

# HAITI

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.

<b>Population:</b> 10,089,000 (2009)
<b>Fatalities of the earthquake that struck Haiti on January 12, 2010:</b> 222,527.
<b>Security:</b> Haitian National Police (PNH): 4,391.
<b>MINUSTAH troops (as of August 23, 2010):</b> 11,611.
<b>President:</b> René Prével
<b>Prime Minister:</b> Jean-Max Bellerive
<b>Next elections:</b> 2010/11/28
<b>Alliances and competing parties:</b> 66
<b>Presidential candidates:</b> 19
<b>International Observers or Representatives monitoring the conduct of elections:</b> CARICOM, MINUSTAH, OAS.

Relevant events	2004	04/30	MINUSTAH was established.
	2004	07/19	International Donors' Conference Towards a New Future for Haiti – Washington
	2005	05/13	1st 2x4 Meeting*
	2005	08/19	1st 2x7 Meeting*
	2006	07/25	International Donors' Conference Towards a New Future for Haiti – Port-au-Prince
	2006	11/29	International Donors' Conference Towards a New Future for Haiti – Madrid
	2008	09/04	2nd 2x7 Meeting*
	2008	26/10	1st 2x9 Meeting*
	2009	04/14	International Donors' Conference Towards a New Future for Haiti – Washington
	2009	11/4-05	1st Hemispheric Conference on Coordination of the International Cooperation with Haiti
	2010	01/12	<b>Earthquake</b>
	2010	01/13	The Dominican President Leonel Fernández visits Haiti and orders the Dominican Armed Forces to provide immediate assistance (Decree No. 24/10). Arrival of the first SOUTHCOM troops.
	2010	01/14	Edmond Mulet is appointed Special Envoy of the Secretary-General and Head of the Mission.
	2010	01/18	Santo Domingo Declaration: Work Together for a Better Future for Haiti.
	2010	01/29	Security Council Resolution on the Haitian situation.
	2010	02/09	Quito Decision: UNASUR solidarity with Haiti.
	2010	03/31	International Donors' Conference Towards a New Future for Haiti – New York

\* Meetings of Foreign Relations and Defence Vice Ministers of Latin American countries members of MINUSTAH



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.



UN Photo/Marco Dormino  
Brazilian troops distributing food and water in Port-au-Prince.  
(Photo: United Nations).

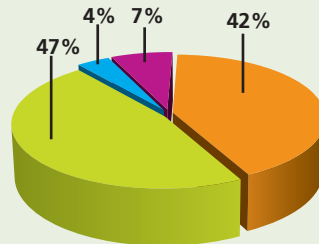
## United Nations Stabilization Mission in Haiti (MINUSTAH)

Establishment Resolution 1542 of the UN Security Council, dated April 30, 2004

**Current Office:**  
Resolution 1927 of the UN Security Council (June 4, 2010).

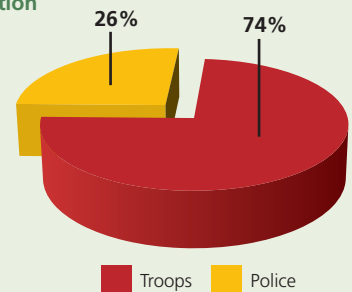
**Approved budget**  
(July 1, 2010 to June 30, 2011):  
US\$ 380 million.

**Strength**  
(as of August 23, 2010):  
Troops: 8,548  
Police: 3,063  
TOTAL: 11,611



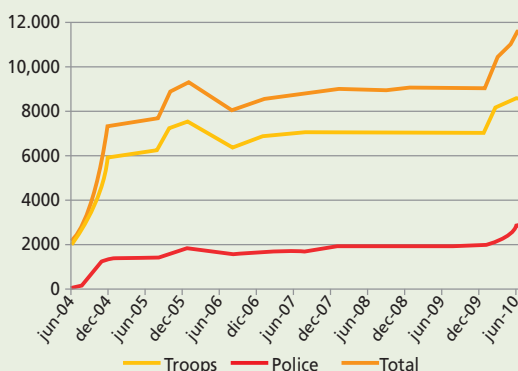
**MINUSTAH Strength Composition**  
(as of August 23, 2010)

Latin America and the Caribbean  
North America and Europe  
Africa  
Asia and the Pacific

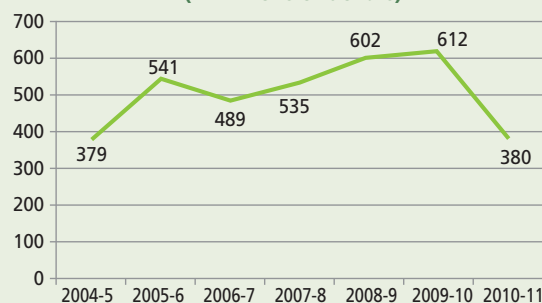


Troops Police

**Military and Police Strength (2004-2010))**



**Approved Budget MINUSTAH**  
(in millions of dollars)



**Provisional casualties:**

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



**Maximum Strength authorized by the Security Council before and after the Earthquake**

Resolution 1892 (2009/10/13)	Resolution 1908 (2010/01/19)
Troops: 6,940	Troops: 8,940
Police officers: 2,211	Police officers: 3,711

**Note:** The maximum strength authorized by Resolution 1927 (2010/06/04) is 8,940 troops and 4,391 police officers.

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.

**Source:** United Nations Peace Operations: Year in Review (2004 to 2007, DPKO); Secretary-General Report on the United Nations Stabilization Mission in Haiti of September 1, 2010; and UN General Assembly Resolution A/C.5/64/19, dated July 13, 2010. UN Security Council and MINUSTAH's web pages.

## New Context, New Challenges

### Security and protection

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

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

### Assistance and logistics

Food shortages, growing demand of basic supplies and building materials, health crisis.

MINUSTAH's military personnel distributed  
1 million kilos of food and

**13.8** million  
litres of water.

### Reconstruction

Damaged public infrastructure: roads, government buildings, schools.

**44,000**  
sq metres were  
paved and  
**16,400** cubic metres  
of debris were  
removed.

### 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 military personnel on the identification of cases of sexual and gender violence and the procedures to be followed in such cases.

- 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.

- Construct temporary buildings for municipality administration offices in areas affected by the earthquake.

- Projects for drainage channels and river basin distribution system's reconstruction to face the hurricane season.

- Improve public access roads to the cities.

- Demolition of damaged government buildings.

- Remove debris from schools, churches, hospitals and children centres.

- Reconstruction of the National Penitentiary and the National Police Academy.

- Land conditioning in the main camps.

**Source:** Haiti: 6 Months After report and Secretary-General's reports on the United Nations Stabilization Mission in Haiti.

### 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 objective 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 15: 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

Ecuador, January 29, 2010.

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.

Argentina, May 4, 2010. 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.



## January 12, 2010 Earthquake

### Haiti development statistics (before the earthquake)

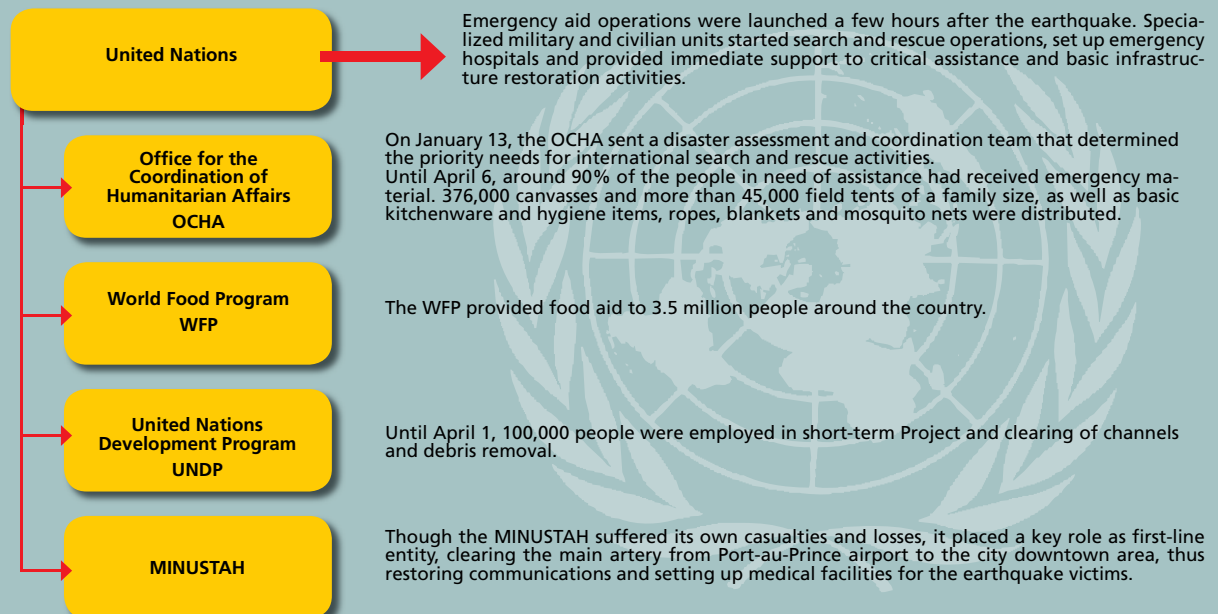
- 55 % of Haitians lives with less than US\$ 1.25/day.
- Annual per capita income is US\$ 660.
- 58 % of children are undernourished.
- 58 % of the population lacks access to drinking water.
- Hurricanes affected 800,000 people in 2008.
- Deforestation has left the country with less than 2% of its original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



**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 USSOUTHCOM (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

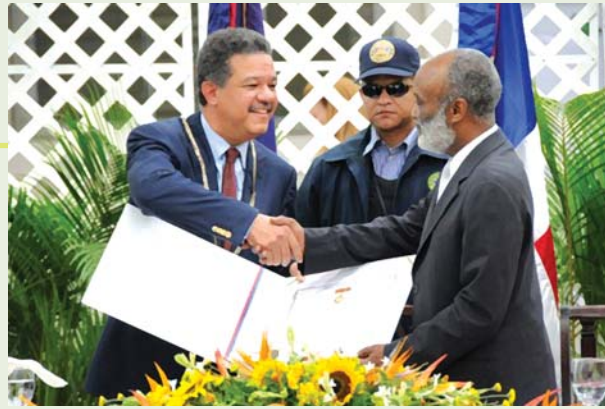
### Priorities

- 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.

**Source:** US Southern Command web site. Defence Management, United States Government Accountability Office, July 2007.

On January 13, the president of the Dominican Republic issued Executive Order N° 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 neighbouring country of Haiti.



President Leonel Fernández of the Dominican Republic and President René Préal of Haiti, a few moments before the inauguration of the Bilateral Mixed Commission (Comision Mixta Bilateral) on July 30, 2010. The strategic cooperation and integration agenda for sustainable development of national means in matters such as trade, agriculture, tourism, environment, health, education, sports, border issues, immigration, and security. (Photo: President of the Dominican Republic).

### 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 Jimaní (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 Jimaní 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

#### Dominican Republic

- Daily donation of 130,000 food rations and 40,000 raw rations for Haitian victims.
- Construction of 2,600 temporary shelters for refugees.
- Transport of Haitians by Dominican troops.
- Evacuation of earthquake victims.
- Logistic support.
- Air and sea transport of technical civilian and military teams in the areas of communication, rescue and medical personnel.

#### Haiti

**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.

#### 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.

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

#### 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).

**Source:** Compilation based on information supplied by the Office of the Special Envoy for Haiti.

#### 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.

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

Región	Personnel contribution (as of April 2010)		Immediate donations (US\$ million as of January 15, 2010)
	Military and police men	Civilians	
United States	22,268	1,100	54.6
Latin America	3,836	798	5.6
Canada	2,046	75	0.6
Caribbean	150	20	1

**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.



## Disarmament

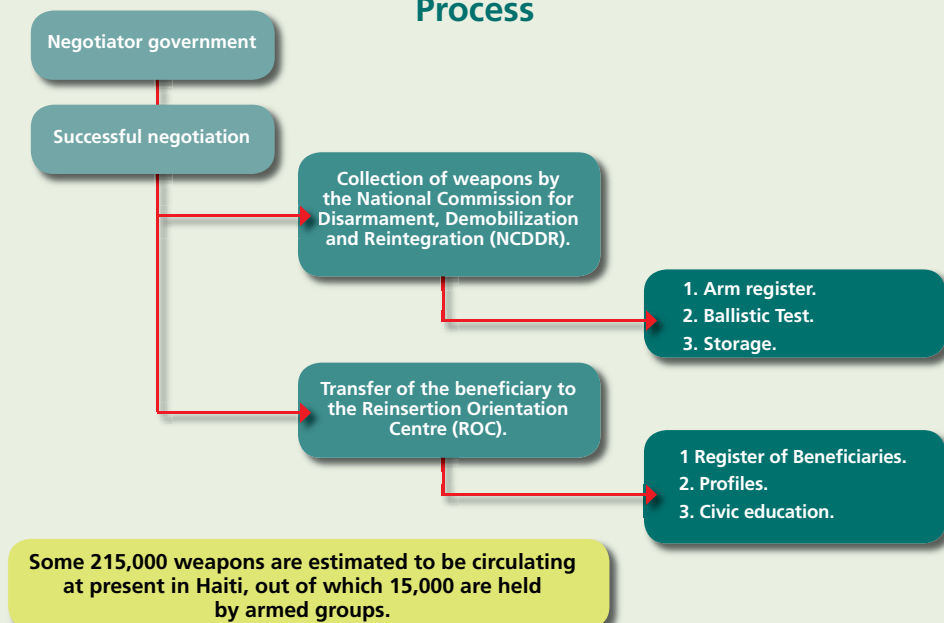
The United Nations Disarmament, Demobilization and Reintegration (DDR) Program for Haiti was incorporated to MINUSTAH mandate in 2004. The DDR Section works in close cooperation with National Commission for Disarmament, Decommissioning and Reintegration (NCDDR), created on August 29, 2006.

The purpose of the DDR process is contributing to security and stability in post-conflict situations so that recovery and development can start. Currently, DDR activities in Haiti are geared to illegal armed rings and groups in the whole country, with particular emphasis on the urban areas of Port-au-Prince.

Purpose:

- Dismantling of armed groups and reinsertion of their members.
- Development of mechanisms for community level talks and conflict management.
- Support to the recovery of the community, creating opportunities for voluntary surrender of arms.
- Enforcing and supporting the application of a legal framework to strengthen control measures against small weapon, ammunition and explosive proliferation.
- Provide communities the means to act together with state actors in the fight against armed violence.

## Process



**Some 215,000 weapons are estimated to be circulating at present in Haiti, out of which 15,000 are held by armed groups.**

- The negotiation and identification of the beneficiaries is a responsibility of the State - NCDDR.
- All the weapons recovered during the DDR process must be registered in the UN system database.
- There insertion process throug ROC lasts 18 months (professional training or business management).
- UNICEF is in charge of children according to the Memorandum of Understanding signed by MINUSTAH and UNICEF on September 12, 2006.

**Source:** Compilation based on information supplied on the website of Haiti's National Commission for Disarmament, Desmobilization and Reintegration.

## Reflections on the Haitian Crisis

**Héctor Saint-Pierre**

Grupo de Estudios en Defensa y Seguridad (GEDES), UNESP.

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:

- It was one of the main challenges to Latin America's regional policy, especially in the defence area.
- Their armed forces had never undertaken a joint operation with so many countries.
- 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.

