

“MAPPING THE HUMAN TERRAIN” A KEY TO OPERATIONAL EFFECTIVENESS FOR FUTURE PEACE OPERATIONS



BY

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“Mapping the Human Terrain”

A Key to Operational Effectiveness
For Future Peace Operations

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United States

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**MAPPING THE HUMAN TERRAIN: A KEY TO OPERATIONAL
EFFECTIVENESS FOR FUTURE PEACE OPERATIONS**

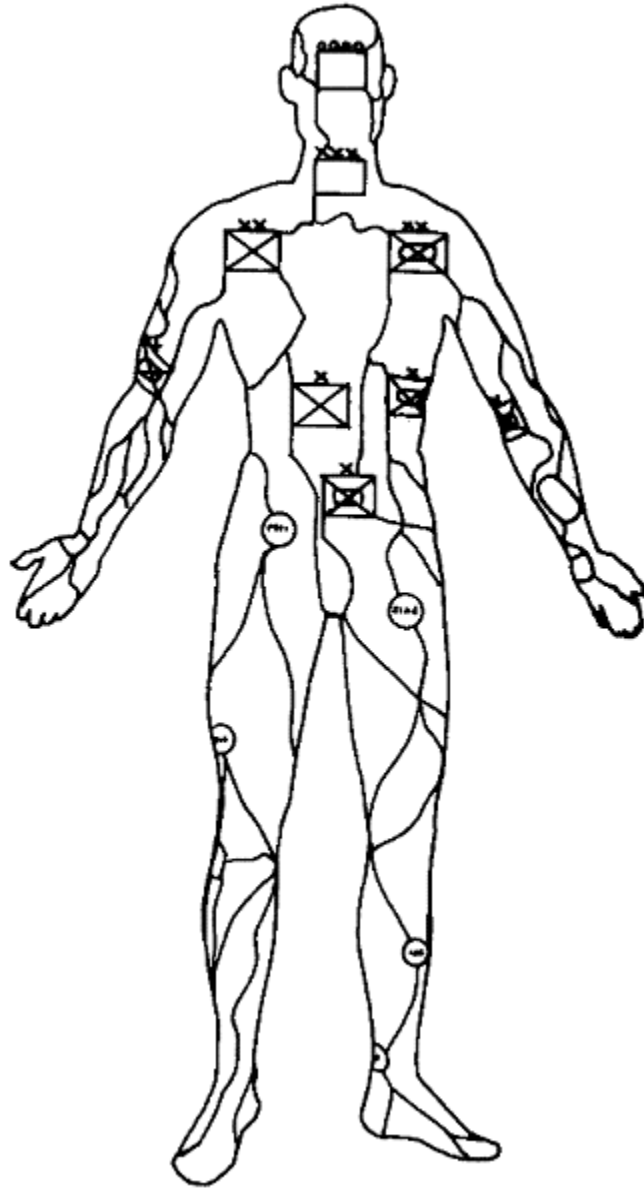


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Abstract:

Much of the world has changed since the end Cold War, and accordingly so has the nature of peacekeeping operations. From their first deployment in 1948 to monitor, observe and report on the truce between Middle Eastern nations in conflict, the “First Generation” of peacekeepers served essentially as a neutral buffer between the military forces of nations in dispute to prevent their return to conflict and thereby buying time for a political process to cement a lasting peace. Today’s “Multidimensional” peacekeeping operations have become much more complex in nature – even though the founding core operational principles of *Consent*, *Impartiality*, and *Minimum Use of Force* remain unchanged. Peacekeepers are now performing a wide variety of tasks including the monitoring of elections, assisting in Security Sector Reform (SSR), Disarmament, Demobilization & Reintegration of former combatants (DDR), Mine Action, Humanitarian Relief, as well as many other nation-building activities under the UN’s rubric of “peace building”. The international community will be facing a great many security challenges in the years ahead, among the potential causes of future conflict is the fact that the world is in the midst of major demographic changes that will stretch our existing resources. Competition for those limited resources among a growing world population will pose significant challenges to maintaining international peace, stability and security. New solutions will have to be found to deal with these challenges, and new ways of conducting peacekeeping operations will have to be implemented. This paper suggests the operational effectiveness of future peacekeeping can be enhanced by adding a Human Terrain Mapping System (similar to the one currently used by the U.S. military when conducting Stability Operations) to the headquarters of each new peacekeeping mission.

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The Changing Face of Peacekeeping:

The first UN peacekeeping mission, the UN Truce Supervision Organization (UNTSO), was established in 1948 authorizing the use of UN military observers to monitor the armistice agreement between Israel and the neighboring countries of Egypt, Lebanon, Jordan, Syria and Iraq – a bold initial step in implementing what essentially amounted to a “World Response” in an attempt to maintain stability in one of the most problematic areas for peace that still lingers today.

The term “peacekeeping” is not found in the UN Charter (United Nations, 2008). It was coined by the UN in 1956 when the UN deployed a multi-national force under UN command to the Sinai Peninsula to serve as a buffer between the Egyptian and Israeli armies at the end of the second Arab-Israeli War. With the exception of the UN peacekeeping operation in the Congo in the 1960’s, the UN Sinai peacekeeping deployment became the template for UN peacekeeping until the end of the Cold War. In response to a UN (Security Council or General Assembly) mandate, the UN would deploy unarmed military observers to observe, monitor and report on compliance with cease-fire or peace agreements – or deploy lightly armed multi-national military forces to act as interposition forces between the armies of belligerent states giving time for political agreements to settle a conflict. During these early years, peacekeeping was used by the UN almost exclusively in response to inter-state conflict (United Nations, 2008). The operational principles for peacekeeping became grounded in “Consent” of the former warring partners to the presence of the peacekeepers, the “Impartiality” of the peacekeepers in carrying out all operational tasks and the “Minimum Use of Force” by the peacekeepers which was interpreted to mean that force was only to be used in self-defense of the peacekeepers (United Nations, 2008).

To date the United Nations has authorized 64 peacekeeping missions – excluding interventions authorized by the UN such as the Korean War and the Gulf War. Of these, only 18 had occurred

during the period before the Soviet Union collapsed – with the remainder occurring in the post-Cold War era (United Nations, 2008). The overwhelming majority of these deployments were in response to conflicts of an inter-state instead of intra-state nature – i.e., conflicts between two (or more) nations rather than civil conflict internal to a state. After the fall of the Soviet Union, the number of peacekeeping operations increased dramatically. The “East – West” competition during the cold war largely sidelined the UN Security Council in global peace and security issues. Fearing loss of advantage, each bloc routinely vetoed any significant security initiatives of the other in the Security Council.

With the collapse of the Soviet Union it appeared for a time that the UN and the Security Council could begin to play a major role in peace and security issues. This was clearly spelled out in former UN Secretary General Boutros Ghali’s (1992) “Agenda for Peace”. A new era of peacekeeping had begun with multi-component missions authorized in rapid succession to Cambodia, Somalia, and the area of the former Yugoslavia. Since then the post-Cold War peacekeeping activities have become increasingly complex and intrusive, being geared more towards the process of nation building rather than just simply maintaining a fragile peace.

The Challenges Ahead:

The nature of UN peacekeeping operations has evolved significantly in the past two decades, and will undoubtedly continue to change and adapt as the nature of global conflict evolves. We are now entering an era of new security challenges, the likes of which mankind has not faced before. These new security challenges will demand a response from the international community. UN peacekeeping, as amended and adapted through experience will be one form of response.

As the World’s population continues to grow, there will undoubtedly be a marked increase in competition for access to basic essentials such as food, water, and arable land. Additional stresses such as deforestation, soil erosion, over-crowding, availability of clean water, and adequate living

space all will undoubtedly serve to exacerbate regional tensions – a situation which is further made worse by the fact that the nations that are least able to provide basic services for their populations currently are the ones which will experience the most population growth in the future. Estimates indicate that the world’s population will increase from 6 billion people in 1990 to some 9 billion people by 2045 – an increase of 50% in a period of roughly 46 years, with the overwhelming majority of this increase occurring in the developing nations (UNFPA, 1999).

Mass population shifts are underway which threaten to upset a “status quo” that may have existed for centuries in many parts of the world. Many rural dwellers are seeking better lives for themselves and their families by relocating to urban areas. Immigration (particularly in the USA and Western Europe) is rapidly changing the demographic makeup of entire nations. Distortions in the gender balance of some nations (particularly China which has adopted the “One Family, One Child” policy since 1979 – causing many families to favor having a male child rather than a female one) will be a source of social stresses for males who are entering military age and are unlikely to find brides (Hesketh, 2005).

In summary, the world as we know it is rapidly and dramatically changing, creating new pressures and new sources of conflict – and bringing with it even greater challenges to maintaining world peace and stability.

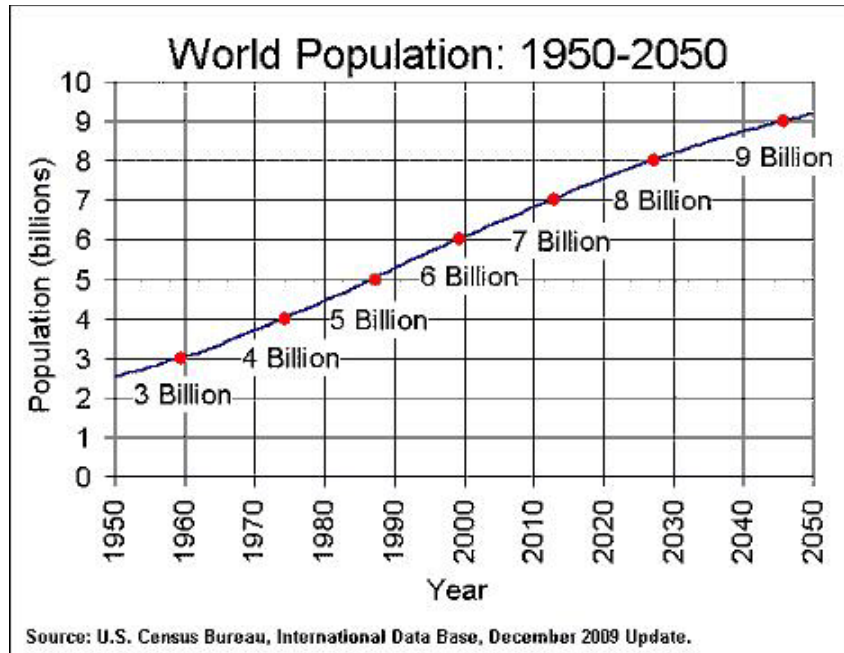


Figure 1. World Population Growth

Although not readily apparent from this data on world population growth, further analysis of these figures reveals another important fact – namely that the developed nations have largely stabilized in terms of their population growth, and many are actually experiencing negative or zero growth. In 2005, for example, Japan’s population actually began to decline for the first time. Nations such as Australia, New Zealand, and those in Europe and North America collectively average around 0.3% annual population growth, with the United States exhibiting the highest population growth rate of these industrialized nations at nearly 1% annually, which is almost entirely due to immigration (UNFPA, 1999).

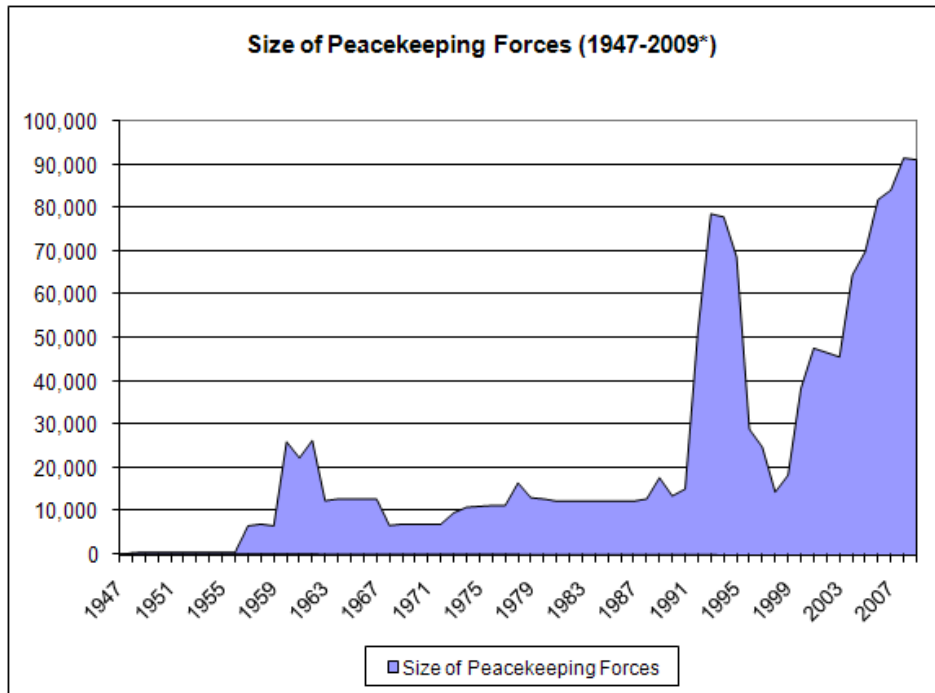
Experts project that most of the population growth will occur in the developing nations in Latin America, South Asia and Africa. Africa’s population is expected to double to almost two billion from the current 680 million (Abhat, 2005). South Asia will add an additional one billion people within the next fifty years. The population of less developed regions is estimated at 4.6 billion currently and is

growing at a rate of 1.6 per cent annually. Over the next 30 years, almost 98 per cent of global population growth is projected to take place in the developing countries alone (Abhat, 2005).

In 1995 the world had just 14 “Mega-Cities” (those cities with populations of 10 million people or more) – however by 2015 that number is projected to rise to 33 in total, 27 of which will be found in the developing world (Eaves, 2007). By 2030, it is estimated that 5 billion of the world's 8.1 billion people - more than half - will live in cities (Eaves, 2007). Unfortunately, roughly 2 billion of them will live in crowded slums (primarily those in Africa and Asia) and will be lacking access to clean drinking water and sanitary facilities, surrounded by poverty and crime (Eaves, 2007).

Although it is impossible to predict exactly how these events will affect societies in the future, it does appear certain that these burgeoning populations will place an enormous strain on existing resources, as well as posing difficult challenges for the governments that are entrusted to serve and provide for them. It is also more than likely that we will be seeing increased turmoil and instability in many of these regions where both population growth and urbanization will increase significantly. As a result, the ongoing need for the deployment of UN peacekeepers will certainly continue or even accelerate in pace – particularly in the developing nations where the majority of Peacekeeping Operations are currently underway.

In the face of such challenges, the demand for peacekeepers will most likely increase in the future. As indicated in the UN’s “Partnership for Effective Peacekeeping” website the UN General assembly indicates that peacekeeping is at record levels with deployments in excess of 140,000 personnel and a budget over \$8 billion dollars, which some feel is unsustainable – even major financial contributors to UN peacekeeping are experiencing significant budget shortfalls.



*Up until January 31, 2009

Sources: For data through 1993: William Durch, Stimson Center, January 9, 1996. Data compiled by Michael Renner Senior Researcher, Worldwatch Institute; For data starting 1994: *Peace and Security Section of the Department of Public Information in cooperation with the Department of Peacekeeping Operations: Monthly Summary of Contributors of Military and Civilian Police Personnel*

Figure 2. Number of Personnel Deployed in Peacekeeping Operations

The major troop contributing nations may have reached the upper limits of politically acceptable levels of participation. Most likely in the future peacekeepers will be expected to accomplish “more with less” meaning that peacekeepers will have to become more effective in dealing with the newly emerging security challenges and more efficient with limited resources.

Mapping of the Human Terrain

To increase operational effectiveness in Stability Operations (in U.S. military doctrine Peacekeeping is a sub-set of Stability Operations) the U.S. Army recently adopted a concept known as “mapping of the human terrain.” The purpose is to gain an understanding of the dynamics of the local civilian population in an area of operations (AO) in order to maximize efficiency of effort and to help

reduce the likelihood of causing unintended mishaps during the military's interactions with the local populace. In essence, the mapping process gives Commanders greater situational awareness in their area of operations in order to better understand how the local populace will respond to the presence of that military unit – and in particular to help predict how they will react to various courses of action being considered by the leaders and Commanders of those units.

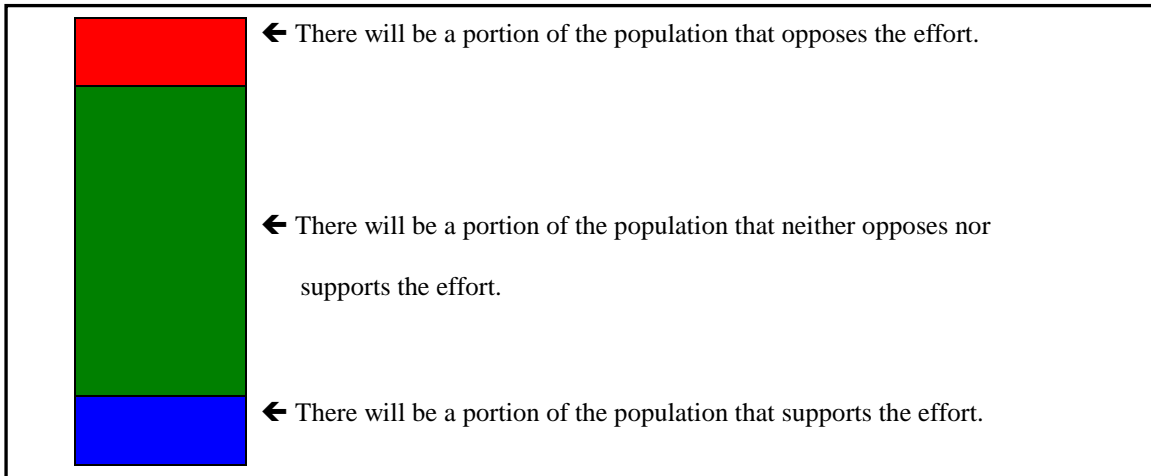
Seeking to better understand the civilian population in a particular AO is not an entirely new concept; indeed Tacitus (56 AD to 117 AD) the Roman writer and historian published his ethnographic work, “*De Origine et situ Germanorum*” detailing the lands, laws, and customs of Germanic tribes outside the Roman Empire many centuries ago to inform and help guide Roman military operations in that area. More frequently in the past, however, the population that resided in areas of conflict had been viewed mostly as a hindrance towards achieving military goals and objectives rather than being considered a potential useful ally. Property damage and civilian casualties generally require reparations in some form or another and are readily used as a propaganda tool by opposing forces. In many instances, such as in the My Lai Massacre in Vietnam or the CNN sound bite of the “Highway of Death” during Operation Desert Storm in Iraq, excessive civilian losses and suffering can even generate enough negative publicity that it could turn popular public sentiment from supporting the mission to actively opposing it.

The Vietnam War brought to the forefront of the collective American consciousness the need for “Winning the Hearts and Minds” of the Vietnamese people as a means to actively involve them in resisting the spread of Communism and supporting the goals of establishing a free and democratic South Vietnam. Lessons learned on the battlefields there showed that relying solely on sheer military might would not be enough to win the war – ultimately the Vietnamese civilian population would have to be actively involved in the effort. Due to this stark realization of exactly just how important a role

that the civilian population actually plays in counter-insurgency and stability operations, the current U.S. Army Operational Doctrine (as outlined in field manual FM 3-0 Operations) has added Civil Considerations as one of the primary factors to be considered in the planning of operations - now incorporated in conjunction with the traditional factors used such as Mission, Enemy, Troops, Terrain, and Time to be collectively known as “METT-TC”.

Current U.S Army counterinsurgency doctrine indicates that to understand the key role of the civilian population better, it may be visualized that there are essentially three segments of the population that will be found during low intensity type conflicts: 1) There will be a fringe portion or “blue layer” of the local population that will support intervening forces attempting to bring peace, 2) There will be another fringe portion or “red layer” of the local population that is vigorously opposed to these intervening forces, and 3) Generally there will be a much larger portion in-between or “green layer” that neither actively supports, nor particularly opposes, the outside forces seeking to bring stability (see Figure 3).

Accordingly, it is precisely this portion in the middle - these “fence sitters” - that choose to wait and watch how the situation develops before choosing sides which will ultimately determine the final outcome. The civilian population in an area of conflict is the “Center of Gravity” for both the Insurgents and forces seeking to restore order and they must be won over in order to for the mission to be successful.

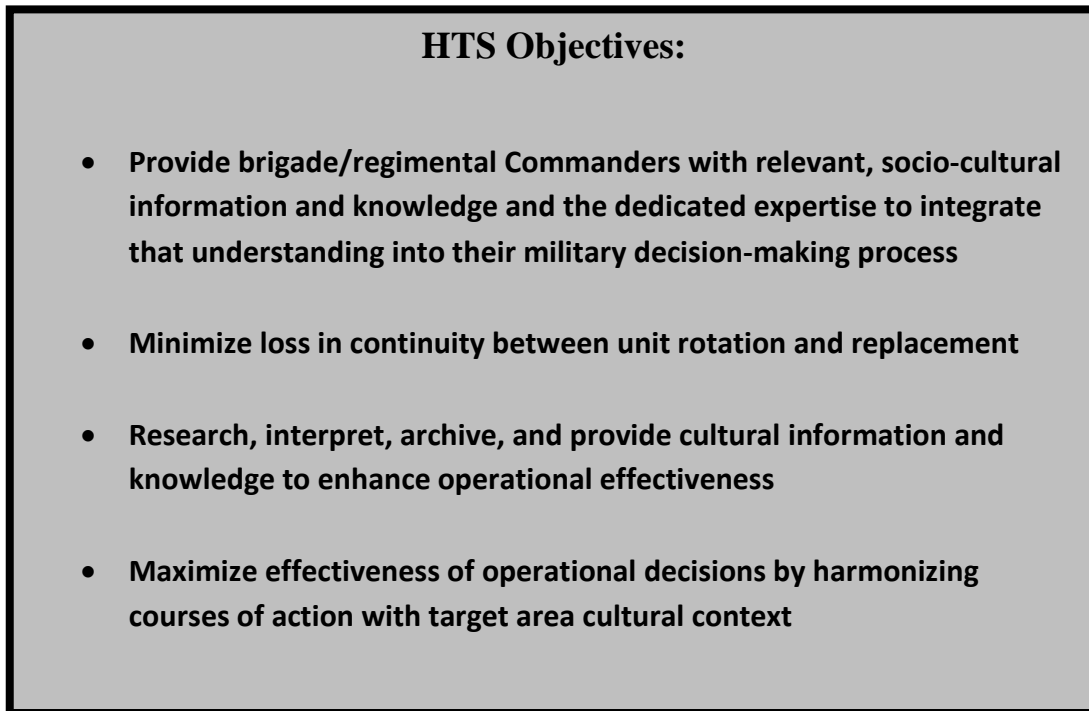


Source: Adapted from FM 3-24 Counterinsurgency.

Figure 3. Levels of Popular Support during Stability Operations

In order to help accomplish this objective of winning over the “undecided” population, the Human Terrain System (HTS) concept was developed. Using teams of experts from social science disciplines (such as anthropology, sociology, political science, geography, regional studies, linguistics, and intelligence), these specially constituted Human Terrain Teams (HTT) were embedded with U.S. Army Brigade Combat Teams (BCT) to provide military Commanders and staffs with “*relevant socio-cultural understanding necessary to meet their operational requirements*” (Human Terrain System, 2010) by giving them an in-depth understanding of the local population by conducting research, interpreting, and disseminating cultural information and knowledge.

The goal of the HTT is to give the supported Commander insight into the local population and its culture in order to enhance unit operational effectiveness and reduce military and civilian conflict (see Figure 4). These civilian experts apply research data, linguistic and cultural skills, and social science techniques in order to formulate products and reports that give the U.S. Military BCT Commander a “*Cultural Preparation of the Operational Environment*” (CPOE) which is in some respects similar to the “Intelligence Preparation of the Battlefield” (IPB) normally compiled by military staff sections.



Source: Office of the Director of the Army Staff Executive Strategy Group. *2010 Army Posture Statement*.

Figure 4. Human Terrain System Objectives

However it should be noted that the key difference between the IPB and CPOE is that the CPOE specifically provides pertinent socio-cultural information for that particular AO by focusing on cultural, sociological, political, and economic factors of the population versus the IPB process of concentrating on factors such as the enemy doctrine, weather, and terrain within a certain battle space and assessing how those might affect the mission. This collected data is analyzed and subsequently integrated into the supported unit's Military Decision Making Process (MDMP) and used for proposing non-lethal courses of action (COA), identifying second and third order effects of possible unit COA, and is incorporated into the war-gaming process by presenting the local populations' point of view (see Figure 5).

Stage of MDMP

HTT Inputs



Source: Adapted from FM 101-5 Staff Organization and Operations.

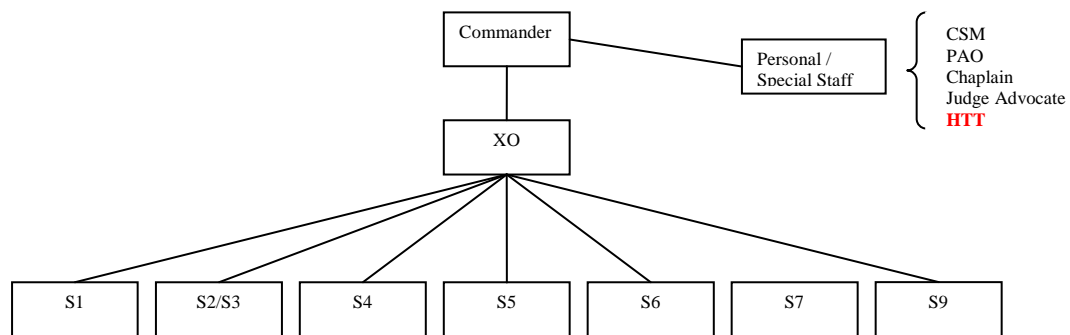
Figure 5. How HTT Supports the Military Decision Making Process

The HTT supports current operations by providing on-the-ground village assessments to gauge public perceptions, needs, and inputs for potential Military Civic Action programs designed to win-over local populations such as Medical Civil Action Programs (MEDCAPS), Veterinary Civil Action Programs (VETCAPS), and other Civil Affairs projects that can enhance cooperation and assistance from the local population. These teams also prepare the Commander and staff for Key Leader Engagements (KLE) and provide cultural advice and demographic information for the unit, gauging the effects of both enemy courses of action and friendly courses of action on the population.

Finally, the HTT provides training to the unit as needed on relevant socio-cultural issues pertinent to the mission and the AO in order to help reduce the likelihood of misunderstandings and unintentional mishaps by the supported unit. From previous experience, it appears that these HTT's deployed in Afghanistan and Iraq have achieved some notable degree of success in that regard. In testimony before the United States Congress about his brigade's operations in Afghanistan, COL Martin Schweitzer, Commander of 4/82 Airborne Brigade Combat Team stated,

"...(HTS) reduced our kinetic operations (use of force), assisted in developing more effective non-kinetic courses of action, improved the unit's overall situational awareness, improved consequence management, increased host nation government support, improved the Brigade's humanitarian assistance efforts, improved village assessments, improved information operations capabilities, decreased enemy forces attacks, and decreased ordinary crime in our area of operations. Without the HTT filter on courses of action and the alternative maneuver tools they identified to create the exact same effect, we would have lost double the lives. Using HTT capabilities, we reduced kinetic operations by 60-70%" (Schweitzer, 2008).

As outlined in the article, “*The Human Terrain System: A CORDS for the 21st Century*” (Kipp, 2006) these HTT’s typically consist of approximately 5 – 9 members; consisting of a Team Leader (often a retired Army Officer with rank of Lieutenant Colonel or Colonel), two (2) Social Scientists (Masters degree with advanced field work or PhD level education), two (2) Research Managers (military and management experience), and four (4) Human Terrain Analysts (cultural and linguistic expertise) all of which have received the proper medical, dental, and security clearances for overseas deployment. The actual number of team members and their composition can vary depending on the nature of the mission or the type of unit they are attached to. In most instances the HTT is utilized as a member of the Commander’s special staff, but can also be embedded with the unit as part of the Operations Section (S-3) or other staff sections depending on the Commander’s preference (see Figure 6). It should be noted that Active Duty military personnel with appropriate backgrounds may also be utilized to fill some of these positions as well – there is no prohibition of “mixing” civilian and military personnel to comprise an HTT.



Key: S1=Personnel; S2=Intelligence; S3= Operations; S4=Logistics; S5= Plans; S6=Communications; S7=Training; S9=Civil-Military

Source: Adapted from FM 101-5 Staff Organization and Operations.

Figure 6. U.S. Army BCT Staff Organization including HTT

The key to providing effective input into the planning process is by allowing the HTT to perform an assessment of the AO as early as possible before full scale operations are underway – deploying with the Advanced Echelon (ADVON) of the supported unit if feasible. This initial collection of information is critical to assisting in the Commander’s understanding of the AO and influencing unit actions. These assessments will typically identify and seek to understand the key factors in a society such as:

- **Social structure** – The composition, hierarchy, influences, organization, and possible barriers or divisions within the existing social strata of the local population pertaining to individuals and groups such as families, clans, tribes, etc.
- **Identities** – Understanding how the local population identifies itself socially, culturally, linguistically, and historically within a local, regional, national, or global context.
- **Culture** – Key behaviors, beliefs, and values that are unique to certain individuals or groups which typically serve as a source of pride or identity.
- **Social and behavioral norms and sanctions** – These are the standards of acceptable behavior within a group that are dictated by mutually understood social norms and values.
- **Conflict resolution mechanisms** – Existing methods or established institutions that are traditionally utilized to resolve disputes within a given society.
- **Legitimate authority figures** – Individuals that hold positions of authority that has been acquired by hereditary lineage, appointed by formal decree, or selected by popular consensus or vote.
- **Political system (formal and informal)** – Systems of governance that have been established by statute or customary laws, these may also co-exist with or even be supplanted by informal (i.e., shadow) governance systems that have been instituted by criminals or other elements.

- **Economic system (formal and informal)** – Systems of barter or trade that operate within the parameters of legal commerce frameworks, these may co-exist with informal (underground) systems that typically operate outside government control.
- **Institutions** – Assessing the cultural and social influences of formal or informal governmental, judicial, economic, educational, cultural, religious, health care, or mass media programs and institutions.
- **External factors influencing the operational environment** – These are external entities which can exert tremendous influence on another nation, such as neighboring countries, religious organizations, international corporations, trade organizations, charities or NGO's.
- **Demographics** – The composition of a given society on the basis of factors such as age, race, gender, literacy, socio-economic status, unemployment, and educational level.
- **Cultural geography** – Or “human geography” includes the cultural aspects found in a geographic area such as language, religion, art, music, governance structures, that explains how or why people function in the particular manner that they do.
- **Essential services** – Often defined in terms of “SWEAT-MS” (Sewage, Water, Electricity, Academics, Trash, Medical and Security) these also can include any municipal services that are vital to a community's good welfare.
- **Religious factors** – Religious influences, identities, organizations, beliefs, doctrine, holidays, or conflicts that affects the local population's behaviors and perceptions.
- **Popular attitudes** – These are the collective likes and dislikes of a population, with particular regard as to its attitudes towards the established system of government, views on foreign presence, outside assistance, etc.

Once the necessary information is gathered through techniques such as face to face interviews, Key Leader Engagements (KLE), and database research it is incorporated into the Operational Plan (OPLAN) and/or Operational Orders (OPORD) where appropriate, enabling the supported unit to operate with a vastly improved perception of the local socio-cultural environment, thus giving it a better understanding of possible “second and third order effects” (i.e., potential unintended consequences) from unit COA, as well as understanding the influences that the local population may have on the unit’s mission itself.

Fortunately, the use of Human Terrain Team concept is not limited to only combat units, by design it would lend itself very effectively to UN Peacekeeping Operations as well. The HTS philosophy is specifically focused towards finding non-lethal alternatives to various unit courses of action – and can be used to “bridge the knowledge gap” culturally, socially, and linguistically between peacekeeping forces and the local population in order to increase operational effectiveness and helping to prevent the types of miscommunications and mishaps that have unfortunately marred many previous peacekeeping missions.

In order to increase peacekeeping mission effectiveness, it is suggested that a specialized version of the Human Terrain Team (HTT) be tailored specifically for deployment with peacekeeping units. The UN version would mirror the Army HTT in its function and organization – however it would be geared more specifically for deployment in a peacekeeping role with multi-national forces. This would require HTT team members to have a more thorough grounding in UN Peacekeeping history and philosophy, knowledge of the local languages and cultures in the area of deployment as well as those of the multi-national force it is assigned to, and any special security clearances to work with regional organizations such as NATO or other ad hoc peacekeeping deployments that may be required.

The HTT will be immediately useful in helping the deployed peacekeeping unit craft its Information Operations (IO) strategy prior to deployment. Although the arrival of peacekeepers should logically be viewed as a positive event, displaced civilians and an agitated public may not necessarily welcome the arrival of outside forces - in times of crisis rumors can run rampant, tempers can run short, and the purpose of the presence of foreign troops may not be completely understood. Developing an appropriate IO campaign based on the local language, customs, and sensitivities can go a long way towards paving good relations between peacekeepers and the people they are trying to protect – particularly when the peacekeepers themselves have been well-versed in the aspects of the local culture. In order to understand better how an HTT may be employed in future peacekeeping operations, the following is a hypothetical scenario based on the need for peacekeeping support in what is currently a stable democracy – the Republic of the Philippines.

Country Background - Republic of the Philippines:

Based on historical record and emerging security challenges it seems very likely that peacekeeping operations will continue to be needed primarily in Africa and the Middle East for some time to come. However, with the major demographic changes predicted in the coming decades ahead it is quite likely that peacekeeping operations will also be needed in countries which previously have been considered unlikely candidates for such. For purposes of this study, a currently stable democracy in SE Asia, the Republic of the Philippines, has been chosen as one such possible location where future peacekeeping operations may occur.

The Republic of the Philippines is located to the east of the Republic of Vietnam, situated between the Philippine Sea and the South China Sea it consists of an archipelago of some 7,107 islands covering 300,000 sq km and currently has a population of 92.2 million persons (2009 est.) Under Spanish rule through most of the 19th Century, the islands were ceded to the U.S. under the

terms of the Treaty of Paris that ended the Spanish-American War in December 1898. Desiring to be rid of any further control, an insurgency arose almost immediately beginning a “Philippine-American War” that ran from 1899-1902 during which the insurgency was successfully repressed. Under American tutelage the Philippines finally became a self-governing commonwealth in 1935 under terms of the Tydings-McDuffie Act. The Japanese invasion and subsequent occupation of the Philippines during World War II caused widespread hardships and devastation. However, rebuilding efforts were quickly undertaken after the war and the Republic of the Philippines officially gained full independence on July 4, 1946 operating as a representative democracy modeled on the U.S. political system (U.S. Department of State, 2010).

Following independence the Philippines soon enjoyed a dynamic economy – being one of the richest countries in Asia, second only to Japan. Post-War growth was rapid, but soon cooled. Economic mismanagement during the Marcos presidency (from 1965 – 1986) compounded by corruption, nepotism, political repression, and human rights violations sharply curtailed foreign investment and economic growth. The economy suffered further damage during a severe economic recession from 1984 – 1985 which caused the country’s GDP to shrink by a full 10% (Travel Document Systems, 2010). Attempts at reviving the economy during the 1990’s resulted in some initially promising successes including a Technology Park south of Manila dubbed the “Silicon Valley East” as well as transforming the former sprawling U.S. Naval Base at Subic Bay into the Subic Bay Freeport Zone. Following rejection of the Military Bases Act by the Philippine Senate, American Forces departed the Philippines completely, turning over to the Philippine Government a further \$1.3 billion in assets and infrastructure including an airport, ship-building facilities, and a large power generation plant.

Managed by the Subic Bay Management Agency (SBMA) the well developed infrastructure at the former U.S. Naval Base attracted up to 120 local and foreign companies at its peak, but recently many large corporations such as Intel and FedEx have relocated their facilities to nations with lower labor costs (notably Vietnam and China) and many others that had been there, such as Texas Instruments, Western Digital Corp., Toyota Motor Corp., and Panasonic have trimmed operations and widely reduced employee headcount (Yap, 2005). Due to the recent downturn in the global economy, it is estimated that some 800,000 Filipinos will lose their jobs at home and abroad (Abano, 1997). The Philippine economy now ranks the lowest amongst the nations in the ASEAN region, having experienced a steady downward trend since its peak in the 1950's. The portion of the population living below the national poverty line has increased from 30% to 33% between 2003 and 2006, amounting to an additional 3.8 million persons being added to the poverty roles, with no immediate end to this trend in sight (Travel Document Systems, 2010).

Besides the economy, another major problem plaguing the Philippines today is a centuries-old Muslim secessionist movement in the southern portion of the country, notably Mindanao and the Sulu Archipelago. During Spanish colonization, the Muslim population of Mindanao refused to submit to Spanish authority, and still harbors secessionist ambitions today. Unlike the insurgent communist groups, such as the Huks (Hukbalahap) which originated in the 1950's from farmers seeking land reform and later the Communist Party of the Philippines - New People's Army (CPP-NPA) that sought to overthrow the existing government, the Muslim secessionist movement consisting of the Moro National Liberation Front (MNLF), the Moro Islamic Liberation Front (MILF), and Abu Sayyaf Group (ASG) has sought to cede from the Roman Catholic dominated country and form their own "*Bangsamoro*" or Islamic Homeland. Peace talks between the Philippine government and the MNLF in 1996 have resulted in the creation of the Autonomous Region of Muslim Mindanao, giving the

MNLF a stake in the country's political process – and as a result currently only the MILF and Abu Sayyaf are actively pushing for secession (Seachon, 2004). Sporadic violence and battles between Philippine government forces and insurgents in this region are not uncommon, with kidnappings and bombings frequently making the news (Seachon, 2004).

Overall, the Philippines have faced many of the same problems as other developing nations. Fortunately it has so far managed to avoid some of the harsher effects from downturns in the global economy in recent years, largely due to efforts to control the trade deficit, reduce debt ratios, and by adopting relatively conservative insurance and banking industry standards (Travel Document Systems, 2010). Significantly, the mainstay of the economy is bolstered by the massive influx of capital from the 4 to 5 million Philippine Overseas Contract Workers (OCW's) that work abroad (roughly half of which are in Saudi Arabia, but are also found in such places as Hong Kong, Japan, Malaysia, Singapore, Brunei, Saipan and Taiwan). In 2007 this amounted to some \$14.4 Billion USD – or roughly 10% of the country's GDP (Abano, 1997). In comparison, the amount of these remittances has outpaced the country's raw exports by 15 percentage points consecutively for the last several years (Abano, 1997). In a global economic downturn, these remittances from workers abroad could be sharply reduced sending a significant shock wave to the already troubled economy.

A final, although no less significant issue impacting the Philippines, (one that has been labeled in some circles as the "Flashpoint for World War III") is that of a multi-national territorial dispute over the Spratly Islands located in the South China Sea (Joyner). In 1999 the Philippines filed diplomatic protest against China's intrusion onto Spratly Islands Mischief Reef which is within the Philippines' 200-Mile Exclusive Economic Zone (EEZ) where China has built a five story concrete structure and smaller buildings for unknown purposes. In addition, currently some 44 of the 51 islands in this archipelago are inhabited or claimed by China, the Philippines, Vietnam, Taiwan, Malaysia and

Brunei - many of whom have overlapping claims (Joyner). Further complicating this scenario is the recent discovery of oil and natural gas, and the fact that these islands occupy a strategic position along the sea lanes that service South Asian ports as well within being in range of the Malacca and Sunda Straits – through which all traffic coming in or out of the Indian Ocean must pass (Joyner).

Future Operations in Peacekeeping – Republic of the Philippines

Barring a large scale inter-state conflict, the foreseeable “trigger events” leading up to the need for peacekeeping operations in the Philippines would most likely come from either: a) Civil war occurring in the southern region of the country precipitated by a secessionist push from Muslim separatist forces, or b) Collapse of the central government due to coup d’état by the Philippine Army or from a “People’s Revolution” with severe civil strife resulting due to the loss of government control and functioning.

Regardless of the specific cause, in the event that peacekeeping operations were authorized by the UN Security Council, this specialized Human Terrain Team would be integrated into the mission from the very beginning. A representative would be included in the Integrated Mission Planning Process (IMPP) at UN Headquarters and would be included in the pre-mission survey team sent to the area of operations (see Figure 7). During these initial stages, the HTT would draw on resources such as the HTS Research Reachback Center (the HTS research facility located in Virginia), SME-Net (an affiliation of Subject Matter Experts), Open Source research, and individual team member area knowledge and experience to provide needed information and mission guidance to UN Headquarters.

MODEL ORGANIZATION CHART MULTI-DIMENSIONAL PEACEKEEPING OPERATION

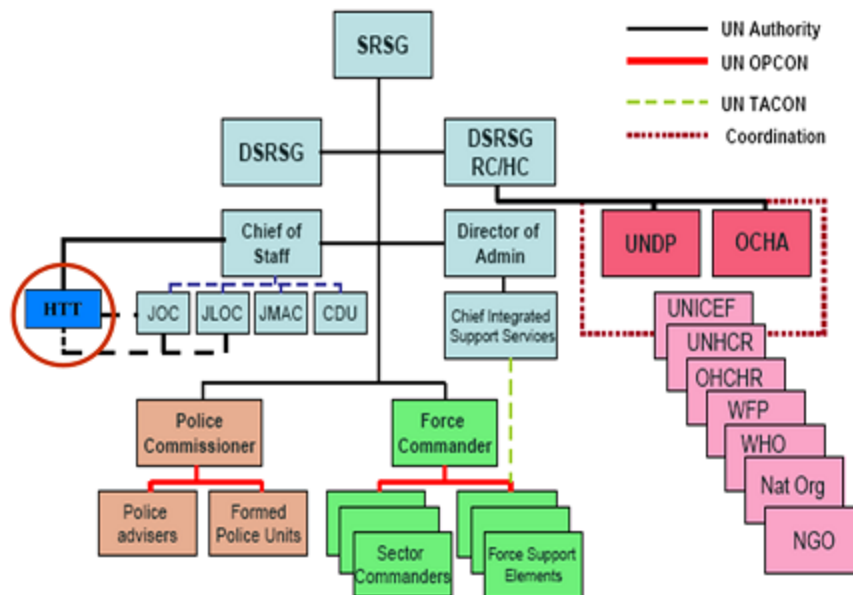


Figure 7. Peacekeeping Operations Staff Structure including HTT

The Philippines in particular poses many challenges for peacekeeping operations. A hot tropical climate combined with geographic conditions such as mountainous terrain and dense tropical forests are found in many areas throughout the country, which often lacks suitable roadways or airfields in many rural regions. There are in excess of 170 different languages spoken, and the local culture can vary dramatically from region to region – particularly in the predominately Muslim areas of southern Mindanao and the Sulu Archipelago, which prides itself on never being subjugated during the 333 year-long Spanish occupation from 1565 – 1898, and is quite wary of outside interference. In fact, the country as a whole has never particularly welcomed outsiders who are perceived as harboring hostile intent – Magellan purportedly met his demise during the “Battle of Mactan” in 1521 at the hands of a local chief who actively resisted Spanish colonization. U.S. troops were violently opposed

during the “Philippine-American War” following Spain’s defeat, and invading Japanese forces during WW II were met with vigorous guerrilla resistance.

Despite this past history, recently a great deal of success has been achieved in using combined U.S. and Filipino forces in order to counter insurgent elements in the southern part of the country. Since 2002 “Operation Balikatan” has incorporated a limited number of special U.S. troops which have been assisting the Philippines government in its efforts to combat terrorism (Shanker, 2009). The Joint Special Operations Task Force-Philippines (JSOTF-P), which has continued to operate for the last 8 years despite pressures to redeploy badly needed personnel to Afghanistan and Iraq, has trained local security units and provided logistical and intelligence support to the Armed Forces of the Philippines (AFP) engaged in fighting the insurgents – neutralizing key leaders of the Abu Sayyaf and Moro Islamic Liberation Front operating in the southern part of the country (Shanker, 2009). By Philippine law these U.S. forces are not allowed to take part in combat operations – by being deployed in a support capacity only and with the AFP conducting operations, the mission achieved noteworthy results and was well-received by the local populace, winning public support through projects such as civic action and medical assistance projects (Clark, 2010). As a result, many have remarked that this operation should serve as a benchmark for other global counterinsurgency efforts to model themselves after. Indeed, lessons learned from OEF-P emphasize the importance of maintaining a population centered approach. As stated by LTC Clark, success was achieved by “*focusing on the population, their needs, and security. It is the grievances of the population that creates the environment which harbors insurgents – so these needs must be addressed.*” (Clark, 2010).

It should be noted that the application of lessons learned from successful counterinsurgency campaigns can be invaluable to the conduct of successful peacekeeping operations as well. Although these are inherently two different types of operations altogether, the crucial element in both cases is

gaining the public's trust and support. It is the population itself that is the "Center of Gravity" for both counterinsurgency missions and peacekeeping operations alike, and lack of success in engaging the support of the public will all but doom the mission to failure. Despite the fact that the country is largely Roman Catholic in terms of religious identity and a large segment of the population in the Philippines speaks English is misleading (U.S. Department of State, 2010). Filipino society has its own unique values and sensitivities, and these can vary widely from region to region.

It is this critical requirement for understanding the local population where the HTT can be of greatest benefit to the peacekeeping mission. The HTT team would deploy with the advanced peacekeeping forces to gain "on the ground" perspective and first-hand situational knowledge to help the peacekeeping mission leaders better understand their AO. The careful crafting of IO messages in advance of the main peacekeeping body is essential in order to help built popular support and acceptance of the mission, with ongoing feedback needed as to whether or not these messages "resonate" well with the public is vital to insure the success of these efforts.

Filipinos place a high value on news transmitted to them by familiar sources, and as a result rumors and misperceptions can spread rapidly. Due to this, it is imperative that peacekeepers exhibit culturally astute behavior at all times - adhering to accepted social norms and local religious considerations in order to prevent any misunderstandings. In both the Christian and Muslim regions of the country enormous importance is placed on holidays and religious celebrations. Local festivals frequently are elaborate affairs that can disrupt traffic for hours, significantly hindering mission operations. Fireworks are often associated with major celebrations and are often employed exuberantly and in somewhat of an ill-controlled manner at times – potentially placing revelers and peacekeepers at risk. Patience and understanding are needed in dealing with these sorts of social

events. The HTT can provide peacekeepers with needed local cultural training and preparation in order to for them to anticipate these types of occurrences and to plan accordingly.

Part of HTT's task of conducting the CPOE will be to identify key formal leaders such as government officials as well as informal leaders, such as *Datu's* (Muslim community leaders), *Barangay* (village) *Captains*, religious leaders, and other personalities who hold significant influence and can sway public opinion considerably. The HTT would prepare the Senior Leadership Team for Key Leader Engagements with these individuals in order to better engage their cooperation and support. Communication styles in this country are often indirect, and the high context meanings behind conversations can easily be missed by outsiders, especially considering the value that Philippine society places on information that travels by word of mouth. As with many Asian cultures, the concept of "saving face" is paramount; an unintentionally angered Filipino can become a tenacious and dangerous adversary, potentially hindering efforts of the mission to gain public acceptance. Ultimately, winning public sentiment is vital for any peacekeeping efforts conducted in this country and uncontrolled rumor or actual cultural mishaps can literally make or break a peacekeeping mission. It is socio-cultural aspects of Filipino society such as these that the HTT can prepare and advise the peacekeeping mission for in order that it may operate more efficiently and effectively in this incredibly complex and diverse country.

Conclusions and Recommendations:

As the future unfolds, even the most stable of nations will undoubtedly experience tremendous pressures and challenges ahead. The status quo will change; new leaders will emerge, and others will fade. Indeed, even international boundaries as we know them today will shift - peaceably or by use of force - by the creation of new nation states as people yearn and continue the struggle to establish their own national identities.

Accordingly Peacekeeping Operations themselves must change as well to meet the emerging security challenges. There will be a need for faster response, quicker results, and more cost-effective deployments. In short, it is likely that more missions will need to be fielded with fewer resources, both men and materiel. Barring any revisions to the UN Charter that would radically alter the nature and purpose of peacekeeping operations, it may be suggested that these demands for greater operational efficiency and effectiveness may be best met with the inclusion of civilian experts through the establishment of specialized “Human Terrain Teams” that are embedded with deployed peacekeeping forces.

History has shown it is only through the cooperation of the local populace that attempts to restore stability and finding peaceable solutions to conflicts will succeed – it is this “Civilian Considerations” part of the equation that is the most vital, yet most difficult to achieve. Failure to positively engage the public in this effort or attempting to win solely through military efforts alone will more likely than not result in failure.

In summary, tomorrow’s peacekeeping operations will be more demanding and more challenging – and occurring in increasingly complex environments not previously experienced. The UN’s role in maintaining global peace and security is vitally important for stability in our changing world, and will undoubtedly continue to grow in importance in the future. A thorough understanding by the peacekeepers of the local population’s needs and grievances as well as understanding their culture and history will greatly add to operational effectiveness and potential mission success.

List of Acronyms and Definitions:

ADVON = Advanced Echelon. *Defn: Military units typically deploy in three groups – using an advanced echelon party, large main body, and rear echelon party.*

AFP = Armed Forces of the Philippines. *Defn: The Armed Forces of the Philippines consists of the Philippine Army, Philippine Air Force and Philippine Navy.*

AO = Area of Operation. *Defn: An area of operations is a geographic area defined by the Commander for the conduct of combat and non-combat activities.*

ASEAN = Association of Southeast Asian Nations. *Defn: Formed on August 8, 1967 it is a geopolitical and economic organization of 10 countries located in Southeast Asia.*

BCT = Brigade Combat Team. *Defn: This is the basic deployable unit of maneuver in the U.S. Army, usually commanded by a Colonel (O-6).*

COA = Course of Action. *Defn: A plan or intended set of actions that a military Commander may consider putting into motion.*

DDR = Disarmament, Demobilization, and Reintegration. *Defn: A peacekeeping strategy to disarm, disband and reintegrate combatants back into society.*

IPB = Intelligence Preparation of the Battlefield. *Defn: A systematic method of analyzing the effects of the enemy, environment and terrain on future operations.*

IMPP = Integrated Mission Planning Process. *Defn: The methodology that the UN uses for planning future integrated missions or revising existing ones.*

IO = Information Operations. *Defn: Coordination of military activities in order to influence, disrupt, corrupt, or usurp human and automated enemy information capabilities while protecting one's own capabilities.*

KLE = Key Leader Engagement. *Defn: Arranged meetings with key government officials, local officials, or other influential persons.*

NATO = North Atlantic Treaty Organization. *Defn: A military alliance of democratic states in Europe and North America, currently consisting of 28 members.*

OEF-P = Operation Enduring Freedom – Philippines. *Defn: Part of Operation Enduring Freedom, a joint U.S. and Republic of Philippines government counterterrorism effort.*

OPLAN = Operations Plan. *Defn: A formalized plan to put military forces in motion to achieve a certain objective.*

OPORD = Operations Order. *Defn: An OPROD is an OPLAN that has been approved by a Commander in order to set a military plan into action.*

SSR = Security Sector Reform. *Defn: Efforts to transform and improve a country's security apparatus in order to help foster sustainable development, democracy and peace.*

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