

PART 4: RECOMMENDATIONS OF THE 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.

Africa could develop its capacity for peace operations through improved sub-regional co-ordination and standardisation.

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.

There is an articulated need for sharing information regarding peace operations and lessons learnt, and for improved consultation and co-operation among OAU Member States.

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.