In February 2004, after years of relentless crises, Haiti was on the verge of civil war, posing challenges and threats in multiple dimensions of the region’s security. Faced with this situation, the United Nations decided to establish a peace mission (MINUSTAH), which from the beginning received strong commitment from Latin American countries. Such commitment was embodied by an unprecedented political joint effort in the defence sphere. The formation of multilateral groups, the permanent contact between Ministries, the creation of joint battalions and a declared concern for the situation, are some of their expressions. After the earthquake occurred on January 12, 2010, every region in the world supported and supplemented the actions of a MINUSTAH tragically damaged and overwhelmed by the magnitude of the disaster. In the Latin American case, the need to consolidate political channels allowing to react in an efficient manner when confronted with urgent situations became evident. This issue provides updated data on Haiti and MINUSTAH, the international reaction and assistance in times of disaster and current mission challenges within this new context.

**HAITI**

**SPECIAL SECTION**

**Population:** 10,089,002 (2009)

**Fatalities of the earthquake that struck Haiti on January 12, 2010:** 222,527.

**Security:**
- Haitian National Police (PNH): 4,391.
- MINUSTAH troops (as of August 23, 2010): 11,611.

**President:** René Préval
**Prime Minister:** Jean-Max Bellerive

**Next elections:** 2010/11/28

**Alliances and competing parties:** 66

**Presidential candidates:** 19

**International Observers or Representatives monitoring the conduct of elections:** CARICOM, MINUSTAH, OAS.

**Relevant events**
- 04/30 MINUSTAH was established.
- 05/13 1st 2x4 Meeting*
- 08/19 1st 2x7 Meeting*
- 07/25 International Donors’ Conference Towards a New Future for Haiti – Port-au-Prince
- 11/29 International Donors’ Conference Towards a New Future for Haiti – Madrid
- 08/04 2nd 2x7 Meetings*
- 10/26 1st 2x9 Meeting*
- 04/14 International Donors’ Conference Towards a New Future for Haiti – Washington
- 11/04-05 1st Hemispheric Conference on Coordination of the International Cooperation with Haiti

**Date**
- 01/12 Earthquake
- 01/13 The Dominican President Leonel Fernández visits Haiti and orders the Dominican Armed Forces to provide immediate assistance (Decree No. 24/10).
- 01/14 Edmond Mulet is appointed Special Envoy of the Secretary-General and Head of the Mission.
- 01/29 Security Council Resolution on the Haitian situation.
- 02/14 2nd 2x7 Meeting*
- 03/14 1st 2x9 Meeting*
- 04/14 2nd 2x7 Meeting*
- 04/24 2nd 2x9 Meeting*
- 04/29 Quito Decision: UNASUR solidarity with Haiti.
- 05/01 3rd 2x7 Meeting*
- 05/09 3rd 2x9 Meeting*
- 06/09 4th 2x7 Meeting*
- 06/16 4th 2x9 Meeting*
- 07/09 5th 2x7 Meeting*
- 07/16 5th 2x9 Meeting*
- 08/09 6th 2x7 Meeting*
- 08/16 6th 2x9 Meeting*
- 09/09 7th 2x7 Meeting*
- 09/16 7th 2x9 Meeting*
- 10/09 8th 2x7 Meeting*
- 10/16 8th 2x9 Meeting*
- 11/09 9th 2x7 Meeting*
- 11/16 9th 2x9 Meeting*
- 12/09 10th 2x7 Meeting*
- 12/16 10th 2x9 Meeting*
- 01/10 11th 2x7 Meeting*
- 01/17 11th 2x9 Meeting*
- 02/10 12th 2x7 Meeting*
- 02/17 12th 2x9 Meeting*
- 03/10 13th 2x7 Meeting*
- 03/17 13th 2x9 Meeting*
- 04/10 14th 2x7 Meeting*
- 04/17 14th 2x9 Meeting*
- 05/10 15th 2x7 Meeting*
- 05/17 15th 2x9 Meeting*
- 06/10 16th 2x7 Meeting*
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- 08/17 18th 2x9 Meeting*
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- 10/17 20th 2x9 Meeting*
- 11/10 21st 2x7 Meeting*
- 11/17 21st 2x9 Meeting*
- 12/10 22nd 2x7 Meeting*
- 12/17 22nd 2x9 Meeting*
- 01/11 23rd 2x7 Meeting*
- 01/18 23rd 2x9 Meeting*
- 02/11 24th 2x7 Meeting*
- 02/18 24th 2x9 Meeting*
- 03/11 25th 2x7 Meeting*
- 03/18 25th 2x9 Meeting*
- 04/11 26th 2x7 Meeting*
- 04/18 26th 2x9 Meeting*
- 05/11 27th 2x7 Meeting*
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- 12/18 34th 2x9 Meeting*
- 01/12 35th 2x7 Meeting*
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- 11/12 45th 2x7 Meeting*
- 11/19 45th 2x9 Meeting*
- 12/12 46th 2x7 Meeting*
- 12/19 46th 2x9 Meeting*
- 01/13 47th 2x7 Meeting*
- 01/20 47th 2x9 Meeting*
- 02/13 48th 2x7 Meeting*
- 02/20 48th 2x9 Meeting*
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- 04/20 50th 2x9 Meeting*
- 05/13 51st 2x7 Meeting*
- 05/20 51st 2x9 Meeting*
- 06/13 52nd 2x7 Meeting*
- 06/20 52nd 2x9 Meeting*
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- 07/20 53rd 2x9 Meeting*
- 08/13 54th 2x7 Meeting*
- 08/20 54th 2x9 Meeting*
- 09/13 55th 2x7 Meeting*
- 09/20 55th 2x9 Meeting*
- 10/13 56th 2x7 Meeting*
- 10/20 56th 2x9 Meeting*
- 11/13 57th 2x7 Meeting*
- 11/20 57th 2x9 Meeting*
- 12/13 58th 2x7 Meeting*

**Map:** Based on United Nations maps.

**Source:** Websites of the Inter-American Development Bank, World Bank, Economic Commission for Latin America, South American Defence Council, UN Office of the Special Envoy for Haiti, Mexican Secretariat of Foreign Affairs and UNASUR. **Map:** Based on United Nations maps.
MINUSTAH Strength Composition (as of August 23, 2010)

- Latin America and the Caribbean: 42%
- North America and Europe: 7%
- Africa: 4%
- Asia and the Pacific: 7%
- Troops: 47%
- Police: 5%

Provisional casualties:
- 63 service men
- 27 police officers
- 40 international officials
- 24 local civilians
- 5 others
- TOTAL: 159

MINUSTAH lost 96 of its members on the earthquake that struck Haiti on January 12, 2010, including Hédi Annabi, Special Envoy of the Secretary-General and Head of the Mission; and Gerardo Le Chevallier, Head of Political Affairs.

### New Context, New Challenges

#### Security and protection
- Camps for displaced persons and refugees, gender violence, child trafficking, growing number of kidnaps.

#### Assistance and logistics
- Food shortages, growing demand of basic supplies and building materials, health crisis.

#### Reconstruction
- Damaged public infrastructure: roads, government buildings, schools.

**MINUSTAH provided over 3,000 security escorts to humanitarian organizations**

**MINUSTAH’s military personnel distributed 1 million kilos of food and 13.8 million litres of water.**

**MINUSTAH’s role**

- Assess electoral colleges’ security and devise a comprehensive electoral security and logistics programme in conjunction with the Haitian National Police.
- Increase land, maritime and air patrolling in collaboration with customs and immigration agents, the Haitian National Police and the UN civil police.
- Permanent, semi-permanent and random patrolling in displaced persons’ camps.
- Provide protection to the displaced population, in coordination with human rights and gender sectors, in order to help the Haitian National Police to stop criminal activities in the camps.
- Elaborate a training programme for the Haitian National Police, the UN police and the UN civil police.
- Facilitate negotiations with proprietors and promote the respect of displaced persons’ rights.
- Support the Haitian Government and National Police in their child protection tasks.
- Support in relation to municipality budgets and decentralization.
- Cooperate in the establishment of legal assistance offices for displaced persons.
- Technical and logistics support to the Government and Electoral Council, in collaboration with CARICOM and OAS.
- Transport of containers carrying items donated by the Haitian population.
- Support to citizen protection offices.
- Collaborate in setting up debate forums to promote dialogue on the Government Action Plan related to national recovery and development.
- Participate in assessment missions in displaced persons’ camps to include HIV prevention in the emergency response system.

### 2x9 Mechanism

Meetings of Foreign Relations and Defence Vice Ministers of Latin American countries members of MINUSTAH (Argentina, Bolivia, Brazil, Chile, Ecuador, Guatemala, Paraguay, Peru and Uruguay).

It was established in May 2005 as 2x4 and then was enhanced to 2x9. Its objectives is to strengthen Haiti’s social and economic development as well as to improve coordination when faced with problems caused by natural disasters.

The last meeting took place in Uruguay on August 29, 2008.

### Union of South American Nations (UNASUR)

**Organic Treaty of UNASUR Article 19**: it shall promote dialogue initiatives on subjects of regional or international interest and seek to consolidate cooperation mechanisms with other regional groups, States and other entities with international legal capacity.

**Resolution of the South American Defence Council on the Haitian situation**
- CDS Member countries express their solidarity with Haiti.

**Quito Decision UNASUR solidarity with Haiti**
- Ecuador, February 9, 2010.
- A US$ 100 million fund was created and a UNASUR delegation was sent to help in the reconstruction of Haiti.

**Final Declaration of the Extraordinary Summit of the Heads of State and Government of the UNASUR**
- The Secretary-General was requested to establish mechanisms to guarantee UNASUR’s internal coordination with the Haitian Government in the allocation of the resources of the fund for Haiti.

**CDS seminar on “Lessons Learned from Peace Missions, both in the internal and multilateral environments”**
- Uruguay, August 31 to September 3, 2010.

**Source**: Web sites of the White Helmets, the South American Defence Council, Uruguay’s Presidency and UNASUR.

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**Chapter 27: Special Section Haiti**
January 12, 2010 Earthquake

Haiti development statistics (before the earthquake)
- 55% of Haitians live with less than US$ 1.25/day.
- Annual per capita income is US$ 660.
- 58% of children are undernourished.
- 58% of the population lacks access to drinking water.
- Hurricanes affected 800,000 people in 2008.
- Deforestation has left the country with less than 2% of its original forests.

Event Statistics
- 222,570 fatalities.
- 300,572 injured.
- 2.3 million people left their homes
- 105,000 completely ruined houses and other 188,383 collapsed or were seriously damaged.
- 60% of public buildings, administrative and economic infrastructure, the Parliament and the judicial system, including the Court Building and other courts, were destroyed.
- Approximately 30% of public servants died in the earthquake.
- Property damage: US$ 4.3 billion.
- Economic losses: US$ 3.5 billion.

Total value of damages: US$ 7.8 billion (over 120% of the 2009 GDP).

International response

Emergency aid operations were launched a few hours after the earthquake. Specialized military and civilian units started search and rescue operations, set up emergency hospitals and provided immediate support to critical assistance and basic infrastructure restoration activities.

On January 13, the OCHA sent a disaster assessment and coordination team that determined the priority needs for international search and rescue activities.

Until April 6, around 90% of the people in need of assistance had received emergency material. 376,000 canvasses and more than 45,000 field tents of a family size, as well as basic kitchenware and hygiene items, ropes, blankets and mosquito nets were distributed.

The WFP provided food aid to 3.5 million people around the country.

Until April 1, 100,000 people were employed in short-term Project and clearing of channels and debris removal.

Though the MINUSTAH suffered its own casualties and losses, it placed a key role as first-line entity, clearing the main artery from Port-au-Prince airport to the city downtown area, thus restoring communications and setting up medical facilities for the earthquake victims.

Source: Reports of the UN Secretary General on the UN Stabilization Mission in Haiti (MINUSTAH) dated February 22, 2010 and September 1, 2010. Web site of the UN’s Special Representative in Haiti.

OPERATION UNIFIED RESPONSE - Haiti

It was the United States military response to the aftermath of the January 12, 2010 earthquake, requested by the Haitian government. Led by the JTF (Joint Task Force) Haiti and commanded by the USOUTHCOM (United States Southern Command), it became the largest rapid response operation in a disaster scenario the US DoD has ever deployed to in its history and it made the Southern Command reformulate its organizational command structure.

Military personnel (maximum number reached): 22,268
- Ships: 23
- Coast Guard cutters: 10
- Aircraft: 264
- Helicopters: 57
- Displaced persons who have been relocated: 3,884
- Rations distributed: 2,900,000
- Supervised flights between Haiti and the Dominican Republic: 3,989
- US citizens moved outside Haiti: 16,412

Priorities
- Restore the medical capacity.
- Distribute water, food and shelter.
- Integrate with the MINUSTAH and ONGs on the ground.

On June 1, 2010, the SOUTHCOM officially ended the response operation in Haiti.

On January 13, the president of the Dominican Republic issued Executive Order No. 24-10 instructing the Ministries of Public Works, Health and Social Security, Armed Forces, Social Plan of the Office of the President, Economical Soup Kitchens, the Office of Public Works Oversight, the National Housing Institute to provide the necessary assistance to aid the neighboring country of Haiti.

**Mano Amiga Plan**

The “Friendly Hand Plan” (“Plan Mano Amiga”), ordered by the President of the Dominican Republic, involved sending the necessary aid to the Haitian people and offering the right protection to aid organizations and institutions that provide assistance in Haiti.

- The first Dominican contingent that arrived in Haiti included almost 100 people.
- In the city of Jimani (on the border with Haiti) the command and control post was installed.
- The first phase of the assistance was mainly devoted to search and rescue activities and the provision of pre-hospital medical services. SAR activities lasted 12 days.
- With the support and escort of the MINUSTAH and the local police, members of Civil Defence and the Office of Public Health of the Dominican Republic arrived at Port-au-Prince, which was immersed in chaos. From an assistance camp and Jimani command post, they provided support for the distribution of humanitarian aid arriving to the site.
- The third phase was to support the deployment of temporary shelters.

The Dominican Republic has been responsible as entrusted by the Haitian government as member of the Interim Haiti Reconstruction Commission.

### Related organizations
- AECID
- Oxford Committee for Famine Relief (OXFAM – Canada)
- International Red Cross
- MINUSTAH
- International Plan
- UNDP
- UNICEF
- USAID

### United for a Better Future for Haiti

**Declaration of Santo Domingo**

Upon the initiative of the President of the Dominican Republic, Leonel Fernández, a meeting was held on January 18, 2010 in the city of Santo Domingo, where representatives of the member countries of CARICOM, OAS, Canada, Spain, United States, Brazil, United Nations (MINUSTAH), the European Union and the World Bank discussed the best ways to respond to this dramatic situation and to call for the international community to extend a helping hand to Haiti.

The Declaration established, among other points of agreement, that the Dominican Republic would become the humanitarian corridor for the reception of humanitarian aid; the coordination of assistance would be carried out through the United Nations from the Dominican Republic; a Fund of Donors would be created; and the Haitian foreign debt would be pardoned.

### International Donors’ Conference Towards a New Future for Haiti

The purpose of the conference held at the United Nations in New York on March 31, 2010 was to mobilize international support to the development needs of Haiti in an effort to set the foundations for the long-term recovery of Haiti. During the conference, Haiti presented its vision about the country’s future and how international support could help in that way. And 151 UN member states were present.

A commitment for 5.6 billion-dollar aid was made for the 2010-2011 period. As of August 2010, 20% of the total amount committed by the countries was effectively granted.

Such financial contributions include the following 9 countries: Australia (US$9.3 million); Brazil (US$ 55 million); Colombia (US$ 4 million); Estonia (US$ 0.05 million); France (US$ 6.6 million); Japan (US$ 56.7 million); Norway (US$ 33 million); Spain (US$ 126.3 million) and Venezuela (US$ 2.1 million).

### CARICOM

The Heads of the Governments of the member states of Caribbean Community (CARICOM), following their meeting in Mexico on February 21, 2010, issued a declaration to express their deep solidarity with Haitian people and Government vis-à-vis the death toll and material damages caused by the earthquake of January 12, 2010; acknowledging the urgency to contribute to the international cooperation efforts for Haiti’s reconstruction and long-term development.

**Source:** Compilation based on information supplied by the National Emergency Commission and the web site of the Ministry of Armed Forces of the Dominican Republic.

**Source:** Mexico Presidency and CARICOM websites.

**Source:** Compilation based on the Declaration of Santo Domingo.

**Source:** Report Haiti Earthquake prepared by the United Nations Development Programme: Websites of the Ministries of Foreign Affairs, of Defence and the Armed Forces of Latin American countries, the SOUTHCOM and Canada’s Department of Foreign Affairs and International Trade.
The Haitian crisis is an example of the type of post-cold war conflicts that led the United Nations Organization (UN) to implement a sweeping change encompassing from the philosophy to the doctrine of peace mission employment. These are mostly intra-state conflicts characterized by the states inability to guarantee security and by severe humanitarian crises.

The Stabilization Mission in Haiti (MINUSTAH) was original in many ways:

a) It was one of the main challenges to Latin America’s regional policy, especially in the defence area.

b) Their armed forces had never undertaken a joint operation with so many countries.

c) For the first time, Latin American forces were employed together with those of other world countries in a peace mission in their own continent under UN mandate and with Latin American political and military command.

d) It was an unequivocal success for the UN and renewed the morale lost during disastrous experiences in other regions in the world.

e) Latin America was sensitized to detect fledgling conflicts and became aware of its capability and potential to anticipate, contain and solve those conflicts before they spread across borders or need extra-regional solutions.

**Meanings and Lessons**

Either for solidarity or for special interests, the perception emerged that the problems affecting one Latin American country can affect a sub-region and impact regional stability. If on the one hand the Haitian crisis generated commotion and a genuine sentiment of solidarity, on the other, the forced migration produced...
by it became a direct concern of the countries that were voluntarily or involuntarily receiving Haitian refugees. For one reason or the other, national congresses authorized an unprecedented involvement of their armed forces in the attempt to restore peace, mitigate the pain of the Haitians and stall immigration.

Concurrent with the awareness of regional reciprocal inter-dependence, a transnationalization of problems is perceived. MINUSTAH’s initial success encouraged expectations of the potential for sub-regional and regional problems to be contained and resolved at a sub-regional or regional level, with cooperative employment and Latin American resolution proposals and political-strategic command.

Latin Americans developed a strategy with which they succeeded in remarkably reducing the death toll estimated for an operation of such magnitude. Ignoring all appeals for application of a more decided action -and even if the mission had been authorized under Chapter VII- the strategic command of the operation understood that they were in Haiti to bring peace and not to win a war; and that MINUSTAH configuration would allow to bring and maintain peace in the country but would not solve the underlying problem -which depended on international financial support and the reconstruction of the still absent state structure.

Latin American armed forces had an outstanding participation in peace promotion and the assistance for the reconstruction of Haiti, showing capabilities, conditions and coordination to operate autonomously in their region. It was also an excellent training opportunity with other regions’ forces in a real-life situation, which allowed troop “socialization” and an updating of war materials and armed forces employment doctrines.

In their ad hoc formulation, the 2 x n mechanism (where 2 is the defence and foreign affairs representation and n the number of participating countries) -which had started as 2 x 4 (Argentina, Brazil, Chile and Uruguay) to later expand to a larger number of countries- appeared as an efficient instrument for political-strategic articulation that could be employed in other circumstances and for other purposes.

It was clear that the rigidity of the mandate may generate instability in missions of this type which, in the MINUSTAH case, may end up compromising the initial success. The features of UN peace missions cover the whole range from “peace imposition” to “peace reconstruction” (or, the latter would be better expressed as “the reconstruction of the State to maintain it”). Their goal is the transformation of war situations or humanitarian crises, for which to attain their goal, they should transform themselves to remain adapted to a changing situation. To the extent that peace was attained in Haiti, adapting to new circumstances demanded a steady replacement of the military by police forces and other agents contributing to the reconstruction of the country’s administration and production structures. However, given the difficulties for transforming the mission and obtaining approval by the Security Council, bureaucracy prefers the less controversial measure for the renewal of the mandate.

The earthquake that hit Haiti was an unexpected additional challenge to MINUSTAH, which needed to alter its mission to recover from the disaster and adapt itself to be able to meet the increasing demands of a bereft population. A critical moment was the deployment of North American troops not subordinated to MINUSTAH command. However, the urgency of the assistance to the victims and the cooperation agreements allowed overcoming that situation and successfully completing the mission.

Regarding the armed forces’ mission, the disaster left as a lesson the importance of having an updated doctrine and specific preparation for disaster response. Their logistics capabilities, immediate mobilization and fast deployment turn the armed forces into a very important instrument for calamity contingencies. On the other hand, the intrinsically transitory nature of these phenomena prevents these missions from becoming permanent. The prevention to effectively respond to these emergencies recommends a cooperative and joint preparation of the troops from the different countries in each sub-region. This aspect is being closely observed in South American Defence Council’s forums, since the preparation and joint exchange of the armed forces of participating countries, aside from a preventive measure highly advisable vis-a-vis the unpredictability of disasters, constitutes an effective sub-regional confidence building measure.