



Australian Government
Department of Foreign Affairs and Trade

20 March 2007

The Secretary
Senate Foreign Affairs, Defence and Trade References Committee
Suite SG.57
Parliament House
CANBERRA ACT 2600

Dear Secretary

Please find attached the Department of Foreign Affairs and Trade's submission to the Senate Committee *Inquiry into Australia's Involvement in Peacekeeping Operations*, as requested by Senator David Johnston, Chair of the Senate Standing Committee on Foreign Affairs, Defence and Trade, in his letter of 20 November 2006 to The Hon. Alexander Downer MP, Minister for Foreign Affairs.

Yours sincerely

A handwritten signature in black ink that reads "Michael Potts".

Michael Potts
First Assistant Secretary
International Organisations and Legal Branch



Australian Government

Department of Foreign Affairs and Trade

**Submission by the
Department of Foreign Affairs and Trade**

**to the Senate Standing Committee
on Foreign Affairs, Defence and Trade**

***Inquiry into Australia's involvement
in peacekeeping operations***

Contents

Introduction	1
Evolution of peacekeeping	1
<i>UNTAC: A turning point in UN peacekeeping operations</i>	2
The policy framework, procedures and protocols that govern the Government's decision:	
A. To participate in peacekeeping operations	3
<i>UNFICYP and the impact of community attitudes</i>	3
<i>Peacekeeping in East Timor</i>	3
B. Determining the conditions of engagement	4
<i>The legal framework for RAMSI</i>	5
C. Ceasing to participate	5
<i>Bougainville peacekeeping operations</i>	5
<i>Cambodia</i>	6
The training and preparedness of Australians likely to participate in a peacekeeping operation	7
<i>Global Peace Operations Initiative (GPOI)</i>	7
The coordination of Australia's contribution to a peacekeeping operation among Australian agencies, other countries and the UN	8
Active involvement in decision whether to contribute peacekeepers	8
Coordination of the whole-of-government response	8
<i>Intergovernmental coordination during RAMSI</i>	9
Contribution to the process of peacekeeping reform	9
Lessons learnt from recent participation in peacekeeping operations that would assist Government to prepare for future operations	11
<i>Different planning considerations for peacekeeping operations</i>	11
Improving regional peacekeeping capacity	12
<i>Regional cooperation in RAMSI</i>	12
<i>Bridging the cultural divide</i>	13
Interagency coordination of peacekeeping	13
Developing measures to ensure peacekeepers are held accountable	13
The role of women in conflict resolution	13
Strengthening approaches to conflict prevention	14

Appendices

Appendix 1 – Table of Australian participation in multinational peacekeeping operations to 2006	15
Appendix 2 – C34 CANZ statement, February 2007	19
Appendix 3 – Australians who have died in peacekeeping operations	22
Appendix 4 – Security Council Statement, Women, Peace and Security, October 2006	23

INTRODUCTION

This submission sets out Australia's policy approach to, and experience in, peacekeeping operations from the perspective of the Department of Foreign Affairs and Trade (DFAT) and examines the policy, resource and legal considerations involved in deploying peacekeepers. The submission recognises that while no two operations are alike, there are valuable lessons to be drawn from our past experiences in peacekeeping.

2. For the purpose of this submission, peacekeeping is defined as a non-coercive instrument of diplomacy, involving legitimate, international civil and/or military coalitions, operating with the consent of relevant authorities in an impartial manner, to implement conflict resolution arrangements and assist in humanitarian operations. Peacekeeping is one aspect of peace operations, which can more broadly include: preventive deployments; peacebuilding; peacemaking; peacekeeping; and peace enforcement.

3. The United Nations (UN) defines peacekeeping as "a way to help countries torn by conflict create conditions for sustainable peace."¹ The term peacekeeping encompasses a number of activities including the promotion of human security, measures for confidence and capacity building, provision of electoral support, programs to strengthen the rule of law and economic and social development.

4. Australia is a long-standing contributor to peacekeeping operations, reflecting our acceptance of the utility of legitimate collective action in the interests of international security. In the past, Australia has made contributions to over 50 peacekeeping operations including operations under the command of the UN and non-UN peacekeeping operations.² Australia was the first country on-the-ground in what is arguably the first ever UN peacekeeping operation – the 1947 UN Consular Commission to Indonesia.

5. This submission does not attempt to cover all the peacekeeping operations in which Australia has ever been involved. It focuses on those operations - in particular the United Nations Transitional Authority in Cambodia (UNTAC); peacekeeping operations in Bougainville; peacekeeping operations in East Timor; and the Regional Assistance Mission to Solomon Islands (RAMSI) - which provide a useful illustration of the policy, legal and intergovernmental considerations involved in deploying peacekeepers.

Evolution of peacekeeping

6. Since the first peacekeeping operation in 1947, UN peacekeeping has continued to evolve in both its policy and operational dimensions. In responding to the changing nature of armed conflict, peacekeeping operations are more complex and multifaceted than ever before. This evolution is likely to continue as the UN is increasingly called upon to handle complex conflict situations.

¹ www.un.org/Depts/dpko/dpko/faq/q1.htm

² Appendix 1 [Table of Australian Participation in Multinational Peacekeeping Operations to 2006 – from <http://www.dva.gov.au/commem/commac/studies/anzacsk/res1.htm>]

**The United Nations Transitional Authority in Cambodia (UNTAC):
A turning point in UN peacekeeping operations**

UNTAC marked a turning point for UN peacekeeping operations. UNTAC was called upon to organise and conduct an election, rather than simply monitor and verify an election taking place. UNTAC was also heavily involved in the civil administration of Cambodia and had a supervisory role in a number of key ministries. Contemporary peacekeeping operations from this point were far more varied and complex, requiring increased numbers of humanitarian and civilian actors, not just military personnel.

7. Peacekeeping is no longer the exclusive domain of the UN. Non-UN led peacekeeping operations are now commonly undertaken by other international organisations and multinational groups. Australia has been an active contributor to non-UN peacekeeping operations within our region and further afield including the Multinational Force and Observers (MFO) in Sinai, the International Force in East Timor (InterFET) and Regional Assistance Mission to Solomon Islands (RAMSI).

I. THE POLICY FRAMEWORK, PROCEDURES AND PROTOCOLS THAT GOVERN THE GOVERNMENT'S DECISION:

A. TO PARTICIPATE IN PEACEKEEPING OPERATIONS

8. A number of complex considerations guide the decision whether to contribute to peacekeeping operations. These include the objective of the operation; likely effectiveness; how the operation relates to Australia's foreign policy interests; and the likely implications of Australia's involvement.

9. The Australian Defence Force (ADF) and the Australian Federal Police (AFP) consider the operational dimensions of a mission including resource commitments and the likely success of the mission.

10. DFAT's overriding concern is how participation in a peacekeeping operation relates to Australia's foreign policy objectives and interests and its impact on the wider Australian community.

UN Force in Cyprus (UNFICYP) and the impact of community attitudes

UNFICYP is an example of an operation which maintains peace in an area of importance to some Australian communities. This can bring with it strong political pressures on Government to maintain that commitment continuously. When the AFP deployment in Cyprus was reviewed in early 2005, strong representations were made by the Greek Cypriot community to maintain Australia's commitment. The AFP deployment in Cyprus is Australia's longest, continuous peacekeeping commitment.

11. Peacekeeping is consistent with Australia's broader interests in the maintenance of international peace and security, including by promoting stability in countries which might otherwise provide a haven for terrorists and other trans-national criminals.

Peacekeeping in East Timor

Australia has a vital interest in ensuring that East Timor develops as a stable democracy and we are willing to take a lead role in the international community's efforts to ensure a prosperous and stable future for the East Timorese. Australia has contributed to all UN-mandated missions up to and including the current UN Integrated Mission in East Timor (UNMIT). Australia also currently leads the International Security Force (ISF) - authorised by UN Security Council Resolution 1704 - deployed in support of UNMIT.

12. While geography alone does not define Australia's security interests, Australia's contribution to peacekeeping is more likely to be substantial when such operations occur in our region. Nonetheless, Australia has a growing sense of the extent to which non-regional crises and conflicts might impact on our security, for example through global terrorism. Australia considers each proposal for participation on a case-by-case basis. In balancing the competing demands on Australia's military and police forces, the Australian Government places priority on adding value to

peacekeeping beyond our region mostly through the contribution of expertise rather than raw numbers.

13. Australian participation in peacekeeping operations not in our immediate region has helped demonstrate our commitment to international peace and stability and strengthen Australia's credentials as a responsible member of the international community. Australia's involvement in peacekeeping operations also increases our ability to influence the broader international security agenda and enhances our international reputation and credibility. Australia's substantial involvement in the UN missions in East Timor for example, has strengthened our ability to influence the UN Security Council on issues which affect our region. In both multilateral and bilateral fora, DFAT emphasises and relies upon Australia's excellent reputation as a contributor to, and participant in, peacekeeping. This track record enables Australia to exert a (considerable) degree of influence in debates on peacekeeping generally.

14. Australia has a strong reputation for participation in international peacekeeping operations. The Australian Government has participated in over half of the UN-led peacekeeping operations and many non-UN-led multinational operations. Australia's reputation for professionalism and competence has allowed us to project a strong voice on peacekeeping.

B. DETERMINING THE CONDITIONS OF ENGAGEMENT

15. Each UN peacekeeping operation must be authorised by the UN Security Council, thus giving the Council the pivotal legal role in peacekeeping. The UN, on behalf of the contributors of the relevant peacekeeping operation, then concludes a Status of Forces Agreement (SOFA) with the countries concerned. This establishes the duties and privileges of the personnel involved in the peacekeeping operation. The Security Council resolution authorising a peacekeeping operation also provides a mandate which lists the operation's tasks and duties. The mandate is usually established for a fixed period of time.

16. Australia, as a member State of the UN, is required to accept and implement decisions of the UN Security Council. Once a peacekeeping force is established or foreshadowed under such a resolution, Australian Ministers decide whether to make an Australian contribution to the peacekeeping force based on advice from Government agencies. Australian military and police personnel participating in a UN peacekeeping operation are bound by the mandate of that particular peacekeeping operation.

17. At the national level, each country contributing military forces to a peacekeeping operation must establish rules of engagement (ROEs) for those forces. The contingent may also develop operational policies to provide specific instructions for certain activities.

18. The instruments that govern each UN peacekeeping operation vary according to the type of activities undertaken and the structure of the operation. The *Charter of the United Nations* divides peacekeeping operations into:

- Chapter VI operations: formally led by the UN with the express consent of the host country and authorised to facilitate peaceful settlement of disputes. The use of force by personnel operating under a Chapter VI mandate is limited.
- Chapter VII operations: peace enforcement where armed force is considered necessary to maintain or restore international peace and security. Chapter VII operations are usually UN operations directly mandated by the UN Security Council and led by the Department of Peacekeeping Operations (DPKO).
- Chapter VIII operations: where regional arrangements or agencies are used for enforcement action.

19 In practice peacekeeping operations often require a combination of Chapter VI and Chapter VII mandates.

The legal framework for the Regional Assistance Mission to Solomon Islands (RAMSI)

As well as enshrining RAMSI in international law, through the RAMSI Treaty signed by the Solomon Islands Government (SIG) and all participating countries, Australia recognised that a strong legal foundation in Solomon Islands domestic law was essential to the credibility and validity of RAMSI. Australia therefore sought, and achieved, SIG approval of the enabling legislation – the Facilitation of International Assistance Act (FIA Act), passed unanimously by Parliament in July 2003.

While the current government has threatened to repeal the FIA Act on occasion – as one way in which it could force RAMSI's removal – in order for this to happen, a majority of Solomon Islands members of Parliament would need to vote to end RAMSI.

RAMSI's ability to achieve quick early results benefited greatly from the agreement with SIG to give RAMSI personnel the same powers as their Solomon Island counterparts. At the outset, officers of RAMSI's Participating Police Force were not just advisers, but could conduct investigations and make arrests, with full police powers bestowed upon them under the FIA Act. Finance and Treasury officials were placed in in-line positions, including in the critical Accountant-General position.

C. CEASING TO PARTICIPATE

20. One of the primary considerations of the Australian Government for involvement in peacekeeping operations is whether there is a clear mandate and achievable goals. For UN operations, consideration is also given to the prospect for a satisfactory outcome given the UN resource commitment and the political situation in the country affected.

Bougainville Peacekeeping Operations

The Truce Monitoring Group and its successor the Peace Monitoring Group focussed from the outset on creating a context within which Bougainvillean factions and communities could work together to create a lasting peace.

21. The ultimate objective of any peacekeeping operation is to bring about its own redundancy by establishing a demonstrated commitment to the rule of law, stable governance and sustainable development. The UN has had some difficulty in closing down UN peacekeeping operations, with the existence now of many longstanding "legacy" missions of 10 or more years duration. The creation of the concept of peacebuilding in recent years has been partly motivated by the need to move some situations off the operational peacekeeping agenda.

22. Upon the completion of a peacekeeping operation, Australia often maintains support to countries to assist post-conflict reconstruction, and the development of democratic processes and institutions necessary for stability and good governance.

Cambodia

As a signatory to the 1991 Paris Peace Agreements, which remain in force, Australia continues to: encourage and promote human rights and fundamental freedoms in Cambodia; ensure the neutrality and sovereignty of the nation; and contribute to its development and self-sustaining prosperity. Australian aid to Cambodia in 2006-7 will be approximately \$48.5 million.

II. THE TRAINING AND PREPAREDNESS OF AUSTRALIANS LIKELY TO PARTICIPATE IN A PEACEKEEPING OPERATION

23. In August 2006, the Government announced measures that will increase overall operational preparedness for peacekeeping operations. Two additional army battalions will be raised to enhance the ADF's operational capability, including its capacity to contribute to peacekeeping operations, and the AFP's International Deployment Group (IDG) increased by 400 personnel, to 1200. This initiative will enhance the IDG's ability to deploy appropriately skilled personnel for long-term capacity-building, peacekeeping missions and bilateral programs.

24. Both the ADF and AFP maintain training programs in peacekeeping. The AFP Pre-deployment Training (PDT) Team has developed and implemented a new training curriculum to better support police deploying to overseas missions. Members of all Pacific Island Police Services (with the exception of New Zealand) attend the International Deployment Group PDT prior to beginning service with RAMSI. The AFP PDT recognises and reinforces the cooperation between military and police personnel. The ADF Peacekeeping Centre (ADFPKC) provides training both in Australia and the Asia-Pacific region. For example, the ADFPKC leads a biennial multilateral training exercise with Thailand for peacekeepers. The exercise aims to improve understanding of the strategic and operational planning considerations for participation in a complex and multidimensional UN mission. The ADFPKC will also be at the forefront of Australia's efforts to establish a regional network of peace operations under ASEAN Regional Forum auspices.

25. DFAT, while not actively involved with the specifics of operational training, is promoting peacekeeping capacity building in the Asia-Pacific region, in recognition of the importance of peacekeeping for wider Asia-Pacific security. The First ASEAN Regional Forum Peacekeeping Experts Meeting was held in Malaysia from 6 to 9 March 2007.

Global Peace Operations Initiative (GPOI)

The US Government's GPOI aims to provide the necessary training to allow willing countries to be more effective in their peace operations roles, thus increasing the pool of deployable personnel to peace operations. GPOI has been expanded from assisting the African Union and other regional bodies in Africa to assisting the Asia-Pacific.

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.

III. THE COORDINATION OF AUSTRALIA'S CONTRIBUTION TO A PEACEKEEPING OPERATION AMONG AUSTRALIAN AGENCIES, OTHER COUNTRIES AND THE UNITED NATIONS

26. The broader role of Australian peacekeepers necessitates a 'whole-of-Government' response. Such arrangements are increasingly important as operations involving both military and civilian arms of government as well as non-government organisations (NGOs) become more frequent. Several mechanisms are in place to facilitate inter-agency discussions including the Secretaries Committee on National Security, the Deputy Secretary-level Strategic Policy Coordination Group (including DFAT, Defence and the Department of Prime Minister and Cabinet, as well as other agencies as required) and issue-specific interdepartmental committees. DFAT plays a coordinating role in peacekeeping operations both in Canberra and through its posts overseas.

27. There are three aspects to DFAT's coordination of peacekeeping operations:

- a) Active involvement in the decision whether to contribute to an operation,
- b) The whole-of-government response,
- c) The process of peacekeeping policy and reform.

Active involvement in the decision whether to contribute peacekeepers

28. DFAT, in consultation with other agencies, provides advice to the Australian Government on the question of whether Australia *should* contribute to a particular peacekeeping operation. The question of whether Australia *can* contribute is primarily the responsibility of Defence, the Attorney-General's Department and the AFP.

29. DFAT convenes a meeting of relevant Government departments as early as possible to inform them of a potential peacekeeping operation and to canvass preliminary views on Australian involvement. Within DFAT, staff from the International Organisations and Legal Division, the International Security Division and the relevant Geographic Division are consulted. An interdepartmental committee is formed which then makes recommendations to the Australian Government.

Coordination of the whole-of-government response

30. Once the operation is underway, DFAT plays an ongoing role in engaging with relevant countries and international organisations. DFAT also coordinates and liaises with relevant departments on any problems that they may be experiencing in specific peacekeeping operations.

31. DFAT engages in bilateral discussions on peacekeeping with like-minded countries through diplomatic posts and other channels, in order to facilitate an exchange of views and seek international support for the Australian Government's views on a particular mission. DFAT worked to successfully generate international support for the deployment of the International Force in East Timor (InterFET) in 1999 and continues to work with the UN, operation partners and the East Timorese Government through the establishment of the UN administrations and missions that followed.

32. For UN peacekeeping operations, Australia's Permanent Mission to the UN in New York plays a crucial role in presenting the Australian Government's views on peacekeeping and in liaising closely with the UN's Department of Peacekeeping Operations (DPKO) on arrangements and requirements for participation in individual peacekeeping operations.

Intergovernmental coordination during RAMSI

Australia adopted an integrated, whole-of-government approach to its involvement in RAMSI, including careful planning and clear articulation of goals, with strong leadership and delegation of responsibilities among lead agencies. AFP, Defence, DFAT and AusAID, working closely with the intelligence agencies, had a very good understanding of the problems in the Solomon Islands. At an early stage, Finance and Treasury were incorporated into the planning of a long-term intervention that would address the specific financial challenges facing the Solomon Islands Government, as well as the associated costs for the Australian Government. The Department of Prime Minister and Cabinet and the Attorney-General's Department provided high-level political and legal support respectively.

A strong in-country coordination mechanism, the Office of the Special Coordinator, was created at an early stage, with the position and powers of the Special Coordinator ratified by the Prime Minister. The mission head – a senior DFAT official, the Special Coordinator – has a comprehensive, overall leadership and coordination role. The Special Coordinator has responsibility for all aspects of the mission, including providing strategic direction on policing, military and development aspects of assistance. This role is supported by a Deputy Special Coordinator (a senior official from NZ), an Assistant Special Coordinator (a senior official from Fiji) and three other principals (the Development Coordinator, Commander Participating Police Force and Commander Combined Task Force).

In Canberra, Australian Government agencies meet regularly, and consult frequently on RAMSI issues. The NZ High Commission is also represented at interdepartmental meetings. It is important not to underestimate the intensity and complexity of managing such a whole-of-government process of planning and implementation, and the need to devote sufficient resources to the coordination task.

Contribution to the process of peacekeeping reform

33. DFAT plays a central role in the Government's commitment to peacekeeping through its contribution to the process of peacekeeping reform within the UN and by contributing to efforts to enhance the capacity of regional organisations to deploy peacekeepers in response to regional security challenges. DFAT also coordinates the periodic Peace Operations Working Group which provides for an exchange between other Government agencies including the AFP, Defence and AusAID on peacekeeping policy issues.

34. Australia's foreign and trade policy White Paper *Advancing the National Interest* recognises that "the UN requires reform if it is to provide the sort of multilateral system that would better serve the interests of its members in practical cooperation to

deal with contemporary challenges.”³ The Australian Government is committed to developing and improving the UN and other regional organisations’ ability and capacity to deploy peacekeepers.

35. Failure of some UN peacekeeping operations in the early 1990s precipitated an examination of all aspects of peacekeeping and resulted in an ongoing reform process within the UN. Australia has actively supported this process. The Australian Government welcomed the recommendations of the March 2000 Brahimi Report on UN peacekeeping, reform of the Department of Peacekeeping Operations (DPKO) and the recent creation of the Peacebuilding Support Office and the Peacebuilding Commission. Australia has expressed support for the reforms proposed by the recently appointed UN Secretary-General, Mr Ban Ki-moon, aimed at enhancing the effectiveness of the Secretariat in managing operations and coping with the substantial surge in peacekeeping demand in recent years.

36. In August 2006 the UN Security Council adopted three resolutions⁴ that seem likely to increase UN peacekeeping levels around the world by approximately 50 per cent and substantially increase the overall cost of peacekeeping. This would represent the fourth major surge in UN Peacekeeping since the end of the Cold War. The challenge for the UN is to ensure the Secretariat can cope with the likely surge in peacekeeping activity and that sufficient well-trained recruits can be sourced without sacrificing standards.

37. Australia is engaged with and committed to UN bodies such as the UN Special Committee on Peacekeeping (C34) and the DPKO. The Australian Government makes an annual statement to the C34 outlining Australia’s position on peacekeeping.⁵ Since 2005, Australia (represented by DFAT, Defence and the AFP) has been involved in quadrilateral annual talks with Canada, the United States and the United Kingdom on peacekeeping. The objective of the talks is to identify key issues that confront the peacekeeping community and to see if common approaches can be developed for the C34 deliberations for the coming year. Australia provides a quarterly report to the UN that details our potential to contribute to peacekeeping within 90 days after the adoption of a Security Council mandate. The Australian Government will continue to press for improvements in the UN peacekeeping process to ensure more streamlined and efficient administration of operations.

38. 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 development of ARF Civil Military Cooperation (CIMIC) Standard Operating Procedures.

³ Australia’s Foreign and Trade Policy White Paper, *Advancing the National Interest* (2003) http://www.dfat.gov.au/ani/dfat_white_paper.pdf

⁴ Resolution 1701 on Lebanon; Resolution 1704 on Timor Leste; Resolution 1706 on Darfur

⁵ Appendix 2 [CANZ C34 Statement, February 2007]

IV. LESSONS LEARNT FROM RECENT PARTICIPATION IN PEACEKEEPING OPERATIONS THAT WOULD ASSIST GOVERNMENT TO PREPARE FOR FUTURE OPERATIONS

39. The cost-benefit of Australia's participation in peacekeeping operations is not easy to calculate. The benefits are usually security and foreign policy related, and difficult to quantify. The costs on the other hand can be measured easily.

40. Australia is currently assessed to contribute 1.787 per cent of the approved total cost of UN peacekeeping operations. Our annual share of the mandatory UN peacekeeping budgets is approximately \$100 million. Australia's contribution is the thirteenth highest in the world. The risk of sending peacekeepers into dangerous environments is another cost to be seriously considered. In over 50 years of participation in peacekeeping operations, eleven Australians have lost their lives.⁶ Consideration must also be given to the effect of a peacekeeping operation on the ADF and AFP's capacity to undertake other tasks, including national defence and policing.

41. That said, Australia's participation in peacekeeping operations has served Australia's national interests well by helping to prevent and stabilise conflict in areas of strategic importance. Through Australia's participation, the Government has also demonstrated Australia's commitment to the maintenance of international peace and security and strengthened our credentials as a responsible international player.

42. Further unquantifiable benefits accrue from the training and experience gained by those participating in international peacekeeping forces. Participation in peacekeeping operations provides the ADF, the AFP and civilian personnel with significant benefits that may not be available in the normal operating or training environment such as experience working with multi-national representatives and exposure to UN and other international organisations.

43. Lessons from prior peacekeeping experience are useful for preparation for future missions. However, participation in, and the mechanics of, peacekeeping must be decided on a case-by-case basis, as no two operations are the same.

Different planning considerations for peacekeeping operations

In the case of our peacekeeping operations in Bougainville, it was considered that deployment without weapons greatly helped to build confidence and trust in the peace process. This was effective in Bougainville because the people and factions were war weary and ready to embrace peace.

However, this lesson was not applicable in the Solomon Islands where the size and capability of the RAMSI force helped convince militants of the need to cooperate. The size of the military/security element of RAMSI has been modulated in response to ongoing needs, downgraded where appropriate and reinforced to address renewed security threats. This has demonstrated the importance of maintaining a rapid response capability with the ability to deploy at short notice.

⁶ Appendix 3 [Table of Australians who have died in peacekeeping operations – from <http://www.awm.gov.au/atwar/peacekeeping.htm>]

44. The demands of peacekeeping operations have changed dramatically over the past two decades. In order to be successful, a contemporary peacekeeping operation will require a sustainable and holistic approach to achieving peace. Such operations are typically multinational, employing civilian and military capabilities in support of diplomatic and/or humanitarian efforts. The Australian Government will continue to work to adapt interdepartmental practices, UN procedures and regional capabilities to meet the increasing demand for peacekeepers internationally.

Improving regional peacekeeping capacity

45. The Asia-Pacific region lacks a collective security institution to manage conflict, and peacekeeping arrangements tend to be case-by-case. It is important for the region to have a sense of shared responsibility based on shared interests. Regions should be at the front line of conflict prevention and be willing to participate in wider regional solutions.

46. Australia's involvement in regional responses to serious challenges to internal peace and security in the Pacific has provided relevant experience and greater insight into the complexities and rewards of developing a regional response capacity. In these cases, closer participation of regional states together with the initial credibility and overall effectiveness of Australia's responses have helped to ensure continued regional support.

Regional cooperation in RAMSI

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. Endorsement by the Commonwealth Secretariat and the United Nations demonstrated the level of wider international support for RAMSI.

RAMSI has provided important guidance on the sort of regional partnerships that Australia can organise to address specific security challenges in the region. RAMSI has demonstrated that the region can successfully manage large operations and has provided useful experience and exposure for participants and officials from each of the contributing nations.

47. While RAMSI is an example of where *ad hoc* regional responses can work well, it has also highlighted the benefit of having good procedures and mechanisms in place to respond to such challenges in the future. As a result, Australia is working actively to strengthen the capacity and infrastructure of regional organisations in this area. The Australian Government will continue our efforts to develop regional cooperation in the context of peacekeeping through regional groupings such as the ARF and through bilateral cooperation. DFAT welcomes consultation with other organisations such as the North Atlantic Treaty Organization (NATO), the European Union (EU) and the African Union (AU) to share peacekeeping experiences, lessons learnt and training.

48. The engagement of other regional countries in a regional conflict helps to ensure cultural sensitivity on the ground.

Bridging the Cultural Divide

RAMSI continues to look for ways to bridge the perceived cultural divide and ensure peacekeepers are more aware of the cultural context in which they are to be deployed. Cultural differences exist not only between contributing countries and the Solomon Islanders but also among the various contributors to RAMSI. Cultural awareness training, coupled with language training for all deployed personnel is highly recommended for similar operations. Increased training opportunities with regional counterparts would also help to enhance cultural understanding before a deployment.

Interagency coordination of peacekeeping

49. Australia's recent experiences in peacekeeping operations, particularly within our region, have highlighted the importance of effective whole-of-government coordination. Pre-deployment training and on the ground experience, provides the various civilian, military and non-government actors involved with a better understanding of their respective roles in the peacekeeping process and enables enhanced coordination and operability.

Developing measures to ensure peacekeepers are held accountable

50. The Australian Government considers that personnel deployed on UN peacekeeping operations should be held to the highest standards of conduct and behaviour. Australia strongly supports the development of measures to ensure that peacekeeping personnel are held accountable for serious crimes committed during peacekeeping operations. DFAT welcomes moves to include specific provisions in the draft model MOU between troop contributing countries and the UN, which would require such countries to take action to investigate and prosecute any crimes committed by their personnel.

The role of women in conflict resolution

51. Our experience in peacekeeping has also highlighted the important role women play in resolving conflicts. Bougainvillean women, for example, play a valuable role in maintaining peace on Bougainville, especially at the community level. Special attention needs to be given to ensuring women's equal participation and full involvement in all efforts to maintain and promote peace and security.

52. The Australian Government has made concerted efforts to ensure that women participate more fully in peacebuilding processes, including through the Government's active promotion of the implementation of Security Council Resolution 1325 (adopted on 31 October 2000), which specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace. The Government makes a statement in the annual UN Security Council Debate on Women, Peace and Security⁷ recognising the important role women play in conflict resolution. The ADF are being trained to promote Resolution 1325, together with

⁷ Appendix 4 [Australia's Security Council Statement on Women, Peace and Security, October 2006]

other regional defence force personnel, through the International Peace Operations Seminar. The Australian Government also contributed funding for a Pacific Regional workshop focussing specifically on the implementation of Resolution 1325.

53. The Australian Government is providing support through its aid program to organisations that promote women's participation in the peace processes, including aid to the Solomon Islands to support the National Peace Council (which is transiting to the successor organisation, the Peace and Integrity Council). The Australian Government is also providing: policy and strategic planning advisers for the Ministry of National Unity Reconciliation and Peace; support to discrete peacebuilding and reconciliation activities through the Community Peace Restoration Fund (now known as the Community Support Program); and funding for a number of activities in Sri Lanka including a program working with conflict affected women in the north and eastern districts.

Strengthening approaches to conflict prevention

54. DFAT recognises that while peacekeeping is important, prevention of the conflict itself is the ultimate aim. Preventive approaches are less costly and help to avert the loss of life and damage to property that invariably occur during a conflict. Australia has been a strong and consistent supporter of preventative processes both in our region and beyond. The Australian Government has contributed financially to the African Union's Peace Fund used to organise preventive diplomacy missions wherever conflict threatens in Africa. The international community can do more to develop further the preventive strategies available to it. The Australian Government encourages a greater understanding of the causes and factors that predispose countries to destabilisation in order to develop more proactive strategies for heading off the likely emergence -- or re-emergence -- of conflict in these situations.

APPENDIX 1

Table of Australian Participation in Multinational Peacekeeping Operations to 2006

[From: <http://www.dva.gov.au/commem/commac/studies/anzacsk/res1.htm>]

Name of operation	Theatre	Dates of Australian involvement	Total number of Australians involved	Main role of Australians
UN Consular Commission	Indonesia	1947	4	military observers
UN Good Offices Commission (UNGOC)	Indonesia	1947-1949	up to 15	
UN Commission for Indonesia (UNCI)	Indonesia	1949-1951	up to 19	military observers
UN Commission on Korea (UNCOK)	Korea	1950	2	military observers
UN Military Observer Group in India and Pakistan (UNMOGIP)	Kashmir	1950-1985	up to 18	military observers and air transport
UN Commission for the Unification and Rehabilitation of Korea (UNCURK)	Korea	1951	1	military observer
UN Command Military Armistice Commission (UNCMAC)	Korea	1953-present	1-2	monitoring ceasefire between North and South Korea
UN Truce Supervision Organization (UNTSO) [Israel and neighbours]	Middle East	1956-present	13 in 1990s	military observers
UN Operation in the Congo (ONUC)	Congo	1960 - 1961	a few	medical team
UN Temporary Executive Authority (UNTEA)	West New Guinea	1962-1963	11	helicopters supporting humanitarian aid

UN Yemen Observation Mission (UNYOM)	Yemen	1963	2	military observers
UN Peacekeeping Force in Cyprus (UNFICYP)	Cyprus	1964-present	16-50 state and federal police	maintenance of law and order
UN India-Pakistan Observation Mission (UNIPOM)	India/Pakistan	1965-1966	3	military observers
UN Disengagement Observer Force (UNDOF)	Israel/Syria	1974	a few	military observers detached from UNTSO
UN Emergency Force II (UNEF II)	Sinai	1976-1979	46 RAAF personnel	monitoring a ceasefire between Israel and Egypt
UN Interim Force in Lebanon (UNIFIL)	Lebanon	1978	a few	military observers detached from UNTSO
Commonwealth Monitoring Force (CMF)	Zimbabwe	1979-1980	150	monitoring Rhodesian forces, cantonment of guerillas, and return of civilian refugees
Multinational Force and Observers (MFO)	Sinai	1982-1986 1993-present	110 (82-86); 25-30(93>)	monitoring Israeli withdrawal from the Sinai
Commonwealth Military Training Team - Uganda (CMTTU)	Uganda	1982-1984	6	training government forces
UN Iran-Iraq Military Observer Group (UNIIMOG)	Iran/Iraq	1988-1990	15	military observers (only in Iran)
UN Border Relief Operation (UNBRO)	Thailand/Cambodia border	1989-1993	2 federal police	law and order creation; training police
UN Transition Assistance Group (UNTAG)	Namibia	1989-1990	300	engineering support; supervision of elections
UN Mine Clearance Training Team (UNMCTT)	Afghanistan, Pakistan	1989-1993	13 in 1993	mine clearance - instructing refugees and planning operations

Maritime Interception Force (MIF)	Persian Gulf, Gulf of Oman, Red Sea	1990-present (not continuous)	up to 3 ships; 600+ personnel in 1990, 2001-03	enforcing UN-imposed sanctions on Iraq
Operation Habitat	Kurdistan (northern Iraq)	1991	75	delivering humanitarian aid
UN Special Commission (UNSCOM)	Iraq	1991-1999	5 in 1993	inspection of Iraqi chemical, biological and nuclear weapons capabilities
UN Mission for the Referendum in Western Sahara (MINURSO)	Western Sahara	1991-1994	45	communications
UN Advance Mission in Cambodia (UNAMIC)	Cambodia	1991-1992	65	communications
UN Transitional Authority in Cambodia (UNTAC)	Cambodia	1992-1993	over 500	communications, transport, assisting the election and maintaining law and order
UN Operation in Somalia (UNOSOM I)	Somalia	1992-1993	30	movement control unit
Unified Task Force (UNITAF)	Somalia	1992-1993	1100	protecting delivery of humanitarian aid
UN Protection Force (UNPROFOR)	former Yugoslavia	1992	a few	military observers and liaison
UN Operation in Somalia II (UNOSOM II)	Somalia	1993-1995	40	movement control unit, HQ staff, police
UN Assistance Mission for Rwanda (UNAMIR)	Rwanda	1994-1995	300	medical personnel (115), infantry protection, support troops
UN Operation in Mozambique (ONUMOZ)	Mozambique	1994	20	police, de miners

South Pacific Peace-Keeping Force (SPPKF)	Bougainville	1994	200, plus two ships	force commander; logistic and other support
Multinational Force (MNF)	Haiti	1994-1995	30	police monitors
United Nations Verification Mission in Guatemala (MINIGUA)	Guatemala	1997	1	observer
Stabilisation Force (SFOR)	former Yugoslavia	1997-present	6	officers attached to British forces with NATO
Truce Monitoring Group (TMG)	Bougainville	1997-1998	110	monitoring ceasefire, facilitating peace process
Peace Monitoring Group (PMG)	Bougainville	1998-2003	260 in first phase	monitoring ceasefire, facilitating peace process
Kosovo Force (KFOR)	Kosovo	1999-present	a few	officers attached to British or American forces with NATO
UN Mission in East Timor (UNAMET)	East Timor	1999	50 police, 6 military liaison officers	facilitating referendum
International Force East Timor (INTERFET)	East Timor	1999-2000	5,000	establishing peace and security, facilitating humanitarian aid and reconstruction
UN Transitional Administration in East Timor (UNTAET)	East Timor	2000-2002	up to 2,000	maintaining security, facilitating reconstruction
International Peace Monitoring Team (IPMT)	Solomon Islands	2000-2002	25	monitoring peace process
United Nations Mission in Ethiopia and Eritrea (UNMEE)	Ethiopia/ Eritrea	2000-present	2	staff officers
International Military Advisory and Training Team (IMATT)	Sierra Leone	2000-2003	2	military observers

UN Mission of Support in East Timor (UNMISET)	East Timor	2002-2005	1,600 > 100?	maintaining security, facilitating reconstruction
UN Monitoring, Verification and Inspection Commission for Iraq (UNMOVIC)	Iraq	2002-2003	a few	weapons inspections
UN Assistance Mission in Afghanistan (UNAMA)	Afghanistan	2003-2004	1	liaison officer
Regional Assistance Mission to Solomon Islands (RAMSI)	Solomon Islands	2003-present	1,650 > 500**	police, civilians, military providing security and logistics
United Nations Mission in the Sudan (UNMIS)	Sudan	2005-present	15	observers, logistics, air movement controllers
United Nations Office in Timor-Leste (UNOTIL)	East Timor	2005-present	fewer than 100	military and police support duties

** Numbers may now be lower

APPENDIX 2

United Nations General Assembly Sixty First Session Monday 26 February 2007

Statement by Colonel Tim Simkin to the Special Committee on Peacekeeping Operations on behalf of Australia, Canada and New Zealand

Mr Chairman

I have the honour to make this statement on behalf of the CANZ Group of countries – Canada, Australia, and New Zealand.

We thank Under Secretary-General Guehenno for his report to this Committee, and welcome his extension as the Under Secretary-General responsible for UN peace operations. Building on our statement to the 4th Committee last October, CANZ will highlight and reinforce issues we view of major significance where this Committee can make an impact.

We welcome and support the thrust of the Secretary General's report; CANZ particularly welcomes the initiatives to enhance the conduct and management of UN peace operations. We are heartened by the continued importance he attaches to the implementation of the Peace Operations 2010 reform agenda, and remain eager to see the detailed report on this matter. We particularly welcome his priority in 2007 for development of capstone doctrine, which will facilitate long overdue examination of the manner in which peace operations are now being conducted, and the commensurate principles and guidelines associated with the planning and conduct of modern complex peace operations. On the important idea of establishing a cadre of civilian peacekeeping personnel for peace operations, we support in principle a core, ongoing capacity to provide the backbone of mid-level management in field missions. CANZ strongly supports the Secretary-General's proposed comprehensive review of the Strategic Military Cell in order to ascertain its comparative relevance and feasibility for the future. It is also good to see the Secretary-General's recognition that the safety component of Safety and Security needs far more attention, and that the JOC and JMAC capacities require review, analysis and development of best practices, training and further guidance, along with proper staffing.

Mr Chairman

CANZ welcomes the Secretary-General's efforts to strengthen the Secretariat's capacity to manage and sustain peace operations. The specific proposal to realign the DPKO into two separate departments merits serious consideration. We look forward to a substantive discussion on this issue in this Committee. As we work on the various aspects of the proposal, we will see where opportunities can be pursued in order to enhance our conduct of peace operations and ensure that sufficient mechanisms are in place to facilitate unity of command, including the integration of the two proposed Departments at all levels.

We welcome the review and improvements to the Integrated Mission Planning Process (IMPP) and urge its full implementation as early as possible this year, as it will be crucial if the proposal for a DPO/DFS construct is to work. We would also insist on the related immediate development of Integrated Operations Teams to ensure a new DFS is fully incorporated into a new DPO's planning and direction mechanisms at the working level. To maximize the effectiveness of the IMPP, we urge the timely appointment, for any given mission, of the SRSG, Force Commander and Police Commissioner to facilitate their involvement in the process. We encourage a comprehensive, coherent and coordinated UN approach to SSR within peace operation missions.

The police dimension of multidimensional peace operations has grown substantially in the last few years and is likely to continue on that trend in the future. We note the proposal to establish an Assistant Secretary General for rule of law and SSR post that would supervise the Police Adviser. While CANZ supports a holistic approach towards rule of law, the proposal concretely puts a new hierarchical layer between the Police Adviser and the Under-Secretary General. Given the critical importance of policing we would be concerned by a structure which would result in the Police Adviser not having the same unfettered access to the USG and the same level of influence in the Senior Management Group as the MILAD, with potentially disastrous consequences in regard to the safe conduct of police operations in missions. Our delegations would appreciate clarification from the Secretariat on how it intends to ensure the relationship between the Police Adviser and the proposed new USG DPO is preserved, to avoid diluting the advice from the police component.

CANZ concurs with the Secretary General's recommendation to increase military officers in all sections of the Military Division and welcomes his intention to upgrade the Military Adviser to Assistant Secretary-General. Also CANZ notes the vital importance of the recruitment and retention of civilian staff members of DPKO and of peace missions. CANZ welcomes the range of strategic policing initiatives aimed at building institutional police capacity in post-conflict environments. We continue to support the implementation of the Standing Police Capacity (SPC), and call upon DPKO to expedite its full implementation as well as expand the initial capacity in a timely manner to meet the current and growing demand for a responsive start-up and advisory capacity.

We also encourage DPKO to form a working group to investigate the need to create a military staff officers standing capacity to form the core planning and HQ element for a new Mission until normal staffing of the HQ occurs. The working group could build on UNMIS experience with the SHIRBRIG concept and the previous work done on standby military HQ staffing.

The expanded nature and complexity of UN peace operations demands better understanding by the entire UN family of all the options available to meet modern day threats to international peace and security. We must accept the reality that there is a broad spectrum of UN peace operations today, beyond the traditional peacekeeping missions. Guiding principles relevant to a broader spectrum of peace operations must thus be developed accordingly. This Committee should not shy away from this task.

In order to meet today's challenges (for example, levels of capability required, timeliness of deployment, and the varying levels of political and diplomatic support for UN 'blue helmeted' intervention) it has become increasingly important to collaborate closely with regional arrangements as envisaged under Chapter VIII of the Charter. To this end we welcome the Secretary-General's intent to establish a dedicated capacity for partnerships within the Secretariat, which we assume will build on the AUPOST and other initiatives with the EU and World Bank.

We have noted that the language of Security Council resolutions on the issue of use of force in UN peace operations often leads to differing interpretations and to Rules of Engagement for peacekeepers and policing elements inconsistent with the authority provided by the relevant resolution. We urge the C34 and the Secretariat to examine this issue, to ensure consistent interpretation through all subordinate documentation and directions and to promote a more systematic approach.

CANZ support the recommendation of the Departmental Working Group contained in A/60/696 that staff officers in the field should retain the status of contingent personnel, with support arrangements revised to provide for mission subsistence allowance to staff officers in lieu of payment of troop costs to troop contributing countries. We invite the General Assembly to endorse this recommendation during its 61st session in order to harmonize sustainment arrangements for mission headquarters personnel.

CANZ notes the Secretary General's intent to improve liaison with Member States in relation to UN Board Of Inquiry, however we also urge DPKO to review its policy regarding the involvement of Member States in the BOI, and in particular, the policy of not allowing national BOI to interview UN HQ staff and mission military staff as part of their own investigation. We also request this sitting of the C34 to review these DPKO policies.

Much work has already been done in the UN and in particular in this Committee, in order to fully implement the policy of zero tolerance towards sexual exploitation and abuse, and a number of initiatives are still on our agenda for completion. Expectations are high in this regard – and rightly so. We urge member states to complete the work on the revised MOU at the next session of the Ad Hoc Working Group of Experts in May. We need to work at earnest toward the full implementation of a victim assistance strategy. We must build on the work of the Group of Legal experts. And we also invite the Secretariat to present a draft policy on personnel and welfare in a timely manner. Military, police and civilian members of UN Peace Operations must empower women and children, and implement mandates in a manner which effectively addresses the scourge of sexual exploitation and abuse.

CANZ also calls for presentation of the Enhanced Rapidly Deployable Capacities (ERDC) Policy Paper and fully developed Reinforcement Needs Assessment. We note the requirement for an improved analysis capability to better inform the Needs Assessment, and encourage the Secretariat to examine options for a peace operations strategic analytical capability within UN headquarters to meet this requirement.

Mr. Chairman

Let me conclude by reinforcing the CANZ group's strong commitment to supporting DPKO in its reform of peace operations and to the Department itself. We call on all Member States in this Committee to work in partnership with DPKO, keeping in mind the need to improve the way the international community conducts peace operations for the benefit of world peace. We further call on Member States to continue to provide the support and tools required by the peacekeepers conducting these operations on our behalf.

APPENDIX 3

Australians who have died in Peacekeeping operations

[Drawn from - <http://www.awm.gov.au/atwar/peacekeeping.htm>]

Date	Name (*Police)	Location	Cause of Death
January 1966	Lieutenant General Robert Nimmo	Kashmir	Died of natural causes
July 1969	Sergeant Lew Thomas*	Cyprus	Killed in vehicle accident
August 1971	Inspector Paul Hackett*	Cyprus	Killed in vehicle accident
November 1974	Sergeant Ian Ward*	Cyprus	Killed by landmine
January 1988	Captain Peter McCarthy	Lebanon	Killed by landmine
April 1993	Lance Corporal Shannon McAliney	Somalia	Died after accidental discharge of weapon
June 1993	Major Susan Felsche	Western Sahara	Killed in plane crash
January 2000	Lance Corporal (name not released)	East Timor	Died of illness
August 2000	Corporal Stuart Jones	East Timor	Died after accidental discharge of weapon
December 2004	Officer Adam Dunning*	Solomon Islands	Shot and killed on a routine patrol in Honiara
March 2006	Private Jamie Clarke	Solomon Islands	Killed in a fall while searching for a weapons stash

APPENDIX 4

UNITED NATIONS SECURITY COUNCIL 26 October 2006

WOMEN, PEACE AND SECURITY

Statement by H.E. Mr Robert Hill Ambassador and Permanent Representative of Australia to the United Nations

Mr President,

Australia recognises the critical role women play in peace and security. We are a strong supporter of, and advocate for, SCR 1325 and have been ever since its inception. We demonstrate this commitment in both our domestic actions and through our support of countries in our region in their efforts to understand and implement SCR 1325.

For example, we have an ongoing program of training on implementation of the resolution for personnel from within the Australian Defence Forces and military personnel from other countries in the Asia Pacific region.

This year, we have also supported a Pacific Islands Forum Regional Workshop on Gender, Conflict, Peace and Security – the first of its kind in the Pacific. It was attended by policy makers, representatives from military and law enforcement agencies, and women's NGOs from all 16 Pacific Islands Forum countries. The workshop outcomes are now guiding follow-up work on gender, peace and security. We stand ready to assist wherever appropriate with these activities.

Also in the Asia Pacific, we are supporting two NGO projects that aim to enhance advocacy and action towards full implementation of SCR 1325. They focus on strengthening regional information sharing; increasing awareness of women's role in national, regional and international peace-building efforts; and training key policy makers in the region and NGOs on the implementation of SCR 1325. They will also develop a regional network of women whose names can be put forward by their respective governments for nomination for UN Peacekeeping Missions positions.

Mr President,

Domestically Australia is also taking steps to back our support for SCR 1325 with concrete action. We actively engage women in our peacebuilding efforts – women military, police and civilian personnel play a key role in our assistance to UN peacekeeping missions and bilateral and regional endeavours such as the Regional Assistance Mission to the Solomon Islands.

More broadly, gender equality has been clearly articulated as an overarching principle in the new White Paper on Australia's aid program. A new Gender Policy is being developed to underpin this commitment and practical guidelines have been developed to address policy issues and operational strategies for promoting the role of women, including in peace-building.

Mr President,

Advances have been made in understanding and operationalising the links between gender, development, human rights, peace, security and justice. SCR 1325 reaffirms the role of women in preventing and resolving conflicts and encourages making women central to negotiating peace agreements, peacekeeping operations and reconstructing societies stricken by war. It makes a gender perspective and gender equality relevant to all Security Council actions.

We stress, however, that the concerns of women must be addressed, not just in the early stages of peace processes, but also in post-conflict rehabilitation and reconstruction and broader development efforts. Gender equality is fundamental to not just achieving peace but also longer-term development and the prevention of conflict.

Australia strongly supports SCR 1325. We will continue to find tangible ways through our aid program, through our involvement in peacekeeping missions, including regional missions, and domestically, to implement SCR 1325.

In closing Mr President, I would like to congratulate our regional neighbour, Fiji – for setting an example in the region by including key elements of SCR1325 in their national women's plan of action. We are confident Fiji will also make a valuable contribution on these issues through their membership of the Peacebuilding Commission, which is tasked with integrating a gender perspective into all of its work