

SANDF PARTICIPATION IN UN PEACE SUPPORT OPERATIONS

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INTRODUCTION

The United Nations (UN) is the crisis manager of the world and despite the existence of other organisations like the OAU, SADC and ASAS, the UN will always be the higher authority who initiates and controls peace support operations across the globe.

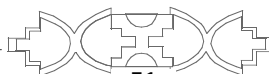
Ideally, persons other than soldiers should be used for peacekeeping, but since defence forces are appropriately organised and capable of carrying out such a task, they are often called upon for that purpose. It is therefore likely that the SANDF will be used by the Government in fulfilling its obligation towards peace support operations and the provision of assistance to the UN for such operations.

There are growing expectations that South Africa will play a more prominent role in economic, defence and security matters in the region and elsewhere. As a signatory to the UN Charter, South Africa is expected to contribute towards efforts of the United Nations to maintain peace and security. The UN has already indicated that the following South African competencies are high on the list of needs:

- Technological expertise, especially in the fields of fixed wing and helicopter air transport, medical evacuation and treatment of operations casualties, and field engineering, especially in mine-clearing (training and management) and the bridging of obstacles.
- South Africa's knowledge of Africa in terms of geo-demographic information and the collection, appreciation and dissemination of information capabilities.

MANDATE

Regarding the fulfilling of any obligation to participate in UN peace support operations, and the employment of the SANDF in this regard, section 227(1)(b) of the Constitution of the RSA (Act No. 200 of 1993) can be referred to which provides that "*[t]he National Defence Force may ... be employed - (b) for service in compliance with the international obligations of the Republic with regard to international bodies and other states.*"



This is echoed in section 3(2)(a) of the Defence Act (Act No. 44 of 1957), which provides that “[t]he South African Defence Force or any portion or member thereof may ... at any time be employed by the State President to be used by the executive military command of the South African Defence Force - on service in defence of the Republic ...”

“Service in defence of the Republic”, is defined in Section 1(1) of the Defence Act to include military service “... in connection with the discharge of the obligations of the Republic arising from any agreement between the Republic and any other state.”

In terms of Section 95 of the Defence Act, the legal obligation of members of the SANDF to serve beyond the borders of the country, is limited. Members can be required to serve beyond the borders “... in time of war ... against an enemy.” This implies that, although the SANDF may be employed for UN operations, its members *may not be compelled* to render such service, *but may voluntarily do so*. This situation may alter once the new Defence Act has been accepted by Parliament during this year.

SCOPE

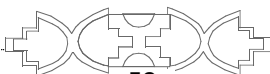
The paper covers the following:

- Causes of conflict - the African experience.
- Principles of peace support operations.
- Support roles of military forces (SANDF).
- The sequence of events before the SANDF participates in peace support operations.
- Factors to be considered by the SANDF in peace support operations, including prerequisites, external and internal factors.
- Initiation of involvement.
- Command and control.
- Logistics.
- Finance.

CAUSES OF CONFLICT - THE AFRICAN EXPERIENCE

Armed conflict is still a characteristic of sub-Saharan Africa and various factors have a continued influence on the internal and inter-state conflict potential and the employment of defence forces in the region. Important factors include:

- *Ethnic or religious identity*. In spite of the world becoming a global village through the availability of efficient communications and the speed of travel, people still cling to their identities, religions and ideals. These emphasise their individuality, distinctiveness and uniqueness. For people who feel that their identity is threatened by change, old alliances are more important than an unknown united ‘new world’. Religious fervour and nationalism are, according to the UN, the most powerful expressions of a people’s response to a perceived threat to their identity.
- *Nationalism*. The political redrawing of geographical boundaries can lead to conflict and bloodshed.

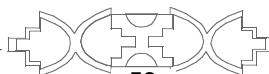


- *Scarcity of and competition for resources.* The rapid population growth, coupled with the scarcity of resources, can lead to conflict. According to the UN, more than a third of so-called third world countries' populations are under the age of fifteen years and in many of these countries, two-thirds of the nation are younger than thirty years. Many national economies simply cannot provide enough jobs or food for their poverty stricken populations. This often leads to large scale illegal emigration to more prosperous countries, creating the potential for future conflict. As water shortages increase in the Southern African region, competition for water among neighbouring countries could well cause military conflict. Severe droughts can also lead to internal suffering and ultimately to banditry, as manifested in Somalia.
- *Refugees and illegal immigrants.* Internal warring, as Rwanda and Burundi have illustrated, can create massive refugee problems. In a world increasingly 'internationalised' by communication, trade and travel, the displacement of people by wars, resulting in economic chaos and disease, can have large scale regional repercussions. Such conflict often spills across borders into neighbouring countries.
- *Illegal and modern fire-arms and the spread of modern weaponry.* The smuggling of illegal small arms leads to countless incidents of crime and could even fuel ethnic, religious and nationalistic conflict. In Southern African, the spread of illegal fire-arms is a cause of great concern for all governments.

PRINCIPLES OF PEACE SUPPORT OPERATIONS

The following principles have evolved from and been proven by past peace support operations of the UN, and will be adopted by the SANDF:

- The first priority is to attempt to negotiate a peace settlement. This is a task for politicians of the UN and the governments of participating countries.
- Intervention must take place before violence erupts.
- Peace and law enforcement actions must be directed against the violator and not against the whole society.
- Peace support operations must take place with the consent of the belligerent parties.
- Troops in peace support operations must use force only as a last resort and in self-defence.
- Troops deployed in peace support operations must be absolutely impartial.
- Foreign military and paramilitary personnel who are not sanctioned by the UN, as well as mercenaries, must be removed from the country or area where peace support operations are to be carried out.



- If intervention has to take place, it must occur with overwhelming power.
- Patience and tolerance are prime requisites in peace support operations.

SUPPORT ROLES FOR MILITARY FORCES (SANDF)

The role of the military, particularly the SANDF, is supportive and invariably involves the provision of logistics or the creation of secure conditions to conduct non-military operations such as election monitoring, humanitarian relief and repatriation of refugees. Generally speaking, military forces have played support roles in the following areas:

- Electoral support (by South Africa in Mozambique, late 1994).
- Humanitarian assistance (by South Africa in Rwanda, middle 1994).
- Mine-clearance (currently being managed by South Africa for the Mozambican Government).
- Observation and verification of agreements such as cease-fire and troop withdrawal.
- Preventive deployment.
- Demobilisation and arms control.
- Securing the delivery of humanitarian aid.
- Disarmament of paramilitary and irregular forces.

SEQUENCE OF EVENTS BEFORE PARTICIPATION IN PEACE SUPPORT OPERATIONS

The following is the probable sequence of events before the SANDF is to be involved in peace support operations:

- Accreditation to the UN or request by the UN for South Africa to be part of a multinational UN force.
- Parliamentary approval for SANDF involvement in UN peace support operations.
- Request to the SANDF by the Department of Foreign Affairs.
- All contracts with the UN and/or other countries to be finalised before deployment.
- Feasibility study by the SANDF, including reconnaissance of the operations area if possible, and concept planning.
- Training of key personnel in preparation for participation in larger scale operational deployments.
- Detailed planning to ensure that the SANDF contingent is well balanced and self-supporting.
- Deployment procedures including training and briefing by the UN briefing team.

It is of great importance that a feasible and authorised disengagement plan for the country's own troops must be in place before commencement of operations.



FACTORS TO BE CONSIDERED IN PEACE SUPPORT OPERATIONS AND THE PROVISION OF AID

Before SANDF forces become involved in peace support operations or providing aid to other states, the following *prerequisites* have to be considered:

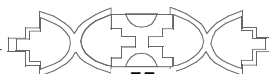
- *UN sanction or mandate*: The Security Council must have passed a UN Resolution to authorise a peace support operation, before the SANDF becomes involved.
- *A peace settlement* must be in place and agreed upon by the belligerent parties.
- All the *belligerent parties must agree* on SANDF deployment or the provision of humanitarian aid.
- SANDF deployment must not be to the disadvantage of the country and must be feasible and sustainable in the face of competing national and departmental demands.

Before a SANDF contingent becomes involved in peace support operations or providing aid to other states, the following *external factors* must be considered:

- *Ethnicity*: The risks involved in participating in operations where wars or conflict are fuelled by ethnic division will have to be clearly understood.
- *Administration of target countries*: The condition of the infrastructure, police and judicial services in a country will have a direct bearing on the type of the tasks allocated to foreign deployed forces.

The following *internal factors* will be considered and attended to before committing SANDF forces to peace support operations:

- The forces must be trained for specific operational needs.
- Liaison channels must exist with UN peacekeeping structures.
- A command and control system must be established.
- Marrying-up drills must be established with other peacekeeping forces in the region. These should include factors such as telecommunications, language, standardisation and combined doctrine and procedures.
- A disengagement plan for South African troops must be in place.
- Forces must be logistically supported by their own resources for approximately 28 weeks, after which support assured by the UN should be available.
- A time scale for the period of involvement must be clear and firm dates should be laid down in the contract.



- Internal planning and execution of operations must be compatible with UN doctrine.
- Channels of finances must be open and finalised in the contract to ensure that operations will be successful.
- Reconnaissance must be carried out in the area of operations before deployment.
- Support from the South African Medical Services (SAMS) for South African troops must be in place.

INITIATION OF INVOLVEMENT

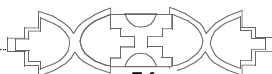
All requests for SANDF involvement in UN peace support operations and international agreements in that regard, will be directed through the Department of Foreign Affairs. The Defence Secretary is the nodal point for such requests and will initiate the necessary action within the SANDF. Additional agreements, e.g. a status-of-force agreement, will also be negotiated by the Department of Foreign Affairs in consultation with the SANDF. Of great importance is the fixing of a precise mandate for all UN forces involved in such operations and the provision of power to enable them to execute these functions properly.

COMMAND AND CONTROL DURING PEACE SUPPORT OPERATIONS

The Secretary-General is deemed to be the supreme commander in all UN peace support operations. He carries out this function through two subordinate organisations, namely the Office for Special Political Affairs (OSPA), responsible for the overall direction of all military involvement, and the Field Operations Division (FOD), that is responsible for all administrative and logistic matters.

In order to facilitate peace support operations or the provision of assistance in a particular country or area, a Civilian Executive will be appointed to exercise overall control over all UN involvement in that country or area. The UN will appoint a Force Commander (FC) who will exercise operational control over all national forces assigned to the UN peace force in a country or area. Such operational control excludes administration (including discipline) and logistic support, unless otherwise specifically agreed to prior to assignment. Similarly, a Chief Administrative Officer (CAO) will be appointed who will be responsible for specific aspects of administration and logistic support as assigned by the Secretary-General.

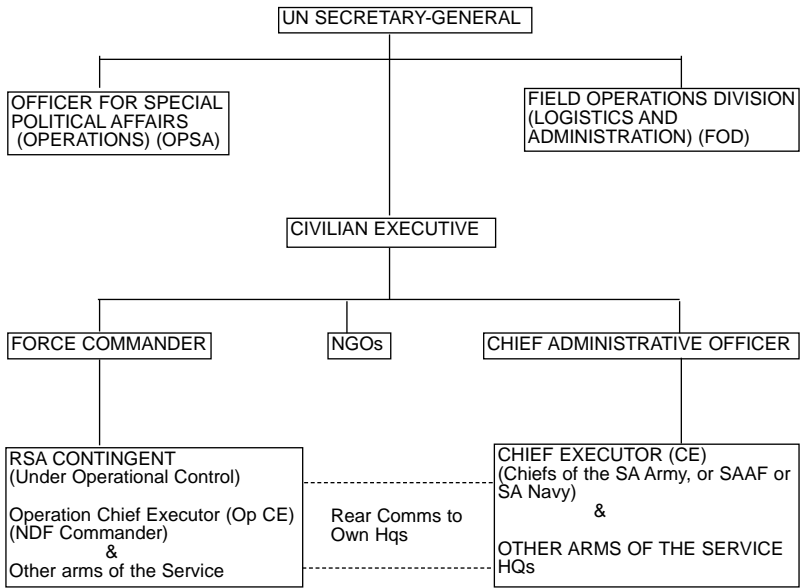
SANDF forces assigned to a UN peace force will conduct operations strictly in accordance with SANDF doctrine and procedures as laid down in appropriate Standing Orders. A Chief Executor (CE), usually one of the Chiefs of an arm of service, will be appointed by the Chief of the SANDF to co-ordinate participation in peace support operations. The CE will in turn appoint an Operation Chief Executor (Op CE), the SANDF Commander, who will be responsible for ensuring that assigned single-service SANDF elements operate



as an entity in support of such operations. The Commanders of the other single-service elements involved ensure that their operations support, complement and supplement the operations conducted by the Op CE and are compatible with the broad UN pattern of operations.

Ideally the UN Force Commander (FC) and the National Force Commanders and their staffs should form a combined headquarters (HQ). A Combined Operation Centre (COC) should be formed to act as a command and control agency for the FC and other National Commanders. If, however, the FC forms his own HQ without involving the other national Commanders, the SANDF component should form its own joint HQ. Provision must be made for SANDF personnel to serve on the staff of the FC, in particular operations, such as intelligence, logistics, media and medical. These staff officers will be required to keep the Op CE (SANDF Commander) and other single-service commanders fully informed on relevant matters affecting their forces.

Their Op CE (SANDF Commander) is responsible for submitting regular reports to the CE on the conduct of SANDF participation in peace support operations and on any incidents involving SANDF forces. Such reports are to be compiled in collaboration with the commanders of the other single-service elements involved. The CE is to keep Chief of Staff Operations fully informed who is, in turn, to brief the Chief of the SANDF and the Minister. The commanders of the other single-service elements involved are responsible for keeping their own HQ fully informed of their involvement in peace support operations.



Appropriate SANDF personnel from the single-service elements involved in peace support operations are to be assigned, as necessary, to UN logistic units to assist in the logistic support of the SANDF forces.

The diagram indicates a typical command and control system during SANDF involvement in UN peace support operations.

LOGISTICS

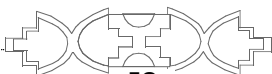
The following logistic aspects require co-ordination:

- A memorandum of agreement between South Africa and the UN to cover logistic support to UN peace support operations must be in place before operations commence.
- UN regulations must be studied prior to operations.
- Prior to deployment the SANDF must plan for reliance on their own resources for approximately 28 weeks. The SANDF logistic staff officers should be placed at the UN HQ in New York, as well as at the CE's HQ and UN logistic units in the field, prior to the deployment of an SANDF contingent for peace support operations.
- Standardisation of the equipment of national forces for peacekeeping roles.
- A procurement and maintenance policy and procedures for common equipment.
- Identification of sites and formulation of policy for the pre-positioning of stores and equipment near possible areas of conflict to facilitate the rapid deployment of forces.
- Security for own equipment, e.g. refuelling bladders and pumps, must be catered for or should be negotiated with other UN forces in cases where SANDF ground forces will not be deployed as part of the operation.

FINANCE

Participation in UN peace support operations in itself does not generate economic benefits for a member state. Experience of other UN member states in this regard has proved that the 'hidden costs' involved in such operations make exact budgeting extremely difficult.

- The Head of a traditional peacekeeping mission (either Chief Military Observer or Force Commander) is appointed and remunerated by the UN and Peacekeeping Operations. The other military members of a peace keeping force are paid by their respective governments. Observers (and certain members of an operation) receive a daily subsistence allowance from the UN, depending on the country of deployment. For participating troops, governments receive a flat reimbursement per person/month according to specific categories. Troops receive small direct allowances from the UN for personal effects, rations, a daily allowance and leave. The



UN also reimburses governments for use of contingent-owned equipment, at a rate of ten per cent per year.

- The Department of Foreign Affairs, through the Department of Finance, will have to finance peace support operations in cases of SANDF participation.

CONCLUSION

Peace support operations are the way the world community settles inter-state and intra-state conflict without resorting to war. By using a combination of political and military means, mainly preventive diplomacy and deployment, nations may resolve conflict peacefully and democratically. The SANDF is at an advanced stage of contingency planning and preparations.

