

# HARNESSING THE LOGISTICS OF PEACEKEEPING OPERATIONS



BY  
*Henry N. Yurkusi*

A THESIS PRESENTED IN PARTIAL COMPLETION OF THE REQUIREMENTS OF  
The Certificate-of-Training in United Nations Peace Support Operations



Peace Operations Training Institute®

# **HARNESSING THE LOGISTICS OF PEACEKEEPING OPERATIONS**

**BY**

**SQUADRON LEADER HENRY N YURKUSI  
NIGERIAN AIR FORCE**

**A THESIS SUBMITTED TO THE UNITED NATIONS INSTITUTE  
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## **DEDICATION**

This work is dedicated to my late cousin Mr Ismael Aaron Yurkusi, who died in active service of his fatherland during the Nigerian graduate's programme of the National Youth Service Corps (NYSC) and to all those who laid their lives in the course of ensuring peace all over the world.

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I plead with those whose names could not be stated here to bear with me. They should note that without their immense contributions this work

would not have been possible. Finally, I give all glory, honour and praise to God for this wonderful opportunity.

## **CERTIFICATION**

This is to certify that this work was carried out by Henry N. YURKUSI under my supervision.

Thesis Advisor

Commodore Darius F. Onimole,rt.  
FSS, MSS, DSS, fellow of war college(fwc), psc(+)  
M.Sc Political Science(Strategic Studies)-Univ of Ibadan.

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## **LIST OF ABBREVIATIONS**

1. UN - United Nations
2. DPKO - Department of Peace Keeping Operations
3. SHIRBRIG - Stand by High Readiness Brigade
4. DDR - Disarmament Demobilization and Re-Integration
5. COTIPSO - Certificate of Training in Peace Support Operation
6. ISS - Integrated Support Services
7. MAPEX - Military Planning Exercise
8. KAIPTC - Kofi Anan International Peacekeeping Training Centre
9. USD - United States Dollars
10. CAD - Canadian Dollars
11. UNMIS - United Nations Mission in Sudan
12. AMIS - African Mission in Sudan
13. ECOWAS - Economic Community of West African States
14. ECOMOG - ECOWAS Monitoring Group
15. UNOCI - United Nations Operation in Cot d'Ivoire
16. MINUSTAH - United Nations Stabilization Mission in Haiti
17. MONUC - United Nations Peacekeeping Mission in Congo
18. UNAMI - United Nations Mission in Iraq



- 19. UNOE - United Nations Owned Equipment
- 20. COE - Contingent Owned Equipment
- 21. TCC - Troop Contributing Country
- 22. CAO - Chief Administrative Officer
- 23. LOA - Letters of Assist
- 24. UNSAS - United Nations Standby Arrangement System
- 25. CSS - Combat Service Support
- 26. NGO - Non Governmental Organization
- 27. IDP - Internally Displaced Persons
- 28. MILOB - Military Observer
- 29. MSA - Mission Subsistence Allowance
- 30. ONUB - United Nations Operation in Burundi
- 31. SMO - Senior Military Observer
- 32. MOP - Movement of Personnel
- 33. IRC - International Rescue Committee
- 34. GTZ - Gesellschaft fur Technische Zusammenarbeit
- 35. ACCORD - African Centre for the Constructive Resolution of Disputes
  
- 36. COO - Chief Operations Officer
- 37. AOR - Area of Responsibility
- 38. CTO - Compulsory Time Off
- 39. ASF - African Standby Force
- 40. ACOTA - African Contingency Operation Training and Assistance
- 41. BPST - British Peace Support Training  
Reinforcement de Capacities Africaines de Maintien de la
- 42. RECAMP - Paix
- 43. REC - Regional Economic Communities

## **EXECUTIVE SUMMARY**

Peacekeeping has witnessed a tremendous increase and a significant change in the recent past in its nature, intensity and complexity. It has been characterized by multidisciplinary operations encompassing a wide range of activities that would enhance peace. The apparent increase in number and size of peacekeeping operations could be an indication of a greater willingness by the international community to resolve conflicts generally, especially at regional levels. However, this has presented significant problems to the UN in terms of supporting, manning and funding these sporadic operations. How can the United Nations overcome these problems? The UN and the Troop Contributing Countries (TCCs) require tremendous support from corporate organizations, member states and individuals, among others, to enable it effectively support these operations.

The G8 countries have demonstrated their support to the UN by making voluntary donations to the World Body in terms of equipment, funds, air and sea lifts to support its logistic requirements, in addition to their mandatory contributions to the organization. The UN has taken steps towards addressing the problems of effective logistics, capacity building and preparedness for peacekeeping operations by establishing the standby arrangement systems like the SHIRBRIG and regional standby arrangement systems such as the African Standby Force (ASF) for the integration and coordination of logistics planning for efficient and economical use of resources. TCCs must therefore endeavor to train their personnel in UN procedures and management of equipment in the mission area in order to enhance their capacity and readiness for peacekeeping operations. Equally important is the need to

educate the locals on peace support operations and UN system and procedures.

To consolidate the peace that has been achieved in conflict ridden areas 'Mission Area' clearance which is an activity of concluding a mission, must be carried out. It is a very important aspect of a peacekeeping operation, and also a peace building activity. Many children in former conflict ridden areas have been maimed by unexploded ordinances, because mission area clearance was not carried out or was not properly carried out. Since mission area clearance is a long term activity, there should be continuity even after the peacekeeping force withdraws. A civilian contractor could be employed to carry out this very important task to allow the local populace to go about their normal duties. Alternatively, some selected locals could be trained to continue the activity of area clearance after the departure of the force. This option is more preferable as it reduces the cost and logistics required for the job. Furthermore it has a long lasting effect, sense of belonging and continuity on the community. Additionally, human rights component should continue to provide peace education in conflict ridden areas and also train alongside a few selected people from the local populace who would continue educating the affected belligerents on the need to sustain peace after the withdrawal of the force.



# **HARNESSING THE LOGISTICS OF PEACEKEEPING OPERATIONS**

## **CHAPTER ONE**

### **1.0 INTRODUCTION**

Throughout the history of mankind, wars have been won through logistics strengths and capabilities or lost through the lack of them. As it is well known, logistics played a major role in the First and Second World Wars. The Allied Forces invasion of Europe was a highly skilled exercise in logistics, as was the defeat of General Rommel in the North African desert. This great German General, better known as the 'Desert Fox' asserted that before the fighting proper, the battles were won or lost by quartermasters.

Well before the World Wars, it has been argued that the defeat of the British in the American War of Independence can largely be attributed to logistics failure. The British Army in America depended almost entirely upon Britain for supplies. At the height of the war there were 12,000 troops overseas and for the most part, they had not only to be equipped, but fed from the English homeland. In the first 6 years of the war, the administration of these vital supplies was totally inadequate, affecting the course of operations and the moral of troops. An organization capable of supplying the army was not developed until 1781 and by

then it was too late. How then can this critical element of any operational activity be best described?

Logistics is the organization of moving, lodging, and supplying troops and equipment - the detailed organization and implantation of a plan or operation. In its most fundamental sense, logistics is the art of transporting, housing, supplying and providing technical support to military troops. However, in the context of United Nations (UN) operations, logistics covers all aspects of the needs and physical support for missions to be carried out. This covers finances, supplies, transportation, technical support and housing needs, as well as administrative, communications, engineering and aviation services.

In the recent past, UN peacekeeping operations have changed significantly in its nature, intensity and complexity. It has been characterized by multidisciplinary operations encompassing a wide range of elements to enhance peace. These include the supervision of cease-fire agreements, regrouping and demobilization of armed forces, destruction of weapons surrendered in disarmament exercises, and reintegration of former combatants into civilian life. Others include, but are not limited to facilitating the return of refugees, displaced persons, provision of humanitarian assistance, judicial and electoral reforms, rehabilitation and reconstruction, amongst others. But the World Body has had to cope with strident accusations of having taken on too many missions, for example, increasing from five in 1988 to seventeen in 1994, with a concomitant eightfold increase in blue-helmeted troops from 9,570 to about 73,393 and an exponential soaring in peace operations budget from \$230 million to \$3.6 billion.

These have presented significant problems to the UN in terms of supporting, manning and funding of these operations.

Peacekeeping operations will usually involve a mix of formed forces and ad hoc units, individual observers and groups from nations or non governmental organizations. The mix to be supported may include civilians and civil police as well as military personnel who may be called upon to perform political, humanitarian, security, disaster relief and liaison tasks in conjunction with the basic peacekeeping missions. However, it is important to bear in mind the type of assignment when planning for a peacekeeping operation. This is particularly important in terms of determining the required logistics for the particular mission, where support to the force will originate and who has the responsibility of sustaining the force.

UN missions vary in size from small group of observers, to a combined operation of land, sea or air, involving tens of thousands of personnel. Logistics support has therefore been conceptualized to be tailored according to the task required, space and time considerations, manpower, materiel, environment, climate, on site infrastructure and availability of resources. In carrying out the logistics functions of a peacekeeping operation, there is the need for the integration and coordination of the various types and sources of logistics support which covers all the needs of member states of the mission, be they military personnel, police or UN civilian staff provided by the governments. Coordinated planning is an essential aspect of logistics support to peacekeeping operations, because it is the means by which resources are efficiently and economically used

to successfully manage these operations. Logistics personnel therefore have the responsibility to coordinate the diverse needs and interests at the mission site with those of the contributing nations, as well as with personnel at the UN secretariat in New York.

As part of its effort towards ensuring an effective logistics support, the United Nations system, through its Department of Peacekeeping Operations (DPKO) has placed great emphasis on measures to improve the ability of its peacemaking organs to respond quickly to international crisis and to deploy for missions rapidly. A number of different initiatives all aimed at increasing the speed with which a peacekeeping mission can 'hit the ground' following a Security Council Resolution were initiated. To this end, the UN has been developing a valuable network of early warning systems concerning environmental threats, the risk of nuclear accident, natural disasters, mass movements of populations, the threats of famine and the spread of diseases. The essential need was to strengthen arrangements in such a manner that information from these sources could be synthesized with political indicators to assess whether a threat to peace exists and to analyze what action might be taken by the World Body to alleviate it. A recent and most purposeful initiative involved the setting up of a Standby High Readiness Brigade (SHIRBRIG), a multilateral initiative which emerged under the impetus of the Nordic countries; with about 4,000 to 5,000 troops already committed. The Secretary-General noted at the launch of the planning element of SHIRBRIG that the international community should thus be able to intervene swiftly and effectively in crises situations. In the short term, the rapid deployment of a peacekeeping operation



can prevent enormous agony of innocent citizens in a crisis area; therefore, the establishment of SHIRBRIG is a welcomed idea. SHIRBRIG focuses on operational coordination to achieve the highest possible level of intra-operability and works towards developing common procedures, training standards, operational and logistic concepts.

There are other Standby Arrangement Systems under the auspices of the UN which dates back to 1994, for which so far nearly 70 countries have identified 88,000 troops, thereby greatly enhancing DPKO's capacity to plan a potential mission. A major component of the system is that member states identify which type and how many troops and equipment would be made available for peacekeeping. Their deployment by Member States would still be subject to national political decisions. DPKO has created a database of the potential troops and services which may be made available by Member States of SHIRBRIG, which would greatly alleviate the logistical problems of the past. Indeed, DPKO now has at least some idea of the equipment, services and troops available and has a realistic idea of what can be accomplished on the ground before ever setting up the logistics base or cell, in the mission area. However, in as much as peacekeeping operations involve multinational forces, there is the need to develop an integrated logistics arrangement and coordination among participating nations and the UN. Such coordination like that of SHIRBRIG and the standby arrangement systems would greatly enhance the overall effectiveness of logistics efforts of a peacekeeping operation.

**1.1 Statement of the Problem.** Following the end of the Cold War in 1990, a profusion of intra-national threats flared up in utter disappointment of

pacifists world-wide. These new threats in which non governmental parties, warlords, rebellious factions, ethnic leaders, thugs and so on were usually involved, often proved far harder to resolve than regional conflicts between states. Thus, the last decade of this century has seen larger, more complex UN peacekeeping missions, than in the previous 5 decades of the organization's existence, which has presented significant problems to the UN in supporting, manning and funding of these operations. There is therefore an urgent need for a well coordinated logistics support, as well as availability of some calculated contingency supplies of anticipated logistic requirements. For this reason, it is of utmost necessity to establish more early warning indicators of carefully assessed potential conflict areas and/or rapidly deteriorating environmental threats, both at different regional levels of the world as well as within the DPKO at the UN. This is with the obvious objective of facilitating rapid response to these emergencies - since their contingencies would have been fairly assessed - thus greatly enhancing the successful conduct of both peacekeeping and humanitarian assistance operations.

**1.2 Objective of the Study.** The objective of this study is to examine the trend of peacekeeping in the decades following the end of the Cold War and to stress the importance of adequate funding as well as careful marriage of highly articulated strategic planning of UN operations to meet the challenges of the complex nature of contemporary conflict resolution in recent times. This may involve conduct of elections in post-conflict environments, Disarmament, Demobilization and Re-integration (DDR) and the provision of humanitarian services in disaster areas, amongst others.

**1.3 Justification of the Study.** This study is relevant as it could generally serve as a reference material for logistics personnel of peacekeeping operations. It is equally useful for urgent intervention in disaster relief, due to the prevailing change in climate which have sometimes led to natural disasters such as violent earth or sea quakes (Tsunamis) and tropical storms in the form of hurricanes, amongst others, requiring the prompt intervention of the UN. There is therefore the need to stress adequate planning and increased funding- more so- in view of the unfortunate realities of the stateless but highly mobile fanatical terrorists in the international security landscape. The study is also required by the researcher for the award of the United Nations Certificate of Training in Peace keeping Operations (COTIPSO).

**1.4 Scope and Limitations.** This study highlights the logistics activities of a typical peacekeeping force vis-à-vis the complex nature of most conflict resolution in recent times. In this light the study shall cover logistic activities of peacekeeping operations from the 1990s to 2006. The main limitation encountered in conducting this study is that of funds. For instance, the desire of the researcher to travel wide to some on-going UN Peacekeeping Missions and particularly to the UN Logistics Base Brindisi Italy was thus inhibited. This limitation however would not invalidate the findings of the research since there are literatures on the phenomenon of logistics support to peacekeeping operations. Consequently, published books, Internet resources, conference proceedings and official reports were found to have some of the required data to enhance the credibility of this study.

1.5 **Basic Assumptions.** The study assumes that the UN would retain a much more active and central role in the management of world peace, which is presently very vulnerable, and thus accord quality attention to the funding of logistics in support of peace efforts in envisaged international flash points.

1.6 **Methodology.** Secondary sources of data were employed in the collection of materials for the study. These were mainly essential books, magazines and professional logistics journals. Other sources of data included the electronic media, official publications on logistics, relevant literatures and the Internet. The literatures and data obtained from these sources were analyzed qualitatively before making deductions. We shall therefore subsequently examine how the concepts as well as efforts of logistic support to peacekeeping operations have developed within the period under consideration.

## **Notes and References:**

1. Boutros Boutros-Ghali, *An Agenda For Peace: Preventive Diplomacy, Peacemaking and Peacekeeping - Report of the Secretary General, pursuant to the statement adopted by the Summit Meeting of the Security Council* (New York: United Nations, 1992).
2. Martin Christopher, *Logistics and Supply Chain Management: Creating Value-Adding Networks* (Edinburgh Gate: Pearson Education Limited, 2005).
3. NATO Logistics Handbook (<http://www.nato.int/docu/logi-en/logist97.htm>).
4. "Logistical Support to United Nations Peacekeeping Operations". (A Course Produced by the United Nations Institute for Training and Research, Programme of Correspondence Instruction in Peacekeeping).
5. "Operational Logistical Support of United Nations Peacekeeping Missions; Intermediate Logistics Course". (A Course Produced by the United Nations Institute for Training and Research, Programme of Correspondence Instruction in Peacekeeping).
6. "British Armed Forces Joint Logistics" (Joint Warfare Publication 4-00).
7. "Logistics for Peace" (<http://www.shirbrig.dk>).

## CHAPTER TWO

### 2.0 CONCEPTS AND EFFORTS OF LOGISTICS SUPPORT TO PEACEKEEPING OPERATIONS

Logistics support to peacekeeping operations varies in size and shape in accordance with the nature and tasks of required assignments. They also vary from small group of observers who may be civilians, police or military or a mixture of all, to a complex mission involving tens of thousands of personnel. Their operations could also extend from land, sea and air operations; thus throwing up a wide range of logistics requirement needed to support such missions. A number of concepts for the support of such operations have proven to be workable and valuable. They include Self Reliance Concept, Lead Member State Concept, Force Logistic Support Group Concept and the Civilian Contract Support Concept amongst others.

**a. Self Reliance Concept.** The self reliance concept occurs when in some cases reliance on the local economy may be the best method of support. It may require a small reception team at a point of entry that maintains logistic links with contributing member states and the UN. However, specialist repair of vehicles, communications or technical equipment would be brought in from outside the mission site. In a case where one of the contributing countries has a modern, civilian infrastructure, then self-sufficiency would likely to be effective.

**b. Lead Member State Concept.** Medium size missions may centre command on one principal member state contingent. In such cases, that member state would usually assume responsibility for all logistic support and maintain re-supply links with its home base. Other nations' contingents would rely on the principal member state contingent for their administrative and logistic needs. However, before a UN mission begins, it is expected that a negotiated bilateral agreements should have taken place between the UN and the different nations engaged in the mission to ensure financial reimbursement of services provided. The lead member state's logistics organization would however not contain representatives of other contributing member nations, in order to ensure that all national interests are taken into account.

**c. The Force Logistic Support Group Concept.** Logistic missions with considerable equipment and volume of transactions can be supported by specialized logistic support groups. These groups are organized as an extension of the lead member state concept. In this case one member state assumes overall responsibility for the coordination of the Force Logistic Base as part of Integrated Support Services (ISS). The Force Logistic Support Group concept is normally implemented at the planning stage of a mission. Once the Force Logistic Support Group is established, it is charged with the responsibility of carrying out some tasks such as supply planning which involves identifying requirements, range and quantity of items required to support a unit. Its phases include

identification of items of supply, cataloguing, sealing and issuing requisitions. The task of acquisition of material is the process of obtaining material and services, whether of a military or commercial origin. It includes receiving, care and storage of material and issue to units. They also carry out some task of disposal which is the removal of material from the supply system through sale, trade-in or destruction. In addition they maintain the inventory which is the control of material by means of established accounting and management procedures.

**d. Civilian Contract Support Concept.** As a mission progresses, it becomes necessary to make available the requirements needed to support the mission. The overall aim is to achieve logistic organization in the most economical ways and manner which meets the demands of the force, as well as what is needed for military manpower for redeployment. Decisions are coordinated by Force Headquarters and constitute a unique set of requirements for each mission. These are often achieved by including civilian contract support. In a case where a civilian support is possible and cost effective the military logistic support group would then be phased out.

## 2.1 **Efforts of Logistics Support to Peacekeeping Operations**

Since it is not all governments that can provide their battalions with the equipment needed to support their mission, then it becomes imperative to look at the provision of logistics support to peacekeeping operations as a major challenge to the UN. This of course has become a source of concern to



peacekeeping operations especially in the recent past. In their quest for the maintenance of world peace, with special reference to Africa, the G8 countries committed themselves towards the prevention and resolution of conflict in the continent. As it is well known, G8 member states are made of Canada, France, Germany, Italy, Japan, Russia, United Kingdom, and the United States of America. The G8 which was founded in the African Action Plan created at the 2002 Kananaskis summit was built upon at the 2003 Evian Summit with the Joint Africa-G8 Action Plan to enhance African countries' capabilities to undertake peace support operations. The G8 countries committed themselves to work with their African counterparts to develop local capacities to undertake peace support operations, in accordance with the UN Charter. This is aimed at preventing outbreaks of violence, and to ensure that any conflict that erupts is quickly diffused.

The 2002 G8 action plan of enhancing the peace support operations capabilities of African countries basically centered on 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. Consequently, it focused on building established frameworks for transportation and logistical support to ensure that the troops are supported to prevent and diffuse conflict as quick as possible. It was also aimed at ensuring that, they can promptly deploy at where they are needed and are properly equipped to undertake peacekeeping and peace support operations. In terms of training, the G8 maintains a long term goal to train about 75,000 peacekeepers by the year 2010.

## 2.2 Logistics Support Contributions of Some G8 Member Countries to Peacekeeping Operation

The following G8 member countries are noted to have made the stated contributions to logistics of the UN peacekeeping forces in recent times. They include Italy, Japan, Russia and Canada.

**a. Italy.** Italy has demonstrated compliance with the commitment it made concerning peace support operations. It has succeeded in providing African peacekeepers with other 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. Starting from 8-26 November 2005, groups of mid to high ranking African officers were educated about various aspects of peace support operations. At this event 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. 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 which began offering classes in 2005 in an effort to realize the

goal of training officers and non-commissioned officers is also operational. It is envisaged that within a period of 5 to 6 years the Centre intends to train about 3000 officers and non commissioned officers in order to further provide interoperability training for military contingents that will interact with stability police units during peace support operations. Italy also made financial contributions to the Kofi Annan International Peacekeeping Training Centre in Ghana.

**b. Japan.** Since June 2004, Japan has taken steps to comply with the commitment she set out in the 2004 Sea Island Summit. In 2004 the Japanese Ministry of Foreign Affairs, the Japanese Office of the United Nations High Commissioner for Refugees (UNHCR) and Japanese Non Governmental Organization 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. According to the former Japanese Prime Minister, Mr Koizumi who stated at the Asian-African Summit that; Japan was 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 (UNMIS). This equipment will include trucks, 4x4 vehicles and land mine detectors, among others.

**c. Russia.** Russia has been constantly involved in African conflicts, largely as a result of its permanent seat in the UN Security Council. In this

capacity, 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. Russia plans to send 50 military observers and 20 civilian police officers to join the UNMIS. Moreover, Russia's participation includes the training of African peacekeepers and their transportation to mission locations.

**d. Canada.** Canada has demonstrated a high level of compliance to its commitments in Africa. At the UN General Assembly on 22 September, 2005, the former Canadian Prime Minister, Mr Paul Martin professed the country's interest in enhancing African Union (AU) capabilities to carry out its peacekeeping task. This they started by offering a contribution of \$20 million (CAD) to AU peacekeeping operations. Earlier the Minister of National Defence Bill Graham announced a donation of \$250,000 (CAD) to the AU in basic army supplies, consisting of helmets, flashlights, protective insect nets, cots and pocket knives etc. A similar contribution of basic army supplies totaling \$1.165 million (CAD) was made to the AU forces by the Canadian Department of National Defence.

It is evident from the foregoing that putting together all the logistic requirements of a UN peacekeeping force is a very costly business and very few countries can cope with such an expensive venture, especially in Africa. It is therefore, necessary for member nations of the UN and other organizations to support logistics efforts of peacekeeping forces, be it in terms of personnel, equipment or funds. This has prepared us for the overview of logistics of peacekeeping operations thus far.

### **Notes and References:**

1. "NATO Logistics Handbook"(http://www.nato.int/docu/logi-en/logist97.htm).
2. "Logistical Support to United Nations Peacekeeping Operations" (A Course Produced by the United Nations Institute for Training and Research, Programme of Correspondence Instruction in Peacekeeping).
3. "Operational Logistical Support of United Nations Peacekeeping Missions; Intermediate Logistics Course" (A Course Produced by the United Nations Institute for Training and Research, Programme of Correspondence Instruction in Peacekeeping).
4. "British Armed Forces Joint Logistics" (Joint Warfare Publication 4-00).

5. "Logistics Contributions of G8 countries to UN Peacekeeping Operations"  
(<http://www.g8.utoronto.ca>) .

## **CHAPTER THREE**

### **3.0 OVERVIEW OF LOGISTICS OF A PEACEKEEPING OPERATION**

Generally, after security, logistics is the next area of activity where the military component makes its greatest contribution to peace keeping operations. Troop-contributing countries are one of several sources of logistic support to peacekeeping operations. The UN also secures logistical support for its peacekeeping operations from stocked UN Owned Equipment (UNOE), commercial contracts or an arrangement by which a third country provides direct or bilateral support to specific national contingents that may lack certain logistic assets.

Since the early 1990s, logistics planning for peacekeeping operations where former military units are part of the operation's structure has envisaged an ISS system involving the military component, the civilian administration and support component and an external contractor element. Integrated and consolidation of support resources is vital to the success of peacekeeping missions, which often operate in areas where the infrastructure is severely damaged or destroyed and the UN must rely on its own resources for basic

necessities and support. Support units, such as Engineer Squadrons or Companies, Transport Units, Hospitals and others are expected to integrate their work with UN personnel and private contractors to make the best use of resources available to support all components of the mission. The management and control of these joint resources is the responsibility of the Chief Technical Services Officer, who reports directly to the mission's Chief Administrative Officer but is responsible for delivery of support to the mission as a whole.

The UN logistics system relies on the self sufficiency of member states at unit level for a given period normally 60 days for traditional missions and 90 days for complex missions. This means that the unit is expected to deploy with everything it requires to sustain its force for 60 or 90 days as the case may be. This period is designed to allow time for the mission administration to organize the Mission Headquarters and the mission logistic structure, such as acquiring accommodation and to conclude the logistic support arrangements. However, most countries especially in Africa have not been able to adequately provide logistics support to their troops especially within this stipulated period. Examples of inadequate logistics for the support of a peacekeeping force revealed itself in the African Union Mission (AMIS) in Darfur and Economic Community of West African State (ECOWAS) Monitoring Group (ECOMOG) in Liberia. The report of the ECOMOG lessons described the entire logistic system of that operation as ad-hoc and incoherent. For example, Britain provided support to Ghana, and Belgium to Republic of Benin. Individual troop contributing countries also provided their own contingent owned equipment and United State's equipment were supplied to the Force via a company. Though these combined efforts

provided some logistics support to the troops, there was no integration and coordination whatsoever. Of course, it became necessary for the UN to take over these missions, because of the overwhelming logistics requirements among other reasons.

Command of all military units, including logistics units, rests with the mission's Force Commander and the military chain of command. The integrated support structure, however, provides the ability to carry out integrated and coordinated planning which allows all mission support elements to work together to achieve overall mission priorities.

### **3.1 Logistics Planning**

The year 2004 witnessed an unprecedented surge in UN Peacekeeping Operations, widening prospects for ending conflicts and raising hopes for peace in war-torn countries. By the end of that year, the number and scope of these operations approached their highest levels ever. At the same time, these new demands placed huge new strains on UN resources, and prompted the World Body to take a critical look at its ability to plan and manage peacekeeping missions so that it cOULD meet these challenges with an effective response. In addition to the 14 on-going field operations that period, the UN DPKO was also managing three new missions in early 2004 which were established during the year, with more on the horizon. While the Organization was still deploying its largest peacekeeping operation in Liberia, the UN Operation in Côte d'Ivoire (UNOCI) was launched in April, with the UN Stabilization Mission in Haiti (MINUSTAH) and the UN Operation in Burundi (ONUB) opening two months



later. In the Democratic Republic of the Congo, the UN peacekeeping mission (MONUC) underwent a major restructuring and expansion, replacing Liberia as the largest peacekeeping operation and opening new headquarters in the volatile east of the country. Planning also continued for a mission in Sudan to deploy, once a peace agreement was signed. DPKO also provided administrative and logistic support to the UN mission in Iraq (UNAMI).

The logistics needed to organize these missions had been daunting. The ability of Member States to provide funds, troops and equipment has been severely strained. It was obvious that the surge had pushed the UN system to the outer limits of its capacity. DPKO noted that for every person in the Peacekeeping Department at the New York headquarters, there were more than 100 in the field, thereby creating major challenges in the areas of planning, logistics, procurement and command and control. Therefore some critical issues must be considered while planning for the logistics requirement of supporting a peacekeeping operation.

**3.2 Logistics Planning Considerations.** In planning for a peace support operation, so many factors would need to be considered for an effective support. However, before looking at these factors it is necessary that a critical analysis of the entire mission is carried out to facilitate good planning and effectiveness.

**3.3 Mission Analysis.** Mission Analysis defines the operational task to be performed and the resulting logistic requirements. Some tasks are specified by the mandate of the mission, while others are implied. For example, specified

tasks might be to disarm opposing factions. This is a clear task. The implied task however may include storage and accountability for weapons, destruction procedures and re-issue procedures. If the mission analysis only notes the specified task then the resources necessary to perform the implied task will be understated. Once the specified and implied tasks are identified, then logistic planners need to factor in the logistics requirements of the implied tasks to avoid logistics shortfall in the overall plan.

Once tasks have been identified and the mission analysis is completed, the planner needs to determine the specific resources and the amount of each item required to accomplish a mission. In planning, general requirements such as water, fuel and rations are determined in terms of kg/lbs per man per day. More sophisticated planning formulas are used to compute re-supply requirements for specialized items such as spare parts. Planning must address a broad range of factors; strike an effective balance in capabilities to meet changing requirements and to retain flexibility to support the forces requirements. It is also necessary that planners have a clear understanding of the operational objective format of the operation, sources of supply available in the mission area and capabilities to build supply support. Thus considering these overall factors, planning for the logistic requirement of supporting a peacekeeping operation should take into account the following:

- a.** Supply capabilities of participating nation's forces and the resources of the host nation should be identified early. It is equally important to locate

sources of supply and determine the most effective system of re-supply.

**b.** Logistic planners should endeavour to integrate resources as much as possible, namely the support capabilities of participating nations, host nations support, contracted services and UN resources.

**c.** The condition, congestion, distance, security of sea, air and ground lines of communication impact directly on support plans. As such unique communication circumstances may dictate a combination of distribution method which may increase the complexity of the logistic mission as a whole. Therefore, communication factor needs to be assessed thoroughly.

**d.** Some mission areas may lack infrastructure, for example electrical power, transportation network and port facilities which are required in the provision of logistics support. The planning staff must arrive at solutions that recognize and overcome such shortfalls.

**e.** The types and quantities of commodities to meet mission requirements should take geographical conditions and cultural diversities into consideration.

The DPKO has established a mission profile for traditional and complex missions, in order to ease planning for Peacekeeping Operations. The profile is as shown in the following table.

## **PROFILE FOR TRADITIONAL AND COMPLEX MISSIONS**

Strengths	Traditional mission	Complex mission
Troop strength	5,000	10,000
International staff	175	375
Military observers	200	500
Civilian Police	100	500
Local staff	300	575

In addition, the following planning parameters which are used as a guideline for logistics planning of Peacekeeping Operations are to be observed:

- a. Military contingents are to provide 100 percent of Contingent Owned Equipment (COE) such as weapons, combat vehicles, spare parts and communication equipment under wet lease arrangements.
  
- b. While UN secretariat is to provide communications, transport and engineering equipment.

- c. Contingents are to be self sustaining for at least 50 percent of equipment/material.
- d. Strategic deployment of expendable stocks such as stationeries, cleaning and medical supplies to sustain operations for the first 60 days to be provided by the UN.
- e. Levels of strategic deployment of stocks are to be determined by requirement date and lead time for procurement and delivery.

### **3.4 Funding Support for Capacity Building for Peacekeeping Operations.**

As we have observed earlier it is regrettable that most African nations do not have the capacity to adequately support their deployed forces for peacekeeping operations. Therefore it is imperative to enhance the deployment capability of African Nations. The establishment of the African Standby Force (ASF) is a major step towards building the capacity of African forces in terms of logistic readiness and training of personnel for peacekeeping operations. However, ASF can not be achieved without adequate logistics and financial support. Thus, if the establishment of ASF is to achieve the desired objectives, its administration must not be based on any precarious arrangements. It is necessary to establish a resource mobilization mechanism which should target member states in accordance with the principle of accepting greater

responsibility for African Peace and security. In line with building African capability, recently the Institute for Security Studies of South Africa and other think tanks in Africa undertook a review of the efforts made so far on the establishment of the ASF. One of the areas that were discussed extensively was the whole problem of funding for peacekeeping deployment. Apart from recommending that AU member states should set up and increase their contributions to an ASF Trust Fund or the AU Peace Fund before appealing for external assistance. Experts have recommended that the AU and the Regional Economic Communities (RECs) should engage in sustained negotiation with external partners to harness initiatives such as the US-sponsored African Contingency Operation Training and Assistance (ACOTA), the French-sponsored Reinforcement de Capacities Africaines de Maintien de la Paix (RECAMP), the British Peace Support Training (BPST) etc, to support training and capacity building for the ASF. In the glowing example of the Nordic countries, strict management of both deployed forces and their equipment have become very essential to a peacekeeping mission.

Logistics support planning for a peacekeeping operation should be a comprehensive activity ranging from the mission analysis, identifying the requirements and the sources of logistics support and never ignoring the logistic requirements of implied task. Therefore, a carefully planned logistics would exert less pressure on logistic demands during the mission thereby saving cost and time. Member States that are capable should also endeavor to contribute basic peacekeeping equipment to the UN such as vehicles, communication equipment, generators, etc to support UN missions.

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## **CHAPTER FOUR**

### **4.0 MANAGEMENT OF DEPLOYED FORCES AND EQUIPMENT TO A PEACEKEEPING MISSION**

The deployment of a mission or the expansion of an existing one, signifies that peacekeeping forces must be deployed to the mission. This may involve the physical movement of small numbers of individual personnel over relatively short distances or large numbers of troops as well as large quantities of equipment over great distances. It also involves a detailed planning over time for both personnel and equipment, considering the limited resources available. In addition, when such operations have been authorized, Troop Contributing Countries (TCCs) are usually given about 3 months of the adoption of the Security Council resolution to allow a detailed planning before they deploy.

**4.1 Personnel Management in a Mission.** Logistics requirement needed for a mission provide the operational capability whereby deployed forces can perform their basic tasks in the mission area for at least 90 days. This is the length of time within which it is expected that a comprehensive logistics system would have been put in place for the running of the mission. Once the forces are deployed, the UN ensures that the basic needs of the forces are provided. Some of them include:



a. **Food Supply.** The UN through a contractor delivers rations to the troops in the mission, to meet their dietary national and or religious preference. The supplies include food stuff, canned food, fruits, and drinks among others.

b. **Water Supply.** One of the most critical provisions to a field mission is the supply of water. This is obvious because lack of water affects efficiency, morale, general health and welfare. Therefore the UN ensures that adequate water is always provided.

c. **Supporting Services.** Supporting Services such as technical services, communication services, administrative services and accounting services amongst others, are to be provided by the UN.

4.2 **Management of Equipment in a Mission.** Property in the UN consists of supplies, equipment, buildings and land belonging or entrusted in the care of the organization, whether acquired by purchase, rental, loan, donation or other means. Some of the types of equipment include UNOE, COE, National Equipment and Host Nation Equipment.

a. **UNOE.** UNOE is all equipment, supplies and property purchased and maintained by the UN. There are 3 categories of properties in the UN.

(1) Non expendable property which comprises all items valued at US \$1,500 or more per unit at the time of purchase and with a serviceable life of five years or more,

(2) Expendable property comprises all items with:

(i) An original purchase cost of less than US\$ 1,500.

(ii) An original purchase cost of US\$1,500 or more but with serviceable life of less than 5 years except special items.

(3) Certain items or equipment are considered special items. They include property considered to be of an attractive nature and having a minimum value of US\$500. They include cameras, computers, facsimile machines, television sets etc.

b. **COE.** COE is equipment provided by a contributing member state. The quantity and types of contingent owned equipment provided for a UN peacekeeping are usually set out in agreements between the UN and the contributing member state. Ownership of the COE is retained by the member state. One of the problems facing developing member states, particularly African TCC's in meeting their peacekeeping obligation, is the provision of COE, self sustainment and other heavy logistical enablement due to the colossal amounts they have to spend on the procurement of COE and on self sustainment. Other problems include; Lack of viable

structures for strategic level management of peacekeeping operation, insufficient expertise in multi-dimensional command and control functions at brigade and higher levels due to lack of funding and equipment among others. However, with the establishment of ASF, I believe these problems would be put behind and African nations would have achieved an improved capacity to adequately deploy for peacekeeping operations.

c. **National Equipment.** National Equipment are those equipment that a TCC considers very essential for the enhancement of the discharge of her duty. Such items are not listed among the items agreed upon by the UN and the TCC.

d. **Host Nation Equipment.** Host Nation equipment are those equipment leased or donated to a mission as part of their contribution towards sustaining peace in the country.

The mission logistics infrastructure is set up as soon as possible to ensure smooth induction of troops and personnel and the early establishment of all components of the mission. Transportation of the TCC personnel and equipment is part of the memorandum of understanding process. However in most cases the UN arranges flights and sea shipments for the equipment of the TCC's to facilitate quick deployment.

#### 4.3 **Responsibility and Accountability of UNOE**

The chain of responsibility starts with those in charge of the mission, who are responsible for ensuring that proper policies and procedures are in place to effect accountability, safe usage, maintenance and reporting of loss of UN owned property. It further goes down to the personnel using the items who are responsible for the accountability for these items. They are expected to exercise reasonable care of UNOE under their care and are responsible for the safekeeping, proper handling/usage and reporting changes of inventory, loss, theft or damage.

#### 4.4 **Reimbursement Procedure**

Most reimbursements are authorized through UN Headquarters in New York after the presentation of the necessary documents by the contributing nation. The prime document used to support claims for the reimbursement of costs associated with equipment is the in and out survey forms.

- a. **In Survey.** To determine its liability for reimbursement for COE, the UN requires an inventory which shows, among other details, the values of each item deployed to a mission by a contribution nation. The process is known as in survey, which is an inventory prepared prior to deployment and provides details of all vehicles, stores and equipment deployed at the mission. Upon arrival at the mission site, all the COE is checked against that listed in the in survey document and forms an accounting document that would be subsequently used to assess UN liability for reimbursement.

b. **Out Survey.** At the time a contingent is about to be repatriated, a final inspection of all contingent owned equipment by a representative of the Chief Administrative Officer (CAO) of the mission is carried out. It is at this time that the out survey columns of the in survey documents are completed and the condition of the equipment is recorded. The new document now which shows the status of the equipment upon arrival and departure from the mission site forms the basis for contingents' consumption and depreciation claims to be reimbursed by the UN.

c. **Letters of Assist.** When essential items or services are not available through commercial sources within a mission area, a requisition, known as a letter of assist (LOA) is drawn up to obtain such a service from the most appropriate source of supply which in most cases is the government of the contingent which requires the item. The goods or services are either purchased from a Government or the UN authorizes a government to supply goods or services to its own military contingent and the country is reimbursed accordingly.

4.5 **Leasing Arrangement.** In order to ensure that member states come with the required capability, there are a number of options for the provision of major equipment and their support. These come under the heading of "wet and dry lease" and the option chosen is directly linked to the rate of reimbursement.

a. **Wet Lease.** Under the wet lease option, a contingent deploys with its COE and is responsible for its maintenance and support. This can be achieved in one of 2 ways.

(1) The troop contributor provides the equipment, related minor equipment workshop support, spares and maintenance personnel. The UN provides accommodation, storage facilities and utilities. The troop contributor is reimbursed at set rates.

(2) One troop contributor provides the major equipment and a second, under a bilateral arrangement, provides the support. Also, the UN provides storage facilities and utilities. In this case the first troop contributor is reimbursed by the UN and the second under whatever bilateral arrangement that has been made between the two countries.

b. **Dry Lease.** Under the dry lease arrangement a contingent deploys with its COE but the UN makes arrangements for its support; this can be achieved in the following ways:

(1) The troop contributor provides the equipment and the UN takes responsibility for the minor equipment, support, spares and maintenance. The troop contributor receives reimbursement, but at a much lower scale than that if the wet lease.

(2) The troop contributor provides the equipment and the UN arranges for its support. The former receives reimbursement at the dry lease rate and the latter on scales laid down for maintenance and support.

(3) The troop contributor provide the equipment, receive reimbursement at the dry lease rate and the UN provides the support via either a local or an international contractor.

#### **4.6 Rapid Deployment of Forces to a Peacekeeping Mission.**

In line with the Brahimi report, the UN has introduced so many initiatives and concepts to enhance its rapid deployment capability. These include some improvements in its Standby Arrangement System (UNSAS) for quick intervention in crises situations. Some of the UNSAS include; On Call Lists, Strategic Deployment Stocks and formation of multinational brigade-size forces by member state, for example the Standby High Readiness Brigade (SHIRBRIG) – Denmark. The rapid deployment of a peacekeeping mission requires the capability to deliver military troops or civilian police, service support and key civilian staff to the theatre of operations in a timely manner. This short notice of deployment poses a lot of challenges especially when deploying troops for a peacekeeping operation is required for instance within 30 – 45 days of the adoption of the Security Council Resolution. Experience has also shown that although there are a few countries that have the capability for a complete

support package for its troops, most others require the support of the UN and other donor countries to assist them in preparation for such a deployment.

#### **4.7 The Standby High Readiness Brigade - Denmark**

The Standby High Readiness Brigade (SHIRBRIG) based in Copenhagen, Denmark was established on 15 December 1996 in line with recommendations from the UN Secretary General that the UN should consider the idea of a rapid deployment force. As of June 2007, 16 nations (Argentina, Austria, Canada, Denmark, Finland, Ireland, Italy, Lithuania, the Netherlands, Norway, Poland, Portugal, Romania, Slovenia, Spain, and Sweden) had joined the SHIRBRIG and have signed its documents, while 7 more nations (Chile, Croatia, Czech Republic, Egypt, Jordan, Latvia and Senegal) are participating as observers. The force consists of units from these member states, trained to the same standard, using the same operating procedures and taking part in combined exercises at regular intervals thereby building their capacity and preparing them for deployment at a short notice. In summary, the SHIRBRIG has developed a system that can be used as a model for African stand-by forces and it also provides planning and expert team assistance.

#### **4.8 SHIRBRIG Mandate**

The SHIRBRIG's mandate is to provide the UN with a non-standing multinational brigade at high readiness, based on the UN Stand-by Arrangement System (UNSAS). This initiative provides the UN with a well-prepared, rapidly



deployable capability for peacekeeping operations mandated by the UN Security Council. The Concept of SHIRBRIG can be summarized as follows:

- a. Member countries decide on a case-by-case basis whether or not they will participate in any given mission.
- b. National decision making procedures (and thereby national sovereignty) is in no way affected by membership in SHIRBRIG. This is the overarching principle governing member's participation in SHIRBRIG.
- c. Any deployment must be mandated by the UN Security Council. Although deployments were initially envisioned under Chapter VI of the Charter, the Steering Committee recently agreed to examine more robust operation on a case-by-case basis.
- d. After a maximum of six months, the mission will either be terminated or SHIRBRIG will be replaced by non-SHIRBRIG forces.
- e. The Brigade's reaction time will be 15 to 30 days following the decision of the participating nations to make forces available for deployment upon request by the UN.
- f. The availability of forces will be based on a brigade pool of resources that will include capabilities to carry out a peace support operation as well as provide for redundancies in such capabilities.
- g. Units committed to the brigade should be self-sufficient for 60 days.

The elements of SHIRBRIG are of the following three entities:

- a. **The Steering Committee** – This executive body is a political-military structure responsible for supervision, policy making, taking decisions

on issues and force generation processes. The Chair of the Steering Committee rotates annually amongst the full member participants.

b. **The Planning Element** – The planning elements are located at Hovelte Barracks in Denmark. It is a permanent multinational military staff composed of about 15 officers from member countries that have signed all SHIRBRIG documents. The planning element develops standing operating procedures, carries out operational preparations for deployment, and conducts training of the SHIRBRIG staff and unit commanders. During operations, the planning element serves as the nucleus of the Brigade Headquarters and is augmented by non-permanent staff from the member nations.

c. **The Brigade Pool** – The Brigade Pool comprises of forces providing a full range of capabilities and of similar units which ensures the deployment of the Brigade. Forces earmarked for the SHIRBRIG Brigade remain under national command until deployed. The SHIRBRIG pool of resources also allows flexibility in structuring the force for a specific mission.

The Brigade is an example of a highly skilled and prepared force ready to deploy at short notice. It has the capacity to carry out a wide range of Peace Support Operations. Their contingency stockpile of first line logistics is adequately stocked to support their activities. They also have a network of early warning systems for environmental threats, natural disasters and conflict flashpoints. Other capabilities include their ability to manage nuclear accidents and also can contain international threats of terrorism. As part of their preparedness, the SHIRBRIG participates in training exercises like the Command

Post Exercise/Computer Assisted Exercise scheduled to take place from 3 to 14 November 2008 which also plans to employ about 2000 participants from the participating nations. In which it is expected that areas of improvements would be identified and addressed after the exercise.

#### **4.9 Personnel and Equipment Management of a Rapidly Deployed Force.**

Like in the case of a traditional mission, The UN ensures that the basic needs of the forces required for their sustenance are provided. Some of these include food supply, water supply and supporting services. Additionally, a rapidly deployed force is expected to deploy with its supporting logistics such as transportation services, medical and dental services amongst others. It might also be necessary sometimes for the UN to augment the efforts of some of the deploying countries by providing other required equipment. Such UN items are to be properly maintained and accounted for at any point in time. Other services such as courier, mail services, laundry services, recreational facilities etc. would also be provided by the UN to the force.

#### **4.10 Suggested Logistics Management System of a Rapidly Deployed Peacekeeping Force**

Logistics command and control during Peacekeeping operations can be hectic especially when units are deployed rapidly. The traditional logistics force structure does not provide the force commander with an adequate level of oversight. To remedy this, the peacekeeping task force would need to organize its logistics system that would ensure command and control. An example of a

logistics system that could be adopted is the Fusion Brief method. In this system each section within the mission is responsible for Combat Service Support (CSS) and works in a centralized location known as the fusion cell.

Logistic staff members of each section assemble every morning for a "Fusion Brief" to the Chief Mission Logistics officer focusing on the current situation, potential threats, the weather and orders published in the previous 24 hours. The system is further organized such that all support elements have a representative in the main logistics cell and every morning the sections participate in the fusion briefing. This briefing gives the entire logistics staff a clear picture of the current logistics situation in just a half-hour. This also helps sections to coordinate with each other and keep on top of all mission requirements.

The staff members then brief on current events and projects. The objective is bringing together and synchronization of all elements of support that usually work apart from each other. This concept of bringing together, or "Fusing," all the support capabilities into one cell was born in Bosnia. It provides the task force commander with the visibility of the current logistics situation at one time and in one place. The need for a "fusion cell" originated with the fact that traditional battle lines do not exist in a peacekeeping environment. This means that a concept of support needs to be adapted for best result. The fusion center brings together all the primary staff players to one centralized location. This arrangement ensures that all the critical logistics information flows into a central

location and that all support elements knows about each situation, regardless of how far the supporting unit is from the supported element.

Indeed, the fusion concept of command and control gives the Force Commander the capabilities to provide the oversight required for enforcing a Peace Accord. It also provides him with a clear view of the situation and lessens the confusion of trying to use a doctrinal force structure. Furthermore, it prevents redundancy of support and missed missions because of lack of communication. Many modern contingencies are getting set for more deployments around the globe; the fusion method of support gives the Peacekeeping force especially a rapidly deployed force a viable way to provide area support to peacekeeping forces.

#### **4.11 Training of Personnel and Peace Education**

Training of personnel in the performance of peacekeeping duties remains the responsibility of member states. To facilitate standardization, training guidelines for specific UN objectives are published by the UN Secretariat. However, due to the enormous task of training needs and considering the short time frame, the UN complements the training of personnel in UN procedures especially for Military Observers and Mission HQ staff. Such training would no doubt further acquaint personnel with the UN system and accounting for UN equipment. Furthermore, it is pertinent to note that education for peace matters and that education for peace can change people's attitudes, instill tolerance, respect for the rule of law, respect for human rights and acting in a peaceful

manner with fellow citizens. Human rights components should therefore devote time, energy and resources to training and peace educational activities to local military, police, judicial personnel, prison guards and civil society groups. Human rights officers should also train local NGOs and civil society groups and could offer specialized courses for local journalists, parliamentarians, medical professionals and community leaders. Courses on mediation and alternative dispute resolution have brought together community groups and police, sometimes helping to break down mistrust and encourage reconciliation. Within a peacekeeping operation, human rights officers also design and conduct general human rights training as well as specialized gender and child rights training to military, civilian police and civilian personnel.

Human rights officers should work together with local partners to identify as quickly as possible areas of training priorities and target audiences. Local actors should, to a large extent participate as trainers with UN officers occupying supporting roles. In missions with child protection advisers, human rights officers should work closely with them in training activities. Experience has proven that the best training courses use highly participatory methods such as role-plays, small group work and case studies, adapted to the local context to address realities on the ground.

Education professionals in the human rights component need to work at every level of the local educational systems that is, primary, secondary and university, to ensure the formal educational system in the host country has a solid human rights curriculum and should try to address problems and realities.

An approach to this could be to identify existing or potential local trainers in each segment of the society and train them to conduct local human rights course. This training of trainers approach uses limited resources more efficiently, but more importantly, it is more sustainable after peacekeepers leave. Another way to increase the likelihood of sustainability is to hire local human rights officers to work in human rights components as has been done in Kosovo, Bosnia and Herzegovina and East Timor.

Recently, however, with the increasing complexity of operations and greater demand for troops and new contributors, it has become evident to the UN that it is necessary for the Military Division of the DPKO to provide guidelines and assistance to Member States training programmes, as well as to support mission training needs, in response to the recommendations of the Brahimi report. The Training and Evaluation Services (TES) was tasked to develop and disseminate standardized courses and modules for recognized peacekeeping training. The standardization of training by TES aims to increase the "mission readiness" of national contingents. Some of the gains of an adequately trained force are that the force is able to carry out its duties creditably, thereby keeping the personnel on professional alert and development. It also puts them in a better stead to operate on any foreign terrain and under any whether condition. Furthermore, good training affords them the practical field opportunity to carryout joint operations.

The recent increase and complexity of operations and greater demand for troops has become evident to the UN that it is necessary for the Military Division

of the DPKO to provide guidelines and assistance to member states training programmes, in order to increase the "mission readiness" of national contingents. Adequate training affords the personnel the opportunity to acquire practical field experience to carryout joint operations. Furthermore, to consolidate the peace that has been achieved, it is necessary for the human right component to train the local populace on the need to sustain peace after the withdrawal of the force.



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## **CHAPTER FIVE**

### **5.0 LOGISTICS OF CONCLUDING A PEACEKEEPING MISSION**

Planning to conclude a mission is as important as planning for the mission itself. This should start once the deployment phase has ended and should form part of the initial analysis of the mission and the means to achieve it. Failure to organize and conduct an orderly end to the peacekeeping mission can result to wastes and losses of equipment, morale, public support and goodwill. More importantly, lives may be unnecessarily lost if, for example, ammunition is not properly handled and repackaged. Any gains from a militarily successful peacekeeping operation can be wiped out by a poorly planned mission conclusion. The anxiousness to return home, while understandable, should not affect the execution of the concluding part of the mission. It must be conducted properly just like the previous phases of the mission in a manner consistent with the broad political aims and objectives of the peacekeeping mission. Lack of control may compromise future missions and give rise to litigation. The logistic implications of a poorly concluded mission could be chaotic and complex. Therefore, a thorough logistics plan of concluding a mission must be carried out towards the end of a peacekeeping mission.

**5.1 Primary Considerations of Concluding a Mission.** In concluding a mission, logistic activities will centre upon the following:

a. **Reconciliation of Equipment.** Towards the end of the mission all equipment that were brought to the mission area would need to be reconciled to ascertain the exact figures of items and equipment to be repatriated. This is necessary in order to further ascertain the number that would have been lost, written off, or presently unserviceable. The result of such verification would determine the UN items and equipment to be repatriated to UN Base in Brindisi Italy for later use. It would also determine the COE, items and their quantity that would be repatriated to the countries of the TCC.

b. **Repatriation Preparations.** Repatriation preparations include both preparatory actions and the movement of the peacekeeping force, individuals and materiel from the area of operations to their home country. It is similar to initial deployment but most times it is conducted in reverse order. Specialist equipment might be required for the repackaging of certain items such as ammunition. Others include items that have been used in constructions, some stocks and equipment that were used in the mission.

c. **Discipline and Stress.** At the end of the peacekeeping operations there will be an inevitable feeling of euphoria. The constraints of operations would be lifted and the psychological release may, if not properly controlled, result in some breakdown of discipline. Carelessness of weapon handling drills may creep in and lives may be lost. A proper education and enlightenment of troops would go along way to reduce

some of these problems. Furthermore, a well publicized, provost led, search regime could be a powerful deterrent. Indiscipline is likely to lead to adverse publicity affecting the force image and the operational gains could be undermined. Equally, the effects of stress could manifest themselves in adverse psychological reactions and the possibility of stress disorders must be considered. Suitable medical advice must be taken and appropriate counseling arranged.

d. **Post Conflict Activities.** Post conflict activities tend to be focused on normalization of events in the conflict zone, capacity building, especially of the Criminal Justice System and law enforcement, generation of some employment ,feeding and housing the civil population and repairing of damages to infrastructure in the mission area. The scope of activities will include humanitarian relief, civil administration, including the return of Internally Displaced Persons (IDPs) amongst others. Home nation and individual infrastructure that were used during the mission will often need to be returned to good condition before transfer to its owners. Other post conflict operations include amongst others:

(1) **Demobilization Operations.** Upon cessation of hostilities, a ceasefire may have to be supervised. This could involve wide dispersion of forces, placing a strain on the logistic infrastructure. The processing and collection of demobilized soldiers after they are disarmed, their repatriation, training for

skill acquisition towards integration in to the society, feeding, clothing, and investigation of war crimes will place further demands on logistics. The conduct of this phase also requires legal, linguistic and provost specialists. Therefore the logistic of conducting DDR should be factored in to the logistics plans for the mission.

(2) **Mission Area Clearance.** As part of the concluding phases of the operations, it should be noted that, environmental awareness and concern for safety dictates that after operations, it will be necessary to mark and then clear possible hazards. This is very important in order to avoid tempering with some dangerous items by children and the local populace especially the farmers and hunters. Many children in former conflict ridden areas have been maimed by unexploded ordinances. The initial clearance operation is to be conducted by the specialist personnel of the force, but in the long term, military involvement may not be necessary. Appropriately trained civilians could be contracted to undertake the task. For example, following the Falklands conflict of 1982, civilians undertook major reconstruction tasks. In many UN operations once order is restored, it is the policy of the UN to use civilians to replace more expensive military resources. This policy was followed for UN deployment in Rwanda and Angola in 1995. In the immediate aftermath of the operations the commanders

would be required to at least identify and mark contaminated areas. This would go a long way in providing a safe environment for the local populace. Accurate records must therefore be kept during operations, if such markings are to be successful.

Concluding a peacekeeping mission is as important as planning for the mission itself. This should start once the deployment phase has ended. Mission Area clearance which is an activity of concluding a mission forms a very important aspect of a peacekeeping operation. It forms part of a Post Conflict Operation which is also a peace building activity. It therefore becomes imperative that mission area clearance be carried out. It should also be noted that mission area clearance is a long term activity, it is therefore necessary that some selected locals are trained to continue the activity after the departure of the force. Alternatively a civilian contractor could be employed to carry out this very important task all in an effort to allow the local populace to go about their normal duties without fear when the peacekeeping force finally withdraws.

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## **CHAPTER SIX**

### **6.0 MY EXPERIENCE AT THE UNITED NATIONS MISSION IN BURUNDI**

Participating in a peacekeeping mission is one of the greatest desires of most Armed Forces personnel world wide, especially in Africa. In my view some

of the reasons adduced to this are not far fetched: it provides an opportunity for the personnel to mix with colleagues of other Armed Forces of the world and share their ideas together, thereby knowing more about each others' countries. It also affords the personnel the privilege of knowing the UN system, organization and its practical operations. So when my nomination came out for the United Nations Operations in Burundi (ONUB) as a Military Observer (MILOB), it was with a mixture of both trepidation and delight: to be part of this unique opportunity to serve, especially in that encroaching dark clouds.

**6.1 Movement to the Mission Area.** Major Chenbap (now Lieutenant Colonel Rtd), Squadron Leader Ogba (now Wing Commander) and I, left the shores of Nigeria on the 27 August 2004. After a night stop at Nairobi, we finally got to Bujumbura the capital of Burundi on the 28 August 2004. The first problem we encountered at the airport was communication, Burundi being a Francophone country. However, I had a little knowledge of the French language, so we were able to explain our mission to the Burundian immigration officers; that we were UN observers and would want to go to the UN Headquarters. A taxi was then arranged for us to take us to the UN Headquarters.

**6.2 Arrival and Documentation at Mission Area.** On getting to the UN Headquarters we met only a few people whom I guess were on essential duties since it was a Saturday. We were received by Major Alex (a Russian) and Major Dorin (a Romanian). We were taken to a hotel (Hotel Source du Nil), in the central area of Bujumbura near Lake Tanganyika. On Monday, 30 August 2004, we reported at the Military Personnel Section of ONUB and completed some



forms including the ONUB Checking-in-Form, thus flagging off the process of joining the mission. The process of checking-in takes long and it required a MILOB to obtain signatures of all heads of department thus signifying their awareness of the arrival of the MILOB into the mission. On completion of the checking in process we were issued with all the necessary logistic items and then directed to report to the finance section which was located in a green building away from the main ONUB headquarters generally referred to as (Green House) where we processed our Mission Subsistence Allowance (MSA).

**6.3 Training and Deployment.** MILOB's deployed to ONUB are required to undergo a two weeks induction course. During the induction course, MILOBs are given briefs by various departments on the military, political, legal and human rights situation within the mission area. Other important briefs are mission specific issues ranging from cultural awareness, finance, NGO activities in the field among others. Additionally, the MILOBs were informed that rotation of the MILOBs would be made after every 3 months. At the end of the course, posting order for MILOB deployment was published. Lt Col Chenbap (rtd) was posted to Muramvya, Wing Commander Ogba to Bubanza and this author to Rumonge. Rumonge is a town situated by Lake Tanganyika about 70km south of Bujumbura. I was there with one Major Costa Santos (Portugal) my team leader, Major Ndegwa an Air Force Officer from Kenya, Lieutenant Commander Imed (Tunisia) and Captain Ndafidina a Gendarmerie Officer from Togo. My team was specially briefed by the Chief Operations Officer (COO), Col AJ Andre from South Africa, that we were carefully selected to monitor one of the main problems that could jeopardize the entire efforts of the mission. He stated in specific terms that

our main task was to monitor and curb the suspected smuggling of arms through the lake and we were to brief him periodically on our activities. Immediately the posting order of MILOBs was released all departments of ONUB were notified. The most important department for the MILOB is the logistic base, locally called 'Log Base' where we collected all equipment and other consumable items for our work and usage. Some of the items included Motorola VHF hand held radio equipment, a medical first aid kit, an anti-fragmentation jacket or bullet proof vest with a blue helmet, toiletries, tables, chairs, jerricans, computer, 2 vehicles, etc.

After receiving all the necessary items, we reported to the Senior Military Observer (SMO) to inform him of our preparedness to move to our area of deployment. The SMO immediately prepared a Movement of Personnel (MOP) form for our team, which is the authority given to all UN staff permitting them to travel in any UN aircraft or vehicles in the mission area. Accommodation and feeding arrangements were left to us to organize amongst ourselves. On getting to Rumonge we stayed in the hotel while looking for a decent accommodation and also getting ourselves familiar with the town. We paid courtesy calls on the Commune Administrator, and some NGO's we met in the town, the major ones included IRC, ICRC, GTZ, ACCORD, etc. After about 2 weeks, we were able to secure a house belonging to one Mr Masambo, a prominent business man in the town. The house was situated on a high ground in the town. It was a 5 bedroom bungalow which we found alright and at a fair rate. We settled down immediately in our new place for business in Rumonge. Our feeding arrangement was also not difficult, 4 of us were Africans and one European, yet

we fed together. We had a high team spirit, comradeship, understanding and cooperation so we worked as a team.

**6.4 Preparation of Reports.** Reporting events and activities that may occur in the mission area is a very important aspect of the information management process. In ONUB the teams were organized in to Regions under which the teams were deployed. Rumonge was under region one with its Headquarters at Bujumbura. Reports rendered from the team sites help in developing the overall picture of military, political, civil and humanitarian situation in the country. Generally the reports included: Daily Situation Report, Weekly Situation Report, Weekly Logistic Report, Monthly Logistic Report and Monthly Attendance Report.

a. **Daily Situation Report.** All teams were expected to report important events in their Areas of Responsibilities within a 24hr period. In doing so, the MILOB teams have the responsibility to promptly report accurately, a carefully evaluated and processed information. However, being a new mission we had a problem with this, as we had only a satellite and a mobile phone, which were not very reliable. We had no facility for faxing our report, so we could only make immediate verbal reports if our 2 lines go through.

b. **Weekly Situation Report.** The weekly reports like the daily situation report were designed to collate information on weekly basis for dissemination to higher level of decision and policy making. These reports

help the higher authorities to observe the trend of events thereby assisting them in making decisions.

c. **Weekly Logistics Report.** The UN logistic organization usually is a very efficient and highly accountable one. In this regard, adequate control measures were put in place in order to monitor UN assets in the entire mission. Therefore, all units were expected to render report on the type, number, and serial numbers of UN equipment in their possession. I was one of the 2 logistics officers of the team and we render report on fuel and oils consumed during the week, mileage reading of our vehicles, generator etc. In making this report, we also seize the opportunity to report defects, make replenishment requirements and also make request for new items. However, sometimes it took long to receive some of the items, while others were never supplied.

d. **Monthly Logistics Report.** The monthly logistics report like the weekly reports, were designed to obtain more detailed information within a month. It also included the work ticket (daily details of vehicle movement of the 2 vehicles in our custody). This was to facilitate reaction to maintenance and re-supply of consumable stock.

e. **Monthly Attendance Sheet.** The monthly attendance sheet is a personnel control form that is designed to monitor attendance of personnel at their duty post within a period of one month. The form is applicable to all categories of UN personnel. Therefore, all MILOBs must complete this form

at the end of each month. It was the responsibility of the team leader to authenticate all attendance sheets of his team mate.

**6.5 Social Life.** One very significant psychological effect that confronted the team at the early stages of the mission especially in the first one month was loneliness. I missed my family and loved ones. I occasionally isolated myself during free periods to reflect on my family and sometimes resorted to watching films, or listening to music to keep myself busy. Majors Ndegwa and Ndiema both (Kenyans) got to the mission area about a week before us (Nigerians), so we became friends with Ndegwa right from when we first met. We had a Kenyan company in Bujumbura, so through him I was able to meet so many Kenyan military officers and UN civilian staff. He also taught me a little bit of Swahili. Similarly, Ndafina was another close fellow to me and being from a francophone country (Togo) he was interested in learning English, I was also interested in improving on my French language so we taught each other English and French respectively during our spare time. At the end of it all, that effort was really rewarding as we could see the improvement in the way we speak the languages. Additionally, most of the team members were lovers of football, so we decided to buy a football, which also attracted kids around us. We became so friendly with the kids that daily, at 1700hrs, the kids would gather in our house signifying that it was time for football. If we were not willing to play that time, we would appoint a team captain amongst them and give them the ball, to be returned by the captain. It was fun as the relationship was cordial.

We normally visited Bujumbura weekly to submit our weekly reports and by implication the monthly reports as well. We sometimes had 2 days MOP which implied staying in Bujumbura for two days to receive briefing from the COO. While in Bujumbura, we visited the Saga Plage (beach), popular restaurants like Eden du Lac, Ashpell and Havana Night Clubs just to socialize and ease some stress. Saga Resha was another popular beach resort located about 20 km away from Rumonge, our residential town, so we often visited Saga Resha to relax, if the security report is favourable. Other areas of interest include;

a. **Culture of the People.** The culture and tradition of the people of Burundi is generally African. However, you will definitely observe a few things that are different from your own culture. For instance I found it strange, for a younger person to stretch his hands to you first as the elderly person during greetings, which to me it was suppose to be the opposite. Rumonge was also one of the commercial towns of the country due to its proximity to Tanzania and Congo through Lake Tanganyika. You find many Tanzanians living in Rumonge. No wonder the language generally spoken in Rumonge is Swahili unlike the other towns and villages of Burundi where Kirundi their native language is widely spoken. Well, we tolerated and respected their culture and habits since we were only visitors and would not be there for too long.

b. **Religious Affiliations.** Irrespective of our personal religious inclinations, we were tolerant with the religious sentiments of the people. About two-thirds of the populations are Christians, chiefly Roman Catholic,

about 30 percent adhere to traditional beliefs and one percent are muslims. Similarly in our team, Major Costa was a catholic, Major Ndegwa, Captain Ndafidina and I, were Protestants while Lt Cdr Imed was a Muslims. However these religious differences did not affect the unity in the team.

c. **Our Relationship with the People.** Two factions of the rebel groups were in control of the area in which we lived, that is the CNDD Nyangoma and CNDD Ngurinziza. However, since the two groups were signatories to the Burundi peace process, we had a cordial relationship with them. We visited their offices and camps to get any information they had for us. On a few occasions also they visited our residence to find out UN position on certain issues and sometimes reported certain issues to us. In the town generally the people were always excited when they see us patrolling especially children; they locally referred to us as "ONUBE" as they wave and sing our praises.

d. **Feeding Arrangement.** We fed together as a team despite our religious differences. We ate a lot of fish since we were in a town located by Lake Tanganyika. The only time Lt Cdr Imed had to feed alone was during the Muslim fasting period (Ramadan period being the only muslim in the team then). We also had to be careful about the kind of meat we cooked, since it was forbidden for the muslims to eat certain kinds of meat like pork.

e. **Redeployment to Other Locations.** After serving in Rumonge for about 6 months in Rumonge a new MILOB was posted to our team by name Captain Adama Ouedraogo from Burkuna Faso. He was a very gentle, organized and a very cooperative fellow. After about 9 months service in Rumonge, we experienced the first changes in our team. Another new member was brought to the team by name Major Camara Mamadou Keble a Gendarmerie officer from Mali. He was also a gentleman and a little bit elderly. Major Costa was transferred to Gitega Province and I was transferred to Ruyigi Province, while others remained in Rumonge. I missed my numerous friends in Rumonge especially the kids. A football match was organized by Captain Ndafidina among the kids for my send off. At our residence also we organized a send-off party to send me and Costa off to our new locations. We invited our landlord and his wife and a few other friends. A week after, our landlord (Mr Massambo) was involved in a ghastly motor accident which he never recovered from. He was hospitalized and after about a month Major Ndegwa called me and informed me that Mr Massambo had passed away. May his soul rest in peace. Ruyigi is a town located in the northern part of Burundi, and shares part of its borders with Tanzania. My colleagues in Ruyugi were Lieutenant Commander Wayoe (Ghana) the Team Leader, Major Bonfo (Togo) Major Mohammed (Yemen) Captain Kone (Mali) and Captain Alex (South Africa). Major Ali (Yemen) was one of the MILOBs that had been serving in Ruyigi, although he had also been posted to Mwaro Province, but was asked by the Force Headquarters to stay with our team for about 2 weeks, so that he could guide us in the new area of assignment, as we were all new to



the area. We found that arrangement very rewarding. He took us round their Area of Responsibility (AOR) and we paid courtesy call on the Governor, and the administrators of all the Communes in Ruyigi. Thereafter, Major Mohammed left for his new location. Accommodation was also not a problem as we took over the house of the MILOBs that were there initially. We had a Kenyan Company in Ruyigi. The company was commanded by Major Said. We related well with him and his officers and also worked together in Ruyugi province during the presidential elections in Burundi.

### **6.03 CTO and UN Leave Period**

Compensatory Time off (CTO) and Leave period for MILOBs must be properly planned. This is because it has so many rules guiding them and you must earn it to be entitled. For example, CTO is calculated at 6 working days in every thirty days and must not be accumulated beyond a maximum of 12 days at any given time. Furthermore, only one member of a MILOB team can be on CTO/leave at any given time. Leave on the other hand is calculated as one and half day in a month. It can be accrued to a maximum of twelve days. Note that the first CTO/ leave are calculated based on the date of joining the mission for every MILOB. Other policies related to CTO/leave included the fact that all weekends and UN holidays do not count and CTO can be combined with leave.

Generally, the mission in Burundi had given me a deep insight into the operations of the United Nations. Though a new mission, a lot of efforts were made in the provision of logistics required for the performance of our tasks.

Only a few areas like Kirundo a very remote village bordering Rwanda and Burundi had no any reasonable accommodation for the MILOBs posted to the area, so they had to stay in a nearby town and drive to the area daily to perform their tasks. However, the general effort is commendable. It also revealed to me the devastating effects of war or a crisis situation. That experience was one of the underlying factors that inspired me to contribute in any little way to the world peace process. To do this I needed to acquire adequate training combined with my experience to be able to carry out this task effectively. So I enrolled for the COTIPSO course which warranted this research work. I made so many friends while in the mission. Presently I have the contact addresses, email and phone numbers of most of the MILOBs that were in Burundi for the mission. I had also been opportuned to meet some of them in May 2007 at the Command and Staff College Ghana where they were attending their senior Staff Courses. We reflected on our activities while in Burundi; it was really a happy re-union.

Peacekeeping, an accidental but pleasant invention of the UN, has brought a degree of stability to numerous areas of tension around the world, in spite of its seeming imperfection. It is a cooperative venture that requires consensus at all levels. However, putting together all the logistic requirements of a UN peacekeeping force is very costly and very few countries can cope with such expenses especially in the developing world. It is therefore necessary for member states that are capable to support UN peacekeeping operations in what ever form. Some of these assistance could be by providing air and sea-lifts capacity, personnel, equipment or funds to the UN. In the same vein worldwide organizations, corporate bodies, individuals and the international community as a whole should endeavour to support the UN by providing basic peacekeeping equipment such as vehicles, communication equipment, generators, funds etc to support UN missions, through corporate donations, or public relations promotions.

Logistics support planning for a peacekeeping operation should be a comprehensive activity ranging from the mission analysis, identifying the requirements and the sources of logistics support and never ignoring the logistic requirements of implied task. Therefore, a carefully planned logistics would exert less pressure on logistic demands during the mission thereby saving cost and time. African nations should also endeavor to build their capacity to deploy for peacekeeping operations, by establishing mechanisms such as the ASF and also empower it by ensuring that member countries contribute to the force. In the

glowing example of the Nordic countries, strict management of both deployed forces and their equipment has been very effective and worthy of emulation.

The management of a rapidly deployed force to a mission could be one of the greatest challenges of the UN. It is obvious that even when good and ample notification time to deploy for peacekeeping mission is given, many countries especially in Africa, find it difficult to provide adequate logistics to support the deploying forces. Thus, supporting a rapidly deployed force becomes even much more difficult to support for such countries. The SHIRBRIG initiative provides the UN with a well-prepared, rapidly deployable capability for peacekeeping operations mandated by the UN Security Council. Furthermore SHIRBRIG has developed a system that can be used as a model for African stand-by forces and provide planning and expert team assistance.

The recent increase and complexity of operations and greater demand for troops has become evident to the UN that, it is necessary for the Military Division of the DPKO to provide guidelines and assistance to member states' training programmes, in order to increase the "mission readiness" of national contingents. Furthermore, to consolidate the peace that has been achieved, it is necessary for the human rights component to provide peace support operations training as well as peace education to the local populace. This would help the locals understand the need to sustain peace after the withdrawal of the force.

Concluding a peacekeeping mission is as important as planning for the mission itself. This activity should start once the deployment phase has ended

with an already carefully prepared logistics plan of the detailed activities of concluding the mission. Mission Area clearance which is an activity of concluding a mission forms a very important aspect of a peacekeeping operation. It forms part of a Post Conflict Operation which is very critical in peace building. Many children in former conflict ridden areas have been maimed by unexploded ordinances. It therefore becomes imperative that mission area clearance be carried out. It should also be noted that mission area clearance is a long term activity. Therefore, to consolidate the good work started, some selected locals need to be trained to continue the activity after the departure of the force. Alternatively a civilian contractor could be employed to carry out this very important task, all in an effort to allow the local populace to go about their normal duties without fear when the peacekeeping force finally withdraws.

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