

and coherent policy on the effective and appropriate use of the military in support of humanitarian goals.

It should be noted, however, that the MNF, in fact, played a political role despite limited operations. The very presence of the MNF provoked Tutsi rebels in Eastern Zaire to begin clearing out the refugee camps, which went a long way towards fulfilling the original goals of the mission. The MNF also played a political role on the ground in negotiating with regional leaders, including arranging some access for the Humanitarian Agencies to Eastern Zaire.

Recommendation 3: Nations participating in military operations while combatants are still engaged in hostilities must be aware that almost any use of military personnel will have a political influence on the ground. Coalition partners must be alive to the various political interests at play, and, to the

extent possible, should agree on the political/military role of the Force, and use it to that end.

**Observation 4:** Canada did not have the influence to direct the MNF in ways its "larger" partners did not want to go, nor could Canada effectively influence the parties on the ground.

By definition, smaller powers will generally not have the political, economic or military levers required to coerce reluctant partners into a particular action. This is, of course, particularly true in the case of the large powers in the coalition. Canada had few levers, beyond moral suasion, to pressure larger nations, a problem made worse because some of those nations had national agendas and geopolitical interests in the region which were often in opposition to Canadian intentions. Other, smaller members of the coalition also had their own sets of goals and interests which did not necessarily coincide with those of Canada. Canada was similarly unable to convince the parties on the ground to cooperate in any meaningful way with the MNF.

Recommendation 4: Smaller powers should attempt, if possible, to lead multinational coalitions only where there is limited involvement of major powers with significant geopolitical and/or economic interests in the affected region, and where they have guaranteed access to such key military resources as intelligence, essential logistics and sustainability.