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MACQUARIE UNIVERSITY

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**PREPARING CAPABLE AUSTRALIAN DEFENCE FORCE PERSONNEL
FOR PEACE OPERATIONS: PRINCIPLES AND FOUNDATIONS**

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DISCLAIMER

The views, opinions, and/or findings contained in this thesis are those of the author and should not be construed as positions, policies, or decisions of the Department of Defence, or any other agency of the Australian Government, unless so designated by other documentation.

ABSTRACT

Since the end of the Cold War the Australian Defence Force (ADF) has increasingly provided support to peace operations conducted by, or with the sanction of, the United Nations (UN). The constabulary role peacekeepers are asked to perform on these operations appears to demand skills that are qualitatively different from those developed through conventional military training. ADF peacekeepers have been involved in operations to restore peace within, rather than between nations; they have been asked to deliver humanitarian aid; to provide a secure environment for the conduct of elections; and to restore the rule of law in areas lacking central civil order. This is a role that requires restraint in the use of force, impartiality in action, and resolution by mediation, skills that appear to be the antithesis of those required for war, and incongruent with conventional military preparation and training.

As part of this study 41 ADF peacekeepers consented to be interviewed on their deployment experiences with the aim of examining and improving current human resource policy and practice in preparing military personnel for peace operations. The study evaluates the adequacy of current predeployment preparation and the broader competency based training philosophy underlying ADF training and education.

The findings are explored in two contexts. First, peace operations require skills, knowledge and attitudes beyond those provided in conventional military training and education. Consistently, experienced peacekeepers highlighted the need for greater conceptual understanding of their role in a constabulary type operation. Moreover,

they identified that there was an increased need for the ‘soft’ skills of advanced interpersonal interaction, to overcome obstacles in cross-cultural communication, leadership, negotiation, mediation and liaison. Second, the development of these skills requires an approach to training and education that is beyond competency. This study highlights that the competency based approach to preparing peacekeepers does not prepare them well for an environment that consistently presents them with unfamiliar problems in an unfamiliar context. The utility of a Capability Model (Stephenson, 1987, 1992) of performance is explored and developed to provide a method for understanding the skills required by individual peacekeepers. The concept of organisational capability is developed in this study as a model that can be used to prepare military personnel for peacetime and operational employment.

The report recommends that for future practice the ADF adopts individual and organisational capability as an organising concept in training and education that overcomes the traditional shortfalls of a competency based system. For further research, it is recommended that modifications to preparation content be guided by a systematic task analysis of peace operations. The consistency between the literature and this study suggests that this research could be conducted as an international collaboration project. Finally, it is recommended that future researchers consider the qualitative approach adopted in this study as a means of providing greater research depth and texture, while continuing to meet the scientific quality standards of objectivity, reliability, validity, and utilisation.

ACKNOWLEDGMENTS

The aim of this thesis was to tap into the *tacit knowledge* or 'know-how' of Australian Defence Force (ADF) personnel who have participated in peace operations, and develop it into *explicit knowledge* that will increase our understanding, and inform future practice.

Tacit knowledge is hard to formalise because it is often rooted in action taken in a specific context. It is about informal skills, knowledge and understanding that quite often develop as the result of a successful application of commonsense. This study makes the commonsense of ADF personnel on peace operations explicit so that others can reflect on the experience, and learn from it.

The task of turning *tacit knowledge* into *explicit knowledge* was not mine alone, everybody I communicated with during this project contributed something to the final result, however special acknowledgment must be given to the following people:

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ACRONYM GLOSSARY

ACS	Army Community Services
ADF	Australian Defence Force
ADFP	Australian Defence Force Publication
ADFPKC	Australian Defence Force Peacekeeping Centre
AFP	Australian Federal Police
APRC	Army Personnel Research Committee
ASM	Australian Service Medal
ATS	Army Training System
CAPT	Captain
CASEVAC	Casualty Evacuation
CBET	Competency Based Education and Training
CF	Canadian Forces
CMAC	Cambodian Mine Action Centre
CO	Commanding Officer
COL	Colonel
COMASC	Commander Australian Services Contingent
CTC	Combat Training Centre
DFSU	Deployed Forces Support Unit
DHA	Department of Humanitarian Affairs
DPKO	Department of Peacekeeping Operations
ECOSOC	Economic and Social Council
GA	General Assembly
HEC	Higher Education for Capability
HQ	Headquarters
HQADFLO	Headquarters Australian Defence Force Liaison Officer
HRO	Humanitarian Relief Organisation
ICJ	International Court of Justice

ICRC	International Committee Red Cross
ISC	Intermediate Staff Course
ISD	Instructional Systems Design
LHQAUST	Land Headquarters Australia
LIC	Low Intensity Conflict
LOAC	Laws of Armed Conflict
LT	Lieutenant
LTCOL	Lieutenant Colonel
MAJ	Major
MFO	Multinational Force and Observers
MINURSO	Mision del las Naciones Unidas para del Sahara Occidental (United Nations Operation in Western Sahara)
MLW	Manual of Land Warfare
MOOTW	Military Operations Other Than War
MSF	Medicens Sans Frontiers
NATO	North Atlantic Treaty Organisation
NBC	Nuclear, Biological and Chemical
NBEET	National Board of Education Employment and Training
NGO	Non-Government Organisation
NH&MRC	National Health and Medical Research Council
NTB	National Training Board
NTRA	National Training Reform Agenda
NUDIST	Non-numerical Unstructured Data Indexing Searching and Theorising
OC	Officer Commanding
OECD	Organisation for Economic Cooperation and Development
OFOF	Orders for Opening Fire
OP SOLACE	Operation Solace
OP	Observation Post

OUNC	Operation des Nations Unies au Congo (United Nations Operation in the Congo)
OUNMOZ	United Nations Operation in the Mozambique
PDD	Presidential Decision Directive
POR	Post Operational Report
QSR	Qualitative Solutions Research
RAAChD	Royal Australian Army Chaplains Department
RAAF	Royal Australian Air Force
RAE	Royal Australian Engineers
RAN	Royal Australian Navy
RAR	Royal Australian Regiment
RDF	Ready Deployment Force
RHC	Reinforcement Holding Company
RMA	Revolution in Military Affairs
ROE	Rules of Engagement
RPA	Rwandan Patriotic Army
SC	Security Council
SCMA	Soldier Career Managment Agency
SGT	Sergeant
SKAs	Skills, Knowledge and Attitudes
SOFA	Status of Forces Agreement
SPE	Services Protected Evacuation
SSGT	Staff Sergeant
SWEDINT	Swedish Armed Forces International Centre
U.S.	United States of America
UK	United Kingdom
UN	United Nations
UNAMIC	United Nations Advance Mission in Cambodia
UNAMIR	United Nations Aid Mission in Rwanda

UNEF I	United Nations Emergency Force I
UNESCO	United Nations Economic Social Organisation
UNFICYP	United Nations Force in Cyprus
UNHCR	United Nations High Commissioner for Refugees
UNHQ	United Nations Headquarters
UNICEF	United Nations International Children's Fund
UNITAF	United Nations Interim Task Force
UNMO	United Nations Military Observer
UNOSOM	United Nations Operation Somalia
UNPROFOR	United Nations Protection Force
UNSCOM	United Nations Special Commission
UNTAC	United Nations Transition Authority Cambodia
UNTSO	United Nations Truce Supervision Organisation
USSR	United Soviet Socialist Republic
VAS	Voice Activated System
WCC	Welfare Coordination Cell
WO1	Warrant Officer Class One
WO2	Warrant Officer Class Two