

Executive Summary of the Report of the Advisory Group on International Cooperation for Peace

(Introduction)

1. In May 2002, in a speech delivered in Sydney, Australia, Prime Minister Junichiro Koizumi stated that in response to countries suffering from conflicts Japan would consider increasing its international role by focusing on the consolidation of peace and nation-building. Subsequently a 16-member team¹ was convened as the

Members of the Advisory Group on International Cooperation for Peace

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Advisory Group on International Cooperation for Peace. After six months of discussion from June to December, the Advisory Group has compiled this report.

(Trends in International Peace Cooperation)

2. The report of the Advisory Group points out that the search for peace through the prevention of inter-state conflict is insufficient and in particular, since the conclusion of the Cold War, there is a necessity for measures to deal with large-scale violence that transcends national borders, civil war and terrorism. It also points out that threats spread in such an extreme speed that global action is now warranted in order to assure the safety of each and every country.

(Framework for International Peace Cooperation Activities)

3. In the current situation facing the international community, the traditional peacekeeping activities centering around the United Nations are no longer sufficient to maintain peace and safety around the world. It is now necessary to transform a situation of vulnerable ceasefire to sustainable peace and to restore stability to communities that have been devastated by civil war. The “consolidation of peace” refers to support provided to prevent the reoccurrence of conflict, including the promotion of the peace process, the enlargement of humanitarian and rehabilitation assistance, and the securing of domestic stability and security. “Nation-building” refers to support for the creation of political, economic and social frameworks in regions where such instability exists. These above-mentioned activities are collectively known as “peace-building,” which is becoming more diverse in their application in the areas of conflict around the world, and swift and flexible participation is required in their implementation.

(Current Status of and Challenges for Japan’s International Peace Cooperation)

4. After the Second World War, there existed in Japan a deep-rooted pacifism, though this tended to be somewhat theoretical and passive in nature. Since the first participation in the peacekeeping operation (PKO) in Cambodia a decade ago,

Japanese activities in the area of international peace cooperation have been gradually expanding. However, it cannot be denied that there is still a considerable gap in scale and deployment capabilities when compared to other developed countries. To help bridge this gap, further efforts on a national scale are required. To this end, a solid national consensus must be obtained concerning how Japan should involve itself with the international community.

(Policy to Improve and Strengthen International Peace Cooperation - Recommendations -)

5. In undertaking activities in the area of international peace cooperation Japan is shackled by many systemic constraints, and neither can it be said that cooperation is sufficiently developed among related agencies and organizations. International peace cooperation should now be positioned as one of the fundamental tasks of the government and for this purpose, legislation needs to be refined, revisions made to decision-making processes, and a training system established for human resources. From this perspective, it is incumbent upon the government to enhance and improve the organizational structure related to international peace cooperation.

6. Official Development Assistance (ODA) has to date focused on the premise of reducing the number of people in poverty and various means to bridge economic divides. However, now it is also required that ODA be used actively for such efforts as conflict prevention, prompt conflict resolution and post-conflict emergency humanitarian aid and reconstruction assistance. Support is also required for refugees and internally displaced persons, landmine removal, social integration of ex-combatants, election support, the reconstruction of basic social services, and governance-related assistance in administrative, police and judicial areas. In addition, more active application of ODA is required for the development of economic and social infrastructure, including education.

7. This report recommends a comprehensive and seamless approach from conflict prevention to peace consolidation and nation-building and to full-fledged reconstruction and development assistance, and calls for enhanced partnership and cooperation among the Japan International Cooperation Agency (JICA), non-governmental organizations (NGOs), private enterprises and academia.
8. In addition, given that the role of civilian specialists is very large in this endeavour, the report emphasizes the realization of a more active dispatch through the International Peace Cooperation Law. At the same time, multi-faced PKOs are increasingly deployed, and in this context, the activities of civilian police officers are further expanding. It is therefore necessary for international peace cooperation that involves civilian police to be positioned on clear legal foundations for the responsibilities of the National Police Agency and for a special police unit to be established in the National Police Agency.
9. With regard to the “Five Principles” of participation in PKO, given the unprecedented developments in the international situation, they should be interpreted flexibly in order that the civilian specialists may be exempted from the scope of application of the “Five Principles” for cooperation in their humanitarian relief operations and election monitoring activities. Concerning civilian specialists engaged in humanitarian relief operations, practice should be reviewed for the purpose of more swift dispatch, and at the same time, assistance is needed with the flexible application of the Japan Disaster Relief Law.
10. In addition, Japan should participate in the UN Standby Arrangements System, which aims to deploy UN PKOs speedily, and at the same time with regard to Japan’s cooperation (for example, logistic support such as medical care, communications and transport) to multilateral peace cooperation activities which are deployed on authorization of UN resolutions (the so-called “multilateral forces”) that have in recent years been increasing in number. This report recommends the

opening of study into the creation of a general legal framework.

11. In order that government and the private sector can fully cooperate in international peace cooperation activities, the report recommends the creation of an organic mechanism, including existing organizations, which will enable the efficient and comprehensive development, training, recruitment and dispatch of human resources. It is necessary to promote various registration systems for human resources and create a network of them, promote theoretical analysis on international peace cooperation, and to create comprehensive career plans with regard to those engaged in international peace cooperation activities. To this end it is necessary to strengthen personnel exchange and partnership within the country as well as internationally, from the long-term perspective.
12. The report points out that the Japanese criteria for “safety and security” are excessively high compared to international standards, and at the same time, in order to secure the safety of persons employed in international cooperation, more multi-layered measures are recommended, including such efforts as the creation of a manual for security, the securing of means of transportation in emergencies, the enhancement of intelligence gathering and analysis and the improvement of training for crisis management.
13. NGO activities that have recently become more vigorous are to be welcomed, though such activities have yet to reach a sufficient level on the international front. The report recommends that a path should be sought to strengthen the presence of Japanese NGOs at the UN and other organizations, and that the assistance for health and safety through such means as NGO Humanitarian Emergency Assistance Grants should be enhanced. It would also be advisable to consider an appropriate compensation given the gap among those persons who are injured in the course of peace-building activities and the fact that some NGO personnel are not covered by the workers’ accident compensation insurance.

14. For the peace-building throughout the world in the 21st century, the people of Japan should engage in active debate, through further information disclosure and expansion of dissemination both domestically and overseas, concerning the expectations of the international community for the role Japan should perform. It is a matter of pressing urgency that the people's understanding be further promoted, thus enabling Japanese people to participate actively in a broad scope of international cooperation activities.

Policy to Improve and Strengthen International Peace Cooperation

- Recommendations -

It is an urgent challenge for Japan to cooperate more actively, more comprehensively and more flexibly for international peace (peace consolidation and nation-building), and this challenge should be positioned as a fundamental duty of our nation. We propose the following in order to promote systemic revisions, and specific policy enhancement and expansion with a view to rising to this challenge, and we will disseminate this policy worldwide.

1. Improve and expand the structure for promotion of international peace cooperation

(1) International peace cooperation is a comprehensive approach that ranges from conflict prevention to “ peace consolidation and nation-building (peace-building) ” to full-scale assistance for reconstruction and development. To ensure that international peace cooperation is carried out speedily and consistently, the Government should improve and expand the relevant institutional frameworks.

(2) In order to implement international peace cooperation (above, (1)), ministries and agencies involved with international peace cooperation should deepen mutual understanding and strengthen the cooperation among the Japan International Cooperation Agency (JICA), non-governmental organizations (NGOs), private enterprises, and the academic community.

2. Active dispatch of civilian specialists and civilian police

(3) To ensure the more active dispatch of civilian specialists, the International Peace Cooperation Headquarters of the Cabinet Office should take advantage of the experience and know-how built up by the Japan Disaster Relief Team to improve the

Secretariat's structure in operational aspects such as the selection of dispatch personnel (in particular, utilization of the Humanitarian Relief Experts (HUREX) system), training and the procurement of medical equipment and supplies.

(4) The international peace cooperation duties carried out by civilian police should be clearly stipulated by law as the responsibility of the National Police Agency, with a police unit within the Agency that is supported by its own logistic capability to be ready for dispatch. Personnel of the unit should be selected on a volunteer basis. Since the establishment of the unit would need to take into account the serious security situation within Japan where crime is increasing, necessary measures must be taken based on the character of the new responsibilities.

(5) We seek amendment of the International Peace Cooperation Law and the Police Law to assign additional responsibilities based upon the operational capacity of Japanese police officers, in order that they may carry out duties befitting their actual capacity. If adding such new responsibilities is difficult, the possibility of dispatch within the scope of guidance, advice and observation operations should at least be considered.

(6) With the cooperation of the Cabinet Office, the National Police Agency and other relevant ministries and agencies, we seek the implementation of police officer education and training in language ability, local intelligence, and weapons use, the improvement and development of equipment and materials, the enhanced support in terms of daily essentials, lodging and communication methods, and the clarification of procedures and the securing of methods involved in unit withdrawal. Coordination needs to be carried out with the relevant UN department to ensure that the police officers dispatched from Japan are organized in as few units as possible from the perspective of management, efficiency and security.

3. Immediate development of legislation toward more flexible international peace cooperation

(7) Make participation possible, for example, on the basis of a UN Security Council

resolution, even if the conditions of the so-called five principles of participation in peacekeeping operations (PKO) are not entirely fulfilled, such as in the case where parties to armed conflict have ceased to exist and ceasefire agreement and consent to Japanese deployment have lost their meaning.

(8) Make possible “escort operation” and “the use of weapons against attempts by forceful means to prevent discharging duties (called B-type weapon-use in Japan)” in international peace cooperation, in conformity with international standards.

(9) Change the international peace cooperation assignments prescribed under Article 3 of the International Peace Cooperation Law, from the current list enumerating permitted functions (Positive List) to a list of strictly prohibited functions (Negative List).

(10) Exempt the participation of civilian specialists in humanitarian relief operations and election monitoring activities from the scope of the so-called five principles of PKO participation under the International Peace Cooperation Law.

(11) Enable flexible dispatch, under the Ministry of Foreign Affairs Establishment Law, under certain conditions, for conflict related election monitoring activities based on the request of international organizations, including the dispatch of groups to monitor elections carried out a certain time after conflicts and small-sized monitoring groups.

(12) The practical application of HUREX should be speedily realized to ensure prompt dispatch of civilian specialists in humanitarian relief operations based on the International Peace Cooperation Law. Meanwhile, consideration should be given to the possibility of providing assistance through flexible application of the Japan Disaster Relief Law (JDR Law) to post-conflict disasters, not directly connected to conflicts temporally or spatially, while giving the utmost respect to ensuring the safety of personnel.

(13) In relation to the UN Standby Arrangements System, which aims to ensure the speedy deployment of UN peacekeeping operations, Japan should, at a minimum , participate in Level 1 (announcement of the types of units which may be dispatched, personnel numbers and dispatch period that may be sent, within a certain period), and if

possible Level 2 (advance submission of more detailed plan of the above items) .

(14) Amend the Self-Defense Forces Law to establish international peace cooperation as a regular duty of the Self-Defense Forces (SDF), and prepare units within the SDF with a high level of readiness to ensure timely and appropriate dispatch.

4. Broader international peace cooperation activities

(15) Promote greater efforts for the conclusion of conflict and the realization of peace through mediation and conciliation between parties to armed conflict by such means as appointing internationally experienced persons as government representatives to specific regional conflicts and recommending them for the roles in international organizations.

(16) Commence consideration of a general legislation concerning Japan's cooperation in multinational peace operations deployed on the basis of UN resolutions (the so-called "multilateral forces"), for example, in logistical support such as medical, communication and transport.

(17) Consider a budget system enabling swifter financial assistance to activities related to the consolidation of peace, confidence-building, disarmament and maintaining public order, which involve the military.

(18) Carry out organizational improvements, including the possible creation of a new body, to support disarmament-related activities with regard to the disposal of remaining weapons after conflicts.

5. Extended utilization of ODA in the international peace cooperation area

(19) Actively utilize ODA to promote international peace cooperation activities at each stage from conflict prevention to peace-building and assistance for reconstruction and development.

(20) Place priority in the active utilization of ODA on "peace consolidation" – assistance to refugees and internally displaced persons, removal of anti-personnel

landmines, disarmament, demobilization and reintegration (DDR), election support, and restoration of basic infrastructure, and on “nation-building” – support in administrative, police and judicial areas, economic and social infrastructure development, and assistance in education and media services.

(21) Implement effective assistance in the area of international peace cooperation through deepening dialogue with other donor countries and international organizations and through cooperating in a way that capitalizes on the comparative advantages of each party.

6. Fill the gaps in assistance from emergency humanitarian assistance to full-scale reconstruction assistance

(22) In order to ensure seamless and comprehensive assistance from emergency humanitarian assistance to full-scale reconstruction assistance, make more use of the Emergency Relief Survey and Grant Assistance for Grass Roots Projects, based on discussion with humanitarian and development organizations.

(23) Study a more flexible budget system in order to render more prompt and flexible assistance, using the United Kingdom conflict prevention fund system (“Conflict Pools”) as a source of reference.

7. Establish a system to nurture, train and dispatch expert human resources

(24) To create an organic mechanism, uniting government and the private sector, in order to achieve more comprehensive and effective training, recruitment and dispatch of international peace cooperation specialists by utilizing JICA or non-profit organization projects and schemes and cooperating with various training institutions and research institutes in other countries. In order to contribute to fostering the human resources to underpin the peace building efforts in the international community this mechanism should accept students and trainees in the area of international peace cooperation not just from within Japan but from around the world.

(25) To ensure the rapid recruitment and dispatch of personnel, establish a central human resources management system, promote the utilization and networking of an overall human resources registration system such as the HUREX system and at the same time act to enhance the systems of pre- dispatch tune-up and post-dispatch follow-up.

(26) Encourage the advancement of the urgent theoretical and scholarly analysis of international peace cooperation by research and training institutions in collaboration with their counterparts in other countries.

(27) In order to improve the functions of universities in the international peace cooperation area, improve the system supporting the dispatch of university teaching staff, make appropriate assessment of overseas activities by teaching staff, and promote participation in the consultant registration system by universities themselves.

8. Establish comprehensive career plans for those involved in international peace cooperation

(28) Strengthen the system concerning the provision of information and advice related to career planning such as undergraduate and postgraduate majors, internship and scholarship programs and job vacancy information concerning a wide range of international organizations, as well as overseas missions of the Japanese government.

(29) In order to facilitate participation in the area of international peace cooperation by interested people, promote the spread and flexible application of such systems as secondment, leave of absence and volunteer holidays.

(30) Promote the careers of personnel involved in the area of international peace cooperation through the further improvement of personnel exchange and cooperative team activities, in coordination with international organizations, international NGOs and other donor countries. In addition, greater utilization of human resources should be promoted and career paths in the area of international peace cooperation should be established through the expansion of job opportunities and positions in Japan for those with relevant experience.

(31) The internship system should be enhanced to enable those who are interested in

international peace cooperation to experience field work through practical training, and the system allowing this experience to be accredited as undergraduate or postgraduate credits should be spread widely.

(32) Utilizing the existing list of various training institutions, create, publish and maintain “the International Peace Cooperation-related Training Guidebook” on a website in order to contribute to more thorough information acquisition and provision.

9. Establish safety and security measures, improve the compensation system

(33) All organizations and groups involved in international peace cooperation should appoint and assign personnel to handle safety and security issues in order to strengthen local information-gathering and analysis. In addition, the preparation of a safety manual, the securing of means of communication and transport for evacuation, the securing of support functions such as health management and medical care, and the improvement of training to cope with emergency situations should be sought.

(34) Take measures to ensure that the level of accident compensation for prefectural police officers seconded to the National Police Agency as officers of the international peace cooperation unit and dispatched overseas reflect equivalent compensation as prefectural police officers.

(35) Consider increasing support for the health and safety of NGO personnel who involve themselves in activities immediately following the outbreak of conflict or disaster through NGO Humanitarian Emergency Assistance Grants, one form of Grant Assistance for Japanese NGOs Projects.

10. Increase support for NGOs

(36) Strengthen various government support for NGOs involved in international peace cooperation, for the purpose of the stabilization of administration, the improvement of human resource development through training in Japan and overseas and dispatch and employment of advisors and trainers, and research and surveys.

(37) Take possible measures to advance Government-NGO dialogue and partnership to secure the presence of Japanese NGOs in the decision-making process concerning humanitarian relief operations in the UN and international humanitarian relief organizations and others.

11. Increase public understanding and participation

(38) Promote vigorous national debate through symposia and the media on Japan's roles and responsibilities, as well as the expectations of the international community, so as to increase public understanding and attain broader and more active public participation.

(39) Promote public understanding and participation by more information disclosure concerning activities in international peace cooperation and communicating the achievements and challenges to the public in an easy-to-understand manner.

(40) Vigorously communicate a clear message through media and international fora about the role played by Japan in international humanitarian assistance, peace operations and peace and security.