

Summary of the Consultative Meeting with Members of the High-level Independent Panel on Peace Operations

Meeting Date and Time: Monday 26 January, 12:30-15:00 hours

Meeting Venue: 2nd floor Reception Room, UNU HQ, Tokyo

Meeting Attendance: Annex A

Introductory Remarks

1. Dr. David M. Malone opened the meeting by making several observations on the current state of UN peacekeeping which is characterized by an increased workload with budgetary restrictions. He noted both Japan's constraints as well as resources with respect to its ability to contribute to UN peace operations, remarking that with the devaluation of the Japanese currency, Japan will need to spend its money more strategically. Nevertheless, while JICA has been subject to a series of budget cuts, Japan's defense budget has been growing—a trend that may indicate the country's greater willingness to participate in peacekeeping operations (PKOs) in the future. Dr. Malone considered the possibility of Japan's contribution of high-tech contingents to be an extremely constructive form of engagement. He further observed that despite the sensitivities of the Japanese people concerning military involvement, peace-building and conflict prevention have continued to hold positive resonance in Japanese society.
2. Dr. José Ramos-Horta provided an overview of the aims of the High-level Independent Panel on Peace Operations. He noted that since the Brahimi Report, the nature of PKOs has changed immensely to encompass issues concerning women and children in conflict, protection of civilians, impunity of perpetrators, and the unacceptable behaviour of peacekeepers. Dr. Ramos-Horta highlighted that it was imperative that those involved in peacekeeping missions have moral authority, integrity, credibility, and competence.

Comments by Members of the High-Level Independent Panel on Peace Operations

3. Mr. Ian Martin raised a number of points for discussion. He remarked that although the situation of "having no peace to keep" is one that precedes the Brahimi Report, what is new in present-day operations are asymmetric threats such as terrorism, extremism and organized crime that are often transnational in nature. Today the UN faces the challenge of reconciling the task of protecting civilians with the human and financial resources of peacekeeping. Questions may also be raised with respect to peace enforcement missions and the extent to which the UN should engage in fighting and neutralization. Other issues raised by Mr. Martin for discussion were how to engage with regional actors such as the African Union, and the UN's capacity to ensure quality information and analysis.
4. Ms. Henrietta Mensa-Bonsu indicated several of the issues that will be considered by the panel. These include women, peace and security (she noted that there is also a separate review process on Security Council resolution 1325 taking place parallel to the High-level Panel); the challenge of ensuring sustainable peace after the withdrawal of a UN mission; and the need to clarify the definition and scope of peace-building within the remit of a UN peace operation. She questioned whether the UN has come to resort to using a "template" for its missions by incorporating standard elements (early elections and constitution writing etc.) without asking whether such processes are in fact suitable for a particular context. Finally, on the subject of African regional peacekeeping, Ms. Mensa-Bonsu observed that the continent has moved away from a principle of non-interference (as espoused by the Organization of African Unity) to one of non-indifference (as demonstrated by African Union's willingness to engage robust PKOs). While regional peacekeeping has the advantage of swifter deployment due to geographical proximity, it also comes at a risk of expanding the sphere of conflict, exemplified by the spreading of unrest in Kenya as a result of the country's military interventions in neighboring countries. Such considerations must be borne in mind when approaching the question of regional partnerships in implementing peace operations.

Evolving Conflict Trends and Implications for Peace Operations

The floor was then opened to the participants for their views on conflict trends and the future of UN peace operations. Below are some of the views expressed, categorized thematically.

5. **Merging the DPKO and DPA (Prof. Daisaku Higashi):** The Department of Peacekeeping Operations (DPKO) and Department of Political Affairs (DPA) should be reorganized under a single department at the UN headquarters so that the work of the UN departments dealing with UN peace operations can be streamlined. Mr. Martin agreed with the participant and commented that he had himself submitted a recommendation to merge the two departments.
6. **Reforming the recruitment system of the PKOs and SPMs (Prof. Daisaku Higashi):** There was a recommendation to reform the recruitment system for peace operations (which currently uses a roster system) to enable consideration of external applicants. Mr. Martin noted the difficulty of external involvement under the current recruitment system and acknowledged that it could be valuable to have a small core group of specialists in a mission who may not be on the roster, but who could make a contribution in the area of their expertise for a specified period of employment.
7. **Quality of police personnel (Ms. Ai Kihara-Hunt):** Concerns were also raised about the quality of the police personnel, many of whom come from countries which may not adhere to the democratic standards desired, and who are reported to be unable to carry out their functions effectively due to a lack of qualifications and/or personal integrity. Mr. Martin commented that there must be capacity-building of the police as an institution to address the needs of peace operations, with an inclusion of both specialized and civilian skills in the training. Ms. Mensa-Bonsu spoke of the difficulty of making demands on police-contributing countries given the limited human resources in this area. However, she observed that there is scope for the UN to place greater emphasis on the training of the police personnel they receive.
8. **Distinguishing peace-building from development (Prof. Tatsuro Kunugi; Prof. Daisaku Higashi):** Given that peace-building can spill over into development activities, one issue for the High-level Panel is how to delineate the two. The inclusion of development projects in peace operations was seen by one participant to carry the danger of local actors being misled into believing that conflict needs to continue in order to secure development assistance. This participant suggested the use of Quick Impact Project (QIP) funds instead to support social inclusion initiatives and build consensus on the nature of the institutions in a post-conflict society. Ms. Mensa-Bonsu commented that there is indeed scope to use QIPs more creatively and referred to the experience in Liberia where QIPs were used to build confidence and reestablish authority in local areas at a time when police capacity was stretched thin.
9. **Importance of conflict prevention (Prof. Tatsuro Kunugi):** With the upcoming international forums in 2015 on SDGs and climate change, and the stiff competition for resources that this panel is likely to face as a result, it is important to be selective in the recommendations made by the panel. It was suggested that conflict prevention be the central focus of the panel's recommendations, and that a clear timeframe be established for the achievement of goals.
10. **Structural factors of conflict such as war economies (Prof. Masako Yonekawa):** For the UN to conduct peace-building effectively, the structural factors underpinning conflict should be addressed such as the profiteers of war economies who benefit from prolonging the fighting. It was suggested that the UN rethink its understanding of categories such as "state" and "non-state", "combatant" and "civilian", "enemy", "refugee" and so on, as many of these distinctions are today becoming blurred.
11. **Soundness of mandates (Prof. Masako Yonekawa; Mr. Sugio Toru; Prof. Yasuhiro Ueki):** There was reflection on the overly state-centric nature of UN mandates. On the one hand, PKO mandates support the state; while on the other hand, they urge peacekeepers to protect civilians. The two goals however are not always compatible especially in situations where the state is a perpetrator of conflict or injustices against its people. There was also cautioning against overreliance on local ownership where state capacity is limited. Ms. Mensa-Bonsu commented that the UN as a forum of states will indefinitely be state-centric, but it is becoming clear that an overly statist orientation will face severe limitations in contexts such as in Central Africa where there is barely a functioning state. Mr. Martin responded that although the restoration of state authority appears in so many mandates, it is also true that

strengthening a state whose authority is questionable can be deeply problematic as demonstrated in the case of South Sudan. He further remarked that a number of countries have been arguing for an independent evaluation of PKOs, which, if realized, would entail an assessment of the match between the mandates and resources of a peace operation. Mr. Martin also acknowledged the difficulties accompanying local ownership and commented that rather than planning out missions upfront by following a “template”, his experience in Libya showed it was useful to witness the conditions on the ground before completing the planning of the mission. This way, a variety of factors can be taken into account, including the capacity for local ownership.

12. **Inclusive political processes (Prof. Daisaku Higashi):** A further issue raised for the panel’s deliberation was how to promote inclusive political processes which would lead to a compact on the new state after a conflict. Ms. Mensa-Bonsu acknowledged this to be a pressing issue but responded that the focus cannot solely be on UN action and that the host government needs to be accountable and take the initiative on projects for political inclusion and restoration of peace.
13. **Capacity building of the media (Ms. Kaoru Nemoto):** While UN peace operations have Public Information (PI) units, the focus there is information dissemination, and more can be done regarding the capacity building of the local media as an actor of peace-building. Local media can both instigate violence and contribute to community harmony. Since with SNS, anyone can disseminate information, the UN should think of ways to foster the values of diversity, tolerance and respect among SNS users. Ms. Mensa-Bonsu commented that the UN has hitherto not given enough thought to the capacity building of the local media. Mr. Martin reiterated the importance of communications and the roles played by both local and international media in ensuring that countries understand the nature and objectives of UN missions, not least in the host country where the local populace must appreciate what the UN is striving to achieve.

On what Japan could contribute

14. **Limitations of Japan’s 1992 PKO Law (Mr. Sebastian von Einsiedel; Prof. Masako Yonekawa):** Whilst there is a great deal of appreciation from the international community for Japan’s financing of peacekeeping operations and dispatch of engineering units to PKOs, there is a general feeling that there is still much untapped potential in respect of Japan’s contribution to UN peace operations. Japan’s 1992 PKO Law is ill-suited to today’s operational environment, in particular the requirements for there to be a ceasefire in place (increasingly rare in today’s conflicts) and for the use of force to be limited to the self-defense of Japanese nationals while the UN has extended its own peacekeeping principle on the use of force to cover the defense of the mandate as a whole. From a different angle, on the issue of greater Japanese peacekeeping involvement, a concern was expressed on behalf of the Japanese NGO community regarding the increasing militarization of the Japanese Self-Defense force.
15. **Specialized capabilities and high-tech contingents (Mr. Sebastian von Einsiedel):** Japan does well in specialized areas such as rapid deployment and engineering. The speed at which Japan was able to deploy an engineering unit to Haiti in the aftermath of the earthquake was impressive. One current reform initiative the UN proposes is the creation of a new category of “technology contributing countries,” in which Japan could potentially play a leading role. Ms. Mensa-Bonsu affirmed that Japan should indeed build on its comparative advantage, and that its technological contribution to bolster UN peace operations would be most welcome especially as non-state actors such as ISIS have significant technological resources today. Dr. Ramos-Horta commented that, since the UN does not have a standing army, the speed of deployment is a critical issue. In the experience of Timor Leste in 2006, rather than turning to the UN for peacekeepers (which would take months to be deployed), the Timorese leaders requested a “coalition of the willing” led by Australia which was deployed in a matter of days to stabilize the situation in the country. Dr. Ramos-Horta suggested that, even aside from the need for peacekeeping troops, it might be helpful to have a core group of willing countries that could be called upon to provide timely logistical and infrastructural support in crisis situations to meet the mobility, food and shelter needs of peacekeepers.
16. **Community policing (Mr. Sebastian von Einsiedel):** As the UN Police Force has increased significantly over the past decade, Japan, whose community policing is studied as a model around the world, could

potentially make significant contributions to UN peace operations in this area.

17. **Leading the way to a new humanitarian system (Mr. Michael Lindenbauer):** In this debate it is important not to forget that today the world is facing the worst refugee and IDP crisis since WW2. Old conflicts are dragging on, while new emergencies have surfaced. Humanitarian organizations are at a breaking point and the world is in need of a new system to better respond to multiple crisis situations. Against this backdrop, we need to take a holistic view and review the linkages between peace operations, humanitarian interventions and development. Japan was asked to take strong leadership in paving the way for the development of a new system that brings together all these elements, including the important issue of funding support.
18. **Supporting regional peacekeeping (Prof. Tomonori Yoshizaki; Prof. Hideaki Shinoda; Prof. Takaaki Mizuno):** A proposal was advanced for Japan's proactive involvement in training and educating peacekeepers through the ASEAN Peacekeeping Centers Network. It was also suggested that Japan play a greater role in the training of African peacekeepers, and one participant suggested that alongside the anti-pirate operations that Japan has been supporting off the coast of Somalia, Japan should bolster its humanitarian assistance to Somali refugees.
19. **Raising the profile of civilian contributions (Ms. Kaoru Nemoto; Ms. Junko Sazaki; Ms. Aiko Doden):** It was remarked that Japan's contribution of civilian personnel to UN peace operations is currently less than one per cent, and there is not enough awareness of the peace-building potential of civilians in Japan. Efforts therefore need to be made to raise awareness and enhance the profile of civilian contributions. Other participants also stressed the importance of reporting back project successes to the Japanese public through photos and other visuals to ensure the continued interest and support of the populace, as well as effectively branding Japan's international activities to project a positive image of the country's engagement abroad.
20. **Human-centred approach to peace-building (Amb. Kaoru Ishikawa; Prof. Jun Kukita; Prof. Hideaki Shinoda; Ms. Aiko Doden):** Another participant opined that Japan should not send combat troops but strengthen its human-centred approach to peace and development, building on past successes such as Japan's coordination of agricultural training for Cambodian farmers or capacity building of prospective peacekeepers and community leaders in Africa and the Middle East. There was also mention of the need for youth-directed programmes to ensure young people can develop a new positive identity in the post-conflict society. It was deemed important that Japan have a clear role in UN peace operations in areas it does best, such as training and engineering. Other suitable areas of involvement for Japan might be DDR, vocational training and medical assistance. Ms. Mensa-Bonsu responded that civilian personnel are the backbone of peace operations, for effective military and police involvement depends on such things as engineering capacity and the training of local staff. She also noted that the mission in Liberia, which encountered frequent vehicle problems in the muddy terrain, could have benefitted much from such contributions.

Concluding Remarks

21. **Prof. Sukehiro Hasegawa** closed the meeting by observing that most of the participants have advocated for continued humanitarian assistance and the training of peacekeepers as central aspects of Japan's contributions to UN peace operations. Japan needs to look both within and without. The country tends to spend a lot of time looking within and agonizing over internal issues, whereas in fact what we need to ask ourselves is: what can we do and what is expected by the international community? Prof. Hasegawa suggested that we may be usefully informed by the philosophers and thinkers of the past such as Lao Tzu who said that we need to know our allies and enemies well when devising a plan of action, and Einstein who claimed that knowledge is more powerful than the sword but imagination is more important than knowledge in finding out what is possible. Both soft and hard power need to be combined in a just application of those powers in order improve today's peace operations, and here, the UN is uniquely positioned to provide the world moral leadership.

(Summary prepared by Emmi Okada)

ANNEX A

Attendees of the Informal Meeting with Members of the High-level Independent Panel on Peace Operations (in alphabetical order)

Name	Title	Organization
Mr. William Barriga	Head	IOM Japan
Ms. Shica Branco	Secretary to President Jose Ramos-Horta	High-level Independent Panel on Peace Operations
Ms. Aiko Doden	Senior Commentator	NHK
Ms. Paula Donovan		
Prof. Sukehiro Hasegawa	Visiting Professor	United Nations University
Prof. Daisaku Higashi	Associate Professor Deputy Director	Research Center of Sustainable Peace, Institute of Advanced Global Studies, University of Tokyo
Amb. Kaoru Ishikawa	Senior Executive Director Executive Vice President	Japan Forum on International Relations Inc. Council on East Asian Community
Ms. Ai Kihara-Hunt	Former Staff	UN OHCHR
Mr. Tetsuo Kondo	Head	UNDP Japan
Mr. Jun Kukita	Representative	UNICEF Kazakhstan
Prof. Tatsuro Kunugi	Professor, Former ASG UN	ICU
Mr. Stephen Lewis	Co-Director	AIDS Free World
Mr. Michael Lindenbauer	Head	UNHCR Japan
Ms. Miko Maekawa	Director, Regional Programme	Sasakawa Peace Foundation
Dr. David Malone	Rector	UN University
Mr. Ian Martin	Panel Member	High-level Independent Panel on Peace Operations
Ms. Henrietta Mensa-Bonsu	Panel Member	High-level Independent Panel on Peace Operations
Prof. Takaaki Mizuno	Professor	Kanda University of International Studies; Asahi Shimbun
Mr. Motoo Noguchi	Former Judge	Cambodia Judicial Chamber
Ms. Kaoru Nemoto	Director	UNIC Japan
Ms. Emmi Okada	Programme Advisor/ JPO (from March)	Secretariat of the International Peace Cooperation Headquarters, Cabinet Office/ UNDP Timor Leste
Mr. Vesselin Popovski	Professor and Vice Dean	Jindal Global Law School, Jindal Global University
Mr. Suman Pradhan	Staff, Secretariat	High-level Independent Panel on Peace Operations
Dr. José Ramos-Horta	Chair	High-level Independent Panel on Peace Operations
Ms. Junko Sasaki	Head	UNFPA Japan
Ms. Noriko Shibata	Government Attorney	Ministry of Justice
Prof. Hideaki Shinoda	Director	Hiroshima Peacebuilders Center
Ms. Chika Suefuji	Training Officer	UNHCR Tokyo
Mr. Toru Sugio	Diplomat	Foreign Ministry Tokyo Gov.
Ms. Seiko Toyama	Chief of Recruitment and Training	Secretariat of the International Peace Cooperation Headquarters, Cabinet Office
Prof. Yasuhiro Ueki	Former UN New York DPI	Sophia University
Mr. Sebastian von Einsiedel	Director	UNU Centre for Policy Research

Mr. Yoshitaka Watanabe	Professor	Ministry of Justice
Ms. Ryoko Yonamine	Peace Activist, Former Cabinet staff	NGO
Prof. Masako Yonekawa	Professor	Rikkyo University
Mr. Tomonori Yoshizaki	Director	National Institute for Defense Studies