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CFB Cornwallis: Canada's Peacekeeping Training Centre : Blueprint 2

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- the requirement to educate officers designated to fill UN military observer or UN staff positions in mission-specific and administrative topics;
- the need, in training, to stress development of friendly and co-operative relationships so as to counter the perception that Canadian contingents are self-indulgent and insensitive to the feelings, customs, and requirements of others.

Another 1991 DND study prepared by the Director of Peacekeeping Operations acknowledged that:

- the comparison of Canadian training (for UN duties) with that of other countries is not always favourable for Canada;
- another internal review had reported that Canadian training for UN duties "must be institutionalized"; and
- "It is apparent to many who have served with a peacekeeping mission that some Canadian officers arrive for their mission unprepared mentally to accept the methods and idiosyncracies of other systems/nations. Canadians are known as complainers, with an attitude of superiority based in part on a lack of knowledge."

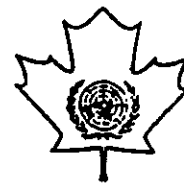
This study recommended that an additional one-week peacekeeping training programme for officers be assigned to a base in relatively close proximity to Ottawa and National Defence Headquarters. While the curriculum recommended represents some improvement on the current training



programme, it would be, at best, a 'band-aid' measure. A week of hasty briefings on a wide range of topics would provide only a superficial knowledge of peacekeeping. It would not prepare a professional and would be simply insufficient for international assignments that are at times demanding and, on occasion, deadly.

Senior Canadian officers and UN veterans have called for a formalized peacekeeping training programme and training centre since the early 1980s. Amongst the list of concerns frequently cited are:

- the lack of specialized training in areas such as conflict analysis and conflict resolution. While it has been recognized that problems in the field should, where possible, be quickly resolved prior to escalation, little if any attention has been accorded to providing officers and other ranks with mediation and negotiating skills.
- the numerous occasions when Canadian personnel have been deployed to peacekeeping assignments without adequate information on the mission area, the conflict or their responsibilities as part of a UN force.
- assignment briefings and debriefings have been frequently overlooked, thus diminishing the potential store of 'lessons learned'.
- the shortcomings in the current selection and review process. Attention should be accorded to determining those officers and other ranks appropriate for UN service.
- the risk of 'falling behind' those countries that provide peacekeeping contingents with general and specialized training programmes. While



emphasizing professional combat skills and a high level of proficiency in the related areas of communications and logistics, DND has failed to consolidate the expertise derived from experience in nearly every peacekeeping operation to date. The current emphasis in preparing Canadian personnel for UN service is on providing administrative guidelines and a basic acquaintance with the mission. Conversely, countries such as Austria, Sweden, Finland, and Denmark are noted for having institutionalized serious peacekeeping training programmes at established training centres. [An overview of the Scandinavian Peacekeeping Training Programme and Training Centres is in Annex G.]

A number of analysts warn that DND's current approach threatens to jeopardize the Canadian Forces' hard-earned reputation in this field. It appears that the reputation now survives on Canada's commitment to provide personnel, less on the preparation or quality of personnel provided.

Training is a strong determinant of performance. Consideration must be accorded to developing a higher peacekeeping training standard. The Canadian Forces Staff College provides some guidance identifying the following four levels of learning: acquaintance; familiarity; understanding; and ability. The emphasis in peacekeeping training must now shift away from providing a hasty acquaintance



with the task towards a programme that ensures personnel of a professional understanding and ability. As the Minister of National Defence, Marcel Masse, recently noted:

...junior officers and non-commissioned officers, operating in unfamiliar and sometimes dangerous environments, must cope with situations in which their decisions or actions could have serious political consequences.... In the future, the increasing complexity and variety of peacekeeping operations will require troops even better prepared and more versatile than those of today. Missions to come will very likely include high-intensity operations demanding even more extensive military training.

Part II of this report outlines the development, organization, and requirements of a Canadian Peacekeeping Training Centre of Excellence at CFB Cornwallis.



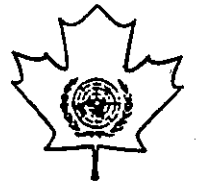
PART II

The Objective: A Peacekeeping Training Centre of Excellence

The objective of a Canadian peacekeeping training centre must be to provide participants with excellent preparation for their service in UN operations. Trainees should be well-informed and equipped with appropriate skills before being deployed to a specific mission. A Centre of Excellence drawing upon the breadth of Canadian experience and related expertise would instill both confidence and ability—the professionalism required of UN peacekeepers. Aside from ensuring the availability of highly qualified personnel, the new centre's tasks would include the planning and safe management of future operations and the development of internationally accepted standard operating procedures for UN peacekeeping. A Centre of Excellence provides the best opportunity to consolidate and share those Canadian resources which contribute to the maintenance of international peace and security.

Participants

A Canadian peacekeeping training centre should be designed to serve the training requirements of the armed forces and civilian agencies. Distinct courses of instruction will be required for officers as well as for other ranks and civilians who are to serve in UN operations. Consideration should also be accorded to facilitating foreign participation and attracting international clients.



Military Participants:

There are expectations that Canada will shortly commit approximately 3,000 Canadian Forces personnel to eleven UN peacekeeping operations. The Federal Government has agreed to provide large peacekeeping contingents to new operations in the Western Sahara (MINURSO), Cambodia (UNTAC), and Yugoslavia (UNPROFOR). As personnel are rotated on a six-month basis, the Canadian Forces may be asked to provide up to 6,000 peacekeepers annually. In the 1990s a comprehensive peacekeeping training programme must become a prerequisite for all Canadian Forces personnel assigned to UN contingents.

Civilian Participants:

Whereas many early peacekeeping operations consisted largely of military personnel, recent missions have been characterized by an increase in civilian participation. In the near future, Canadian civilians will serve as peacekeepers in operations in the Western Sahara, El Salvador, and Cambodia.

While individuals with a required expertise can often be drawn from Canadian organizations such as the RCMP and Elections Canada, a civilian peacekeeping training programme would help to ensure they possessed the necessary skills and were adequately prepared for a UN mission.



Foreign Participants:

The international community has expressed an interest in the development of national and regional peacekeeping training centres—preferably centres that facilitate co-operation between UN member states. Internationally recognized peacekeeping experts have stressed the importance of a Canadian training centre that is capable of accommodating foreign military and civilian participants.

Experts anticipate considerable international demand for a Canadian peacekeeping training centre. Since 1988, the number of countries willing to contribute troops to UN operations has more than doubled (from 23 nations in 1988 to 58 in 1992). Many of these countries have yet to develop the experience and skills required in peacekeeping.

Yet it should be recognized that the extent to which a Canadian training centre attracts foreign interest will likely be determined by initial evaluations of the training programme. An important step in this respect will be to overcome the international perception that the Canadian Forces are not interested in peacekeeping training. Canada's training programme must be seen to be of the highest calibre and useful to other nations.



Annual Peacekeeping Training Activities

The annual activities projected for the Cornwallis peacekeeping training centre would revolve around a number of general and specialized training programmes:

- a) 2 Officer Training Programmes
 - eight week duration
 - approximately 50 officers per course

- b) 12 Other Rank Training Programmes
 - six week duration
 - approximately 120 participants per course

- c) 2 Civilian Training Programmes
 - five week duration
 - approximately 50 participants per course

- d) 2-4 Mission Training Programmes
 - two week duration
 - up to a battalion (720) per course



Aside from the course work and instruction associated with each training programme, additional activity can be anticipated in areas such as training exercises and simulations, exchange programmes with foreign participants and visiting lecturers, and the research projects of the training centre staff. In conjunction with the operation of a Peacekeeping Training Centre at Cornwallis, high-level seminars and international peacekeeping conferences can also be accommodated at the nearby Digby Pines.

An annual scheduling plan for the various training programmes is depicted in the chart on page 21. The chart also indicates the other ongoing training activities currently assigned to CFB Cornwallis.



Curriculum

The training programme for all ranks and civilians should generally consist of: information concerning the United Nations and peacekeeping operations; political and security considerations; information on the responsibilities and tasks of a UN peacekeeper; briefings on the conditions under which UN service is performed; and training for the role likely to be assigned.

An emphasis in each programme must be accorded to: the lessons learned from previous operations; the techniques and requirements of current operations; survival and first-aid training; and the development of conflict resolution skills in mediation and negotiation. Consideration will also have to be accorded to: how positive peacekeeping attitudes and relations are developed; how participants adapt to their new assignment and status as a member of a multinational UN force; how they are expected to interact with fellow peacekeepers from foreign contingents; and how to respect the customs and habits of the local population. [A general training programme for all ranks is outlined in Annex A.]

With this general foundation, it is possible to address the more specific mission requirements or special training requirements of the United Nations and the Department of National Defence.



For example, the advanced Officer Training Programme would require more detailed attention to topics such as the United Nations system, UN command and control procedures, mission planning, administration, and logistics. After the first six weeks of the officer programme, trainees could be directed to courses specifically designed to prepare Military Observers or UN Staff Officers. [An Officer Training Programme is outlined in Annex B.]

In the shorter training programme for Other Ranks, a higher priority can be accorded to topics such as fieldcraft and basic peacekeeping techniques. All trainees should be familiar with the daily routines of patrolling a UN buffer zone and manning an observation post or checkpoint. The curriculum will include courses in UN communications, area supervision, and minefield clearance. [An Other Rank Training Programme is outlined in Annex C.]

The two-week Mission Training Programme should provide: up-to-date intelligence briefings on the peacekeeping environment; information pertaining to the political, socio-economic, and cultural factors underlying the conflict; knowledge of security, climatic and topographical conditions in the area; basic language skills; a thorough review of peacekeeping responsibilities; and training and practice in assigned tasks. [A Mission Training Programme is outlined in Annex D.]

The Civilian Programme will place a heavier emphasis on developing the specialized skills necessary for UN service. Short training programmes can



be prepared for those participating in operations involving tasks such as election-monitoring, policing, and disaster relief. Basic courses in survival training, communications, and first-aid are recommended. [A Civilian Training Programme is outlined in Annex E.]

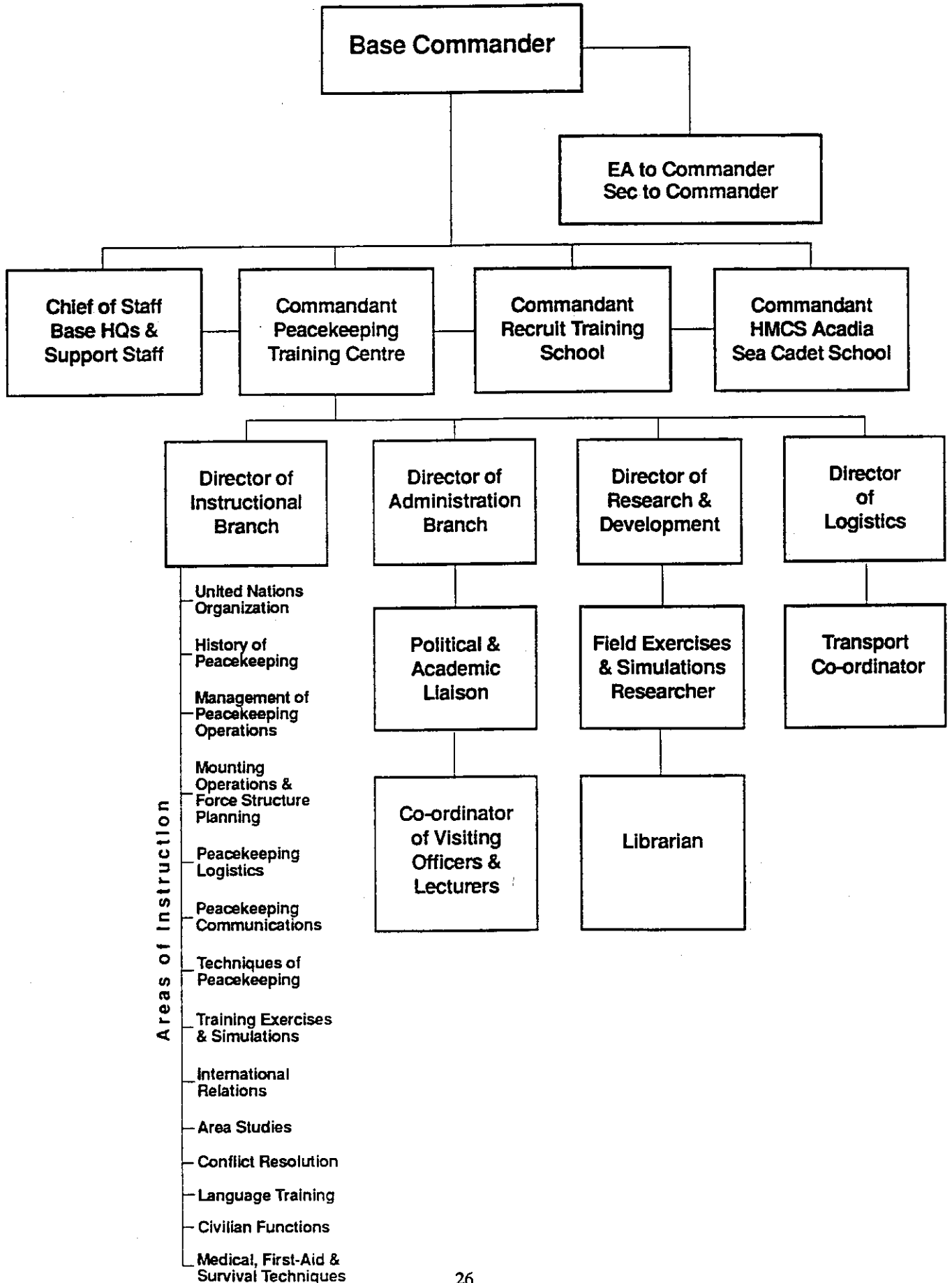
The length of each training programme was determined by estimating the time required to teach the requisite topics and sub-topics, as well as the time needed to conduct simulation and field exercises. An annual independent needs-analysis would help to guide both the training programme and the development of the training centre.

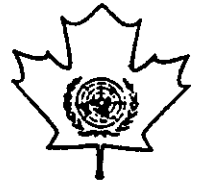


The Organizational Structure

A new peacekeeping training centre would comprise the third training 'school' assigned to CFB Cornwallis. Responsibility for the day-to-day administrative support of this centre could be delegated to Canadian Forces Training System. The Base Commander of CFB Cornwallis can provide appropriate facilities and support staff to the new centre. Operational control of the peacekeeping training centre would likely rest with Force Mobile Command and the Commander of Land Forces Atlantic Area. The overall development of this training centre will require the co-operation of the Directorate of Peacekeeping in National Defence Headquarters. To ensure air and naval support in future inter-service peacekeeping training exercises, a co-operative relationship should also be established with liaison officers in Maritime Command and Air Command. [An organizational structure for the new training centre is outlined on page 26.]

Proposed Organization of Peacekeeping Training Centre





Training Centre Requirements: Personnel and Infrastructure

Personnel:

The organizational structure provides a guide to the personnel requirements of the new training centre. In addition to the Commandant of the centre, there will be a need for a Director of the Instructional Branch; a Director of the Administrative Branch; a Director of Research and Development; and a Director of Logistics. These five positions would be best assigned to officers at the rank of Major and Lieutenant-Colonel. Although the directors may be tasked with teaching responsibilities, there will be a requirement for 8-10 additional instructors or lecturers. These personnel can be drawn from officers with considerable experience in peacekeeping, from the current Directorate of Peacekeeping, from Training Systems, and from several universities with related expertise. [The Areas of Instruction at the proposed Peacekeeping Training Centre are outlined in Annex F.] The new centre will also need an administrative staff, several technicians, and a librarian.

At this time, Cornwallis has sufficient personnel in its support staff to maintain the new training centre. For example, there is a base administrative staff, an engineering department, a transport department, a fire department, a full range of hospital and dental staff and sufficient base equipment and stores personnel, cooks, and mess workers.



In sum, the peacekeeping training centre will require approximately five directors, twelve instructors, and fifteen administrators/technicians. As the majority of these individuals will be from within the Canadian Forces, the new centre is unlikely to entail a major investment in new personnel.

Infrastructure:

A Canadian peacekeeping training centre would require the following facilities: an administration building and operations centre; barrack space and mess facilities capable of accommodating approximately 1,000 trainees; permanent married quarters for staff officers and faculty; a dozen class rooms and several audio-visual rooms or small theatres; a library, resource centre, and language laboratory; and health and recreational facilities.

As a currently under-utilized training base, CFB Cornwallis has sufficient barrack space and mess facilities to accommodate the proposed peacekeeping training centre. Renovations were recently completed on several large blocks of junior and senior rank quarters. Aside from a capacity to host over 1,000 peacekeeping trainees, this base has approximately 100 officer suites available for training centre staff and visiting officers. The Cornwallis Base Development Book lists the life expectancy on most of the required facilities as between the years 2010 and 2015.

A number of class rooms, seminar rooms, and two theatres are available for instructional purposes. There is also adequate drill and storage space in a

CFB CORNWALLIS: Canada's Peacekeeping Training Centre



number of large halls and hangars. These facilities could be used to stage and prepare future operations.

A full range of health and hygiene services are provided at the base hospital. Among the available recreational facilities are: three olympic-size swimming pools; two baseball fields; three soccer fields; three tennis courts; a large gymnasium; a curling rink; a hockey rink; a bowling alley; and two recreation centres, one with a five-hundred-seat theatre.

Two obstacle courses and a small-arms firing range are located on the 650-acre base. An additional firing range on a 3,000 acre site is located within fifteen kilometres at Granville Ferry.

The development of a peacekeeping training centre at Cornwallis would require a modest capital outlay incurred over a period of years. Minimal capital cost would be needed to commence operations at the proposed centre. Only with the further development of a multinational training centre at the base would additional capital expenditure be required.

The proposed Canadian peacekeeping training centre could operate at Cornwallis prior to the development of any new facilities. Although renovations may be required on several buildings, this training centre could be in operation within six months. With the Department of National Defence projecting up to an eighty per cent reduction in tri-service recruit training

CFB CORNWALLIS: Canada's Peacekeeping Training Centre



over the next three years, much of the north-west half of this base could be immediately assigned to the new training centre. Among the specific Cornwallis facilities that could now be assigned to the peacekeeping training centre are:

- two wings of Academic Building no 1 (Korea Hall) #10
- officer's quarters #31-1
- junior and senior ranks quarters #31-2
- barrack blocks #s: 34-1, 34-2, 34-3, 34-5, 34-6, 34-7, 34-8
- block 34-9 (as faculty offices)
- block 34-10 (as administrative offices)
- drill hangar #95

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