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*The Theory and Practice of International Peace Operations:
Challenges in South Sudan*

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Part I

Introduction

Chapter 1 The Theory and Practice of International Peace Operations

What “institutions,” such as domestic and international laws, organizations, and policies that support and enable international peace operations, help external actors deal with conflicts and the resulting complex crises? This book focuses on international peace operations and conducts interdisciplinary analysis using four research approaches: international law, political science, international organization, and policy studies. We use South Sudan as a case study, analyzing how various external actors have collaborated in this complex crisis caused by conflict. Throughout, the focus is on the relationship between institutions and the cooperation that they require. This book examines and clarifies what kinds of institutions are normally created, how much cooperation they actually produce, and where the challenges in cooperation lie. It discusses inter-actor cooperation at the state and international levels.

Stopping short-term violence alone is not enough to fundamentally resolve conflicts and prevent their recurrence. This has led international organizations to call attention to the need to respond to multiple crises. The efforts of the United Nations (UN) known as Peacekeeping Operations (PKOs) during the Cold War came to be called “Peace Operations” in the 2000s, following a dramatic change in the 1990s. In the process, the PKOs became “multi-dimensional,” monitoring elections and helping nations construct software and hardware. “Robust” mandates, which are responsible for disarmament and civilian protection activities under Chapter 7 of the UN Charter, also became prominent. In recent years, many activities have been led by regional organizations. The UN’s creation of “triangular cooperation” between the UN, member states who provide technicians and resources, and those who participate in the operations, has also attracted the attention of researchers, as well as policy makers. Because of these trends, external actors are expected to build and establish peace locally by promoting mutual cooperation.

Chapter 2 International Peace Operations in South Sudan: Focusing on the Transition and the Period After Independence

The Republic of South Sudan (South Sudan) became the newest independent nation in the world in July 2011. This chapter provides an overview of the civil war behind the birth of South Sudan and peace operations by the international community, especially during the periods of transition and post-independence state-building, to understand the four research approaches considered in Part II.

The analysis of the period begins with an explanation of the Comprehensive Peace Agreement (CPA) of July 2011. This agreement was between the Republic of Sudan (Sudan) and the Sudan People's Liberation Movement, also known as the Sudan People's Liberation Army (SPLM/A). It then discusses the period of independence of the Republic of South Sudan in July 2011 and the aftermath of the disturbance between President Kiir and the opponent Marchar in July 2016. First, the chapter outlines the second civil war between North and South Sudan. Next, it examines the processes and complexity of the transition period from the end of the civil war to the independence of Southern Sudan. Finally, it examines the period after independence was achieved, with special focus on political support and humanitarian and reconstruction assistance.

This overview reveals that South Sudan, despite international peace operations provided by a wide variety of actors, is constantly moving between conflict and peace in a complex, ongoing crisis. This poses a serious challenge for the international community responsible for international peace operations.

Part II

Research Approach and a Case Study on International Peace Operations

Chapter 3 International Peace Operations and Law

International peace operations are characterized as political and policy issues, and this chapter discusses what kind of analysis and study can be conducted from a legal perspective. This includes determining what subjects can be studied and practiced from this perspective. First, it considers how international peace operations are positioned under the UN Charter System, and examines their relationship with international law, categorizing the types of international peace operations in the process. Next, it reviews how the research on international peace operations has progressed in the field of international law.

The second half of this chapter focuses on the case of Japan's international peace cooperation in South Sudan, applying a legal and institutional framework. The analysis clarifies that this legal and institutional framework can be a starting point for understanding inter-actor cooperation in international peace operations. The final section presents discussion points and issues in law for the future study and practice of international peace operations.

Chapter 4 International Peace Operations and Institutions: The Political Science Perspective

This chapter discusses different approaches to analyzing how international peace operations can function. It is generally believed that achieving peace is in the common interest of all countries; and

yet, international peace operations are created in the result of mediating the interest of different countries. Institutions can be understood as encouraging actors to cooperate in a way that ensures the continuous existence of all actors both at international and national levels. The “whole-of-government” approach (WGA) is an inter-actor cooperation involving diplomatic agencies, development, and defense from supporting countries to assist other countries struggling with complex crises that require a wide range of expertise. The WGA’s “top-down” tactic pursues policy coherence by promoting cooperation at the stages of policy planning, monitoring, and evaluation. This tactic is mainly prominent in Western countries, and has been largely institutionalized. Alternatively, the “bottom-up” tactic seeks to create cooperation at the stage of policy implementation on an ad hoc basis.

This chapter examines the United Kingdom’s (UK’s) assistance to South Sudan as a case study. The UK has established a variety of institutions to implement the WGA by placing human and financial resources within an international support framework developed for South Sudan. It has also created its own version of a top-down tactic which includes creating joint office between diplomatic and development actors in Juba. However, because institutional cooperation occurs primarily during policy making, the analysis reveals that the UK has faced challenges in adapting its policy implementation to recent drastic changes in the field.

Chapter 5 International Peace Operations and International Organization

This chapter discusses the discipline of international organization, which studies international peace operations. This discipline’s analytical focus on international organizations’ role in international peace operations clarifies how actors, especially states, fortify international peace operations and allocate resources through a system of international organizations that they form and maintain. However, if the international environment and structure surrounding the organization are not considered, there is a danger that the importance and problems of international peace operations may be obscured, since international organizations are historical products of international politics. In other words, the approach of international organizational research can be used to explore the characteristics and challenges of international peace operations.

Analyzing the case of South Sudan’s shows three issues with the UN “integrated approach” to complex crises, especially when attempting to promote cooperation among actors. First, there are barriers between the actors involved, due to different budgets and different channels for approval and accountability. Second, making organic interconnection between peacekeeping activities and humanitarian assistance has become even more difficult than normal given the context in South Sudan. Third, the scope of the UN’s integrated approach is within UN organizations themselves, especially those at the Secretariat headquarters. Further, the UN has not been well-integrated with other organizations, such as regional actors.

The UN's integrated approach functions as a mechanism to promote cooperation among actors in the planning, implementation and evaluation of international peace operations. However, there is always a gap between the approach's theory and its practice.

Chapter 6 International Peace Operations and Policy Studies

International peace operations are policies that are carried out across national borders to support not only highly political but also conflict-affected situations. Therefore, by simply analyzing international peace operations, many studies suggest certain policy changes. Policy studies is a research approach that expressly considers international peace operations as policies and primarily aims to improve the outcomes of such policies. This chapter investigates how this approach understands peace operations, what kind of research on international peace operations it advocates, and the benefits and limitations of policy studies.

To answer these questions, the first section explains the definition and basic characteristics of policy studies. Section 2 describes the policy components and processes that form the main framework for this approach. In Section 3, this framework is used to examine international peace operations, and the possibilities and limitations of policy studies are discussed. In Section 4, the international peace operations precipitated by Japan's dispatch of the Self-Defense Forces to South Sudan are examined, and provide an example how to approach international peace operations from the perspective of policy studies.

Chapter 7 Issues and Prospects of International Peace Operations in Interdisciplinary Research

This book attempts to apply four different research approaches, in order to communicate all the characteristics of international peace operations. From a legal perspective, it examines the issues of international law caused by the involvement of external actors in international and domestic conflicts. With the political science approach, it investigates whether inter-actor cooperation can occur in organizations and states, each of which pursue both common and self-interests. The international organization approach allows us to recognize that international organizations are not only the actors in international peace operations but also provide opportunities for member states to discuss the way operations are implemented. Finally, policy studies help us to articulate the international public policies, foreign policies, and host country policies relevant to creating international peace operations. Further, two essays in Part II introduce quantitative analysis and historical studies as well as other useful research methods. The book also notes the usefulness of regional studies and social/cultural anthropology in understanding the background of local conflicts.

The case of South Sudan is used to analyze the inter-actor cooperation between the UN, Japan, and the UK, as well as the international support framework designed to effect cooperation with each action and the legal system of the involved states. In other words, the book clarifies the characteristics and applications of a wide range of “institutions” such as domestic and international laws, organizations, and policies that support and enable international peace operations. This analysis shows that it is difficult for any actor to be involved in a complex crisis that is constantly changing, even if institutions for cooperation are established. Three essays in Part I detail the practices of cooperation between the UN, Japan, and World Food Programme, all of which involved in South Sudan’s peacebuilding.

Together, the book’s insights provide an agenda for future research, which includes clarifying the conditions of cooperation between external actors (that is, inter-organizational cooperation), the effect of cooperation in host countries, and the cause of the conflict in South Sudan, as well as an assessment of the international peace operations from the perspective of local people.