



**CO-CHAIRS' SUMMARY REPORT**  
**7<sup>TH</sup> ARF PEACEKEEPING EXPERTS' MEETING**  
Qingdao, China, 26-29 June 2019

## INTRODUCTION

1. The 7<sup>th</sup> ASEAN Regional Forum (ARF) Peacekeeping Experts' Meeting under the theme "*Strengthening Regional Peacekeeping Cooperation and Enhancing the Effectiveness of the United Nations Peacekeeping Operations (UNPKOs)*" was held in Qingdao, China on 26-29 June 2019 and co-chaired by Lt. Gen. Ker Savoeun, Deputy Director-General, Cambodian National Center for Peacekeeping Forces, Mine and Explosive Remnants of War Clearance and Maj. Gen. (Ret.) Wang Xiaojun from China, former Force Commander of United Nations' Missions for the Referendum in Western Sahara (MINURSO). The Meeting was attended by representatives from all ARF Participants except the Democratic People's Republic of Korea (DPRK), Mongolia, Papua New Guinea, the Philippines, and the Republic of Korea (ROK). Representatives from the United Nations and the ASEAN Secretariat were also in attendance. The List of Delegates appears as **ANNEX 1**.

## OPENING REMARKS

2. In her remarks, Counselor Zhao Ningning, Ministry of Foreign Affairs of China, underlined the role of the ARF in maintaining regional security and stability through confidence building measures and practical activities. She also highlighted that as both a permanent member (P-5) of the United Nations Security Council (UNSC) and an active Participant of the ARF, China is responsible to contribute to the global order, including through increasing its support towards the ARF by co-hosting and convening ARF activities on key areas of cooperation, such as peacekeeping operations. Counselor Zhao Ningning's remarks appears as **ANNEX 2**.

3. In his remarks, Lt. Gen. Carlos H. Loitey, United Nations Military Adviser, underlined the significance of the ARF Participating Countries' contribution to the UN peacekeeping operations (PKOs) through the deployment of personnel across various UN peacekeeping missions. He also highlighted the following points: (i) peacekeeping is now facing a multitude of challenges exacerbated by the changing nature of conflict, increasing threats, diminishing consent, complex mandates, staggering protection

tasks, unclear exit strategies, and lack of progress in political processes; (ii) there is a close connection between performance and the safety and security of peacekeepers, both of which should be prioritised and can be strengthened through evaluation and assessments on command and control, protection of civilians, conduct and discipline and training; (iii) there is an urgency in meeting the set target of female participation in peacekeeping operations, which is 5.25% by 2019 and 15% by 2028; and (iv) partnership among Troop Contributing Countries (TCCs) is essential to reduce capability gaps and can be enhanced through joint contingents, as well as providing equipment and training between the TCCs. Lt. Gen. Loitey's remarks appears as **ANNEX 3.**

4. H.E. KHEK Cai Mealy Sysoda, Ambassador of the Kingdom of Cambodia to the People's Republic of China highlighted Cambodia's contribution to UN PKOs and recalled that Cambodia, which was once a receiving country of UN peacekeeping forces from 1992-1993, has become one of the active TCCs that has sent its forces to ten peacekeeping missions in eight countries, including Sudan, South Sudan, Lebanon, Central Africa, Chad, Syria, Mali and Cyprus. In improving UN PKOs, she further highlighted that there is a need for stronger cooperation and partnership with regional organisations, such as ASEAN. She further stated that ASEAN should play a more important role in peacekeeping operations while simultaneously strengthen and adapt their peacekeeping instruments and capacity to meet the evolving challenges in peacekeeping. H.E. Cai Mealy's remarks appears as **ANNEX 4.**

5. Maj. Gen. Chen Guangjun, Assistant Chief of Staff, Joint Staff Department, Central Military Commission of China, recalled the spirit of the UN PKOs "...*saving succeeding generations from the scourge of war...*" as enshrined in the ASEAN Charter and underlined that since 71 years ago, the UN PKOs have played an irreplaceable role in promoting peaceful settlement of conflicts and redevelop social and economic growth in war-torn areas. He also highlighted that the peacekeeping forces from ARF Participating Countries made up 31% of the UN's total peacekeeping strength and cover 67% of the total funding for UN PKOs, hence making the ARF an indispensable propeller for world peace and development. MG. Guangjun's remarks appears as **ANNEX 5.**

## **SESSION I : PROMOTING BETTER UNDERSTANDING OF THE MANDATES OF UN PEACEKEEPING MISSIONS**

6. In his remarks, Mr. David Harry, Director of Department of Peace Operations, the United Nations, underlined the critical importance of a peacekeeping mandate which not only authorises a mission and frames the operations, but also measures the success of the mission. Against this backdrop, Mr. Harry highlighted the following four measures under the Action for Peacekeeping (A4P) initiative which are instrumental

in developing a 'clear, focused, sequenced, prioritised, achievable and matched with appropriate resources' mandate:

- a. *Triangular cooperation* between the Troops Contributing Countries (TCCs), the UN Security Council and the UN Secretariat, which contributes to the development of a realistic mandate applicable to the realities on the ground. It was also noted that the involvement of the host nation in the pre-deployment consultation is essential, more particularly when the host nation is a party to the conflict or in situations where the triangular cooperation needs to take into consideration issues surrounding human rights.
- b. *Pursuing integrated approach*, which envisions that a mandate should be based on collective agreement on how to address challenges in the mission, shared prioritisation among the relevant parties and a unified objective of the mission which also takes into account the financial capital the mission needs;
- c. *Comprehensive analysis and frank assessments*, wherein formulating or changing the mission mandate, the UN Security Council will depend on the UN Secretariat to provide a direct and clear advice, which should be developed based on the UN Member States' divergent views as well as the integration of the A4P factors in the UN Secretariat's recommendation; and
- d. *The inclusion of Women, Peace and Security issues*, whereby both civilian and uniformed female peacekeepers can play a significant role in the political participation, conflict resolution and the transition from conflict to peace.

Mr. Harry's remarks appears as **ANNEX 6**.

7. The Meeting was briefed on China's participation in the UN PKOs and noted that China has participated in 30 UN PKOs and deployed more than 40,000 peacekeepers. It was noted that there are currently over 2,500 Chinese peacekeeping troops on the ground, which has made China the largest troop contributor among the P-5 of the UNSC, as well as the second biggest financial contributor to the UN peacekeeping budget. Recalling the commitment made by President Xi Jinping at the UN Peacekeeping Summit in 2015 to further support UN PKOs, China has formed a peacekeeping standby force of 8,000 troops, which, together with two standby peacekeeping police squads, have completed the registration at the UN Peacekeeping Capability Readiness System (PCRS). In efforts to better understand the UN PKO mandate, the Meeting underlined the following three points: (i) clear and achievable mandates at the strategic level is fundamental; (ii) while protection-related mandates are important, there should be a clear distinction between the role of the peacekeeping mission, whereby the mission should not take over the responsibility of the host nation to protect its civilians; and (iii) when deciding the mandates, it is necessary for the UN Secretariat to increase coordination with the TCCs, to reduce the gaps between what

is required by the UN and what can be provided by the TCCs. China's presentation appears as **ANNEX 7.**

8. Dr. Alma, Abdul Hadi Jadallah in her capacity as the United States' Experts and Eminent Person suggested the following four recommendations on how best to support a multi-dimensional approach to the implementation of peacekeeping mandates: (i) to increase the capacity building of peacekeepers to better adapt to the changing environment in the PKOs, including by educating peacekeepers on conflict prevention strategies and Early Warning System (EWS); (ii) to develop broader partnership to ensure the sustainable implementation of the mandates, including by engaging with women, youth, and non-traditional groups in the local communities; (iii) to encourage peacekeepers to develop better understanding on conflict management process at the local level, which could support the work of peacekeepers on the ground; and (iv) to utilise inclusive approaches in the implementation of the mandates, such as through translating the mandate into meaningful actions that can be understood by local populations. Dr. Jadallah's remarks appears as **ANNEX 8.**

9. Russia briefed the Meeting on the concept of peacekeeping under "Chapter Six and Half" of the UN Charter that balances the pacific settlement of disputes and the use of force in the event of threat, which has now moved towards "Chapter Seven and a Half", whereby enforcement action is delegated to regional arrangements as either a part of or in close cooperation with the UN PKOs. Against this backdrop, it was noted that the mandate of peacekeeping must also evolve in line with the differing tasks of missions as well as the nature of conflict and the challenges it entails. Russia also shared that in the implementation of peacekeeping mandates, Russian peacekeepers have been trained with proper trainings which include patrolling, checkpoint, protection of civilians, and concepts of international humanitarian law. Russia's presentation appears as **ANNEX 9.**

10. Indonesia underlined that peacekeeping mandates are shared commitment, in which the formulation of the mandates should be guided by the following principles: (i) to have received consent from all the relevant parties; (ii) to be based on impartiality; (iii) to prioritise non-use of force except for self-defence and to support the implementation of the mandate. In efforts to strengthen the political weight of the mandate as outlined in the A4P, it was also noted that peacekeeping mission should be equipped with the political capacity to assist with post-conflict development in the host nation. Indonesia's presentation appears as **ANNEX 10.**

## **SESSION 2: IMPROVING THE CAPABILITY BUILDING INCLUDING PRE-DEPLOYMENT TRAINING AND RAPID DEPLOYMENT**

11. Malaysia briefed the Meeting on its efforts in strengthening predeployment training and rapid deployment, taking examples of Malaysia's contribution in the United Nations Interim Force in Lebanon (UNIFIL). It was noted that the six-months training utilised a number of UN term of references, including the Core Pre-Deployment Training Materials (CPTM), the Specialised Training Materials (STM), the UN Infantry Battalion Manual (UNIBAM), as well as the United Nations Military Unit Manual (UNMUM). Malaysia's presentation appears as **ANNEX 11**.

12. The Meeting was updated on Japan's contribution in strengthening capacity building of peacekeepers through the following measures; (i) the Triangle Partnership Project (TPP), which was initiated by the UN in 2014 and aimed to improve the capacity of rapid deployment of support forces for UN peacekeeping missions with a focus on promoting the capacity of engineer units, including organising pilot and integrated training courses in various countries. Having supported the project in Africa successfully in 2015, the Meeting noted Japan's contribution in the amount of approximately USD 35 million to expand the TPP toward Asia and the surrounding region; (ii) by facilitating women's participation in peace operations, including through co-hosting with the UN the capacity building training of Women's Protection Advisers in Tokyo in December 2018 and making the E-Learning programme on the prevention of sexual exploitation and abuse (SEA) mandatory for all field mission personnel; and (iii) contributing to the revision of the UN Peacekeeping Missions Military Engineer Unit Manual, after which, upon completion will enhance the effectiveness of peacekeeping training and operations. Japan's remarks appear as **ANNEX 12**.

13. The Meeting was briefed on Bangladesh' predeployment training which includes comprehensive training and mission-specific training programmes. It was noted that the programmes would emphasise on the protection of civilians (POC), language training, robust deployment, SEA, as well as the utilisation of advance technology in the operations. The Meeting further noted Bangladesh's efforts in modernising their equipment, which includes, among others, mine-resistant vehicles, Explosive Ordnance Disposal (EOD), Improvised Explosive Device Disposal (IEDD), night flying helicopters, smaller tactical Unmanned Aerial Vehicle (UAV), drones, as well as advanced Improvised Explosive Device (IED) detection system. Bangladesh's presentation appears as **ANNEX13**.

### **SESSION 3: ENHANCING THE EFFICIENCY OF PROTECTION PROVIDED BY PEACEKEEPING OPERATIONS AND IMPROVING THE SAFETY AND SECURITY OF PEACEKEEPERS**

14. Pakistan shared that to enhance the security of PKOs and the safety of peacekeepers, the international community must allocate sufficient materials to better support the peacekeeping missions, as well as to continue sharing experience and best practices in predeployment training and on the area of POC. Taking note that mandates serve as legal basis for the mission and the use of force, the Meeting also noted that TCCs with practical experience should be consulted during the drafting of the mandates. Pakistan's remarks appears as **ANNEX 14**.

15. Underlining the close connection between peace, security and development, the Meeting noted Thailand's contribution to the United Nations Mission of Support in East Timor (UNMISSET) in 1999-2005, during which the Thai infantry contingents deployed not only possessed military capacity but also development support capability, with various projects implemented to enhance Demobilisation, Disarmament and Reintegration (DDR) programmes, alleviate hardship of local people and improve their socio-economic condition. During the mission, the Meeting further noted various development projects carried out by the Thai personnel on areas such as agriculture, reconstruction, water and hygiene, medical services and cultural exchange. Thailand's presentation appears as **ANNEX 15**.

16. The Meeting was updated on China's current practice in strengthening the POC in the United Nations Mission in South Sudan (UNMISS), which have been carried out through measures such as the establishment of a POC site within the UNMISS camps, 24/7 force protection, weapons-free zone area, humanitarian aid, as well as administrative support. On the way forward, it was noted that proper protection is necessary, whereby timely protection should be provided without prejudice to the government's Responsibility to Protect (R2P) and the government's legitimate rights to govern. It was also noted that in enhancing the POC, there is a necessity for an integrated approach that accommodates both political and operational elements, in which such approach would be more applicable to the situation in the area of operations. China's presentation appears as **ANNEX 16**.

17. The Meeting was briefed on Canada's contribution in the development of the Declaration of Shared Commitments on Peacekeeping Operations endorsed by the UN Member States and the UN Secretary General in September 2018, wherein Canada has put special emphasis on advocating for the integration of the principles the Women, Peace and Security agenda as well as the inclusion of language calling for improved mechanisms to prevent and respond to SEA. In support of these objectives, Canada was of the view that effective engagement with the host populations is essential to the credibility and legitimacy of UN peace operations. In this

connection, Canada has developed the Elsie Initiative which aimed to increase uniformed women's meaningful participation in the UN PKOs, as well as the Vancouver Principles, which are a set of non-binding pledges aimed at preventing the recruitment and use of child soldiers in the context of UN peace operations. The Meeting further noted that Canada has provided approximately USD 11.3 million for the Elsie Initiative and is seeking contribution from the UN Member States to reach the fundraising target of USD 40 million to provide operational support for the initiatives for five years. Under the ARF framework, the Meeting noted that a draft Joint Statement on Promoting Women, Peace and Security at the ARF, proposed by Canada, is currently under discussion. Canada's remarks appears as **ANNEX 17**.

#### **SESSION 4: STRENGTHENING THE PARTNERSHIP OF THE UN PEACEKEEPING OPERATIONS**

18. Cambodia briefed the Meeting on the significance of strengthening partnership in peacekeeping operations which would not only increase the capacity of the peacekeepers, but also contribute to the maintenance of world peace and security. It was noted that Cambodia has benefited from training and financial assistance from other TCCs such as the ROK, India, and Thailand, as well as received specific support from China and Russia for its demining programme, e.g. through the convening of the Regional Demining Course held in Cambodia in May 2019. Cambodia's remarks appears as **ANNEX 18**.

19. The European Union (EU) updated the Meeting on their long-standing support towards the UN PKOs, including through the UN-EU Strategic Partnership on Peace Operations and Crisis Management: Priorities 2019-2021, which is part of the broader EU-UN Partnership in promoting multilateralism and a rules-based order in addressing pressing global challenges. It was noted that eight shared priorities areas are included in the Partnership to better support the UN PKOs politically, operationally and strategically, namely: (i) enhancing women, peace and security agenda; (ii) strengthening cooperation between missions and operations in the field; (iii) assessing how best to act in complementarity during the transitions of missions and operations; (iv) facilitating EU Member States' contributions and support to the UN's A4P Initiative; (v) supporting conflict prevention and political processes; (vi) intensifying cooperation on policing, the rule of law and security, sector reform (SSR); (vii) enhancing cooperation with and support to African-led peace operations; and (viii) enhancing cooperation on training and capacity building. The EU's remarks appears as **ANNEX 19**.

20. The Meeting was briefed on Viet Nam's efforts in increasing its participation in the UN PKOs, including through consultation and cooperation with various UN relevant bodies and agencies, such as the UN Department of Peace Operations (UNDPOs)

and the United Nations Development Program (UNDP). A number of programmes have been implemented, including the Pilot training in November 2018 under the UN's TPP programme, as well as the convening of the International Conference on Enhancing PKO Capacity in November 2018. The Meeting further noted that Viet Nam would be co-chairing the ASEAN Defence Ministers' Meeting-Plus Experts' Working Group on Peacekeeping Operations (ADMM-Plus EWG on PKOs) with Japan for the 2020-2023 cycle. Viet Nam's remarks appears as **ANNEX 20**.

21. Singapore briefed the Meeting on Department of Peace Operation's ongoing efforts in strengthening peacekeeping partnership with UN agencies such as the UN Office for the Coordination of Humanitarian Affairs, the UN Development Program, the UN High Commissioner for Refugees; non-governmental organisations; and the International Committee of the Red Cross. A number of efforts which aligned with those of the UN were highlighted, including: (i) supporting strategic alignment of the UN with other organisations such as the EU, the African Union, and the North Atlantic Treaty Organization (NATO); (ii) joint operational planning with the UN's Department of Political Affairs; (iii) providing training assistance through the UN peacekeeping hubs and the TPP programmes; (iv) providing technical assistance to other TCCs and (v) establishing long-term strategies for the way ahead, including to support the implementation of the UN Sustainable Development Goals (SDGs). Singapore's efforts such as participation in UN Manual Writing Programme, development of the UN Notification of Casualties Software in collaboration with DPKO and DFS, participation in the TPP Engineers train-the-trainer programme and participation in ADMM-Plus EWG Peacekeeping activities were highlighted. Singapore's presentation appears as **ANNEX 21**.

22. Australia briefed the Meeting on the significance of peacekeeping partnership in improving the capability and performance of the mission, which directly contributes to the safety and security of uniformed peacekeepers. Australia further shared some examples of its peacekeeping partnership, among others, at the bilateral level with Viet Nam which included language development capabilities and preparation of medical personnel in support of Viet Nam's inaugural peacekeeping deployment to South Sudan in 2018, and at the regional level under the framework of the ADMM-Plus EWG on PKO, in which Australia with Indonesia as the current Co-Chairs of the EWG will co-host a Field Training Exercise (FTX) on PKO in Sentul, Indonesia in September 2019. Australia's remarks appear as **ANNEX 22**.

## **SESSION 5: BREAKOUT SESSIONS**

23. Four breakout-group sessions were convened simultaneously to further discuss and develop recommendations on the issues presented on the previous sessions, namely: (i) promoting better understanding of the mandate of UN Peacekeeping Missions; (ii)



improving the capability building including pre-deployment training and rapid deployment; (iii) enhancing the efficiency of protection provided by peacekeeping operations and improving the safety and security of peacekeepers; and (iv) strengthening the partnership of the UN Peacekeeping Operations.

24. In promoting better understanding of mandates, Group 1 provided the recommendations as follows: (i) bearing in mind that the UN Security Council Resolutions and mandates are the legal basis and strategic guidance of the operationalisation of peacekeeping missions, the language in the documents should be clear and specific, whereby there should be balanced reflection between political language and what is actually required for the mission on the ground. This can be supported by more reconnaissance visits and research before and during the establishment of a mission, as well as better engagement with the TCCs to strengthen their understanding on the requirement of the mandates; (ii) there should be a clear understanding on the role of the peacekeeping missions in the host nation, particularly those carried out under protection-related mandates. It was underlined that the presence of the mission is to assist the local government in protecting civilians and not completely replace the responsibility of the host nation; (iii) designing mandates should take into account the financial support endorsed by the 5<sup>th</sup> Committee of the UN General Assembly to ensure smooth operational activities of the mission; (iv) to take into account the primacy of politics, in which the mandate should address host nation responsibilities and the Status of Force Agreement (SOFA) violations; and (v) to gather more data in the process of drafting in order to produce better advice on sequence and prioritisation. Group 1's presentation appears as **ANNEX 23**.

25. Group 2 provided recommendations on how to improve the capacity of peacekeeping missions especially with the changing dynamics and complexities of the political, security and economic development in the host nation. It was noted that the TCCs should continue training their "green soldiers" into "blue peacekeepers" and in efforts to do so, the trainings for the missions should include proper handover between staff, negotiation and mediation skills, intelligence, operational, tactical, logistics, pre-deployment and on-site trainings, language, cross-cultural communications, as well as adequate local knowledge and local competency. On strengthening technical support, it was also noted that decreased financial contribution towards UN Peacekeeping Missions could affect the quantity/quality of equipment provided for the TCCs, more particularly those who are under the wet-lease system, whereby their financial spending and purchase of equipment are reimbursed through a certain period of time. In this regard, there should be better coordination between the UN Secretariat and the TCCs in determining the type, amount and specification of the required equipment. Group 2's presentation appears as **ANNEX 24**.

26. Group 3 provided the recommendations on enhancing the efficiency of protection in peacekeeping operations as follows: (i) to better engage with the local

community which will contribute to better access of information and increased trust between the mission and the local people; (ii) to further develop a clearer Standard Operating Procedures on the rules of engagement to help peacekeepers make decisions quickly on the use of force in emergency situations; (iii) to maintain adequate support from the sending nations, including operational and technical support such as weapons, equipment and logistics to enhance the safety of the peacekeeping missions. It was further noted that the safety of the peacekeepers is also the responsibility of the sending nations and that the credibility of the unit can be a deterrence factor towards potential offence; (iv) troops should encompass staff with intelligence capacity, whereby peacekeepers are equipped with sufficient information on the political, economic, and security dynamic of the host nations. The missions should also be prepared with proper supply of information and analysis prior going on missions; and (v) to increase female participation in peace operations and to address the issue of SEA seriously as it has undermined the role of women in peacekeeping operations. It was further underlined that there should be consistent messaging from the top commander of the peacekeeping mission that the troops present in the area of operations are to protect the local community, which also needs to be supported with positive behaviors of the soldiers on the ground. Group 3's presentation appears as **ANNEX 25**.

27. Group 4 deliberated on the various measures carried out by ARF Participants to strengthen partnership with the UNPKOs, namely: (i) through developing various partnership frameworks at the political/strategic level; (ii) through training and capacity building programmes, mobile training teams, advancing gender equality, co-deployments, and multinational rotations e.g. the rotational contribution of transport aircraft C-130 by Belgium, Norway, Denmark and Portugal to the UN Mission in Mali (MINUSMA). It was also noted that exchange of training may be offered between the regions to fulfill the capability gaps; and (iii) to identify potential pledges in partnership in regional forum/bilateral discussions. Group 4's presentation appears as **ANNEX 26**.

## **CLOSING REMARKS**

28. In their Closing Remarks, the Co-Chairs thanked the ARF Participants for their active contribution and support rendered towards the Meeting. The Co-Chairs also commended that the Meeting had productively produced a number of recommendations that would contribute to the discussions on peacekeeping issues not only under the ARF framework but also under the United Nations. The Meeting noted that the outcomes of the 7<sup>th</sup> ARF Peacekeeping Experts' Meeting would be submitted to the 26<sup>th</sup> ARF in Bangkok in August 2019 for the Ministers' notation.

**ACKNOWLEDGEMENT**

29. The Meeting expressed gratitude and appreciation to the Government of China for the excellent arrangement and warm hospitality extended towards the ARF Participants.

