

1992

# CFB Cornwallis : Canada's Peacekeeping Training Centre : A Blueprint for a Peacekeeping Training Centre of Excellence

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## Citation of this paper:

Langille, Howard Peter and Simpson, Erika, "CFB Cornwallis : Canada's Peacekeeping Training Centre : A Blueprint for a Peacekeeping Training Centre of Excellence" (1992). *Political Science Publications*. 74.  
<https://ir.lib.uwo.ca/politicalsciencepub/74>

**CFB CORNWALLIS:  
CANADA'S PEACEKEEPING TRAINING CENTRE**

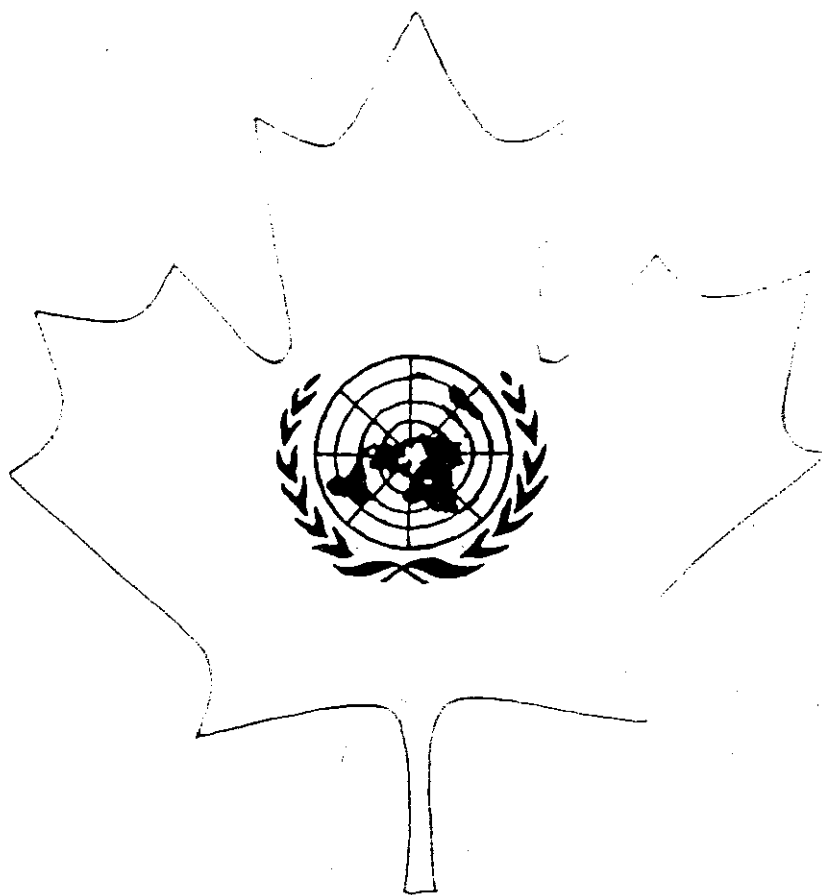


**A BLUEPRINT FOR A PEACEKEEPING  
TRAINING CENTRE OF EXCELLENCE**

**Prepared for the  
Province of Nova Scotia  
by  
Common Security Consultants  
and  
Stratman Consulting Inc.**

**March 1992**

**CFB CORNWALLIS:  
CANADA'S PEACEKEEPING TRAINING CENTRE**



**A BLUEPRINT FOR A PEACEKEEPING  
TRAINING CENTRE OF EXCELLENCE**



*The express purpose of the United Nations Charter is to spare future generations from the scourge of war...the dreams of the visionaries who created the United Nations can now be realized. But old ways die hard.*

The Right Honourable Brian Mulroney  
Prime Minister of Canada, February 1991

*Are we to go from crisis to crisis improvising in haste? Or can we now pool our experience and our resources, so that the next time we, the governments and peoples whom the United Nations represents, will be ready and prepared to act.*

The Right Honourable Lester B. Pearson  
Prime Minister of Canada, April 1957

*We believe the conditions now exist for the United Nations to fulfill completely the promise of its founders. A revitalized United Nations will have a central role in strengthening the international order. The UN's role in peacekeeping should be reinforced and we are prepared to support this strongly.*

Leaders of the Group of Seven, July 1991



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## **Executive Summary**

In September 1991, the Honourable Donald Cameron, Premier of Nova Scotia, presented a proposal to the Right Honourable Brian Mulroney, Prime Minister of Canada for the establishment of a peacekeeping training centre at CFB Cornwallis. The proposal recommended that Cornwallis be double-tasked; while retaining a Canadian Forces Recruit School and Sea Cadet School, the base would also be assigned additional responsibility to train Canadian Forces as well as multinational forces and civilians for peacekeeping operations.

This report builds upon the 1991 proposal to establish a peacekeeping training centre at CFB Cornwallis. In developing this proposal more fully, this report:

- overviews the international demand for peacekeeping and peacekeeping training;
- documents the Canadian requirement for an institutionalized peacekeeping training centre;
- outlines the new centre's organizational structure, annual training activities, potential participants, and a curriculum of general and specialized training programmes for officers, other ranks, and civilians;
- establishes the personnel and infrastructure requirements of the proposed peacekeeping training centre at CFB Cornwallis; and



- demonstrates the advantages of CFB Cornwallis as the appropriate location for a Canadian and multinational peacekeeping training centre.

In essence, this report provides an initial blueprint to guide the development of a Canadian peacekeeping training Centre of Excellence at CFB Cornwallis. Consideration is accorded to preparing for the unprecedented number of new peacekeeping missions, the growing number of new troop contributors, and the expanding array of peacekeeping tasks. This report notes that in response to the international demand for well-trained peacekeepers, the United Nations General Assembly recently endorsed a resolution, co-sponsored by Canada, asking member states to consider establishing national and regional peacekeeping training centres.

The Department of National Defence has yet to assign this task to a Canadian training base. Although National Defence officials were advised that a Canadian peacekeeping training centre would be unnecessary, recent events and reports now appear to confirm the rationale presented in the 1991 proposal. Whereas Canadian Forces have extensive peacekeeping experience, their current training programme urgently needs to be modernized and institutionalized.

The establishment of a peacekeeping training centre at CFB Cornwallis can be undertaken as a phased development; initially as a Canadian training

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centre and subsequently further developed into a multinational training centre.

The initial development of a Canadian peacekeeping training centre will not require a major capital investment. Canadian Forces have related instructional expertise and a well-established training base at Cornwallis. This base has the required facilities and sufficient space. A full range of support services are already in place. Staff for the new Officer, Other Rank, and Civilian Peacekeeping Training Programmes can be drawn from personnel currently assigned to Mobile Command, Training Systems, and the Directorate of Peacekeeping in National Defence Headquarters. The further development of this centre into a multinational peacekeeping training centre would also be feasible with some additional investment.

The total capital cost for the development of a multinational peacekeeping training centre at Cornwallis is an estimated \$33 million. This expenditure would be incurred over several fiscal years.

Cornwallis, situated on the scenic Annapolis Basin, clearly provides an excellent geo-strategic location for a multinational peacekeeping training centre. Air and naval support for joint peacekeeping training as well as the staging of future operations could be provided by CFB Greenwood and CFB Halifax. Cornwallis is accessible by a limited-access all-weather highway; this accessibility could be enhanced by upgrading the nearby Digby airport.





Cornwallis is also within a bilingual area of considerable historic importance. Nearby Annapolis Royal is recognized as the birthplace of Canada. Support for the proposed training centre has been amply demonstrated in the surrounding community.

The establishment of a peacekeeping training centre at Cornwallis should be considered as a compatible and cost-efficient supplement to currently assigned recruit, sea-cadet, and reserve training programmes. The Scandinavian experience demonstrates that established military training bases can be successfully double-tasked as peacekeeping training centres.

This development is now seen to be a timely complement to Canadian foreign and defence policy. In addition to meeting international demand and a national defence requirement, the new training centre would secure vital regional socio-economic interests. A decision to develop North America's first peacekeeping training centre at CFB Cornwallis would address a perceived need and signify Canada's commitment to strengthening the United Nations and co-operative security. As a clear commitment to regional development and constructive internationalism, it would receive widespread popular and political support.



## **PART I**

### **The 1991 Proposal**

The Premier of Nova Scotia presented the proposal "CFB Cornwallis: Canada's Peacekeeping Training Centre" to the Prime Minister of Canada in September 1991. The proposal coincided with renewed hopes for a 'new world order' and the Government's announcement that Canadian Forces would be reduced to an overall strength of 76,000. It is apparent that some of the defence resources required by the Cold War can now be used in such a manner as to improve Canada's other defence priorities.

The Federal Government has acknowledged that one such priority will be the promotion of co-operative security through the United Nations and peacekeeping. Recognizing that changes to Canada's defence posture will be forthcoming, the Province of Nova Scotia is asking the Federal Government to consider assigning under-utilized training infrastructure at Cornwallis to peacekeeping training.

The 1991 proposal recommended that this base be double-tasked and assigned responsibility to train Canadian armed forces as well as multinational forces, diplomats, and civilians for future peacekeeping operations. An expanded peacekeeping training programme was suggested as a means of supplementing sea-cadet training, reserve training, and the traditional, albeit reduced, recruit training programme at CFB Cornwallis.



With the renaissance of the United Nations and peacekeeping, internationally recognized experts have urged that a higher priority be accorded to peacekeeping training and that Canada develop a peacekeeping training centre. Whereas Canadians have established a solid reputation for their long-standing commitment to peacekeeping, the proposal noted that the Department of National Defence has yet to develop an ongoing or institutionalized peacekeeping training programme. As the scope of recent UN operations has expanded to include diverse peacekeeping assignments and new tasks, the need for both general and specialized peacekeeping training has been widely recognized.

The objective of the proposed peacekeeping training centre is to facilitate the development of standardized training and operational procedures and to ensure that the necessary expertise and forces are readily available. It would also enhance the planning and safe management of future UN operations. It was noted, moreover, that there are successful precedents; six other countries have developed peacekeeping training centres.

The proposal suggested that the Federal Government now has a unique opportunity to consolidate Canadian Forces' hard-earned experience in peacekeeping and to institutionalize a modern peacekeeping training programme. Canada is well positioned to develop a multinational peacekeeping training centre; Canadian Forces have extensive peacekeeping experience, related instructional expertise, and an ideal facility.

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Senior defence officials and experts acknowledge that the Cornwallis base has both the necessary space and infrastructure for a peacekeeping training centre. This base is virtually unique in already having facilities for this type of training. As a long-standing school for basic training, it includes an array of residences, administrative offices, training halls, drill areas, class rooms, and recreational centres. Amongst the advantages offered at this location are: close proximity to air force and naval bases thereby facilitating joint peacekeeping training in land, sea, and air environments; the potential for rapid deployment to operations in the Middle East, Central America, Africa, and Eastern Europe; easy access to a range of terrain; a bilingual region; and a community that welcomes the military presence. Aside from offering the cost-effective use of available resources at an established training centre, Cornwallis is located in a historic region widely recognized as the birthplace of Canada. [A photograph of CFB Cornwallis is overleaf.]





### **The 1992 Peacekeeping Forecast: Unprecedented Demand**

Peacekeeping has rapidly emerged as a dominant Canadian defence activity of the 1990s. As the Minister of National Defence Marcel Masse recently noted, "Since 1988, when peacekeeping forces were awarded the Nobel Peace Prize, Canada has agreed to contribute to all 11 missions created by the UN—more than double the number undertaken in the previous 20 years." In the six-month period following the presentation of the proposal, Canadian Armed Forces personnel were deployed to new missions in Yugoslavia (UNPROFOR), Cambodia (UNAMIC), El Salvador (ONUSAL), and the Western Sahara (MINURSO). In addition to the several thousand Canadians required to maintain these new operations, the Government has a commitment to rotate personnel into seven other ongoing UN operations: UNFICYP, UNTSO, UNDOF, UNAVEM, UNIKOM, ONUCA, and UNGOMAP. There are also expectations that Canadian peacekeepers will be required in future operations now being considered for Somalia and Nagorno-Karabakh. [A map of UN Peacekeeping Operations is on page 13.]

Canada can anticipate considerable demand for numerous, well-trained peacekeepers. Recent UN operations have entailed diverse assignments in election-monitoring, policing, civil administration, and disaster relief. The expanding scope of peacekeeping has also bolstered the demand for new capabilities and improved training.



In June 1991, the unprecedented international demand for peacekeepers and new peacekeeping skills prompted the United Nations Special Committee on Peacekeeping to encourage member states to develop regional and national peacekeeping training centres. Canada was one of six countries on this UN Special Committee which submitted follow-up recommendations to the General Assembly in October encouraging:

- Member States with national or regional training programmes to provide access to those programmes, as appropriate, to other interested Member States;
- All Member States conducting training in peacekeeping to include cross-cultural education in existing training programmes;
- Studies on the possible applications of high technology to peacekeeping operations, where it would enhance their efficiency;
- All Member States to organize their own national training programmes and consider the establishment of regional and national training centres, and [urges] all Member States to promote co-operation between them.

These recommendations were recently adopted by the UN General Assembly.

In December, the Canadian government officially reaffirmed its support for measures to improve UN peacekeeping capabilities. The 1991-92 update of Canada's Foreign Policy Themes and Priorities stated that to strengthen co-operative security, Canada would adapt peacekeeping operations to take on broader roles. To strengthen multilateralism, two Canadian objectives would be to "build up the UN's peacemaking and peacekeeping capability" and to



"enhance the UN's capability to undertake preventive or anticipatory action to maintain peace and security". As this paper acknowledged, "the extent to which we are sensitive to changing needs and responsive to these pressures will have an impact on Canada's international image or on our capacity to wield (and to be seen to be wielding) influence in an extremely volatile period of history."

A wide range of related events and declarations over the past six months appear to confirm the initial rationale presented in the proposal "CFB Cornwallis: Canada's Peacekeeping Training Centre". Peacekeeping training has since been identified as a 'growth industry'.

Recent issues of Canadian Defence Quarterly carried articles arguing that DND should accord greater emphasis to peacekeeping. Canadian defence journals Esprit de Corps and Forum also published pieces supporting the development of a peacekeeping training college or centre.

Prominent Canadian defence analysts have responded favourably to the proposal in a number of fora and newspaper articles: Gwynne Dyer, Dan Middlemiss, and Alex Morrison are among those who have supported the training requirement as well as the Cornwallis location. These follow other endorsements from internationally recognized authorities and those with experience commanding UN operations. General Indar Rikhye of India, General Martin Vadset of Norway, General Emmanuel Erskine of Ghana, and

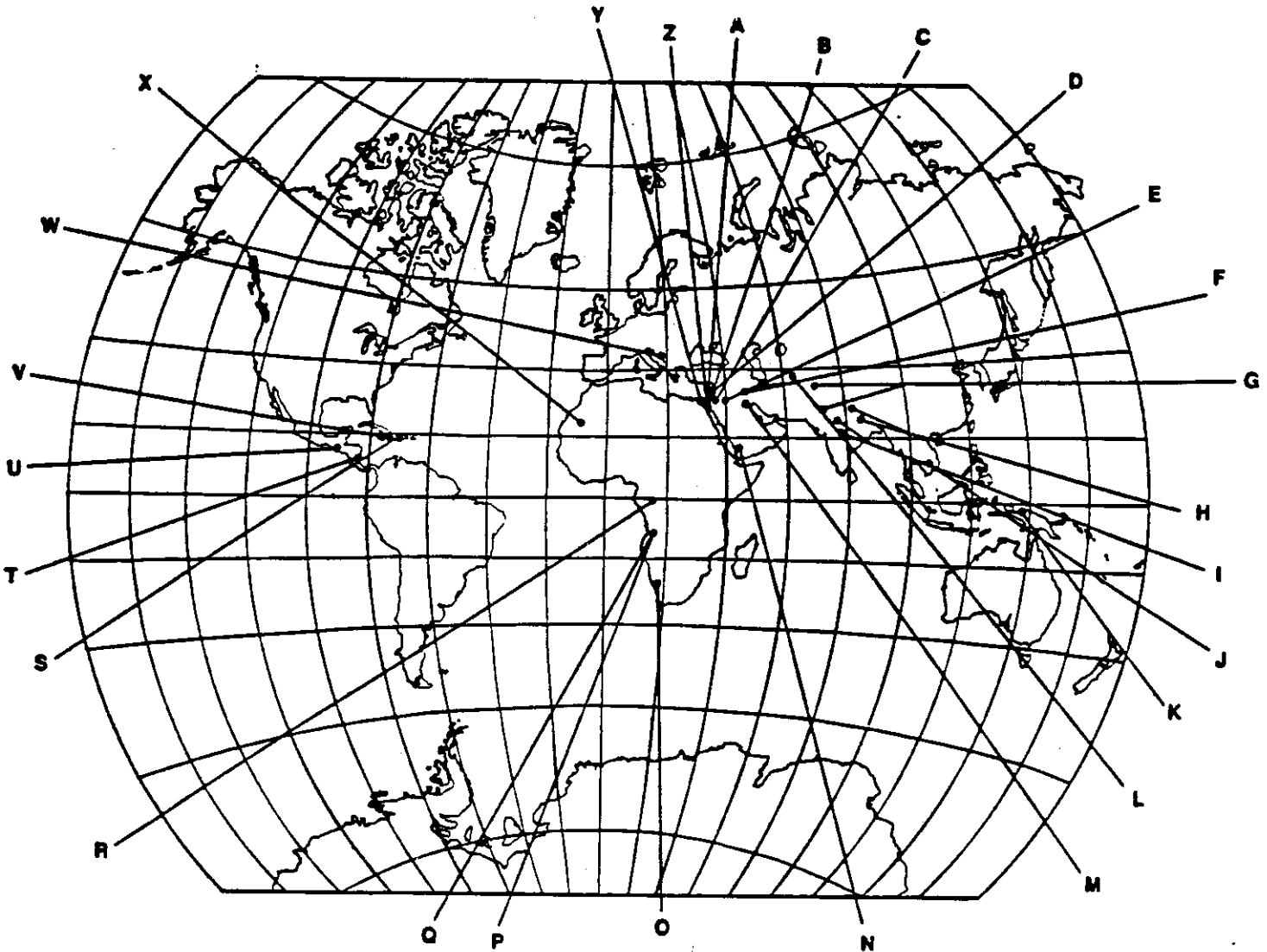




Sir Brian Urquhart, a former UN Under-Secretary General, conveyed their belief that a Canadian peacekeeping training centre would be an asset to Canada, the United Nations, and the international community. Many noted, moreover, that Canada has the experience and the necessary resources, as well as an obligation, to share these with other UN contributors.

A Canadian peacekeeping training centre will likely be established in the near future. The Department of National Defence has yet to assign this task to a Canadian base.

# UNITED NATIONS PEACEKEEPING OPERATIONS



\*United Nations peacekeeping operations  
that have commenced since 1988.

A. UNFICYP  
B. UNOGIL  
C. UNTSO  
D. UNIFIL  
E. UNDOF  
F. UNIMOG\*  
G. UNGOMAP\*  
H. UNMOGIP  
I. UNMOGIP  
L. UNIPOM

J. UNTAC\*  
K. UNSF  
L. OSGAP\*  
M. UNIKOM  
N. UNYOM  
O. UNTAG\*  
P. UNAVEM\*  
Q. UNAVEM II\*  
R. ONUC

S. DOMREP  
T. ONUCA\*  
U. ONUVEH\*  
V. ONUSAL\*  
W. UNPROFOR  
X. MINURSO\*  
Y. UNEF II  
Z. UNEF I



### **The Initial Response of the Department of National Defence**

To date, Canadian defence officials have provided a mixed response to the proposed development of a peacekeeping training centre at CFB Cornwallis. Both the Minister of National Defence, the Honourable Marcel Masse, and the Associate Minister, the Honourable Mary Collins, were advised that additional peacekeeping training is unnecessary. Recent correspondence from the Associate Defence Minister notes that DND officials:

...have recommended that specific peacekeeping training, other than the usual pre-deployment briefings and preparations undertaken now, would not add to the effectiveness of the Canadian Forces as peacekeepers. In their opinion, the present standard of military training prepares our troops to meet all of the possible commitments they may be obliged to meet including peacekeeping operations.

It is evident that sectors within DND are strongly opposed to the 1991 proposal. The long-standing official position within DND is that the Canadian Forces are military professionals and as such, do not require specific training for peacekeeping. The December 1991 response of the Deputy Chief of Defence Staff to a citizen's inquiry confirms the continued adherence to this position. As he writes:

The department has previously investigated the proposal to create a Peacekeeping Training Centre and has determined that the requirement for such a facility does not exist. The present system for training Canadian Forces members for peacekeeping duties is totally satisfactory for our international contributions.

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## **United Nations Peacekeeping Operations**

- A. UNFICYP—United Nations Peacekeeping Force in Cyprus
- B. UNOGIL—United Nations Observer Group in Lebanon
- C. UNTSO—United Nations Truce Supervision Organization
- D. UNIFIL—United Nations Interim Force in Lebanon
- E. UNDOF—United Nations Disengagement Observer Force
- F. UNIMOG—United Nations Iran-Iraq Military Observer Group
- G. UNGOMAP—UN Good Offices Mission in Afghanistan and Pakistan
- H. UNMOGIP—UN Military Observer Group in India and Pakistan
- I. UNIPOM—United Nations India-Pakistan Observation Mission
- J. UNTAC—United Nations Transitional Authority in Cambodia
- K. UNSF—UN Security Force in West New Guinea (West Irian)
- L. OSGAP—United Nations Good Offices Mission in Afghanistan and Pakistan
- M. UNIKOM—United Nations Iraq-Kuwait Observer Mission
- N. UNYOM—United Nations Yemen Observation Mission
- O. UNTAG—United Nations Transition Assistance Group in Namibia
- P. UNAVEM—United Nations Angola Verification Mission
- Q. UNAVEM II—Second United Nations Angola Verification Mission
- R. ONUC—United Nations Operation in the Congo
- S. DOMREP—Representative of the Secretary General in the Dominican Republic
- T. ONUCA—United Nations Observer Group in Central America
- U. ONUVEH—United Nations Observer Group for the Verification of Elections Haiti
- V. ONUSAL—United Nations Observer Mission in El Salvador
- W. UNPROFOR—United Nations Protection Force (Yugoslavia & Croatia)
- X. MINURSO—United Nations Mission for the Referendum in Western Sahara
- Y. UNEF II—Second United Nations Emergency Force
- Z. UNEF I—First United Nations Emergency Force



Senior defence officials acknowledge, however, that DND is in the midst of conducting a major review of the current peacekeeping training programme. Reports from Commanders of Canadian peacekeeping contingents have also documented problems arising as a result of inadequate preparation and training. In certain UN operations, foreign contingents, from countries with considerably less peacekeeping experience, were assessed as superior to Canadian peacekeepers.

Moreover, several DND studies confirm the need for a more extensive peacekeeping training programme and a training centre. One 1991 study prepared by the Special Peacekeeping Advisor to the Deputy Chief of Defence Staff acknowledged that "the training of our personnel selected for UN operations is not well managed as a CF-wide task. Most training activities are ad hoc and, with a few exceptions, occur only due to the initiative of field commanders."

The list of specific concerns cited in this DND study include:

- the lack of attention accorded to peacekeeping operations in Canadian Forces Staff Colleges;
- the requirement that our officer corps, as a whole, be better educated in geo-politics, Canada's global concerns, and possible UN or other multinational commitments;
- the lack of training packages for long-standing missions;
- the requirement for specialized peacekeeping training;