

TRAINING FOR THE DEPLOYED BRAZILIAN BATTALION AT MINUSTAH: A MODEL CONSOLIDATION¹

Colonel José Ricardo VENDRAMIN Nunes²

THE BEGINNING

At the end of 2003 and beginning of 2004, when Brazil decided to take part in the new United Nations mission in Haiti, and especially, according to the agreement with the Department of Peacekeeping Operations (DPKO) that the country would have the military leadership of the peace operation, the contingents' training for this type of mission had as reference the procedures used to deploy contingents in Angola in the 90s.

Throughout the history of Brazil's participation in UN peace operations, it had never run into the challenge proposed by the United Nations Mission for Stabilization in Haiti, MINUSTAH³, which is to have an adequate preparation to operate with an infantry battalion in a peace operation to be conducted under the dictates of a mandate of Chapter VII of the UN Charter. Especially, in the beginning of 2000s, the resolutions of the Security Council, which issued mandates of Chapter VII, were already suffering substantial changes originated from the consensus around the necessity for protection of civilians and the adoption of a robust posture by the military component of the mission⁴.

MINUSTAH's mandate, clearly defined as of Chapter VII, did not escape from this idea, allowing the Military Component, holder of the monopoly over the use of force in the field, to make the use of force for self-defense and for the defense of the mandate, which allowed the use of offensive means, techniques and tactics to implement the objectives of the mission.

The existing dichotomy, then, was very significant. On one hand, the preparation and training for the United Nations Angola Verification Mission (UNAVEM), a peace mission under Chapter VI, with limited possibilities to use the

¹ Translated by CPT Ana Paula de Almeida Cardoso and CPT Israel Alves de Souza Júnior.

² Commander of the Brazilian Peace Operations Joint Training Center

³ MINUSTAH was established as peace mission of Chapter VII of the UN Charter, by the Security Council through Resolution 1542, 30 April 2004.

⁴ The Security Council was clearly positioned through Resolution 1296 (2000), to emphasize the relevance of protection of civilians as the key element of mandates of multidimensional missions.

force; on the other hand, the operational demands according to the mandate and tasks expected by the military contingent in MINUSTAH. Besides, MINUSTAH was only starting, with the natural difficulties to establish and operationalize the new structures of command and control, logistics, administration, politics, civil affairs and human rights, only to mention a few, in a country which received its fifth UN mission over the last ten years (between 1994 and 2001, there were four other interventions which were not very successful). The current concepts of the integrated and multidimensional mission would only be established, by consensus, and documented by DPKO, years later⁵.

THE DEPLOYMENT IN 2004

The analyses done in DPKO, received by the Secretary-General⁶ and submitted to the Security Council⁷, directed to MINUSTAH indicated an adverse presence of groups that would probably offer an armed resistance to the military troops. Two different aspects could be seen: of political nature, the former president's supporters; and of criminal nature, made up of armed gangs that dominated great urban areas of the capital Port-au-Prince and of other populated areas in the country.

The Brazilian Brigade, formed and well trained, but with a more centered posture on the use of force as self-defense, when deployed, faced heavy challenges which put it face to face with the necessity to use the force, even the lethal one, to implement the stabilization task ratified in the mission's mandate. Confronting armed groups became frequent.

A quick and intense adaptation to that reality was done by the first Brazilian contingents with energy, but not without difficulties. Information received from the Brazilian Battalions, reporting complex urban operations, robust and intense patrolling, territorial domain, cordon and search operations and many others, instructed the training. This could, then, find a fertile place and thrive in the creation of the Brazilian Peace Operations Training Center (CIOpPaz)⁸, in 2005, predecessor to the Brazilian

⁵ After years of discussions and deliberations over the new format that the complex missions should have and the planning process, the first document endorsed by the UN Secretary-General is of 13 June 2006 and was called Integrated Mission Planning Process.

⁶ Report of the Secretary-General on Haiti of 16 February 2004 addresses "organized armed groups with bases in communities and gangs", and "paramilitary and militias" as threats to security and stability.

⁷ Speech of the Security Council's President of 26 February 2004: "The Question Concerning Haiti".

⁸ CIOpPaz was created by Army Commander's Normative nr 090, 23 February 2005.

Peace Operations Joint Training Center (CCOPAB, created in 2010)⁹. The conception of CIOpPaz was almost a consequence of the utmost need to train troops, in an exhausting and correct manner, to tackle daily and nightly urban clashes, in a constant interaction with the population and with actors inside and outside MINUSTAH.

SPECIFIC TRAINING

It was this way, adjusting the training at CIOpPaz, that the obstacles presented by an initial reading and understanding of an operational environment, which demanded higher quality in the preparation, were adapted. Specific courses were especially created to provide not only junior leaders, such as sergeants and lieutenants, but also Company commanders, Staff officers and Battalion Commanders, the necessary conditions to understand the mandate's tasks, make and implement decisions, face risks and reach the planned objectives.

Solid practical training in MINUSTAH's rules of engagement was thought over and developed, with the progressivity, gradation and duration necessary so that soldiers and commanders could make use of the weaponry and avail themselves of the terrain in a competent manner. During that phase of the mission, focus was given to shooting, urban combat and leadership modules.

In the years of 2006 and 2007, the development of new ideas to face the challenges in the area of responsibility of the Brazilian Battalion (BRABAT) was giving results. The adoption of an urban pacification model based on strong points¹⁰, expansion of security perimeters and intensive patrolling to deny the territory to armed groups worked pretty well. The pacification actions received the adherence of the population thanks to a huge variety of complementary actions carried out by BRABAT, including contact, liaison, public information, resolution of conflicts, among others, at different levels and with different actors, such as representatives of the civil society, local leaders, members of UN agencies and of non-governmental organizations (NGOs).

⁹ On June 15, 2010, the Normative nr 952-MD, of the same date, designates the Brazilian Operations Peace Training Center (CIOpPaz), of the Brazilian Army for the preparation of Brazilian and of friendly nation military and civilian personnel to be sent to peace mission and alters its name, to Brazilian Peace Operations Joint Training Center (CCOPAB).

¹⁰ According to General Heleno himself, first Force Commander, in an interview to BBC on October 19, 2004, one of the fundamental decisions was the order to occupy strong point: "With the increase of instability, the UN troops started to intensify patrolling with helicopters in the capital Port-au-Prince and occupied strategic points, even with a number less than necessary".

Likewise, several lessons learned were turned into standards that justified procedures and techniques for social communication, operations, intelligence, logistics, civil-military coordination, legal advice and others. A whole urban pacification doctrine was slowly and successfully adjusted and developed in accordance with the existing reality in Haiti. These lessons resulted in new adjustments in the training of contingents.

When the military operations to dismantle urban armed groups started to migrate to police-like actions¹¹, throughout 2008, the then CIOpPaz regulated the training accordingly. The operational changes introduced in the daily life of the Battalion in Haiti received the due treatment in the Training Center, which, following the actions in Haiti and MINUSTAH guidelines and documents, produced the necessary insertions in the training, in subjects such as temporary detention of individuals, prison mandates, overt policing, riot control and many others.

THE EARTHQUAKE AS A MILESTONE

The whole process progressed satisfactorily and with lots of positive reflexes in the terrain. Around the year of 2009, MINUSTAH was already seen internationally as one of the rare UN missions of Chapter VII of success and in a possible process of transition of tasks to the Haitian Government, in the not-too-distant future¹². At that time, DPKO used to treat the Mission as one of the most successful and capable to resolve problems and advance a political process provided by a stable and safe environment. The destroying earthquake of January 2010¹³ charged an incommensurable price in lives and structures, abolishing years of advance of the mission and of the country. The Security Council acted quickly to approve resolutions to adjust MINUSTAH to this new and terrible reality¹⁴.

¹¹ Report of the Secretary-General on Haiti, 27 August 2008, describes the changes in the security situation related to operations of control and maintenance of the order.

¹² Report of the Secretary-General on Haiti, 01 September 2009, clarifies that: "Five years of the stabilization process, there are substantial reasons to believe that Haiti is moving from a past of conflicts into a brighter future of peaceful development".

¹³ Report of the Secretary-General on the United Nation Stabilization Mission in Haiti of 22 February 2010 and United Nations Report in Haiti 2010: Situation, Challenges and General Perspective.

¹⁴ After the earthquake on 12 January 2010, the Security Council issued Resolutions 1908 and 1927, increasing the general level of MINUSTAH's strengths to enable the mission to tackle the situation and begin the reconstruction phase.

It is not the case to mention here the actions magnificently carried out by the Military Component of the mission, mainly the leaderships at different levels, to coordinate the emergency humanitarian assistance and the external support to MINUSTAH, and, simultaneously, keep stability and security in Port-au-Prince and in other places. Brazil quickly sent a second infantry battalion and increased a lot its effort to provide support in logistics, humanitarian assistance and politics.

However, the earthquake surely caused a significant change in the training, which started to address techniques and tactics for burials, protection of the displaced and refugees, provision and execution of security at areas of food and water distribution and many other activities of essential coordination so that Haiti can return to a minimum normality, especially in the so punished capital.

During the post-earthquake, in June 2010, CCOPAB was created as a joint center, in an evolution of CIOpPaz, remaining as an Army Unit, but integrated by military personnel of the Armed Forces and linked to the Ministry of Defense, with a mandate to plan and carry out the training of individuals and troops to be deployed in UN peace and humanitarian demining operations.

At this point, a system to evaluate the training and performance had already been implemented. It is agile and is composed of visits to the terrain, electronic and personal interviews, oral and written evaluation of courses and regular analysis of reports. It is in this system that CCOPAB, up to date, bases the course adjustment that may be necessary to the training, so that the institution is always updated in relation to the everyday of the missions.

POST-EARTHQUAKE ERA AND THE PRESENT TRAINING MODEL

Due to the performance and engagement of Brazil in the crisis solution created by the natural disaster, the post-earthquake era allowed the ripeness of a favorable strategic position in the context of UN peace mission and strengthened the consolidation of a preparation and training model. It is also worth reminding that, maybe as a reflect of the international prestige and trust, Brazil, up to date, is the only country to experience maintenance of a key and highly coveted position as Force Commander, permanently, for over ten years, in a UN peace mission.

A strategic decision made by the Brazilian Army Command which brought undeniable gains for the Army was the adoption of a system of rotation, every six months, among the Military Commands to designate the Brigades which will coordinate the preparation and the formation of the infantry battalions to be deployed in MINUSTAH. This methodology allowed military personnel, from all the regions of the country, to have the opportunity to participate in a peace operation that brought dynamics and high degree of reality to the training, and allowed the modernization of equipment and the incorporation of operational and logistics techniques, tactics and procedures.

The Brazilian Navy, on its turn, also adopted and adopts similar processes with the Marine Corps whose Fleet Marine Force rotates its battalion to generate a maneuver fraction which is part of BRABAT, the Brazilian Marines. The Air Force contributes the same way with an Air Force Infantry Platoon to be part of BRABAT, using similar criteria. After more than ten year, a strength higher 22,000 military personnel, male and female, from all Forces could acquire experience in a mission of real character with clear individual and institutional benefits.

It is interesting to notice that, among the many troop contributing countries to UN peace operations, Brazil is one that uses more resources in training. This fact was recognized by the sectors which manage these operations, the Department of Peacekeeping Operations (DPKO) and the Department of Field Support, in an evaluation visit of the training and preparation methodology and costs in February 2014, in Brasília.

Human resources and material made available by the Ministry of Defense and Armed Forces give CCOPAB excellent conditions to plan and execute the training.

Out of the many necessities of training for a peace mission as important as MINUSTAH, one of the most relevant is the need to provide the military personnel and teams with an effective capacity of operational use of shooting whose precision and execution control are very important in an urban environment in which the distinction between hostile armed groups and civilians is extremely difficult¹⁵. Simulating the reality in the training, many times very close the reality lived around the urban areas in

¹⁵The Operational Concept of Protection of Civilians of the Department of Peacekeeping Operations, of March 2010.

Haitian cities, is imperative so that patrols learn how to move and act with security and efficiency on the streets of Port-au-Prince.

From the conceptual perspective¹⁶, the UN requests the troop contributing countries¹⁷ to only start the training on peace operations related topics after the confirmation that all the military personnel have already reached the individual and collective proficiency in the training for conventional combat. Therefore, a UN phase carried out by CCOPAB ("blue phase") will necessarily follow the conventional training phase ("green phase"), previously concluded by the forming organizations of BRABAT.

In relation to the "blue phase" of the training¹⁸, its needs presented by the complexity of the mission and the curriculum demands of the UN, and the Brazilian continental dimensions and the rotation system of the troops in each region lead CCOPAB to execute a planning which mingles training of instructors and the deployment of mobile training teams must be considered.

In the present model¹⁹, Battalion Commanders, their Joint Staff, Company Commanders and Platoon Leaders (Navy, Army and Air Force personnel) receive at CCOPAB generic training related to the UN and specific related to MINUSTAH, to then return to their instruction origins. There, as qualified trained instructors, they will multiply their knowledge and train their subordinates. The training methodology at CCOPAB includes group works, shooting practice, simulations, command post and leadership exercises and other hands-on exercises.

CCOPAB also carries out a series of specialized courses for the Staff of the Unit in search for qualification of key functions for BRABAT's performance in Haiti, such as Logistics and Reimbursement, Civil-Military Coordination and Translators and Interpreters. After being trained, these officers can also give the specific content of the function and of the mission to their assistants.

The model includes, in following phases, the training at the instruction origins which correspond to the places where the fractions that make up BRABAT, until, during the last four weeks, the whole battalion gets together and is evaluated by CCOPAB through exercises on the terrain in the region of the country where the unit

¹⁶DPKO Policy to Support Military and Police Pre-deployment Training for UN Peacekeeping Operations of 01 October 2009.

¹⁷DPKO Policy to Train all United Nations Peacekeeping Personnel, of 01 May 2010.

¹⁸United Nations Infantry Battalion Manual, Chapter 10: Training of August 2012.

¹⁹CCOPAB's Academic Program of February 2014.

was gathered. BRABAT 20, operating in Haiti in 2014, for example, was trained in Marabá, Pará, whilst BRABAT 21, substituting battalion (in 2015), will be trained and evaluated in Santa Maria, Rio Grande do Sul.

Another aspect that deserves attention is that the training model (on one hand, flexible, due to the possibilities of quick adaptation to the changes in the mission or in the operational environment in Haiti; on the other, systematic, since it works with distinct audiences of instruction in a progressive manner) was established to contemplate the Army, the Marine Corps of the Brazilian Navy and infantry personnel of the Air Force, generators of personnel and equipment to BRABAT. The whole instruction period, envisioned for 17 ideal weeks, is expressed in a training program which targets objectives, audiences, performance standards to be reached and conditions of execution of the instruction.

TRAINING AFTER 2016, MINUSTAH's RECONFIGURATION

The reconfiguration of MINUSTAH, in relation to the transition to another operational modeling, has been studied for some time. A technical mission for evaluation was sent by DPKO to Haiti in June 2014²⁰ to present options to the end of the mission or its reconfiguration, and a transition of its responsibilities in a near future to the Haitian Government. The technical mission analyzed the existing situation, heard and received recommendations from MINUSTAH and evaluated in the terrain the feasibility of the implementation of each alternative. The Security Council will deliberate in October 2015 on a new mandate and the shape the mission will have in the following years.

In terms of training, the extinction and the reconfigurations of the mission will impact the present context of the preparation.

Should the option to end of the mission is chosen and Brazil does not participate as a Battalion in another peace mission, there will obviously be substantial changes in content and in the model. In this situation, without an immediate deployment, but with potential to deploy, the Brazilian commitment towards the UN²¹ to

²⁰ Report of the Secretary-General on the United Nation Stabilization Mission in Haiti of 29 August 2014.

²¹ UNSAS (*United Nations Stand By Arrangement Systems*). System through with a Member State commits to keep a certain level of readiness and the contribution for UN peacekeeping operations (<https://cc.unlb.org/UNSAS%20Documents/Forms/AllItems.aspx>)

maintain an Infantry Battalion (among other elements) at standby may indicated the training of unit command cores at different Area Military Commands by CCOPAB's mobile teams. This would allow the maintenance of the capacity of enough mobilization in each region.

Having the same constraints and the same situation of not participating in a new peace mission after Haiti, another possibility would be to designate military organization(s) related to UN peacekeeping operations, a methodology adopted by the Army for a few years at a moment prior to Haiti. In this case, CCOPAB could fulfill what is scheduled in a training program for a Peace Force Infantry Battalion in all its extension.

Having the hypothesis of MINUSTAH's reconfiguration come true, considered by many as the most probable, with the presence of a reduced military component (still with a Brazilian battalion) in the years of 2015 and 2016, until its complete extinction or change into a special political mission, CCOPAB will be able to keep the current training model, with possible changes due to adjustments in the mandate, tasks or operational environment.

Still as a hypothesis for future cooperation in training, if required and authorized, CCOPAB will be able to send mobile training teams to support countries which are still deployed or become new contributors for the mission, whichever this new nature is.

FINAL REMARKS

Brazil has engaged decisively in Haiti. From the beginning, the country did not only limit itself to make the biggest military contribution and take over the responsibilities of leadership of the Military Component. Brazil has proposed developing projects, led political efforts, emphasized the appeal for humanitarian donations, did diplomatic management towards the UN and acted in a firm way as a non permanent member of the Security Council. The Brazilian reputation of a sympathetic country and committed to international peace has been reinforced with justice over the ten years of MINUSTAH.

The pre-deployment training evolved at the same time new challenges appeared, the monitoring of the situation on the terrain and the tactical solutions adopted at the moment. It is considered as a positive reference by DPKO.

Understanding the importance of the training for the performance of the troops reflected in the support, to CCOPAB, from all higher echelons. This support was essential so that the training reached higher levels. The confirmation of the quality of the methodology used and of the content given at CCOPAB came through the training certification by DPKO²², of the contingents' training in 2009, and of the training of military observers and liaison officers in 2013. In October 2014, a new DPKO team will come back to CCOPAB to evaluate the Staff Officers for Peace Missions Course.

As a final message, it is important to emphasize that CCOPAB will pay attention to the training needs of the Brazilian contingents, knowing how to adapt to the circumstances of the moment, but with a vision of permanent vigilance in the maintenance of the good level of instruction of individuals and training of the troop, expecting new Brazilian participation in other UN peace operations.

BIBLIOGRAPHICAL REFERENCES

BRAZIL. Brazilian Army Command. Normative nr 090, 23 February 2005, creation of CIOpPaz.

_____. Ministry of Defense. Normative nr 952-MD, 15 June 2010, creation of CCOPAB.

CCOPAB. CCOPAB's Academic Program 2014. February, 2014. Available at: <<http://www.ccopab.eb.mil.br/index.php/pt>>.

UNITED NATIONS. Report of the Secretary-General on the United Nations Stabilization Mission in Haiti. February 2004. Available at: <<http://www.un.org/en/peacekeeping/missions/minustah/reports.shtml>>. Accessed on: Sept 09. 2014.

_____. Report of the Secretary-General on the United Nations Stabilization Mission in Haiti. August 2008. Available at:

²² Training Recognition by DPKO (ITS Standing Operating Procedure on Training Recognition) of 01 October 2009
<http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx>

<<http://www.un.org/en/peacekeeping/missions/minustah/reports.shtml>>. Accessed on: Sept 09. 2014.

_____. **Report of the Secretary-General on the United Nations Stabilization Mission in Haiti.** September 2009. Available at: <<http://www.un.org/en/peacekeeping/missions/minustah/reports.shtml>>. Accessed on: Sept 09. 2014.

_____. **Report of the Secretary-General on the United Nations Stabilization Mission in Haiti.** February 2010. Available at: <<http://www.un.org/en/peacekeeping/missions/minustah/reports.shtml>>. Accessed on: Sept 10. 2014.

_____. **Report of the Secretary-General on the United Nations Stabilization Mission in Haiti.** August 2014. Available at: <<http://www.un.org/en/peacekeeping/missions/minustah/reports.shtml>>. Accessed on: Jan 15. 2014.

UNITED NATIONS DEPARTMENT OF PEACEKEEPING OPERATIONS. **United Nations Infantry Battalion Manual.** New York, August, 2012. Available at: <<http://www.un.org/en/peacekeeping/documents>>. Accessed on: Sept 06. 2014.

UNITED NATIONS SECURITY COUNCIL. **UN General Assembly Resolution 49/37: Comprehensive review of the whole question of peacekeeping operations in all their aspects,** 1995. Available at: <<http://www.securitycouncilreport.org/>>. Accessed on: Sept 06. 2014.

_____. **UN Security Council Resolution 1296, Protection of Civilians,** 2000. Available at: <<http://www.un.org/en/sc/documents/resolutions/>>. Accessed on: Sept 06. 2014.

_____. **UN Security Council Resolution 1674, Protection of Civilians in Armed Conflict,** 2006. Available at: <<http://www.un.org/en/sc/documents/resolutions/>>. Accessed on: Jan 15. 2014.

_____. **UN Security Council Resolution 1894, Protection of Civilians in Armed Conflict,** 2009. Available at: <<http://www.un.org/en/sc/documents/resolutions/>>. Accessed on: Sept 06. 2014.

_____. **Statement by the President of the Security Council: The question concerning Haiti".** Available at: <<http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/Haiti%20SPRST20044.pdf>>. Accessed on: Sept 07. 2014.

_____. **Security Council Resolution 1542,** April 2004. Available at: <<http://www.un.org/en/sc/documents/resolutions/>>. Accessed on: Sept 07. 2014.

_____. **Security Council Resolution 1908,** January 2010. Available at: <<http://www.un.org/en/sc/documents/resolutions/>>. Accessed on: Sept 07. 2014.

_____. **Security Council Resolution 1927**, June 2010. Available at: <http://www.un.org/en/sc/documents/resolutions/>. Accessed on: Sept 07. 2014.

_____. **Security Council Resolution 2086, United Nations Peacekeeping Operations**, 2013. Available at: <http://www.un.org/en/sc/documents/resolutions/>. Accessed on: Sept 07. 2014.

_____. **United Nations Stand-By Arrangements System (UNSAS)**. In: UN FORCE Link. Available at: <https://cc.unlb.org/UNSAS%20Documents/Forms/AllItems.aspx>. Accessed on: Sept 21. 2014.

_____. **Policy: Authority, Command and Control in United Nations Peacekeeping**, 2008. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 21. 2014.

_____. **Policy on Integrated Assessment and Planning**, 2013. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 20. 2014.

_____. **Guidelines: Mission Start-up Field Guide**, 2010. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 20. 2014.

_____. **Note: Draft DPKO/DFS Concept Note on Robust peacekeeping**, 2010. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 21. 2014.

_____. **Report of the Panel on United Nations Peace Operations (Brahimi Report)**, 2010. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 19. 2014.

_____. **Booklet: Peacekeeping Operations, Principles and Guidelines (Capstone Doctrine)**, 2008. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 07. 2014.

_____. **Report: A New Partnership Agenda: Charting a New Horizon for United Nations Peacekeeping**, 2009. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 06. 2014.

_____. **Policy: Training for all United Nations Peacekeeping Personnel**, 2010. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 06. 2014.

_____. **Policy: Support to Military and Police Pre-deployment Training for UN Peacekeeping Operations**, 2010. Available at: <http://www.peacekeepingbestpractices.unlb.org>. Accessed on: Sept 06. 2014.



_____. Note: DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations, 2010. Available at: <<http://www.peacekeepingbestpractices.unlb.org>>. Accessed on: Sept 06. 2014.

_____. UN Integrated Mission Planning Process, 2006. Available at: <<http://www.peacekeepingbestpractices.unlb.org>>. Accessed on: Sept 07. 2014.

_____. ITS Standing Operating Procedure on Training Recognition, 2009. Available at: <<http://www.peacekeepingbestpractices.unlb.org>>. Accessed on: Sept 07. 2014.

DO NOT COPY