

# Conference Proceedings

## Mobilizing Civilian Capacity

International Civilian Training and Rostering Community  
 Consultation on the Report of the Independent  
 Review of Civilian Capacity in the Aftermath of Conflict  
 New York, 14 June 2011

Cedric de Coning, Ingrid Marie Breidlid and John Karlsrud



Norwegian Institute of International Affairs  
 Department of Security and Conflict Management



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Visiting address: C.J. Hambros plass 2 d  
Address: P.O. Box 8159 Dep.  
NO-0033 Oslo  
Norway  
Internet: [www.nupi.no](http://www.nupi.no)  
E-mail: [info@nupi.no](mailto:info@nupi.no)  
Fax: [+ 47] 22 36 21 82  
Tel: [+ 47] 22 99 40 00

# **Conference Proceedings**

## **Mobilizing Civilian Capacity**

**International Civilian Training and Rostering Community  
Consultation on the Report of the Independent Review  
of Civilian Capacity in the Aftermath of Conflict  
New York, 14 June 2011**

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## **Executive Summary**

On 14 June 2011, the civilian training and rostering community met with Member States and various parts of the UN system in New York. More than 120 participants attended the meeting to discuss how to take the recommendations of the Guéhenno Report forward, including establishing follow-up mechanisms within the UN system that can map existing civilian capacity, identify gaps, and track long-term commitments to fill those gaps.

The United Nations Under-Secretary-General for Field Support, Susana Malcorra, chairs a Steering Committee that has been charged with taking the recommendations of the Report forward. Ms. Malcorra indicated that the Committee is busy assessing what action the UN itself should take to improve the quality, speed and effectiveness of civilian support to conflict affected countries, and what it should do in partnership with others. Priorities for early implementation are those recommendations that fall within the purview of the Secretary-General, and potentially offer the greatest impact on the ground.

With regard to the Advisory Group's recommendation to establish a Civilian Partnership Cell, Ms. Malcorra indicated that as a 'first step', she would pursue the establishment of a web-portal that could track and facilitate information sharing on both the supply and demand of civilian capacity to the field. The goal of connecting the UN system with external partners will, of course, not be filled through such a portal alone. It would need to be supported by a small team that can develop the needed partnership modalities.

The training and rostering community was generally positive about the content and recommendations contained in the Guéhenno Report, and its potential to improve cooperation among all key civilian capacity stakeholders. During the course of the meeting the training and rostering institutions made a number of recommendations relating to the implementation of the report, including:

1. The strengthening and empowering of local capacity should be at the centre of all peacebuilding activities, and special care should be taken not to contribute to the 'brain-drain' from national institutions, or otherwise harm local capacity.
2. When setting up the Civilian Partnership Cell and the virtual web-portal, it will be important to involve the rostering community to ensure that it is user-friendly and efficient, also from an external (non-UN) partner perspective. The Civilian

Partnership Cell should not replicate existing systems or create a bottleneck by acting as a central gatekeeper, but act as a hub that improves linkages between those that train and mobilize civilian capacity, and those end-users that need to employ civilian experts.

3. To ensure accountability and the standardization of qualifications, there is a need to continue the efforts to harmonize training and certification standards. An ad-hoc working group should take stock of existing standards and set minimum training standards and benchmarks for quality control, certification and accreditation.
4. The focus should shift to South-South and triangular partnerships, so as to build more capacity within regional institutions and Member States in the Global South.

## **1. Introduction: Implementing the Recommendations of the Guéhenno Report**

The international civilian training and rostering community met in New York on 14 June 2011 to consider the Report of the Independent Review of Civilian Capacity in the Aftermath of Conflict. The meeting, organised by a Steering Committee, consisting of ACCORD, AFDEM, CANADEM, CCCPA, EPAZ, IPSTC, KAIPTC, NRC, NUPI, PPC and ZIF<sup>1</sup>, was coordinated by the Norwegian Institute of International Affairs (NUPI).

This was the second time the international civilian training and rostering community met in this context. They also met in June 2010 in Addis Ababa to provide input to the review process. On this occasion the training and rostering community partnered with the Consultative Group on the Civilian Capacity Review, chaired by Canada and Indonesia, and invited Member States and representatives of the UN system to participate in the meeting.

Altogether more than 120 representatives from Member States, the UN system, training centers and standby rosters participated in the deliberations in New York. Apart from the Chairman of the Senior Advisory Group, Mr Jean-Marie Guéhenno, the Advisory Group was also represented by Ambassador Mitra Vasisht from India and Mr. Rubem Cesar from Viva Rio in Brazil.

The opening session was chaired by the Permanent Representative of Indonesia to the United Nations, Ambassador Hasan Kleib. Mr. Jean-Marie Guéhenno, the former Under-Secretary-General for Peacekeeping, and Chairman of the Senior Advisory Group appointed by the Secretary-General to undertake the independent review of civilian capacity, provided an overview of the Report. This was followed by remarks by Ms. Susana Malcorra, the Under-Secretary-General for Field Support. Ms. Malcorra, who has been appointed by the Secretary-General to chair a Steering Committee overseeing the implementation process, shared her ideas for the follow up process. Amongst other points, she explained that the Committee is busy preparing the Secretary-General's report to the General Assembly and Security Council, as well as identifying which recommendations of the report the Secre-

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<sup>1</sup> The African Centre for the Constructive Resolution of Disputes (ACCORD), the African Civilian Response Capacity for Peace Support Operations (AFDEM), Canada's Civilian Reserve (CANADEM), the Cairo Regional Centre for Training on Conflict Resolution and Peacekeeping in Africa (CCCPA), School Sergio Viera de Mello (EPAZ), the International Peace Support Training Centre (IPSTC), the Kofi Annan International Peacekeeping Training Centre (KAIPTC), Norwegian Refugee Council (NRC), Norwegian Institute of International Affairs (NUPI), Pearson Peacekeeping Centre (PPC) and the German Peace Operations Centre (ZIF).

tary-General can act upon, and the ones requiring decisions by the General Assembly.

The subsequent discussions focused on the importance of making more effective use of existing civilian capacities, including honouring the focus of the Guéhenno Report on making use of, and further strengthening the national capacities in countries emerging from conflict.

Several participants spoke in support of the recommendations of the Guéhenno Report, and some suggested the need to prioritize among the various recommendations. The discussion focused on the need to further strengthen the partnership between the UN system and the broader civilian capacity support community; including Member States, the rostering community, training institutions, and regional organizations.

In particular, several participants commented on the Guéhenno Report's recommendation to establish a Civilian Partnership Cell. Most were in favour of a pilot project that would see the establishment of a web-based 'virtual marketplace' that can serve as a flexible tool for connecting the UN system, rosters, and other partners. It was suggested that this web-based docking system could enhance transparency in the supply and demand of civilian expertise. Some were sceptical of investing too much effort in mapping supply capacity, and suggested instead that the focus should be on identifying demand-side capacity gaps. The view generally expressed was that the UN should mainly take on an enabling and facilitating role in this process, and should focus especially on encouraging South-South cooperation and triangular partnerships.

## **2. Reflections from the Training Community**

The panel discussion on training focused on the harmonization of training standards and curriculum development for civilian peacekeeping and peacebuilding training, including ways in which this process could be improved. It was pointed out that most civilian experts were utilised in a range of contexts, spanning the prevention, peacemaking, peacekeeping, peacebuilding and development spectrum, and that it thus makes sense for the training and rostering community to cooperate with the UN system to develop standardised and harmonized training curricula for most professional streams in these areas. It was also suggested that such cooperation could serve to enhance coherence across the spectrum as the civilian experts will have a common understanding of the various approaches, regardless of where they are applied in the spectrum. There was broad agreement regarding the need



to build on previous experiences and existing work on the harmonization of civilian training standards and curriculum, for instance, the work undertaken by the European Group on Training (EGT/ENTRI) in the European Union context and the standardization initiative started by the African Peace Support Trainers Association (APSTA) earlier in 2011.

Some suggested that it may be useful to undertake a broad scale mapping of existing civilian training efforts, so as to take stock of the existing mechanisms for training recognition certification. Others felt that the information already exists and is easily available, and what is needed instead, is for the UN to initiate a standard setting project for the development of civilian training curriculum. The development of a Core Civilian Curriculum, under the leadership of the UN DPKO Integrated Training Services, and with the support of the training community, will be an important contribution in this regard. There was widespread support from the training community for such an initiative and many training centres indicated their willingness to participate in and support such a process.

The training community also expressed a commitment to develop stronger internal and external partnerships to improve South-South, South-North and triangular cooperation. Member States were also encouraged to invest in, and develop civilian capacities, including civilian training capacity, especially in the Global South. It was noted that Africa has made significant progress to date in developing the policies, structures and training centres that can enable and mobilize civilian capacity, but that the emphasis in the next few years will be on delivering training and staffing-up the African Standby Force's civilian standby roster. The meeting encouraged similar initiatives to be undertaken in Asia, Latin America and the Middle East. E-learning was also identified and encouraged as a cost efficient way to complement classroom training, and to reach those that would not otherwise have access to training opportunities.

The importance of contextual and cultural awareness was also widely recognized by the participants, and it was recommended that pre-deployment training should make special provision for mission specific cultural awareness and language training. This should further be complemented with follow-up in-mission training for the various occupational groups.

Participants further identified the need to improve the gender balance in trainings and on the rosters, arguing that the deployment of more female staff to the field (at all levels) would contribute to bolster mission effectiveness. Special measures are required to include more

women in peacekeeping training, amongst others by focussing on their needs, and determining which aspects may hinder female participation, including how participants are chosen and in relation to how courses are currently organized.

There was broad support for the Report's emphasis on national capacities, and the importance of national capacity building for the sustainability and effectiveness of peacebuilding efforts. Many training centres in Africa and Europe are already including individuals from countries emerging out of conflict in their training courses, but it was agreed that this was not an efficient way in which to contribute to national capacity building at the scale required. Training centres and missions were encouraged to identify, train, and utilize national capacities to a much greater extent in the future, and to develop mobile training teams that have the ability to conduct such training in the countries themselves.

### **3. Reflections from the Rostering Community**

The panel discussion on civilian standby rosters focused on the recommendations of the Guéhenno report that relates to the rostering and deployment of civilians. Representatives from the rostering community largely supported the recommendations of the Guéhenno Report, including the suggestion to establish a Civilian Partnership Cell. It was hoped that such a cell would facilitate and encourage a more meaningful partnership between external rosters and the UN system.

It was agreed that UN civilian capacity needs could be more rapidly and efficiently met through a transparent and predictable system for recruitment. The Report recommends that the UN could enhance its efficiency by drawing on capacities, including niche skills, from among a wide range of partners, both in the UN system, among Member States, regional organizations and the non-governmental rostering and training community. Participants pointed out that this implied a need to better identify and manage the relationship between the UN system and the rostering community. The web-based 'virtual marketplace' idea raised by Ms. Malcorra was positively received by the participants. There was also discussion on the Civilian Partnership Cell, which participants believed should not replicate existing systems or create a bottleneck by acting as a central gatekeeper. Participants recommended that the Civilian Partnership Cell should serve to facilitate a networked hub that encourages the direct interaction among all the existing capacities, and that improves linkages between those that train and mobilize civilian capacity, and those end-users that need to employ civilian experts.

To enhance predictability, some participants called for institutionalizing the dialogue between the UN and rostering community. One of the aspects that should be addressed in such a dialogue is the need to develop a common understanding on the role and skills of the various experts, so that rosters, the UN system and regional organizations can become more interoperable. The UN recruitment system seems to be continuously undergoing reform, and the comment was made that this appeared to contribute to further bureaucratizing and complicating the Human Resources system, rather than simplifying it and making it more efficient. There was a call for a more simple and transparent system, so that the training and rostering community are better able to partner with and support the UN system.

The Guéhenno report mentions the possibility of deploying expert teams (Civilian Support Packages), and several rosters confirmed that they have the capability to facilitate the deployment of such teams. In addition the rosters confirmed that they are also able to provide experts on either a secondment or feeding (pre-trained and pre-selected) basis into the DFS roster system, or to support DFS with ad-hoc recruitment. However, the interpretation of the ‘gratis personnel’ resolutions will need to be revisited in order for some of these options to become possible. While noting the highly diverse and relevant expertise available in existing rosters, the meeting also encouraged the development of more rostering capacity in the Global South. The African Union is, for instance, developing a civilian roster for the African Standby Force with technical support from the German Peace Operations Center (ZIF) and the Norwegian Refugee Council (NRC). Other regional organizations were encouraged to develop similar initiatives.

#### **4. Perspectives on South-South Cooperation and Triangular Partnerships**

The panel discussed how South-South cooperation and triangular partnerships between the UN, training centres, and rosters could be further improved. It was recognized that South-South cooperation in a peacebuilding context could be very meaningful, as countries in the Global South often face similar challenges and experiences, and thus are likely to have relevant expertise to share.

The Global South already represents a growing pool of civilian capacity, but more can be done to identify, train, prepare and mobilize this capacity for international deployments. Several initiatives are underway and more is needed. The AU is developing a civilian roster for the African Standby Force, and countries like Brazil, India, Indonesia and South Africa are considering how best they can mobilizing their civilian capacities to contribute more meaningfully to

international peacebuilding missions. Member States and non-governmental organizations already involved in South-South cooperation and triangular partnerships were encouraged to review their initiatives, and to adapt them so that they can also contribute to UN peacebuilding needs.

The importance of establishing linkages between existing or future South-South initiatives, and related UN efforts in the field were encouraged, with a view to enhancing coherence and unity of effort. The value of triangular partnerships was stressed by several participants, and the example of the Training for Peace Programme was mentioned, through which several African peacekeeping training centres support the work of the African Union to develop African civilian and police peacekeeping capacity, with financial support from Norway.

### **5. Prospects for Greater Cooperation between Training Centres, Rosters and the UN System**

This panel explored the challenges related to further enhancing cooperation between training centres, rosters and the UN system. Participants agreed on the importance of enhanced cooperation between the UN, training centres and the rostering community, especially in relation to planning, recruitment, training and the development of standards and curriculums. Participants suggested that it is up to the UN to identify the areas where it can work with partners, including subcontracting. The need to certify training courses was raised, but it was pointed out that the UN does not have the resources to respond to all the requests to certify UN-related training courses. It was suggested that the focus should instead be on developing common standards for civilian training.

Whilst the participants were very positive about supporting the UN's recruitment needs, and offered to cooperate even more closely with the UN system, it was also pointed out that such cooperation would be improved if the UN was in a better position to proactively inform rosters and the training community of changes in its workforce planning. This was especially relevant in the context of niche capacities, where rosters could potentially support the UN if they had more information on which niche capacities the UN had difficulties in finding suitable candidates for.

### **6. Conclusion**

The closing session was chaired by the Deputy Permanent Representative of Canada to the United Nations, Ambassador Giles Rivard. The

meeting generated useful insights into initiatives underway that reflect the spirit of the Guéhenno report, and it also highlighted ideas that will help inform the follow up process now underway within the UN.

The Report's focus on national capacity was welcomed, and in this regard training centres were challenged to focus not only on the training of international peacekeeping and peacebuilding personnel, but to also develop training courses that can address the need to develop national capacities in countries emerging from conflict.

Several speakers and participants mentioned the increasingly important role that the Global South is playing as a source for civilian capacity, despite the deficit of civilian training centres and standby rosters in the South. Member States, regional organizations and non-governmental institutions were encouraged to further strengthen national and regional capacities for training and rostering in the South, through South-South, North-South and triangular cooperation.

Delivering more effective civilian capacity needs to be a collective effort. The training and rostering community has an important role to play in taking forward many of the recommendations that fall within the 'outer circle' of external partnerships. And it will complement the efforts already underway within the 'circles' of UN Secretariat capacity and UN system-wide capacity and interoperability.



# Annex: Conference Agenda

## **MOBILIZING CIVILIAN CAPACITY**

### **Training & Rostering Community Consultation on the Report of the Independent Review of Civilian Capacity in the Aftermath of Conflict**

**Millennium UN Plaza Hotel, New York, 14 June 2011**

- 09:00-09:15      **Welcome and Overview**, Cedric de Coning, Research Fellow, ACCORD and NUPI
- 09:15-10:30      **OPENING SESSION**
- Chair:** Amb. Hasan Kleib, Permanent Representative of Indonesia to the UN
- The Report of the Independent Review of Civilian Capacity**, Jean-Marie Guéhenno, Chair, Senior Advisory Group
- Review and Implementation Process**, Susana Malcorra, Under-Secretary-General for Field Support, United Nations
- 10:30-11:00      Tea & Coffee Break
- 11:00-12:00      **REFLECTIONS FROM THE TRAINING COMMUNITY**
- Chair:** Yvonne Lodico, Head of Office, UNITAR New York, United Nations
- Panel:**  
Prof. Andrea de Guttry, Scuola Superiore Sant'Anna  
Gustavo de Carvalho, ACCORD  
Emma Birikorang, Kofi Annan International Peacekeeping Training Centre
- 12:00-13:00      **REFLECTIONS FROM THE ROSTERING COMMUNITY**
- Chair:** Amb. Tété António, Permanent Observer of the African Union to the United Nations
- Panel:**  
Jens Behrendt, German Peace Operations Centre

Yvonne Kasumba, Peace Support Operations Division, African Union  
Siri Skåre, NORDEM, Norwegian Centre for Human Rights

13:00-14:00 Lunch Break

14:00-15:00 **PERSPECTIVES ON SOUTH-SOUTH COOPERATION AND TRIANGULAR PARTNERSHIPS**

**Chair:** Amb. Mitra Vasisht (India), Senior Advisory Group

**Panel:**

Andras Vamos-Goldman, Justice Rapid Response  
Francisco Simplicio, Special Unit for South South Cooperation  
Euarda Hamann, Igarapé Social and Viva Rio  
Alaa Abdel Aziz, Cairo Regional Center for Training on Conflict Resolution and Peacekeeping in Africa

15:00-15:15 Tea & Coffee Break

15:15-16:15 **PROSPECTS FOR GREATER COOPERATION BETWEEN TRAINING CENTERS, ROSTERS AND THE UN SYSTEM**

**Chair:** Rubem Cesar (Brazil), Viva Rio and Senior Advisory Group

**Panel:**

Paul LaRose-Edwards, CANADEM  
Fabrizio Hochschild, Department of Field Support, United Nations  
Benedicte Giæver, NORCAP, Norwegian Refugee Council  
Roxaneh Bazergan, Department of Political Affairs, United Nations  
Kevin S. Kennedy, Department of Peacekeeping Operations, United Nations

16:15-16:30 **CONCLUSION**

**Chair:** Amb. Giles Rivard, Deputy Permanent Representative of Canada to the UN

Cedric de Coning, Research Fellow, ACCORD and NUPI  
Reidun Otterøy, Officer-in-Charge, Civilian Capacity Support Team, Department of Field Support, United Nations



# Annex: Participant List

## **MOBILIZING CIVILIAN CAPACITY**

**Training & Rostering Community Consultation on the  
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**Millennium UN Plaza Hotel, New York, 14 June 2011**

**Margo Acker**

Adviser  
Permanent Mission of USA

**Johann Aeschlimann**

Counsellor  
Permanent Mission of Switzerland

**Fahr Ahmed**

Speechwriter  
Permanent Mission of Indonesia

**Mujahid Alam**

Distinguished Visiting Fellow  
National Defence University  
Pakistan

**Jonas Alberoth**

Deputy Director General  
Folke Bernadotte Academy (FBA)  
Sweden

**Zinurine Alghali**

Peacekeeping Unit  
ACCORD  
Sierra Leone

**Mekolo Alphonse**

Adviser  
DESA

**Amb. Tête António**

Permanent Observer  
Permanent Observer Mission to the  
United Nations  
African Union

**Alexis Aquino**

Counsellor  
Permanent Mission of Peru

**Alaa Ábdel Aziz**

Head of Programmes Unit  
Cairo Regional Center for Training on  
Conflict Resolution and Peacekeep-  
ing in Africa (CCCPA)  
Egypt

**Steve Banks**

Adviser  
Permanent Mission of the USA

**Francisco Barrios**

Counsellor  
Permanent Mission of Spain

**Roxaneh Bazergan**  
Political Affairs Officer  
Department of Political Affairs  
United Nations

**Nathalie Bergeron**  
Senior Training Officer  
Stabilization and Reconstruction  
Task Force  
Department of Foreign Affairs and  
International Trade  
Canada

**J. Arthur Boutellis**  
Senior Policy Analyst, Peace Opera-  
tions  
International Peace Institute (IPI)  
France

**Clovis Brigagao**  
Coordinator  
School Sergio Viera de Mello (EPAZ)  
Brazil

**Rolf Carriere**  
Senior Adviser  
Nonviolent Peaceforce  
The Netherlands

**Fikry Cassidy**  
Minister Counsellor  
Permanent Mission of Indonesia

**Eugene Chen**  
Adviser  
Permanent Mission of the USA

**Annalisa Creta**  
Research Fellow  
Scuola Superiore Sant'Anna  
Italy

**Jens Behrendt**  
Deputy Director and Head of Recruit-  
ment  
German Peace Operations Centre  
(ZIF)  
Germany

**Emma Birikorang**  
Research Fellow  
Kofi Annan International Peacekeep-  
ing Training Centre (KAIPTC)  
Ghana

**Ingrid Marie Breidlid**  
Adviser  
Norwegian Institute of International  
Affairs (NUPI)  
Norway

**Marie Brunning**  
Permanent Instructor  
Beye Peacekeeping School, Mali  
Switzerland

**Daphne Casey**  
Chief  
UNV Office in New York

**Rubem Fernandez Cesar**  
Executive Director, Viva Rio  
Senior Advisory Group, Civilian  
Capacity Review  
Brazil

**Valerie Crab**  
Mediation Roster Manager  
Department of Political Affairs (DPA)  
United Nations

**Steve Damond-Faout**  
Administration Officer  
Field Personnel Division (FPD)  
Department of Field Support (DFS)  
United Nations

**Jose Pascal da Rocha**

Coordinator: Training Unit  
 ACCORD  
 Cape Verde

**Gustavo Barros de Carvalho**

Peacekeeping Unit  
 ACCORD  
 Brazil

**Prof. Andrea de Guttry**

Director  
 Scuola Superiore Sant'Anna  
 Italy

**Angie Elliott-Koene**

Training Specialist  
 Office of the Coordinator for Recon-  
 struction and Stabilization (S/CRS)  
 Department of State  
 USA

**Daniel Fasnacht**

Head of Section  
 Swiss Expert Pool for Civilian Peace-  
 building  
 Federal Department of Foreign Affairs  
 Switzerland

**David Forest**

Project Manager  
 Pearson Peacekeeping Centre  
 Canada

**Benedicte Giæver**

Director, Emergency Response De-  
 partment  
 Norwegian Refugee Council (NRC)  
 Norway

**Saumik De**

Rapid Response Support Unit  
 Bureau for Crisis Prevention and  
 Recovery (BCPR)  
 United Nations Development  
 Programme

**Cedric de Coning**

Research Fellow  
 ACCORD and Norwegian Institute of  
 International Affairs (NUPI)  
 South Africa

**Mel Duncan**

Founding Director & Director for Ad-  
 vocacy and Outreach  
 Nonviolent Peaceforce  
 USA

**Jessie Evans**

Best Practices and Lessons Learned  
 Officer  
 Office of the Coordinator for Recon-  
 struction and Stabilization (S/CRS)  
 Department of State  
 USA

**Lillah Fearnley**

Civil Affairs  
 Department of Peacekeeping Opera-  
 tions (DPKO)  
 United Nations

**Toma Galli**

Counsellor  
 Permanent Mission of Croatia

**Prof. Modibo Goita**

Head of Civilian Training Cell  
 Beye Peacekeeping School, Mali  
 Mali

**Magen Govender**  
Permanent Mission of South Africa  
South Africa

**Masako Gusai**  
Permanent Mission of Japan

**Jean-Marie Guéhenno**  
Chair, Senior Advisory Group,  
Civilian Capacity Review  
France

**Steen Malte Hansen**  
Counsellor  
Permanent Mission of Denmark

**Saša Hezir**  
Advisor  
Permanent Mission of USA

**Nina Hjellegjerde**  
Head of Section, Standby Rosters  
Norwegian Refugee Council (NRC)  
Norway

**Vanessa Howe-Jones**  
Civilian Capacity Support Team  
Department of Field Support (DFS)  
United Nations

**Susan Huntington**  
Director of Outreach  
DFS – New York

**John Karlsrud**  
Research Fellow  
Norwegian Institute of International  
Affairs (NUPI)  
Norway

**Fabrizio Gualdesi**  
Intern  
Permanent Mission of Italy

**Amb. Mårten Grunditz**  
Permanent Representative  
Permanent Mission of Sweden

**Eduarda Hamann**  
Igarapé Social  
Brazil

**Tiina Heino**  
Director and Head of International  
Recruitment and Mission Support  
Folke Bernadotte Academy (FBA)  
Sweden

**Annika Hilding Norberg**  
International Coordinator  
Challenges Forum  
Sweden

**Fabrizio Hochschild**  
Director of the Field Personnel Division  
Department of Field Support (DFS)  
United Nations

**Liliane Hudspeth**  
International Organizations, Peace  
Operations, Sanctions and Counter-  
terrorism  
Department of State  
USA

**Ana Jiménez**  
Counsellor  
Permanent Mission of Spain

**Yvonne Kasumba**  
Civilian Planning and Coordination  
Officer  
Peace Support Operations Division  
(PSOD)  
African Union

**Kevin S. Kennedy**  
Acting Chief, Integrated Training  
Service  
Department of Peacekeeping  
Operations (DPKO)  
United Nations

**Amb. Hasan Kleib**  
Permanent Representative of  
Indonesia

**Gabriele Kodura**  
Web for Information for Development  
(WIDE)  
Special Unit for South South  
Cooperation  
United Nations

**Sanja Kuljanin**  
Adviser  
Permanent Mission of Bosnia and  
Herzegovina  
Bosnia and Herzegovina

**Paul LaRose-Edwards**  
Executive Director  
CANADEM  
Canada

**Walter Lotze**  
Civilian Planning and Coordination  
Officer  
Peace Support Operations Division  
(PSOD)  
African Union

**Kevin McMahon**  
Roster Director  
CANADEM  
Canada

**Hilal Kilinc**  
Intern  
Permanent Mission of Turkey

**Jens Peter Knoll**  
Permanent Mission of Germany

**Jana Krajcovicova**  
Intern  
Permanent Mission of Slovakia

**Harvey Langholtz**  
Executive Director  
Peace Operations Training Institute  
(POTI)  
USA

**Yvonne Lodico**  
Head of Office, New York  
UN Institute for Training and  
Research (UNITAR)  
United Nations

**Susana Malcorra**  
Under-Secretary-General for Field  
Support  
Department of Field Support (DFS)  
United Nations

**Mehdi Mirafzal**  
Senior Advisor  
Special Unit for South-South Coop-  
eration  
UNDP

**Adrian Morrice**  
Policy and Mediation Division  
Department of Political Affairs (DPA)  
United Nations

**Mario Nascimento**  
Intern  
PBSO/UNDP

**Sharon O'Brien**  
Political Affairs Officer  
Department of Political Affairs (DPA)  
United Nations

**Madalene O'Donnell**  
Coordination Officer  
Department of Peacekeeping Operations (DPKO)  
United Nations

**William O'Neill**  
SSRC

**Lauren Parnell**  
International Engagement Officer  
Office of the Coordinator for Reconstruction and Stabilization (S/CRS)  
Department of State  
USA

**Milko Petek**  
Military Adviser  
Permanent Mission of Slovenia

**Kassius Pontes**  
First Secretary  
Permanent Mission of Brazil

**Anastasia Poulakida**  
Permanent Mission of Greece

**Mary Ann Mwangi**  
Roster Manager  
National Human Development Report Unit  
Human Development Report Office  
United Nations Development Programme

**Maral Nurtazina**  
Professor  
Columbia University, New York

**Sandra A. Oder**  
Senior Researcher  
Peace Missions Programme  
ISS

**Asako Okai**  
Minister Counsellor  
Permanent Mission of Japan

**Reidun Otterøy**  
Officer-in-Charge, Civilian Capacity Support Team  
Department of Field Support (DFS)  
United Nations

**Mikkel Frøsig Pedersen**  
Adviser/Head of Programme  
Norwegian Institute of International Affairs (NUPI)  
Denmark

**Katherine Pohl**  
Civilian Capacity Support Team  
Department of Field Support (DFS)  
United Nations

**Olivier Portoff**  
Consultant  
UNITAR

**Amb. Giles Rivard**  
Deputy Permanent Representative  
Permanent Mission of Canada

**Robert Rivers**

Lead Trainer  
Nonviolent Peaceforce  
USA

**Kyoko Satomi**

Third Secretary  
Permanent Mission of Japan

**Mohamed Sarwat Selim**

First Secretary  
Permanent Mission of Egypt

**Helen Sheridan**

Adviser  
Permanent Mission of Ireland

**Fabio Signori**

Officer  
Permanent Mission of Italy

**Lt Gen PK Singh (Retd)**

Director  
United Service Institution of India

**Adam C. Smith**

Research Fellow, Peace Operations  
International Peace Institute (IPI)  
USA

**Magarete Sobral**

Chief, Recruitment, Outreach and  
Career Development  
Department of Field Support (DFS)  
United Nations

**Maren Roessler**

Project Manager Human Resources  
Center for International Peace  
Operations (ZIF)  
Germany

**Juho Särkilä**

Head of Human Resources  
Crisis Management Centre (CMC)  
Finland

**Gustavo Senechal**

Adviser  
Office of the President of the General  
Assembly

**Hideaki Shinoda**

Director  
Hiroshima Peacebuilding Center  
(HPC)  
Japan

**Francisco Simplicio**

Web for Information for Development  
(WIDE)  
Special Unit for South South  
Cooperation  
United Nations

**Siri Skåre**

Director  
Norwegian Centre for Human Rights  
(NORDEM)  
University of Oslo  
Norway

**Amb. Tine Mørch Smith**

Deputy Permanent Representative  
Permanent Mission of Norway

**Pippa Steele**

Adviser  
Permanent Mission of UK

**Diana Sutikno**  
First Secretary  
Permanent Mission of Indonesia

**Julie Takahashi**  
First Secretary  
Permanent Mission of Norway

**Colleen Thouez**  
Senior Research and Training  
Adviser  
UN Institute for Training and  
Research (UNITAR)  
United Nations

**Michele Tommasi**  
Counsellor  
Permanent Mission of Italy

**Patrick Travers**  
Policy Adviser  
Permanent Mission of Canada

**Andras Vamos-Goldman**  
Coordinator  
Justice Rapid Response  
Canada

**Christine Vincent**  
Deputy Executive Director  
CANADEM  
Canada

**Anna Wiktorsson**  
Desk Officer  
Challenges Forum  
Sweden

**Benjamin Ziga**  
Permanent Mission of the Czech Re-  
public

**Fatima Swartz**  
Lead Trainer  
Nonviolent Peaceforce  
South Africa

**Mette Tangen**  
Manager, Training for Peace (TfP)  
Programme  
Ministry of Foreign Affairs  
Norway

**Ines Tofalo**  
Programme Specialist  
Special Unit for South-South  
Cooperation  
United Nations Development  
Programme

**Justine Tordoff**  
RedR UK  
United Kingdom

**Etienne Tremblay-Champagne**  
Coordinator  
Réseau francophone de recherche  
sur les opérations de paix (ROP)  
Canada

**Amb. Mitra Vasisht**  
Senior Advisory Group, Civilian Ca-  
pacity Review  
India

**Sharon Wiharta**  
Researcher  
Stockholm International Peace Re-  
search Institute (SIPRI)  
Indonesia

**Hye-Jin Zumkehr**  
Permanent Mission of the Nether-  
lands  
Netherlands