

Concluding Lecture
The Dilemma for UN Peacekeeping Missions and Integrated Approach
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From my point of view, I dare to try to summarize what we have discussed today. What is the integration? The integration is a necessary process in conducting peacebuilding missions as perhaps all of you can agree. At the same time this is a very difficult process for us to follow, but this is essential. Then, what should be done and what can be done? This is exactly the thing that I would like to speak to you here.

1. Need for “3D Integration”

There is a need for 3D, three-dimensional integration. Or the integration that we pursue is not 2 dimensional, but should be three- (or multi-) dimensional. Then, the question is how. We have to address the situation during the period of transition from conflict to peace. There is a variety of needs and requirements, and we have to address them.

Then, why is integration needed? Probably because unintegrated and uncoordinated activities could not address problems of the post-conflict complex situations effectively nor properly. Unintegrated approaches can lead to the many overlaps and the waste of resources.

Another question is who leads the entire operation; i.e., DPKO or Security Council? In asking these questions, we can fall into air pockets, so to speak. As a result, the very important essential tasks are left unattended by anyone. We need a more comprehensive view. Here I would like to use the word “comprehensive” instead of the integration or integrated. I believe that such a comprehensive perspective is important.

Another problem is a risk that we should discuss. Humanitarian personnel could face physical risks. In order to avoid such risks we need to take a collective action. Unintegrated and uncoordinated situation must be improved. I think we need to agree on this first.

Then, how and what we should integrate? In a nutshell, there are many gaps in the peacebuilding processes, and we need to fill them. Let me now give you five integration points, (1) integration of different issue areas, (2) integration in terms of time, (3) integration of headquarter’s view into the field, (4) integration of doctrines, and (5) integration of various actors’ operational activities. The first point is to integrate the four broad issue areas of security, humanitarian, development and politics. Then, on the second point, Professor Kawabata talked about the “golden time” at the end of a conflict in sore need of assistance, and we need to make good use of the time. It also needs the integration in terms of time during the processes of stabilization in the immediate aftermath of the conflict, peace consolidation, and medium- and longer-term reconstruction/development.

The third point is to integrate headquarter's view into the field. This is necessary for the formulation and implementation of mandates. On the fourth point, even though we do not always need to integrate doctrines fully, we should promote mutual understanding among them because the military doctrine and the civilian one differ widely in culture. On the last point, when various actors pursue operational activities, it needs to share information about their roles, budgets and personnel, and to organize their area and time of deployment on a common plan in three (or multiple) dimensions. I believe that these processes of integration are necessary.

2. Challenges in the Integration

Then, what do we need for promoting effective integration? I think three tests are required in this regard. The first one may be called "strategic vision test." This is to test whether a common vision, a common priority and a common plan are developed or not among the participants.

The second one is the test of leadership. In an integrated mission, SRSG is the head, followed by DSRSG who is serving also as RC/HC. Under that, can the UN Country Team work properly? Can the non-UN organizations act together? Can they communicate with the local host government and stakeholders effectively? Good leadership is necessary for these tasks. The quality of the leadership is tested.

The third one is the test of political will. This is related to what General Gordon call fragile triangular. The test must be done whether there is a political will or not among the Security Council, the Secretariat, the member states (TCCs, PCCs and FCCs). For example, there might be a gap that some went to Libya but do not want to go to Syria; Some failed in Somalia, so they do not want to go to another place any further. To deal with these problems they need a political will.

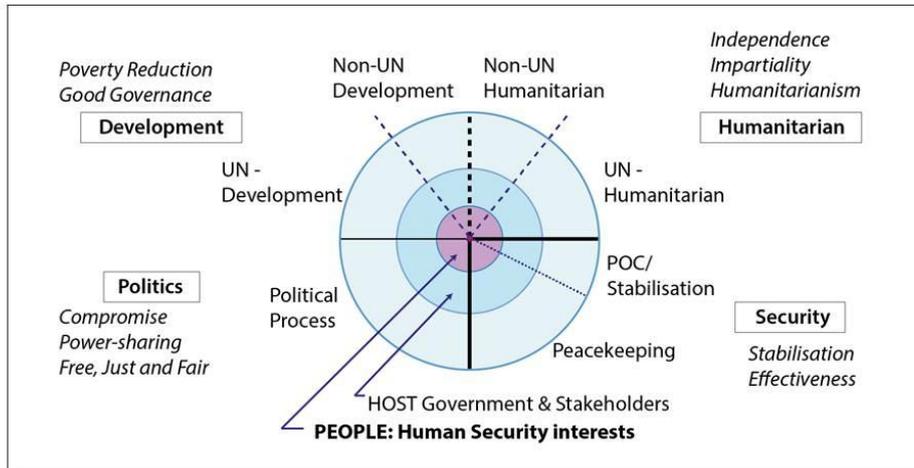
Even though the mandates are formulated, enough equipment and personnel might not be secured. This means a gap between the mandates and resources. For integration, there must be a common vision, a common priority, and a good leadership and the political will. These have to be tested.

Then, as we discussed today, how can we deal with an increasing risk, the risk that increased due to integration. I just talked about how to promote the integration and its necessary conditions. But after integration, some problems might arise, as we discussed today as the "dilemma of integration," especially the problem of the mutual interference between political and humanitarian missions. As General Gordon said, importance of mutual understanding is also an issue. The lack of mutual understanding can give rise to risks.

3. "Integration" Model: What Are Integrated?

The circles, as you can see here, usually represent an integrated situation.

Model of “Integration”



On the upper right we see “Humanitarian.” Also, “Development” on the upper left is an essential factor even though we did not discuss today. There are “Security” on the lower right and “Politics” on the lower left. As among them, I specialize in “Politics.” There is a view that both the peacebuilding and peacekeeping are political as much as operational activities; that is just what I thought. The peacebuilding and peacemaking are impossible without politics, and so “Politics” is here highlighted.

What I would like to draw your attention to is that between “Humanitarian” and “Development” there is a dotted line. This is because both are interrelated and closely linked with each other. There are UN humanitarian actors as well as non-UN humanitarian actors, i.e., NGO. Similarly, there are UN and non-UN actors for development. They both work with each other in order to improve the local situations for development, reconstruction and humanitarian.

I might draw a dotted line between “Humanitarian” and “Security,” too. I marked the boundary with a thicker line because there is a difficult aspect of relationship between the humanitarian actors and the military actors. The military missions include not only the (traditional) peacekeeping but also POC (protection of civilians) and stabilization operation.

There are, of course, more subdivisions that could be made, but if you combine this in a jointed fashion, then it would constitute one circle and then this would lead to nation-building and peace-building, as was said by General Gordon.

These four categories differ in culture and principle, as Professor Osa pointed out. To ensure

security, it needs to promote the stabilization of the local situation effectively. Meanwhile, for humanitarian actors, it is important to build on principles such as impartiality and humanitarianism and independence from politics. It may be important that development actors should pursue such notions as poverty reduction and good governance. Politics should be based on free, just and fair business on one side, but it also has to have political power sharing and compromise to make it happen. We have to integrate these four different categories which have different values and principles; that is what was discussed today.

But, that is not all. Even though international actors may have a role to play, there are host government and stakeholders in the local field, and international aid should be designed to encourage self-help. We cannot ignore “Host Government & Stakeholders” in the circle.

Furthermore, I would like to insist on a human-centered model. In the center of the circle, I put “PEOPLE” who should feel that they are living a life of peace. It may be a matter of “Human Security Interests.” With having a vision and a set of priorities, we should assign a proper role to each of the various actors. Then, integration may be promoted in a positive manner. Well, this may be an ideal, but here I tried to visualize what we have discussed today.

4. “Integration” Reconsidered

Let me now share my views on integration once again. First of all, integration is not the ends but the means. The risks involved in integration are major dilemma that we face. While we act in accordance with humanitarian principles, as a result it sometimes causes a contradiction. For example, how we adjust a conflict between two types of “protection,” that are “humanitarian protection” and “military protection.” In order to handle such a conflict, we have to make sure to understand that integration is just a means and not the ends. We should share a common vision as an end purpose.

Then, integration is not a panacea, as we discussed today. Now I try to distinguish between synonyms, for example, “system cohesion” is one expression that was used. Professor Kamino said why UN agencies have to be integrated; each of them sometimes has to act in a very different way. “System cohesion” would have to be pursued, but it is not necessarily the same as “integration” all the time. “CIMIC” is also another common word. This may have some overlapping parts with integration, but this is not the same as integration.

Identifying multidimensional PKO with integration is one idea, but I am concerned about the assumption that PKO itself has multiple dimensions. Take MONUSCO for example, it has 45 different tasks, as we discussed today. Why PKO, which is funded by the mandatory PKO budget that Japan has to pay its large portion, has to conduct all these tasks within their mandates? PKO

may not need to cover everything and some other organs or organizations, with in the UN or outside the UN can better perform the necessary tasks. So that it may be necessary to scrutinize the existing operations. We do not always need to argue on the line that multidimensional equals integration.

To give you the conclusion, overintegration leads to more problems, and so we are permitted to pursue the partial integration or the harmonization of tasks based on the mutual understandings. I think we need the flexibility to meet the expected goals.

This is the last point. Ultimately, what is required is the comprehensive strategies, in which we have to share the common purpose, goal and vision. We also need to coordinate the necessary activities. Then, what is the vision? Please remember the circle that I shared with you. We should hear not only the local government's request but also the voice of the local people, and ask them what they need. The most important question on the integrated mission is, for whom the integration is promoted, preferably in a 3D fashion. This is what triggered me to think, and so this is my observation that I wanted to share with you today. Thank you very much.