

1994

Cornwall CFB 1-15

Howard Peter Langille

Erika Simpson

The University of Western Ontario, simpson@uwo.ca

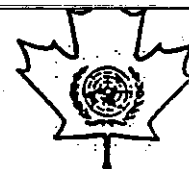
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The Commitment

Prime Minister Chretien and the Liberal Party of Canada have stated their commitment to increase support for the United Nations and peacekeeping, and to establish a Canadian and multinational peacekeeping training centre at CFB Cornwallis. The Prime Minister and the Liberal Party have endorsed Cornwallis as a worthy contribution to Canadian foreign and defence policy and as a means to ensure regional socio-economic stability through the conversion of existing defence infrastructure to new priority tasks such as peacekeeping training.

At the 1992 Liberal National Policy Convention it was resolved that "the Liberal Party of Canada support the establishment in Canada of a Centre for International Peacekeeping at CFB Cornwallis to train both Canadians and non-Canadians in the art of running peacekeeping operations..."

(Priority Resolution 29C, Hull, February 1992)

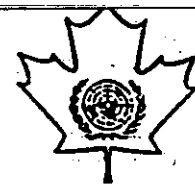
The Liberal Foreign Policy Handbook released in 1993 outlined the broad foundations upon which a progressive defence policy would be developed. Third on the list of multilateral commitments was the provision of "peacekeeping training, supply and staging centres at CFB Lahr, Germany and CFB Cornwallis, Nova Scotia and, possibly other Canadian sites."



This handbook also recognized a commitment to help military bases respond to changing public policy. Among the measures cited in the Liberal defence programme was "the conversion of Canadian military bases to alternate uses, such as peacekeeping training." (Ottawa, May 25, 1993)

On the occasion of the unveiling of the peacekeeping monument in Ottawa, Liberal Leader Jean Chretien affirmed the support of the Liberal Party for the development of CFB Cornwallis as a regional peacekeeping training centre and staging site for the western hemisphere. ("Statement On Europe and Peacekeeping", October 8, 1992) The Prime Minister's support for the establishment of a Canadian and multinational peacekeeping training and staging base at CFB Cornwallis was reaffirmed in his September 1993 letter to Nova Scotians in the surrounding region. Questioning Prime Minister Campbell's complete U-turn on the issue of establishing a peacekeeping training centre at the Base, he wrote, "the Liberal Party feels the time for such a centre has come". (Correspondence, September 1, 1993)

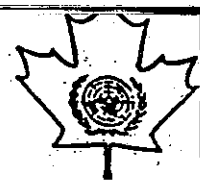
The recent parliamentary review of peacekeeping arrived at a similar conclusion. Last year, the **Standing Committee on National Defence and Veterans Affairs** also recommended that a permanent peacekeeping training centre be established in Canada.



Among the related recommendations in their report were:

- that Canada prepare to commit itself to expanded roles in UN peacekeeping and make peacekeeping a high priority role for the Canadian Forces;
 - that DND extend the period of intensive training given to reservists immediately prior to their deployment in a UN operation from 90 days to at least 120 days;
 - that DND conduct a complete evaluation of its peacekeeping training needs and of possible ways of improving training in light of recent operations, and make its findings public; and that this evaluation should be carried out by DND personnel in conjunction with outside experts;
 - that the preparation given to military personnel prior to their deployment in a UN operation:
 - a. be provided on a more systematic basis;
 - b. be improved to make personnel more sensitive to different cultures, customs, and practices of local populations;
 - c. be improved to ensure that all military personnel in units which may be deployed in UN operations receive better training in conflict resolution, mediation, and negotiation.
- (The Dilemmas of a Committed Peacekeeper: Canada and the Renewal of Peacekeeping, June 1993)

Public and political support for the development of a peacekeeping training centre is widespread. In 1992, the report of the Citizen's Inquiry into Peace and Security recommended that "Canada should respond to the UN request for institutionalized peacekeeping training by offering to establish a peacekeeper training centre in Canada for the use of Canadian



and foreign military and non-military personnel." (Transformation Moment: A Canadian Vision of Common Security, March 1992)

Other organizations have also advised the establishment of a peacekeeping training centre for all ranks, reserves and civilians. (National Capital Region Branch, United Nations Association of Canada, Ottawa, December 1993)

Similarly, The Canadian Women's Budget stated that "the unprecedented demand for well-trained peacekeepers calls for the establishment of a Canadian peacekeeping training centre at CFB Cornwallis in Nova Scotia." As their report acknowledged, "this would provide a tangible yet cost-effective contribution to the UN, which has asked member states to develop national and regional peacekeeping training centres." (Women's International League for Peace and Freedom, Ottawa, 1993)

The Prime Minister, the Liberal Party of Canada, the Standing Committee on National Defence and Veterans Affairs, as well as numerous other organizations support the establishment of a Canadian peacekeeping training centre. Many now recognize the obligation to prepare professionally for UN peacekeeping operations. Whereas a peacekeeping training centre would be an important contribution to the United Nations and the international community, it is also essential for Canada and the Canadian Forces.



International Support and Potential

United Nations

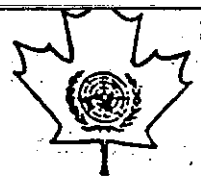
In June 1991, the unprecedented international demand for peacekeepers and new peacekeeping skills prompted the United Nations Committee of 34 -- the Special Committee on Peacekeeping -- to encourage member states to develop regional and national peacekeeping training centres.

Canada was one of six countries on this UN Special Committee which co-sponsored these recommendations 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;
- All Member States to organize their own national training programmes and consider the establishment of regional and national training centres, and all Member States to promote co-operation between them.

("Comprehensive Review of the Whole Question of Peace-Keeping Operations In All Their Aspects", A/46/254, June 18, 1991)

These recommendations were subsequently adopted by the United Nations General Assembly on December 9, 1991. Member states were explicitly encouraged "to organize their own national training programmes, and



consider the establishment of regional and national training centres" and urged to "promote co-operation between them". (UN General Assembly, A/RES/46/48, December 9, 1991)

In 1992, UN Secretary-General Boutros-Boutros Ghali recommended that "arrangements be reviewed and improved for training peacekeeping personnel -- civilian, police, or military -- using the varied capabilities of Member State Governments, of non-governmental organizations and the facilities of the Secretariat". (UN, An Agenda for Peace, June 1992)

In response to the 1991 Cornwallis proposal, United Nations Under-Secretary General Michael Doo Kingue wrote that, "...now is the opportune time to establish peacekeeping training centres as part of future collective security arrangements and regional co-operations. I consider your proposal to establish a peacekeeping training centre extremely important and hopefully, it will encourage other countries to do the same." (Correspondence, January 12, 1992)

A number of other member states have accepted the challenge and taken steps to institutionalize peacekeeping training programmes. The Swedes, Finns, Norwegians, Danes and Austrians have conducted appropriate training programmes at established peacekeeping training centres for some time.



More recently, countries such as Poland, Australia, Argentina, Nigeria, Hungary and the Czech Republic have indicated they will be developing peacekeeping training centres.

In 1992, American President George Bush also announced to the UN General Assembly that the United States would convert one of its basic training centres at Fort Dix to assist with multinational peacekeeping training and field exercises. Among the key points noted in the President's speech were that:

- If multinational units are to work together, they must train together...multinational planning; training; field exercises will be needed."

- These efforts should link up with regional organizations;

- We must change our national institutions if we are to change our international relations; and,

- Training plainly is key.

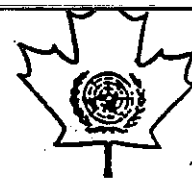
(Speech to UN General Assembly, September 22, 1992)

Many UN troop contributors recognize that the skills developed for war must now be supplemented with specific peacekeeping skills. It is increasingly understood that training programmes developed for the mid-to-high intensity combat operations envisaged throughout the Cold War need to be revised for UN peacekeeping.



Peacekeeping training has recently been described as a 'growth industry'. There are now 75 member states contributing troops and personnel to UN operations. As Sir Brian Urquhart, former UN Under-Secretary-General and a pioneer of peacekeeping tactics wrote, "existence of such a training centre for the countries of the Western hemisphere could be a great advantage at a time when there is going to be increasing demand for peacekeeping contingents from a far wider range of countries than hitherto." (Correspondence, August 28, 1991) A number of these countries have already expressed an interest in acquiring peacekeeping briefings and information on training from Canada. In the last several years the list includes Japan, Germany, Russia, Chile, Argentina, Nicaragua, France, Poland, Luxembourg, Czechoslovakia, Zimbabwe, Barbados, Trinidad and Tobago, Romania, Bulgaria, Cuba, and South Africa.

To date, the practice has been for several officers to take turns travelling to these countries to present short seminars overviewing DND's general philosophy on peacekeeping and how Canadian Forces mount, maintain, and prepare for missions. Whereas these peacekeeping briefings and seminars are popular among select Canadian officers, they provide only limited guidance to other UN troop contributors. Conversely, the approach taken by several UN member states with peacekeeping training centres is to provide foreign military personnel with direct access and the



opportunity to participate in their comprehensive training programmes. It is worth noting that in recent years, the foreign demand for access has exceeded the available space at these centres. [An overview of the Scandinavian Peacekeeping Training Programme and Training Centres is in Annex M.]

It should be understood, however, that there is little prospect of arranging direct United Nations funding for the development or operation of a Canadian or multinational peacekeeping training centre. Whereas the Department of National Defence should retain primary responsibility for Canada's defence training infrastructure and programmes, user fees could be charged to foreign clients. In this regard, there is a significant new prospect. As UN Under-Secretary-General for Peacekeeping Operations, Kofi Anan writes:

If we are to surmount the frustrations of delay, structure and scale, if we are to rise to the challenge which renewed interest and widened mandates present us, we will need the means to do so...The sheer size and complexity of peacekeeping operations makes it imperative to explore new avenues of cooperation with regional organizations such as NATO. (NATO Review, vol.41, no.5, October 93)

NATO

The new focus of the North Atlantic Treaty Organization (NATO) on peacekeeping has also prompted considerable interest in peacekeeping training. Within the past several months there have been numerous NATO initiatives to explore options for practical cooperation in joint peacekeeping training: the development of new courses, training materials, field programmes; and joint multinational peacekeeping training exercises. The alliance's North Atlantic Cooperation Council (NACC) is now planning large-scale training programmes and peacekeeping exercises.

Among the general conclusions of the recent NACC peacekeeping seminar in Denmark were that:

- a profound understanding of basic peacekeeping values is necessary to be able to cope appropriately with the challenges of any peace support operation;
- new and more complex operations require more military training than traditional peacekeeping missions;
- specific peacekeeping education and training is needed for all types of operations and all types of armies;
- a need exists for international cooperation on unit and joint training;
- cooperation must aim at common procedures to form the basis of national training;



- international cooperation on staff training is a necessity.
(NATO Press Release M-NACC-2 (93) 73, Annex III,
December 3, 1993)

NATO leaders recently declared that they would also work to assist participation of non-NATO partners in joint peacekeeping operations. To promote closer cooperation and interoperability they proposed peacekeeping field exercises beginning in 1994. (NATO Communique, M-1 (94) 3, January 11, 1994)

Over the past forty years, NATO members have devoted enormous military and financial resources to joint training, simulations, and exercises. Several allies are relatively new to peacekeeping and capable of paying for professional training. Regular UN troop contributors have an obligation as well as an opportunity in providing this service.

Canada has long had a Military Training and Assistance Programme (MTAP) which provides NATO members and others with the use of our defence training facilities and resources. For example, American paratroops, German tank crews and the air crews of various NATO allies have routinely trained at Canadian bases. The user fees accumulated through the MTAP have helped to cover the expenses of several defence training establishments. Once again, Canada has the opportunity to host joint multinational training and exercises.



Funding arrangements for this training could be negotiated through the MTAP to help defer the costs of operating and maintaining Canada's peacekeeping training centre at CFB Cornwallis.

As military experience has repeatedly demonstrated, if units and larger contingents are to work together effectively in joint or multinational operations they must occasionally train together. In a statement to the UN Special Committee on Peacekeeping Operations, Canadian Ambassador Frechette asked:

How do we forge large and cohesive field operations out of many diverse contingents with varying military traditions? We need to develop and then maintain uniform and high standards for these UN peacekeeping operations. The credibility of the United Nations and its effectiveness depend on it. The task is urgent. (New York, April 19, 1993)

Multinational training has the potential to provide numerous positive results. As the quality and technical competence of UN peacekeepers often varies, standardized training and exercises would help to encourage better communication, cooperation and cultural understanding. Aside from helping to develop the large cadre of professional peacekeepers necessary for the missions of the future, many regard joint training as the key to integrating national contingents into a unified peacekeeping force. The experience of working together in simulated operational settings would also provide both military and civilian contingents from various countries



with a clearer understanding of their respective roles and responsibilities. As the Honourable Barnett Danson, former Minister of National Defence wrote in 1991:

Accepting students and instructors from other countries could achieve two goals. Obviously, we would be equipping others to become peacekeepers, but we would also be educating participants about the merits of this special and beneficial intervention in a nation's affairs. Thus, they might well be instrumental in having their countries seek such a solution when threatened. At the very least they would be invaluable in helping our peacekeepers learn about the various cultures and political environments in which they might be called upon to serve. (Globe and Mail, June 5, 1991)

Other internationally recognized authorities with experience commanding UN operations support the development of a Canadian and multinational peacekeeping training centre as an asset to Canada and as a contribution to the United Nations and the international community. Several note, moreover, that Canada has the experience and the necessary resources, as well as an obligation, to share these with other UN contributors. As Major General Indar Jit Rikhye, former special advisor to the UN Secretary General, Commander UNEF II and Chief of Staff UNEF I writes, "such a training centre should not only be for Canadians who are invited to almost all of the missions, but for other countries especially those who lack the ability and resources to organize such a training establishment. I not only wish to endorse your project, but urge Canadians to support it." (Correspondence, August 30, 1991)



In summary, it is evident that there is United Nations support for the establishment of regional and national peacekeeping training centres -- preferably centres that facilitate cooperation between UN member states. It is also apparent that there is international demand for peacekeeping training as well as a potential opportunity to host multinational peacekeeping training programmes and exercises.

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. To ensure international demand, this training programme must be seen to be of the highest calibre and useful to other nations.