

or personnel to the MNF. (The MNF was dissolved when that country, Canada, established a consensus of one to bring the mission to an end.)

Problems with the Steering Group may illustrate another, perhaps larger, problem, that Canada tried to meet too many agendas in forming the MNF and the Steering Group. Canada's primary goal was to create a coalition that could offer sufficient military forces, and that could effectively manage those forces. However, other countries were also included for political reasons not related directly to the military mission, including the maintenance of good bilateral relations with individual countries or regional organizations. We may, in the end, have created an unworkable coalition by not remaining focused on the primary objective: the provision of an effective military mission.

Recommendation 8: Membership of a coalition should be restricted to those parties essential to meeting the primary objective, even if it means that other political interests are not met.

Observation 9: Some African countries feel that they were marginalised during the operation.

Significant diplomatic efforts were made by Canada to consult relevant African countries as the MNF was being developed and during its existence; the Prime Minister called some of his counterparts, the Ministers of Foreign Affairs and National Defence spoke with many of theirs, and the Secretary of State Latin America-Africa met with African leaders on the ground.

Ambassador Chrétien, as the Special Representative of the UN Secretary General, and LGen Baril, as the MNF Commander, also consulted extensively with local leaders. Furthermore, the participation of African countries in the MNF was actively solicited, and some African nations were, in fact, prepared to supply forces.

Despite these efforts, however, there is a perception among some African leaders that they were not adequately consulted. There is also the belief that the mission should have been led by Africans. There was some consideration given, early on, to the idea of an MNF composed entirely of African troops. This idea did not develop for a variety of reasons, including that no African country actually volunteered to lead.