

The United Nations Mission in Haiti: In the Service of Peace

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Lieutenant General Joseph W. Kinzer retired from the United States Army after more than 39 years of service. Commissioned from the Officer Candidate School at the United States Army Infantry School, Fort Benning, Georgia, he served in numerous command and staff positions in both the 82nd. and 101st. Airborne Divisions. Additionally, he served as a Tactical Officer at the United States Military Academy at West Point. He is a veteran of Operation Power Pack in the Dominican Republic (1965), two tours of duty in Vietnam (1967-68 and 1971-72), and Operation Just Cause in Panama (1989-90). His assignments as a General Officer include: Assistant Division Commander, 82nd Airborne Division; Deputy Commanding General United States Army South in Panama; Deputy Director and Director for Operations, Readiness, and Mobilization, Department of the Army, Washington D.C.; and Deputy Commanding General and Commanding General 5th. United States Army, Fort Sam Houston, Texas. From January 1995 to March 1996 he served as Force Commander United Nations Forces and Commander United States Forces in Haiti. He received a B.A. in History from the University of Tampa, Florida, and a M.S. in Public Administration from Shippensburg University, Pennsylvania. He is also a graduate of the Army Command and Staff College and the Army War College.

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INTRODUCTION

The following paper is based extensively on the document: *United Nations Mission in Haiti: In the Service of Peace* published by the United States Army Peacekeeping Institute, Carlisle Barracks, Pennsylvania, U.S.A., which reported on the Haiti After Action Review (AAR) sponsored by the Chief of Staff of the United States Army. As specified in his preface, then Major General Kinzer stated that the aim of the report was “to offer future leaders and participants in peace operations some ideas, principles, and recommendations that will enable them to prepare themselves and their units when they are called to participate in a combined peace operation.” He also stated that “Our experience in Haiti reaffirmed my belief that combat trained soldiers, given a focused objective, time and resources to prepare, and led by adaptive and mentally agile leaders at all levels, will perform superbly as peacekeepers.”

The paper begins with a selected chronology of events in Haiti (Figure 1). This followed by a description of the activities undertaken in Haiti that established the conditions for success of the United Nations Mission in Haiti (UNMIH). This included United Nations peacekeeping, the principles of peace operations, the background for the mission, and creation of conditions for the deployment of the mission, the intent and priorities of the UNMIH Force Commander, and the activities associated with the organization and deployment of the force. The Basics of military peacekeeping provides a description of peacekeeping doctrine; the nature of operating systems and special areas of activity, and the application of the objective, unity of effort, security, restraint, perseverance, and legitimacy principles of peace operations. A review of other challenges including impact of missions not envisioned in the initial planning, the challenges of United Nations operations, and UNMIH-unique operations concludes the paper.

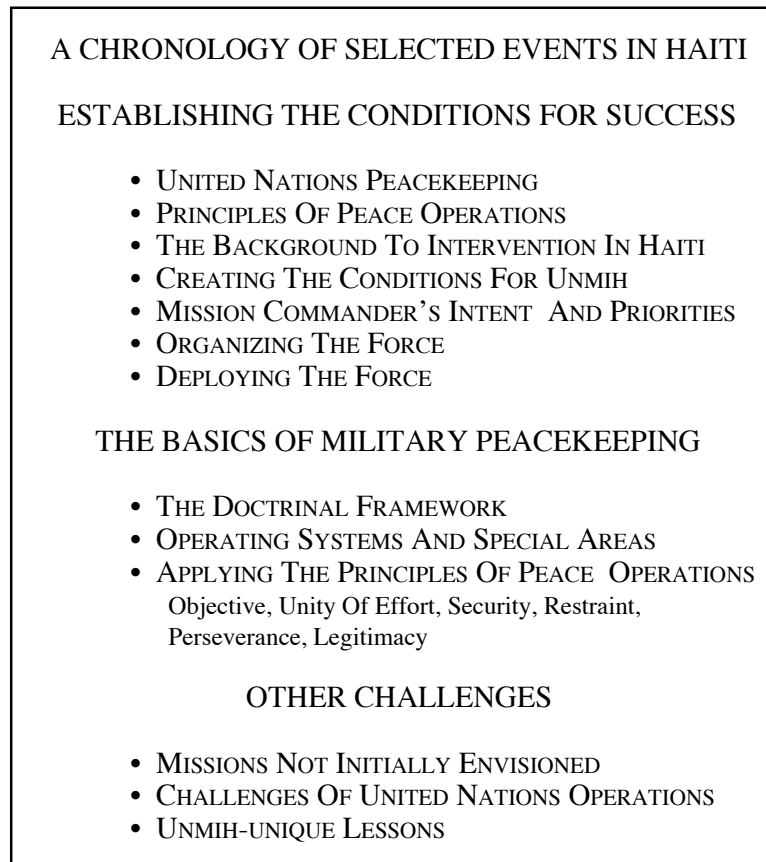


Figure 1: The United Nations Mission in Haiti: In the Service of Peace.

A CHRONOLOGY OF SELECTED EVENTS IN HAITI

- December 16, 1990 Jean-Bertrand Aristede elected President of Haiti in free elections.
- February 7, 1991 President Aristede inaugurated.
- September 29-30, 1991 Government of President Aristede overthrown, brutal military regime installed.
- September 19, 1994 American-led Multi-national Force (MNF) launched Operation "Restore Democracy" in Haiti.
- October 4, 1994 UNMIH advance planning team arrives in Port-au-Prince and begins planning the transition from MNF.
- October 15, 1994 President Aristede returns to Haiti.
- October 21, 1994 The Haitian Senate passes a bill outlawing paramilitary groups.

- December 21, 1994 last Government of Haiti announces appointment of the of nine members of the Provisional Electoral Council (CEP).
- January 4, 1995 MNF Commander declares that a secure and stable environment exists in Haiti, one of the requirements necessary to transition from the MNF to the UN Mission in Haiti (UNMIH).
- January 17, 1994 of President Aristede officially dismisses the remainder the Haitian Army. US Secretary of Defense, Perry, pronounces Haiti secure and stable for turnover to the UNMIH which will replace NMF by March 31, 1995.
- January 30, 1995 The UN Security Council passes Resolution 975 to transfer the Haitian peacekeeping mission from MNF to UNMIH effective March 31, 1995.
- March 31 1995 Responsibility transferred from MNF to UNMIH.
- June 4 1995 Graduation of the first 357 Haitian National Police (HNP).
- June 5, 1995 The Organization of American States (OAS) General Assembly begins its session in Port-au-Prince.
- June 25 1995 First round of legislative elections with more than 3.5 million Haitians registered to vote for over 10,000 candidates to fill over 2,000 local and national offices.
- August 13, 1995 Haiti holds make-up elections in 21 locations.
- September 17, 1995 Haiti holds run-off elections throughout the country.
- October 8, 1995 Haiti holds the final legislative election.
- December 17, 1995 is Haiti holds its Presidential election. President Preval elected to succeed President Aristede.
- February 7, 1996 of President Preval is inaugurated as the new President Haiti.
- February 27, 1996 Last class of HNP graduate. Total of 5,021 police officers trained.
- February 29, 1995 The UN Security Council votes to extend the UN Mission in Haiti for four months under Canadian

Command and Control. UN Special Representative Brahimi replaced by Amb. Ter Horst of Venezuela.

- March 1, 1996 Major General Kinzer passes command of UNMIH Military Command to Canadian Brigadier General Daigle.

ESTABLISHING THE CONDITIONS FOR SUCCESS

Success in peacekeeping involves establishing the conditions for success, employing basic military peacekeeping methods, and meeting other challenges, as described below.

UNITED NATIONS PEACEKEEPING

The peacekeeping activities in Haiti involved the organization by the international community of the United Nations Mission in Haiti (UNMIH) in order to defend democratic freedom and political self-determination. The mission was probably the most successful of its type, due in part to the application of the lessons learned from previous United Nations actions. This background permitted the Security Council mandate to be accomplished with success.

PRINCIPLES OF PEACE OPERATIONS

The UNMIH operation involved the establishment of a particular balance between the use of military force associated with peace keeping and peace enforcement and diplomatic efforts. The attributes of soldier and statesman were blended and applied at appropriate times and locations (Figure 2). The UNMIH is most appropriately defined as a peacekeeping operation, which are defined in the United States Army Field Manual 100-23, *Peace Operations* (1994) as:

“military or paramilitary operations that are undertaken with the consent of all major belligerent parties. these operations are designed to monitor and facilitate implementation of an existing truce agreement and support diplomatic efforts to reach a long term political settlement.”

Chapter VI of the Charter of the United Nations describes the nature of peacekeeping operations and provided the guidelines for authorization of the UNMIH mission. These guidelines specified that the settlement of disputes would be accomplished with the aid of negotiation, mediation, arbitration, and judicial activities with the use of force restricted to self-defense. Peace enforcement, by contrast, is defined in Chapter VI of the United Nations Charter, and involve military operations aimed at maintaining and restoring international peace and security with armed force where compliance could be force on unwilling states. While UNMIH was authorized under Chapter VI, the actual situation required the use of

force outside the boundary provided by that Chapter, but within the definition provided by the United States Army.

THE BACKGROUND TO INTERVENTION IN HAITI

The history of Haiti beginning with the country gaining its independence from France in 1804 has been very turbulent. Before the crisis that led to the establishment and deployment of UNMIH, the country has had 21 constitutions, 41 heads of state (of whom 29 were assassinated or overthrown). Economic and political instability coupled with unchecked environmental pollution and excessive overpopulation has created the poorest nation in the Western Hemisphere.

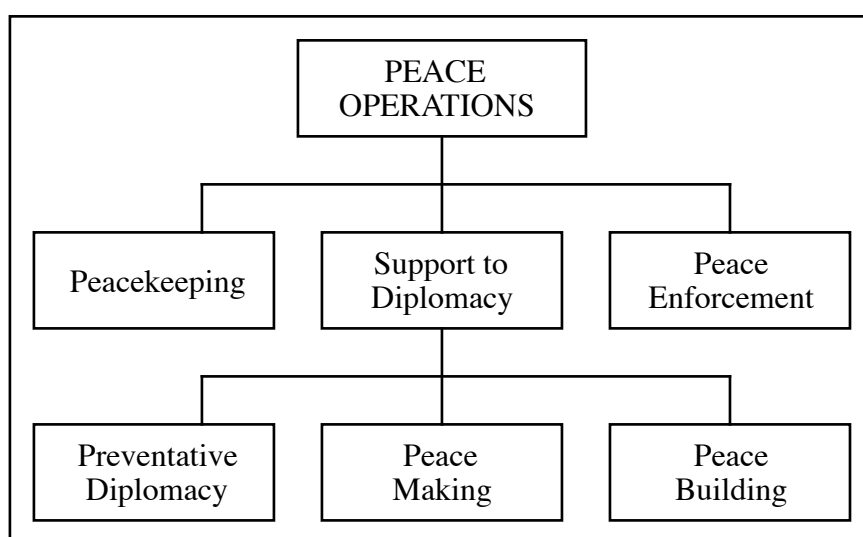


Figure 2: Doctrinal relationships of peace operations (after: *Success in Peacekeeping: The United Nations Mission in Haiti: The Military Perspective*, 1996).

President Jean-Baptiste Aristede, a politically-active Catholic priest, was elected in December 1990 with the pledge to institute societal reforms in Haiti. However, a military coup d'état in September 1991 forced him to flee to the United States after only seven months. From the United States, President Aristede was involved in many activities aimed at obtaining international support for a return to power. However, the illegitimate military government resisted extensive international pressure for a return of the legitimate government until September 1994 until forced the give up under the threat of military force.

Operation "Restore Democracy" involved the use of a multi-national force (MNF) led by the United States and resulted in the return of President Aristede to Haiti in October 1994. This force prepared a suitable environment for the deployment of UNMIH, the United Nations peacekeeping operation, which took over directly from the MNF in March 1995.

CREATING THE CONDITIONS FOR UNMIH

The UNMIH mission was authorized under United Nations Security Council Resolution (UNSCR) 940, and required that the participants in the mission:

“assist the democratic government of Haiti ... in connection with: sustaining the secure and stable environment [established by the MNF], the establishment of an environment conducive to the conduct of free and fair elections, protecting international personnel and key institutions, and the creation of an Haitian police force.”

Resolution 940 provided both a strategy for the accomplishment of the abovementioned goals and a vision of the desired end state of the mission. Several factors contributed to the success of the UNMIH mission, including:

1. *An unambiguous mandate* which was developed in the United Nations Security Council with the active involvement of President Aristide, the United States government, and other entities.
2. *A complementarity of goals between the United States and United Nations.* This made possible the accomplishment of the mission through joint cooperation, knowledge, and expertise.
3. *Preparation of the Mission.* A small advance team consisting mainly of military and civilian planners and subject matter experts entered Haiti in order to prepare for the arrival of the UNMIH. The team organized the mission and recommended a force structure to the Force Commander. Experience has shown that such teams must start early, have sufficient depth and breadth to develop the necessary plans, and remain in place through the transition period to provide mission continuity.
4. *Definite criteria for the transition of authority from the MNF to the UNMIH force.* These criteria permitted the smooth hand-over of responsibility and included:
 - An agreed budget for the UNMIH force established by the United Nations.
 - The declaration of a “secure and safe” environment necessary for the conduct of peacekeeping operations.
 - Some 95 per cent of the designated forces must actually be present in the theatre.
 - Some 85 per cent of the staff must be present in theatre and trained for the mission.

- An established and tested communications system in order to ensure operations.
- The establishment and rehearsal of a Quick Reaction Force.
- The establishment of a functional logistics system.
- The completion of a “bridge” contract that would maintain theatre logistics and support services.
- A Letter of Assist agreed to by the United Nations and United States.

In general, these criteria were substantially met before mission responsibility was transferred from the MNF to the UNMIH force.

5. *Clearly written Rules of Engagement for use of force by the UNMIH.* The Rules of engagement were developed by the Force Commander with the approval of the Assistant Secretary General for Peacekeeping Operations and were designed to ensure an appropriate level of mission flexibility. The concept of the graduated response to the threat of aggression permitted an unambiguous guide for all military personnel and an ability to respond to threat against their safety.
 - a. The Rules of Engagement (RoEs) for the UNMIH force included the following:
 - i Treat all persons with dignity and respect.
 - ii Use of force must be proportional to the threat perceived.
 - iii If possible, warnings should be provided prior to the use of force.
 - iv Never use more force than the minimum necessary to carry out your duties or remove a threat to UNMIH.
 - v In the event of an attack or threat of imminent attack, the necessary force up to and including deadly force for self-defence of UNMIH personnel, international personnel, and installations designated as “key” by the Force Commander.
 - vi UNMIH forces may intervene to prevent death or grievous bodily harm of innocent civilians at the hand of an armed person or group.
 - vii When deadly force is employed, targets will be engaged with observed, deliberately aimed force to avoid collateral damage.
 - viii Search, apprehension and disarmament are authorized when acting in self-defence or to enforce the rules above. Persons

will be detained using minimal force and turned over to Haitian authorities as soon as possible.

- ix Use of chemical riot control agents is an authorized form of force.
- b. The Sequence of Graded Response in the Application of Military Force included:
- i Verbal warning including the use of loud speakers.
 - ii Use of batons.
 - iii The employment of dogs, if available.
 - iv The employment of riot control agents such as pepper spray.
 - v Charge weapons.
 - vi Fire warning shot.
6. *Specialized Pre-mission Staff Training.* Such activities mainly included a six-day training session at Port-au-Prince led by the United States Atlantic Command (USACOM) Joint Training directorate (J7) with USACOM J7 staff and personnel from the United States Battle Command Training Program (BCTF) at Fort Leavenworth, Kansas. Training involved team-building exercises to demonstrate the capabilities and resources that can be provided by each mission component. These activities provided insight into the nature of United Nations operations and procedures; the cultural, political, social, and economic context of the mission; the special capabilities available to the mission, including Civil Affairs, Special Forces, and Military information support.

MISSION COMMANDER'S INTENT AND PRIORITIES

The Force Commander, United States Major General Kinzer, United States Army, derived authority for his mission from UNSCR 940. This stated that UNMIH would relieve-in-place the MNF. The Commander's intent also involved maintaining a stable and secure environment that would permit the government of Haiti to develop the capability for functional governance. The military component was directed to work with the Chief Administrative Officer (CAO) of the United Nations mission, civilian police advisors (CIVPOL), the Haitian national police, and non-governmental and private voluntary organizations.

The Force Commander's vision and intent for the military command as part of the UNMIH were contained in a Memorandum for UNMIH dated December 28 1994 included the following components.

- The UNMIH will develop and maintain a well-trained, cohesive force capable of meeting and executing provisions of United Nations Resolutions 940 and 964.
- Interagency coordination and cooperation and unity of effort are seen by the Force Commander as keys to overall mission success.
- The Force Commander stated that it was vital to lay the ground work for the future end state while maintaining a high degree of agility and flexibility as the UNMIH force deals with changes and development in-country.
- The UNMIH must be maintained in the highest state of preparedness and readiness while routine operations are conducted.
- Reaction drills must be undertaken with the quick response force in order to maintain the edge.
- The Force Commander expected to be kept informed of day-to-day operations.
- Recognition of our soldiers for superior duty performance is most important.
- The Force Commander's vision for the end state for the UNMIH included:
 - > A safe and secure environment with a functional and duly elected government.
 - > A professional public security force loyal to the constitution and the national leadership.
 - > A growing economy focusing on improving the infrastructure, improving public utilities, and reducing unemployment.

The force was encouraged to work toward this vision while facilitating the protection of human rights.

- The UNMIH force would only be successful if it involved the combined efforts of the multi-national team.

ORGANIZING THE FORCE

The organization of the UNMIH, represented in Figure 3, shows the integration of military and civilian entities. The complexity of that organization clearly demonstrates the need for effective guidance and leadership. It was evident that the leaders named in the figure were able to achieve a remarkable level of cooperation that resulted in the high level of

organizational productivity that the United Nations recognized as a major contributory factor to the success of the UNMIH mission.

Initial development of the UNMIH force structure involved identification of the major tasks to be performed. These tasks were then matched against the available forces provided by the member states of the United Nations to the UNMIH force. Guidance from the United Nations Department of Peacekeeping Operations (DPKO) and military and economic considerations led to the development of the initial military force structure (Figure 4).

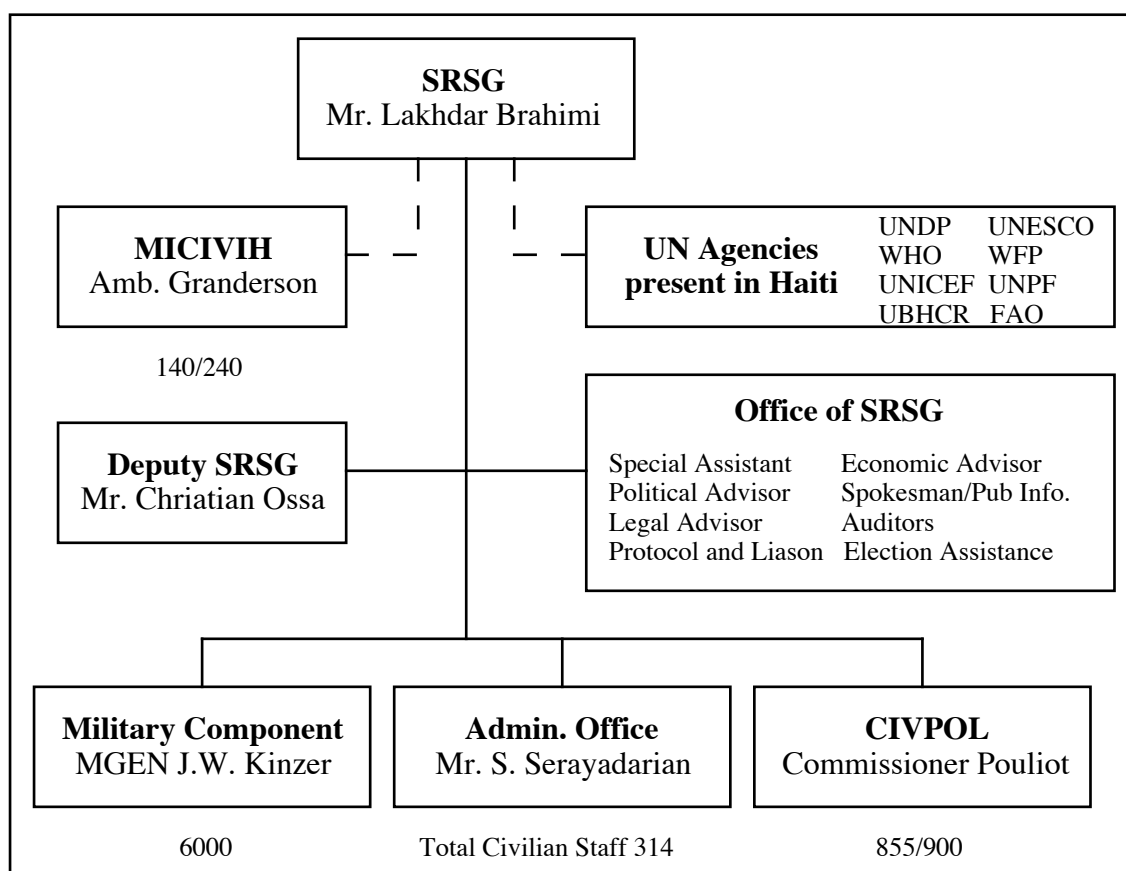


Figure 3: The structure of the UNMIH (after: *Success in Peacekeeping: The United Nations Mission in Haiti: The Military Perspective*, 1996).

A unique feature of the UNMIH mission was the fact that the United States Commander served in two roles simultaneously: Commander of the United Nations force and Commander of the United States forces assigned to the UNMIH. This division of responsibility is represented by the shading in Figure 5. This diagram shows that, while the United States forces were under operational control of UNMIH, national control over these forces was not relinquished, as was the case for all the component forces in the mission. This dual control mechanism did not create problems due to the close similarity of the goals and objectives of both United Nations and United States. The Force Commander and the Special Representative of the Secretary General of the United Nations (SRSG) made a special effort to assure the troop-contributing nations about the nature of the command relationships and the ways that their troops were to be used in the UNMIH mission. The locations of specific military units in Haiti is shown in Figure 6. Overall zonal responsibilities involved

deployment of forces in locations that had a history of violent activity and included the following assignments.

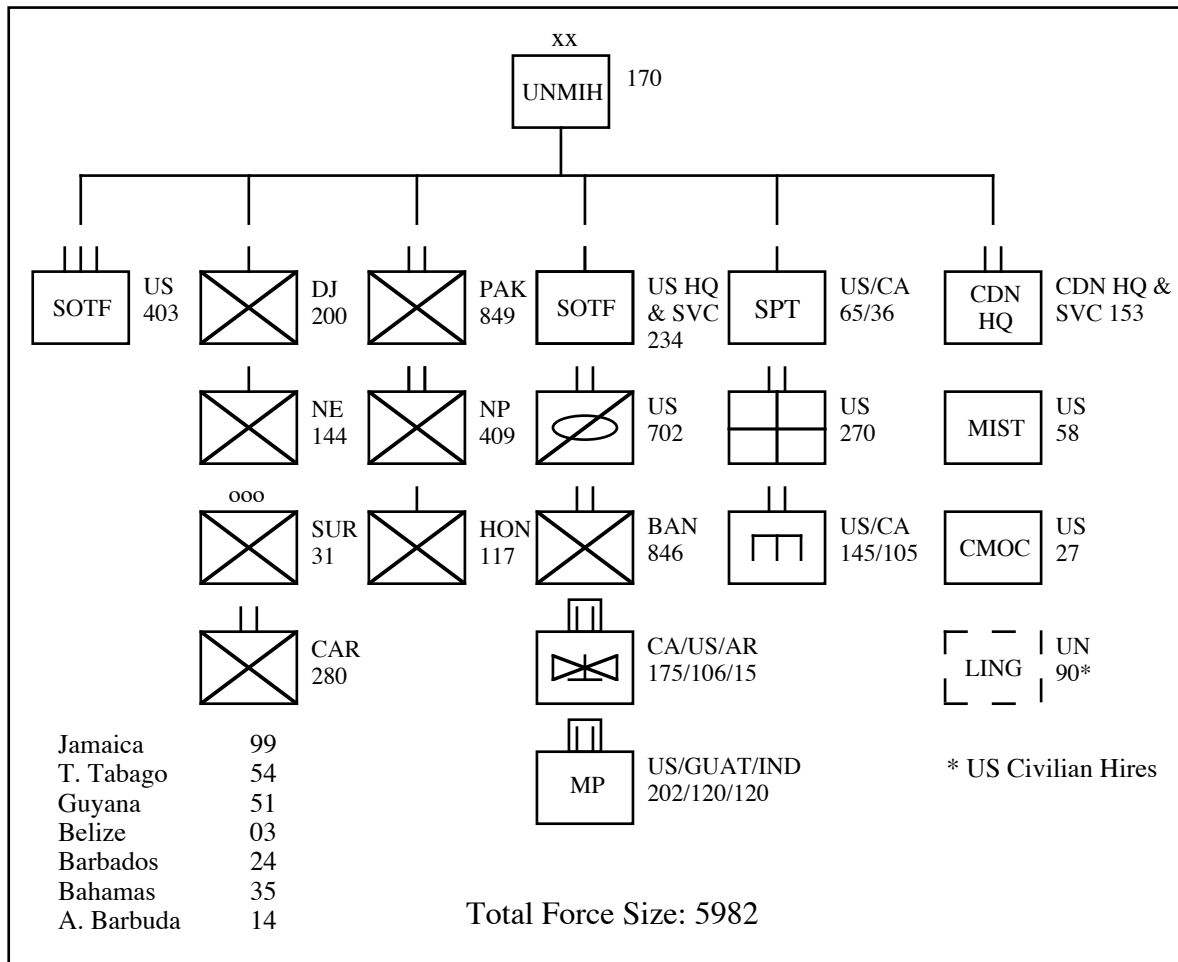


Figure 4: The UNMIH Force Structure (after: *Success in Peacekeeping: The United Nations Mission in Haiti: The Military Perspective*, 1996).

- Zone I: Pakistan.
- Zone II: Nepal.
- Zone III: The Netherlands.
- Zone IV: CARICOM.
- Zone V: The United States.
- Zone VI: Bangladesh.

In order to insure that the 6000 members of the UNMIH force could take over from the much larger multi-national force (MNF), the size of that force was reduced to the planned size of the UNMIH force some 90 days before its replacement by the United Nations forces. This permitted a transition from the MNF and the UNMIH that appeared to be “seamless” to the general population of Haiti. Threat analysis prior to the deployment of the UNMIH force identified that the strategic center of gravity for Haiti was President Aristede and the operational centers of gravity were control of Port-au-Prince and Cap Haitien. Loss of the president could create instability and chaos and failure to secure one of the cities would lead to failure of the mission. Another important consideration was the disruption of social order by violent criminal activities. Such activities threatened the UNMIH mission and particularly the ability to conduct free and fair elections and had to be addressed.

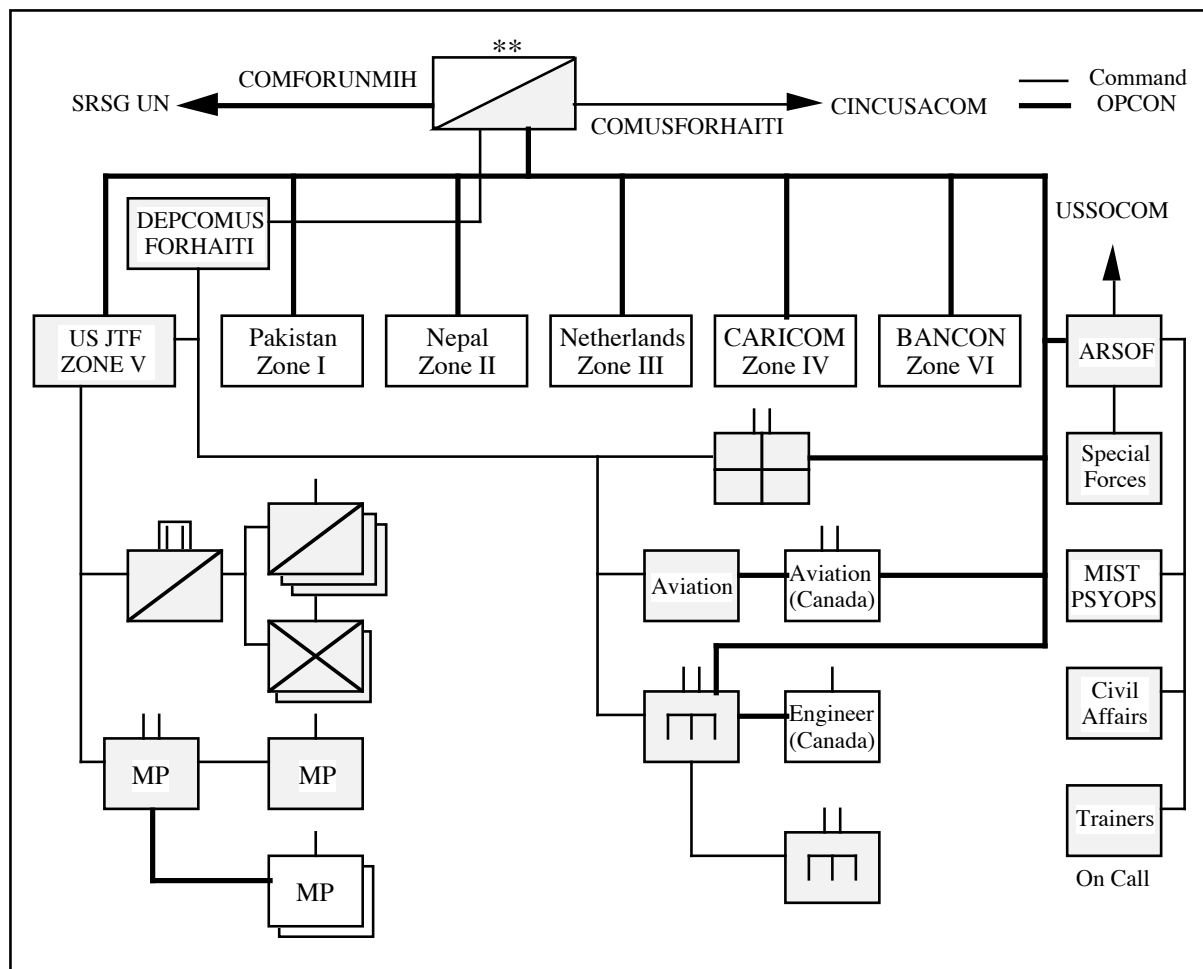


Figure 5: UNMIH Force Command Relationships (after: *Success in Peacekeeping: The United Nations Mission in Haiti: The Military Perspective*, 1996).

The Force Commander developed an operational concept that maintained the presence of the military force in Port-au-Prince and Cap Haitien, expanded the deployment of conventional forces on a country-wide basis, and developed a plan for information operations to provide methods for communicating with the general population.

- A Quick Reaction Force (QRF) with ground and air transport capabilities was developed to permit an early response to emerging threats.

- The nine legislative regions were organized into six operational areas as shown in Figure 6.
- Zone headquarters were deployed in areas of historical unrest to permit a rapid response to threats.
- Extensive patrolling added to stability and a continuous security force was provided for the President in order to provide a visible focus of national sovereignty.

THE BASICS OF MILITARY PEACEKEEPING

The basic principles of peace operations were used to guide the organization, deployment, and management of the UNMIH mission. The following section provides a review of the doctrinal framework for peace operations and its use to assess the success of the mission. The nature of the key operating systems is outlined and the ways that the principles of peace operations were applied is described.

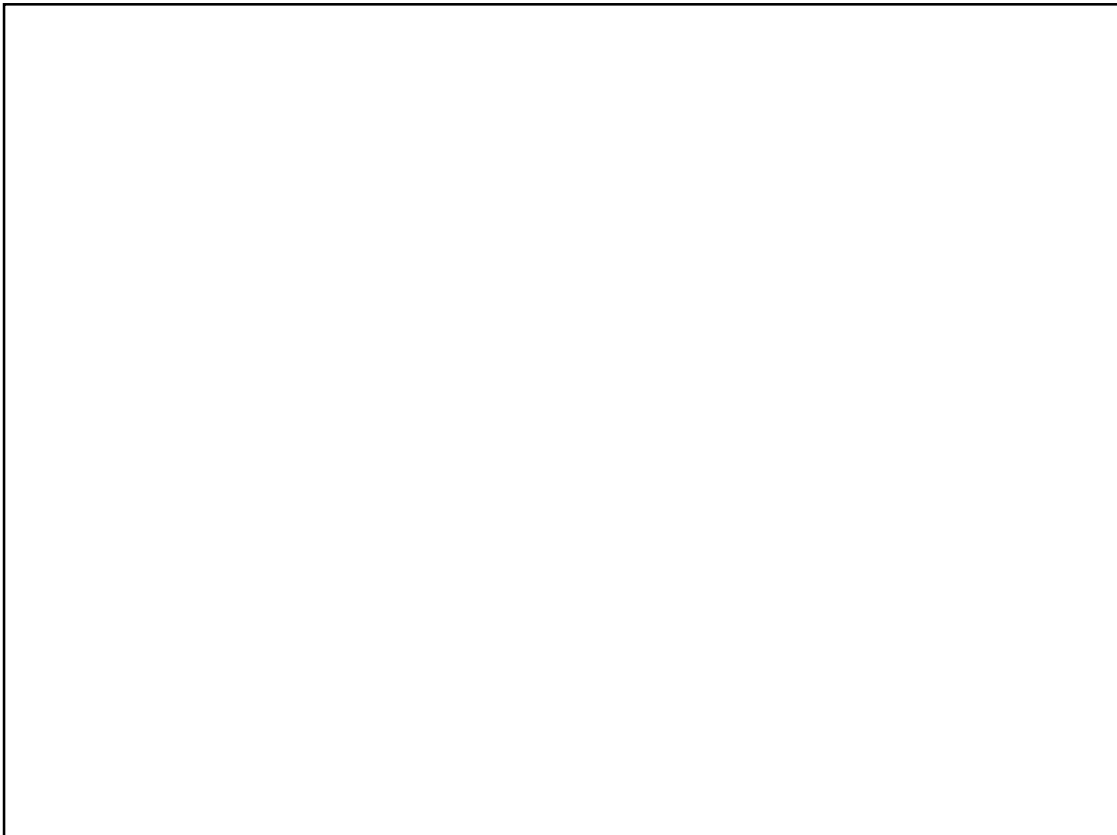


Figure 6: UNMIH mission zone responsibilities and force deployments (from: Success in Peacekeeping: The United Nations Mission in Haiti: The Military Perspective, 1996).

THE DOCTRINAL FRAMEWORK

The involvement in UNMIH of military forces provides a unique example of the successful use of the peacekeeping doctrines described in peace operations manuals such as the United States Field Manual FM 100-23 *Peace Operations*. That manual provides the basis for planning and carrying out peace operations. These principles were studied by the designated Force Commander before he assumed command of UNMIH and subsequently shared with his colleagues in the mission.

However, the doctrines described in such peace operations manuals were not allowed to constrain operations, but guided the planning process and subsequent mission execution. Many important lessons were learned during the UNMIH mission. The principles of peace operations defined in FM 100-23: *objective, unity of effort, security, restraint, perseverance, and legitimacy* were used to assess the success or failure of the UNMIH mission. Key lessons learned from the mission within these contexts are summarized below.

OPERATING SYSTEMS AND SPECIAL AREAS

The following operation systems (or combat functions as described in Field Manual 100-23) played important roles during the UNMIH mission: (a). Maneuver, (b) Special Forces, (c), Psychological Operations (Military Information Support Teams, MIST), (d). Civil Affairs, (e). Military Police, (f). Intelligence (Information), (g). Command, Control, and Communications, (h). Combat Service support, (i). Engineer, (j). Public Affairs (Public Information), (k). Legal, (l). Medical, (m). Joint Visitors Bureau, and (n). Election Support.

A major reason for the success of the UNMIH was the use of Military Information Support Teams (MIST). Since the United Nations does not take part in psychological operations, a Military Information Support Task Force (MISTF) was created to undertake “informational activities designed to influence the perceptions, attitudes, objective reasoning, and ultimately the behavior of selected target audiences.” These activities proved to be a major force multiplier in achieving UNMIH objectives. The MISTF developed and undertook the information campaign including the use of information products (such as radio and loud speaker messages, hand bills, posters, and videos) with the aid of Tactical Dissemination Teams (TDTs) who were deployed throughout the area of responsibility (AOR) of the UNMIH in order to provide support to zone commanders. MISTF entities also worked with government agencies and others to increase their ability to communicate with the overall population.

The following lessons have been learned from the UNMIH mission:

- Command and control relationships must be clearly defined and understood.
- MIST (or psychological operations, PSYOPS) provide important methods for preparing the operational area and should be used early in the planning cycle.

- Objectives and themes should be constantly reassessed in order to ensure that strategic, operational and tactical objectives are being supported.
- CIVPOL, PIO, and other entities should be used as a source of human intelligence or HUMINT.
- The use of properly trained linguists with good interpersonal skills are essential for mission success.
- Active communication between tactical elements and MISTF headquarters is needed to ensure the timely reporting of information.
- An adequate budget for MIST must be provided to support operations, production, and dissemination activities.
- The psychological impact on the population of operations and activities must be assessed and results of such assessments must be provided to the commander.

While the United Nations is unfamiliar with the use of Civil Affairs units, the importance of such units soon became evident. The following lessons concerning the use of civil affairs assets were learned during the UNMIH mission:

- Joint Civil Military Operations Task force under the operational control of the Force Commander should be deployed.
- General support civil affairs teams including public administration, public works, economics, commerce, etc. should be deployed.
- Civil affairs support should be provided to all units such as medical and engineer units that perform civil affairs activities.
- Civil affairs should be coordinated throughout the area of responsibility and the civil affairs commander should be a special staff officer of the Force Commander.

The following highlights provided new insights into the possible success of future United Nations missions.

- Public information activities served a critical function by informing local, national, and international communities about the progress of the mission.
- Legal advice, including the crafting of the rules of engagement, was provided by the legal officer in a unique manner to the overall UNMIH mission.
- The many distinguished visitors were catered for by the establishment of a Joint Visitors Bureau.

- Preventative medicine, veterinary medicine, and combat stress control units were identified as the most valuable medical assets of the UNMIH force.
- While the United Nations accepts World Health Organization Standards for food, water, medicine, and immunizations, United States standards may be more rigorous, and this may have significant cost implications.

APPLYING THE PRINCIPLES OF PEACE OPERATIONS

The principles of mission objective, unity of effort, security, restraint, perseverance, and legitimacy were accomplished during the United Nations mission to Haiti.

OBJECTIVE

“Direct every military operation toward a clearly defined, decisive, and obtainable objective.”

The United Nations Security Council Resolution 940 provided a clear mandate backed by clear political will aimed at providing maximum flexibility for the UNMIH. The priorities of the Force Commander, force protection, safety, and mission accomplishment provided for a sharpening of the mission objective. Additional evidence supporting the accomplishment of that objective include the following:

- Flexibility for mission accomplishment and force protection was provided by clearly defined rules of engagement.
- Challenges caused by terrain and inadequate equipment could be met due to the flexibility of command, control, and communications arrangements.
- Light infantry and cavalry forces were successfully adapted to non-traditional roles and missions.
- Human intelligence (HUMINT) provided invaluable information.
- A detailed understanding of United Nations logistics systems and the integration of all civil affairs and humanitarian assistance projects are needed to support logistics-intensive peace operations.
- Coordination of all major players with an interest in Haiti was provided by the mission mandate.

UNITY OF EFFORT

“Seek unity of effort in every operation.”

The complexity of the UNMIH mission provided a major challenge to team leadership.

- Internal components included military, civilian, and CIVPOL entities.

- External components included UN Headquarters, UN Development Programs, MICIVIH (the International Humanitarian Mission), the American Embassy in Haiti, US interagency Working Groups, US Agency for International Development, US Atlantic Command, Non-governmental and Private-voluntary organizations, the Haitian National Police, and the government of Haiti.

The Special Representative of the Secretary General provided the unifying authority for the UNMIH mission. However, experience revealed the critical need for staff mechanisms to coordinate civil and military police. Early clarification of the CIVPOL mandate would have promoted the capability for greater teamwork.

Creation of a common political-military vision through the early dissemination of an plan that provides appropriate strategic and operational overview is another key to achieving unity of effort. This is particularly important since the plan can prevent small actions from creating major, and perhaps unintended, effects. It was fortunate that the civil and military leadership encouraged all members of the UNMIH mission to work together.

SECURITY

“Never permit hostile factions to acquire an unexpected advantage.”

Force protection, safety, and mission accomplishment were major components of the Force Commander’s priorities. Involvement of the Force Commander in the development of Rules of Engagement and such actions as a show of force added credibility to the proposition that the UNMIH force could protect itself. Counter-intelligence and HUMINT activities provided an assessment of threats to the force and other information needed to ensure security. Flexibility of response was increased by permitting the Zone Commanders to determine appropriate security measures. However, the need for transparency of united Nations operations can have security implications. Continual risk assessment, the active involvement of the leadership, and the maintenance of a high state of awareness was aimed at reducing breaches in security.

RESTRAINT

“Apply appropriate military capability prudently.”

Achieving a balance between the need to win the “hearts and minds” and to protect the military force was obtained as the result of a complete understanding of the mandate. The discipline of the UNMIH force, proper training, and the rules of engagement permitted a reduction in tension and in the tendency to over-react in potentially dangerous situations. This was facilitated by the use of non-confrontational negotiations supported by a show of force. However, the understanding that not using military force or using “less than lethal” force, particularly in a country such as Haiti which has an history of military repression, can provide a very powerful message to the general population. Diplomacy and tact were used by the Force Commander in his dealings with government of Haiti and with international officials.

PERSEVERANCE

“Prepare for the measured sustained application of military capability in support of strategic aims.”

The United Nations mandate required that the UNMIH mission be completed by 29 February 1996. In order to accomplish the mission in a timely manner the Force Commander reminded each member to “keep your head in the game, and your eye on the job to be done.” The strategic aim of the mission was to create a viable political, military, and legal environment that would permit the government of Haiti to take charge of its own destiny without developing an over-dependence on the international community required the perseverance of the UNMIH force. Concentration on the objective permitted the force to change its composition, re-organization, and re-orient its activities in response to changes in the conditions in Haiti.

LEGITIMACY

“Sustain the willing acceptance by the people of the right of the government to govern or a group or agency to make and carry out decisions.”

Legitimacy of the UNMIH was provided initially by the United Nations mandate and was sustained by compliance with the guidance of the Force Commander aimed at “maintaining the moral and legal highground.” Training and discipline, including the need to understand that incidents at the tactical level may have major strategic and operational consequences, played a major role in the maintenance of legitimacy. Many civil affairs and humanitarian assistance projects as well as medical training and assistance were undertaken in order to maintain legitimacy of the UNMIH mission. Aggressive information campaigns were undertaken to influence the perceptions of the Haitian population. However, the UNMIH had to create a balance between the desire to provide maximal support and increasing the ability of the government to act independently.

A major challenge to the legitimacy of the UN mission occurred when then ex-President Aristede accused the United Nations and United States of failing to rid the population of illegal weapons following the shooting death of his cousin. Haitians were encouraged to undertake this task for themselves. This triggered many demonstrations during the following days and numerous roadblocks aimed at seizing weapons. When Aristede softened his rhetoric, the civil violence was reduced.

OTHER CHALLENGES

MISSIONS NOT INITIALLY ENVISIONED

While the development and deployment of the UNMIH based on United Nations Security Council Resolution 940 constituted an example of thorough mission analysis, planning and preparation, unforeseen challenges had to be confronted. Not considered as “mission creep” the activities aimed at meeting such challenges were considered to be justified under the

priorities of force protection, safety, and mission accomplishment defined by the Force Commander.

- *Additional Support for Electoral Processes:* Resolution 940 called for the UNMIH to assist the government of Haiti to establish the environment for the holding of free and fair elections. However, the evident need to provide additional support, led to the UNMIH helping to sort and deliver ballots throughout the country, and provide security for the election process. Such actions proved to be critical to the overall success of the elections.
- *Additional Security for the President:* Identification of the president as the strategic center of gravity by the Force Commander resulted in the undertaking of tasks outside the mandate to ensure his survival.
- *Securing Key Installations:* The mandated requirement to protect “key” installations with a force of 6,000 compared with the 20,000 member MNF created the need to balance competing needs. Furthermore, the looting of aid convoys created additional challenges that had to be met if the overall mission was to succeed.
- *The Crisis in Law Enforcement:* Almost complete destruction of Haitian institutions produced a crisis in law enforcement. Corruption in the police force and the dismissal of the military forces by President Aristede created conditions where UNMIH force elements had to provide security in prisons and police stations in order to insure a continuation of the secure and stable environment created by the MNF.
- *The Destruction of the Electrical Utility System:* Repairing the destroyed electrical utility system was outside the scope of the mandate. However, the realization that darkness creates conditions where crimes could be committed with impunity created a need to repair the utility system. The aggressive actions of an engineering officer was instrumental in restoring power to Port-au-Prince and other cities. Restoration of electrical power had significant economic, and social benefits, created significant good will among the Haitian people.
- *Hurricane Protection:* In order to increase societal stability and prevent a lapse into chaos caused by a Hurricane, the UNMIH force dedicated a significant level of effort to emergency disaster response.
- *Detecting New Challenges:* Constant re-evaluation by the Force Commander and the Special Representative of the Secretary General permitted the UNMIH force to detect and react to new challenges to the mission

Assignment to a United Nations mission creates challenges for the participants including cross-cultural adaptation and language. Many of the communications involve use of a second language and this would create difficulties and misunderstanding. The understanding of oral and written orders requires detailed explanation and patience.

- *Command and Control:* Incompatibility of the different communications systems of the participant nations created significant problems for force integration.
- *Logistics:* The United Nations logistics systems are demand-driven so that replacements supplies are requisitioned when needed and this can lead to significant delays in re-supply. Furthermore, many other logistics functions are contracted-out rather being performed by the mission force elements, and this can also create delays.
- *Financial Control:* While the Force Commander controls the military forces, financial aspects are under the control of the Chief Administrative Officer (CAO). The CAO reports to United Nations Headquarters, not the Special Representative and cooperation and communication between the Force Commander and the CAO is essential for mission success.
- *Future Operational Considerations:* The unique aspects of United Nations operations, logistics, and budgetary matters must be clearly understood by United States commanders. Furthermore, such individuals must have a full understanding of the requirements of United States laws and regulations before the transfer of goods and services to the United Nations.

UNMIH-UNIQUE LESSONS

UNMIH-unique lessons included the development and use of Coalition Support Teams, the problems associated with force rotation, and support to the Presidential election process.

- *Coalition Support Teams (CST)* were organized, trained, and equipped by United States Special Forces to provide liaison between the Force Commander and the national components.
- *Force Rotation* within and between national units created significant challenges and had to be planned carefully. The success of such changes in staffing was ensured by training and certification of mission readiness, but necessitated the use of significant resources.
- *Support to the Presidential Election Process* was essential in order to ensure the first-ever peaceful transition between democratically elected presidents in Haitian history. Significant UNMIH resources were dedicated to the achievement that goal and to providing security for the inauguration process and for the many international dignitaries in attendance.

CONCLUSIONS

Experience of the UNMIH mission served to emphasize the need for the military component of a peace operation to have a detailed understanding of the nature of the operational political-military environment. The actions of the military force must be aimed at permitting the un-interrupted activities of the political process. The tools provided to leaders at different levels permitted the successful mission analysis, plan development, and operations execution. Mission success requires the flexible training of leaders so that they can respond flexibly to emerging conditions within the unique nature of the United Nations.

The mandate that defined the UNMIH mission was superbly crafted and provided guidance for entry and exit strategies that permitted synchronized operations and the creation of conditions necessary for disengagement. Unity of effort is essential and, when based on a clear mandate, can create the conditions for operational success. Pre-deployment training before deployment to Haiti ensured that the forces could function across the peace operations spectrum. United Nations advance planning teams (consisting of a mix of United Nations military, civilian, and CIVPOL representatives) deployed to prepare the way for the main force provided very significant benefits. This permitted a smooth and transparent transition between the MNF (which operated under the authority of Chapter VII of the United Nations Charter) and the UNMIH (which operated under chapter VI).

Finally, the Rules of Engagement provided to the UNMIH were concise, simple, and superbly crafted. Such Rules should permit the force to act in self-defense and to use force in ways aimed at successful accomplishment of the mission mandate. Warfighters who are provided with appropriate training, support, and other resources and who are led by individuals who have significant mental agility can adapt with success to any environment including that associated with peace operations.

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