
Based on a study commissioned by the Center for Hemispheric Defense Studies - USA -2005

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Origins of This Paper

- Commissioned by Center for Hemispheric Defense Studies, Washington 2005
- 9 questions re factors, objectives, planning, decision-making, evaluation & recommendations for planning future PKO
- Research: Interviews with senior GOC officials, some mission staff, Haitians in Montreal, review of mission documents & media reports
- 12 Western hemisphere Haitian PKO countries participated-including meeting to review the papers in person
Why Canada participated

- **POLICY**
  - Canada committed to multilateral international institutions and interventions to promote international stability
  - Support for ‘La Francophonie’
  - Canadian Forces mandate to contribute to global stability

- **POLITICS**
  - Gain Haitian-Canadian votes in Quebec re separation
  - Improve relations with U.S.

- **ECONOMIC**
  - Position Canada as partner of developing countries and regions
  - Caribbean region economically important to Canada
  - Better economic relations with U.S., OAS, etc.
  - Avoid high costs that could flow to Canada through mass migration, gangs, drugs, etc.
Events Prompting Action

- March 2003: Gang violence—Canada evacuated 350 Canadians
- Canada urged Haitian government to respect human rights
- Canada, in UN, formally condemned status of human rights in Haiti
- February 2004:
  - Armed conflict started to spread throughout Haiti
  - President Aristide left Haiti
  - UN passed resolution to create UN Multinational Interim Force (MIF)
MIF 90-Day Mandate

- Contribute to security and stability
- Facilitate delivery of relief aid
- Help Haitian Police and Coast Guard maintain law & order and protect human rights
Canada’s Response

- March 2004—Created TASK FORCE HAITI: 500 personnel, 6 helicopters
- June 2004—Became part of UN Stabilization Mission in Haiti (MINUSTAH)
- July 2004—Canada sent 100 police officers for two years to assist and train Haitian police
- CIDA contributed $15 million for variety of relief efforts
- July 2004—Canada announced contribution of $180M over two years to Haiti’s reconstruction and development
Canada’s PKO Goals & Challenges

- **Primary Goal:**
  To help establish order—i.e. stop looting and violence; help provide interim police services; help build police capacity

- **Challenges:**
  - Canadian Forces capabilities were stretched thin across the world
  - Government’s domestic priorities challenged funding (more $ needed for health care, and to pay down debt)
GOC Planning and Decision Making Marketplace

Mission Planning and Decision Making: The Network Dome

1. Request
2. Referred for Assessment
3. Foreign/Aid Assessment
4. Info/Options Memos to Ministers
5. Ministers clarify direction, intent
6. Memo to Cabinet (inc. $)
7. PM Decision*
8. Interpretation/direction
9. Defence/Police Analysis
9. Action

Parliamentary Consultation?

Source: National Security Decision-Making, David Last & Glen Milne, 2004
GOC Information Flow

Source: National Security Decision-Making, David Last & Glen Milne, 2004
Lessons Learned

- Need comprehensive mapping of institutional and regional fabric of the host nation as part of mission planning
- Need comprehensive vision and strategy from people, NGOs and government of host nation
- UNDPK had little on-the-ground intelligence
- UNDPK approach was flawed–asked members what they could provide ASAP rather than resources for well researched and designed strategy
- Mission creep via setbacks and adjustment of objectives (e.g. from years to decades)
- Several references to success of South Africa’s multilateral foresight project
Recommendations re Planning Future PKOs

- Make every effort to understand *total* environment of host
- Ensure mission goal and scope is system-wide
- Be prepared to work independently of central government if necessary
- From outset, address issue of post-mission sustainability
Some ideas for mapping governance, planning interventions & measuring contributions

1. Choices for the roles and responsibilities of government in a society
2. Mapping the national governance marketplace of groups, institutions, power, resources and responsibilities
3. Positioning on a Governance ladder
4. Tracking PKO contributions (in lieu of achievement of creeping objectives)
IDEAS FOR MAPPING GOVERNANCE

# 1: Role & responsibilities of Government

[Diagram showing collective vision, critical interventions, vital investments, society, economy, environment, and infrastructure with various components and priorities.]
IDEAS FOR MAPPING GOVERNANCE

#2: Institutions in the Governance Marketplace
IDEAS FOR MAPPING GOVERNANCE

#3: Position on a Governance Ladder

1. Ongoing power battles — i.e. gangs, clans, militias, police, armed forces (Somalia)
2. Emergence of dominant power groups, economic marketplaces, informal institutions (Haiti, 11th C. England)
3. Formal and informal agreements on territory, trade, rules of engagement and hierarchy of power (Iran)
4. Order imposed by one power group, leader or outside interevenor (Saudi Arabia, Syria in Lebanon)
5. Rule of law made public and enforced (Singapore)
6. Democratic authority and rule of law (Canada)
7. Collaborative vision, transparency, universal education, development & participation (Scandinavia)
#4: PKO Contributions

- Track vital statistics; economic activity, employment, school attendance, hospital admissions, crime etc. from pre-PKO, to PKO, to post-PKO periods
- Workshops and interviews with local leaders, aid organizations and citizens re PKO contributions
- Movement up the governance ladder
- Workshops & interviews with PKO forces (ours and others) on lessons learned, best practices, and ideas for future operations