commandant Ghana Armed Forces SC, Col J. A. Kwateng; Briefing by CO Jungle Warfare School Lt Col M. Owusu-Ababio; Discussion with OAU team

Tuesday 15 October 1996

09:00-10:00 Briefing by Commandant Ghana Armed Forces Command and Staff College, Brig Gen Ran K. Agbemasu

10:00-11:30 Discussions with staff of Ghana Armed Forces Command and Staff College

11:30-12:30 Tour of Ghana Armed Forces Command and Staff College

12:30-14:00 Reception with Ghana Armed Forces Command and Staff College

CÔTE D'IVOIRE

Thursday 17 October 1996

10:00-10:30 Courtesy call on the Secretary-General of L'ANAD

10:30-11:00 Courtesy call on the Minister of Foreign Affairs

11:00-11:30 Courtesy call on the Chief of Defence Staff

11:30-12:30 Courtesy call on the Minister of Defence

12:30-14:30 Lunch at the Armed Forces Mess (Camp Gallieni)

16:00-20:30 Work session at the conference room of the Ministry of Defence, attended by: General M'Bahia, Co-ordinator of Defence, Ministry of Defence Colonel Moke, Councillor to the Ministry of Defence Mr. Aidara Abdoulaye, Ministry of Foreign Affairs H. E. Mr. Dauda Diabate, Côte d'Ivoire Ambassador to Ethiopia and the OAU Colonel Eliam Venance, EM/FANCI (Staff of National Defence Headquarters) Lt Col (Navy) Rabe Seri Alphonse, Logistic Division, International Relations, Director of Defence Lt Col Amadou Toure Baba, Director of Planning, L'ANAD Mr. Moumouni Yacouba, Director of Legal Affairs, General Secretariat, L'ANAD Lieutenant Hawmmond, Conducting Officer for OAU Survey Team

Friday 18 October 1996

10:00-12:00 Resumption of discussions (Ministry of Defence), general review of discussions and findings, and end of work session

NIGERIA

Tuesday 22 October 1996

08:45-09:45 Courtesy call on Chief of Defence Staff, Maj Gen A. A. Abubakar

09:45-11:15 Travel to National War College, Abuja

11:15-12:15 Courtesy call on Commandant National War College, Maj Gen Chris A. Garuba

12:15-13:00 Briefing on National Transition Implementation Programme by Hon Justice Nasir

13:00-14:25 Briefing on Nigerian Peacekeeping Training Capacity by Brig Gen A. O. Ogomudia

14:30-15:30 Luncheon

15:45-16:30 Briefing on the Centre for Peace Research and Conflict Resolution, by the Director of Research and Publications, Dr Cheche

16:30-17:30 Briefing on the International Training Institute for Peace by Prof. J. M. Amoda

17:30-18:00 Questions and discussion

19:30-21:00 Cocktail reception

Wednesday 23 October 1996

07:30-09:00 Travel from Abuja to Command and Staff College Jaji

09:00-10:00 Briefing by Commandant Command and Staff College Jaji

10:00-11:00 Tour of Tri-service Faculties and facilities, Command and Staff College

11:00-11:30 Briefing by Commandant Infantry Centre and School

11:30-12:30 Demonstration of basic platoon-level UN peacekeeping skills by the Infantry Centre and School

12:30-13:30 Travel to Nigerian Airforce Base Kaduna

13:30-14:10 Briefing and tour of Nigerian Air Force Training Command

14:10-14:40 Light lunch at Nigerian Air Force Base

14:40-16:50 Travel to Naval Base Apapa (Lagos)

16:50-17:35 Courtesy call on Flag Officer Commanding Naval Training Centre and briefing on Nigerian Navy participation in peace operations

SOUTH AFRICA

Friday 25 October 1996

08:30-09:00 Briefing by SANDF CS Ops (Col Vogel)

09:00-09:45 Briefing by SANDF CSP (Brig Rutch)

13:30-15:00 Briefing by C Army D Training (Col Venter)

Monday 28 October 1996

08:45-09:15 Courtesy call on Commandant SA Army College (Brig Rabe)

09:16-11:00 Briefing by Lt Col J. G. van der Walt, Directing Staff Senior Command and Staff Duties and Maj C. J. Serfontein, Directing Staff Junior Command and Staff Duties

BOTSWANA

Tuesday 29 October 1996

10:30-11:30 Briefing by BDF Director of Operations and Training, Col B. Ntelamo

K: ACRONYMS AND ABBREVIATIONS

BDF Botswana Defence Force

CMFZ Commonwealth Monitoring Force in Zimbabwe
CO Commanding Officer
DFA Department of Foreign Affairs
DPKO Department of Peace-Keeping Operations
ECOMOG ECOWAS Cease-fire Monitoring Group
ECOWAS Economic Community of West African States
ICRC International Committee of the Red Cross
IDS Institute for Diplomatic Studies (Egypt)
IFOR NATO Peace Implementation Force
IGADD Intergovernmental Agency for Drought and Desertification
ISDSC Inter-State Defence and Security Committee
KP Key Point
LAWIO Liaison Authority With International Organisations (Egypt)
MAPEX Map Exercise
MFO Multinational Force and Observers (Sinai)
MINURSO UN Mission for Referendum in Western Sahara
MoD Ministry of Defence
NATAG Nigerian Army Transitional Assistance Group
NBC Nuclear, Biological and Chemical
NCO Non Commissioned Officer
NGO Non Governmental Organisation
OAU Organisation of African Unity
ONUC UN Operation in the Congo
ONUMOZ UN Operation in Mozambique
PSO Peace Support Operations
PVO Private Voluntary Organisation
ROE Rules of Engagement
SADC Southern African Development Community
SANDF South African National Defence Force
SOFA Status of Forces Agreement
SOP Standard Operational Procedure
TEWT Tactical Exercise Without Troops
UK United Kingdom
UN United Nations
UNAMIR UN Assistance Mission for Rwanda
UNASOG UN Aouzou Strip Observer Group
UNAVEM UN Angola Verification Mission
UNDP UN Development Programme
UNEF II Second UN Emergency Force
UNGOMAP UN Good Offices Mission In Afghanistan and Pakistan
UNHCR UN High Commissioner for Refugees
UNIFIL UN Interim Force in Lebanon
UNIIMOG UN Iran-Iraq Observer Group
UNIKOM UN Iraq-Kuwait Observer Mission
UNIPOM UN India Pakistan Observer Mission
UNITA National Union for the Total Independence of Angola
UNITAF Unified Task Force
UNMOC UN Military Observers Course
UNMOP UN Mission of Observers in Prevlaka
UNOMIL UN Observer Mission in Liberia
UNOMUR UN Observer Mission Uganda Rwanda

UNPREDEP UN Preventative Deployment (Macedonia)
UNPROFOR UN Protection Force
UNSF UN Supervisory Force (New Guinea)
UNSOC UN Staff Officers Course
UNTAC UN Transitional Authority in Cambodia
UNTAES UN Transitional Administration in Eastern Slavonia
UNTAG United Nations Transition Assistance Group
UNYOM Yemen Observer Mission