

## **Enhancing Indonesia's Participation In Un Peacekeeping Missions Through Indonesian Civilian Peacekeepers**

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### ***Abstract***

Peacekeeping is a global challenge that requires active engagement from the international community. One increasingly necessary form of involvement is through the deployment of civilian peacekeepers. Indonesia, as a nation with a longstanding commitment to UN peacekeeping missions, can play a more active and significant role in providing civilian peacekeepers. This research aims to analyze the strategies and concrete steps that Indonesia can take to enhance its participation in UN peacekeeping missions through civilian peacekeepers. By reviewing past experiences and contributions, this study provides profound insights into Indonesia's potential contributions in this context. The research methodology involves analyzing Indonesia's foreign policy, case studies on civilian peacekeeper participation, and interviews with relevant stakeholders, including government representatives, non-governmental organizations, and academic figures. The research findings indicate that increasing Indonesia's participation in UN peacekeeping missions through civilian peacekeepers requires enhancing human resource capacity, strengthening inter-agency cooperation, and formulating more directed policies. The implications of these findings include recommendations for strengthening training programs, developing international cooperation agreements, and actively using diplomacy to promote Indonesia's role as a civilian peacekeeper. By exploring potential and addressing existing challenges, this research presents a comprehensive view of how Indonesia can more effectively contribute to UN peacekeeping missions through civilian peacekeepers, with the hope of strengthening Indonesia's role in maintaining global peace and security.

***Key: Civilian Peacekeeper, UN Peacekeeping Missions, Peace, Conflict***

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## **INTRODUCTION**

In the 21st century, global security challenges are becoming increasingly complex, demanding an active role from the international community in maintaining world peace. The United Nations (UN) has become the primary stage where countries collaborate to address conflicts, prevent wars, and preserve peace. In this context, active participation in UN peacekeeping missions is crucial, and countries are obligated to contribute the human and expertise resources needed. As the rapid acceleration of globalization impacts political and security dynamics at the international level, it poses threats to human security and global security. According to The Economic Intelligence Unit (EIU) (Litbang Kompas, Yosep Budianto: 2023), there are four (4) global threats that will be faced by countries and the international community, such as political unrest, security or military threats (war), economic stagnation, and environmental degradation. President Xi Jinping, in a concept paper on global security initiatives presented at the opening ceremony of the Annual Boao Forum for Asia, outlined that the existence of global threats has implications for historical changes, and the international community is confronted with various risks and challenges unprecedented in history. Vulnerabilities in regional security continue to flare up, local conflicts and turbulence often occur, the Covid-19 pandemic, unilateralism, and protectionism are significantly increasing, and traditional and non-traditional security threats are interconnected.

Various opinions from academics or experts state that eliminating war requires the development of functions equivalent to defense and protection currently fulfilled by the military.

This equivalence is not intended to wage war for natural resources or strategic interests but rather to explore alternative ways to defend against aggressors, to peacefully resolve ethnic conflicts and others within a country, and to control the potential for violence so that they "at least stop destroying property, others, and themselves" (Galtung 1996:103).

Since the end of the Cold War until now, international countries have protected themselves through the United Nations (UN) as a political and diplomatic effort to address global security threats, resolve conflicts, and create peace. Referring to the conflict triangle, the creation of peace aims to change the attitude of the main protagonists, peacekeeping reduces the level of destructive behavior, and peacebuilding attempts to address the contradictions rooted in the conflict.

*it can be suggested that peace-making aims to change the attitudes of the main protagonists, peace-keeping lowers the level of destructive behaviour, and peace-building tries to overcome the contradictions which lie at the root of the conflict (Miall, Ramsbotham and Woodhouse 1999:22).*

One of the most effective instruments, the UN established the United Nations Peacekeeping Mission (UNPKM) in May 1948. The peacekeeping mission was formed when the UN Security Council approved the deployment of a small number of UN military observers to the Middle East to establish the United Nations Truce Supervision Organization (UNTSO), tasked with monitoring the Armistice Agreement between Israel and Palestine (UN:2018).

With the end of the Cold War, the role of UNPKM began to shift from a "traditional" mission that emphasized military tasks to a more "multidimensional" mission. The changes occurred not only in terms of mandate and personnel composition but also in response to the development of threats and security conditions that shifted towards a "multidimensional" nature. In terms of mandate, UNPKM began involving police and civilian components, aiming to comprehensively implement peace conditions and assist in laying the foundations for sustainable peace. As the mandate of UN peacekeeping missions shifted, military coercive approaches became the traditional response, while the "moral" mandate based on unarmed authority was often more prepared to go to specific areas than corresponding armed contingents.

*Where military coercive approach has been a traditional response, a "moral" mandate based on the authority of being a wellknown, unarmed and respected peace-force is often better equipped to go to certain areas than correspondent armed contingents. (Lisa Schirch, 2006:7)*

The need for intervention in UN Peacekeeping Missions (UNPKM) with Civilian Peacekeepers, also known as Civilian Peacekeepers, likely can make a difference compared to military and police UNPKM. The presence of Civilian Peacekeepers has become a crucial element in efforts to achieve peace and security in various conflicts worldwide. Civilian Peacekeepers consist of civilians deployed in international missions to help maintain stability, facilitate reconciliation, and support post-conflict development processes.

Indonesia, as the world's largest archipelagic country with a long history of dealing with internal and regional conflicts, has demonstrated strong commitment in efforts to maintain global peace and security. As a democratic nation with a diverse society, Indonesia also has relevant experience in promoting reconciliation and building sustainable peace.

Despite Indonesia's participation in several peacekeeping missions, its involvement in the role of Civilian Peacekeepers still needs improvement. The role of Civilian Peacekeepers becomes increasingly important in the face of armed conflicts that are becoming more complex and multidimensional. They play a role in monitoring, conflict resolution, community development, and strengthening local capacities to prevent the recurrence of violence.

The dispatch of peace missions by Indonesia is based on the constitution, laws, and presidential directives, including the 1945 Constitution of the Republic of Indonesia which has established the state's goal to participate in maintaining world order based on independence,

eternal peace, and social justice, and Law Number 37 of 1999 Article 10 which regulates the deployment of troops or peacekeeping missions determined by the president after obtaining approval from the DPR (People's Consultative Assembly). The technical regulations for the dispatch of UN peacekeeping missions in Indonesia have also been stipulated in Presidential Regulation Number 86 of 2015 concerning the Dispatch of Peacekeeping Missions. However, until now, there has been no specific institution overseeing the deployment of Indonesia's civilian capacity to UN peacekeeping missions, unlike the TNI (Indonesian National Armed Forces) which has a Peacekeeping Mission Center, and the police force which has the International Peacekeeping Mission Center of the Indonesian National Police, both tasked with preparing personnel and operational requirements for peacekeeping missions.

Therefore, increasing Indonesia's participation in UN missions through an enhanced role as Civilian Peacekeepers will have a direct positive impact on realizing global peace. Peacekeeping missions that involve both civilian and military components require attention from stakeholders, as Indonesia currently has a program to increase the participation of civilian elements in peacekeeping missions to fulfill the vision of 4,000 peacekeepers. Mulyono (2012) states that Indonesia needs civilian personnel with various expertise to join contingents that will be sent for various UN Peacekeeping Missions.

Indonesia has many experts in law, governance, and elections who can be assigned to post-conflict areas. Civilian involvement not only complements the military and police components but also enhances the overall effectiveness of peacekeeping contingents.

However, to achieve such improvement, there needs to be a deep understanding of the obstacles and opportunities faced by Indonesia in optimizing its participation in the role of Civilian Peacekeepers. Factors such as expanding human resource capacities, enhancing inter-agency coordination, and increasing public understanding of the benefits of participation in peacekeeping missions should be the focus of attention.

It is important to note that Civilian Peacekeepers play a crucial role in UN Peacebuilding Missions, including providing a broader understanding of civilian perspectives in complex conflicts. With specialized skills in human rights, they protect civilians, monitor human rights violations, collaborate with civil society organizations, and support infrastructure recovery. Additionally, they also contribute to providing basic services such as education and healthcare, assisting victims in accessing justice, and promoting inclusive social and economic development, all of which are essential in achieving sustainable peace. Civilian Peacekeepers also have relevant knowledge and skills to build long-term peace foundations, serving as independent monitors gathering objective information on recent developments, human rights abuses, and ceasefire violations in conflict situations.

Similarly, Lisa Schirch (2006:7) also indicates that Civilian Peacekeepers are highly valuable in potentially violent conflicts and current global security threats, such as providing human shields against civil wars, accompanying individuals who may be targeted by armed forces, assisting refugees, preventing terrorism by non-state actors like Al-Qaeda, preventing violence during leadership transitions, and preventing looting in crises or after natural disasters.

In various countries such as the United States, Sweden, Norway, and Canada, Civilian Peacekeepers are deployed for peacekeeping missions varying depending on foreign policies and commitments to global peace. For instance, Peace Brigades International (PBI) is the longest-standing civilian peacekeeping organization formed in 1982 in response to invitations from grassroots groups in Guatemala, El Salvador, Sri Lanka, Colombia, and Native Americans in the United States (Schirch, 2006:19).

Then there is The Ecumenical Accompaniment Programme in Palestine and Israel (EAPPI) as an alternative to international peacekeeping presence. EAPPI is an initiative of the World Council of Churches, established in response to calls made by Church leaders in Jerusalem, and

Palestinian and Israeli Civil Society Organizations. EAPPI's mission is to accompany Palestinians and Israelis in their non-violent actions and joint advocacy efforts to end the occupation (Schirch, 2006:24).

Therefore, it is necessary to establish mechanisms for the preparation and capacity building of civilian elements in the context of peacekeeping missions to strengthen the foundation and effectiveness that can be tested through scientific approaches.

## **RESEARCH METHODS**

This research employs a qualitative approach that examines events, phenomena, or human experiences to answer questions about why something happens, how it occurs, and what causes it (Bogdan & Biklen, 2007). These events, phenomena, or experiences unfold over an extended period, are observed meticulously, recorded systematically, and involve in-depth interviews with the observed subjects. The research also includes an examination of supporting documents. Qualitative research involves the interpretation of unstructured or semi-structured data for various purposes. The objectives of qualitative research include exploration, description, comparison, pattern analysis, theory testing, theory development, or evaluation (Bazeley & Jackson, 2013).

## **RESULT AND DISCUSSION**

### **Indonesia's Participation in UN Peacekeeping Missions through Indonesian Civilian Peacekeepers**

The creation of peace and the development of peace (including responsive actions, remedial actions, and environmental development) should be coherent and collaborative efforts for effective progress towards peace. To achieve this, as much as possible, all organizations and institutions should have a common approach and understand their roles. Best practices in protection involve the collaboration of many institutions. If non-violence is the common thread among them and begins to show the benefits of community engagement in building sustainable peace since the Responsive Action or Peacekeeping stage, then the non-violent approach will be better understood and integrated.

Galtung (1976:37) explains three 'peace approaches': peacekeeping, peacemaking, and peacebuilding. Miall, Ramsbottom & Woodhouse (1999:22) identify three connected approaches, "peace-making aims to change the attitudes of the main protagonists, peacekeeping reduces the level of destructive behavior, and peacebuilding seeks to address the contradictions at the root of the conflict."

Normatively, peacekeeping activities align with the peacemaking process in a sustainable effort that can result in resolutions for ongoing conflicts. Peacemaking aims to create a situation conducive to negotiations while ensuring that peacekeeping activities continue afterward. Peacekeeping, on the other hand, supports peacemaking after successful negotiations have been agreed upon and implemented among conflicting parties to achieve a ceasefire and indirectly collaborate with existing peacekeeping operations (United Nations, 1990).

In general, Civilian Peacekeepers play various roles such as monitoring ceasefire agreements, preventing violence, and monitoring human rights. Civil peacekeeping is based not only on the presence of individuals, whether they identify as civilian peacekeepers, escorts, or humanitarian workers but goes beyond mere presence to include monitoring, mentoring, and placement activities.

Civil Peacekeeping is usually multidimensional – capable of at least bringing conflicting parties together and building the capacity of local communities – and this applies to most government missions as well as to peace teams and the work of Nonviolent Peacekeeping Forces (Schweitzer, C. (Ed.), 2010). By elaborating on the roles of Civilian Peacekeepers as mentioned by Schweitzer (C. (Ed.), 2010), it can serve as a guide to the concept of Civilian Peacekeeping Missions held by Indonesia, in addition to military and police involvement.

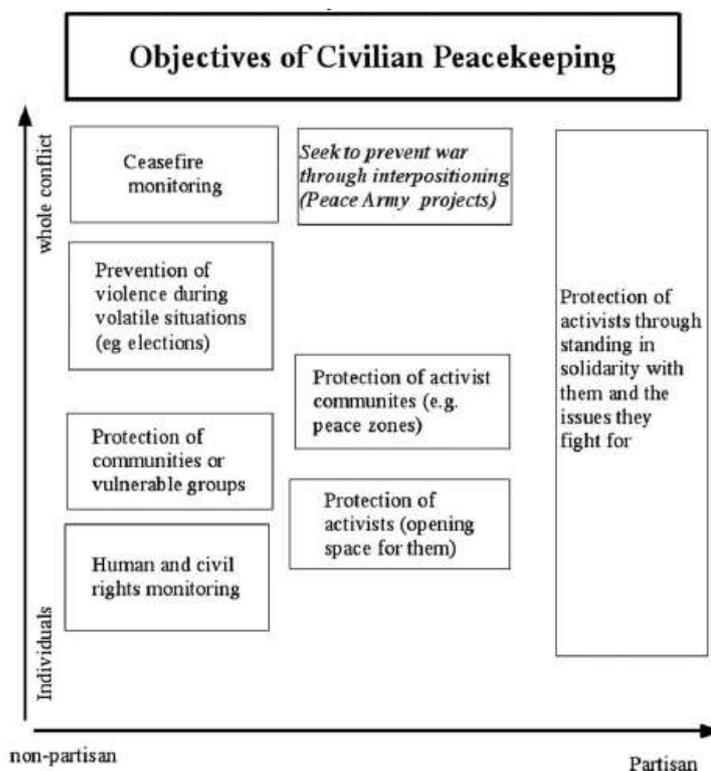


Table 1.1. Objectives of Civilian Peacekeeping  
 Source (Schweitzer, C. (Ed.), 2010).

The existence of Civilian Peacekeepers, referring to Lisa Schirch (2006:7), is highly valuable in potential violent conflicts and current global security threats. This includes providing a human shield against civil wars, accompanying individuals who may be targets of armed forces, assisting refugees, preventing terrorism by non-state actors such as Al-Qaeda, preventing violence during leadership transitions, and preventing looting in crises or after natural disasters.

The concept of Human Security serves as a crucial foundation for Indonesia's participation in Peacekeeping Missions through Civilian Peacekeepers. Human Security emphasizes the need to protect and enhance the well-being of individuals, not solely national security. In the context of peace missions, Indonesia understands that conflicts are multidimensional and often have direct impacts on civilians. Therefore, involving Civilian Peacekeepers is a strategic step to create a safe and stable environment. Indonesia's participation in Peacekeeping Missions through Civilian Peacekeepers reflects the country's commitment to the principles of peace, justice, and humanity.

Civilian Peacekeepers involved come from various segments of society, including experts in health, education, and economic development. They function not only as peacekeepers but also as agents of change, helping to rebuild the structures of communities affected by conflict. The importance of the Human Security concept in Indonesia's participation is evident in the holistic

approach to conflict. In addition to addressing violence, Civilian Peacekeepers also focus on meeting the basic needs of civilians, such as education, health, and employment. Through this approach, Indonesia seeks to create conditions that enable local communities to rise again and build a better future. Thus, the Human Security concept serves as an ethical and strategic foundation for Indonesia's participation in Peacekeeping Missions through Civilian Peacekeepers. These efforts not only strengthen Indonesia's positive image internationally but also reflect a genuine commitment to global peace by making a positive contribution to the well-being and safety of civilians in conflict areas.

In Aulia Assidik's research (2015) titled "Strengthening the Role of Indonesian Civilian Peacekeepers in United Nations Peacekeeping Operations (UN PKO)," Luigi Pralangga mentions that there are Indonesian civilian experts working in UN PKO, although their numbers are not significant. Their work consists of various types of tasks within the UN PKO hierarchy. According to Assidik's research, based on data obtained from the TNI history books, namely "TNI History: Volume III (1960-1965)," "TNI History: Volume IV (1966-1983)," "TNI History: Volume V (1984-2000)," and "Garuda XXIII-A/UNIFIL Contingent in Lebanon: Fulfilling the Nation's Mandate," it is detailed that since Indonesia became a member of the United Nations (UN) and participated in sending its first KONGA (Contingent of Troops) in 1956 until 2014 (58 years), Indonesia has involved civilian experts only seven times in sending KONGA. These instances include KONGA III to the Congo, KONGA IV to Vietnam, KONGA V to Vietnam, KONGA VII sixth to the Middle East, KONGA VIII eighth and KONGA VIII ninth to the Middle East, as well as KONGA XXIII A to Lebanon.

Assidik (2015), in an interview with Colonel Laut Bambang, Director of Training at the PMPP TNI (2014), states that civilian involvement in UN peacekeeping missions is not as diplomatic envoys but through job applications. There are job opportunities for those interested in joining and working for the UN, either as staff at the UN Headquarters in New York or other UN Headquarters/Offices worldwide, or in UN Agencies throughout the world, or in ongoing UN Peacekeeping Missions (UN PKO). Based on this data, it has been shown that civilians are involved in playing a role in peacekeeping missions, both through Garuda contingents and job applications. As a concrete step in Indonesia's significant commitment to creating peace, peacekeeping missions must include civilian involvement.

However, civilian involvement has not been fully realized to date because there is no structured and organized framework, similar to the TNI with PMPP TNI and the Police with Peacekeeper Polri. In 2012, Brigadier General Imam Edy Mulyono, Commander of PMPP TNI, initiated discussions on the involvement of trained and competent civilian components. Subsequently, in 2019, the Ministry of Foreign Affairs, through the Acting Director-General of America and Europe, and in 2022, the University of Defense of the Republic of Indonesia, developed a more technical framework and outline for the Civilian Peacekeeper Center. Moreover, the involvement of civilian components in the UN PKO, structured and organized through the ICP, still faces challenges related to the government's policies toward ministries/agencies or institutions that will directly coordinate or oversee (leading sector) the ICP.

Therefore, there is a need for mechanisms to prepare and strengthen civilian capacities in the arena of peacekeeping missions to reinforce the foundation and effectiveness that can be scientifically tested. The proposed mechanism and preparation involve the formation of a mature and relevant concept of the Indonesian Civilian Peacekeeper (ICP) in implementing peacekeeping missions. The concept of the Indonesian Civilian Peacekeeper (Penjaga Perdamaian Sipil Indonesia) is an idea aimed at involving Indonesian civilians in global peacekeeping operations. This concept includes the training and deployment of civilians equipped with the skills, knowledge, and values needed to support international peace missions. Adopting and elaborating on the concept of Civilian Peacekeeper based on the research by Lisa Schirch and Schweitzer, C.

(Ed.), there are key components that must be included in the concept of the Indonesian Civilian Peacekeeper:

1. **Recruitment and Selection:** The recruitment process will be conducted to attract individuals who meet the qualifications and are eligible to become Indonesian Civilian Peacekeepers. Rigorous selection will be carried out to ensure that they possess the appropriate personal qualities, skills, and commitment to serve as civilian peacekeepers. Lisa Schirch (2006:82) surveyed the selection and training processes for civilian peacekeepers, considering components such as personal motives, personal characteristics, and screening.
2. **Training:** After undergoing the selection process, prospective Indonesian Civilian Peacekeepers will undergo comprehensive training. This training will cover aspects such as communication skills, conflict mediation, cultural understanding, trauma handling, security maintenance, and the legal rules applicable in the context of peacekeeping operations. Additionally, adopting training mechanisms by Lisa Schirch, the ICP training will include elements of conflict resolution and advocacy skills, analytical skills, country-specific knowledge, team and organizational skills, team unity, training logistics, hazard and risk management, rules, and guidelines.
3. **Peacekeeping and Post-Conflict Reconstruction:** Indonesian Civilian Peacekeepers will be deployed to various conflict areas worldwide. They will work directly with local communities, governments, and international organizations to maintain peace, facilitate reconciliation processes, assist in post-conflict reconstruction, and provide humanitarian aid to affected populations.
4. **Collaboration with Stakeholders:** Indonesian Civilian Peacekeepers will collaborate with various stakeholders, including UN organizations, partner countries, and non-governmental organizations in efforts to achieve peacekeeping goals. This collaboration is crucial to enhance operational effectiveness and ensure good coordination among all involved parties. For example, working with numerous Peace Committees active in Sri Lanka, Nonviolent Peacekeeping Forces support community-based efforts aimed at uniting diverse communities across issues and boundaries, such as meeting with Peace Committees to discuss early warning signs of erupting communal tensions (Schweitzer, C. (Ed.), 2010).
5. **Protection of Human Rights:** Indonesian Civilian Peacekeepers will be directed to adhere to and protect human rights in the execution of their duties. They will be encouraged to promote justice, freedom, and equality in the communities they serve, as well as report any human rights violations that occur.
6. **Local Capacity Development:** An essential aspect of Indonesian Civilian Peacekeepers is assisting in the development of local community capacities. They will share their knowledge, skills, and experiences with local residents, local governments, and community organizations to strengthen their abilities in building peace, promoting democracy, and addressing the root causes of conflicts.

### **Challenges and Obstacles Faced by Indonesia in the Mission of Peacekeeping through Indonesian Civilian Peacekeepers**

Based on the Trust and Involvement Theory presented by Denise L. Scheberle (2004) in Purwanto and Sulistyastuti (2012:56), when related to the role of Indonesian Civilian Peacekeepers in UN PKO, it is influenced by low levels of trust and low involvement of the actors involved in the implementation, resulting in outcomes of coming apart and avoidance or separation and avoidance (non-supportive). High and low indicators are measured based on the implementation of the Indonesian government in carrying out government policies or legislation.

According to Goulding in "The Evolution of United Nations Peacekeeping," there are two additional categories in a peacekeeping operation for the missions to be effective and sustainable. These categories are related to the timing of placing a peacekeeping operation in a conflict area. First, the deployment and placement of peacekeeping forces as preventive deployment. This means that peace operations are carried out before the conflict breaks out, aiming to contain the conflict from the beginning before it can escalate. However, for preventive deployment to be effective, one of the parties involved in the conflict must specifically request assistance from the UN, as was the case in the UN peacekeeping operation in Macedonia. The second category, according to Goulding, is the deployment and placement of UN peacekeeping operations in a region or country when the governing body no longer has the capability to function nationally. Peacekeeping operations in this category cannot be purely called PKO because they usually involve the strength capabilities, peacemaking activities, and post-conflict peacebuilding. (Goulding, 114-122).

Based on a written interview with Mr. Caka Alverdi Awal (Director of International Security and Disarmament, Ministry of Foreign Affairs) in 2023, regarding Indonesian Civilian Peacekeepers, he stated that, *"The public nature of registering civilian capacity in the MPP poses its own challenges for the Government to create the concept of Indonesian Civilian Peacekeepers coordinated by the Indonesian Government through the 'one gate system,' as has been applied in the deployment of TNI and Polri personnel within the MPP. In addition, the appropriate mechanisms and legal frameworks that align with Indonesia's national interests still need to be further identified, especially regarding funding, overseeing ministries/institutions, education and training programs, and other aspects that support the deployment of civilian capacity to the MPP."*

Then, according to Colonel (Navy) Marihot Manuntun Napitupulu, Head of the Peacekeeping Mission Sub-Directorate, Directorate of Mobilization, Ministry of Defense of Indonesia, he stated that: *"There are challenges and obstacles faced in the Peacekeeping Mission through Indonesian Civilian Peacekeepers, including:*

- a. Adequate preparation and training of Civilian Peacekeepers*
- b. Limited logistics and resources*
- c. Diplomacy and approval from the host country for the mission and working in a complex diplomatic environment*
- d. ICP (Indonesian Civilian Peacekeepers) will often face physical threats, including attacks by armed groups*
- e. Cultural and language differences with the local community*
- f. Complicated local politics."*

Indonesia's perspective on advancing the participation of civilian experts emphasizes the consideration of gender equality aspects within the civilian capacity component. The government also advocates for the training and capacity development of civilian components. Therefore, facing challenges and obstacles, the Indonesian government can conduct studies in collaboration with think tanks, consultants, and civilian experts who have previously served in peacekeeping missions. The aim is to formulate a conceptual institutional framework and governance structure based on best practices from other countries and individual experiences.

Subsequently, the Indonesian government can assess civilian experts deployed to peacekeeping missions. This evaluation should be based on the initiative of individuals interested in registering to work for the UN. In the future, the government can establish a certification mechanism (Pre-Deployment Training) for individuals seeking registration, aiming to create a roster of civilian experts that align with UN standards. This approach can draw inspiration from the best practices observed in the Indonesian National Armed Forces (Mabas TNI) and the

National Police (Polri) in preparing individual experts, including Military Observers, Military Staff, and Individual Police Officers.

## CONCLUSION

Enhancing Indonesia's participation in UN peacekeeping missions through Indonesian Civilian Peacekeepers is a crucial step to strengthen the country's contribution to global peace and security. By deploying civilian personnel as part of the UN peacekeeping forces, Indonesia not only plays a role in addressing international conflicts but also builds a positive image as a nation concerned about global stability. Active participation in UN peacekeeping missions through Indonesian Civilian Peacekeepers provides dual benefits. First, it can enhance Indonesia's reputation internationally as a country committed to world peace. Involvement in these missions reflects Indonesia's readiness to collaborate with the international community in addressing global security challenges. Second, by sending civilian personnel, Indonesia can make a tangible contribution to rebuilding post-conflict societies. Civilian involvement in peacekeeping missions enables the transfer of knowledge, skills, and positive values that can support the reconstruction and development processes in conflict-affected countries.

To enhance the effectiveness of participation, efforts should be made to strengthen training and preparation for Indonesian Civilian Peacekeepers, including a deeper understanding of conflict situations in various regions. Additionally, it is important to ensure the protection of human rights and the safety of personnel involved. Therefore, increasing Indonesia's role in UN peacekeeping missions through the deployment of Indonesian Civilian Peacekeepers is not only an investment in global security but also reflects Indonesia's commitment to actively contribute to building a safer and more stable world.

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