

Peace Support Operations

Commitment

“Therefore, we commit, consistent with our national laws, to... Work with interested parties, before the next Summit, to develop a transportation and logistics support arrangement, which will help provide countries with transportation to deploy to peace operations and logistics support to sustain units in the field. This kind of arrangement, which will take into account existing efforts, should address a key capabilities gap that often prevents timely intervention in crises.”

G8 Action Plan: Expanding Peace Support Operations in Africa

Background

The G8 commitment to the prevention and resolution of violent conflict in Africa is founded in the *Africa Action Plan* created at the 2002 Kananaskis summit, and was built upon at the 2003 Evian Summit with the *Joint Africa-G8 Action Plan to Enhance African Capabilities to undertake Peace Support Operations*. The G8 has committed to work with African counterparts to develop local capacities to undertake peace support operations, in accordance with the United Nations Charter, in an attempt to prevent outbreaks of violence, and to ensure that any violent conflict is quickly diffused. The *G8 Action Plan: Expanding Peace Support Operations in Africa* builds upon past efforts undertaken by the G8 and its African partners. The G8 recognizes the financial and logistical difficulties faced by many African nations when deploying troops and equipment internationally throughout the continent, therefore focus was placed upon building established frameworks for transportation and logistical support to ensure that the troops ready to prevent and diffuse conflict in Africa can promptly arrive where they are needed, and are properly equipped to undertake peace support operations. The G8 maintains a long term goal to train 75,000 African peacekeepers by 2010.

Assessment

Country	Non-Compliance -1	Work in Progress 0	Full Compliance +1
Canada			1
France			1
Germany			1
Italy			1
Japan	-1		
Russia		0	
United Kingdom			1
United States			1
European Union			1
Overall: 0.67			

Individual Country Compliance Breakdown

1. Canada: +1

Canada has demonstrated a high level of compliance to its peacekeeping commitments in Africa, concentrating investments in African Union missions with particular emphasis on the Sudanese conflict. At the United Nations (UN) General Assembly on September 22, Canadian Prime Minister Paul Martin professed the country's interest in enhancing African Union's (AU) capabilities in Sudan, offering a contribution of \$20 million (CAD) to African Union peacekeeping operations.¹⁰⁶² Earlier in September, Minister of National Defence Bill Graham announced a donation of \$250 000 (CAD) to the AU in basic army supplies, consisting in body armour, helmets, flashlights, protective insect nets, cots, and pocket knives.¹⁰⁶³ A similar contribution of basic army supplies totalling \$1.165 million (CAD) to AU forces was made by the Department of National Defense later in the year.¹⁰⁶⁴ Furthermore, the Canadian Minister responsible for *La Francophonie*, Jacques Saada, announced last January in his visit to Tunisia a contribution of \$100 000 (CAD) for the purchase of 30 mine detectors in support of Tunisia's demining program.¹⁰⁶⁵

Canada has continued to assist the AU mission in Sudan by providing helicopter support as well as expertise in military planning.¹⁰⁶⁶ This has included close to \$2 million (CAD) to charter 5 helicopters in Darfur as announced on 21 October 2004.¹⁰⁶⁷ As of November, the helicopters, currently based in Al Fasher, Kabkabiya and Al Geneina, have transported supplies and over 330 UN officials, humanitarian workers and new AU observers from Nigeria, Rwanda, Egypt, Gambia and Ghana. These helicopters have been used in transportation of supplies and personnel across the region. Canada also announced the availability of 15 more helicopters for January and an additional 3 for March 2005,¹⁰⁶⁸ representing an additional investment of \$13.4 million (CAD) to the AU.

In May and June of 2005, Canada's contribution to the transportation and logistics needs of the AU Mission in Sudan increased. Namely Canada announced on 13 June 2005 that it would send up to 100 surplus armoured vehicles to the AU in Sudan or help maintain donated personnel carriers already in use there. "Canada is considering a number of options regarding armoured vehicles in Sudan. Those options are a response to a request from the African Union," said Canadian foreign affairs spokesperson Andrew Hannan. The 100 Grizzly armoured personnel carriers under consideration would be used by the 7,500 AU troops already stationed in the Darfur region. About 50 Canadian soldiers would give African soldiers lessons in a neighboring country in how to drive and maintain them. These will be part of the 100 military experts Canada promised to send to support African Union peacekeepers in the troubled Darfur region as of May 2005.¹⁰⁶⁹

With the release of the International Policy Statement in April,¹⁰⁷⁰ Canada has demonstrated an increasing willingness to provide support to the resolution of African conflicts. Incorporated in the new budget for 2005, an investment of \$100 million (CAD) during a period of 5 years will be directed to the Global Peace and Security Fund. This fund will support the establishment of the Stabilization and Reconstruction Task Force (START) to provide rapid reaction capacity for crisis response with a focus on human security and assistance to peacekeeping in Africa. Part of the fund for this year, an amount of \$20 million (CAD), will assist the peace support operations

conducted by the AU.¹⁰⁷¹ Additionally, 31 Canadian Forces personnel were contributed to the newly established UN Mission in Sudan (UNMIS).¹⁰⁷²

Canada is also poised to make a greater contribution of logistical support to AU peace support operations through NATO. On 9 June 2005, NATO defense ministers, including Canada, agreed that both NATO and the EU would aid the AU through a massive airlift of AU peacekeepers into the Darfur — a doubling of the AU's numbers there. Nevertheless, according to early reports, Canada has not yet been requested to participate in a substantial way in this operation.¹⁰⁷³

2. France: +1

On June 16, 2004, shortly after the conclusion of the Sea Island Summit, Hervé Ladsous, a spokesman for the French Foreign Ministry, reaffirmed France's commitment to supporting peace operations in Africa.¹⁰⁷⁴ Despite this stated commitment to the issue, France has done little to facilitate improvements concerning transportation and logistical arrangements for peace support operations in Africa. France's primary contribution to its commitment has been its continued support for the existing ReCAMP (Reinforcement of African Peacekeeping Capacities) programme. Created in 1997, ReCAMP provides African military personnel training in French military academies in both France and Africa. At the end of the fourth cycle (ReCAMP) held in Benin in February 2005, the Economic Community of the States of West Africa (CEDEAO) held a Conference to discuss experience and feedback of the training programme (RETEX). At the Conference, Pierre-André Wiltzer, France's High Representative for the security and prevention of conflicts, expressed France's continued support of ReCAMP's primary goal of developing the military capacity of African military forces.¹⁰⁷⁵ Mr. Wiltzer failed to specify in which manner the support would follow, however, and merely stated that the activities for the fifth cycle of ReCAMP have yet to be defined.¹⁰⁷⁶

Notably, ReCAMP has established equipment storage depots on three African bases (Dakar in February 1998, Libreville in January 2000, and Djibouti in June 2001).¹⁰⁷⁷ Although each of these depots house 9 armoured vehicles, 67 trucks (35 two-axle and 32 three-axle), 3 ambulances, and 3 repair vehicles which may be used by African troops for operations approved by the UN or the AU, these depots were created long before the Sea Island Summit.¹⁰⁷⁸ As a result, while France continues to provide annual support to ReCAMP this cannot be construed as new initiatives that would be evidence of full compliance.

Nevertheless, France has shown its support for the Sea Island commitment through its very recent commitment made at the NATO Defense Ministerial on 9 June 2005. At this meeting, NATO defense ministers, including France, agreed that both NATO and the EU would aid the AU through a massive airlift of AU peacekeepers into the Darfur — a doubling of the AU's numbers there. Currently, France has committed to being a component of the EU's operations and will ferry peacekeepers from Senegal to the Darfur region.¹⁰⁷⁹

3. Germany: +1

Germany has demonstrated an adequate level of compliance to its commitment transportation and logistical support for African peace support operations. Germany has focused the majority of its relevant activities on the situation in Sudan. Germany has supported the African Union's

peace support mission in Sudan through the provision of communication equipment,¹⁰⁸⁰ particularly through its financing of satellite telephones, radios and other communication equipment at a cost of roughly €100,000 to facilitate the supervision of the cease-fire agreement.¹⁰⁸¹ The German government has also supplied a further €1 million to the AU for mission headquarters, outposts, and for the transportation of observers and materials.¹⁰⁸² In December 2004, Germany began providing transport for AU ceasefire observers consisting of roughly 200 Gambian soldiers, 60-70 German soldiers, and 12 tonnes of equipment from the Gambian capital Banjul to Darfur, with a stopover in Chad.¹⁰⁸³ This commitment is an aspect of the decision taken by the German Parliament on December 3 to provide upwards of 200 troops to assist in the transport of AU forces.¹⁰⁸⁴ The German parliament approved the deployment of 50-75 German military observers in April 2005. Monitored by the United Nations Mission in Sudan (UNMIS), and at a cost of €1,300 000, this commitment is approved for an initial period of six months, however it could last up to 6 _ years.¹⁰⁸⁵

Other initiatives taken include \$4.5 million (USD) to support the Kofi Annan Peace Keeping Training Centre in Ghana and Germany is also among the contributor's of €12 million presented as part of the EU Peace Facility for Africa.¹⁰⁸⁶ It should be noted that this is an ad hoc arrangement and a more institutionalized transportation and logistics arrangement would be desirable by the time of the 2005 G8 Gleneagles Summit in July.

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4. Italy: +1

Italy has demonstrated compliance with the commitment it made concerning peace support operations very late in the compliance cycle, nevertheless, it has succeeded in providing African peacekeepers with both logistical and transportation assistance.

Italy has continued to contribute to improving logistical support arrangements through funding and operating a workshop at the UN Logistical Support Base in Brindisi November 8-26.¹⁰⁸⁸ A group of mid to high ranking African officers were educated about various aspects of peace support operations at this event. Specifically, a module was presented by the Scuola di Applicazione and the Brigata Alpina Taurinense of the Italian Armed Forces to these field grade officers in an effort to introduce them to the military planning exercise (MAPEX) This training educated the officers in operational planning procedures and provided valuable training in the utilization of logistical equipment used in UN peace support operations.¹⁰⁸⁹ Italy has also provided a facility in Vicenza for the Center of Excellence for Stability Police Units, which is shared with the newly established European Gendarme Force headquarters. The Center of Excellence is on track to begin offering classes in 2005 in an effort to realize the goal to train 3000 officers and non-commissioned officers in a period of five or six years. The Center is purposed to “provide interoperability training for military contingents that will interact with

stability police units during peace support operations.”¹⁰⁹⁰ Italy has also made financial contributions to the Kofi Annan International Peacekeeping Training Centre.¹⁰⁹¹

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5. Japan: -1

Since June 2004, Japan has taken steps to comply with the commitment set out at the 2004 Sea Island Summit, however, its actions have been insufficient to fulfill the commitment. In 2004 the Japanese Ministry of Foreign Affairs, the Japanese Office of the United Nations High Commissioner for Refugees and Japanese NGOs conducted a joint survey mission in eastern Chad to assess the humanitarian situation of Sudanese refugees. The joint survey reiterated the need for increased transport capacity on both land and air routes for a more efficient procurement of aid, however, no concrete action has been taken by the Japanese government.¹⁰⁹³ According to the “Elaborations on Japanese Prime Minister Koizumi’s Speech at the Asian-African Summit”, Japan is currently undergoing consultations with the UN to donate an estimated \$2 million (USD) of equipment to African troops participating in the United Nations Mission in Sudan. This equipment will include trucks, 4 x 4 vehicles and land mine detectors, among others.¹⁰⁹⁴ However, whether this deal will actually materialize remains to be seen and this commitment has not been reiterated in any other document. In the meantime, Japan’s commitments to improve transport and logistics capacities in the African region will remain unfulfilled.

6. Russia: 0

Russia has presented an unsatisfactory level of compliance to its commitments due to lack of investments in logistic and transportation support to peacekeeping missions in Africa. Furthermore, Russia was involved in a controversial sale of MiG-29 aircrafts to the Sudanese government¹⁰⁹⁵ which has been accused of arming local militias involved in ethnic cleansing/genocide in the western province of Darfur. The Russian government denies any association between the delivery of the planes and the conflict in Sudan.¹⁰⁹⁶ However, Russia has been constantly involved in African conflicts, largely as a result of its permanent seat in the UN Security Council. In this capacity,¹⁰⁹⁷ Russia has contributed in the negotiation of peace settlements, determination of mandates of peacekeeping operations and post-conflict reconstruction. The country also maintains 230 servicemen and security men as part of UN peacekeeping operations in Burundi, the Democratic Republic of Congo, Western Sahara, Cote d’Ivoire, Liberia, Sierra Leone, Ethiopia and Eritrea. The country has been involved in direct communication with the Sudanese government in order to coordinate peacekeeping operations in the country.¹⁰⁹⁸ Russia plans to send 50 military observers and 20 civilian police officers to join the UN Mission in Sudan (UNMIS). Moreover, Russian participation includes the training of African peacekeepers and their transportation.¹⁰⁹⁹

Russian officials have held several meetings with African leaders, including senior representatives from Angola, Ethiopia, Nigeria, Cote d'Ivoire and Liberia and participated in the inaugural session of the AU Peace and Security Council in Addis Ababa.¹¹⁰⁰ In addition, foreign-aid and client-state relationships that date back to the Soviet-era have allowed Russia to maintain connections and exude influence over organizations such as ECOWAS¹¹⁰¹ and countries like Sudan,¹¹⁰² Somalia,¹¹⁰³ Ethiopia¹¹⁰⁴ and Burundi.¹¹⁰⁵ There has been no overt Russian assistance to these countries to improve their transportation or logistics capabilities related to peace support operations.

While Ghana acquired four Russian Mi-17 helicopters to be utilized by its Armed Forces for peacekeeping operations, the transaction is representative of a formal commercial negotiation. Whether or not this can be construed as being in the spirit to the commitment to offer support is questionable but it is sufficient to raise Russia's compliance score to a work in progress. In addition, Moscow indicated that Ghanaian pilots, flight engineers and technicians would be trained in Russia as a part of the contract. The contract also guarantees on-the-job maintenance training to Ghanaian staff which will ensure technology transfer thus increasing evidence of Russia's compliance.¹¹⁰⁶

7. United Kingdom: +1

The actions undertaken by the UK since the Sea Island Summit have demonstrated a clear commitment to improving the ability of African troops to execute peace support operations to diffuse crises throughout the continent. The UK has undertaken both ad hoc and institutional approaches to help provide transportation and logistical support to peace support operations in Africa, however, it continues to focus resources on training. In addition to its continued support of the African Union's (AU) African Standby Force (ASF), the UK is participating in a number of regional bodies to help facilitate peace support operations. These include the seconding of a UK military officer to the Economic Community of West African States (ECOWAS), as well as the continued assistance provided by the British Peace Support Team in Nairobi (established in 2000) that helps with planning, training, and structure in the creation of the East African Standby Brigade (EASBRIG).¹¹⁰⁷ The EASBRIG is working in conjunction with the UK supported Intergovernmental Authority on Development (IGAD).¹¹⁰⁸ Furthermore, the UK is a supporter of the West African Standby Brigade (WASBRIG) through the funding it provides to the Kofi Annan International Peacekeeping and Training Centre.¹¹⁰⁹

In January 2005 the UK gave £275 000 to the Mozambique Military Training Academy to help facilitate the training of military officers, including preparations for peace support operations.¹¹¹⁰ The UK has also allocated £60 million for its cross- government African Conflict Prevention Pool, established in 2001.¹¹¹¹ As well, £700 000 from the Conflict Prevention Pool was pledged to the Kofi Annan International Peacekeeping and Training Centre in Ghana in 2004.¹¹¹² Specifically, the UK has provided a variety of direct transportation and logistical support to assist the AU in alleviating the crisis in Sudan. In August 2004 the UK financed the airlift of 140 Nigerian troops, including ration packs, into the Darfur region.¹¹¹³ The UK also undertook an airlift operation, concluding in December 2004, which moved 131 Toyota 4x4 Land Cruisers and 12 three tonne trucks into the region to support the AU's peace support mission in Darfur.¹¹¹⁴ 2004 also saw the decision to extend the UK-led International Military Advisory and Training Team (Sierra Leone) (IMATT(SL)) to at least 2010.¹¹¹⁵ The goal of the IMATT(SL) is to help

turn the Sierra Leone Armed Forces (RSLAF) into a capable armed force. Currently, the IMATT(SL) comprises 98 UK personnel, however, this is planned to drop to 25 towards the end of the commitment.¹¹¹⁶

On 9 June 2005, at the NATO Defense Ministerial, NATO defense ministers, including the UK, agreed that both NATO and the EU would aid the AU through a massive airlift of AU peacekeepers into the Darfur — a doubling of the AU’s numbers in the region. Nevertheless, according to early reports, the UK has not yet been requested to participate in a substantial way in this operation.¹¹¹⁷

8. United States: +1

The United States has demonstrated significant compliance to its commitment concerning the provision of transportation and logistical support to peace support activities in Africa. During his speech to the United Nations General Assembly on September 21, 2004, President Bush reiterated his country’s dedication towards “[creating] permanent capabilities to respond to future crises”¹¹¹⁸ in the African region. An example of this dedication is the legislation passed in October 2004 by the US Senate. The FY 2005 Foreign Appropriations Bill (S. 2812), as dictated in the accompanying Senate Appropriations Committee report (S.Rept. 108-346), allows for the transfer of funds from the US Department of Defense to the State Department for the Global Peace Operations Initiative (GPOI), in the amount of (up to) \$80 million.¹¹¹⁹ On November 20, 2004, the House-Senate Conference Committee approved the FY 2005 Foreign Appropriations Conference Report as part of the FY 2005 Omnibus Appropriations Conference Report, including the \$80 million provision for the GPOI if the Department of Defense so chooses.¹¹²⁰ It only remains for the Department of Defense, “which supports the provision, to transfer the funds to State.”¹¹²¹ Furthermore, the President’s FY 2006 Budget Request allocates \$114 million for the second year of the Global Peace Operations Initiative.¹¹²²

The US also took action in the field; in late October, the US cleared a battlefield area for an airstrip at Rumbek in Southern Sudan, “an important transit point for food, medicine and other critical items en route to needy populations in southern Sudan”¹¹²³ to accommodate larger transport aircraft.¹¹²⁴ Subsequently, the US supplied two Air Force C-130 aircraft to the Expanded African Union mission in Sudan to transport equipment and African troops, primarily from Rwanda and Nigeria, to the Darfur region over the course of two weeks, starting October 28.¹¹²⁵ The US appears to be planning to fulfill the commitment made to improving transportation and logistics of peace support operations at the Sea Island summit.

The United States has shown its support for the Sea Island commitment through its very recent commitment made at the NATO Defense Ministerial on 9 June 2005. At this meeting, NATO defense ministers, including the US, agreed that both NATO and the EU would aid the AU through a massive airlift of AU peacekeepers into the Darfur — a doubling of the AU’s numbers there. Currently, France has committed to being a component of NATO’s operations and will ferry peacekeepers from Nigeria and Rwanda to the Darfur region.¹¹²⁶

9. European Union: +1

The EU has demonstrated compliance in commitment to support peace keeping capacity in Africa since the Sea Island summit. One week after the Sea Island meetings the EU issued a joint declaration with the UN on military co-operation. In the joint statement, it was agreed that a complimentary role was envisioned for the EU in the form of a “clearinghouse,” where Member States could exchange information on their contributions to a given UN operation and...coordinate these national contributions. This would be of particular relevance for...UN enabling capabilities.”¹¹²⁷ Since April 2004, when the European Union (EU) initially pledged €250 million to establish the Peace Facility for Africa, the EU has increased its support for the African Union’s (AU) efforts in Darfur.¹¹²⁸ At the Africa-Europe dialogue, held at Addis Ababa from December 2-4, 2004, the “AU expressed gratitude for the vital support and cooperation provided by the EU...particularly, for the funding under the Peace Facility as well as the financial, logistical and expert support.”¹¹²⁹ To reaffirm its commitment to the AU’s Peace and Security department and to further strengthen the capacity of the AU, the EU granted another €12 million from the African Peace Facility.¹¹³⁰

As such, the EU’s primary contribution to the commitment is its financial support for the operations of the African Peace Facility, as acknowledged in the *Our Common Interest: Report of the Commission for Africa*, released in March 2005.¹¹³¹ Following the *Report* on April 4, 2005, the EU along with the AU, G8 member countries and other partners in African peace initiatives, issued a Communiqué on the results of a consultation on enhancing peace and security in Africa. In the Communiqué, the EU agreed to continue to work with AU partners on implementing the “Roadmap for the Operationalisation of the African Stand-by Force”, initially adopted by the AU in March 2005.¹¹³² In particular, the EU also stated that one of the areas which required the most development is logistical support. Furthermore, the EU, along with other partners, proposed a ‘mind clearing’ meeting, in which the logistic experts would gather to discuss the further implementation of the transport and logistic requirements of the EU’s African Stand-by Force.¹¹³³

On 9 June 2005, however, the EU dramatically increased its commitment to providing transportation support for African peacekeepers. At the NATO Defense Ministerial in Brussels on 9 June 2005, it was agreed that the EU and NATO would launch a joint operation for a massive airlift of AU peacekeepers into the Darfur — a doubling of the AU’s numbers in the region. France, Italy and Germany would all ferry troops from various African states including likely Senegal, Ethiopia and South Africa to the Darfur region. The US would conduct similar operations for peacekeepers from Rwanda and Nigeria under a NATO command structure.¹¹³⁴

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