

# Chapter 19

## International coordination

19.1 A crucial aspect of international peacekeeping operations is the interaction that takes place between participating nations. Typically, this interaction is coordinated by global organisations, such as the United Nations (UN), or by regional organisations—such as the North Atlantic Treaty Organization (NATO), the Association of Southeast Asian Nations (ASEAN) or the Pacific Islands Forum (PIF).

19.2 This chapter examines Australia's engagement with global and regional organisations in peacekeeping operations. It first explores Australia's engagement with the UN before examining Australia's contribution to regional organisations. It concludes by identifying initiatives that could strengthen Australia's capacity to contribute to global and regional peacekeeping initiatives.

### Australia's engagement with the UN

19.3 As outlined in Chapter 2, Australia recognises the important contribution made by the UN to maintaining international peace and security. Australia also recognises that the UN remains a key international partner in policy development and information sharing in peacekeeping.

19.4 Australia supports the activities of the UN in a number of important ways: it provides personnel for peacekeeping operations, it contributes to the UN's peacekeeping budget, it participates in discussions about policy development and, where possible, it contributes to the UN's ongoing reform of its peacekeeping operations.<sup>1</sup>

19.5 All member states share the costs of UN peacekeeping operations. Australia's annual share of the UN peacekeeping budget is approximately \$100 million. This equates to a contribution of approximately 1.8 per cent of the approved total cost.<sup>2</sup> As of January 2008, the top 10 providers of assessed contributions (that is, non-voluntary financial contributions) to UN peacekeeping operations were: the United States, Japan, Germany, the United Kingdom, France, Italy, China, Canada, Spain and the Republic of Korea.

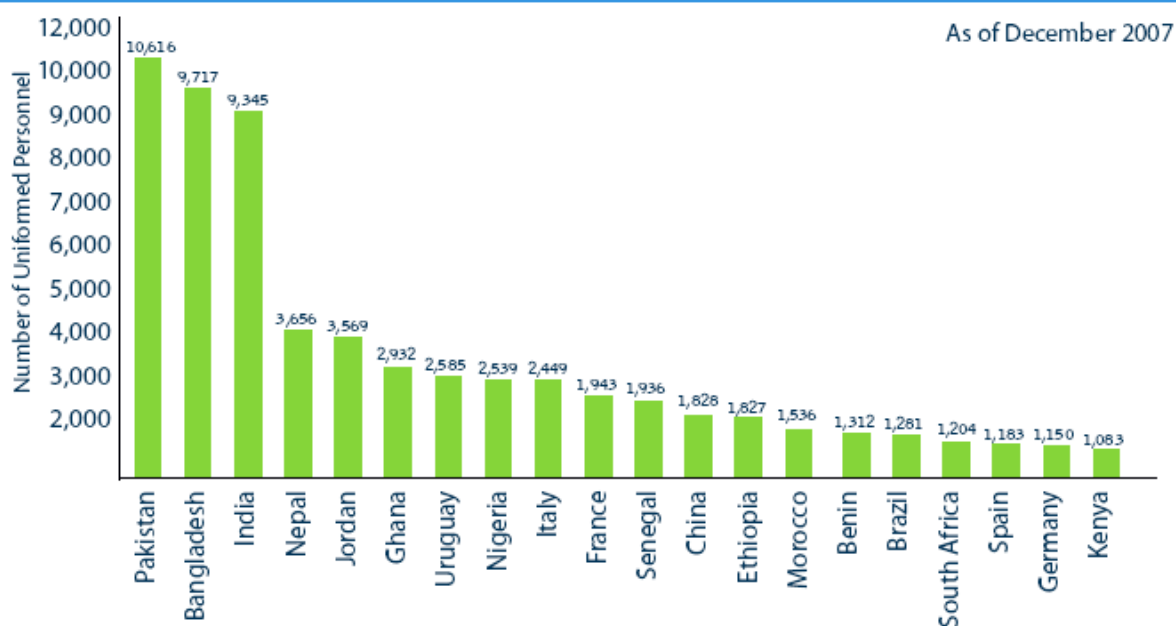
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1 DFAT, *Submission 15*, p. 10.

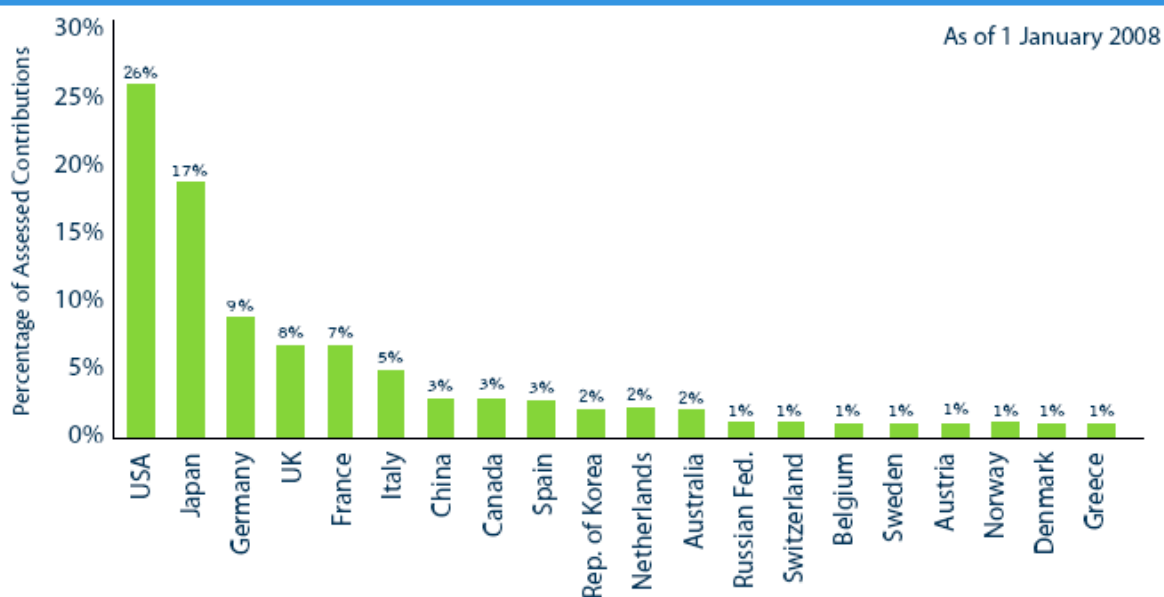
2 DFAT, *Submission 15*, p. 11.

Contributors to UN peacekeeping operations<sup>3</sup>

## Top 20 Contributors of Uniformed Personnel to UN Peacekeeping Operations



## Top 20 Providers of Assessed Contributions to UN Peacekeeping Budget



19.6 A nation's assessed contribution is determined by the General Assembly. It takes into account the relative economic wealth of member states with permanent members of the Security Council required to pay a larger share.

3 United Nations Peacekeeping Fact Sheet, <http://www.un.org/Depts/dpko/factsheet.pdf> (accessed 3 April 2008).

19.7 Regarding the contribution of personnel to UN operations, as of 31 March 2008, Australia contributed 107 military and police personnel and was ranked 62<sup>nd</sup> internationally.<sup>4</sup> Beyond this commitment, it should also be noted that Australia has over 900 personnel committed to regional peacekeeping operations.

### ***Australia's Permanent Mission to the UN***

19.8 Australia's Permanent Mission to the UN in New York is the key instrument for Australia's engagement with the UN. It is headed the Ambassador and Permanent Representative to the UN.

19.9 Staff at the mission are responsible for engaging on a regular basis with UN bodies and member states on various issues, including UN peacekeeping reform and the development of doctrine and policy. These staff are seconded from DFAT, AusAID, Defence and the AFP. DFAT staff monitor and engage in the work of different committees, including those involved with aspects of peacekeeping operations; AusAID staff manage engagement with the Peacebuilding Support Office; and Defence and AFP staff engage with the UN Secretariat on operational matters.<sup>5</sup>

19.10 In addition, the AFP's Police Adviser liaises with the Department of Peacekeeping Operations (DPKO), and facilitates engagement in training and policy. The Police Adviser also represents Australia at the Special Committee on Peacekeeping (C34).<sup>6</sup>

### ***Agency contact with the UN***

19.11 Individual government agencies have direct contact with the UN through liaison officers; nonetheless, DFAT tends to be the lead government agency in coordinating Australia's engagement with the UN on peacekeeping issues. For example, the United Nations Integrated Mission in Timor-Leste (UNMIT) required DFAT to work closely with the UN Secretariat, operation partners and the Timor-Leste Government.<sup>7</sup>

19.12 The AFP regularly contributes to the work of the DPKO's best practices unit, and several AFP officers have held key UN positions, including the Deputy Senior Police Adviser in Cyprus (UNFICYP).<sup>8</sup>

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4 United Nations, Department of Peacekeeping Operations, [http://www.un.org/Depts/dpko/dpko/contributors/2008/mar08\\_2.pdf](http://www.un.org/Depts/dpko/dpko/contributors/2008/mar08_2.pdf) (accessed 2 July 2008).

5 DFAT, answer to question on notice 2, 24 July 2007.

6 *Submission 28*, pp. 13–14.

7 For further information see: <http://www.un.org/Depts/dpko/missions/unmit/> or <http://www.unmit.org/> (accessed 2 July 2008).

8 *Committee Hansard*, 25 July 2007, p. 27; *Submission 28*, pp. 13–14.

19.13 AusAID noted its work with the UN Office for the Coordination of Humanitarian Affairs (OCHA), explaining that it had provided funding to OCHA's Civil–Military Coordination Section in a bid to help achieve more effective civil–military coordination.<sup>9</sup>

### ***Placements in the UN DPKO***

19.14 The UN departments responsible for peacekeeping are the Department of Peacekeeping Operations and the Department of Field Support (formerly, the Department of Peacekeeping Operations, DPKO).<sup>10</sup>

19.15 Prior to this restructure, the DPKO had a policy that each member country could have up to three seconded officers working in the DPKO at any one time. As at July 2007, Australia had two secondees from the Department of Defence: one was a training officer in the Training and Evaluation Service and the other was a planning officer in the Military Planning Service.<sup>11</sup> The third seconded officer was from the AFP: Mr Andrew Hughes was appointed in August 2007 to the position of Senior Police Adviser in the DPKO, the most senior police position in the UN.<sup>12</sup> In this position, Mr Hughes is responsible for 'coordinating police involvement in UN peace efforts, including establishing doctrine, procedures and standards'.<sup>13</sup>

19.16 As at July 2007, there were a further 14 Australian nationals (non-government employees) working in the DPKO.<sup>14</sup>

### ***Increasing representation in the UN***

19.17 Some submitters and witnesses to the inquiry expressed the view that Australia could increase its representation in the UN, particularly senior staff, and that more could be done to harness the skills of secondees upon their return.<sup>15</sup>

19.18 Major General Ford claimed that the ADF has a culture that does not value secondments to the UN:

So first of all there has to be an acceptance that going and doing a UN assignment is actually good for your career and is as demanding as being

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9 *Submission 26*, pp. 12–13.

10 UN General Assembly, *General Assembly gives support to the Secretary-General's proposals to restructure United Nations peacekeeping, disarmament*, GA/10579, 15 March 2007, <http://www.un.org/News/Press/docs/2007/ga10579.doc.htm> (accessed 5 July 2007).

11 See DFAT, answer to question on notice 1, 24 July 2007.

12 DFAT, answer to question on notice 1, 24 July 2007.

13 The Hon Alexander Downer MP, Minister for Foreign Affairs, 'Australian secures top police job at the UN', Media release, 10 August 2007 (archived) (accessed 10 December 2007).

14 DFAT, answer to question on notice 1, 24 July 2007.

15 *Committee Hansard*, 20 August 2007, p. 18.

the battery commander or being the brigade major in the deployable force headquarters up in Brisbane or Townsville. That is not accepted yet. It is not seen as a good career move to go off and have a posting, in the police or the military.<sup>16</sup>

19.19 Major General Smith, Austcare, also commented that the ADF needed to be confident that the personnel selected for UN secondments would return to the ADF, thereby allowing the organisation to benefit from their experiences:

We just recently sent a major general to the Middle East...I am talking about the UNTSO, the United Nations Truce Supervision Organisation—for his terminal posting. I think that is a critical place to have somebody who can come back to Australia and give us the benefit of his experience there.<sup>17</sup>

19.20 The ADF and DFAT both stated that they would like to see as many Australians as possible in the UN secretariat, particularly at the more senior levels.<sup>18</sup> Lt Gen Gillespie noted that the ADF considers 'very carefully every bid that we get from the United Nations asking us whether we want to contribute [to] particular operations and appointments'.<sup>19</sup>

19.21 The current government has identified its membership of the UN as one of the 'three pillars' of its foreign policy and the Prime Minister has recently announced that Australia will seek election as a non-permanent member of the UN Security Council for 2013–2014. The committee also notes that DFAT's Portfolio Budget Statements 2008–09 states that DFAT 'will seek to secure further senior Australian representation in the United Nations'.<sup>20</sup> The committee acknowledges these attempts to further strengthen Australia's engagement with the UN.

### ***Committee view***

19.22 The committee considers that it is in Australia's interests for government personnel to be seconded to the UN. It also believes that government departments could be more active in seeking out these opportunities. While the committee considers that this would be of particular value for senior government officers, it sees little value in secondments being used as 'terminal postings'. The committee strongly believes that the knowledge of returning personnel should be harnessed by the home agency to improve the agency's understanding of UN processes, and facilitate Australia's UN engagement. Additionally, such secondments would help develop the

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16 *Committee Hansard*, 20 August 2007, p. 21.

17 *Committee Hansard*, 6 September 2007, p. 32. Also see Major General Ford, *Committee Hansard*, 20 August 2007, p. 18.

18 *Committee Hansard*, 25 July 2007, p. 67.

19 *Committee Hansard*, 6 September 2007, p. 47.

20 Foreign Affairs and Trade, Portfolio Budget Statements 2008–09, p. 15.

capacity of Australian officers to work with other international organisations such as the World Bank and the International Monetary Fund.

### **Recommendation 25**

**19.23 The committee recommends that Australian government agencies actively pursue opportunities to second senior officers to the United Nations. Furthermore, that such secondments form part of a broader departmental and whole-of-government strategy designed to make better use of the knowledge and experience gained by seconded officers. In other words, appointments should not be terminal postings and should be perceived as important and valuable career opportunities.**

### **Regional engagement**

19.24 Although the UN remains the prime organisation for international peace and security, the increasing number and scope of peace operations has led to a greater emphasis on regional peacekeeping coalitions and stronger regional engagement. As noted in Chapter 2, individual countries, regional organisations and coalitions conduct peacekeeping operations within the framework of Chapter VIII of the UN Charter. Defence underlined the importance of Australia's engagement in regional peacekeeping operations:

It is in Australia's interest to actively pursue the enhancement of regional cooperation in peace operations capability and interoperability. This has the added benefit of generating regional confidence and enhancing Australia's international relationships.<sup>21</sup>

19.25 In some cases, where it is vital to Australia's interest to have a peacekeeping operation in the region, Australia will look to other countries for both political and material support. For example, the committee has discussed Australia's successful efforts to marshal international support for INTERFET. At that time, the then Minister for Foreign Affairs recognised that INTERFET needed to be 'a multinational force' and expressed his appreciation to the regional partners for their participation in the force: New Zealand, Thailand, the Philippines, Singapore and Malaysia. The minister also recognised the support given to the mission by Korea, China and Japan and assistance provided by the UK and the US.<sup>22</sup>

19.26 DFAT plays a key role in engaging regional organisations and contributes to the capacity of these organisations to respond to regional security challenges.<sup>23</sup> Other

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21 *Submission 30*, p. 7.

22 The Hon Alexander Downer MP, Minister for Foreign Affairs, answer to question without notice, *House Hansard*, 20 September 1999, p. 9926.

23 *Submission 15*, pp. 9–10.

agencies too, such as the ADF and the AFP, continue to build relationships with partner organisations in the region to prevent and respond to crises.<sup>24</sup>

19.27 Unlike security arrangements in some other regions—such as NATO in Europe—the Asia–Pacific does not have a collective security institution to manage conflict. Peacekeeping arrangements tend to be approached on a case-by-case basis. In this section of the report, the committee considers the existing forums contributing to the region's capacity for peacekeeping operations, as well as other regional engagement initiatives undertaken by Australian government agencies.

### ***ASEAN Regional Forum***

19.28 The ASEAN Regional Forum (ARF) seeks to promote open dialogue on political and security cooperation in the region. It was established at the ASEAN Ministerial Meeting in Singapore in 1993, and the inaugural meeting of the ARF took place in Bangkok in July 1994. The objectives of the ARF are to:

- foster constructive dialogue and consultation on political and security issues of common interest and concern; and
- make significant contributions to efforts towards confidence-building and preventive diplomacy in the Asia–Pacific region.<sup>25</sup>

19.29 While the ARF provides a structure for improving mutual understanding and preparedness for peacekeeping operations, it is not a collective security organisation.<sup>26</sup> Nevertheless, it has taken some important steps to help coordinate security and peacekeeping-related endeavours among its members. The ARF encourages closer military-to-military and civil–military engagement in areas such as disaster relief and pandemic response. DFAT reported that the general principles being developed have broader applications to peacekeeping operations.<sup>27</sup> For example, the first ARF peacekeeping experts group meeting was co-hosted in Malaysia by Australia and Malaysia in early 2007. The meeting was to share information, standardise doctrine and develop a better understanding of each country's approach to peacekeeping and deployment. It was attended by military and foreign affairs representatives from 24 of the 26 ARF member countries.<sup>28</sup> DFAT expected that New Zealand and Singapore would host a similar meeting in 2008.<sup>29</sup>

19.30 Defence commented that they were seeking to promote the ARF's capacity:

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24 AFP, *Submission 28*, p. 14.

25 Further information about the ARF can be found at: <http://www.aseanregionalforum.org/AboutUs/tabid/57/Default.aspx> (accessed 7 July 2008).

26 DFAT, *Committee Hansard*, 25 July 2007, p. 68.

27 *Committee Hansard*, 25 July 2007, p. 68.

28 DFAT, *Committee Hansard*, 25 July 2007, p. 68.

29 *Committee Hansard*, 25 July 2007, p. 68.

Our long term goal is the evolution of a regional framework for standardising approaches to peace operations, conducting multilateral exercises and the planning and conduct of operations by a unified regional task force. Australia is promoting within the ASEAN Regional Forum (ARF) the establishment of a network of peacekeeping expertise and the development of ASEAN CIMIC standard operating procedures.<sup>30</sup>

19.31 DFAT made a similar statement about Australia's work within the ARF.<sup>31</sup>

### ***Committee view***

19.32 The committee acknowledges Australia's work with like-minded ASEAN nations to develop a regional peacekeeping capability. It believes that these endeavours could be consolidated at both planning and operational levels and sees particular value in Australia seeking to establish joint training exercises with ASEAN nations.

### ***Pacific Islands Forum***

19.33 The Pacific Islands Forum (PIF) is an inter-governmental organisation which seeks to enhance cooperation between the independent countries of the Pacific. Founded in 1971 as the South Pacific Forum, PIF is the region's premier political and economic policy organisation and has 16 member states. Its headquarters are in Suva, Fiji, and the forum meets annually to develop collective responses to regional issues.<sup>32</sup>

19.34 The PIF can mandate peacekeeping operations through the Biketawa Declaration. The declaration was adopted at the 31st Summit of PIF Leaders in Kiribati in 2000. It provides 'a mechanism through which [the Forum] can call on members to uphold democratic principles and to take certain actions, including targeted measures, if a member state breaches those principles'. The declaration was the mechanism through which the PIF endorsed RAMSI in 2003.<sup>33</sup>

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30 *Submission 30*, p. 7.

31 *Submission 15*, p. 10.

32 Members include: Australia, Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu. Recently, New Caledonia and French Polynesia have become associate members. Further information about the activities of the Pacific Islands Forum can be found at: <http://www.forumsec.org.fj/pages.cfm/about-us/> (accessed 7 July 2008).

33 The Hon Alexander Downer MP, Minister for Foreign Affairs, *House Hansard*, 30 October 2000, p. 21583. For the full text of the Biketawa Declaration see: <http://www.forumsec.org/resources/article/files/Biketawa%20Declaration.pdf> (accessed 4 March 2007).



19.35 RAMSI demonstrates the potential for PIF to take a central role in promoting peace and stability in the southwest Pacific.<sup>34</sup> It is a multilateral, regional operation whose legitimacy stems, in large measure, from the strong regional support for the mission. DFAT emphasised this point:

The participation since December 2006 of all sixteen Pacific Island Forum member nations, and successive endorsements of RAMSI by PIF Leaders' Meetings, and by the Forum Eminent Persons Group, demonstrates the level of regional support for RAMSI and adds to the mission's credibility as a regional initiative. The contribution and participation of regional personnel resulted in a level of ownership of what was perceived to be a regional solution to a regional problem.<sup>35</sup>

19.36 Even though PIF was instrumental in establishing RAMSI, its role in the implementation of the mission has, until recently, been limited. A review undertaken in 2007, which was prompted by the concerns of the Solomon Islands Government, noted:

...RAMSI lacked a regional oversight mechanism to anchor RAMSI's regional character not only in terms of its personnel but also in the way its strategic direction is monitored.<sup>36</sup>

19.37 The review made three critical recommendations:

- the regional character of RAMSI be strengthened, giving PIF a more prominent and structured role in the mission's oversight and governance;
- a Ministerial Standing Committee be established to provide strategic oversight of RAMSI and to report annually; and
- the PIF Secretary General endorse the position of RAMSI Special Coordinator (now nominated by Australia in consultation with Solomon Islands).<sup>37</sup>

19.38 The RAMSI experience highlights the important role PIF can provide in regional security. It also points to the importance of having good procedures and mechanisms in place to ensure that regional responses to crises are not only endorsed at a regional level, but continue to be implemented and monitored on a regional basis as they progress.

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34 For example, in 2005, the Pacific Islands Forum Eminent Persons Group saw the increased involvement of other Forum Island Countries as a means of countering this impression of Australia's dominance. It had heard complaints that only five civilians from the Forum Island countries were working in the civilian component of RAMSI and that this component was 'very much Australian driven'. Report of the Pacific Islands Forum Eminent Persons Group, *Mission Helpem Fren, A Review of the Regional Mission to Solomon Islands*, May 2005, p. 11.

35 *Submission 15*, p. 12.

36 Pacific Islands Forum, *Review of the Regional Assistance Mission to Solomon Islands (RAMSI), April–June 2007*, p. 4.

37 Pacific Islands Forum, *Review of the Regional Assistance Mission to Solomon Islands (RAMSI), April–June 2007*, pp. 4 and 6.

19.39 It is clearly in Australia's national interest that Pacific island states are politically stable, are supported by good governance programs and that their citizens have the opportunity to enjoy satisfactory standards of living. The PIF is the ideal forum through which Australia can assist the region build an effective peacekeeping, peacebuilding capacity. The committee notes that the Prime Minister, Kevin Rudd, announced in March 2008 that Australia was seeking to host the 2009 Pacific Islands Forum.<sup>38</sup>

### ***Proposed Australia–Pacific Islands Council***

19.40 In several previous reports, the committee has commented on the role of people-to-people, business-to-business and organisation-to-organisation links in sustaining healthy, strong and mutually beneficial relationships with other countries in the region.<sup>39</sup> Such connections are essential to creating an environment in which Australia is better able to elicit support from its neighbours for a regional peacekeeping operation and sustain that commitment for the duration of the mission.

19.41 In its 2003 report on Australia's relations with Papua New Guinea and the island states of the south-west Pacific, the committee recommended that the government establish an Australia–Pacific Council. The purpose of the council was to 'advance the interests of Australia and the countries of the Pacific region by initiating and supporting activities designed to enhance awareness, understanding and interaction between the peoples and institutions of the region'.<sup>40</sup> In its response to the committee's recommendation, the government recognised the value of broadening and promoting Australia's relations with Pacific island countries. It informed the committee that any future consideration of an Australia–Pacific Council 'would need to examine both the feasibility and potential benefits of such a council, including financial and other resource requirements'.<sup>41</sup>

19.42 The committee notes that an independent taskforce has recently published a special report on the future directions of Australia's Pacific islands policy. Published through the Australian Strategic Policy Institute (ASPI), the report recommends the establishment of an Australia–Pacific Islands Council.<sup>42</sup>

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38 Prime Minister, the Hon Kevin Rudd MP, 'Australia seeks to host 2009 Pacific Island Forum', Media release, 8 March 2008.

39 For a summary, see Senate Standing Committee on Foreign Affairs, Defence and Trade, *Australia's public diplomacy: building our image*, August 2007, pp. 79–81.

40 Senate Foreign Affairs, Defence and Trade References Committee, *A Pacific Engaged*, August 2003, p. xxx. See also Chapter 8.

41 *Government response to the Senate Foreign Affairs Defence and Trade References Committee Report—A Pacific Engaged—Australia's relations with Papua New Guinea and the island states of the south-west Pacific*, 7 April 2005, p. 19.

42 Australian Strategic Policy Institute, *Engaging our neighbours: Towards a new relationship between Australia and the Pacific Islands*, Special Report, Issue 13, March 2008, p. 7.

19.43 The committee's 2007 report on Australia's public diplomacy noted that Australia currently has nine bilateral foundations, councils and institutes (FCIs) that work with a particular country or region of the world. Although they have their own mission statements, in general, their overarching objective is to develop and strengthen people-to-people links and to foster greater mutual understanding.<sup>43</sup> The committee acknowledges that such a council would help to develop people-to-people contacts and important institutional and cultural linkages within the region.

19.44 The committee cannot see any significant obstacles to the establishment of an Australia–Pacific Islands Council. Moreover, the benefits that would flow from a council made up of Australians keen to promote people-to-people and institutional links with these island nations are obvious. The committee considers the proposal worthy of government consideration. It suggests that the Australian Government consider establishing an Australia–Pacific Islands Council to build and strengthen people-to-people and institutional links between Australia and the island states of the Pacific.

### *Limits to regional capacity*

19.45 While there are great benefits attached to having small regional countries contribute to regional peacekeeping operations, Australia has to be mindful that nations with small police forces and limited civil services do not overcommit.

19.46 Associate Professor Wainwright argued that Australia must be very careful that small countries do not have their domestic capabilities undermined or 'gutted' to service regional operations:

...while I think it is important to build up regional resources and to have regional dynamics and cooperation working well, we should be under no illusion as to how much then we can seek to draw from our regional partners. I do not think it is in their interests that we always take their best and brightest for these regional endeavours. That said, sometimes it makes good sense for some of the few police perhaps from some of the countries in the region to be involved in these regional operations because then, like in the labour mobility instance, they bring you skills and they develop new skills which they can take home and use in their home. So that is a benefit as well.<sup>44</sup>

19.47 In recognition of the smaller capacity of Australia's near neighbours in the Pacific, a sensible regional approach to peacekeeping would include working to enhance the local capacity that exists within potential contributing countries. Associate Professor Wainwright suggested that Australia could start by 'developing public servant capability', including an institution of public management. She further

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43 Senate Standing Committee on Foreign Affairs, Defence and Trade, *Australia's public diplomacy: building our image*, August 2007, p. 189. See also pp. 31–32 and Appendix 5.

44 *Committee Hansard*, 20 August 2007, p. 11.

considered that this could be done through PIF, through the education and perhaps exchange of regional public servants to Australia.<sup>45</sup>

19.48 Major General Ford commented that sometimes regional capacity may be limited in which case UN support may be required:

A regional operation will often have to react fairly quickly to a situation and then seek authority to continue that operation from the United Nations under chapter VIII—and then possibly even be supported or replaced by a United Nations organisation if they do not have the capacity to continue to solve the problem.<sup>46</sup>

19.49 Major General Ford's comment illustrates the importance of maintaining strong links between the UN and regional associations.

### ***Committee view***

19.50 In Chapter 16, the committee discussed how peacekeeping missions can best establish legitimacy and credibility in host countries. It noted that Australia's involvement in the missions in East Timor and Solomon Islands was at the invitation of the governments of those countries. Even so, evidence suggested that Australia's prominence in the region may, in the minds of some, create a perception of Australian dominance in a peacekeeping operation and undermine the credibility of the mission.

19.51 Thus the active engagement of other countries in the southwest Pacific in regional peacekeeping activities would help to counter this perception. The committee believes that it is important for the Australian Government to encourage greater representation of PIF member states in regional peacekeeping operations. It recognises, however, that these states have limited capacity. Even so, there is scope for Australia to help build a regional peacekeeping capacity by assisting individual states to increase their own capacity. The committee has referred to a number of bilateral education and training programs that are effectively helping to build this capacity.

19.52 The committee also believes that PIF could become a more effective regional mechanism for initiating and overseeing peacekeeping operations. Australia should continue to encourage the forum to take on greater regional responsibility in this area. As noted earlier, Australia is seeking to host the 2009 Pacific Islands Forum.

19.53 The committee is of the view that this level of engagement and support is an important first step toward recognising and promoting the important role that the forum has in regional affairs. The committee believes that, with continued strong

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45 *Committee Hansard*, 20 August 2007, p. 11. This notion was further endorsed by Australian Strategic Policy Institute, *Engaging our neighbours: Towards a new relationship between Australia and the Pacific Islands*, Special Report, Issue 13, March 2008, pp. 7–8.

46 Major General Ford, *Committee Hansard*, 20 August 2007, p. 30.

support from Australia, PIF could become an effective regional mechanism for overseeing peacekeeping operations.

## **International engagement programs and future regional capacity**

### ***Australian initiatives in the region***

19.54 The Department of Defence contributes to regional capacity building through its Defence Cooperation Program (DCP). The DCP aims to contribute to regional security by encouraging and assisting with the development of the defence self-reliance of regional countries. It also aims to promote more effective and efficient security services consistent with the principles of good governance.<sup>47</sup> Defence advised:

Defence Cooperation Program activities encompass assistance to regional security forces in the areas of strategic planning, education and training, command and control, infrastructure, counter-terrorism, communications and logistic support. The program also supports the conduct of combined exercises to improve the ability of regional countries to contribute to regional security. Training programs involve service personnel training together in Australia and overseas, thereby contributing to increased levels of mutual understanding and cooperation.<sup>48</sup>

19.55 The ADF and the AFP collaborate on delivering the DCP. They establish distinct roles for security sector agencies, with an emphasis on the use of police capability for internal security.<sup>49</sup>

19.56 The DCP's capacity-building activities have included combined exercises with a number of Australia's regional partners. For example, the ADF and the Papua New Guinea Defence Force (PNGDF) have been involved in a host of activities including: professional military education for PNGDF personnel, joint infrastructure projects and the preparation of PNGDF personnel for deployment to RAMSI.<sup>50</sup>

19.57 While the Department of Defence *Annual Report 2005–2006* devotes numerous pages to the DCP, citing its activities in the South Pacific and South-East

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47 *Submission 30*, p. 9.

48 Department of Defence, *Submission 30*, p. 9.

49 Department of Defence, *Submission 30*, p. 9. In 2006–2007, Defence expenditure on the DCP was \$75.8 million. Department of Defence, *Annual Report 2006–07*, Volume 1, Commonwealth of Australia, p. 105.

50 For a fuller description of these cooperation and training programs, see: <http://www.png.embassy.gov.au/pmsb/defence.html> (accessed 7 July 2008). For an example of training and capability development with the East Timor Defence Force see: Department of Defence *Annual Report 2005–2006*, p. 150. For an example of defence cooperation training with the Vietnamese armed forces, see: <http://www.vietnam.embassy.gov.au/hnoi/DF2007En.html> (accessed 7 July 2008).

Asia, the *Annual Report 2006–2007* offers no such examples for this \$80 million (approx.) program.<sup>51</sup>

19.58 As noted in the previous chapter, another Defence initiative is the training programs provided through the Asia Pacific Centre for Military Law (APCML), University of Melbourne. Established in 2001, the centre runs a number of training programs in subject areas such as peace operations and international law, military operations law, military operations for commanders and civil–military cooperation in military operations.<sup>52</sup> Course participation in Australia is normally split evenly between ADF members and regional military officers from South-East Asia and the South Pacific. Defence anticipates expanding the number and type of courses available. The centre promotes respect for the rule of law in peacekeeping and in military affairs generally in both the ADF and the Asia–Pacific region.<sup>53</sup>

19.59 APCML also runs courses within the region. For example, it has conducted a military ethics program for the Thai military which focused on legal issues in military decision making. Members of other regional military organisations also attended.<sup>54</sup>

19.60 In addition, APCML offers courses that appeal to non-military audiences and engage presenters from non-military backgrounds. The centre's CIMIC courses engage representatives from the NGOs, humanitarian sector and international organisations.<sup>55</sup>

19.61 The committee notes that recently Australia has also sought to enhance regional capacity in peacekeeping and peacebuilding through bilateral training initiatives. In March 2007, then Prime Minister John Howard and Prime Minister Shinzo Abe signed a Joint Declaration on Security Cooperation which will see Japanese police train in Australia for peacekeeping operations.<sup>56</sup>

### ***UN programs in the region***

19.62 The committee received evidence suggesting that Australia could do more to support UN training objectives in the region.<sup>57</sup> Major General Ford outlined that the UN offers a number of training modules for senior mission leaders. He also noted that no Australian had participated in any of those courses and argued that potential future leaders should be required to attend. He considered that there would be great value in

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51 Department of Defence, *Annual Report 2005–2006*, pp. 147–154.

52 *Committee Hansard*, 21 August 2007, pp. 60–61.

53 *Committee Hansard*, 21 August 2007, pp. 60–61.

54 *Committee Hansard*, 21 August 2007, pp. 60–61.

55 *Committee Hansard*, 21 August 2007, p. 64.

56 See [http://www.dfat.gov.au/dept/annual\\_reports/06\\_07/performance/1/1.1.1.html](http://www.dfat.gov.au/dept/annual_reports/06_07/performance/1/1.1.1.html) (accessed: 23 April 2008).

57 Major General Ford, *Committee Hansard*, 20 August 2007, p. 18.

encouraging the UN to host one of the Senior Mission Leadership courses in the Asia-Pacific region, facilitated by Australia:

It does not necessarily have to be here but perhaps we could assist another country in hosting the course, much the same as we did with the doctrine seminar that was run in Singapore earlier this year. I believe that we need to get involved in helping the UN run these and other activities in the region. That gives us a way of getting into those things. As a relatively rich country I think we have a responsibility to do that.<sup>58</sup>

19.63 DFAT reported that three UN Senior Mission Leadership courses are planned for 2008 in India, Australia and Brazil.<sup>59</sup> Defence reported that it had not been approached to host a UN Senior Mission Leadership course, but would discuss the feasibility of doing so through its UN post in New York. Defence also commented that 'Given the multi-agency nature of the course, the proposal would have to be examined in a whole-of-government context'.<sup>60</sup>

19.64 The committee supports endeavours to host the course in Australia, or elsewhere in the region, but suggests that DFAT ensure all relevant stakeholders, including Defence, are aware of such plans. The committee also encourages relevant agencies to pursue opportunities to place senior staff on the course.

### ***Global Peace Operations Initiative***

19.65 Australian agencies participate in the United States Government Global Peace Operations Initiative (GPOI), a program designed to address major gaps in international support for peace operations.<sup>61</sup> The GPOI program, scheduled to conclude in 2010, aims to build and maintain capability, capacity, and effectiveness of peacekeeping operations. It aims to achieve this through enhancing the ability of countries and regional and sub-regional organisations to train, prepare for, plan, manage, conduct, and learn from peace operations.<sup>62</sup> DFAT commented:

Programmes such as the US's GPOI provide an opportunity for enhancing our efforts to build the capacity of regional countries to respond to conflict, disaster and instability through training and education. The capacity of regional nations to undertake or contribute to peacekeeping is a critical component of security in the Asia-Pacific region, and globally. In this context Australia is promoting within the ASEAN Regional Forum (ARF) the establishment of the peace operations network of expertise and the

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58 *Committee Hansard*, 20 August 2007, p. 20.

59 DFAT, answer to question on notice 3, 13 September 2007.

60 Defence, answer to written question on notice W19, 24 July 2007.

61 <http://www.state.gov/t/pm/ppa/gpoi/> (accessed 7 July 2008).

62 <http://www.state.gov/t/pm/ppa/gpoi/c20337.htm> (accessed 7 July 2008).

development of ARF Civil Military Cooperation (CIMIC) Standard Operating Procedures.<sup>63</sup>

19.66 DFAT continued:

To ensure that efforts by the UN and regional organisations are complementary, coordination between these bodies needs to be improved and this can be promoted through GPOI-supported exercise and engagement activities. Australia actively supports the objective of increasing the global capacity for peace operations and the Department of Defence has committed an officer to work in the US State Department to help enhance the effectiveness of GPOI in our region.<sup>64</sup>

***Committee view***

19.67 The committee notes that the current Australian Government has sought to strengthen Australia's engagement with the UN and has identified its membership of the UN as one of the 'three pillars' of its foreign policy. It also recognises the efforts that Australian government agencies have made to engage with existing international initiatives to improve regional peacekeeping capacity. The committee expects that agencies will continue their efforts in developing regional cooperation for peacekeeping operations through bilateral cooperation and regional fora such as the ARF. The committee believes that Australian efforts to engage with global and regional organisations would be facilitated by the establishment of a national peacekeeping institute.

19.68 As the most populous and largest economy in the southwest Pacific, Australia shoulders a significant responsibility for peacekeeping operations in the region. Given Australia's experience and resources, the committee believes that Australia must move beyond existing bilateral initiatives to develop the region's multilateral peacekeeping capacity. While the idea of a national peacekeeping institute has been discussed in the context of training Australians for peacekeeping, the committee also sees an important role for this proposed institute in helping to build regional capacity. It could do so by opening up courses or exercises to overseas participants. This matter is further discussed in Chapter 25.

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63 *Submission 15*, p. 10.

64 *Submission 15*, p. 7.



## **Part V**

### **Safety and welfare of Australian personnel**

In this part of the report, the committee looks at the consideration given to the health and safety of Australian personnel deployed on a peacekeeping operation, including the care and services available to injured personnel. The committee's intention is to determine whether there are lessons to be learnt from current practices and, if so, how they could be improved. There are four chapters in this part of the report covering:

- measures taken during service to promote the health and safety of Australian peacekeepers;
- post-deployment integration and health programs, including a major section on mental health;
- the legislative framework governing the rehabilitation of, and compensation for, those injured or disabled while serving in a peacekeeping operation; and
- recognition for service.