

Kyoto Peacebuilding Center (KPC)
Global Peacebuilding Association of Japan (GPAJ)
and
Academic Council on the United Nations System (ACUNS) Tokyo
Present

Mr. Naoto HISAJIMA
on
Japan`s International Peace Cooperation:
Past, Present, and Future

Wednesday, 27 July 2022
8:00 p.m. Tokyo, 1:00 p.m. Paris, 7:00 a.m. New York

Report compiled by: Maciej Witek

Part I: Presentation



Mr. Naoto Hisajima

Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima started by noting that this year marks the 30th anniversary of Japan's participation in the International Peace Cooperation. Coincidentally, the secretariat's headquarters implemented a new operation this year, regarding humanitarian assistance to the evacuees from Ukraine. It is an opportunity to look back on the past and ponder on the future. Mr. Hisajima presented briefly about the international context and challenges since the end of the Cold War, through the Gulf War in 1990, 9/11, and War on Terror in 2001, up until Russia's aggression against Ukraine.

Japan started its international peace activities in 1992 when the Japanese Diet passed the Act on the International Peace Cooperation. It was amended several times, and in 2015 third major amendment added expanded tasks to the possible operations and review of the authority to use weapons. Up to now, Japan dispatched more than 12,750 personnel, most of them being self-defense forces, police, and civilians to participate in 29 missions. Mr. Hisajima introduced also the four pillars, or categories of Japan's Participation in International Peace Cooperation, preconditions for participation, the so-called "Five Principles", and numerical data regarding Japan's past and current contribution to Peace Operations. They are presented as follows:

Four Pillars of Japan's Participation in international peace cooperation:

1. UN Peacekeeping Operations,
2. Internationally Coordinated Operations for Peace and Security,
3. International Humanitarian Relief Operations,
4. International Election Observation Operations.

Preconditions for participation in "The Five principles":

1. Agreements on a ceasefire have been reached among the Parties to Armed Conflict,
2. Consent for the conduct of UN peacekeeping operations as well as Japan's participation in such operations has been obtained from the countries to which the area where those operations are to be conducted belongs as well as the Parties to Armed Conflict.
3. The operations shall be conducted without partial to any of the Parties to Armed Conflict.
4. Should any of the requirements in the above-mentioned guidelines cease to be satisfied, the International Peace Cooperation Corps dispatched by the Government of Japan may terminate International Peace Cooperation Assignments.
5. The use of weapons shall be limited to the minimum necessary for the protection of the lives of personnel dispatched, in principle. When the consent for acceptance is deemed to be consistently maintained, the use of weapons in defense of the mission mandate is allowed in accordance with specific requirements.

Record of Japan's Dispatch to Peace Operations since 1992:

1. UNTAC, Cambodia 09.1992-09.1993: Engineering Units (600x2), Cease-fire observers (8x2), Civilian Police (75);
2. ONUMOZ, Mozambique 05.1993-01.1995: Staff Officers (5x2), Movement Control Units (48x3);
3. UNDOF Israel, Syria and Lebanon 01.1996-02.2013: Staff Officers (2x3, in 2009 3x4), Transport Units (43x33, in 2012 44x1), Liaison & Coordination Personnel (max 6);
4. UNAMET Indonesia 07.1997-09.1999: Civilian Police (3), Liaison & Coordination Personnel (max 3);
5. UNMISSET Timor-Leste 02.2002-06.2004: Staff Officers (10, from 2003 7), Engineer Units (680x2, from March 2003 522, from October 2003 405);
6. UNMIT Timor-Leste 01.2007-02.2008: Civilian Police (2x2), Liaison & Coordination Personnel (max 3);
7. UNMIN Nepal 03.2007-01.2011: Military Observers (6x4), Liaison & Coordination Personnel (max 6);
8. UNMIS Sudan 10.2008-09.2011: Staff Officers (2x6);
9. MINUSTAH Haiti 02.2010-02.2013: Staff Officers (2x6), Engineering Units (203x1, from 2010 346x1, from 2011 317x2, from 2012 297x1, from 2012 44x1), Liaison & Coordination Personnel (max 5);
10. UNMIT Timor-Leste 09.2010-09-2012: Military Observers (2x4), Liaison & Coordination Personnel (1);
11. UNMISS South Sudan 11.2011-present: Officers (3x5, 4x8), Engineering Unit (in 2012 239x1, from 2012 349x3, from 2013 401x2, from 2014 353x4, from 2016 351x1, from 2017 58x1), Liaison & Coordination Personnel (max 3);
12. MFO Sinai Peninsula 04.2019-present: Staff Officers (2), Liaison & Coordination Personnel (1).

Japan's Current Dispatch to Missions:

1. UN Mission in the Republic of South Sudan:
 - Current dispatch: 4 staff officers (November 2011 – present), logistics, intelligence, engineering, and aviation operation.
 - Mandate:
 - Protection of civilians,
 - Creating the conditions related to humanitarian assistance,
 - Monitoring & investigating human rights,
 - Supporting the implementation of the Agreement and Peace process,
 - Number of military personnel: 13,885
 - Number of countries dispatching personnel: 70
 - Major TCCs: Rwanda, India, Nepal, etc.
2. Multinational Force and Observers:
 - Current dispatch: 2 staff officers (April 2019 – present), liaison.
 - Mandate:
 - Monitoring of ceasefire between Egypt and Israel,
 - Facilitate the promotion of dialogues and trust-building between Egypt and Israel.
 - Number of military personnel: 1154
 - Number of countries dispatching personnel: 13

- TCCs: Australia, Canada, Colombia, Czech, Fiji, France, Italy, Japan, New Zealand, Norway, Uruguay, US, UK.

Japan's Contributions to Ukraine and Neighboring Countries based on International Peace Cooperation Act:

1. Contributions in Kind to UNHCR:
 - Used for Humanitarian Relief Operations for Ukraine evacuees conducted by UNHCR in Ukraine and neighboring countries.
 - Providing the following supplies stockpiled in Dubai for humanitarian assistance: 5,000 blankets, 4,500 plastic sheets, and 8,500 sleeping mats.
2. International Peace Cooperation Assignment for Ukraine evacuees:
 - Sending Self-Defense Force aircraft to carry relief supplies of UNHCR from UAE to Poland and Romania about once a week from early May through the end of June.

Mr. Hisajima introduced also a United Nations Triangular Partnership Programme. A serious shortage of engineering equipment and operators has been a major obstacle in the recent UN Peacekeeping mission. Former Prime Minister Abe committed to supporting rapid deployment at the PKO summit in September 2014. Since 2015, the Government of Japan has supported the UN Triangular Partnership Programme (TPP) and conducted training for the operation of heavy engineering equipment. Japan Ground Self-Defense Force (JGSDF) personnel have been dispatched as instructors and have trained engineering personnel from African and Asian countries. The scope of training was expanded to the medical field in 2019. JGSDF personnel has been dispatched as instructors for life-saving training. In addition, a project to introduce telemedicine into PKO missions started in 2021 with support from Japan.



Mr. Takakazu Ito
Senior Programme Manager, Triangular Partnership Programme,
Department of Operational Support, United Nations

Mr. Ito presented more details regarding the UN Triangular Partnership Programme (TPP) and Japan's contributions in a briefing prepared especially for GPAJ members. He stated that the TPP is the UN Secretariat's largest training and capacity building programme for uniformed peacekeepers and its objectives are to: strengthen peacekeeping through T/PCC training that addresses capability gaps and refines required skills; provide a framework for partnership initiatives that improve the capabilities of peacekeepers and operational support in peace operations; and contribute to peacekeeping (A4P/A4P+) priorities.

Mr. Ito also presented the strategic shifts in the programme. It has evolved and expanded from a training project in one thematic area in one region to a comprehensive training programme in multiple thematic areas in multiple regions. TPP was initially an "investment" in the potential deployment of TCCs, but is now an "enabler" that supports TCCs deploy trained units and soldiers to missions. Multiple Member States' course curricula are being harmonized to ensure quality control of training, and the selection of trainees is conducted based on comprehensive selection criteria followed by verification.

Mr. Ito highlighted the fact that the initiative which began with the generous financial contribution of one country, Japan, now enjoys the support and participation of many countries. Australia, Bangladesh, Belgium, Brazil, Canada, Denmark, France, Germany, Greece, India, Israel, Japan, Kenya, Morocco, Netherlands, ROK, Switzerland, Togo, Uganda, US, Vietnam, and NATO provide funding, trainers, and other in-kind contributions. Brazil, Kenya, Morocco, Rwanda, Vietnam, and Uganda hosted TPP courses; Indonesia will host a TPP course in summer 2022. TCC partners that have benefitted from TPP training include Kenya, Uganda, Ghana, Tanzania, Rwanda, Vietnam, Sierra Leone, Nigeria, Nepal, Indonesia, Morocco, Cambodia, Bangladesh, Senegal, Bhutan, Zambia, India, Togo, Cote d'Ivoire, Pakistan and many more. On top of that, United Nations is working extensively with internal partners including in DOS, DPO, and field missions as well as with regional organizations like ASEAN, European Union, and African Union to ensure that TPP continues to deliver courses that meet evolving peacekeeping needs.

In terms of training provided by TPP, face-to-face and/or remote options are available in the areas of engineering (Heavy Engineering Equipment operator training, maintenance, physical security infrastructure, environmental management), medical (field medical assistants course) and C4ISR (orientation, technology for women, spectrum management, radio operations). There is also a pilot program in telemedicine.

Mr. Ito elaborated on the Japanese contributions to the TPP as a founding member, donor and provider of Self-Defence Forces trainers. Noting that many TCCs can provide the troops and the “quantity” required, he expressed hope that Japan will continue to take leadership in strengthening UN peacekeeping by improving the “quality” of peacekeepers by supporting the training and capacity-building work of TPP.

Part II: Commentators



Mr. Tadamichi Yamamoto
Former SRSG to Afghanistan and Head of UNAMA

Mr. Yamamoto expressed appreciation to both presenters for their presentations. He stated that it is a quality of contribution that makes a difference, and how does Japan enable the capability of PKO operations? Not by just a number of people that have been dispatched. PKO is a partnership operation between the UN Secretariat and the Member States. The synergy of the cooperation is very important. Dialogue between the NY and the Member States is going to be important in ensuring that the PKO is going to be more efficient and meet the needs. Mr. Yamamoto also stressed the importance of working more closely between the policy-oriented approach to the issues (ie. foreign policy of the government of Japan) and the actual PKO. The UN Peace Missions have all the elements of politics, military, human rights, rule of law, and development well combined, and this comprehensiveness allows the PKO to be effective. In the past, emphasis was placed on ensuring that the Self Defense Forces and military operations, and dispatches are going to be possible, and this was crucial given the political circumstances surrounding the dispatch. However now people are trying to look at how effective Japan can be

in contributing to the PKO. It would be good if, on the Japanese side, the policy-oriented approach was given more weight in terms of coordination with the actual PKO office. That and continued close cooperation with the UN headquarters will allow Japan to be more effective and meet demands and needs on the ground.



Mr. Stephen Browne
Former UN Representative to Ukraine and Rwanda

Mr. Browne mentioned that in 2015 the UN produced two comprehensive reports, one on Peacebuilding Architecture, and the other on Peace Operations. These were very important as a preface to the Secretary-General and his deliberations on how to address the Peace Operations in the larger sense. However, as we know the records instead have not been glittering by any means. In the first year of the SG, there was the Rohingya genocide for which no early warning was adequately provided, despite the fact that it was supposed to be a part of the new UN mandate. There is also an ongoing process of peacekeeping in the Democratic Republic of Kongo, there was no sustainable diminution in the level of conflict. These and the Ukraine crisis are a vivid demonstration of the limitations of the UN. But of course, the organization is dependent on the decisions of the Member States. Peace Operations is just one of the four pillars of the UN, the others being Human Rights and Justice, Humanitarian Intervention, and of course Sustainable Development. These different functions are still pursued too independently, and yet suppressing conflict and maintaining peace is not purely a matter of military concern. Conflict is bound up with critical consideration of human rights, and it is usually economics that drives most conflicts in the world. And yet, the UN does not take a sufficiently holistic approach. UN spending on peacekeeping is only a third as much as the spending on humanitarian disasters. The development agenda talks about leaving no one behind, but it does not include explicit concern for conflict, nor does it include a humanitarian agenda. After the SDG was agreed upon in 2015, a whole new conference had to be called to draw a separate humanitarian agenda – this is not a holistic approach. What does it mean for Japan's support? Mr. Browne suggested that in addition to the proposals that are being put forward for non-lethal assistance, it should give more comprehensive support to pre and post-conflict situations. For example helping to boost the early warning systems, through more technological systems. And beyond this, Japan might also consider funding field personnel in UN country offices. Not military personnel, but people with peace and development mandate.



Mr. Takahiro Shinyo
Former Ambassador to the UN and Germany, Professor at the Kwansai Gakuin University

Mr. Shinyo reminded us that Japan has already 30 years of dispatching peacekeepers. The problem is that Japan is not dispatching troops in recent years, and also has a limited number of personnel. Why? The first reason could be perhaps that there is very small political motivation to get more involved. The lack of participation of Japan in a decision-making process regarding peacekeeping is very much limiting. If Japan would be in the Security Council and participated in

the decision-making, there would be more political stimulus to be more involved. The second is a more structural problem. PKOs are mostly entrusted to regional organizations. That is not bad, but it will not give any option for the advanced countries to participate in a local PKO. The PKO mandate has become more robust, going far beyond the traditional one. Also, the accord upon which the peacekeeping is going to be dispatched is becoming very blurry, the agreement is not so clearly mandated. It is difficult to grasp if there is any peace to be protected. Next year Japan would be in the Security Council and should be more active in discussions on those issues. There is also the problem of the Security Council members, particularly those permanent. It became so difficult for countries to produce the ceasefire agreement because of the rivalries, and confrontation among the P5 countries. The credibility of the Security Council is in crisis. One other issue is that countries that use vetoes do not expand the mandate of peacekeeping. PKO became a victim of this.

Part III: Discussion



Mr. Sukehiro Hasegawa

Former Special Representative of the Secretary-General for Timor-Leste. Distinguished Professor of the Kyoto University of the Arts

Mr. Hasegawa congratulated the participants for their excellent presentation and comments. He then asked a question about a point made by Mr. Hisajima, regarding the legal basis of two Japanese operations. The first one is transporting functions of the relief supplies from Dubai to Ukraine. The second one is about the triangle program.

As it was implied, Japan should be more engaged in four areas of the UN. Maybe Japan can accelerate this trend, how it can be done in light of the vacuum that exists in the legal interpretation?

Mr. Naoto Hisajima

Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Experience of being in charge of human rights issues in NY when he served as a minister at the permanent mission of Japan to the UN. He was also in charge of humanitarian assistance. He noted with much interest Mr. Browne's words on the lack of synergy between the four pillars of the UN. The headquarters, in charge of the International Peace Cooperation Act, conduct operations in response to a request by international organizations. Regarding Mr. Hasegawa's question, it would be difficult without such a request. When it comes to humanitarian assistance, in the case of Ukraine there was already a legal base to provide assistance.



Mr. Akio Nakayama
Former Country Director, IOM Country Office, Myanmar

Mr. Nakayama referred to Mr. Browne's comments about the lack of early warning on the Rohingya crisis and compared it to the current situation in Myanmar, including border regions. In many ways, it might be another failure to address another warning signal. A large part of border regions of Myanmar is under the control of ethnic armed organizations, which became a safe haven for many pro-democracy activists, ousted MPs, defectors from security forces, and civilian affected by security clearance operations. Is it possible for Japan to provide direct cross-border humanitarian assistance to those

border areas in cooperation with ethnic civil-society organizations, not going through Myanmar's military authority?

Mr. Naoto Hisajima
Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima replied that at this moment it is hard to answer as the Cabinet Office is probably not in a position to reply.

Mr. Stephen Browne
Former UN Representative to Ukraine and Rwanda

Mr. Browne noted that during the 1980s and 1990s, UNDP was specifically constrained from spending any money on or through the government of Myanmar. In the multilateral system, there is thus a precedent for not using the government as a channel for assistance, which might be interesting for Japan as an example.



Ms. Vasanti Ranganathan
Resource Head, Lake View Learning and Development Center

Ms. Ranganathan recalled that it was mentioned that economics plays a big role in establishing peace. Also, Positive peace talks about human capital and economic engagement. How to ensure that the youth and students become aware of working across borders in terms of maintaining peace since we travel and are virtually connected for studies and work? How to help them understand the necessity of relying on each other in terms of peace language and peace activities?

She was engaged with AOTS and work with Companies and educational institutions for many years. How can they engage better in creating peacebuilders?

Mr. Naoto Hisajima
Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima stated that many schools and training organizations have been doing a very good job in developing countries. He hopes that any education or training will lead to a better understanding of peacebuilding.



Mr. Ken Inoue
Vice-President, Global Peacebuilding Association of Japan

Mr. Inoue noted that the Japanese government also donated passive military items for Ukraine, for example, helmets and bulletproof vests. Is that so? In that case, was it donated from Mr. Hisajima's office or the Ministry of Defense? Also relating to TPP, his understanding is that Japanese military personnel will go the other country and train military people in that country. However, it is not necessary that all the people trained by the Japanese will be dispatched to PKO. Who might be deployed to other conflicts or wars?

Mr. Naoto Hisajima
Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima clarified that the donations of the items mentioned for Ukraine are directly managed by the Ministry of Defense. Regarding the training conducted by Japanese personnel, it is training in engineering and medical activities under the framework of UN programs, hence he does not regard them as military assistance.

Mr. Takakazu Ito
Senior Programme Manager, Triangular Partnership Programme, Department of Operational Support, United Nations

Mr. Ito confirmed the words of Mr. Hisajima. The TPP is under the Department of Operational Support which oversees the supply chain, logistics, and technology. The training provided to the military is in this operational support and non-combat areas. . For instance, for engineering training, they are trained in the operation and maintenance of heavy machinery, etc. It is far away from military combat or the use of force-related activities. Indeed, not 100% of trainees are deployed to UN peacekeeping. Many have been deployed, but it is also a fact that no member state and no TCC have soldiers dedicated 100% to peacekeeping. They will be deployed for one or two years to UN peacekeeping, and then come back to their countries and undertake national defense activities that may not be directly linked to peacekeeping.



Mr. Alistair Edgar
Associate Professor, Wilfrid Laurier University, Executive Director, Academic Council on the United Nations System (ACUNS)

Mr. Edgar asked what the prospects are for more explicit coordination or cooperation between Japan, China, or South Korea in supporting PKO. In Canada, there is a saying that quantity has a quality all of its own. Canada for 6 months provided 250 personnel and 6 helicopters for the UN mission in Mali. Is there a possibility for Japan to be able to support that kind of medical, evacuation, and local transportation support to the UN operations?

Mr. Takahiro Shinyo

Former Ambassador to the UN and Germany, Professor at the Kwansei Gakuin University

Mr. Shinyo stated that definitely, the countries were able to cooperate, they started in Cambodia in 1992. In those days the collaboration between Japan and China was very close, also between Japan and Germany. The other example is the case of Sudan. Japanese and Korean battalion has been working very close together. Japan, Korea, and China should do more in terms of military and non-military engagement.

Mr. Naoto Hisajima

Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima noted that cooperation between Japan, China, and South Korea depends on the concrete situation when it arises.



Mr. Taro Nishikawa

Master's in international Affairs student at Hertie School, Berlin

Mr. Nishikawa noted that during the presentations he was particularly impressed by the point that Japan needs to contribute with quality, not quantity. In his opinion, one good way to show the presence by quality is by sending high-rank officers on Peacekeeping Missions. Are there any plans for sending high-rank officers?

Mr. Naoto Hisajima

Director-General, Secretariat of the International Peace Cooperation Headquarters, Cabinet Office, Government of Japan

Mr. Hisajima stated that Japan is interested and making efforts in sending high-rank officers when the opportunity comes up. It may depend on the organization's needs, the personnel available and other elements.



Ms. Yumiko Kaneko

Project Manager, UNDP Philippines

Ms. Kaneko noted that in her observation Japan is not so much interested in peacekeeping support and assistance. Is there any change or new trend possible? If Japan can be more actively engaged, what components are necessary?

Mr. Naoto Hisajima

**Director-General, Secretariat of the International Peace Cooperation Headquarters,
Cabinet Office, Government of Japan**

Mr. Hisajima believes that Japanese public opinion is very supportive of international peace cooperation after 30 years of history. It is not necessarily vocal or explicit, but for example, in the case of Ukraine he felt many of the Japanese public behind the assistance. There are a variety of forms of cooperation and each one of them is meaningful. The Air Self Defense Force mobilized more than 200 officers for the Ukraine operation, who did not stay in Poland or Romania for months or a year, but flew there eight times in two months. The provision of Japanese humanitarian materials to Ukraine evacuees did not involve Japanese personnel on the ground, but those materials were surely great help to the evacuees

Mr. Hasegawa Sukehiro

**Former Special Representative of the Secretary-General for Timor-Leste. Distinguished
Professor of the Kyoto University of the Arts**

Mr. Hasegawa summarized the discussion and noted that a change is taking place in Japan's support for International Peace Operations, also for non-UN operations, and TPP training activities. The barometer that the government is moving is acceptance by the people, and in Japan, democratic governance is working. This discussion did not particularly reveal any call for more military engagement by Japan in the Peace Operations. Perhaps Japan is moving in the right direction, but very slowly. Maybe we should speed up the transformation toward peace engagement.



Mr. Daiki Inoue

**Graduate Student at the Graduate Institute of International and
Development Studies, Geneva, Organizer of the seminar**

Mr. Daiki Inoue is a member of the Board of Directors of the Global Peacebuilding Association of Japan (GPAJ). He is a graduate of the Hosei University of Tokyo.