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## UN PEACEKEEPING IN CIVIL WARS

Civil wars pose some of the most difficult problems in the world today and the United Nations is the organization generally called upon to bring and sustain peace. Lise Morjé Howard studies the sources of success and failure in UN peacekeeping. Her in-depth analysis of some of the most complex UN peacekeeping missions debunks the conventional wisdom that they habitually fail, showing that the UN record actually includes a number of important, though understudied, success stories. Using systematic comparative analysis, Howard argues that UN peacekeeping succeeds when field missions establish significant autonomy from UN headquarters, allowing civilian and military staff to adjust to the post-civil war environment. In contrast, failure frequently results from operational directives originating in UN headquarters, often devised in relation to higher-level political disputes with little relevance to the civil war in question. Howard recommends that future reforms be oriented toward devolving decision-making power to the field missions.

LISE MORJÉ HOWARD is Director of the Conflict Resolution MA Program at Georgetown University.

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## ACRONYMS

ADEFAES	Demobilized Members of the Armed Forces of El Salvador
AG	South African Administrator-General
ANC	African National Congress (South Africa)
ARENA	Nationalist Republican Alliance
ASEAN	Association of Southeast Asian Nations
AU	African Union
CIVPOL	Civilian Police Division of a United Nations peacekeeping operation
CNRT	National Council of Timorese Resistance
CSCE	Commission on Security and Cooperation in Europe
DDR	Disarmament, Demobilization, and Reintegration
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of the Congo
DTA	Democratic Turnhalle Alliance
ECOMOG	ECOWAS Monitoring Group
ECOWAS	Economic Community of West African States
FADM	Armed Forces for the Defense of Mozambique
FAO	Food and Agriculture Organization
FMLN	Farabundo Martí Front for National Liberation
Frelimo	Mozambique Liberation Front
FUNCINPEC	National United Front for an Independent, Neutral, Peaceful and Cooperative Cambodia
HDZ	Croatian Democratic Union
IDP	Internally displaced person
IMF	International Monetary Fund
INTERFET	International Force in East Timor
IOM	International Organization on Migration
KFOR	Kosovo Force (NATO)
KPNLF	Khmer People's National Liberation Front
MINUSAL	United Nations Mission in El Salvador
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUA	United Nations Observer Mission in Angola

MONUC	United Nations Observer Mission in the Democratic Republic of the Congo
MPLA	Movimento Popular de Liberacao de Angola
NATO	North Atlantic Treaty Organization
NGO	Nongovernmental organization
OAU	Organization of African Unity
ONUB	United Nations Operation in Burundi
ONUMOZ	United Nations Operation in Mozambique
ONUSAL	United Nations Observer Mission in El Salvador
OSCE	Organization for Security and Cooperation in Europe
OSRSG	Office of the Special Representative of the Secretary-General
PLAN	People's Liberation Army of Namibia
PRK	People's Republic of Kampuchea (later known as SOC)
Renamo	Mozambican National Resistance
RPF	Rwandan Patriotic Front
RUF	Revolutionary United Front of Sierra Leone
SADC	Southern African Development Community
SADF	South African Defense Force
SDSS	Independent Serbian Democratic Party
SNC	Supreme National Council of Cambodia
SOC	State of Cambodia
SRSG	Special Representative of the Secretary-General
SWAPO	South West African People's Organization
SWAPOL	South West African Police
SWATF	South West African Territorial Force
UN	United Nations
UNAMET	United Nations Mission in East Timor
UNAMIC	United Nations Advance Mission in Cambodia
UNAMIR	United Nations Assistance Mission for Rwanda
UNAMSIL	United Nations Mission in Sierra Leone
UNAVEM	United Nations Angola Verification Mission (I, II, III)
UNCRO	UN Confidence Restoration Operation for Croatia
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNITA	National Union for the Total Independence of Angola
UNITAF	Unified Task Force (US)
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMISSET	United Nations Mission of Support in Timor-Leste

## ACRONYMS

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UNOCI	United Nations Operation in Côte d'Ivoire
UNOHAC	United Nations Office for Humanitarian Assistance Coordination
UNOSOM	United Nations Operation in Somalia (I, II)
UNOTIL	United Nations Office in East Timor
UNPREDEP	UN Preventive Deployment Force in Macedonia
UNPROFOR	United Nations Protection Force
UNTAC	United Nations Transitional Authority in Cambodia
UNTAES	UN Transitional Administration in Eastern Slavonia, Baranja, and Western Sirium
UNTAET	UN Transitional Authority in East Timor
UNTAG	United Nations Transition Assistance Group
USAID	United States Agency for International Development
WHO	World Health Organization
ZANU	Zimbabwe African National Union
ZAPU	Zimbabwe African People's Union



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## ACKNOWLEDGMENTS

When I began this project, I thought I would be writing a book about the sources of failure in UN peacekeeping. Before entering graduate school, I had been working at the UN, attending the daily press briefings from 1992 to early 1994, and most of what I heard was about disasters – in Bosnia, Somalia, Angola, and Rwanda. It wasn't until I started examining the UN's record from the viewpoint of a social scientist that I realized that there were numerous, unwritten stories of success. I therefore developed a research project aimed at finding the sources of success.

As I dove into the cases, I found myself on a tour of the world, tracking down the peacekeepers to ask them what they thought. I found six remarkable cases where UN peacekeeping in civil wars worked – in Namibia, El Salvador, Cambodia, Mozambique, Eastern Slavonia/Croatia, and East Timor. These are the main six stories that make up the heart of this book. There are other important attempts underway right now to create peace on the killing fields, and I only hope that some of the lessons from the successful missions will be applied elsewhere.

This book originated as a PhD dissertation at the University of California, Berkeley, and I owe many thanks to my dissertation committee members. Ernst B. Haas, my main mentor, was consistently challenging, brilliant, and unfailingly supportive throughout the entire process. I am extremely grateful for having had the honor and privilege of working with him, and I miss him dearly. My other committee members, George W. Breslauer, Steven Weber, and David D. Caron provided me with inspiration, constructive criticism, and excellent guidance.

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