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The Project

“Training for Peace in Southern Africa”



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The Project “Training for Peace in Southern Africa”

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Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and opinions expressed in the report do not necessarily correspond with the views of the Ministry of Foreign Affairs.

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Abbreviations and acronyms

ACCORD	African Centre for the Constructive Resolution of Disputes
AFIC-N	Norwegian Armed Forces International Center
CIVPOL	Civilian Police
DANIDA	Danish International Development Agency
DPKO	Department of Peacekeeping Operations (UN)
DRC	Democratic Republic of Congo
ECOWAS	Economic Community of West African States
IDP	Institute for Defence Policy
ISDSC	SADC Interstate Defence and Security Committee
ISS	Institute for Security Studies
MFA	Royal Norwegian Ministry of Foreign Affairs
NORAD	Norwegian Agency for Development Cooperation
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
OAU	Organisation of African Unity
PSO	Peace Support Operation
RPTC	SADC Regional Peacekeeping Training Center (Zimbabwe)
SADC	Southern African Development Community
SADCC	Southern African Development Co-ordination Conference
SANDF	South African National Defence Force
SAFDEM	Southern Africa Resource Bank for Democracy and Human Rights
SAPES	Southern African Political Economy Series Trust
SARIPS	Southern African Regional Institute for Policy Studies
SAPS	South African Police Service
SARPCCO	Southern African Regional Police Chiefs' Coordinating Organisation
TfP	Training for Peace in Southern Africa
UNAMIR	United Nations Assistance Mission to Rwanda
UNAVEM	United Nations Verification Mission in Angola
UN DPA	United Nations Department of Political Affairs
UNHCHR	United Nations High Commissioner for Human Rights
UNITA	National Union for the Independence of Angola
UNOCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
UNMO	United Nations Military Observers in Peace Operations
UNMOC	United Nations Military Observers Course
UNOSOM	United Nations Operation in Somalia
UNPOC	United Nations Police Officers Course
UNSOC	United Nations Senior Officers Course

The Project “Training for Peace in Southern Africa” (TfP)

Project period:

Start: May 2 1995 (project preparations)

Project funding from October 1995

1st project activity: 21 November 1995

Period covered by the evaluation:

From project start to 31 December 1999¹.

Financing:

The Royal Norwegian Ministry of Foreign Affairs, through the Norwegian Agency for Development Co-operation (NORAD). TfP had a five-year funding timeframe from October 1995. The initial budget was NOK 11.3 million. The budget has been expanded to a total of NOK 12,904,480 until the end of 1999. Furthermore, NOK 998,300 has been transferred from NORAD to specific supplemental projects between 1996 and 1999.

Implementing organisations:

- NUPI - Norwegian Institute of International Affairs, Oslo
- ACCORD - African Centre for the Constructive Resolution of Disputes, Durban
- ISS - Institute for Security Studies, Pretoria

TfP Objective:

Enhance knowledge and competence within the area of peacekeeping in the SADC region.

TfP target groups:

Civilian and military actors in peacekeeping in all SADC countries.

1) The evaluation also included observation of the Conflict Management module in the United Nations Military Observers Course (UNMOC) at RPTC in February 2000

Executive Summary

Norway has supported the Training for Peace (TfP) project in Southern Africa since October 1995. TfP is a training and policy development project that seeks to build regional competence within the area of peacekeeping in the Southern African Development Community (SADC) region. TfP was initiated by Norway in the wake of changes in the security landscape of Southern Africa, following the end of apartheid and the installation of Nelson Mandela as president. It was launched after consultations with representatives from relevant international bodies including the UN, OAU and SADC, as well as regional governments. The Norwegian government, officials and politicians, described and perceived TfP as a flagship project. By the standards of Norwegian aid, TfP represented a fairly substantial and long-term commitment of development co-operation money for building a sustainable capacity for multifunctional peacekeeping by member countries of the SADC.

The project was organised as an institutional NGO co-operation between the Norwegian Institute of International Affairs (NUPI), through its UN Programme, and two South African institutions; the Institute for Security Studies (ISS - formerly the Institute for Defence Policy - IDP) in Pretoria and the African Centre for the Constructive Resolution of Disputes (ACCORD) in Durban. The two South African organisations tried to work together for one year after the project started. Since then there has been no active collaboration between the two organisations, and they do not perceive each other as partners.

Overall the evaluation team found the project successful and was impressed by the broad range of activities conducted under TfP and its impact. Approximately 1 970 South Africans have attended seminars and training in peacekeeping through TfP. In total 272 participants have undergone training in TfP workshops of three and five days' duration, and some 62 participants have attended two UNPOC

training courses of two weeks' duration each. Others have participated in different kinds of courses. The participants have, however, not been registered in a systematic manner that would make it possible at this point to use them as a stand-by capacity for peacekeeping operations.

While to some extent courses have relied on UN manuals, TfP has not developed manuals for peacekeeping training.

NUPI has had an important co-ordinating role that has included budget control, facilitation of the TfP Exchange arrangement and liaison with the Norwegian government and the UN, in addition to providing resource persons and input to the various courses.

The two South African organisations have gained considerable strength since the TfP project started. Their staffs have grown considerably, becoming more regional, and both organisations are relatively well networked in the region.

TfP has had regional outreach in terms of the courses held without yet becoming a true regional project. It is primarily seen as a South African project. The ability of TfP to provide a regional view and support to SADC in peacekeeping training and the development of doctrine might continue to be difficult as long as the two partners remain South African.

In particular ISS, and to a lesser extent ACCORD, has published extensively under the project. While these publications have high policy relevance, the academic relevance is not so high.

Publications and activities under TfP have as a rule been credited to the TfP project and its Norwegian funding, but "Training for Peace" has not become a widely recognised trademark in the region. The names of the programmes under which TfP operates are called

respectively *Peace Missions* at ISS, and *The Peacekeeping Programme* at ACCORD. As a result TFP is not seen as a coherent and integrated programme.

Under TFP's Exchange arrangement initiated in 1997, military and police personnel from the SADC region have participated in UN training courses in Norway. The various stakeholders see value in this arrangement. People who have participated in these courses have been used as trainers in TFP activities held in Southern Africa. The arrangement also provides a good opportunity for Southern African and Norwegian personnel to experience the multinational dimension of peace operations.

Over the course of the five years of the TFP project, the volume of Nordic activity in the field of peace and security in Southern Africa has increased considerably. This has occurred without co-ordination amongst Nordic donors. NUPI and representatives from the Nordic donor community have expressed the need to co-ordinate Nordic activities.

In interviews with the evaluation team, some of the actors, both from Norway and from South Africa, expressed uncertainty as to the division of responsibilities and authority of the Norwegian actors (MFA - NORAD - NUPI), and that they have occasionally felt that policy from Norway on TFP has been lacking.

TFP has to some extent been caught up in the disagreement over the regional security arrangement and policy. The controversy with regard to the process of creating a SADC Organ of Politics, Defence and Security, and the conflict in the Democratic Republic of Congo (DRC) have impacted TFP. The impact on TFP has been affected by the fact that the disagreement on the structure of the SADC Organ is caused mainly by a difference of views between South Africa and Zimbabwe, in particular, but also involves the other SADC members. Moreover, SADC is also divided on the conflict in the DRC, with some members in a military alliance with the Government, while others are perceived as being close to the rebels.

TFP has achieved much in the first five years. Overall the project has been successful, even exceeding expectations in certain areas, such as its contribution to evolving doctrines on peacekeeping. The first five years have been the period of establishment. In the next phase, TFP needs to consolidate, and to move from establishment activities into more research-inspired and doctrine-informed training. And it needs to move more visibly out of South Africa into the Southern African region.

Recommendations

1. TfP should be extended for a second phase to allow the emergence of a self-sustaining capacity for the training of peacekeepers from the Southern African region, with special emphasis on the civilian dimensions of contemporary peace missions in Africa.

- Suggested duration for a second phase is three years, after which the structure could be reviewed to assess whether a new project set-up or design should be established.
- The second phase would require funding of at least the same level as today, at a minimum expanded to accommodate a fourth partner organisation. The evaluation team has not considered how to best phase in the various components referred to below, and the specific funding requirements should be addressed within a later project design and planning process.

2. The regional aspects of the TfP project should be enhanced.

- The regional identity of TfP should be given greater form and substance through an appropriate geographic spread of instructors and venues as well as participants. When venues change, efforts should be made to involve local organisations so as to create local ownership and ensure continuity and follow-up.
- The inclusion of an additional collaborative partner organisation in the region outside South Africa is recommended.

3. The civilian aspects of peacekeeping should be emphasised.

- The second phase of TfP should in particular emphasise civilian aspects of modern peacekeeping, in training as well as in the development of doctrine for the

employment and integration of civilian personnel in peace missions.

- TfP should develop its niche in training and development of the civilian capacity for peacekeeping, especially related to the civilian military co-operation on the one hand, and the training of civilian personnel from UN Agencies, NGOs and civilian police on the other.

4. The TfP project should be strengthened to support the development of consensus on the best approach for regional security management.

- TfP should help processes in the regional and continental organisations that aim at developing common security in Southern Africa.
- Partner organisations should examine, discuss, evolve and facilitate the acceptance and implementation of a SADC Security Organ. Similar to the efforts of the RPTC, the TfP partners should encourage the acceptance of a minimum common ground among SADC members.
- TfP partners should remain engaged with the OAU, the UN and other organisations that are critical to the creation of the enabling environment for peacekeeping activities in Southern Africa.

5. Authority and management of TfP should be clarified and structured.

- The division of responsibility among the TfP partners should be further defined in the second phase. As part of its co-ordinating role, NUPI should ensure that this division is respected in order to avoid conflict within the group of implementing organisations.

- The evaluation team does not find that closer co-operation between the two South African partners will be beneficial in a second phase.
 - The financial reporting for the project should be activity-based and follow an identical set up for the implementing organisations.
6. An international advisory board for the TfP project should be established.
- The advisory board could include representatives from SADC, the OAU, and the UN system, as well as from the Norwegian government (MFA-NORAD) and the peace research community. Further representation could include the Directors of NUPI, RPTC or SARPCCO, and the NGO community. The advisory board could meet once a year, alternately in Norway and in the region.
7. The interaction between NUPI and each of the partner organisations should seek to develop capacity in both organisations.
- NUPI should continue co-operation on training and the Exchange arrangement and, more than the case is today, engage in collaborative research with all or some of the partner organisations.
 - The TfP project should be strengthened to support research on the security agenda in Southern Africa.
 - All partner organisations should encourage international contributions to their respective journals, and also themselves publish in international journals.
8. TfP should initiate a second round of generic peacekeeping training workshops.
- The TfP Peacekeeping Training Workshops conducted by ACCORD should alternate between in-country and SADC formats.
9. TfP should conduct training in co-operation with the RPTC.
- TfP partner organisations should actively explore the possibility of mounting in-country training workshops and seminars throughout the SADC region conjointly with the RPTC.
10. The implementing organisations should consider giving longer and more structured courses, using carefully designed curricula and a faculty that is drawn from across the region.
- Instructors used in TfP training courses should be people with enhanced skills, especially familiar with UN and other peacekeeping training programmes as well as regional issues.
 - TfP should open for interdisciplinary networking and co-operation through inviting former participants to follow-up training events or seminars.
11. TfP should develop human resources that could be called on for peace missions.
- It is still relevant that TfP takes part in developing a stand-by capacity of personnel within Southern Africa that could be used in peace operations.
 - Partner organisations that conduct TfP training should keep a tracking record of participants who have undergone training. The tracking record should be fed to the newly created RPTC Clearing-house and to other TfP partners.
 - Participants who have undergone training should routinely be made aware of the SAFDEM (Southern Africa Resource Bank for Democracy and Human Rights) initiative.

12. TfP should develop a manual for civilian peacekeeping training.

- The cumulative experience and expertise gained by those engaged in TfP training activities should be developed into a manual on training peacekeepers. The manual should be designed with regard to UN requirements for peace-mission personnel.

13. Norwegian and Nordic co-ordination of projects in the field of peace and security in Southern Africa should be improved.

- The evaluation team recommends that one official in any one of the Norwegian embassies in Southern Africa be designated as the regional programme officer and be the nodal clearing-house for all Norwegian

aid activity in the field of peace and security in the SADC region.

14. The Exchange arrangement should continue.

- It is still important to continue the Exchange arrangement, in which military and police personnel from Southern Africa participate in UN courses in Norway.

15. TfP should become more visible.

- A TfP logo should be established, which should be used on posters and presentations related to the project, by all partner organisations.

1 Background and Context

The Evaluation of Training for Peace

In October 1999 the Royal Norwegian Ministry of Foreign Affairs (MFA) commissioned a Fafo-led team to provide an evaluation of the Training for Peace project (TfP) in the period 1995–1999. The mandate for the evaluation is comprehensive. It includes an assessment of the activities and output of TfP in relation to the project's stated aims and objectives, an assessment of the relevance of the TfP objectives, and recommendations of further courses of action for Norwegian support. The Terms of Reference are appended as Annex 1. The Fafo Institute for Applied Social Science was asked to carry out the evaluation with an international team of experts handpicked by the MFA. The evaluation team consisted of:

- Lena C. Endresen, Researcher Fafo Oslo (team leader)
- Professor Ramesh Thakur, Vice Rector of the UN University in Tokyo (main evaluator)
- Margaret A. Vogt, Special assistant to the Assistant Secretary General for Political Affairs in the UN Department of Political Affairs (main evaluator)
- Ingvild Skinstad, former co-ordinator of the Conflict Resolution Training Programme at the International Peace Research Institute in Oslo (team member)
- Malehoko Tshoaedi, Researcher Fafo South Africa (team member)

The methodology of the evaluation has consisted of documents and literature review, interviews in Norway, South Africa, Zimbabwe and the UN headquarters in New York, and a survey of former participants in TfP courses. The evaluation team made a field study tour to South Africa and Zimbabwe for two weeks in January and February 2000. Observation was

made throughout the full length of the two-day Conflict Management for Peacekeepers module in the UN Military Observers Course at RPTC in February 2000, conducted by ACCORD as part of their TfP activities.

The evaluation team wants to thank the three TfP implementing organisations, ACCORD, ISS and NUPI, for their valuable contributions to the evaluation. They have offered crucial insight and assistance in the evaluation process and they have provided thorough responses to a draft report circulated to them.

The evaluation report consists of seven main chapters, all addressing different but interrelated aspects of the topics covered by the evaluation. Due to the need for brevity, full justice has not been done to the entire range of activities and experiences gained through TfP.

Introduction

The Training for Peace (TfP) project was initiated in the context of changes in the global and Southern African regional order, and in security contexts. Nelson Mandela took over as the head of the first majority government in South Africa after the general election of 1994. That was also the year of genocide in Rwanda when the world stood silently watching as over 500,000 people were massacred within a few days. With a history of support for the South African struggle for liberation from apartheid, Norway was keen to assist in the process of transformation of South Africa and its integration into its own immediate region. The South African security apparatus was the most notorious instrument and symbol of apartheid. The continued demand for peacekeeping in Africa and beyond provided an opportunity to train the South African security forces in modern multifunctional peacekeeping. TfP would help to transform the South African defence force from an instrument of confrontation with, and destabilisation of, the

Frontline states into a tool for building a comprehensive approach to security in Southern Africa. South Africa's mindset and worldview would be changed from a culture of conflict to one of co-operation.

The TfP objectives as stated in the original project document² were to:

- develop and conduct a series of training programmes in order to take part in building a realisable stand-by capacity of personnel within Southern Africa that can be used in peacekeeping operations;
- include in the training programmes participants from the Defence, Foreign Affairs and NGOs of the interested countries in the region in order to facilitate or contribute to the development of consistency in approach within these three sectors, as well as an appreciation of the differing and complementary roles of each sector;
- include participants from as many of the twelve³ SADC countries as possible in each training session, and thereby contribute to a common language and a common culture of peacekeeping, that will support collective approaches to security and peacekeeping operations, as well as effective conflict management;
- conduct seminars and workshops to develop new understanding, knowledge and approaches that will provide the basis for more effective training and education, as well as enhance policy making and public awareness of the challenges involved; and
- promote policy development in peacekeeping in order to formulate, document, analyse and apply innovative ideas from overseas, as well as local

concepts and techniques, to improve peacekeeping within the region.

When the project started in late 1995 a first phase timeframe was set until the end of 1999, i.e. almost five years. Awaiting the evaluation, an interim period of one additional year has been granted to the project.

A brief history of TfP

The idea of a TfP project was conceived at the Norwegian Ministry of Foreign Affairs (MFA) and NUPI in 1994–1995. Early in 1995, the First Political Office of the MFA approached the Director of the newly established NUPI UN Programme, Mr. Åge Eknes, to discuss the possibility of having a Norwegian peacekeeping capacity-building project established in Southern Africa. In the period that followed, three individuals in particular developed the TfP idea. They were the Director and one Adviser from the First Political Office in MFA (Cecilie Landsverk and Bård Hopland), and Åge Eknes. In a letter dated May 2 1995⁴ from the MFA to the UN Programme, the former engaged the UN Programme to design a project for co-operation with South Africa within training for peacekeeping and in co-operation with the South African authorities, and in co-operation with South African partners, in consultation with MFA and UN/DPKO.

The UN Programme Director and an assistant, Torunn L. Tryggstad (later to become NUPI's TfP Project Co-ordinator) took the idea further. They consulted with various individuals and organisations, among them the UN system through DPKO (Sashi Tharoor), the British Foreign Office, the International Institute for Strategic Studies (IISS) (Mats Berdal), the Royal Institute of International Affairs (RIIA) (Jack E. Spence), and OAU's Conflict Management Centre (Dr. Chris Bakwesegha).

2) The first project document is dated 10 September 1995, and sent as an attachment to the letter "Grant Application: TfP in Southern Africa", from NUPI/ACCORD/IDP to MFA.

3) The SADC membership has expanded since then to fourteen.

4) Letter from MFA to UN Programme at NUPI dated 2 May 1995, signed by Cecilie Landsverk and Bård Hopland for acting Director Olav Stokke.

The NUPI team then went on a fact-finding mission to the SADC region 5–16 June 1995. The consultations prior to the trip guided the fact-finding tour. Sashi Tharoor, at that time Political Advisor to the Head of the DPKO, Kofi Annan, had visited South Africa in February 1995, and compiled a list of non-governmental organisations that he considered relevant for peacekeeping training and development. Based on this list⁵ and other consultations, the NUPI team identified a number of South African organisations that they consulted during the fact-finding mission. The mission's objective was to identify on-going initiatives on PKO training in the region, ideas on regional conflict management strategies with regard to peacekeeping (governmental and non-governmental), possible co-operation partners, and possible areas for Norwegian engagement. The team met individuals and organisations in Zimbabwe, Botswana, South Africa, SADC, OAU and UN, and concluded in their report (dated 21 June 1995) the following:

- The project should be localised in South Africa.
- The project should be placed in an organisation outside the military establishment, but an organisation that can engage the military establishment in its activities, and utilise the competence that the military establishment has.

The report concluded that among all the organisations consulted, ACCORD and IDP in conjunction would provide the best local co-operation partners. IDP was an institute engaged in facilitating discussions between the opposing armed forces in South Africa and the introduction of notions of civilian control, representivity and appropriate role definitions for the armed forces of a democratic South Africa. ACCORD was a conflict-resolution, activist-oriented, and grass-roots-based organisation with a wide network of contacts in

the region. At that time, ACCORD, alone among the organisations examined by the NUPI team, had plans for a “School of Peacekeeping”. The evaluation team learned through its interviews with the TfP project architects that ACCORD's political connections and backing from the new South African regime also were regarded as a positive feature.

After the fact-finding mission and further endorsement from the MFA, NUPI, ACCORD and IDP developed a project document. The document refers to UN General Assembly discussions on the lessons learned from the UN's peacekeeping experiences in Somalia, Rwanda and Angola, and called for the enhancement of African capacity in the field of peacekeeping at its 49th session in 1994. It includes a statement of objectives, a training outline, the agreement between NUPI, ACCORD and IDP regarding TfP, budgets for 1996, and for 1997–1999, and presentations of other organisational elements of TfP, such as agreements regarding joint reporting and auditing. The project document names the three directors of the collaborating organisations as the project's Steering Committee. It also states that an Advisory Board consisting of five experts (from the UN, OAU, the region and Norway) will be established.

It is difficult to assess whether the MFA had primarily a regional or a bilateral focus for TfP. TfP was in many ways presented by the MFA as a project for South Africa, but it had a regional focus. The First Political Office had several political objectives they wanted to address with the project. They wanted to extend a political gesture to the new regime in South Africa. They wanted to help the South African National Defence Forces (SANDF) to look at their function in a new way, as their role under the apartheid regime was over, and to enable them to cooperate with neighbouring countries. The report from NUPI's fact-finding mission states that the mandate for the mission was primarily

5) The organisations recommended by Sashi Tharoor were the Institute for Democracy in South Africa (IDASA), the African Centre for the Constructive Resolution of Disputes (ACCORD), the Centre for Conflict Resolution (CCR), and the Institute for Defence Policy (IDP), all based in South Africa.

to assess the situation in South Africa. In the interviews that the evaluation team conducted with the MFA and TfP architects the view was held that one important aspect of TfP was its contribution to the process of integrating South Africa into the region. After the project was designed, the SADC budget line in NORAD was identified as the project's funding source.

The project itself started in September/October 1995. It was launched during the official visit to South Africa of the State Secretary for development co-operation at the time, Mr. Asbjørn Mathisen. In November a workshop to introduce the TfP project to the SADC countries, with eleven SADC countries present, was held in South Africa. In March 1996 the first regional workshop was held, in Zambia.

ISS employed a Project Director, Mark Malan, in January 1996. Simultaneously NUPI employed Torunn L. Tryggestad as TfP Project Co-ordinator⁶. ACCORD, for its part, did not find a suitable project director, so Director Vasu Gounden, with project assistant Hayden Allen, was responsible for TfP within ACCORD, until April 1997, when Cedric de Coning was employed as Senior Programme Officer for TfP at ACCORD.

The relationship between ACCORD-IDP/ISS and ACCORD-NUPI developed difficulties from mid-1996. After the Tanzania workshop in September 1996 the relationship between ACCORD and IDP/ISS deteriorated and the relationship between NUPI and ACCORD broke down. The MFA decided to intervene and convened a meeting in Pretoria 6–7 November 1996 where Adviser Aslak Brun (MFA), Charge d'Affairs Aud Marit Wiig (Norwegian Embassy Pretoria), NUPI Director (from 1 January 1997) Sverre Lodgaard, Project Co-ordinator Torunn L. Tryggestad (NUPI), Director Vasu Gounden (ACCORD) and Advisor Jerome Sachane (ACCORD), Director Jakkie Cilliers (IDP) and

Project Director Mark Malan (IDP) and Secretary General Trygve Nordby (Norwegian Refugee Council) participated.

As a result, a new organisation for TfP was created, as described in the second project document⁷. Revisions were made both to the organisational structure and the project activities. On the organisational structure, the tripartite project agreement was replaced with a model in which NUPI entered into two new and separate agreements with ACCORD and ISS. Moreover, the Steering Committee, which consisted of the directors of ACCORD, IDP and the project director at NUPI, was replaced by bilateral consultative meetings between NUPI/ACCORD and NUPI/ISS. However, NUPI was to summon an annual consultative and strategic planning meeting with representatives from both partner organisations, and from the MFA. The International Advisory Board (which never was established) was replaced by a (Norwegian) Reference Group, consisting of representatives from: the MFA, NORAD, the Norwegian Armed Forces International Center (AFIC-N), and the Norwegian Refugee Council (NRC)⁸. Since police training became part of the main TfP activities (see below), the Norwegian Police and Ministry of Justice participated in the Reference Group, but this is not referred to in any formal document.

On the operational side, the new project document does not state that ISS was committed to provide trainers to the ACCORD courses, but will do so on request. In effect, the new model divides the work between ACCORD and ISS so that a clearer division of responsibilities emerges, in which ACCORD has the responsibility for the training part of the TfP project, while ISS has the responsibility for research and policy development.

6) Tryggestad had been serving as the acting co-ordinator until that time. Towards the end of 1995 the position was announced and she was employed in accordance with the regular appointment process.

7) The revised project document was sent to the MFA from NUPI 12 February 1997.

8) The NRC was appointed to keep in touch with NORDEM, in part because Åge Eknes left NUPI for the NRC, and that it was envisaged that the NRC could sell expertise to TfP.

An addition in the second project document is the Exchange arrangement, in which it is suggested that personnel from the SADC region should be invited to attend UN training courses conducted by the AFIC-N and the National Police Academy in Norway. This “training of trainers” model should include up to eight participants from Southern Africa per year through a cost-sharing model⁹.

SADC: conflict resolutions and peacekeeping in the 1990s

The founding of SADC at the Southern African Development Co-ordination Conference (SADCC) summit in 1992 shaped new frameworks for the development of regional co-operation and conflict resolution in Southern Africa. The ten member countries: Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, Tanzania, Zambia and Zimbabwe, signed a treaty converting SADCC from an organisation co-ordinating regional development projects into a development community with the aim of promoting social and economic development by intensifying regional co-operation.¹⁰ South Africa joined SADC after the demise of apartheid in 1994 and the Democratic Republic of Congo became a member in 1998. By 2000, Mauritius and the Seychelles have also joined. SADC operates in sectors, with each sector assigned to oversee a member state. The region also has an Inter-State Defence and Security Committee (ISDSC), which provides a platform for members to collaborate on issues of intelligence, defence, cross-border crimes and policing. The ISDSC was established in 1975 as a substructure of the Frontline States. SADC is served by a small administrative secretariat based in Botswana, under an Executive Secretary whose role has remained more administrative than political.

The establishment of SADC and the subsequent dissolution of the Frontline States were

designed to reflect the new dispensation created by the end of apartheid and to integrate South Africa fully into the fold. SADC set up the “SADC Organ on Politics, Defence and Security” in 1996, opting for a “two-column” political-institutional structure with the complete development agenda under the SADC umbrella as before, and political and security matters as a separate column. The controversy on how to relate to the political and security agenda of SADC initially centred on whether this was to be treated as a sector, assigned to Zimbabwe to organise and lead, but reporting to SADC through its Chair, then South Africa, or whether Security and Defence issues should be handled by a separate structure, following the lines of the Frontline States, but operating and reporting through a separate SADC Summit rather than under the responsibility of one member-state such as the other SADC sectors. The ISDSC was incorporated as an institution into the organ. Further tensions were experienced over the leadership of the SADC Organ between Zimbabwe’s President Mugabe, who was elected the first SADC Organ Chairman on the one hand, and South African President Mandela, who had been elected SADC Chairman. At the SADC 1997 Summit, the two disagreed on the autonomy of the organ, which led to a standstill in its development. The matter was left to the ad-hoc committee of SADC Ministers to resolve. This development has greatly slowed any progress in the attempt to institutionalise the defence and security aspects of the SADC.

Southern Africa has made progress in many areas in building regional co-operation and joint security during the 1990s. The transition to democracy in South Africa, the peace agreement in Mozambique, and a strengthening of the regional commitment to seek political solutions to intra-regional conflicts are all illustrations of important changes in the region. Progress has, however, been uneven and we have seen setbacks with increased tension and

9) NUPI covers travel costs, whereas the Norwegian Army and Police cover in-country costs.

10) See Meyns, Peter. 1999 *Political Integration: Whither Southern Africa?*, and Singh, Meena, (ed.). 1995 *Redefining Security in Southern Africa*. Common Security Forum: Centre for History and Economics.

violent intra-regional conflicts in some areas, with the region unable to provide a cohesive stand. SADC members were unable to agree on a common stand over the management of conflicts in Lesotho and the Democratic Republic of Congo (DRC), for example. In the case of Angola, where there is a common SADC position against UNITA, some of the members are accused of turning a blind eye to UNITA cross-border activities. The conflict in the DRC further divided the SADC members, many of whom deployed troops to the DRC in support of the government of President Kabila, while some were accused of being sympathetic to the DRC rebels.

The Summit in Maputo in August 1999, and the transfer of the SADC Chair to Mozambique, may provide a new political momentum to seriously address the controversy over the treatment of regional security issues. The Maputo Summit decided not only to remove the Executive Secretary on the basis of an alleged

lack of competence, but also repeated its call for a complete review of the way SADC functions, and to recommend ways of further regionalising and institutionalising the organisation, including the management of its various sectors. In interviews at the Zimbabwean and South African ministries of Foreign Affairs, senior officials expressed clear confidence that the problem with the SADC Organ may soon be resolved, referring to the progress report of the committee charged with the restructuring and review of all SADC institutions, which was submitted to the Council of Ministers at their meeting in Swaziland on February 17, 2000. The positive optimism over the future of the organ in both capitals visited by the evaluation team, as well as the growing convergence of views in the region with respect to the management of the conflict in the DRC set by the Lusaka Accord on the DRC, and in Angola, makes one hopeful that the organ will indeed be institutionalised.

2 Description of Training for Peace

Introduction

The TfP project design is one of a tripartite structure of implementing organisations, consisting of NUPI, ACCORD and ISS. On the Norwegian side, the MFA and NORAD are the responsible actors. AFIC-N, the Norwegian Police and Ministry of Justice, and the Norwegian Refugee Council have participated in the TfP Reference Group, and provide resource persons and other input to the project, but do not provide direct policy direction or influence the framework of TfP.

The TfP activities have been divided in two main categories, training and policy development. This is the distinction used in the original project document and it is still valid. However, a more detailed description of activities has emerged, and in the project's annual reports, activities are now as a rule divided into four categories; training, policy development, research and publications and advocacy. Below both TfP actors and activities are described in some detail.

TfP Actors

The Royal Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Agency for Development Cooperation (NORAD)

In the Royal Norwegian Ministry of Foreign Affairs, two departments, the Department of Security Policy, and the Bilateral Department, through its Africa Desk, are involved with TfP. The project, as other projects related to peacekeeping, is the responsibility of the Department of Security Policy (former First Political Office). The Africa Desk does not have any formal position, such as instruction authority or funds, with respect to TfP. The project, however, comes under their area of

concern, as the Desk is responsible for the Norwegian policy formulation for SADC, and the Desk is invited to TfP's Reference Group. TfP, then, has one potential "home" based on a thematic classification and another based on a geographic classification in the MFA. The Norwegian embassies in Southern Africa¹¹ do not have a formal position with respect to TfP.

TfP is funded under NORAD's SADC budget. NORAD transfers the project funds to NUPI, which in turn transfers the funds to ACCORD and ISS.¹² NORAD receives the reports on funds spent and the activities under TfP and oversees the administration and progress of the project. NORAD manages this responsibility in co-operation with the Department of Security Policy in the MFA, and is represented in the TfP Reference Group.

TfP was the first Norwegian project on security policy in SADC to be financed through a development budget. The appreciation that peace, security and development are inter-related has grown in NORAD during the early 1990s, and is now firmly rooted in the institution and its policies, including its policy on support to SADC countries.

Implementing Organisations

In Oslo, TfP is run by the "UN Programme"¹³ at NUPI. NUPI is regarded as the leading research institute in Norway on peacekeeping issues. The UN Programme was established in 1994. It is an applied research program dedicated to policy research on peacekeeping, conflict resolution and conflict prevention, and post-conflict peacebuilding. The UN Programme receives its core funding from the MFA and individual project funding, amongst others, from the Ministry of Defence, the Norwegian Research Council and international sources.

11) Norway is represented by an embassy in the following SADC countries: Angola, Malawi, Mozambique, South Africa, Tanzania, Zambia and Zimbabwe.

12) This is a somewhat unusual model in Norwegian development assistance, as NORAD usually seeks to transfer the funds directly to the implementing organisation in the recipient country.

13) The UN Programme on Peacekeeping and Multilateral Operations.

The mandate of the UN Programme is, in addition to concentrating broadly on the concept of “wider peacekeeping”, to focus on Norwegian participation in international operations. As a consequence of the latter much of the research in the 1990s has been geographically concentrated on the Balkans.

ISS is an applied social science research institute based in Pretoria, with a smaller office in Cape Town. The institute was originally established as the Institute for Defence Studies (IDP) in 1991, and is a non-profit trust. Since 1991 ISS has grown in size, scope and orientation. Today it employs approximately 40 people, has an international network both regionally and globally, and is among the largest strategic studies institutes in Africa. The annual budget is approximately 26 million ZAR. TfP, then, currently accounts for less than four per cent of its budget. ISS’ mission, as stated in its presentations, is to conceptualise, inform and enhance the security debate in Africa. TfP comprises the main substance of ISS’ *Peace Missions Programme*, one of seven main programmes at the institute. The institute publishes extensively, with about 60–70 different publications per year. ISS is presently raising funds from various governments to establish a network of African applied policy institutes for conflict management in various African sub-regions.

ACCORD was established in 1992 as an Educational Trust, with the primary objective to provide a mechanism to deal with conflicts arising out of the transition from apartheid to democratic governance in South Africa. Since 1992, ACCORD has grown in size, scope and orientation. When the organisation undertook TfP in 1995 it had approximately 5 employees and an annual budget of 2 million ZAR. In 1999, ACCORD employed 26 full-time employees, and had an annual budget of approximately 10 million ZAR.

The three implementing organisations are described in more detail in Chapters 3 and 7.

TfP Activities

A broad range of activities has been conducted under TfP by all three implementing organisations. The training and policy development activities under the TfP project can be summarised as follows:

- 1 workshop to launch TfP
- 11 TfP workshops (in-country training workshops)
- 16 policy seminars/conferences
- 9 smaller seminars or presentations
- 2 United Nations Police Officers Courses (UNPOC)
- 3 conflict management courses for peacekeepers at RPTC
- 1 Civilian-Military Liaison Officers Course (CIMIC) at RPTC
- Participation in a major regional peacekeeping field exercise (*Exercise Blue Crane*)
- 21 military and police personnel from the SADC region have participated in UN training courses in Norway under TfP’s Exchange arrangement.

The TfP Workshop, or Regional Peacekeeping Training Workshop, represents one core activity under the TfP project. By 1998, the TfP Workshop had been arranged in eleven out of 14 SADC countries. The security environment in Angola and the DRC has not been conducive to holding workshops in these two countries, while the needs of Seychelles can be met in SADC workshops.

The first six TfP workshops (in Zambia, Mozambique, Zimbabwe, Tanzania, Mauritius and Botswana) were three-day workshops. In response to the feedback from participants, it was decided to prolong the workshop and a five-day format was introduced in 1997. The longer

duration allowed for the inclusion of modules on conflict management, preventive diplomacy and post-conflict reconstruction, and for more modules on the various multi-disciplinary components and roles within modern peace operations.

The TFP workshops have been attended by on average 25 participants from the foreign and defence ministries, the police forces and NGOs. In total, 272 representatives, of them 45 women, from the various organisations and institutions have been trained through these workshops. The table below shows the participants by sector and gender.

Table 2.1. Participants in TFP Workshops 1996–1998

Sectors	Foreign Affairs	Police	Defence	Civilian Society	Other G'ment representatives	Total	Female	Male
Country								
Zambia (1996)	7	1	5	8	2	23	5	18
Mozambique (1996)	7		7	3	5	22	3	19
Zimbabwe (1996)	7	1	7	9	2	26	3	23
Tanzania (1996)	5	2	7	11		25	5	20
Mauritius (1996)	2	20		5		27	3	24
Botswana (1997)	6	5	1	9	2	23	5	18
Namibia (1997)	7	5	6	7		25	3	22
Malawi (1997)	6	5	6	10		27	3	24
Lesotho (1998)	4	2	5	14		25	8	17
Swaziland (1998)	4	3	5	10		22	5	17
South Africa (1998)	4	4	7	8	2	25	4	21
Total	59	48	56	96	13	272	45	227

In addition to the participants in the TFP workshops, approximately 570 people have been trained in other TFP training activities. The number will depend on how training is defined, but includes people who have participated in a TFP activity with an element of training. Of these, approximately 62 policemen have been trained in the two UNPOC courses. Approximately 1130 people have attended seminars and conferences organised under the TFP project. In total, approximately 1930 people have participated in seminars and training under TFP.

Resource persons have been provided from and by the TFP implementing organisations. The training method is one of modules, case studies and syndicate exercises that introduce

participants to conflict management, preventive diplomacy, multifunctional PKOs, the political and civilian dimensions of PKOs, human rights and humanitarian dimensions, gender perspectives and peacebuilding.

The initial generic courses have been followed by a second generation of TFP courses (since 1998). These have been targeted more on civilian and military co-operation and conflict management for company commanders, staff officers, police officers and military observers. This implies more specialised training courses aimed at homogeneous groups of participants from the military and the civilian sectors.

Both ACCORD and ISS observed the first SADC peacekeeping field training exercise that was

held in Zimbabwe in 1997, *Operation Blue Hungwe*, when they were among the few NGOs invited to participate. They also played important roles in the planning and implementation of the second SADC peacekeeping endeavour, Exercise *Blue Crane*, that was held in South Africa in 1999. ACCORD was requested by the South African National Defence Force (SANDF) to design, plan and coordinate the civilian aspects of the exercise. ACCORD selected the civilian participants, and integrated and managed the civilian contingent. ACCORD was also given the responsibility of organising the seminar on “The Blue Crane Lessons Learned” in Pretoria in July 1999. Norwegian resource persons participated both in the planning phase and during the exercise itself, through TFP.

ACCORD has since followed up on this by concentrating its training on the development of civilian and NGO components of peacekeeping missions and by focusing particularly on civilian-military relations, especially the training of the military at the RPTC in conflict resolution skills and on the appropriate methods for relating to civilian staff and NGOs in peace missions. ACCORD has thus developed a niche for itself as the organisation in the region that is in the frontline of enhancing civilian participation in PKOs and in facilitating the interface between the civilian and military components and relations in PKOs. Furthermore, ACCORD has hosted a seminar on the development of the SADC Organ among regional policy implementers and international experts.

ISS has arranged a number of seminars on issues related to peacekeeping. ISS training has been focussed on civilian police (CIVPOL) and

is conducted on an agency basis for SARPPCO in Harare. Two UN Police Officers Courses (UNPOC) were conducted, one in 1998 and one in 1999 in collaboration with NUPI. The ISS was also responsible for the CIVPOL component of Exercise *Blue Crane*. The TFP Director at ISS has also participated in training as a resource person in the RPTC in Harare, and at the various military staff colleges, both in South Africa and Zimbabwe. ISS also provided support to the 1999 Exercise *Pegasus*, which is the PSO module of the senior command and staff courses in the SANDF.

Under the Exchange arrangement, 21 representatives from Southern Africa have participated in UN Courses in Norway. An overview of the Exchange arrangement participants is provided in Annex 4. The main rationale for the arrangement is a “train-the-trainers” principle. Furthermore, the Exchange arrangement provides an excellent opportunity for officers from the SADC region and Nordic officers to be introduced to a multinational approach to peace missions.

Annex 4 lists all the core training activities conducted under TFP. The project has also produced a substantial amount of research and publications, which are evaluated in Chapter 4 and listed in Annex 3. In addition to these activities the TFP project staff have contributed articles, papers, presentations and training for a number of activities (seminars, workshops, conferences) locally, regionally and internationally which are not funded by the TFP project directly.

3 Administration, Management and Effectiveness

Introduction

The administration of TfP is complex. On the Norwegian side, the MFA, NORAD and NUPI all have their share of control and responsibility for the project. Within the MFA, two units, the Department of Security Policy and the Africa Desk, have TfP as part of their area of interest. The Department of Security Policy is responsible for TfP. NORAD, for its part, handles the funds, but has limited control over the project. The Norwegian embassies in Southern Africa do not have a formal position in the TfP administration. The Norwegian Embassy in Pretoria has been informally involved when ISS and ACCORD contact them occasionally, and through the Minister counsellor the embassy has been kept informed of the TfP project in general. The embassy has also participated in all project's annual meetings. With no formal position within TfP, however, the embassy does not provide input to the project direction, and neither do any of the other embassies in the region.

TfP then, to some extent, falls between two stools with regard to Norwegian authority. In interviews with the evaluation team, some of the actors, both from Norway and from South Africa, have expressed that they have felt unsure of the division of responsibilities and authority of the Norwegian actors (MFA - NORAD - NUPI), and that they occasionally find that Norwegian policy on TfP is lacking.

On the operational side, the partnership envisaged in the original project design has not materialised. In reality, the institutional links have taken the form of a parallel arrangement between ACCORD and NUPI on the one hand, and ISS and NUPI on the other. The lack of co-operation between the two South African organisations has affected the project negatively when it comes to its visibility and image. For example, the "Peacekeeping Training Workshop" package prepared by ACCORD gives prominent acknowledgement to "Training for Peace". It also lists joint affiliation of

ACCORD and NUPI, but does not mention ISS at all. The effectiveness of TfP has been hampered by the lack of co-ordination, consultation and collaboration by the two South African partners in the sense that TfP does not operate as a single coherent project. At the same time, the division of responsibilities outlined in the original TfP project documents, in which ACCORD primarily provides training and ISS primarily concentrates on the development of doctrines, concepts and peacekeeping policy analysis, has, though somewhat blurred, remained the main division of labour, and has accounted for a forceful implementation of the project. The fact that the project continues to run smoothly along the two tracks defined and with the division of responsibility it has is attributable to the careful efforts of NUPI, especially its TfP Co-ordinator, Torunn L. Tryggstad, who carefully negotiated between the two organisations, providing support and theoretical background for their activities and smoothing the path for them in Norway, without attempting to dictate the direction of the project.

The decision to use the two South African institutions over-emphasised the needs of the internal South African capacity and diluted the needs of a regional approach and capacity for peacekeeping operations. Possibly the TfP designers assumed that regional security management issues would be treated as a SADC Sector, following the traditional structure of SADC whereby issues are grouped into sectors and assigned to a particular member state to chair and manage. This was not to be the case as defence and regional security was initially assigned to Zimbabwe to oversee, at least for a period. The ensuing controversy within SADC on how best to manage the defence and security issues became problematic and divisive. This further complicated, from a regional perspective, the choice of the two South African organisations as a vehicle for a regional TfP.

The evaluation exercise clearly indicates that the two South African organisations have grown

tremendously in the last five years. TfP was begun late in 1995. In 1996 it accounted for about one-sixth of the ISS and ACCORD budgets. In 1999, in contrast, TfP accounted for 7 per cent of ACCORD's and less than 4 per cent of ISS' budget. Both organisations have developed programmes and capacities which further enhance their ability to fulfil the objectives of TfP, they have both developed an institutional framework to administer and manage the project in an effective way.

NUPI

According to NUPI, two concepts, "regional ownership" and "train the trainers", have guided and informed their administration and management on TfP. These two concepts are in line with the official Norwegian policy with regard to development co-operation during the 1990s.

Nevertheless, NUPI played a rather dominating role in the early TfP activities both in terms of deciding on the content of the workshop programmes and in terms of who should give presentations. The former NUPI/UN Programme Director, Åge Eknes, was undoubtedly the driving force behind the project in the early days. NUPI's role was particularly important during the period before ACCORD appointed a TfP Project Director and ACCORD and ISS were both in the process of building competence in a field new to them. In this early phase it can be argued that the policy guidelines and directives from NUPI were strict – some might argue too strict and possibly imposing. The conflict within the project that erupted in the autumn of 1996 was related to the leadership role taken by the UN Programme Director.

From 1997 onwards NUPI's involvement has gradually been more focused on the core co-ordinating activities whereas decision making with regard to planning and project development has been increasingly left to the partners. Whereas NUPI staff in 1996 could take responsibility for up to ten presentations at one workshop, together with facilitation of

discussions in both plenary and breakaway groups, the role and responsibilities of NUPI staff have been reduced at the latest TfP workshops and courses. This is a consequence of the increasing ability of the African partners to assume greater responsibility for the training programmes. The evaluation team considers this evolution as a positive development, and a recognition of the growing African capacity in this field.

Particularly with regard to civilian police for peace missions (CIVPOL), the NUPI role has been pivotal to the success of the activities undertaken since 1998. In the field of training and preparing of CIVPOL, Norway has developed professional training courses which meet UN standards. Whereas the Norwegian instructor input was quite heavy during the first UNPOC and the CIVPOL component of Exercise *Blue Crane*, their role as resource persons had been considerably reduced at the last UNPOC organised in November/December 1999. Provision of resource persons, either NUPI staff or staff identified through NUPI's wide network nationally and internationally, accounts for a considerable amount of the resources NUPI provide to TfP. During the period of the TfP project, 20 resource persons were provided by NUPI (including project co-ordinators) at 26 TfP activities. These resource persons were responsible for more than 100 presentations and instructor lessons and have been actively involved in the planning and implementation of the various training activities (programme, curriculum, chaired sessions, moderators of group discussions etc.). Annex 5 gives an overview of resource persons provided by NUPI for TfP activities in Southern Africa. Again, this is a clear indication of NUPI's success in playing an effective facilitating role, and in integrating specialist resources, drawn internationally, into TfP. Again the efforts of the NUPI TfP Co-ordinator, Torunn L. Tryggestad, and the UN Programme Director, Epsen Barth Eide, have been critical in this regard. NUPI has successfully integrated some of its other programmes into TfP, putting some of its in-house resources at the disposal of TfP.

Because of its location at NUPI's UN Programme, the TfP project has had the benefit of drawing from the experience and expertise of a wide range of researchers, both with regard to training and policy development. Even though much of the research at the UN Programme in the 1990s focused on the conflicts in the Balkans, many of the lessons learned are also applicable to an African environment. But the UN Programme has also been engaged in research of generic relevance to peace operations. NUPI staff have been invited as resource persons to TfP activities in their capacities as experts on among other issues: Nordic peacekeeping co-operation, the conflict in the Balkans, European security organisations, security sector reform, the role of civilian police in peace operations, gender and peacekeeping, early warning and preventive action and UN peacekeeping policies.

Since 1997, NUPI has also been responsible for co-ordinating the Exchange arrangement by which seats at Norwegian UN courses for military and police personnel are made available for participants from the Southern African region. This has allowed up to eight persons a year to attend such courses (four at police courses and four at military courses – two seats at each course). The Norwegian government covers the costs through the various implementing partners. The NUPI responsibility has been to assist the Norwegian Defence Force and the Norwegian Police in the identification and selection of qualified participants, as well as to cover travel costs. Over the years, NUPI has gradually delegated the selection responsibilities away from the TfP partners to regional institutions such as the RPTC and the SARPCCO. Nonetheless, the overall co-ordinating responsibility, for the Exchange arrangement and for TfP in general remains with NUPI.

ACCORD

In the five years of the TfP project ACCORD has become recognised in the SADC region as one of the frontline institutions and resource centers for peacekeeping training. The organisation has

regionalised the training, especially since 1996, through courses that have been conducted in several countries in the region. ACCORD's role is particularly well regarded in the region for the emphasis provided to the training of civilian resources for peacekeeping and for the promotion of better understanding of civilian-military relations in peace missions. The organisation has a credible reputation in the region among those producing ideas for and implementing programmes on regional peacekeeping planning.

As a TfP implementing organisation, however, there are certain areas in which there is room for improvement in ACCORD. Firstly, ACCORD has yet to fully develop an appropriate internal capacity to effectively conduct these training programmes; it is not sufficiently and effectively integrated into other programmes conducted by ACCORD. The recent inclusion of conflict management training is a step in the right direction. The increasing co-ordination of efforts between the peacekeeping training programme and the conflict resolution programme has added value to ACCORD's approach and input. Ideally, ACCORD should seek to strengthen and expand such integration of its programmes. While acknowledging the contribution of the trainer in conflict resolution, Ms. Ogunsanya, the involvement of Mr. Kwezi Mngquibisa is also a positive move. A senior fellow with well-established regional and international credentials in peacekeeping would strengthen the staff. This will become more important if the TfP project is expected to continue to conduct broad-based regional courses, or a new round of in-country courses in all SADC member states. Capacity inadequacies at ACCORD may affect the quality of training, even given the fact that external resource persons conduct the courses.

Secondly, while ACCORD is right to rely more on expertise external to the organisation and available in the region for the conduct of its training seminars, the structure of the programme remains tentative and the curriculum could be developed further. Today too much is left to the discretion and presumed

expertise of the resource persons, resulting in a lack of consistency in the quality and content of its courses.

Thirdly, the training programmes conducted by ACCORD are short, and can only provide sufficient time for generalised orientation on the broad concepts of international and regional security and peacekeeping. The participants at the ACCORD seminars will require further, more specialised training to effectively prepare them for peacekeeping operations. In a possible next phase of TFP, consideration will have to be given to longer and more structured courses, using carefully designed curricula and a faculty that is drawn from across the region.

Despite these concerns, the potential for ACCORD's role in TFP training remains high. Of particular importance is the decision to focus, in a possible next phase of TFP, on civilian training and on civilian-military relations. ACCORD is an institution with particular expertise in this field, especially in the pivotal role it played in the organisation of Operation *Blue Crane*. Its gradually expanding regional network and acceptance, all of which make ACCORD well positioned to conduct this project in a next phase, further buttress this.

ACCORD has also been engaged in the development of doctrines and concepts of peacekeeping operations in the region. Apart from facilitating the integration of the civilian component in Exercise *Blue Crane*, the ACCORD TFP manager participated in the Second conference of the Chiefs of Staff of the OAU Central Organ in Harare in 1997. ACCORD also contributed to the conceptual development of the *White Paper on South African Participation in International Peace Missions*. Over the years, ACCORD has sought to encourage the use of its platform by African policy formulators and thinkers in the area of conflict management. It is envisaged that ACCORD will do more on the civilian-military

aspects of training in the region apart from its interest in developing a niche in civilian training.

ISS

ISS is one of the best-endowed and professionally managed institutes in the region. In addition to TFP, ISS runs six other programmes which have become flagship programmes in their own right.¹⁴ These can complement and enhance the value of the TFP project in ISS. While ISS' TFP project is not a training programme, the TFP Director at ISS is well integrated into peacekeeping training in the region, through participation as a resource person at the RPTC in Harare, at the various military staff colleges, both in South Africa and Zimbabwe, and in the training of civilian police, especially in the two UN Police Officers Courses (UNPOC), held in 1998 and 1999. ISS participated in the two regional peacekeeping training exercises *Blue Hungwe* and *Blue Crane* and helped in the planning of Exercise *Blue Crane*. Furthermore, ISS plans to support and participate in the development of peacekeeping training at the University of Witwatersrand in South Africa.¹⁵

ISS' most important contribution to the development of peacekeeping capacity has been in the evolution of doctrine and concepts of operations. ISS played a central role in the preparation of the *South African White Paper on Defence* and contributed major aspects of the *White Paper on South African Participation in International Peace Mission*. Interviews conducted confirmed the reliance of both the Ministries of Defence and Foreign Affairs on the intellectual contribution of the TFP Director at ISS to the development of policy, to defence policy planning, especially in peace missions, and to defence training. One interlocutor in the defence ministry confirmed that ISS contributed tremendously to the regionalisation of thinking in the South African defence

14) The remaining six programmes are: Arms Management, African Peace and Stability, Corruption and Governance, Organised Crime, Africa Early Warning, and Crime, Policing and Prevention Programme.

15) The University of Witwatersrand Graduate School of Public and Development Management is about to establish a Defence Management Programme with funding from DANIDA.

establishment through providing them with a better appreciation of South Africa's role in the African region. It is this kind of orientation that will make it possible for South Africa to commit to regional peacekeeping.

As a TFP implementing organisation, however, there are certain problematic issues relating to the perceptions of ISS. Given the strained relations between Zimbabwe and South Africa, ISS is sometimes perceived as assuming partisan positions on issues relating to peace and security in the region, particularly in Zimbabwe. The evaluation team found in the interviews that many actors recognise the tremendous resources ISS possesses and the expertise of its personnel, but treat ISS with cautious pragmatism.

However, all those who held this view of ISS are quick to exempt TFP project Director Mark Malan from this assessment; they had the highest regard for his contribution and indicated that they would continue to refer to and use his expertise.

Given the implication of this view of ISS for the future of TFP, especially if a possible next phase is to see a greater regionalisation of the project, and given the tremendous facility and expertise that is resident at ISS, the evaluation team decided to pursue this issue further with ISS. Feedback to ISS revealed that they were quite aware of this view, though they argued that as an independent research institute and not a conflict-resolution organisation, and given the volatility within SADC, these perceptions were to be expected.

The problematic issues with the perceptions of ISS do not lie with TFP but may be a result of the activities of other ISS programmes that through the information they issue sometimes present a perception of an organisation that is negative about Africa. A greater integration of the output of all of ISS' programmes could soften this

perception and would benefit TFP. For example, the Arms Management Programme can help TFP to evolve doctrines on disarmament and small-arms control in peace missions.

Even its strongest critics have acknowledged that ISS is an invaluable organisation that has provided useful seminars and workshops and has enhanced the development of knowledge and understanding in peacekeeping operations. The evaluation team believes that ISS can remain a valuable partner in TFP.

Cost Effectiveness

It is beyond the scope of this evaluation to examine financial transactions and project spending in detail. However, in the following the spending will be described and assessed with regard to the achievements of the programme. TFP had a five-year funding timeframe beginning in October 1995. The initial budget was NOK 11.3 million (at the time USD 1.7 million). Over the five years of operation, the budget has been expanded by 15 per cent to NOK 12,904,480. In addition, NOK 998,300 has been transferred from NORAD to specific supplemental projects¹⁶.

The annual TFP budget is approximately NOK 3 million. This amount has been divided more or less equally between NUPI, ACCORD and ISS, based on their proposed plans and budgets for the year. A main expense (39 per cent) consists of salaries for the TFP Programme Directors/Co-ordinators in each of the organisations. ACCORD and ISS both have a full-time Programme Director and an assistant financed by the TFP budget, while NUPI has a full-time Project Co-ordinator.

The funds have been channelled from NORAD to NUPI, which has, in turn, transferred the funds to ACCORD and ISS. The two South African organisations have provided NUPI with audited financial statements, and statements

16) The supplemental projects were "Beyond the Emergency" in March 1996 (NOK 380,010) "Role of Civilian Police in Armed Conflict" in February 1998 (NOK 122,940), "UNPOC II" in 1999 (NOK 107,350) and "Blue Crane" in 1998/1999 (NOK 388,000). Source: Telefax from NORAD to NUPI dated 28 March 2000.

from all three organisations have been submitted in annual reports to NORAD. Table 3.1 indicates how the funds have been spent¹⁷.

ISS and ACCORD have, as a rule, submitted financial statements in ZAR, while NUPI's reports are based in NOK. It has been difficult to produce exact figures in the table (3.1) due to the three currencies involved, and the fact that the currency rates change and have changed continuously over the TfP period. The financial management of TfP is also complicated because of this, a point that has been reported to the evaluation team by the NUPI Project Coordinator. It has proved difficult for the evaluation team to get exact data on the funds spent for this reason and also because the financial statements vary in structure between the three implementing organisations and also from year to year. To isolate funds spent, for example, on training is difficult because training carries different headings in the statements, and because the statements are based on broad categories. "Programme cost", then, is a category used by ACCORD that covers various expenses involved in the training provided (accommodation, conference fees, travel and per diem for the participants, trainer fees, resource persons and support staff). Overhead, as another example, is given as a separate figure in ISS' statements (in the table below it has been added to the "Salaries and benefits" column), in NUPI's statements overhead is included as part of the salary, and in ACCORD's statements it is invisible. The financial reporting routines

should be improved so that the spending becomes more accessible and transparent.

Approximately 1970 Southern Africans have participated in seminars and training in peacekeeping through TfP. In total 842 of these have gone through some kind of TfP training. Considering these numbers and the broad range of activities that has been conducted, the funds spent are relatively modest.

ACCORD has attempted to calculate the costs of the training provided through the TfP Workshops. All the TfP Workshops in 1996 and the first one in 1997 were three-day workshops. It was then decided to change the format to a five-day workshop. Simultaneously the workshops were changed from residential to non-residential. ACCORD has calculated the total cost of the 1996 TfP three-day workshops to be on average NOK 160,135 (111,983 ZAR)¹⁸. During 1998, ACCORD conducted three five-day TfP Workshops at a cost of on average NOK 236,325 (ZAR 149,573)¹⁹.

There are two problem areas with the current way of financial reporting in TfP: First, the reporting is not activity-based. With reporting based on the activities conducted under the project it would be possible to manage, administer and assess the output of the project in a more efficient way. Second, the reporting does not follow an identical set up for the implementing organisations.

17) Exchange rates used are: 1995: 1 ZAR = NOK 1.90 1996: 1 ZAR = NOK 1.43 1997: 1 ZAR = NOK 1.37 1998: 1 ZAR = NOK 1.58, 1998: 1 USD = NOK 7.41 (ISS financial statement for 1998 is in USD) 1999: 1 ZAR = NOK 1.32.

18) The total cost for the TfP Workshops in 1996 amounted to ZAR 559 917.64 (figures provided by ACCORD).

19) The total cost for the TfP Workshops in 1998 amounted to ZAR 448,719.02 (figures provided by ACCORD).

Table 3.1. Allocation of funds spent 1995–1999 in NOK (Source: TFP Annual Reports)

		1995	1996	1997	1998	1999	Total	% of total
Salaries	NUPI	224 963	489 646	365 830	492 553	522 157	2 095 149	
	ACCORD	8 934	210 587	255 144	344 844	398 476	1 217 985	
	ISS	2 850	311 915	408 268	537 486	579 740	1 840 259	
	Total	236 747	1 012 148	1 029 242	1 374 883	1 500 373	5 153 393	39.3 %
Capital expenditures	NUPI	39 073	87 453	3 600	3 816	13 242	147 184	
	ACCORD	25 796	14 300	20 998	28 593	13 188	102 875	
	ISS	60 800	-	-	-	-	60 800	
	Total	125 669	101 753	24 598	32 409	-	284 429	2.2 %
Travel and seminars (TFP personnel)	NUPI	286 646	298 199				584 845	
	ACCORD	4 838	27 264	18 594	22 105	25 684	98 485	
	ISS	1 580	2 137		28 699	-	32 416	
	Total	293 064	327 600	18 594	50 804	25 684	715 746	5.5 %
Travel and seminars ("Programme costs")	NUPI			113 519	232 143	223 765	569 427	
	ACCORD	100 849	675 534	449 635	755 702	731 813	2 713 533	
	ISS		217 903	484 362	912 581	684 412	2 299 258	
	Total	100 849	893 437	1 047 516	1 900 426	1 639 990	5 582 218	42.5 %
Indirect costs (office supplies, office rental, audit, etc)	NUPI						-	
	ACCORD	16 878	143 463	108 558	163 329	153 593	585 821	
	ISS		16 588				16 588	
	Total	16 878	160 051	108 558	163 329	153 593	602 409	4.6 %
Exchange arrangement	NUPI			58 073	129 423	27 568	214 964	1.6 %
Publication and research	ISS		148 720	105 192	169 785	86 787	510 484	3.9 %
Networking	NUPI			26 601	31 341	7 950	65 892	0.5 %
Total		773 207	2 643 709	2 418 374	3 852 400	3 441 845	13 129 535	100 %

4 Quality and Policy Relevance of Publications Produced under Training for Peace

Both ACCORD and ISS have produced an extensive range and list of publications originating from TfP-related work and activities. Annex 4 gives a comprehensive picture of the range of material published by the two organisations under the auspices of TfP. Annex 3 provides the references of the publications consulted for this chapter.

ACCORD publishes an Occasional Paper series and the magazine *Conflict Trends*, and has just launched a new journal, *African Journal on Conflict Resolution*. ISS publishes Occasional Papers, Monographs and the journal *African Security Review*. Although not everything published in these outlets originates from TfP, the project has generated a substantial body of literature that is considered to be reader-friendly and useful by the intended target audience.

The publications from ACCORD and ISS are quite well known and widely used throughout the region. They also give due credit and acknowledgement to TfP, the Government of Norway and NUPI. But, in the absence of an identifiable logo for TfP in its own right, the publications tend to be recognised as being from ACCORD or ISS. As for substance, the publications provide substantial information on issues relating to peace and security, but are targeted at policy makers and practitioners more than the academic community. The publications tend to be more informational rather than rigorously analytic.

ACCORD's Occasional Paper series tends to be between 4 and 8 pages. It too is correctly aimed at policy makers and practitioners rather than academics, given the objectives of TfP. The papers are quite useful and handy publications for their intended audience. Unlike the ISS publications, however, most of the publications in this series are not by in-house staff. This is to be commended. Of the nine papers examined in a random selection, only one was by an ACCORD member (de Coning, 1999).

ACCORD's *Conflict Trends* is a glossy colour information magazine more than an academic or policy journal. Aimed at the lay and interested public readership, it publishes general-interest articles on conflict and security issues in Africa.

The proposed *African Journal on Conflict Resolution* is self-consciously aimed at bridging the gap between academics and policy makers and others interested in the field of conflict studies in Africa. In the inaugural issue, the editor affirmed the journal's "receptivity to scholarly work in the conflict studies field". At the same time, however, he noted that the journal would not "be made up of high-flown theoretical study and research material, or of that only" (Malan, Jannie, 1999: 6). The *African Journal on Conflict Resolution* will aim for a diversity of topics, approaches and writing styles in the field of conflict studies. Should it succeed, the journal has the potential to reach and engage the international academic community. From the start, moreover, the journal hopes to attract authors from across the continent, if not further afield.

ISS has published a substantial amount of material on peacekeeping and conflict studies that can be traced directly to TfP. As with ACCORD, the volume and policy relevance of the material is quite impressive. Furthermore, our discussions lead us to conclude that the ISS publications have had the greater impact, in South Africa and more broadly in the region, on policy formulation and security thinking with respect to peacekeeping.

Nevertheless, two sets of problems can be identified.

Narrow Base of Authorship

The TfP-related publications by ISS convey the impression of the organisation being essentially a one-person show. Mark Malan dominates the authorship, with almost two-thirds of all work

being in his name either singly or in co-authored form (Table 4.1). The evaluation team's visit to ISS to some extent disproved this impression. There is considerable synergy between the different research projects and researchers. The staff talks to one another and feed off one another insofar as ideas and results are concerned. The academic credibility of TfP would nevertheless improve with a broader and more diverse stable of authors.

There are two types of additional measures that ISS should consider encouraging to rectify the impression of an excessively narrow authorial base. First, it should promote its publications – monographs, occasional papers and the flagship journal *African Security Review* – as the logical forum of choice for discussions of Africa-related peacekeeping and conflict resolution for authors from around the world. It must not displace African authors in the quest for a more international pool of writers. But greater international visibility and credibility will be gained if increasingly large numbers of outsiders begin to submit their research work for publication in the ISS stable. *African Security Review* also needs to specifically target the African intellectual community and would do well to be considered as a publication of choice by African academics writing on these issues. This is not the case at the moment. If this is achieved, the publications of the two organisations will provide a useful platform for a much-needed healthy debate on alternative systems of regional security management. This will support the search for a consensus position, improve cooperation and collaboration between scholars and practitioners in the region, and lead to the publications being read and cited more frequently in the mainstream international journals.

Academic Rigor vs. Policy Relevance

Second, of the material that was submitted to the evaluation team, only one article – a forthcoming article in *International Peacekeeping* – could be said to meet internationally accepted academic quality control criteria. ISS researchers should be

strongly encouraged to submit manuscripts to established and reputable peer-reviewed and international affairs journals. All of the publications can benefit from a rigorous review policy without losing their policy salience. This comment is not meant to detract from the tremendous value that these publications provide in targeting the policy formulation and implementation constituencies rather than the academic community, after all for TfP, this will be the logical group to target. However, with a little more academic rigour, the ISS publications, in particular, contain most of the key elements required to meet the proper standard. Indeed, perhaps in collaboration with NUPI, someone associated with TfP should explore the possibility of writing a paper on the completed first phase of TfP. Any or all of this would bring additional visibility, recognition and credibility to TfP.

Beyond this, however, ISS should maintain its current niche as a centre of excellence for policy advice more than scholarly output. Academics emphasise complexity and nuance, and eschew simplistic solutions based on simple-minded analyses. The scholar is more comfortable with the subtle footnote than with the soundbite. Policy makers demand instant prescriptions within the urgency of real-time constraints and incomplete information. They dislike academic jargon.

ISS neither seeks nor pretends to be a leading *scholarly* centre of excellence in its publications. Its research and output are directed at policy-relevant and problem-solving themes. Its primary target audience is the policy community and practitioners, not academia. For example, the *African Security Review* is not peer-reviewed, nor is it the intention of ISS to market the journal as a forum for scholarly debate. Instead ISS targets the journal at policy makers in the region. For the journal to be of interest and use to policy makers, it must deal with issues of pressing concern today, not two years ago. The turnover period between manuscript submission and actual publication therefore has to be short. It must eschew academic jargon, technical analysis and extended dissection in

favour of accessible style, easy layout and brief analysis.

ISS has succeeded in establishing a distinctive identity in the minds of the policy makers and practitioners. We received repeated comment on the usefulness and indispensability of ISS publications on policy issues of pressing relevance to Southern Africa. Even interlocutors who took issue with the views and perceived biases of the ISS went out of their way to note that ISS publications were extremely useful to them. ISS outreach has also been helped with the placement of all its publications on the Internet since 1997.

Under these circumstances, any attempt to force ISS to cater to the academic community as well the policy community would run the real risk of reducing their utility to policy makers without enhancing their scholarly credentials. In other words, the two constituencies are different. They have different interests and priorities, and they tend to speak different languages. Trying to serve both could mean that neither is served well. At present there is consistent evidence that the policy advice side of the TFP mandate is being performed with exceptional skill and effect. ISS has succeeded in injecting its research results into the policy process in South Africa and, through the RPTC in particular, into the region. Thanks mainly to ISS, the TFP ethos has been instilled and

institutionalised in the regional appreciation of and preparations for regional, continental and international peacekeeping missions. ISS should be warmly congratulated on this and strongly encouraged to maintain its niche.

Moreover, given the symbiotic relationship between scholarship and policy, and given the strong interest of the international academic community in Southern African policy issues, ISS material that is known to be used by policy makers in the region will surely attract the growing attention of scholars from around the world.

Similarly, while many academics tend to dismiss newspaper articles as unworthy of serious attention and lacking in scholarly merit, policy makers give far greater credence to the quality press than to “obscure” scholarly journals. Much of the TFP policy impact has come through articles by ACCORD and ISS in South Africa’s main newspapers. They should be encouraged to place more TFP-related articles in newspapers throughout Southern Africa, and indeed in selected quality international newspapers as well, such as the *Financial Times*, the *Guardian Weekly* and the *International Herald Tribune*. TFP staff have interesting stories to tell, and the world media is hungry for interesting stories from Southern Africa.

Table 4.1. ISS Publications under TFP Auspices, 1996–1999

Publication	Total No.	By Malan*	
		No.	As % of total
ISS Monographs	9	6	67
Articles in African Security Review	24	14	58
ISS Papers	10	7	70
TOTAL	43	27	63

* Including articles co-authored with others.

Recommendation:

All partner organisations should encourage international contributions to their respective journals, and also themselves publish in international journals.

5 Pedagogical Methods, Curriculum and Learning for Training-for-Peace Participants

Introduction

Among the TfP objectives was:

- To conduct seminars and workshops to develop new understanding, knowledge and approaches that would provide the basis for more effective training and education as well as enhance policy making and public awareness of the challenges involved.

The TfP implementing organisations have run different kinds of courses during the 1995–1999 period. The TfP Workshops were three- and five-day workshops aimed at introducing the participants to peacekeeping. Nationally homogenous but professionally heterogeneous participants attended them. By the end of 1998, when these workshops had been conducted in eleven of the SADC countries, it was decided to run more specialised training courses aimed at professionally homogeneous, but regional participants from the police and military. These have been United Nations Police Officers Courses (UNPOC), conducted by ISS, and Conflict Management courses for peacekeepers and Civilian-Military Liaison Officers Course (CIMIC) at RPTC, conducted by ACCORD. An assessment of the curriculum and pedagogical methods used in the courses and seminars, and assessing how much the TfP participants learned is a great challenge. Learning is hard to measure and it has not been possible to follow-up the former participants to see whether they have acquired the necessary skills to take part in peace missions. In this chapter the aim therefore is to take a look at the training methodology and some of the consequences of the choices of the educational methods which have been used in the training. Besides interviews conducted by the evaluation team of the implementing organisations, trainers, instructors and participants, observation of the Conflict Management module in the UNMO course at RPTC in February 2000 has been an important source of information. Moreover, a survey of the former workshop participants has been carried out. The questionnaire is appended in Annex 7.

Curriculum and the Contents of the TfP Workshops

The content of the three-day TfP Workshops conducted in 1996 remained relatively unchanged throughout the initial stage of the project. The manual for the courses, which was compiled in the beginning of the project period, was only used in the early phase of the project. The content of the workshops has not been country specific and covered the following main themes:

- New Security threats in the Post Cold War World
- Understanding Peace Operations
- The UN: Structures and Procedures for Management of Peacekeeping
- The Role of Various Actors in PKOs
- African Peace Operations
- Training Arrangements for UN PKOs
- Negotiations and Communication Skills.

There was little time set aside for evaluation and reflection, and it appears that the participants had little influence regarding the contents of the workshops. Emphasis was on theory and less on practice.

The longer five-day TfP Workshops allowed a broader perspective and included peacebuilding, preventive diplomacy and gender aspects, in addition to the themes covered in the initial workshops.

All TfP Workshops were divided into modules. Each module covered one of the main themes and was approximately six hours long. One hour was set aside for interactive activities. The rest of the training was based on lectures and discussions in sessions of 45 minutes. A

maximum of two hours was spent on activities based on the methodology of experiential learning. The training was conducted within a normal working-day framework. The courses started around 08:00 and finished around 16:00. The course programmes allowed for breaks, and refreshments were provided.

Group exercises used in the workshops gave the participants insight into real-life settings of peacekeeping operations and gave them an opportunity to try some of the skills required in different peacekeeping situations.

The modules of the TFP Workshops focused on the history and development of peace operations and they gave an outline of the organisational framework of peace operations in Africa. This was done to heighten the awareness of the capabilities and limitations of the UN, SADC and the OAU with regard to PKOs. Theoretical inputs to doctrinal questions related to peacekeeping have also been given. There have been lectures on the situation of democratisation and conflict in Africa and the group exercises presented a real-life relevant setting for the participants. In order to expose the participants to the complexity of contemporary conflicts and contexts of peace operations, lectures were given with a lessons-learned perspective by representatives from recent peace operations in Africa (UNOSOM and UNAVEM). In order to examine the multidimensional nature of peacekeeping, lectures related to the political and civilian roles in modern peace operations, gender and peacebuilding were also included.

Overall, the participants give a highly positive evaluation of the courses. In the evaluation survey, only five per cent state that the objectives of the course they attended, as they saw them, were not met. Another ten per cent found this question difficult to answer.

Professionally-targeted Courses

The first attempt to introduce peacekeeping related issues to the civilian police in TFP was undertaken when ACCORD arranged a seminar

in 1998 on the role of the civilian police in peace operations. This seminar gave 27 senior police officers (mainly commissioners) from twelve SADC countries their first opportunity to learn about civilian police issues. ISS continued the civilian police training with UNPOC I in 1998, where 34 police officers were trained. ISS also co-ordinated the civilian police component of Exercise *Blue Crane* and the police officers who participated in UNPOC I were called back to complete the second practical phase of their training along with the military. A second UNPOC was conducted in 1999. The focus of the second UNPOC was to provide the police officers with the knowledge and skills for deployment, and to train them to train national civilian police contingents in their own countries. The representatives in the two UNPOC courses came from twelve of the SADC countries and ranged from Lieutenant Colonel or Superintendent to Assistant Commissioners of Police in addition to a number of Commandants of Police Colleges.

Based on the experiences from the Peacekeeping Exercise *Blue Crane*, ACCORD has developed a conflict management training course for peacekeepers. ACCORD realised that not enough time was spent on negotiation and mediation skills in the traditional training for peacekeeping courses. In 1999 the conflict management course was presented as a module in the UN Company Commanders Course and the UN Staffs Officers course at the RPTC. Later in 1999 ACCORD designed and implemented a Civilian-Military Liaison Officer's Course as a module in the UN Staffs Officer's Course.

Training for peace should ultimately seek to develop skills and knowledge and to build relationships both within and across groups of people involved in peace missions. From interviews with the former participants in the TFP workshops, the evaluation team learned that the participants had ample opportunity to network, an opportunity they appreciated. A heterogeneous learning environment provides an opportunity for participants to learn about each other's activities and approaches and

facilitates a co-ordination of efforts. The interviews show that the participants have benefited from the professionally heterogeneous environment in the courses. Interviews with civilian participants in Exercise *Blue Crane* show that the participants were able to increase their level of understanding of the division of roles and the need for co-operation and information exchange across divisions of labour in peacekeeping operations. A homogenous learning environment, such as the one provided in an UNPOC course, has other qualities. One recommendation is to have balance between professionally heterogeneous and homogenous approaches in the training courses.

The co-ordination requirements needed to sustain professionally heterogeneous relationships are elaborate. Increased focus on sustainability in this respect would imply that the TfP project in a next phase should open more extensively for interdisciplinary networking and co-operation through inviting the former participants to follow-up training events or seminars. The plan for 2000 to concurrently run civilian peacekeeping courses and UN Staff Officers Courses to integrate the participants in the joint Command Post Exercise at the end of the course is an important initiative to ensure interdisciplinary learning.

Survey of Former Participants – Main Findings

The evaluation team has carried out a survey among former participants from the following TfP activities²⁰:

- TfP Workshop Lesotho, May 1998
- TfP Workshop Swaziland, July 1998
- TfP Workshop South Africa, August 1998
- *Blue Crane* CIMIC Seminar at SA Army Battle School, April 1999
- Conflict Management Course for Company Commanders (Coy CO) at RPTC, September 1999
- Seminar on the Operationalization of the SADC Organ, 27–29 October 1999, Durban
- CIMIC (Civilian-Military Liaison) Course for UNSOC (United Nations Senior Officers Course) at RPTC, November 1999
- UNPOC II, November/December 1999

A total of 324 questionnaires were sent to all former participants of these courses. In spite of repeated reminders the response to the survey was quite low. Overall the response rate was 34 per cent, however, as high as 50 per cent from the UNPOC participants. It is thus possible that the estimates are somewhat biased. Although we cannot be certain that the results reflect the views of all participants, we believe that they are worth our attention, as they draw an interesting picture of the courses from the users' perspective.

Sixty-five per cent of the respondents are between 31 and 45 years of age. Only ten per cent are women. Sixty-four per cent represent the army or police forces, 20 per cent governmental institutions, twelve per cent non-governmental institutions and four per cent humanitarian organisations. Twenty-one per cent are from South Africa, while another 55 per cent come from Namibia, Zimbabwe, Lesotho, Tanzania or Botswana. About half of the participants report that they are presently

20) It was not possible to trace the participants from the TfP Workshops in 1996, as the implementing organisations did not have detailed information about these participants. The TfP Workshops in 1996 were conducted in Mauritius, Mozambique, Zambia and Zimbabwe. Similarly, the list of participants in the UNPOC course in November 1998 was not available, and these participants are therefore not included in the survey.

working in institutions that in some way are involved in conflict resolution or peacekeeping. These perspectives were least reported by the UNPOC participants and most relevant for the participants of Exercise *Blue Crane*.

In the questionnaire, the former participants are asked how they chose or were selected for the

course they attended. The results show that 87 per cent of the respondents were nominated by their organisation or institution, while very few report they were selected because they expressed interest themselves. An exception is the UNPOC participants, where almost one quarter say they expressed interest themselves, and an additional twelve per cent were recommended the course by colleagues (Table 5.1.)

Table 5.1. How did you choose or how were you selected for the course?

	UNPOC	TfP Workshop	Blue Crane	Other TfP courses	All
Nominated by organisation/institution	65%	97%	88%	86%	87%
Expressed interest	24%	3%	6%	11%	9%
Recommended by colleague	12%		6%		3%
Other				4%	1%
	17	37	16	28	98
	100%	100%	100%	100%	100%

None of the participants found the course they attended to be too long, a little less than 50 per cent thought the length was adequate, while the last half wanted the course to last longer. An analysis of the level of the various courses

shows that 60 per cent of the TfP Workshop and UNPOC participants thought the course was too short, while (understandably) only 31 per cent of the *Blue Crane* participants wanted it to be longer (Table 5.2).

Table 5.2. How did you find the length of the workshop?

	UNPOC	TfP Workshop	Blue Crane	Other TfP courses	All
adequate	41%	40%	69%	42%	46%
too short	59%	60%	31%	58%	54%
N	17	37	16	26	96
	100%	100%	100%	100%	100%

Seven of the 101 respondents state that they have taken part in peacekeeping operations since they attended the course, two from UNPOC and *Blue Crane* respectively and three from the TfP Workshops. Three of these were from the national defence force, two from the police service while two were from non-governmental organisations (Red Cross and Channel Africa Radio).

Sixty-two per cent of the respondents answer that there have been changes in the policy of their organisation as a result of their participation in the course. In most cases this change is a commitment to sending others to future training for peace workshops. Only 23 per cent say that the workshop has led to new initiatives in their organisation, and 11 per cent state that it has improved internal conflict resolution.

About 40 per cent of the respondents were interested in a follow up workshop of a similar scope and breadth. As many as 66 per cent of the Blue Crane participants expressed such a wish. The UNPOC participants were most interested in other peacekeeping courses that are provided in the region (41 per cent) and only 18 per cent of this group were interested in another similar course. The participants of the TFP Workshops were equally distributed between wanting a similar workshop and a workshop more targeted at their institution.

The Conflict Management Module of the UN Military Observers Course

One of the lessons learned from Exercise *Blue Crane* was that the military and civilian personnel lacked the ability to solve conflicts. This constraint was discussed with the RPTC, and ACCORD proposed to develop a conflict management course for peacekeepers. The content and curriculum of the conflict management course was based on ACCORD's basic conflict management course, but adapted to the peacekeeping environment.

The evaluation has included observations of the Conflict Management module in the United Nations Military Observers Course (UNMOC) at RPTC in February 2000. The course was attended by almost 40 participants and consisted of examples of negotiation and mediation situations, which were based on real-life settings and tailor-made for military observers in peacekeeping operations. An important component of the training was role play. Interviews with the participants showed that they generally enjoyed the interactive method of teaching. They expressed that the opportunity to take an active part in the learning process was like a breath of fresh air in the long period of lectures and passive listening. In the debriefings and evaluations, the participants expressed that they were eager to learn more about conflict management and they thought the module was too short.

ACCORD's approach to the training was based on the recognition of the importance of

involving the learner in activities by gaining a subjective link to them through their own perception of the need and value of these activities.

The purpose of the conflict management training workshops is to give the participants skills to manage conflicts, and it is therefore important that the training interactively covers themes like communication skills, root causes of conflict, basic human needs, negative and positive consequences of interventions, and gives examples of different approaches to conflict management. Due to time constraints this was not done explicitly enough in the module which was observed. It is also important that the groups are small (maximum 20 participants) in order to fully meet the requirements of experiential learning. The trainers indicated that they would have liked more time. One of them said that they were more likely to reach the objectives of learning if the training was conducted over five rather than two days. The participants were generally content with the training, but said they needed more time to exercise negotiation and mediation skills.

Training Material

Handbooks and different briefs for group exercises comprise the TFP training material used in most TFP courses. The theoretical part of the training is presented by slides. Courses arranged by ACCORD include exercises that are tailor-made for the different groups and seem to function well. The students are provided with the training material on arrival. Interviews with former participants show that they have been able to use the material in their work. This is supported by the survey, in which 78 per cent say they have been able to use the materials received (most participants received books and handouts, five per cent received software) in their work. Among the UNPOC participants surveyed 88 per cent say they have used the material after the course. Books and software were more commonly used than papers and handouts.

The slides and handbooks that are being used in conflict management workshops could form the basis for the development of a manual for training peacekeepers. This would require a process of revision of the current training material when it comes to language and conceptualisation. The manual should be designed with respect to UN requirements for personnel for peace missions. It should be clear and flexible and use appropriate educational methods. This kind of a tool should include principles of experiential learning to ensure a dynamic training process.

Recommendation:

TfP should develop a manual for civilian peacekeeping training.

Trainers and Resource Persons

Allocating regional trainers and resource persons to the workshops has been a challenge for the TfP project. The implementing organisations explained that the reason is lack of relevant competence and experience in the field of peacekeeping in the region.

According to the initial project document, NUPI has been obliged to provide at least one resource person for each TfP activity upon request by the parties. Twenty resource persons have been provided by NUPI and several of them have been used in more than one activity. The resource persons have represented either NUPI's staff or NUPI's national and international network. (Annex 6 gives an overview of resource persons provided by NUPI.) The basis for selecting the resource persons has been the wishes and needs of the co-operating project partners.

The resource persons who have been used have theoretical competence in areas of peace research or practical experience from peace missions. In the TfP Workshops, resource persons were used 62 times. Female resource persons were used nine times. Only one of the female resource persons was from the SADC region, the remaining were from Norway. Forty-

three (almost 70 per cent) of the resource persons represented civilian society, the rest were generally military representatives. The evaluation interviews indicate that some of the resource persons have limited reflection regarding the use of training methodology. An important premise for reflection and ongoing evaluation of a training project such as TfP is an articulated educational philosophical base for the training. Such an articulation is helpful when it comes to institutionalising the project, thereby making it less dependent on the individual's training capacity.

The TfP project has clearly contributed to the building of capacity when it comes to training in peacekeeping related subjects in South Africa. An example of this is ACCORD's and ISS' current confidence to take responsibility for most of the training and seminars without any great need of Nordic resource persons.

The method of internal course evaluation that has been used, in addition to short debriefings after each session, involved each participant's own assessment immediately after the training. The evaluation sheets are not related to the specific content of the workshops or training modules or each individual's objectives. Although the organising partners have not formally analysed the evaluation forms and there is limited recorded evidence of the effects of the evaluation procedures, the evaluations seem to have been used to change the TfP practices to meet the needs of the participants. There is a need to make the evaluation procedures more elaborate to ensure institutionalised learning, give the participants ample opportunity to continuously influence the workshop contents and methods, and give the resource persons the chance to discuss in depth the consequences of their choices regarding training methodology and contents. The evaluation procedure should be an ongoing dynamic process taking into account the here and now, as well as what can be done in order to improve future practices.

A greater emphasis and understanding of the role of the trainer needs to be in place to ensure

reflection on educational methodology. Giving the trainers the opportunity to meet to re-examine their methods of teaching and thereby learning from their own experience could open for discussion on education methodology and improve the courses. This kind of a forum for sharing experiences would provide an opportunity for the trainers to be more aware of the pedagogical choices they make. Trainers who do not undergo this kind of evaluation and reflection risk developing a static role based on old routines or habits.

Recommendations for further action are a methodology that encourages and incorporates action, dialogue, involvement, co-operation and participation. Participatory-oriented teaching ensures learning *about* peace missions and at the same time *for* sustainable peace.

Recommendation:

Consideration should be given to longer and more structured courses, using carefully designed curricula and a faculty that is drawn from across the region.

6 Relevance and Institutionalisation

TfP has aimed at enhancing the capacity for conflict management and peacekeeping in the SADC region. In this chapter, each of the TfP objectives, as they are stated in the original project document, are assessed.

TfP Objective (1)

- To develop and conduct a series of training programmes in order to take part in building a realisable stand-by capacity of personnel within Southern Africa that can be used in peacekeeping operations.

The first, and one of the most important, points to note here is the exceptionalism, if not the uniqueness, of TfP. Most peacekeeping training around the world is conducted by government institutions directly. NGOs typically cater to non-government constituencies. In contrast, TfP is an NGO-driven project that has been integrated into the SADC peacekeeping training regimes without resistance. TfP is distinctive for the prominent NGO role in training military, police and civilian peacekeepers. Southern African governments have freely nominated military and police officers, as well as defence and foreign officials, for peacekeeping training by NGOs funded by a foreign government. NGO-driven civilian training for peacekeeping has been integrated into the overall peacekeeping capacity-building effort in the SADC region. This is a tribute both to the regional governments' commitment to civilian society and to the ready acceptance of Norway as a disinterested donor in this specialised field. Because of the Nordic countries' long expertise in international peacekeeping and because of their support for the anti-apartheid struggle, the region's "comfort level" in working with them is very high. Some other high-profile initiatives, in contrast, have attracted suspicions about hidden agendas.

Many training programmes have been conducted throughout Southern Africa.

Capacity has been built in the region for meaningful contribution to modern, multifunctional peace operations. A South African foreign ministry official in Pretoria remarked that "From the government's position, we couldn't have done without assistance from Norway under TfP" which, through ISS and ACCORD, brought the knowledge of multifunctional peacekeeping to the policy-making tables of Southern Africa. Within the short timeframe of five years, thanks to TfP, the complexities of modern peace operations have been communicated to governments, media and the public.

Exercise *Blue Crane* in particular seems to have been a seminal event in the region. It was mentioned frequently in discussions with interlocutors throughout the evaluation team's field trip, and almost always positively. (The occasional critical comments were more in the context of protocol-related lapses than aimed at the relevance and usefulness of the exercise.) ACCORD was tasked to design, plan and coordinate all the civilian aspects of the exercise, while ISS was tasked with responsibility for the CIVPOL component.

Participants in TfP training programs typically have vertical career paths. Today's middle level officers are tomorrow's command officers and policy makers. We received independent confirmation of the horizon-broadening impact of TfP-related training on middle-ranking/senior military and police officials and foreign and defence officials.

It is gratifying that the TfP Project Manager at ACCORD, Mr. Cedric de Coning, was himself chosen to serve with the UN peace mission in East Timor for three months (in 1999–2000). In turn, the field experience will enhance his credibility in future TfP training programmes back in Southern Africa.

Moreover, in Pretoria the evaluation team was informed by a Director of the South African

Police Service (SAPS) that four of his personnel had just been approved for deployment in East Timor. He hoped that another four could perhaps be deployed in Kosovo, leaving four behind in the country as the pool of trainers.

The degree of institutionalisation can be gauged from the fact that of the four South African police trainees from the first UN Police Officers Course (UNPOC), two are being used as trainers (plus another three from other countries in the region). CIVPOL is now being written into the SAPS budget. The goal is to have a stand-by capacity of 20–100 police officers for deployment in peace missions overseas.

However, the goal of having created an easily identifiable and usable stand-by capacity in Southern Africa cannot be said to have been realised until such time as a comprehensive and reliable database of trainees has been created. At the same time, there would be little point to a number of different organisations creating their own separate databases. The evaluation team believes that an integrated database of trainees for the civilian components of peacekeeping should be kept.

Recommendations:

The evaluation team recommends that Partner organisations that conduct TFP training should keep a tracking record of participants who have undergone training. The tracking record should be fed to the RPTC clearing-house.

Participants who have undergone training should routinely be made aware of the SAFDEM (Southern Africa Resource Bank for Democracy and Human Rights²¹) initiative.

TfP Objective (2)

- To include in the training programmes participants from the Defence and Foreign Affairs Ministries and NGOs of the interested countries in the region in order to facilitate or contribute to the development of consistency in approach within these three sectors, as well as an appreciation of the differing and complementary roles of each sector.

This objective has been fully met. Reflecting a longer history, the classical military aspects of peacekeeping are far more developed than civilian aspects of contemporary peace operations. In conducting its training courses, the TFP implementing organisations have undertaken to develop appreciation among the participants for the differing but complimentary roles of each sector involved. ACCORD designed and presented the first Civilian-Military Liaison Officers Course (CIMIC) as a module at the RPTC's UN Staff Officers Course in November 1999 – the first time that a CIMIC course was presented in Africa. While the evaluation team did not have the opportunity to assess the degree of consistency of approaches between the different sectors, we were able to gauge the appreciation of the differing and complementary roles of each sector.

Peacekeeping was something totally new and unknown for the Southern African police. At the time of Exercise *Blue Crane*, not one South African police officer was familiar with the concept or had any experience of it. Exercise *Blue Crane* was a “marvellous success” as the first CIVPOL training exercise in the region.

UN human rights and humanitarian agencies in the region also expressed appreciation of the skill with which ACCORD and ISS had instilled the need to factor in humanitarian elements in PSOs in the developing African doctrines of peacekeeping. An official of the UN Office of the

21) The SAFDEM resource bank will support international humanitarian operations with a particular focus on human rights and democratisation by identifying candidates suited to serve on international missions. SAFDEM will be a regional establishment. The office will be set up under the guidance of the Legal Resource Foundation (LRF) in Zimbabwe, and the goal of an independent and neutral regional institution will be achieved in time.

High Commissioner for Human Rights in Pretoria commented that on his third visit to the RPTC, ACCORD had already spent a couple of days with their training module, and “the difference was enormous... between night and day” from the previous two occasions when ACCORD had not been involved.

ISS has taken the position that Africans contribute little by way of civilian components in current peacekeeping partnerships, not the least because most African countries lack a vibrant civil society. The key players with respect to humanitarian and civilian action are international agencies and NGOs from the North. Therefore ISS decided to work through established government institutions to help them initiate appropriate peacekeeping courses that included civilian participation, including police personnel. NGO-led training was left to ACCORD. Unfortunately, this seems to have reinforced regional perceptions of ISS as an adjunct of officialdom at times or on some particularly sensitive issues. Although ISS was prepared and committed to working with regional inter-governmental institutions, such as the RPTC and SARPPCO, the negative perception has in turn had a deleterious effect on the willingness of these multilateral institutions to work with ISS as often or as closely as they might have wished²².

TfP Objective (3)

- To include participants from as many of the eleven²³ SADC countries as possible in each training session, and thereby contribute to the creation of a common language and common culture of peacekeeping that will support collective approaches to security, peacekeeping operations and effective conflict management.

Again, this objective has been met, broadly speaking. Both ACCORD and ISS have tried to include representatives from most of the SADC countries in all their training activities. ACCORD’s eleven TfP Workshops have each been conducted in a different SADC country. The contributions of ACCORD to conflict resolution training and the importance of civilian components, including NGOs, in peace support operations, and of ISS to the doctrinal aspects of multifunctional PSOs, cannot be over-emphasised. The net result is the steady development of a common culture and shared vocabulary of peacekeeping in the SADC region, which is already interacting with the OAU with a view to a possible African doctrine on peacekeeping.

ACCORD’s country-specific TfP Workshops are aimed at a class size of 25. This promotes contact between different departments of one country, but mutes networking and cross-fertilisation between the same sectors of different countries. The regional SADC dimension cannot be realised in such a format. Instead, country-specific workshops may need to be rotated with SADC workshops.

Recommendations:

The evaluation team recommends that the TfP Peacekeeping Training Workshops conducted by ACCORD alternate between in-country and SADC formats.

The evaluation team further recommends that the regional identity of TfP be given greater form and substance through an appropriate geographic spread of instructors and venues as well as participants.

22) The ISS has published a comprehensive manual entitled “Peace Support Operations: A Draft Working Manual for African Military Practitioners”. The aim of this manual is to develop a common doctrine to meet the challenges of contemporary peace operations in Africa. This working draft is a compilation of lessons from past operations in Europe and Africa, and is a direct consequence of a TfP seminar held at the RPTC in Harare in August 1999.

23) The SADC membership has expanded since then to fourteen.

TfP Objective (4)

- To conduct seminars and workshops to develop new understanding, knowledge and approaches that will provide the basis for more effective training and education as well as enhance policy making and public awareness of the challenges involved.

The full list of training workshops and seminars conducted under the TfP auspices is appended (Annex 5). They are known in the region, their quality is appreciated, and consequently they are well attended. Unfortunately, from the donor country point of view, however, they are seen more as ACCORD and ISS activities than a generic TfP activity. There is no instantly recognisable TfP logo or label.

This is not to deny the impact or influence of TfP. A South African foreign ministry official described TfP as having been “extremely valuable”. Exercise *Blue Crane* was the largest peacekeeping exercise in Africa; both ACCORD and ISS were heavily involved under TfP; their involvement was crucial to the civilian components of the exercise; and the civilian components were pivotal to the great success of the exercise. TfP has been the seed from which awareness of the whole concept of resolving conflict through non-military means has flowered in the South African consciousness, from the military to the police to the media and public. A two-star general in the Zimbabwean Army, with field experience in UN peacekeeping in Angola and Somalia, remarked that TfP “must be continued”, perhaps with more emphasis on the humanitarian and political aspects of the causes of conflict and approaches to conflict resolution.

TfP provided the forum from which the whole range of issues associated with the civilian components of modern peace missions have been discussed in Southern Africa. Its importance therefore transcends its size. TfP has been important in educating the military on their roles and limitations, the supremacy of civilian control, the number and interactions of stakeholders, the reasons for keeping within respective boundaries, and so on. That is, TfP

has been instrumental in transforming the South African military mindset. As a father, one South African military officer said to us, he would be happier to see his son join the Army and be deployed on a PSO under a commander who has gone through TfP courses than one who has not.

TfP has been an enlightening and educational experience for the two partner institutions, as well as broadening and deepening their understanding of civilian peacekeeping and conflict resolution issues. ACCORD has ambitious plans to establish a new Africa Centre that will concentrate on peacekeeping and preventive diplomacy as two of its three core competencies.

One example of TfP having been mainstreamed into ISS projects lies in their project on children in armed conflict. Interestingly, the first phase of this recently completed project was funded primarily by the Norwegian Embassy in Pretoria.

TfP has also been instrumental in developing both partner institutions’ regional profile, though perhaps this is especially true of ACCORD.

TfP Objective (5)

- To promote policy development in peacekeeping in order to formulate, document, analyse and apply innovative ideas from overseas as well as local concepts and techniques to improve peacekeeping within the region.

This is the area in which TfP can be said to have exceeded expectations. The tributes paid to Mr. Mark Malan, the TfP Director at ISS, for his role and assistance in drafting the *White Paper on South African Participation in International Peace Missions*, were fulsome and widely acknowledged. ACCORD too, through Mr. Cedric de Coning, provided a significant input to the *White Paper* on the civilian roles in peacekeeping. Most TfP seminars conducted by ISS have included attendance by senior officials

and diplomats. It is clear that ISS has been at the very heart of conceptual and policy development in South Africa with regard to peacekeeping; that Mr. Malan is at the heart of ISS expertise in this area; and that TfP has been the core from which, as TfP Director in ISS, Mr. Malan has spread the message of multifunctional PKOs. Furthermore, it can be expected that doctrinal evolution in South Africa will play a catalytic role in shaping the formulation of peacekeeping in the SADC region because of the economic and political weight of the Republic in the region; and that PSO innovations in SADC will permeate to the rest of the African continent either directly or indirectly.

The evaluation team received independent confirmation that in the drafting of ministerial speeches and statements officials use ISS material. Malan's TfP has had "a profound effect" in part because of the quality of the project, and in part because of the existing vacuum on the subject in the country and

region. It had a profound effect on the South African National Defence Force and the Department of Defence in familiarising people in these two organisations with the concept of multifunctional PSOs and the development of the peacekeeping doctrine. The impact on the development of the peacekeeping doctrine over the years is measurable, culminating in the *White Paper*. Its impact on practitioners in the armed forces and the defence ministry is very visible. In sum, TfP managed "to get inside the policy loops" in South African security circles and "has been mainstreamed in the policy discourse" (ibid.).

TfP has also permeated the SADC inter-governmental institutions in the security sector. Both ISS and ACCORD have been invited to and involved in military training and exercises mandated by inter-governmental authorities due primarily to their TfP work. The same is true of their work for the OAU on the continent as a whole.

7 Further Needs and Future Course

TfP cannot be divorced from the regional and international context. In some respects the progress with regard to regional integration in Southern Africa has been more disappointing than many observers were expecting in 1995. The crises in Lesotho and the DRC in particular have been major drags on the development of a sense of a regional security community within SADC. Regional peacekeeping capacity building has undoubtedly been impeded by the impasse over the SADC Organ for Politics, Defence and Security.

TfP was innovative and cutting edge when established in 1995, but not any longer. Nor is it the most substantial externally funded peacekeeping training activity in the SADC region today. That role has been overtaken in particular by the DANIDA-funded RPTC in Harare. There is a natural partnership between the RPTC and TfP. The RPTC has the advantage, but also the constraint, of being an inter-governmental institution located within the complex of the Zimbabwean Army. TfP-sourced resource persons, seminars and training workshops have helped to raise awareness that peacekeeping operations are complex, multidimensional and multifunctional. This has led to efforts to increase the number of courses taught at the RPTC and to broaden the training there to cover topics and issues beyond just the military dimensions of peacekeeping. Like the TfP, the RPTC has been struggling to consolidate its regional identity by taking its courses outside the premises of the RPTC and other SADC countries. TfP can and should cooperate in this. There is some appreciation of the fact that the location of the RPTC in a military compound impacts negatively on efforts to broaden its activities.

Recommendation:

The evaluation team recommends that TfP partner institutions actively explore the possibility of mounting in-country training workshops and

seminars throughout the SADC region conjointly with the RPTC.

Partner Institutions

There is an interesting complementarity of identity, history and links to the political process between TfP's two "partner" institutions in South Africa. In their infancy in 1995 both were fledgling institutions with relatively small staff and modest budgets. TfP assistance was a far more substantial component of the budget and activities of both in 1995 than is the case today. Now both are well-known and reasonably substantial institutions, confident of their status and role and poised to pursue still more ambitious goals and agendas.

We would also like to reiterate that the TfP directors in both institutions, namely Mr. Cedric de Coning in ACCORD and Mr. Mark Malan in ISS, received universal praise for their professionalism, knowledge, instructional and organisational skills, enthusiasm and willingness to assist whenever called upon to do so. TfP has been fortunate in the public face of its two project directors in the region.

With hindsight, the choice of both ACCORD and ISS may have reflected a degree of confusion in Oslo over two sets of objectives to be pursued through TfP rather than a clear decision based on a logical division of labour.

First, the Norwegian government wished both to assist South Africa in the process of transition from a quasi-military apartheid state to a representative majority government with the supremacy of civilian rule; and to assist South Africa to integrate into the Southern African region. Hence the decision to enter into partnerships with two South African institutions, but to give them both an explicitly regional mandate. Focussing on civilian

components of peacekeeping enabled Oslo to fudge the issue by pointing to an area in which it had acknowledged international comparative advantage.

For capacity building, South Africa offered a level, volume and sophistication of infrastructure that was simply not available elsewhere in the region. Nevertheless, the primacy of political over development co-operation criteria meant that back in the home capital of Oslo, “ownership” of TfP was bifurcated between the Ministry of Foreign Affairs and NORAD. And within the MFA, ownership was shared between the Africa Desk and the Department of Security Policy.

The consequences of the confusion have been felt, to varying degrees, throughout the five-year history of TfP. The MFA and NUPI had to step in to avoid permanent rupture between the TfP partners in 1996. The relationship between the two current TfP directors has generally worked well, but not well enough to overcome the differences in history, philosophy and approach.

On the one hand, TfP facilitated further contacts and links between the different core constituencies represented by ISS and ACCORD. On the other hand, there were limits to how much could be achieved under such a forced marriage. ACCORD Deputy Director Karthi Govender described their relations with ISS as civil and correct, but not cordial. The evaluation team heard nothing during the entire field trip to indicate anything to the contrary. ACCORD is basically positive about Africa’s future, and believes that ISS tends to be negative. (ISS disputes this assertion, rather arguing that critical commentary is an accepted part of the academic tradition in mature democracies.) The ISS Africa Early Warning Programme issues critical public statements as part of its task of identifying problem countries and leaders early. To the extent that ACCORD is identified as a partner institution, this can complicate ACCORD’s efforts in the field at neutral third-party mediation.

ACCORD is accepted widely throughout the region, and Cedric de Coning has universal credibility (as does Mark Malan). ISS has problems with its institutional acceptability at times because of public criticism of some SADC countries and leaders. To be fair to ISS, this may be due to a lack of civil-society space and tradition in other countries rather than intrinsic defects in the methods of ISS operations. Nevertheless, the fact that the perception does exist, and is not an isolated sentiment in the region, does have an adverse impact on the ability of ISS to deliver on the regional mandate. A regional network linked to ISS, let alone one that had ISS at its centre, would always be a sensitive matter in SADC, according to a significant number of people interviewed by the evaluation team.

ACCORD

ACCORD would appear to have closer links to the ruling political party and through that to the legislature and the political executive. It has a history of an activist NGO. It has no historical or contemporary links to the old apartheid regime or security elite. It takes essentially a positive stance on Africa’s future. Being oriented towards conflict resolution, it approaches problems from the point of view of a neutral third-party mediator. Public pronouncements on conflicts and the responsibility of various leaders and countries can be fatal for problem-solving organisations.

On training, ACCORD conducted several three-day and five-day in-country workshops in 11 of the 14 SADC countries during the five-year period of evaluation. These initial generic courses have been followed by more targeted courses on conflict management for company commanders, staff officers, police officers and military observers.

On policy development, ACCORD has conducted seminars on the role of civilian police in PSOs (February 1998 – the first time that police officers met to discuss CIVPOL issues in SADC and Africa), another on lessons learned from Exercise Blue Crane (July 1999), and a

third on the operationalisation of the SADC Organ (October 1999).

Research has been conducted on African capacity and experience in peace missions and civilian-military relations, and disseminated through occasional papers, as well as articles in the in-house journal *Conflict Trends*, and other magazines and journals.

Advocacy has been carried out at the SADC Organ, the OAU and ECOWAS in West Africa. ACCORD also represented TtP at the International Association of Peacekeeping Training Centres (IAPTC). The international recognition of TtP and ACCORD is indicated by the fact that NUPI was the first IAPTC Chair in 1998, and ACCORD is the third Chair currently in 2000. Staff from ACCORD's Peacekeeping Programme have also assisted as resource persons at the second meeting of the OAU Chiefs of Staff (1997) and given guest lectures at various military colleges.

ISS

In his briefing to the evaluation team, Dr Jakkie Cilliers, Director of the Institute for Security Studies, described ISS as an institution dedicated to "applied policy research at senior levels". ISS is professional, well-resourced and a credible think tank in the field of security studies. It is efficient in its methods of work and dissemination. Its staff is well trained and highly competent. Its location in Pretoria gives it access to policy makers and practitioners, and its links with senior policy makers in the South African government are as obvious as they are intimate. ISS aims to build on its core of excellence in research and analysis to create a critical mass of regional expertise on African peacekeeping. For the purposes of influencing policy development, therefore, ISS has been an invaluable partner institution for TtP.

ISS describes the primary objectives of TtP as being to support existing and anticipated civilian-military initiatives in SADC for the

creation and improvement of existing mechanisms and processes of civilian control; and to advocate the adoption of processes, practices and structures that will consolidate and enhance civilian-political overseeing. Secondary objectives are to strengthen existing and develop new networks of civilian-military relations in SADC, to foster links between these and similar networks elsewhere in Africa, to strengthen the analytical and policy advocacy capabilities of existing institutions in the SADC region with regard to civilian-military relations and defence policy issues, and to assist as appropriate in the design of educational material relevant to Southern African needs and experiences.

ISS has fulfilled its mandate in South Africa with exemplary efficiency, but its regional outreach has been complicated by the tensions between South Africa and Zimbabwe, given the different functions of a research institute (ISS) as opposed to a conflict resolution NGO (ACCORD). ISS is considered to be at the centre of policy and political debate in Pretoria insofar as security policy is concerned, and through the provision of expert resource persons during both meetings of the OAU Chiefs of Staff meetings has been able to impact thinking at a continental level. This wide regional impact has arguably been less successful within SADC.

The perceived difficulty regarding ISS notwithstanding, an RPTC representative describes the existing input from ISS and ACCORD into the RPTC as "excellent". As it proceeds with the development of a regional peacekeeping doctrine, the RPTC will need more active co-operation from TtP implementing organisations.

In a possible second phase, therefore, ISS needs to consolidate core competencies and extend and expand its reach into the region. ISS has acknowledged strengths in research and analysis. It now needs to develop a critical mass of expertise for giving it regional influence and relevance. It should also seek to rationalise its

programmes vis-à-vis other SADC-region programmes (for example the planned DANIDA-supported project by the new Centre for Defence and Security Management at the University of Witwatersrand in Johannesburg), and the choice of countries in which to conduct its operations. There remains a pressing need for research and policy development with regard to the adoption of a common set of principles and guidelines for peace support operations in Southern Africa.

Goals are still to be achieved in the political decision-making circles in South Africa, and in the region. South Africa is a modern, stable, cohesive state with developed infrastructure in communications, transportation and energy. It also has an established civil society that is robust, vigorous and occupies quite a large space in the country. Not all other SADC countries share all these attributes.

Not all countries are equally receptive at any given time to TFP-type activities. In the next phase, TFP should target key countries in the SADC region, identify and target core groups and constituencies, and tailor and adapt existing projects and activities to their needs and modes of receptivity to the message of civilian peacekeeping. TFP would achieve greater impact by focussing and targeting instead of dissipating resources and energy to everyone.

Similarly, there is some resistance to too many regional policies coming out of South Africa. In part this may simply be inter-country rivalry. But there is also a deeper problem, namely the fear that precisely because of its disproportionate weight, South Africa could drive the agenda and dominate the proceedings. Too many donors have been driven by the “Mandela Effect” to locate everything in South Africa and then develop policies towards other Southern African countries based on Pretoria’s perspectives and the Mandela line.

The rivalry between South Africa and Zimbabwe had a personal edge to it, and the situation has improved with the election of South African President Thabo Mbeki. But there was also an

element of trade disputes, with the feeling in the region that South Africa was deciding, if not dictating, the terms of trade policy in SADC. The choice of two partner institutions in South Africa as “the vehicle for entry into Southern Africa” was problematic for the same set of reasons.

An additional partner?

A name that came up frequently during our efforts to identify a potential third partner in the region located outside South Africa was SARIPS, the Southern African Institute for Regional Policy Studies, located in Harare. For reasons not dissimilar to those accounting for tensions and past problems between ACCORD and ISS, SARIPS too could have difficulty working with ISS. At the same time, our conclusion is that there are many complementarities between ACCORD and SARIPS. Both pursue research, training, interventions and advocacy as part of their identity. ACCORD’s five-day skills training workshops would be nicely complemented by the month-long educational training workshops that SARIPS conducts under its training program. SARIPS was also involved, in collaboration with Danish and Austrian partners, in an effort at conflict resolution and peacemaking with regard to the DRC conflict.

While ACCORD is focussing on the continent as a whole, SARIPS is more clearly branding itself as a Southern African institution. SARIPS has received formal recognition as a regional international organisation. About three-quarters of its professional staff are non-Zimbabweans, mostly from the rest of Southern Africa, reflecting a conscious policy decision to achieve and maintain a regional base. The policy development work done at SARIPS is for SADC and the OAU. The formal separation of SARIPS from its parent body SAPES (the Southern African Political Economy Series Trust) seems to have helped its image among the Nordic embassies by giving it a more professional identity.

SARIPS receives substantial funding from Norway²⁴ and also from Denmark, among others. Is SARIPS, the “darling of donors”, overstretched in terms of its intellectual and managerial capacity to deliver on still more projects? Some of our interlocutors in Harare expressed a degree of concern on this score, and on the high salary structures of SARIPS staff.

Another name that came up was of a planned institute in Zimbabwe led by Mr. Leonard Kapungu who has just submitted his retirement from the United Nations as Director of the UN Lesson-Learned Unit, after several years of service with DPA and DPKO and on several peace missions. The institute of research and training will draw on his broad peacekeeping experience and experience dealing with international academic constituencies.

NUPI

NUPI’s role in TfP was critical in the initial stages of the project. TfP was the first, most

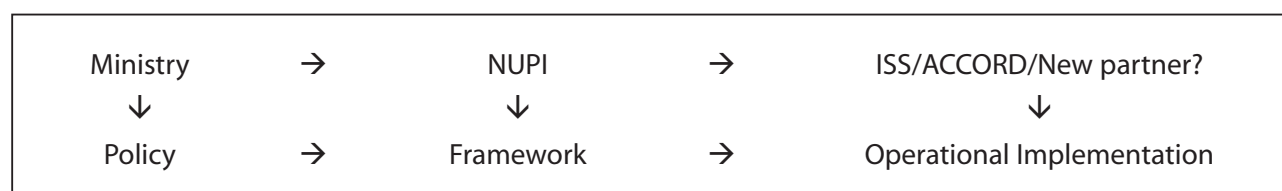
original and most advanced project on peacekeeping in SADC. NUPI was a source of training and a link and outlet to other institutions and research in the Nordic countries and further afield. That role is now less crucial as capacity has been transferred and created in South Africa. According to one view, the direction and conceptualisation of projects can be decided in-house by both ACCORD and ISS, and NUPI might support such development through collaboration on research, conceptual development and continuation of the Exchange arrangement.

The responsible ministry in Oslo (MFA/NORAD) should provide policy direction to NUPI, and NUPI should conceptualise the framework, with institutions in the region being the operational partners.

Recommendation:

Authority and management of TfP should be clarified and structured.

Figure 7.1. A proposed model for the relationship between TfP donors and partners



In the final analysis, Southern Africa cannot develop self-sufficient capacity for training successive generations of peacekeepers – civilian, police and military – without fostering an indigenous research culture. This is so because fundamental realities, local and regional contexts and the international environment all change over time. Analysts from within the region need to have the theoretical and analytical tools to comprehend the world through appropriate conceptual

frameworks. Otherwise Southern Africa will forever remain a net consumer of peace research performed by outsiders.

NUPI is primarily a research institution. Its role with TfP so far has been mainly to act as an organisational/administrative filter. Its known research strengths and research culture should be utilised to promote more original theoretical and conceptual research by Southern Africans in the area of peacekeeping, peace support

24) SARIPS receives NOK 7.5 million from NORAD to support research and information for the period 1999–2002. In addition, SARIPS will receive NOK 1.5 million for institutional cooperation with a Norwegian institute (NIBR) on a project related to the land reform process in Zimbabwe.

operations, peace research and conflict resolution. The ISS reputation has been built on empirically oriented research, not on theoretical and conceptual research. In TFP as a whole, nevertheless, there is a need to strike a balance between empirical and theoretical research.

Two potentially fruitful areas for theoretically informed research under the auspices of TFP, identified by Dr. Sverre Lodgaard, Director of NUPI, are human security and the institutionalisation of regionalism in Southern Africa.

NUPI could also assist ACCORD in re-packaging and marketing its results to the wider international policy and academic communities. ACCORD's practical training seminars in the field of conflict resolution have been greatly appreciated, and must be deemed a success. For ACCORD's cumulative expertise and experience to be institutionalised, someone needs to convert individual memory into institutional memory by writing down the lessons learned. This could most usefully take the form of a manual on training peacekeepers in the art and skills of conflict resolution. Such a manual, if properly made, would be of great interest and use to the United Nations and other peacekeeping training centres.

The continued partnership with ACCORD, ISS and, if implemented, a third regional partner, would also bring greater benefits to NUPI and, through that, to Norway. As argued in this report, both ACCORD and ISS have achieved recognition, maturity of status and expertise in their respective specialised fields. For the same reason, they can now contribute to enriching NUPI's Southern Africa expertise and resource base.

Nordic Cooperation

Since 1997 NUPI has been advocating Nordic co-operation in the field of capacity building for peace operations in Southern Africa. The first

time the importance of increased Nordic co-operation was discussed was during an ISS policy seminar in November 1997. The project co-ordinator Torunn L. Tryggestad and the UN Programme Director Espen Barth Eide had informal discussions with the Norwegian Special Advisor on Peacekeeping, Ambassador Helga Hernes, and the senior Danish military adviser seconded to the RPTC in Harare, Col. Kurt Mosgaard. The following years Nordic cooperation has been an issue for TFP, and meetings between representatives from the various Nordic embassies in South Africa/Zimbabwe, and between the TFP project partners, representatives from the RPTC and the Armed Forces International Centre – Norway (AFIC-N), have taken place. Nordic cooperation, however, remains under-developed and informal.

A number of Western countries compete to provide peacekeeping aid to South Africa. Nordic embassies in Pretoria and Harare maintain a regular, if ad hoc, dialogue on various peacekeeping-training activities. Informal co-operation and information exchange is feasible and practised. Currently, Nordic co-operation can be said to be personalised by Col. Kurt Mosgaard. At his level, Col. Mosgaard engages in some information exchange on a network basis. There is an urgent need to move from the personalised to the institutionalised level.

The evaluation team encountered some scepticism to the notion of co-ordination among the Nordic countries back in their own capitals. At the same time, we were reinforced in our conviction of the need for a degree of co-ordination of the Nordic projects in Southern Africa between Denmark, Norway and Sweden (Finland is not a major aid donor in this region of the world). The solution that most appealed to us was the idea of a SADC regional programme officer being posted by each of these three Nordic countries at any one embassy in the region. The MFA/NORAD official so designated would not necessarily be restricted to a regional co-ordinating role, since this is unlikely to take up a full-time position. But, in addition to performing other tasks, s/he would

have the line responsibility for co-ordinating all Norwegian co-operation activities related to peace and security throughout SADC. All the Norwegian embassies in the region, as well as the MFA and NORAD back in Oslo, would then know whom to turn to in the first instance as the clearing-house for information with respect to Norway's development co-operation in the SADC region. The three to four (depending on whether Finland participated or not in this scheme) regional programme officers – who would likely be located in different countries in the region – could then exchange information with one another regularly and meet annually/periodically if they felt it worthwhile to do so.

Recommendation:

The evaluation team recommends that one official in any one of the Southern African embassies be designated as the regional programme officer and be the nodal clearing-house for all Norwegian aid activity related to peace and security in the SADC region.

Timeframe and Budget

The five-year timeframe for the first phase of TFP provided assurance and predictability to all three project partners. On the other hand, it also meant that the initial problems between the two South African “partner” institutions could not be sorted out earlier. Eventually ACCORD and ISS were kept in a “shotgun marriage” dictated by donor convenience. This should not, however, detract from the significant benefits to TFP gained from two South African organisations working separately in a complementary framework.

The period of establishment is over. In many respects consolidation has also been achieved, both by ACCORD and ISS. Of course, the sequel of moving TFP more directly into the region will entail fresh start-up costs for a third partner institution. But in the main the goal of the second and final phase of TFP should be to complete the process of creating a self-sustaining capacity for civilian peacekeeping training.

The dilemma of training for a self-sustaining capacity building is this: If the project is not successful it should be terminated for the very fact that its a failure. But if it is successful it should still be terminated for the very fact that it succeeded in creating the capacity. In the case of TFP, the general consensus among officers and officials was that it had been successful, but that five years is too short a timeframe for completion of a project of this nature. Many unresolved issues remain on the agenda of research, policy formulation and training, including regionalisation of peacekeeping, privatisation of peacekeeping, children in armed conflict, and so on.

Recommendations:

In the light of our findings and analysis, the evaluation team recommends that TFP should be extended for a second phase of three years to allow the emergence of a self-sustaining capacity for the training of peacekeepers from the Southern African region, with special emphasis on the civilian dimensions of contemporary peace missions in Africa.

The second phase would require funding of at least the same level as today, at a minimum expanded to accommodate a fourth partner organisation.

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Annex 1 Terms of Reference

EVALUATION OF “Training for Peace in Southern Africa”

Background

In the mid-nineties Norway was one of the first countries to promote capacity building in peace-keeping in Southern Africa through the project “Training for Peace in Southern Africa” (TfP). Other countries (Sweden, Denmark, the UK, the US and others) are also supporting similar activities in the region.

The TfP project started in 1995, under a framework agreement between the Norwegian and the South African Ministries of Foreign Affairs. The temporary timeframe for the project was until the end of 1999, i.e. almost five years. It has been decided to prolong the project period by one year, i.e. until the end of 2000. The Norwegian Ministry of Foreign Affairs (MFA) would like to consider a possible continuation or a phase II for the project based on an evaluation of experience gained during the almost five years of operation of the project. The components of the project have been seminars, workshops, training courses, research and documentation, including policy formulation. The project was designed to have primarily a civilian approach, but also aimed to integrate military representatives. Government officials, civilian police, NGOs as well as military personnel have participated in the courses, both as instructors and participants.

The project has been run by three institutions. The Norwegian Institute of International Affairs (NUPI) in Oslo has had a co-ordinating function, and been responsible for budgeting and reporting to the MFA. The two other co-operating institutions have been the African Centre for the Constructive Resolution of Disputes (ACCORD) in Durban, South Africa, which has been the leading organisation with regard to training, and the Institute for Security Studies (ISS) in Johannesburg, (now moved to

Pretoria), South Africa, which has taken the lead on the research and conceptual development component of the project.

The initial budget was NOK 2.5 million per year, i.e. a total of NOK 11.3 million for the entire period. However, the budgetary framework has been expanded to approximately NOK 15 million totally until the end of 1999.

The objectives of the project, as mentioned in the original project document, were

- To develop and conduct a series of training programmes in order to take part in building a realisable stand-by capacity of personnel within Southern Africa that can be used in PKOs.
- To include in the training programmes participants from Defence, Foreign Affairs and NGOs of the interested countries in the region in order to facilitate or contribute to the development of consistency in approach within these three sectors, as well as appreciation of the differing and complementary roles of each sector.
- To include participants from as many of the eleven SADC countries (now 14) as possible in each training session, and thereby contribute to the creation of a common language and common culture of peace-keeping that will support collective approaches to security, PKOs and effective conflict management.
- To conduct seminars and workshops to develop new understanding, knowledge and approaches that will provide the basis for more effective training and education as well as enhance policy making and public awareness of the challenges involved.
- To promote policy development in peace-keeping in order to formulate, document, analyse and apply innovative ideas from

overseas as well as local concepts and techniques to improve peacekeeping within the region.

The more specific planned outputs and activities were listed as follows:

- to enhance institutional capacity within the SADC region for training and policy making in peacekeeping
- to provide training in peacekeeping and thereby assist in the establishment of a resource pool of trained persons that can be deployed in peacekeeping operations
- to encourage the development of a common peacekeeping doctrine within the region, and
- to produce publications documenting local concepts, trends and techniques in peacekeeping and conflict resolution

Objectives of the evaluation

The main purpose of this evaluation is to provide information to the Norwegian MFA and other actors involved on the outcome of this particular pioneer project in relation to its main aims mentioned above. The evaluation should also assess the extent to which the aims are still relevant, taking into consideration changes in the region during the project period (i.e. increased activities in this field by SADC, the UN and other actors, changes in capacity of certain SADC countries, activities of other donors etc.). Based on the findings, the evaluation should recommend a further course of action with regard to the future of the project and provide recommendations on how Norway's support to capacity building in the field of peacekeeping, peacebuilding and conflict management should be directed to address the needs of the Southern African region in the future. This includes an identification of the plans of the governments in the region regarding peacekeeping and conflict management, and an analysis of the extent to

which TFP has been an integral part of these plans.

In this respect, the tripartite model of NUPI, the ISS and ACCORD, and the different roles assigned to each institution, should be assessed, including the relationship between policy formulation, research and training, as well as the relationship between military and civilian participation.

To avoid overlap with other actors in the field, the evaluation may identify a sharper focus for Norwegian support to this sector in the future. This could mean focussing on certain aspects of only peacekeeping and conflict management in a phase II of the project. The possible inclusion of institutions in SADC countries outside South Africa as operators/co-operating partners should also be considered in a future project.

The specific objectives of the evaluation will be :

- To assess the quantity, academic quality (to the extent possible) and policy relevance of publications produced under the auspices of the project
- To assess the curriculum and pedagogical methods used in the courses and seminars
- To assess the usefulness and relevance for the participants of workshops, seminars and conferences conducted by the project partners, as well as courses conducted in Norway (including length and content of the courses, teaching methods etc.)
- To assess the compatibility of the participants in the workshops and courses, and whether they have been representative actors in their respective countries (also ratio between military/civilian and men/women should be assessed)
- To assess the contribution of the project in developing policy formulation and competence in Southern Africa for meaningful participation of the countries concerned in peacekeeping operations

- To assess the institutionalisation in the SADC countries of the competence acquired through the TFP project by individual participants, including the degree to which the countries concerned have used these individuals' knowledge to build up internal capacity for further competence building
- To assess the possible need for more direct state participation in the project, particularly with regard to institutionalisation of acquired competence
- To assess the cost effectiveness of the project
- To assess the donor's administration and management of the project, including the role of the different actors, (the MFA, NORAD and the embassies concerned)

Scope and method

The evaluation should cover the entire project period from 1995 to date, and also consider it in view of activities of other similar projects in the SADC region initiated later to see whether each donor has found its niche and complemented each other, or whether there has been considerable overlap.

All relevant background material at the MFA in Oslo (which had the overall responsibility for the project), NORAD (which provided the funds), the Norwegian embassy in Pretoria, and the operators NUPI, ACCORD and ISS should

be studied. All these institutions should be visited and interviews conducted. Relevant people in the MFA and Ministry of Defence in South Africa, and (to the extent possible) in other SADC countries should be interviewed as to the utility and impact of the project. A survey covering all earlier participants and a selection of key presenters/speakers, including the Norwegian military and police personnel should be undertaken.

If found useful, other institutions such as the Zimbabwe Staff College in Harare should also be visited.

Evaluation team

The evaluation should be conducted by an international, multi-ethnic and multi-disciplinary team of three to five people, comprising expertise in security studies and peacekeeping, social sciences (conflict management/prevention, communication skills/pedagogy, ethnic relations, gender), as well as knowledge of the region, and be familiar with evaluation methodology.

The team will be identified by the staff of the Policy Planning and Evaluation Department, MFA.

Timing and reporting

The evaluation should start early in November 1999. The final report should be submitted to the MFA on April 28th 2000 at the latest.

Annex 2 List of Contacts

Norway

Royal Norwegian Ministry of Foreign Affairs

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Special Adviser peacekeeping operations
Knut Tøraasen
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Deputy Director General Cecilie Landsverk
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Bilateral Department, Africa Desk
Deputy Director General Eli Jonsvik
Gunnar Holm (Adviser)

Ambassador Helga Hernes, former Special
Adviser peacekeeping operations
(now Royal Norwegian Embassy in Austria)

Aslak Brun, former Adviser, Department for
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Bård Hopland, formerly Department for
Security Policy (telephone interview)

NORAD

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TFP acting Project Coordinator (May 1998–July
1999) Anita Kristensen Krokan
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Åge Eknes, former Director of UN Programme

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Embassy of Finland

Counsellor Pekka Orpana

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Zambian High Commission

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Mozambique High Commission

Mr. Tamele

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Centre for Conflict Resolution (CCR)

Laurie Nathan (telephone interview)

South African Police Service

Director Riaan van Staden

**South African National Defence Forces
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Col. Johan van der Walt

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Undersecretary David Hamadziripi

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National Director Eileen Sawyer

SAPES Trust and SARIPS (Southern African Regional Institute for Policy Studies)

Director Ibbo Mandaza (SAPES)

Director Professor Sam Moyo (SARIPS)

Professor Mwesiga Baregu (SARIPS)

New York**United Nations**

Lessons Learned Unit , Department of Political Affairs

Director Leonard Kapungu

Deputy Permanent Observer of the OAU to the United Nations

Dr. Christopher Bakweisega, former Head of the Conflict Management Unit of the OAU

UNDP (United Nations Development Programme)

Dr. Augustino Zacharias, formerly teaching at ACCORD Training Programme

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- M. Malan, *Keeping the Peace in Africa: A Renaissance Role for South Africa?* Indicator South Africa, Vol. 15, No. 2, Winter 1998.
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- M. Malan, *Peacekeeping in Africa*, in G. Mills (Ed.), The South African Yearbook of International Affairs: 1999/2000, SAIIA, 1999.
- M. Malan, *Civil-Military Relations in Africa: Soldier, State and Society in Transition*, in H. Solomon and I. Liebenberg (Eds.), The Consolidation of Democracy in Africa, (Howard Academic Publishers, forthcoming).

Book Chapters

- M. Malan, *Prospects for Keeping the Peace in Southern Africa*, in R.I. Rotberg and G. Mills (eds.), War and Peace in Southern Africa: Crime, Drugs, Armies and Trade, World Peace Foundation/ Brookings Institution Press, Washington, D.C. /Cambridge, Massachusetts, 1998.
- M. Malan, *The Crisis in External Response*, in J. Cilliers and P. Mason (Eds.) Peace, Profit, or Plunder? The Privatisation of War and
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No 2: Adeniji, Ambassador Olu, Mechanisms for Conflict Management in West Africa: Politics of Harmonization.

1998

No. 1: Haarleman, Christian, Civilian Peacekeepers – A Future Challenge.

No. 2: Rossouw, A. J., Towards a New Understanding of the Terms and Definitions for International Peace Missions.

1999

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No. 2: Aning, Emmanuel Kwesi, Negotiation, conflict and compromise – the Liberian challenge to a sub-regional security system.

No. 3: van Nieuwkerk, Anthoni, Implications for South Africa's foreign policy beyond the Lesotho crisis.

No. 4: de Coning, Cedric, Preparing for the Third Millennium: Towards a Policy Framework for the OAU Conflict Management Mechanism.

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former Yugoslavia: Lessons Learned for OAU Civilian Missions.

No. 6: de Coning, Cedric, Breaking the SADC Organ Impasse: Report of a Seminar on the Operationalisation of the SADC Organ.

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de Coning, Cedric, *Neo-Interventionism: An African Response to Failed Internationalism*, South African Yearbook of International Affairs, SAIIA, 1999, Johannesburg.

de Coning, Cedric, *Civil-Military Cooperation in UN Peace Missions – The Need for a New Holistic Mission Approach*, Cornwallis IV: Analysis of the Civil Military Interface, Pearson Peacekeeping Centre, 1999, Nova Scotia.

de Coning, Cedric, *African Perspectives on Intervention: The Rising Tide of Neo-Interventionism*, Chapter 7, NUPI/PRIO Book Project on Sovereign Intervention, International Peace Research Institute (PRIO), February 1999, Oslo.

Professional/Research Magazines and Newsletters

de Coning, Cedric, *South African Blue Helmets in the DRC*, Global Dialogue, Vol 4.2, August 99, Johannesburg.

de Coning, Cedric, *Making Peace in Africa: South Africa's Role in the Organization of African Unity*, Foundation for Global Dialogue, Global Dialogue, Vol. 2.1, February 1997, Johannesburg.

Newspaper Commentary

de Coning, Cedric, SA has *Vital Role to Play in Securing Peace*, Sunday World, 4 July 1999, p. 15

de Coning, Cedric, *Joint SADC Army Exercise Will Test Region's Ability to Keep the Peace*, The Sunday Independent, 14 March 1999, p.5

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de Coning, Cedric, *Crisis in Comoros Requires Holistic Approach*, The Star, 16 December, p. 10.

de Coning, Cedric, *Military Intervention in the Comoros: A Tricky Decision*, Pretoria News, 17 December, p. 7.

de Coning, Cedric, *Any Intervention should be Authorised*, The Star, 1 October 1998, p. 10.

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de Coning, Cedric, *The Future of Peacekeeping in Africa*, paper presented at Seminar on Peacekeeping from an African Perspective organized by the Norwegian Institute of International Affairs (NUPI) on 17 March 1999 in Oslo, Norway.

de Coning, Cedric, *Lesotho Intervention: Implications for SADC – Military Interventions, Peacekeeping and the African Renaissance*, Africa Dialogue Series, ACCORD & University of Pretoria, Pretoria, 10 November 1998.

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- de Coning, Cedric, *The Role of NGOs in Situations of Armed Conflict with Special Reference to Children in Africa*, paper delivered at the Continental Conference on Children in Situations of Armed Conflict in Africa, Addis Ababa, 24–26 July 1997.
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Annex 5 Training for Peace Training and Policy Seminars 1995–1999

The following tables show the core TfP activities from 1995 to 1999. For the years 1995 and 1996 ACCORD and ISS activities are shown in the same table. For the years 1997, 1998, and 1999, there are separate tables for ACCORD and ISS

activities. The activities under the Exchange arrangement, in which personnel from Southern Africa participate in UN courses in Norway, are given in a separate table.

1995

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
21–22 November, South Africa	Workshop to introduce TfP to SADC countries	44 (from 11 SADC countries)
December, Norway, Oslo, NUPI	Half-day seminar on small arms, disarmament, and conflict resolution in Southern Africa	Approx. 15

1996

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
18 March, South Africa, Pretoria ISS	Policy seminar: Contemporary issues in UN peacekeeping	30
19–22 March, Zambia, Manchini Bay Lodge ACCORD, ISS and NUPI	TfP Workshop (3 days)	23
14–16 August Mozambique, Maputo ACCORD, ISS and NUPI	TfP Workshop (3 days)	22
19–21 August, Zimbabwe ACCORD, ISS and NUPI	TfP Workshop (3 days)	26
9–13 September, SA Army College, Pretoria ISS, with ACCORD and NUPI	Policy seminar: Peace Operations in Exercise <i>Morning Star</i> Module of Senior Command and Staff Course	204 (local, regional and international)
18–20 September, Tanzania, Arusha ACCORD, ISS and NUPI	TfP Workshop (3 days)	25
23–25 September Mauritius, Port Louis ACCORD, ISS and NUPI	TfP Workshop (3 days)	27

1997, ISS

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
6 May SA Army College Pretoria	One day workshop for the SA Army College: <i>Contemporary Issues on the Southern African Peacekeeping Agenda</i>	15
18 June SA Medical Services Academy	Presentation to SA Medical Services Academy <i>Concept and Conduct of Peace Operations in Africa</i>	23
14 July SA Air Force College	Presentation to SA Air Force College <i>An Agenda for Peace and peacekeeping in Africa</i>	32
5 September SA Military College Saldana	One day workshop for under-graduate and graduate students at the SA Military Academy <i>Contemporary Issues on the Southern African Peacekeeping Agenda</i>	30
9 September SA Defence College Pretoria	Presentation to SA Defence College <i>The Privatisation of Security and Peacekeeping in Africa</i>	43
15–16 September SA Army College Pretoria	Assistance to the SA Army College on the programme for Exercise <i>Pegasus</i>	
20–25 October, Zimbabwe, Harare ACCORD and ISS in co-operation with OAU	Meeting of Technical Experts and the OAU Chiefs of Staff Meeting	Approx. 120
4–6 November, Pretoria	Policy seminar on Multinational Peace Operations: <i>The Evolution of Policy and Practice in Southern Africa</i>	42 (closed round table with local, regional and international participants)
5 November, Pretoria	Public conference on Multinational Peace Operations: <i>The Evolution of Policy and Practice in Southern Africa</i>	150
11 November SA Air Force College	Presentation to SA Army College <i>Peacekeeping in Africa: The Role of the OAU and SADC</i>	74

1997, ACCORD

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
21–23 April Botswana, Gaborone In co-ordination with NUPI	TfP Workshop (3 days)	23
23–27 June Namibia, Windhoek In co-ordination with NUPI	TfP Workshop (5 days)	25
14–18 July Malawi In co-ordination with NUPI	TfP Workshop (5 days)	27
20–25 October, Zimbabwe, Harare ACCORD and ISS in co-operation with OAU	Meeting of Technical Experts and the OAU Chiefs of Staff Meeting	Approx. 120

1998, ISS

Date and location	Activity	Participants
25–27 February, South Africa, Durban ACCORD in co-ordination with NUPI and ISS	Policy seminar on <i>The Role of Civilian Police in Peace Operations</i>	27
20 May Pretoria	Seminar on building African peacekeeping capacity	50
13–14 August ISS	Regional Round-table on peacekeeping training for police officers	28 - police commissioners from 12 SADC countries and Nordic countries
21–23 September South Africa, Saldanha	Symposium on International Peace and Security: <i>The African Experience</i>	142
4–14 November, Pretoria Police College In co-ordination with NUPI	The first United Nations Police Officers Course (UNPOC I)	34 (45 including instructors)

1998, ACCORD

Date and location	Activity	Participants
25–27 February, South Africa, Durban ACCORD in co-ordination with NUPI and ISS	Policy seminar on <i>The Role of Civilian Police in Peace Operations</i>	27
25–29 May, Leshoto In co-ordination with NUPI	TfP Workshop (5 days)	25
20–24 July, Swaziland	TfP Workshop (5 days)	22
17–21 August, South Africa In co-ordination with NUPI	TfP Workshop (5 days) (called “the <i>Blue Crane</i> training workshop”)	25

1999, ISS

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
2 March	Seminar on South Africa White Paper	31
18–28 April In co-ordination with NUPI	Civilian Police (CIVPOL) component of <i>Blue Crane</i>	33
28–31 May Prague, Czech Republic	First International Workshop on Integrated Military Doctrine: Towards a Global Consensus on Peace Support Operations	
24–26 August Harare	Regional Doctrinal Workshop	20
14 September–1 October	Exercise <i>Pegasus</i>	160 students attended <i>Pegasus</i>
21–23 October	2nd International Workshop: <i>Towards a Global Consensus</i>	approx. 35
22 November–3 December In co-ordination with NUPI	UNPOC II	31

1999, ACCORD

<i>Date and location</i>	<i>Activity</i>	<i>Participants</i>
8 April	<i>Blue Crane</i> Instructors Training Course	32
18–20 April	<i>Blue Crane</i> Civilian-Military Liaison Officer Course (CIMIC) (module in UNSOC course)	32
9 July	<i>Blue Crane</i> Seminar on Civil-Military Cooperation	69
8 September Harare	Conflict Management Course for Peacekeepers at the RPTC	28
27–29 October Durban	Seminar on the Operationalisation of the SADC Organ	41
9–10 November Harare	Conflict Management Course for Peacekeepers at the RPTC	approx. 25
21–24 November Harare	Civilian-Military Liaison Officer Course (CIMIC) at the RPTC	approx. 30
30 November Harare	Conflict Management Course for Peacekeepers (module, UNPOC II) at the RPTC	31

Training for Peace Exchange Arrangement

Participants from Southern Africa at UN training courses in Norway

Military	Police
<p>1997 UNLOC II 1–19 September Lt. Col. Mutero Johane Masanganise (Zimbabwe)</p> <p>INTCOC 29 September–10 November Mr. Mark Malan (ISS, South Africa) Mr. Cedric de Coning (ACCORD, South Africa)</p> <p>UNLOC III 24 November–12 December Sqn. Ldr. Lazarus Nyaundi (Zimbabwe) Lt. Col. Trevor Keith Dawes (South Africa)</p>	<p>1997 UNPOC 4–15 August Aleck Moyo (Zimbabwe) Rajie Murugan (Truth and Reconciliation Commission, South Africa)</p>
<p>1998 UNLOG 31 August–19 September Flt. Grey Muromo (Zambia) Capt. Clements Mabwinye (Zambia)</p> <p>INTCOC 12–23 October Lt. Col. Louis Kajawu (Zimbabwe)</p>	<p>1998 UNPOC 16–27 March Director John Serfontein (South Africa) Commandant Peter Kivuyo (Tanzania)</p> <p>UNPOC 27 July–7 August Commissioner T. H. M'Lukenti (Namibia) Commandant Salomon Jere (Zambia)</p>
<p>1999 UNLOC 2/99 30 August–17 September Capt. Lingililani Joseph (Botswana)</p> <p>UNLOC 3/99 15 November–3 December Capt. S. M. Magile (Tanzania) Wing Cdr. Govero, PM (Zimbabwe)</p>	<p>1999 UNPOC 2 Assistant Superintendent Lazarous Mbuzi (Zambia) Bernard Ntaote (Lesotho)</p> <p>UNPOC 3 Superintendent Jeffrey Takawira Mahachi (Zimbabwe) Superintendent Kedikilwe Dikgang (Botswana)</p>
Total 11	Total 10

Distribution of participants (military and police) per country

Military (11)	Police (10)
Botswana 1	Botswana 1
South Africa 3	Lesotho 1
Zambia 2	Namibia 1
Zimbabwe 4	South Africa 2
Tanzania 1	Tanzania 1
Zambia 2	
Zimbabwe 2	

Annex 6 Resource Persons Provided by NUPI in Support of Training for Peace

Resource persons provided by NUPI (directly or indirectly) at TFP workshops and policy seminars

1995

21–22 November,

Workshop to introduce TFP to SADC countries

Åge Eknes (Director UN Programme, NUPI)

- Presentation on peacekeeping concepts
- Presentation on expected international support to the TFP Project

Colonel Toralv Nordbø (Norwegian Defence Force)²

- Presentation on operational challenges

1996

18 March,

Policy Seminar on Contemporary Issues in UN Peacekeeping

Åge Eknes

- Presentation and moderator

Colonel Toralv Nordbø

- Presentation and moderator

20–22 March,

TFP Workshop, Zambia (3 days)

Åge Eknes

- Presentation on the understanding of peace operations
- Introduction to Syndicate Exercise: Civilian-military relations in peace operations
- Introduction to Syndicate Exercise: UNOSOM I/II and UNITAF
- Facilitation of group discussions, feedback and plenary discussions

Colonel Toralv Nordbø

- Presentation on the United Nations: Structures and Procedures for Management of Peacekeeping
- Presentation on the Concepts of Operations and Standard Operating Procedures

- Presentation on the Role of Various Actors in Peacekeeping Operations (with Mark Malan)
- Presentation on the Training Requirements for Peacekeeping in the Southern African Context (with Mark Malan)
- Presentation on National Arrangements for UN PKOs – the Nordic Experience
- Negotiation and Mediation (with Vasu Gounden)

14–16 August,

TFP Workshop, Mozambique (3 days)

Åge Eknes

- Presentation on the Establishment and Strategic Direction of Peacekeeping Operations
- Introduction to Syndicate Exercise (UNOMOZ and UNAMIR)
- Presentation on Contemporary Multi-functional Peacekeeping Operations
- Presentation on the UN and Regional Stand-by Arrangements
- Presentation on Nordic and African Experiences (with Dr. Chris Bakwesegha, OAU)
- Facilitator of discussions in plenary

19–21 August,

TFP Workshop, Zimbabwe (3 days)

Åge Eknes

- Presentation on the Higher Management of Peacekeeping Operations: Structures, Procedures and Problems
- Introduction to Syndicate Exercise: Relationship Between Mandates and Implementation (UNOMOZ and UNAMIR)
- Presentation on the Conceptual Challenges of Multi-Functional Peacekeeping Operations
- Presentation on the Importance of Rapid Reaction Capacities: UN and Regional

2) Col. Nordbø became involved in TFP in 1995. At that time he had just returned from New York where he had spent four years as Military Advisor to the Norwegian UN Delegation. At the time there were few Norwegians with as comprehensive a background on military and diplomatic issues pertaining to peacekeeping at the Headquarters level.

Experiences and Initiatives with Regard to Stand-by Arrangements

- Presentation on the Operationalisation of Stand-by Arrangements: Modus and Concepts for National Responses: The Nordic Experience
- Presentation on the Training for Peace Operations: Nature, Scope and Organisation of Pre-deployment Training
- Presentation on the Emerging Issues on the International Peacekeeping Agenda
- Facilitator of evaluation and closing

9–13 September,

Policy Seminar on Peace Operations, Module of Exercise Morning Star

Åge Eknes

- Responsible for the seminar programme (with Jakkie Cilliers, dir. IDP)
- Three presentations on various topics
- Introduction to Syndicate Exercise

18–20 September,

TfP Workshop, Tanzania (3 days)

Åge Eknes

- Presentation on the Higher Management of Peacekeeping Operations: Structures, Procedures and Problems
- Introduction to Syndicate Exercise: The Relationship between Mandate, Means and Implementation (UNOMOZ and UNAMIR)
- Presentation on Conceptual Challenges of Multi-functional Peacekeeping Operations
- Presentation on the Importance of Rapid Reaction Capacities: UN and Regional Experiences and Initiatives with Regard to Stand-by Arrangements
- Presentation on the Operationalisation of Stand-by Arrangements: Modus and Concepts for National Responses: The Nordic Experience
- Presentation on the Emerging Issues on the International Peacekeeping Agenda

23–25 September,

TfP Workshop, Mauritius (3 days)

Torunn L. Tryggestad (Project Co-ordinator, TfP)

- Presentation on the Higher Management of UN Peacekeeping Operations: Structure, Procedures and Problems
- Presentation on the Operationalisation of Stand-by Arrangements: Modus and Concepts for National Response – the Nordic Experience
- Facilitator of group discussions

1997

21–23 April,

TfP Workshop, Botswana (3 days)

Sverre Lodgaard (Director NUPI)

- Presentation on War and Peace: Security Challenges and Conflict Resolution Approaches

Major Bjørn Skjærli (The Armed Forces International Centre, AFIC-N)³

- The Birth and Death of Peacekeeping Operations: Establishment, Conduct and Termination of a Peacekeeping Operation
- The Role of Different Actors in Peace Operations: NGOs, Diplomats, Police and the Military
- Training for Peace Operations: Nature, Scope and Organisation of Pre-deployment Training

Torunn L. Tryggestad (TfP project co-ordinator)

- Presentation on the Relationship between Peacekeepers, Host Governments and Local Populations
- Facilitator of group discussions

Lt. Col. Rune Ihle (AFIC-N)⁴

- The Importance of Rapid Reaction Capacities: UN and Regional Experiences and Initiatives with Regard to Stand-by Arrangements and the Nordic Experience

3) Major Bjørn Skjærli from the then newly established Armed Forces International Centre-Norway (AFIC-N) had both broad experience from UN peacekeeping and experience as a trainer in Africa.

4) Lt. Col. Rune Ihle attended the workshop as an AFIC-N observer. He was sent to Botswana because AFIC-N wanted to strengthen their competence on Africa. He was invited by ACCORD and NUPI to give one presentation in order to have him better integrated into the group. Costs related to his participation were paid for by AFIC-N.

23–27 June,

TfP Workshop, Namibia (5 days)

Torunn L. Tryggestad (TfP project co-ordinator)

- Presentation on the Relationship between Peacekeepers, Host Governments and Local Populations
- Presentation on the Higher Management of Peace Operations
- Presentation on the UN, Regional and Sub-regional Experiences with Regard to Standby Arrangements (with Brig. Muzonzini)
- Presentation on Utilising development assistance for Preventive Action
- Facilitator of group discussions

Chief Superintendent Thorstein Bratteland (Police Advisor, NUPI)⁵

- Presentation on CIVPOL: The Role of Civilian Police in Peace Operations

14–18 July,

TfP Workshop, Malawi (5 days)

Major Bjørn Skjærli (AFIC-N)

- Presentation on the Higher Management of Peace Operations
- Presentation on CIVPOL: The Role of Civilian Police in Peace Operations
- Presentation on the Establishment, Conduct and Termination of a Peace Operation
- Presentation on UNMO: UN Military Observers in Peace Operations
- Presentation on the UN, Regional and Sub-regional Experiences with Regard to Standby Arrangements (with Brig. Muzonzini)

5–7 November,

Policy Seminar on Multinational Peace

Operations: The Evolution of Policy and Practice in Southern Africa

Sir Marrack Goulding (Former USG for Political Affairs, UN)⁶

- The Case for an Integrated Approach to Peace and Security

Espen Barth Eide (Director of UN Programme, NUPI)

- Presentation on Harmonising Peace Operations' Policy and Practice: The Nordic Experience

Ambassador Helga Hernes (Norwegian MFA)⁷

- Nordic Perspectives on African Capacity Building

1998

25–27 February,

Policy Seminar on the Role of Civilian Police in Peace Operations

O.P. Rathor (Police Advisor to the UN Secretary General)

- Presentation on An Overview of Former and Ongoing CIVPOL Missions
- Presentation on Selecting CIVPOL Officers for Deployment
- Presentation on The Training of CIVPOL Officers

Halvor Hartz (Police Commissioner for the UN Civilian Police Support Group in Eastern Slavonia (UNCPSG)⁸

- Presentation on CIVPOL Tasks in Modern Peace Operations (The Smart Concept)
- Introduction to Case Study: Former Yugoslavia (with Barth Eide)

5) Thorstein Bratteland was working as a police advisor at the NUPI UN Programme from May 1997–May 1998. He worked particularly on conceptual and empirical questions related to the role of civilian police in peace operations (CIVPOL). The purpose of his participation in Namibia was twofold: First, he was there as a trainer and moderator of group discussions. Second, he was interviewing a range of local people on the role of the UN mission in Namibia, which is regarded as the “mother” of modern CIVPOL missions. His field trip not only benefitted his NUPI research but also policy development under the TfP umbrella.

6) Sir Marrack Goulding was centrally involved in the NUPI project *Development Assistance as a Means of Conflict Prevention*. NUPI thus found it to be a good idea if TfP policy discussions were also informed by the findings in Sir Goulding's research, and was instrumental in providing him as a resource person to this TfP seminar organised by ISS.

7) Ambassador Helga Hernes was appointed the Special Advisor on peacekeeping by the Norwegian Ministry of Foreign Affairs (MFA) in 1997. That same year she was heading the Nordic fact-finding mission on peacekeeping to Africa. NUPI was instrumental in co-ordinating this fact-finding mission with the TfP policy seminar organised by ISS.

8) During his assignment as CIVPOL co-ordinator at the Norwegian Ministry of Justice, Mr. Halvor Hartz was instrumental in developing the United Nations Police Officers Courses (UNPOC) in Norway (1996/97). Hartz thus played an important role as advisor on CIVPOL policy development within the TfP framework. In November 1999 Hartz was appointed as the CIVPOL Advisor to the UN Secretary General.

Espen Barth Eide (Director UN Programme)

- Presentation on The Public Security Gap in Modern Peace Operations
- Introduction to Case Study: Former Yugoslavia (with Hartz)
- Facilitator of Panel Discussion

Torunn L. Tryggestad (Project Co-ordinator)

- Chaired discussions

25–29 May,

TfP Workshop, Lesotho (5 days)

Major Bjørn Skjærli

- Presentation on the Strategic, Operational and Tactical Management of Peace Operations
- Presentation on Civilian-Military Relations: The Crucial Interface
- Presentation on UNMOS: UN Military Observers in Peace Operations
- Presentation on UN, Regional and Sub-Regional Experiences with regard to Stand-by Arrangements

Anita Kristensen Krokan (Project Co-ordinator)⁹

- Presentation on Preventing Conflict Resurgence: Early Warning and Conflict Analysis

20–24 July,

TfP Workshop, Swaziland (5 days)

Anita Kristensen Krokan (Project co-ordinator)

- Presentation on Early Warning and Conflict Analysis
- Presentation on Gender and Peacebuilding

13–14 August,

Blue Crane Roundtable on UNCIVPOL, South Africa

Chief Superintendent Tor Tanke Holm (Police Advisor, NUPI)

Chief Inspector Dag Roger Dahlen (Norwegian Police)

Inspector Torgrim Moseby (Norwegian Police)

17–21 August,

TfP Blue Crane Workshop, South Africa (5 days)

Anita Kristensen Krokan (Project co-ordinator)

- Presentation on Early Warning: Concepts and Methods

Major Bjørn Skjærli (AFIC-N)

- Presentation on the Strategic, Operational and Tactical Management of Peace Operations

- Presentation on Civilian-Military Relations: The Crucial Interface

- Presentation on UNMOS: UN Military Observers in Peace Operations

- Presentation on UN, Regional and Sub-Regional Experiences with regard to Stand-by Arrangements

Chief Superintendent Tor Tanke Holm (Police Advisor, NUPI)

- Presentation on CIVPOL: The Role of Civilian Police in Peace Operations

4–14 November,

UNPOC I, South Africa

Inspector Torgrim Moseby (Norwegian Police)

- CIVPOL in Peace Operations: Introduction to the SMART concept

- Monitoring Police Investigation and Arrest (with David Johnson)

- Monitoring the Use of Force and Firearms (with Dag R. Dahlen)

- Post-Mission Procedures and Processes (debriefing etc. on return home from mission)

- Hijacking and Detainment

- Mines, Sniper fire, Lost Radio Contact

Chief Inspector Dag R. Dahlen

- CIVPOL: Roles, Duties, Privileges, Immunities and Responsibilities

- Ethical Police Conduct and Policing in a Democracy: Intro to the CIVPOL handbook

- Monitoring the Use of Force and Firearms (with Torgrim Moseby)

- Monitoring the Human Rights of Women (with David Johnson)

- General Security Measures

- Hijacking and Detainment (with Torgrim Moseby)

- Use of UN Vehicles, Authorisation, Documentation

9) Anita Kristensen was acting project co-ordinator from 1 May 1998 to 31 July 1999 while Torunn L. Tryggestad was on maternity leave.

- Observation Techniques and Vehicle Safety Control

Chief Superintendent Tor Tanke Holm (Police Advisor, NUPI)

- Project Co-ordinator of UNPOC I
- Cultural Challenges (with Wayne Martin)

21–23 September,

Policy Seminar on International Peace and Security: the African Experience, South Africa

Espen Barth Eide (Director UN Programme)

- Presentation on the Limits of UN Capacity and the Trend Towards Chapter VIII

1999

18–28 April,

Civilian Police Component of Blue Crane

Chief Superintendent Tor Tanke Holm (Police Advisor, NUPI)

- Advisor during planning and conduction
- Umpire

Chief Inspector Dag R. Dahlen

- CIVPOL: Roles, Duties, Privileges, Immunities and Responsibilities
- The Essential Monitoring Tool: Using the CIVPOL Handbook and other Instruments
- Monitoring During Civil Disorder, States of Emergency and Armed Conflict (with Torgrim Moseby)
- Umpire

Inspector Torgrim Moseby (Norwegian Police)

- Monitoring Police Investigations and Arrest
- Monitoring During Civil Disorder, States of Emergency and Armed Conflict (with Dahlen)
- Umpire

18–20 April,

Blue Crane Civilian-Military Liaison Officer Course (CIMIC)

Major Stein Ellingsen (AFIC-N)

- Presentation on Civilian-Military Co-operation
- Advisor during the planning of the course

28–31 May,

First International Workshop on Integrated Military Doctrine, Prague

Anita Kristensen Krokan (Project Co-ordinator)

- Chaired sessions

Dr. Mats Berdal (Oxford University/NUPI)

- Presentation on the experience of peace operations in the Balkans

21–23 October,

2nd International Workshop: Towards a Global Consensus, Pretoria

Espen Barth Eide (Director UN Programme)

- Presentation on Present and Future Peace Support Environments in the Balkans

Annika Hansen (Researcher, Norwegian Defence Research Institute)

- The Limits and Boundaries of Peace Support

27–29 October,

Seminar on the Operationalisation of the SADC Organ

Torunn L. Tryggestad (Project Co-ordinator)

- Chaired Session
- Resource Person in Group Discussions

Nina Græger (Researcher, NUPI)

- Presentation on Security Organisations in Europe: Lessons Learned from the European Experience

21–24 November,

Civilian-Military Liaison Officer Course, RPTC

Major Stein Ellingsen (AFIC-N)

- Advisor
- Presentations

22 November–3 December,

UNPOC II, Pretoria

Chief Superintendent Tor Tanke Holm (Police advisor, NUPI)

- Advisor During Planning and Conduction
- Inspector Torgrim Moseby (Norwegian Police)
- Advisor During Planning and Conduction
 - Presentations

Annex 7 Survey Questionnaire

QUESTIONNAIRE FOR FORMER PARTICIPANTS OF TFP WORKSHOPS

Evaluation of the Training for Peace Project

Introduction: You have participated in a workshop organised by the Training for Peace project. This project is now being evaluated, and we would therefore like to ask you some questions about the workshop you attended. All the former participants in Training for Peace workshops are being asked these questions. It will take about 20 minutes for you to fill in the information. We would appreciate it very much if you would take the time to answer this questionnaire.

Background

1. Gender:
2. Age:
3. Nationality:
4. Profession:
5. Institute/Organisation:
6. Can you please make a short comment about the workshop you attended? What was it about?

7. How did you choose or how were you selected for the course? (give alternatives)
 - Nominated by organization/institution
 - Expressed interest
 - Recommended by colleague
 - Other, please explain

8. Have you participated in other similar workshops?

- Yes No

If yes, please indicate which and who organised them:

9. Did you have any knowledge about or experience with international peacekeeping operations before you came to the workshop?

- Yes No

If yes, please indicate what kind of knowledge and experience:

10. Does your work presently involve conflict resolution, management or transformation in a peacekeeping context?

- Yes No

If yes, please explain:

Teaching Methods

11. What kind of teaching methods were used in the workshop, and did you find them effective? (please tick off in the relevant boxes)

Yes?	Effective or not	
<input type="checkbox"/> Lectures	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Demonstrations	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Electronic media	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Group discussions	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Group exercises	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Case studies	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Role plays	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Problem solving	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> Tests	<input type="checkbox"/> Yes	<input type="checkbox"/> No

12. Did any of the exercises simulate a real-world setting?

- Well
- Adequately
- Not so well

13. What kinds of material did you get from the course?

- Books
- Handouts
- Papers
- Presentations
- Software
- Electronic media
- Other

14. Were you able to use any of this material later in your work?

- Yes
- No

If yes, please give an example:

15. Did you have the opportunity to influence the workshop process? For instance the topics presented, the amount of time spent on particular topics, or the types of teaching methods used?

- Yes
- No

16. Do you consider the workshop to be related to an/a:

- International peacekeeping setting
- Regional SADC peacekeeping setting
- African peacekeeping setting

Outcomes

17. Have there been any changes in the policy of your organization as a result of your participation in the workshop?

- Yes No

If yes, did the changes which occurred relate to:

- The start of new initiatives
- Improved internal conflict resolution
- Commitment to sending others to future training for peace workshops

18. Do you generally feel that your own ability to prevent, resolve or manage conflicts was improved by the workshop through increased:

- Knowledge
- Skills
- Motivation

If not, please indicate why not:

19. Please indicate what areas, if any, concerning peacekeeping training which in your opinion were not (adequately) covered by the workshop.

20. Have you participated in peacekeeping operations since you went to the workshop?

- Yes No

If yes, which?

21. (If yes,) did the course help you in relation to the peacekeeping operation?

- Yes No

22. Have you been able to pass on any of your learning to others, by for instance:

- Running workshops/training events?
- Briefing work colleagues
- Writing articles
- Organizing conferences or meetings
- Giving presentations/lectures
- Other

General about the workshop

23. What were in your opinion the main objectives of the workshop you attended? Please write a few lines reflecting your views:

Were these objectives met?

- Yes No

24. Do you think the objectives could be better served in a different way than by the workshop you attended?

- Yes No

If yes, please explain:

25. Did you find the teachers:

- | | | |
|---|------------------------------|-----------------------------|
| <input type="checkbox"/> Knowledgeable | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Prepared | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Had practical hands-on experience | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Able to communicate effectively | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Encouraged alternative viewpoints | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Encouraged feedback and input | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Did not encourage feedback and input | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> Available for help outside the classroom | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| <input type="checkbox"/> None of the above, please explain | <input type="checkbox"/> Yes | <input type="checkbox"/> No |

26. What did you like most about the workshop?

27. What did you like least about the workshop?

28. Would you recommend the workshop to a colleague?

- Yes No

Networking

29. How much chance did you have to do networking with the other course participants (read alternatives)?

- Substantial
- Some
- Not at all

30. If yes, have you maintained contact with any of those whom you met?

- Yes No

31. Did any co-operation result from meeting them?

- Yes No

Follow up

32. Please indicate any areas covered by the course you would like to work on more? (alternatives)

- a follow-up workshop of a similar scope and range
- a more targeted workshop tailor-made for your institution/organisation's/subgroup's needs
- other courses in peacekeeping which are provided in the region
- other, please explain:

Logistics

33. How did you find the length of the workshop.

- adequate
- too long
- too short

Other comments?

34. Do you have any additional information or comments you would like to make about the workshop/course/seminar? Is there any other relevant information you would like to share with us? Please give us details below:

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