

Scoping Study Norwegian Standby Roster for Civilian Observers (NOROBS)

The Role and Position of NOROBS in the Context of Norway's
Contribution to Civilian Peacemaking, Peacekeeping
and Peacebuilding

Cedric de Coning, Walter Lotze and Mikkel Frøsig Pedersen



Norsk Utenrikspolitisk Institutt
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Visiting address: C.J. Hambros plass 2d
Address: P.O. Box 8159 Dep.
NO-0033 Oslo, Norway

Internet: www.nupi.no
E-mail: info@nupi.no
Tel: [+ 47] 22 99 40 00
Fax: [+ 47] 22 36 21 82

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Norwegian Institute of International Affairs (NUPI)**

Commissioned by the Norwegian Refugee Council (NRC)

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List of Acronyms

ACAPS	Assessment Capacity Roster
CIMIC	Civil-Military Cooperation
CIVPOL	Civilian Police
CMC	Crisis Management Centre (Finland)
DCAF	Centre for the Democratic Control of Armed Forces (OECD)
DDR	Disarmament, Demobilisation and Reintegration
DEMA	Danish Emergency Management Agency
DSB	Norwegian Directorate for Civil Protection and Emergency Planning
EASBRIGCOM	East African Standby Brigade Command
EC	European Commission
ECMM	European Commission Monitoring Mission
EGT	European Group on Training
ESDP	European Security and Defence Policy (now Common Security and Defence Policy - CSDP)
EU	European Union
EUPOL	European Union Police
EUMM	European Union Monitoring Mission
FARDC	Forces Armées de la République Démocratique du Congo
FBA	Folke Bernadotte Academy (Sweden)
FINCENT	Finnish Defence Forces International Centre
GENCAP	Gender Capacity Roster
HPD	Housing and Property Directorate (Kosovo)
HUNASP	Humanitarian Needs Assessment Project
ICE-SAR	Icelandic Association for Search and Rescue
ICRC	International Committee of the Red Cross
ICT	Information and Communication Technology
IDPs	Internally Displaced Persons
IFRC	International Federation of the Red Crescent
ICRU	Iceland Crisis Response Unit
IDMC	Internal Displacement Monitoring Group
IHB	International Humanitarian Service (Denmark)
IMU	International Monitoring Unit (Sudan)
JMC	Joint Military Commission
JMT	Joint Monitoring Team (MONUC)
LTTE	Liberation Tigers of Tamil Eelam
MFA	Ministry of Foreign Affairs
MONUC	Mission d'Organisations des Nations Unies au République Démocratique du Congo
MoU	Memorandum of Understanding
MSB	Civil Contingencies Agency (Sweden)

MSU	Mediation Support Unit (United Nations)
NATO	North Atlantic Treaty Organisation
NCA	Norwegian Church Aid
NCHR	Norwegian Centre for Human Rights (University of Oslo)
NGO	Non-Government Organisation
NORAFRIC	Norwegian African Roster
NORASIA	Norwegian Asian Roster
NORCAP	Norwegian Standby Capacity Programme
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
NORMIDEAST	Norwegian Middle East Roster
NOREPS	Norwegian Emergency Preparedness System
NOROBS	Norwegian Standby Roster for Civilian Observers
NORPOOL	Norwegian Crisis Response Pool
NORSTAFF	Norwegian Emergency Standby Roster
NRC	Norwegian Refugee Council
NST	Norwegian Support Team
NUS	Norwegian UNDAC Support
OECD	Organisation for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
PLO	Palestine Liberation Organisation
PROCAP	Protection Capacity Roster
RoL	Rule of Law
SIDA	Swedish International Development Agency
SNDC	Swedish National Defence College
SLMM	Sri Lanka Monitoring Mission
SPLA	Sudan Peoples' Liberation Army
SSR	Security Sector Reform
SWEDINT	Swedish Armed Forces International Centre
TIPH	Temporary International Presence in Hebron
TfP	Training for Peace in Africa Programme
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMI	United Nations Assistance Mission in Iraq
UNDAC	United Nations Disaster and Assessment Coordination
UNDP	United Nations Development Programme
UNDPKO	United Nations Department of Peacekeeping Operations
UNHCR	United Nations High Commissioner for Refugees
UNMIK	United Nations Mission in Kosovo
UNMIT	United Nations Integrated Mission in Timor-Leste
UNMIN	United Nations Mission in Nepal
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNODC	United Nations Office on Drugs and Crime
UNPOL	United Nations Police (formerly CIVPOL)
UNTAG	United Nations Transition Assistance Group (Namibia)

Executive Summary¹

Norway has positioned itself as a prominent supporter, both politically and financially, of international humanitarian, development, peacemaking, peacekeeping and peacebuilding initiatives. Norway has worked with the European Union (EU), the Organisation for Security Cooperation in Europe (OSCE) and especially the United Nations (UN), but it has also undertaken observer missions together with Nordic and other likeminded countries.

One of the support mechanisms that Norway has developed in this context is civilian standby rosters. Norway has established a range of civilian standby rosters that support humanitarian, development, peacemaking, peacekeeping and peacebuilding operations. These rosters have given Norway the flexibility to not only support international missions with political and financial support, but to also provide human resources that can administer and implement the programmes needed to operationalise these international missions.

Within this context, the Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Refugee Council (NRC) agreed to establish the Norwegian Standby Capacity Programme (NORCAP) in 2009. The purpose of NORCAP is to provide an overarching framework within which to administer several civilian humanitarian, peacemaking, peacekeeping and peacebuilding related rosters operated by the NRC. While the deployment of civilians for humanitarian and development purposes represents an area of long-standing cooperation between the NRC and the MFA, the deployment of civilian experts to peacemaking, peacekeeping and peacebuilding missions is a relatively new area of engagement for both actors.

Norway has contributed civilian experts over the last few years to UN peacekeeping operations, and is currently contributing experts for the Joint Monitoring Teams in the UN Mission in the Democratic Republic of the Congo (MONUC). Norway has also contributed civilian experts to EU crisis management missions, for instance to the EU Monitoring Mission in the Western Balkans (EUMM). And Norway has undertaken missions together with others, such as the Sri Lanka Monitoring Mission (SLMM), the International Monitoring Unit (IMU) in the Nuba Mountains in Sudan and the Temporary International Pres-

¹ A Summary Report, based on this Scoping Study, is available from the Norwegian Refugee Council on request.

ence in Hebron (TIPH), which is still ongoing. Since 1991 NRC has issued nearly 900 contracts for civilian monitoring and observation missions.

However, in the past these civilian peacemaking, peacekeeping and peacebuilding deployments were undertaken on an ad hoc basis, as something special and different by the NRC on the periphery of its main effort, which was primarily the provision of support to humanitarian operations. The 2009 NORCAP agreement recognises the growing importance to Norway of the deployment of civilian experts to peacemaking, peacekeeping and peacebuilding missions, and introduces a new specialised civilian standby roster for the deployment of civilian observers, called NOROBS.

The fact that Norway's civilian deployments to peacemaking, peacekeeping and peacebuilding missions have been managed in an ad hoc manner to date is understandable. The need for civilian experts in these fields was a relatively new and growing phenomenon, and there was a need for flexibility, experimentation with new mechanisms and organisational learning. The establishment of NOROBS represents a milestone that signifies that the deployment of civilian experts to the peacemaking, peacekeeping and peacebuilding missions should no longer be regarded as something ad hoc or temporary. The establishment of NOROBS recognises that the deployment of civilian experts in peacemaking, peacekeeping and peacebuilding missions could become as central to Norway's interests and identity going into the future, as its association with supporting humanitarian and development deployments has been in the past.

It also reflects the developing debate on the security and development nexus in general, and the integration between development and peacebuilding work in particular, in that an expert in, for instance Disarmament, Demobilisation and Reintegration (DDR) can be deployed from the 'development' pool to the United Nations Development Programme (UNDP), or from NOROBS to a UN peacekeeping mission, which reflects that in these instances the same individual can be engaged in 'development' or 'peacekeeping' or 'peacebuilding', depending on the perspective one wishes to take. The fact that the deployment of civilian experts has now been recognised as central to Norway's foreign policy interests, and that a mechanism like NOROBS has been established dedicated to that purpose, also means that Norway should no longer respond to requests for such civilian experts in a reactive manner, but should instead proactively consider where it can make a meaningful contribution. In that sense, NOROBS represents a new opportunity for Norway to engage constructively in crisis and post-conflict situations with a dedicated capacity to contribute trained

and experienced civilian experts with a broad range of specialised professional skill sets, including weapons monitoring and inspection, conflict resolution and mediation, security sector reform, gender, political analysis, reporting and advise, sexual exploitation and abuse, civilian protection, strategic planning, monitoring and evaluation, among others.

NOROBS is, however, not the only roster that the Norwegian Government has established to address the growing need for civilian experts in the peacemaking, peacekeeping and peacebuilding field. As a result of the ad hoc manner in which the need for such experts has come about, a range of different capacities were developed over the years, including NORDEM, the Norwegian Rule of Law Pool, the CIVPOL Pool and the Defence Security Sector Reform Pool. This study has found that these different capacities do not necessarily represent a duplication, but that there is potential for overlap and inefficiency if these different capacities are not managed in a more coherent manner. The study therefore recommends that Norway establish a national-level whole-of-government oversight mechanism for civilian deployments to peacemaking, peacekeeping and peacebuilding missions.

The study also recommends that an informal network of civilian training, rostering and deployment actors be established. Such a network will facilitate a regular exchange of information among those agencies, both governmental and non-governmental, that are engaged in the training, rostering and deployment of civilian experts. This will also serve to build trust among the agencies and provide a platform for collaboration, sharing of resources and the identification of best practices.

The study finds that there is a need for a more coherent approach within the Norwegian Ministry of Foreign Affairs towards the deployment of civilians to peacemaking, peacekeeping and peacebuilding missions. Civilian rosters funded by the MFA are important tools which can be utilised in support of Norwegian foreign policy objectives. However, they would be managed and utilised more efficiently and effectively if there were better coordination among the departments and sections that are responsible for supporting the establishment and maintenance of different civilian rosters, as well as the deployment of civilian experts to different missions. It is therefore recommended that a State Secretary be given the responsibility to coordinate all civilian deployment arrangements funded and facilitated by the Ministry.

1. Introduction

Norway has positioned itself as a prominent supporter, both politically and financially, of international humanitarian, development, peace-making, peacekeeping and peacebuilding initiatives. It has worked through the European Union (EU), the Organisation for Security Cooperation in Europe (OSCE) and especially the United Nations (UN), but it has also, on occasion undertaken observer missions of its own, or together with other Nordic and likeminded countries.

Supporting the provision of humanitarian aid, providing support to peacebuilding efforts, and promoting human rights are defined as central pillars of Norwegian foreign policy. It is therefore not surprising that the Norwegian Government has sought to position itself as one of the leading political and financial partners in the field of international civilian assistance.² A principal focus of this strategy is to support rapid, flexible and effective responses to enable Norway and the international community to meet changing humanitarian needs in both acute and in protracted crisis situations.³

One of the response mechanisms that Norway has developed in this context is civilian standby rosters. Norway has invested in, and has managed to establish a number of, civilian standby rosters that support humanitarian, development, peacemaking, peacekeeping and peacebuilding operations. These rosters have given Norway the flexibility to not only support international missions with political and financial support, but to also provide human resources that can administer and implement the programmes needed to operationalise these international missions. Within this context, the Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Refugee Council (NRC) in 2009 agreed to establish the Norwegian Standby Capacity Programme (NORCAP) to provide an overarching framework within which to administer several civilian humanitarian, peacemaking and peacekeeping related rosters operated by the NRC on behalf of the MFA.

The overall goal of NORCAP is to enhance the capacity of the UN and international organisations to provide and coordinate international protection and assistance, whilst strengthening relations between the UN and the Norwegian Government, humanitarian community and

² Ministry of Foreign Affairs of Norway, 2009. *Interesser, ansvar og muligheter – hovedlinjer I norsk utenrikspolitikk*. St. meld. Nr. 15. 13 March.

³ Ministry of Foreign Affairs of Norway. 2009. *Norway's Humanitarian Policy*. Report Mo. 40 (2008–2009) to the Storting, pp. 5–7.

society more broadly.⁴ The purpose of NORCAP is to provide the UN and other requesting organisations with timely deployments of highly qualified personnel, and to offer competent advice and assistance across a range of humanitarian, crisis response and stabilisation operations.⁵ Following the establishment of NORCAP in 2009, its mandate was elaborated as follows:

- Enhance the capacity of the international community to prevent and to respond to ongoing and future humanitarian challenges;
- Support efforts to ensure that international operations are carried out without consideration to religion, race, nationality and political persuasion;
- Support international capacity, and in particular the United Nations, in all stages of crises, from prevention/early warning and response, to monitoring, reconstruction, conflict resolution, sustainable development and democratic governance;
- Ensure that people in emergencies receive protection and assistance according to their needs and rights, with particular emphasis on the protection of civilians and the implementation of relevant Security Council Resolutions.⁶

NORCAP is the largest programme of its kind that provides civilian experts to the UN. In 2009 it supplied personnel to 14 different UN agencies and missions, including to the United Nations Assistance Mission to Afghanistan (UNAMA), the United Nations Mission in East Timor (UNMIT) and the Mission d'Organisation des Nations Unies au République Démocratique du Congo (MONUC).⁷

The 2009 agreement between the MFA and the NRC on NORCAP creates, for the first time, a dedicated roster within NORCAP, called NOROBS, that specialises in contributing civilian experts to peace and reconciliation missions, upon the request of the MFA or international organisations.⁸ The specific need for a roster like NOROBS in the 2009 NORCAP agreement was informed by NRC's extensive experience having issued nearly 900 contracts to observation and moni-

⁴ Norwegian Ministry of Foreign Affairs. 2009. *Contract between the Norwegian Ministry of Foreign Affairs and the Norwegian Refugee Council on Norwegian Standby Capacity Programme*. April 2009, p. 1.

⁵ Norwegian Ministry of Foreign Affairs. 2009. *Contract between the Norwegian Ministry of Foreign Affairs and the Norwegian Refugee Council on Norwegian Standby Capacity Programme*, p. 1.

⁶ Revised NORCAP mandate as articulated in correspondence with NRC dated 13 April 2010.

⁷ NORCAP 2009 Annual Report, Oslo: Norwegian Refugee Council, 2009, pp. 2–3. In the case of MONUC, deployments are channeled via NORDEM.

⁸ Norwegian Ministry of Foreign Affairs. 2009. *Contract between the Norwegian Ministry of Foreign Affairs and the Norwegian Refugee Council on Norwegian Standby Capacity Programme*. April 2009, p. 8.

toring missions. However, the establishment of NOROBS was also a recognition that Norway will, in future, deploy civilian observers and other experts to a range of peacemaking, peacekeeping and peacebuilding missions.

The deployment of civilians to peacemaking, peacekeeping and peacebuilding missions had, in the past, been approached in ad hoc manner. Over the last few years the MFA and the NRC had entered into approximately 30 different agreements to facilitate such deployments, resulting in high transaction costs for both partners. The NORCAP agreement replaces the need for such case-by-case agreements with a new overarching framework that enables the deployment of civilian experts across all stages of crises, from prevention to peacebuilding. Under the auspices of the 2009 NORCAP agreement, the MFA will provide approximately NOK 80 million per annum over three years for the establishment and maintenance of this civilian standby roster capacity.⁹

1.1 Aim and Scope of the Study

The deployment of civilians for humanitarian and development purposes represents an area of long-standing cooperation between the NRC and the MFA, and NRC has deployed civilian observers since the early nineties. Before the 2009 NORCAP framework agreement, the NRC operated the NORSTAFF roster, which included NORAFRIC, NORASIA and NORMIDEAST. The NORSTAFF roster was aimed at meeting the needs for humanitarian and development experts, but from time-to-time, on an ad hoc basis, and on the periphery of the main effort, NORSTAFF had to deal with requests from the MFA to identify and deploy civilian experts to peacemaking, peacekeeping and peacebuilding missions.

The 2009 NORCAP agreement recognises that these requests have grown in number and scope to the extent that they can no longer be efficiently managed on a case-by-case basis, and establishes a new specialised civilian standby roster for the deployment of civilian observers, called NOROBS. The establishment of NOROBS represents a milestone that signifies that the deployment of civilian experts to peacemaking, peacekeeping and peacebuilding missions should no longer be regarded as something ad hoc or temporary. The establishment of NOROBS recognises that the deployment of civilian observers could become as central to Norway's interests and identity going into the future, as its association with supporting humanitarian and

⁹ Norwegian Ministry of Foreign Affairs. 2009. *Contract between the Norwegian Ministry of Foreign Affairs and the Norwegian Refugee Council on Norwegian Standby Capacity Programme*, p. 2.

development deployments has been in the past. Therefore, the NRC commissioned this scoping study on NOROBS in January 2010, with the purpose of:

- a) mapping existing civilian training, rostering and deployment arrangements in the Nordic countries;
- b) mapping existing civilian training, rostering and deployment arrangements within Norway;
- c) reviewing the deployment of civilians to observer missions by Norway to date; and
- d) highlighting areas of potential duplication, overlap and other matters of consequence to the design and functioning of NOROBS.¹⁰

The purpose of this study is not to conduct a cost-performance analysis of NOROBS, NORCAP or any other civilian deployment mechanism. The study is also not intended to question whether NOROBS should be established, as this is already envisioned in the 2009 NORCAP agreement between the MFA and the NRC. Rather, this study is tasked with recommending how NOROBS can optimally achieve its mandate, taking into account past, current and future needs, and taking into consideration existing standby capacities in Norway.

This study will commence by contextualising international deployments of civilians more broadly, before providing an overview of existing training, rostering and deployment mechanisms for civilians in the Nordic countries. Building on this, the study examines some of the key characteristics of previous Norwegian civilian observer deployments, before concluding with specific recommendations.

¹⁰ See Annex 1 for the full Terms of Reference for this study.

2. Contextualising International Civilian Deployments

Civilian personnel play an increasingly prominent role in international peacemaking, peacekeeping and peacebuilding operations. Traditionally, civilians may have been more associated with humanitarian and development work, whilst peace and security operations have been associated with the military. However, with the shift in emphasis from state to human security, with the rise of multi-dimensional and integrated peacekeeping missions, and with a new emphasis on peacebuilding operations in the international system, the role of civilians has fundamentally changed.

Civilians now represent an integral part of UN, African Union (AU), EU, and OSCE missions, and even the North Atlantic Treaty Organisation (NATO) is taking steps to establish a civilian expert pool. Civilians perform a range of functions across the political, governance, economic, human rights, security and development dimensions, and it is now widely recognised that it is not possible to support the implementation of peace processes without the requisite civilian expertise.

The UN, in particular deploys more civilians, and especially civilian peacekeepers, than all the other multilateral institutions combined. At the beginning of 2010, the EU was deploying approximately 2,000 civilian personnel and the OSCE approximately 3,000, while the AU had only one peace operation deployed in Somalia with 48 civilians (33 international staff and 15 national staff). As of 31 October 2009, the UN had deployed almost 22,000 civilians, including approximately 8,000 international staff. One of the most significant developments in UN peacekeeping over the last two decades has been the growing importance of civilian experts, and civilians now represent almost 20 percent of all UN peacekeepers.¹¹

Generating, retaining and utilising civilian expertise has however proved challenging, not only for multilateral organisations but also at the national level among member states. Indeed as one recent report has noted, several bottlenecks to deployment exist, ranging from a shortfall of service providers to recruitment procedures within interna-

¹¹ de Coning, C. *Civilian Expertise: Partnership to Match Supply to Demand*, Paper presented at the Cooperating for Peace: The Challenge and Promise of Partnerships in Peace Operations seminar in Geneva 10-11 December, New York: IPI & GCSP, 2009.

tional organisations.¹² For instance, in UN operations the average vacancy rate is approximately 22 percent, but in several missions vacancy rates are closer to 50 percent.¹³ To address this challenge, several countries and non-government organisations (NGOs) have established mechanisms to train, roster and deploy civilian personnel. In this context, effort has been invested in establishing standing capacities, standby capacities and rostered capacities, depending on the particular needs of sending states and requesting organisations.¹⁴

Standing capacities refer to a mechanism with staff employed on a full-time basis with the express purpose of being available as a surge capacity when required. The Standing Police Capacity within the UN Department of Peacekeeping Operations (DPKO), the Mediation Support Unit's Standby Team of Mediation Experts (MSU), managed by the NRC, and the United States Department of State's Civilian Response Corps are examples of such standing capacities.¹⁵

Standby capacities refer to mechanisms consisting of pre-identified personnel who can be deployed as required within a specific time-frame. Personnel can be pre-screened, pre-interviewed, and even pre-contracted, depending on the level of sophistication in the mechanism. An example of such a standby capacity would be the, now defunct, Rapid Deployment Team (RDT) within UN DPKO.¹⁶

Rostered capacity is a mechanism composed of potential candidates, who can be approached for deployment as required. Commonly, a roster capacity would pre-screen applicants and recruit selected individuals to the roster on the basis of pre-specified criteria which match likely deployment needs. The roster would typically monitor the deployment requirements of its end-users and, when personnel are required, would search among its members to identify suitable candidates, which are then offered to the end-users, who decide whether or not to make use of them.¹⁷ NORCAP, incorporating NOROBS, is a leading example of a rostered capacity.

Several roster capacities of civilian experts have been established at both international and national levels, operated either by government agencies or by non-government organisations (NGOs), designed to be able to provide civilian expertise to meet demand across a range of

¹² Solli, A., de Carvalho, B., de Coning, C.H. & Pedersen, M.F., *Bottlenecks to Deployment: The Challenges of Deploying Civilian Personnel to Peace Operations*, Security in Practice 3/2009, Oslo, Norwegian Institute of International Affairs, 2009.

¹³ de Coning, 2009, p.2.

¹⁴ Chandran, R., Sherman, J., Jones, B., Forman, S., Le More, A. & Hart, A., *Rapid Deployment of Civilians for Peace Operations: Status, Gaps and Options*, New York: Centre on International Cooperation, 2009

¹⁵ de Coning, 2009, p. 5.

¹⁶ de Coning, 2009, p.5.

¹⁷ de Coning, 2009. p. 5–6

operational scenarios and settings.¹⁸ At the national level, civilian rosters are operated by Australia (Deployable Civilian Capacity), France (France Cooperation Internationale), Germany (Zentrum für internationale Friedenseinsätze), the United Kingdom (Stabilisation Unit), Switzerland (Swiss Expert Pool), the United States of America (Office of the Coordinator for Reconstruction and Stabilisation), Japan (Hiroshima Peacebuilders Centre), and Canada (Stabilisation and Reconstruction Task Force), among others.

Drawing on these national rosters, multilateral organisations are in the process of establishing their own rosters, enhancing the ability of international organisations to benefit from national rosters when recruiting civilians for deployment, either contracted directly by the respective organisation, or seconded by the sending nation. Here, the EU is in the process of establishing the Goalkeeper System¹⁹, while NATO is currently establishing the Compass system.²⁰ Both the EU and NATO database systems draw on national rosters for the identification and selection of civilian personnel, but technically do not operate as rosters, as roster operation remains the direct responsibility of their respective member states.

Outside of government owned and operated rosters, several rosters operated by non-profit organisations also provide a mechanism for the identification and deployment of civilian expertise. The Registered Engineers for Emergency Relief and International Health Exchange (RedR) is an international non-profit roster designed to meet the short- and longer-term personnel needs of humanitarian organisations. The Canadian Civilian Reserve (CANADEM) is an example of a national roster designed to provide human rights, peacebuilding, rule of law, governance, democratisation, elections, police, security, reconstruction and mission support personnel to international peace and security operations. Another interesting example is the Norwegian supported African Standby Roster for International Humanitarian and Peacebuilding Operations (AFDEM), which is a non-profit roster for African civilians, based in Zimbabwe, with expertise across a broad range of functions in the humanitarian, development, peacemaking, peacekeeping and peacebuilding fields. The civilian standby rosters operated by the NRC would also generally fall into the non-governmental

¹⁸ Catriona Gourlay, *Rosters for the Deployment of Civilian Experts in Peace Operations*, a DPKO Lessons Learned Study, New York: United Nations, 2006.

¹⁹ Refer to Note 8096/09 (2 April 2009) and Note 11301/09 (23 June 2009) from the General Secretariat of the Council of the European Union for further information on the purpose and development of the Goalkeeper system. Also note the conclusions of the Council on European Security and Defence Policy (2943rd meeting of the Council in Brussels on 18 May 2009).

²⁰ NATO is developing a pool of civilian experts that can support its stabilisation and reconstruction operations as part of its civil emergency planning capacity, see http://www.otan.nato.int/cps/en/natolive/topics_49158.htm?selectedLocale=en#support

and non-profit category, but the status of NORCAP is somewhat more ambiguous in that it is managed by the NRC on behalf of the Norwegian Government.

While roster capacities have been developing both within and outside of government structures, they share the challenge of responding in an efficient and effective manner to the changing requirements on civilian personnel in the field. The role and functions of civilians continue to evolve and vary across organisations and missions. For instance, whilst the concept ‘civilian observer’ is apt for the TIPH-type mission, it is not adequate to capture the range of civilian functions performed in AU, EU, OSCE and UN missions.

The June 2009 *Report of the UN Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict* provides a useful summary of the core tasks the UN is called upon to undertake in post-conflict peace processes, namely the provision of support to:

- basic safety and security, including mine action, protection of civilians, disarmament, demobilisation and reintegration, strengthening the rule of law and initiation of security sector reform;
- political processes, including electoral processes, promoting inclusive dialogue and reconciliation, and developing conflict-management capacity at national and sub-national levels;
- the provision of basic services, such as water and sanitation, health and primary education, and support to the safe and sustainable return and reintegration of internally displaced persons and refugees;
- restoring core government functions, in particular basic public administration and public finance, at the national and sub-national levels;
- economic revitalisation, including employment generation and livelihoods (in agriculture and public works) particularly for youth and demobilised former combatants, as well as rehabilitation of basic infrastructure.²¹

Some of these tasks identified in the Secretary-General’s Report may require the support of the military and police components, but most require civilian capacity. Some of these tasks will be undertaken by

²¹ *Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict*, A/63/881-S/2009/304, New York: United Nations, 11 June 2009, p.3.

the UN's humanitarian and development agencies, as well as by other multilateral organisations and non-governmental organisations. Others may be undertaken by UN peacekeeping and political missions. UN peacekeeping missions typically include several civilian units and sections of different sizes and composition, determined by the mandate or focus of the mission. As it is often challenging to generate a clear understanding of the scope of civilian functions in peacekeeping and peacebuilding operations, a list of civilian functions typically performed in contemporary UN peacekeeping operations has been attached as Annex 3 to this report.

In addition, the office of the head of mission, deputy heads of mission and the mission support function are also staffed by civilians, although they serve the mission, including the military and police components, and should thus not be confused with the substantive civilian components that operate along-side the police and military counterparts.²²

The summary of core tasks that the UN is called upon to undertake in post-conflict peace processes reflects the security and development nexus in general, and the integration between development and peacebuilding work in particular. These developments explain both why there has been a growing need for civilian experts in the peace and crisis management area, as reflected by the Norwegian and NORSTAFF experience discussed above, that resulted in the establishment of NOROBS. It is also indicative of how difficult it is, from the perspective of a roster like NORCAP, to draw clear distinctions between development and peacebuilding. An expert in, for instance Disarmament, Demobilisation and Reintegration (DDR), can either be deployed from the 'development' pool to the United Nations Development Programme (UNDP), or from NOROBS to a UN peacekeeping mission, which reflects that in these instances the same individual can be engaged in 'development' or 'peacekeeping' or 'peacebuilding', depending on the perspective one wishes to take.

The fact that the deployment of civilian experts have now been recognised as central to Norway's foreign policy interests, and that a mechanism like NOROBS has been established dedicated to that purpose, means also that Norway should no longer respond to requests for such civilian experts in a reactive manner, but should instead proactively consider where it can make a meaningful contribution. In that

²² There are a few exceptions where the head of mission of a UN peacekeeping operation is the force commander, but the norm for all multidimensional missions is that the head of mission is a civilian Special Representative of the Secretary-General (SRSG). There have been a few instances where the SRSG or Deputy SRSG are former military officers, but they were civilians at the time of appointment. See Cedric de Coning, "Mediation and Peacebuilding: the Role of SRSGs in UN Integrated Missions", Special Edition on Mediation in Post-Conflict Peace Operations, *Global Governance*, Vol. 16. No. 2. Forthcoming 2010.

sense NOROBS represents a new opportunity for Norway to engage constructively in crisis and post-conflict situations with a dedicated capacity to contribute trained and experienced civilian experts with a broad range of specialised professional skill sets, including, amongst others, weapons monitoring and inspection, conflict resolution and mediation, security sector reform, gender, political analysis, reporting and advise, sexual exploitation and abuse, civilian protection, strategic planning, and benchmarking, monitoring and evaluation.

As this section has demonstrated, the current debate around civilian capacity in the UN and other arenas extends beyond ‘observer’ roles and missions, and therefore this report utilises the term ‘civilian experts’ and refers to the need for civilian expertise in peacemaking, peacekeeping and peacebuilding operations. The MFA, in the context of the whole range of rosters it supports, and with regards to NOROBS in particular, should broaden its scope beyond ‘civilian observer’ missions, and gear itself to serving the whole range of civilian expertise needs, from early warning and assessments, through peacemaking, stabilisation and peacekeeping, to peacebuilding and post-conflict reconstruction.

3. Key Components of Civilian Training, Rostering and Deployment Mechanisms in Denmark, Finland, Iceland and Sweden

Several initiatives and mechanisms that support the deployment of civilian personnel are already in operation across the Nordic countries. As the requirements for the deployment of civilian personnel for humanitarian, development peacemaking, peacekeeping and peacebuilding operations have become increasingly complex, so too have the mechanisms for identifying, training, rostering and deploying civilian capacity evolved across the region.²³

While the differences inherent in the various training, rostering and deployment frameworks in the Nordic countries bring with them the benefits of dynamism and comparative advantage, numerous challenges are also inherent to the system. Especially in the training and rostering dimensions, duplication of cost and effort may result from overlapping training initiatives and rosters which are either too limited or too broad in scope. In addition, from a deployment point of view, benefits may be derived from closer collaboration between the various Ministries responsible for the deployment of civilians at a common Nordic level. These advantages and concomitant challenges have been recognised, and in February 2010 the Norwegian Ministry of Foreign Affairs hosted a Nordic working group of civilian training, rostering and deployment experts to review the international training, rostering and deployment processes of civilian capacity in Scandinavia, in line with the recommendations of the report on Nordic Cooperation on Foreign and Security Policy.²⁴

In this section, the existing civilian deployment mechanisms in Denmark, Iceland, Sweden and Finland are reviewed and in the following section current civilian deployment mechanisms in Norway are discussed.

²³ Vaerdal, 2010. Training of civilians for international deployment in the Nordic countries.

²⁴ Stoltenberg, T. *Nordic Cooperation on Foreign and Security Policy – Proposals presented to the extraordinary meeting of Nordic foreign ministers in Oslo on 9 February 2009*, Oslo: Ministry of Foreign Affairs, 2009.

3.1 Denmark

In Denmark, requests for the deployment of civilians are primarily channelled through the Ministry of Foreign Affairs (MFA), and deployment is conducted through the Danish International Humanitarian Service (IHB), operated by the Department of Security Policy of the Danish MFA. The IHB was established in 1994 and initially administered by the MFA. As of September 2008 it has been outsourced to NIRAS, an independent consultancy firm. Furthermore, the Danish MFA also deploys civilians from the stand-by rosters of three Danish-based humanitarian aid organisations; these being the Danish Red Cross, the Danish Refugee Council²⁵, and the Danish chapter of Médecins sans Frontières. Lastly, the Danish MFA has a standing agreement with the Danish Emergency Management Agency (DEMA)²⁶ and the Danish Police services²⁷, which maintain their own rosters of personnel for emergency deployment. While approximately 375 civilians form part of the roster administered by NIRAS, access to other rosters allows the Danish MFA to draw from a broader pool of approximately 800 civilian experts when considering deployments under the IHB framework.²⁸

Civilians deployed by the IHB have, to date, mostly served as election observers, civilian monitors and advisers, and in humanitarian role functions for the UN, EU and OSCE. However, Denmark has also deployed civilians to ad hoc missions such as the TIPH. On average, the IHB deploys between approximately 125 to 145 civilian personnel, with a maximum level of 170 deployments per annum.²⁹

While the IHB is coordinated by the Danish MFA, the rosters, with the exception of the one operated by NIRAS, are maintained on an independent basis. The Danish Red Cross, the Danish Refugee Council, Médecins sans Frontières, DEMA and the Danish Police services operate rosters based on their own requirements, and can identify personnel for IHB deployment when so requested by the Danish MFA. Similarly, the pre-deployment training of civilians is conducted by each organisation on an independent basis, based on the needs of the sending or the receiving organisation.

²⁵ The Danish Refugee Council maintains a stand-by roster of approximately 250 civilian experts, of which around 40 individuals are deployed on an annual basis. Most deployments are funded through the IHB.

²⁶ The Danish Emergency Management Agency (DEMA) is a government agency located within the Danish Ministry of Defence.

²⁷ Denmark has an estimated 50–75 police officers deployed in support of UN, EU or OSCE operations at any given point in time.

²⁸ *The International Humanitarian Service – contributing to peace and stability in hotspots around the world*, Copenhagen: Ministry of Foreign Affairs, 2010.

²⁹ Vaerdal, 2010, p. 1.

The training courses offered to members of the IHB roster are conducted by the Competence Centre of the MFA in collaboration with the European Group on Training (EGT).³⁰ Basic training, for example, is conducted only for members of the IHB roster administered by NIRAS. Personal safety courses, on the other hand, are conducted for members of the IHB roster, as well as roster members of the Danish Refugee Council, non-governmental organisations, DEMA, the police, and the armed forces, all of which contribute to the development and conduct of the course. Training courses on international human rights and humanitarian law, on the other hand, are conducted by the MFA only for members of Danish rosters. Other training courses have also fostered a degree of cross-pollination. For example, Danish Civil and Military Cooperation (CIMIC) detachments operating in Helmand province in Afghanistan as part of the Danish Battle Group undergo a two-week pre-deployment training course, operated by the Danish Refugee Council and the Danish Army Operational Command. This course remains closed to members of the various Danish rosters however, and is open only to members of the CIMIC detachment. In addition to the courses highlighted above, members of the IHB roster are offered the opportunity of attending specialised training courses at training centres in Europe which are members of the EGT.³¹

Danish civilian deployments are characterised by a centralised system, drawing on collaboration among a relatively small group of stakeholders. The Danish MFA plays a coordinating role, receiving requests and forwarding these either to the IHB roster, to other government agencies or non-government organisations. However, the final approval for deployment under the IHC scheme, no matter from which roster a candidate is selected, rests with the MFA. Pre-deployment training, candidate evaluation, rostering and post-deployment follow-up remain the prerogative of the individual agencies and organisations. However a degree of collaboration and cross-pollination on certain training components occurs. Nevertheless, training is linked closely to the rosters maintained by the respective organisations, and targeted specifically at individuals who are likely to be deployed under the IHB framework.

3.2 Finland

In Finland, the Ministry for Foreign Affairs (MFA) is tasked with coordinating the participation of personnel in international missions. The

³⁰ The European Group on Training is composed of training institutions and Ministries of Foreign Affairs in European Union Member States, focusing on the training of civilians for peace support operations and crisis management. See, for instance, <http://www.aspr.ac.at/egt/index.php>

³¹ *The International Humanitarian Service Training*. September 2009/SP, Copenhagen: Ministry of Foreign Affairs of Denmark, 2009.

Crisis Management Centre –Finland (CMC Finland), a government agency operating under the Ministry of the Interior, is responsible for the recruitment, training, rostering and deployment of civilian experts, although the MFA holds overall responsibility for international deployments. All civilian deployments are funded directly by the MFA, and pre-deployment training is mandatory for all civilians on the roster.³² CMC Finland maintains a roster of approximately 1000 experts, and administers the deployment of approximately 160 police and civilian experts on an annual basis.

Training courses for police and civilian experts earmarked for EU deployments are conducted by CMC Finland. In some cases, courses are conducted in collaboration with the Finnish Defence Forces International Centre (FINCENT). CMC Finland offers specialised training courses, focused on integration, gender, civilian crisis management and other specialisation areas related to disaster management.³³ CMC Finland also organises mission-specific pre-deployment training courses and post-deployment debriefing mechanisms, where requested or required. The Finnish model is characterised by a high degree of centralisation, with deployments the responsibility of the MFA, and the recruitment, training, rostering and deployment of civilians managed by the CMC Finland.

3.3 Iceland

Requests for civilian personnel are fielded by the Ministry of Foreign Affairs of Iceland, and are managed by the Iceland Crisis Response Unit (ICRU), which is responsible for Iceland's participation in international peace support operations. ICRU maintains a roster of personnel available for international assignments, and also cooperates closely with the Icelandic Association for Search and Rescue (ICE-SAR) in the deployment of rescue teams to crisis situations abroad. In 2007, ICRU maintained a roster of approximately 200 personnel, of which an estimated 90 were deployed.³⁴

It should be noted that the ICRU roster is broad in scope, and includes personnel from the national police services, the national coast guard, civilian aviation and fire departments, among others. As such, the ICRU roster is not a 'civilian' roster, comparable directly with other civilian rosters in the Nordic countries.

³² Korski, D. and Gowan, R. "Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities". Brussels: *European Council on Foreign Relations*, October 2009, p. 83.

³³ *Finland – National briefing on training in areas of civil-military cooperation and civil cooperation in crisis management*, Helsinki: Ministry of Foreign Affairs, 2010.

³⁴ Vaerdal, 2010, p. 4.

Pre-deployment training is typically not conducted within Iceland, and members of the ICRU roster usually undergo training as participants to training courses conducted in other Nordic countries. Training is conducted on an ongoing basis in a targeted manner for members of the national roster who are likely to be deployed. Consideration has also been given to the conduct of a joint training course between ICRU and ICE-SAR in Iceland, and modalities are being explored as to the manner in which this initiative could be linked to broader Nordic collaboration on training initiatives for civilian crisis management.³⁵

Overall, civilian deployment in Iceland is characterised by a centralised system, with deployments being channelled through the Crisis Response Unit within the MFA. Deployments undertaken are both of uniformed and non-uniformed personnel, focused mostly on crisis response and search and rescue efforts, and Iceland does not regularly undertake civilian deployments in the same manner that the other Nordic countries do.

3.4 Sweden

Swedish civilian deployment to international missions is conducted by a broad range of actors, and is characterised by a relatively decentralised system of deployment. Various government agencies, including the Ministry of Foreign Affairs, the police, and the prisons and probation services, conduct training, maintain rosters, and deploy civilian experts to international missions. Sweden also maintains dedicated search and rescue teams and mine clearance teams on a standby basis, which can be rapidly deployed. The training, rostering and deployment of civilians therefore usually involve a range of actors and stakeholders.

The Folke Bernadotte Academy (FBA), a government agency under the Ministry of Foreign Affairs, is mandated with a strong coordinating role regarding civilian crisis management and the deployment of civilians to peacemaking, peacekeeping and peacebuilding missions. Training courses conducted by the FBA are not linked to a specific roster, but are conducted on a public application and selection basis, with a broad range of training courses offered to Swedish, Nordic and international participants.³⁶ Based on its training courses, FBA maintains a database of civilian experts for international deployment, including experts in the fields of human rights, democracy, Rule of Law (RoL), Security Sector Reform (SSR), gender, and conflict prevention, among others. FBA also conducts mission-specific pre-deployment

³⁵ Vaerdal, 2010, p. 4.

³⁶ Vaerdal, 2010, p. 6.

training, and offers specialised training courses for Swedish civilian personnel deployed to peace operations when requested. Sweden deployed 139 civilians, which in the EU Crisis Management context includes police, to EU missions in 2009.

The Swedish International Development Agency (SIDA) conducts a range of training courses spanning the fields of humanitarian assistance, human rights, humanitarian law, development assistance, child protection, civil-military coordination and other issue areas. SIDA also conducts election observation training courses, and maintains a roster of election observers for international deployment.³⁷ The Swedish Civil Contingencies Agency (MSB) similarly maintains a roster of approximately 1,700 civilian experts that can be deployed in support of UN, EU, OSCE and other civil crisis management operations. MSB conducts its own training courses for personnel and roster members, aimed primarily at preparing members for participation in EU emergency operations, but also for participation in NATO and UN operations.³⁸

The Swedish Armed Forces International Centre (SWEDINT) regularly conducts training for military, police and civilian personnel in preparation for deployment to UN, EU, NATO, OSCE and other peace support operations. SWEDINT conducts a wide range of pre-deployment training courses for Swedish, Nordic and international participants, however participation in the training courses is not linked to any specific rostering and deployment mechanism.³⁹

The Swedish National Criminal Police is responsible for the recruitment and training of police officers for the Swedish roster for international police assignments. Approximately 250 police officers are recruited to the roster on an annual basis. In 2009, an estimated 100 police officers were deployed to UN, EU and OSCE operations from this roster. Similarly, the Swedish Prison and Probations Services is responsible for the recruitment and training of prisons and probation personnel for international assignments, mostly for deployment in support of UN and EU operations.⁴⁰

Overall, civilian deployment in Sweden is characterised by a largely decentralised system, comprising a large number of actors and stakeholders, as well as several rosters for civilian deployment. Training, conducted by a range of training institutions and actors, is both roster-specific and open to public participation, although most training courses seem to favour a public approach to course participation. At

³⁷ Vaerdal, 2010, p. 6.

³⁸ Vaerdal, 2010, p. 6.

³⁹ Vaerdal, 2010, p. 7.

⁴⁰ Vaerdal, 2010, p. 7.

the level of civilian rostering and deployment, each sending organisation is responsible for the maintenance of its own roster and for the deployment of personnel, although this can also be done in collaboration with other agencies.

4. Key Components of Civilian Training, Rostering and Deployment Mechanisms in Norway

In Norway, a broad range of actors, both from the government and non-government sectors, contribute to the deployment of civilians across a broad scope of scenarios. The recruitment, training and deployment of civilian personnel in Norway is based on roster systems that, while funded by the Norwegian Government, operate for the most part relatively independently from the Government. Deployments can be triggered by the Ministry of Foreign Affairs, the receiving organisation or the organisations managing the rosters. Norwegian civilian expertise are mostly deployed through the UN, the EU and the OSCE, but also through mission-specific deployments or on a bilateral basis. The deployment of civilians to international missions can be divided into two categories for analytical purposes: those deployed through rosters operated on an independent basis, and those deployed through rosters operated on behalf of the government.

4.1 Rosters operated on an Independent Basis

Several Norwegian NGOs maintain their own rosters and manage civilian deployments based on their mandates and partnerships with other organisations in the international system. Although independent, these rosters and NGOs are, for the most part, funded by the Norwegian Government.

The Norwegian Church Aid (NCA) maintains a roster of approximately 80 civilian personnel with expertise in the areas of water, sanitation, hygiene, psycho-social support, security, logistics and administration, and the NCA recruits members to its roster on a bi-annual basis. In 2008, the NCA deployed 80 members of the roster, and in 2009, 35 deployments were conducted.⁴¹ The NCA entered into a Memorandum of Understanding (MoU) with the Norwegian Refugee Council (NRC) in 2009, allowing the NRC to recruit directly from its roster for deployments to the UN System. Thus, members of the NCA roster are trained both by the NCA and by the NRC, and undergo external specialised training where required.

⁴¹ Faret, T. *Training of civilians for international deployment*, Oslo: Norwegian Resource Centre for Peacebuilding, 2010, p. 7.

Save the Children Norway similarly maintains a standby team of approximately 30 specialists in the area of child protection and education, most of whom have extensive field experience. The standby team is maintained under the framework of a standby agreement with Save the Children Sweden and the United Nations High Commissioner for Refugees (UNHCR) to enable the rapid deployment of civilian experts to emergency situations. Save the Children International also makes use of the standby team for international emergency deployments when required. Internationally, Save the Children is in the process of establishing its own global emergency roster, which will incorporate the members of the Norwegian standby team, and will provide training on a global basis.⁴² Currently, training is conducted by Save the Children Norway, Denmark and Sweden, UNHCR and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).

The Norwegian Red Cross maintains a pool of approximately 300 members with expertise in the areas of health (approximate 50 percent of the pool), leadership, management, administration, finance and logistics. Recruitment to the roster is conducted both via public advertisement and by selection from independently submitted applications. The Norwegian Red Cross makes use of its pool in response to requests made either directly by other Red Cross societies, or in response to requests by the International Committee of the Red Cross (ICRC) and the International Federation of the Red Crescent (IFRC).⁴³

4.2 Government-mandated Mechanisms – the Norwegian Crisis Response Pool

The Norwegian Government has developed and supported a range of civilian expert pools, databases and rosters, all of which can be said to form the Norwegian Crisis Response Pool (NORPOOL). NORPOOL is not an official roster framework, but rather an overarching concept used by the MFA to describe Norwegian civilian capacity mechanisms, including the Norwegian Rule of Law Pool, the Civilian Police (CIVPOL) pool, NORCAP, NORDEM, the DSB and the Defence Security Sector Reform pool.

⁴² Faret, 2010, p. 16.

⁴³ Faret, 2010, pp. 7–8.

Table 1: Norwegian Crisis Response Pool (NORPOOL)⁴⁴

Actor	Roster/Pool	Focus
Norwegian Refugee Council	NORCAP/NOROBS	Humanitarian, peacemaking, peacekeeping and peacebuilding
	NORDEM	Peacebuilding
	GENCAP	Humanitarian and peacebuilding
	PROCAP	Humanitarian and peacebuilding
	MSU	Mediation
	ACAPS	Humanitarian
Norwegian Centre for Human Rights	NORDEM	Peacebuilding
Ministry of Defence	Defence SSR Pool	Capacity-building through NATO PFP
Ministry of Justice	Rule of Law Pool	Peacebuilding
	Civilian Police Pool	Peacekeeping and Peacebuilding
Directorate for Civil Protection and Emergency Planning	Norwegian Support Team	Humanitarian
	Norwegian UNDAC Support	Humanitarian
	EU Civil Protection Experts	Humanitarian
	Norwegian UNDAC Members	Humanitarian

While NORPOOL is not an officially established roster framework, it does provide an overview or holistic description of the Norwegian civilian capacity mechanisms available for peacemaking, peacekeeping and peacebuilding missions. In most instances, the deployment of civilians funded by the Government to international missions requires the political approval of the Norwegian Government at the level of State Secretaries or Secretaries General⁴⁵ of the relevant line ministries (the deployment of civilians from the Defence SSR pool is however managed at staff level within the Ministry of Defence). To date, the MFA has been responsible for the costs of deployment for all non-military deployments.

⁴⁴ The expert rosters operated by Save the Children Norway, the Norwegian Red Cross, and the Norwegian Church Aid, while funded by the Norwegian Government, are not government-mandated mechanisms.

⁴⁵ In the case of the NORCAP agreement, this was approved at the level of Assistant Secretary-General of the Ministry of Foreign Affairs.

4.2.1 Norwegian Directorate for Civil Protection and Emergency Planning (DSB)⁴⁶

In 1998, aiming to make additional use of existing equipment and personnel of the Norwegian Civil Defence, the Norwegian Directorate for Civil Protection and Emergency Planning (DSB) established the Norwegian Support Team (NST) and Norwegian UNDAC (United Nations Disaster and Assessment Coordination) Support (NUS) expert pools. Both pools are financed by the Norwegian Ministry of Foreign Affairs, and represent an integrated part of Norway's humanitarian relief work in support of the United Nations. In addition, the DSB also administers a Norwegian pool of experts for the European Union, UN OCHA (UNDAC) and NATO.

The NST represents a "help-the-helpers" concept for supporting international humanitarian workers through the provision of a variety of services, including complete tent camps. Each deployable team consists of approximately eight personnel, mostly recruited through the civil defence forces, fire- and rescue brigades, and the health services. At present, approximately 75 experts are members of the NST pool, holding expertise in plumbing, electricity, nursing, cooking and camp management. All personnel are trained in Norway in courses developed by the DSB in cooperation with the International Humanitarian Partnership.⁴⁷ During deployments, personnel are employed directly by the DSB as government employees, and are covered by standard UN regulations and security measures. NST members have to date been deployed in Albania (1999), West-Africa (2001), Tajikistan (2001-02), Iran (2003), Indonesia (2004-05), Pakistan (2005-2006), Somalia (2008) and Haiti (2010, ongoing).

The NUS is an information and communications technology (ICT) expert resource for the UN, consisting of small ICT teams (1-2 persons each), ready for deployment within the space of a few hours. NUS members are mainly deployed in support of UN OCHA's UNDAC teams, and also serve as instructors in a range of UN courses on a global basis. NUS personnel (seven individuals at present) are recruited among experts working with ICT in their regular profession, and all have undergone relevant UN training and exercises. Over the course of the last 10 years, NUS personnel have been deployed on a number of UN missions, including to Algeria, Guatemala, Burkina Faso, Namibia, Indonesia and Sudan.

In addition to NST and NUS, the DSB also operates the EU Civil Protection Experts Mechanism. Established in 2001, the Mechanism aims

⁴⁶ Information for this section is drawn from correspondence with the DSB. The authors would like to thank Hanne Eriksen, adviser on International Relations to the DSB, in particular for the provision of information.

⁴⁷ For further information, please consult www.ihp.nu

to support the mobilisation of emergency assistance from participating states in the event of major emergencies. By pooling the civil protection capabilities of the participating countries, the Mechanism aims to ensure greater protection of people, property and the environment. To ensure an efficient, rapid and flexible response, an extensive training programme is available for national technical, coordination and assessment experts, as well as for personnel involved in the civil protection modules. The DSB administers the Norwegian civil protection experts trained within the European Community Mechanism, who can be deployed as members of an EU Mechanism Civil Protection Team, upon request, to support local authorities during emergencies within and outside of Europe. During deployments, personnel are temporarily employed by the DSB, and also enter into contracts with the EU. Finally, the DSB as of January 2010 has been tasked with the administration of the Norwegian UNDAC members on behalf of the Norwegian MFA. Norwegian personnel are selected both for training and for deployment by UN OCHA. When Norwegian personnel are deployed as part of OCHA UNDAC teams, these deployments are funded by the MFA.

4.2.2 Norwegian Rule of Law Pool

Created in 2004, the Norwegian Rule of Law Pool currently comprises 88 pre-selected and screened judges, public prosecutors, lawyers, police lawyers and prison service personnel. Members of the pool commit to two-year assignments when deployed. Up to half of the pool members may be on assignment at any given point in time, deployed either individually or in teams. Members of this pool may also be deployed together with Norwegian police, resulting in a national judicial chain or Rule of Law (RoL) deployment.⁴⁸ Deployments have to date been primarily on a bilateral basis, although deployments to multilateral operations have occasionally been conducted in the past in support of UN, EU and OSCE operations.

Members of the pool are deployed to provide advice and assistance in the development of independent judiciary systems, the application of human rights standards, justice administration, reform of the justice system, and other areas of legal and judicial reform. At present, 20 members from this pool are deployed in Afghanistan, Azerbaijan, Georgia and Moldova. Recruitment to the pool is conducted through various coordinating entities such as police lawyers recruited by the Police Directorate, defence lawyers recruited by lawyers associations, and public prosecutors recruited by the Director General of Public Prosecution. In addition, while deployments are financed by the MFA,

⁴⁸ Norway's deployable civilian crisis management capacities, Oslo: Ministry of Foreign Affairs of Norway September 2009.

the training of the members of this pool remains the responsibility of the Ministry of Justice.⁴⁹

A decision to deploy personnel from the Rule of Law Pool is made jointly by the MFA and the Ministry of Justice, with the latter serving as the employer of deployed personnel and managing deployments. Funding for the Rule of Law Pool is provided by the MFA, and is overseen by the Section for Global Security and the CIS Countries. While demand for personnel from the Rule of Law Pool has been relatively high in recent years, with requests received from Afghanistan, Liberia, the Democratic Republic of the Congo and East Timor, funding for this pool has remained relatively low, and deployments have therefore been carefully selected. In addition, where deployments have been made, these have sometimes not been continued in a systematic or sustained manner. For example, personnel from the pool were deployed to Afghanistan between 2007 and 2008 on a bilateral basis to support the Criminal Justice Task Force in Kabul. In addition, two prison advisers were deployed to support the Norwegian Provincial Reconstruction Team (PRT) in Afghanistan. By the end of 2008 support for the Criminal Justice Task Force was discontinued, and the Norwegian Government is currently assessing whether to deploy personnel in support of UNAMA, the United Nations Office on Drugs and Crime (UNODC) or the European Union Police Force (EUPOL). If Rule of Law support is provided to UNODC, UNAMA or EUPOL then personnel will be deployed via NORDEM (see below) according to decision-making within the MFA, and not via the Rule of Law Pool, as this would represent a multilateral deployment, and not a bilateral deployment. Engagement in Afghanistan has to date been across a broad spectrum of areas in the justice sector, as opposed to providing targeted support measures, and a more strategic approach to the use of the Rule of Law Pool could strengthen the support Norway is able to provide through this pool.⁵⁰

4.2.3 Norwegian Civilian Police (CIVPOL) Pool

The Ministry of Justice holds overall responsibility for the Civilian Police (CIVPOL) pool, but the Norwegian Police Directorate has been tasked with managing Norwegian police contributions to international operations. The Police Directorate may deploy up to a maximum of 1 percent of the Norwegian police force in support of international peace operations (approximately 80 police officers) at any point in time. At present, 60 police officers are deployed internationally in Africa, the Balkans, Afghanistan and the Middle East, with 25 available

⁴⁹ Faret, 2010, p. 7.

⁵⁰ Cedric de Coning, Helge Lurås, Niels Nagelhaus Schia and Ståle Ulriksen, *Norway's Whole-of-Government Approach and its Engagement with Afghanistan*, Security in Practice 8/2009, Oslo: Norwegian Institute of International Affairs, 2009.

as trainers through the Norwegian funded Training for Peace (TfP) in Africa programme. Norwegian police officers have been deployed internationally since 1989, when Norway first provided police officers for the United Nations Transition Assistance Group (UNTAG) in Namibia. Civilian Police deployments are conducted under an annual budget from the Ministry of Foreign Affairs.⁵¹

4.2.4 Defence Security Sector Reform Pool

Since 2007, the Ministry of Defence has maintained a pool of personnel who have undergone basic Security Sector Reform (SSR) training. To date, 63 personnel have been trained for international deployment, of which 50 are members of the pool. The pool consists of defence experts able to provide expertise in capacity-building, democratic oversight, internal defence administration, security policy formulation, operations, long-term planning, budgeting and policy implementation. Members of the pool are primarily utilised individually or in small operational teams, configured to the nature of the deployment. Pool members are selected on the basis of their experience, primarily from the Western Balkans, Baltic states, the Nordic countries and UN and NATO operations.⁵² Training has been outsourced by the Ministry of Defence to a consultancy firm (Scanteam), but the Norwegian Defence University College is in the process of establishing a training programme focused on SSR.⁵³

The pool has to date been used to provide defence sector reform expertise to support initiatives in NATO countries under the Partnership for Peace (PfP) framework, in the Western Balkans, the Ukraine, the South Caucuses and Georgia. The pool is an internal database, open to staff of the Ministry of Defence, and is not used to support full-time or long-term deployments. Rather, the pool serves as an expert database where personnel (both military and civilian) with the necessary skill-set can be identified on a project basis as needed. Personnel remain employed by the Ministry of Defence, and provide project support when required while also performing their normal duties. The decision to make use of personnel from the pool is generally made at the staff level within the Ministry, and does not normally constitute a political decision at the level of State Secretary. Therefore, the pool is in fact a database of military and civilian SSR experts, rather than a pool of deployable civilian personnel. However, given the increasing demand for civilian personnel within the peace and security field, and particularly with SSR expertise, the Ministry of Defence may in future be

⁵¹ For a more comprehensive overview of Norwegian police contributions to international peace and security operations, see Høgseth, 2009.

⁵² *Norway's deployable civilian crisis management capacities*, Oslo: Ministry of Foreign Affairs, September 2009.

⁵³ Faret, 2010, p. 15.

required to work more closely together with other line ministries on questions of deployable civilian capacity in Norway.

4.2.5 Norwegian Resource Bank for Democracy and Human Rights (NORDEM)

Launched in 1993, the Norwegian Resource Bank for Democracy and Human Rights (NORDEM) is managed by the Norwegian Centre for Human Rights (NCHR) at the University of Oslo. It is designed to roster and deploy civilians with expertise in democratisation and human rights for international missions. In 1995, the NCHR entered into an MoU with the NRC, whereby the two organisations undertook to jointly operate the NORDEM roster. The NCHR directs the roster, and the NRC is responsible for administrating the deployments from the roster. Most pre-deployment training courses, debriefing exercises and follow-up activities after deployments are conducted jointly by both organisations. NORDEM currently maintains a roster of approximately 250 personnel, of which approximately 20-25 are deployed at any given point in time. To date, an estimated 2000 civilians have been deployed by NORDEM, of which an estimated 1200 have served as election observers.

NORDEM's mandate is to support the needs of international organisations for qualified personnel for assignments connected to the development of democracy and respect for human rights. The NORDEM roster members hold expertise in the areas of good governance, human rights monitoring, human rights training and education, election monitoring, political analysis, human rights violation investigation, the Rule of Law (RoL), the promotion of free media, political pluralism, decentralisation and local administration, minority rights, gender, and administration and financial management.

Recruitment to the NORDEM roster is conducted via a process of public advertisement, based on the needs of the roster and requesting agencies, and new roster members are selected on the basis of a competitive selection process. The NCHR coordinates substantive training on human rights monitoring and election monitoring, and provides opportunities for its roster members to attend specialised training courses at other training centres, particularly the Folke Bernadotte Academy in Sweden. Mission-specific pre-deployment training is conducted jointly by the NCHR and the NRC, with the NCHR focusing on substantive components and the NRC providing health and safety training, as well as managing the administrative components of training courses. The NCHR further supports the Norwegian Ministry of Justice in the training of members of the Rule of Law Pool.

NORDEM deployments have typically been undertaken to the UN, the OSCE and the EU, as well as in support of election observation missions conducted by the OSCE and the EU. In recent years, UN deployments have decreased due to the restriction on gratis personnel within the UN system⁵⁴, and most deployments have been to EU and OSCE operations. In certain cases, NORDEM has seconded individuals to the UN, a case in point being the secondment of the head of office to the Housing and Property Directorate (HPD) in Kosovo. In this specific case, international personnel could be recruited by the United Nations Mission in Kosovo (UNMIK) because the directorate operated on its own budget.

Table 1 provides a breakdown of civilian deployments by NORDEM to election observer missions in 2009, and Table 2 provides the same information for the period January to March 2010. Table 3 provides an overview of NORDEM deployments other than to election observer missions over the period January to March 2010.

Table 2: Election Observer Missions in 2009⁵⁵

Mission	Organisation	Number Deployed⁵⁶
Bolivia	EU	2 long term, 2 short-term
Kosovo	ENEMO	4 short term
Mozambique	EU	1 long term, 2 short term
Afghanistan	EU	1 long term
Moldova	OSCE	1 long term, 1 short term
Kyrgyzstan	OSCE	1 long term, 4 short term
Albania	OSCE	1 long term, 2 short term
Lebanon	EU	1 long term, 2 short term
Malawi	EU	1 long term, 2 short term
Ecuador	EU	4 short term
Moldova	OSCE	1 long term
Montenegro	OSCE	2 short term
Macedonia	OSCE	1 long term, 2 short term
Bolivia	EU	1 long term
TOTAL: OSCE (8), EU (6), ENEMO (1)		TOTAL: 39

⁵⁴ General Assembly Resolutions 51/243 of 15 September 1997 and 52/234 of 26 June 1998, as implemented in ST/AI/1999/6, effectively prevented Member States from providing gratis personnel to the Secretariat and Agencies of the United Nations.

⁵⁵ Norwegian Centre for Human Rights, 2010.

⁵⁶ Long-term election observers are deployed in advance of an election, and monitor election preparations, election conduct and post-electoral developments. Short-term election observers are deployed to monitor the conduct of elections only.

Table 3: Election Observer Missions in 2010 (as at 25 March 2010)⁵⁷

Mission	Organisation	Number Deployed
Tajikistan	OSCE	1 long term, 2 short-term
Ukraine	OSCE	2 long term, 4 short term
Colombia	OAS	2 short term
Sudan	EU	2 long term
TOTAL: OSCE (2), EU (1), OAS (1)		TOTAL: 13

Table 4: Current NORDEM Civilian Deployments (as at 25 March 2010)⁵⁸

Organisa- tion	Location	Role Function	Number Deployed
OSCE	Austria	Programme Officer	1
OSCE	The Netherlands	Personal Advisor	1
OSCE	The Netherlands	Secretary	1
UN OHCHR	Switzerland	Fellow	1
KPA	Kosovo	Legal Officer	1
EULEX	Kosovo	Reporting Officer	1
ICO	Kosovo	Political Advisor	1
OSCE	Macedonia	Political Reporting Officer	1
OSCE	Bosnia and Herzegovina	Executive Assistant	1
OSCE	Tajikistan	Head of Mission	1
OSCE	Tajikistan	Political Officer	1
MONUC	DRC	Civilian Observer	4
Carter Centre	Sudan	Election Monitors	2
TOTAL: OSCE (7), UN OHCHR (1), KPA (1), EU (1), ICO (1), MONUC (4), Carter Centre (2)			TOTAL: 17

As illustrated above, the majority of NORDEM deployments are primarily to the OSCE and to the EU, with election observer missions dominating the deployments, followed by deployments for long-term assignments, mostly for the OSCE but also occasionally from the UN, in functions related to political, legal and monitoring tasks in support mostly of peacebuilding operations. In these operations, NORDEM may receive requests to deploy political advisors, political officers, human rights officers, election experts, legal officers, senior judicial officers, democratisation and good governance officers, political monitors, human rights monitors, economic officers, environmental officers, judges, prosecutors, heads of regional and field offices, and very specialised categories of personnel, such as investigators of hu-

⁵⁷ Norwegian Centre for Human Rights, 2010.

⁵⁸ Norwegian Centre for Human Rights, 2010. Note that Nordem deployments are directed by the NCHR, and administered by the NRC.

man rights breaches (the Hariri Commission in Lebanon), heads of mission (Tajikistan, Serbia and Kazakhstan) and senior personnel, such as the Chef de Cabinet to the High Commissioner for Minorities in the Hague.

4.2.6 Norwegian Standby Capacity Programme (NORCAP)

Those parts of the NRC rosters that have since 2009 been re-organised under the NORCAP framework, are collectively the largest Norwegian provider of civilian personnel for international deployments, having deployed over 6,000 personnel in more than 70 countries since 1991.⁵⁹ NORCAP is managed by the Emergency Response Department of the NRC, and is currently comprised of approximately 850 personnel,⁶⁰ of whom an estimated 120 are deployed at any given point in time. A mechanism for special secondments and other specialised rosters (PROCAP, GENCAP, MSU, ACAPS – see below) is operated separately by the NRC, as these are funded by partners other than the Norwegian MFA, and therefore do not directly form a part of the overall NORCAP structure, although personnel can be identified from any of the rosters and deployed in response to a request from the MFA.

The origin of NORCAP dates back to the establishment of the Norwegian Staff (NORSTAFF) roster, operated by the NRC as the personnel component of the Norwegian Emergency Preparedness System (NOREPS). NOREPS was designed as a humanitarian mechanism to assist in the deployment of relief supplies and personnel to the UN System and to other international organisations in support of disaster assessment, emergency relief, rehabilitation and evaluation. The genesis of the NORSTAFF roster can be found in the Norwegian response to requests by the UN system for personnel following the conflict in Iraq in 1991. In April 1991, UNHCR had requested the Scandinavian countries to provide civilian experts to monitor the humanitarian situation in the Kurdish regions of northern Iraq following the Gulf War. This request was forwarded by the Norwegian MFA to the NRC, which was able to deploy seven personnel within 72 hours. Following this deployment, UNHCR requested a more permanent arrangement both with the NRC and the Danish Refugee Council, and an MoU was signed between the organisations in October 1991, which led to the establishment of NORSTAFF.

Following the establishment of NORSTAFF in 1991, the NRC developed a range of specialised rosters, supported by the Norwegian MFA.

⁵⁹ Faret, 2010, p. 5.

⁶⁰ Approximately 150 new personnel are recruited to the NORCAP roster on an annual basis to maintain roster membership at 850 personnel.

In 1995, the NRC established the NORAFRIC roster for African civilian personnel, which operated as a sub-roster to NORSTAFF. That same year the NRC entered into a partnership with the NCHR to jointly operate the NORDEM roster. In 2006, the NRC established the NORMIDEAST roster, which operated similar to the NORAFRIC roster in that it rostered civilian personnel from the Middle East under NORSTAFF, as well as the Protection Capacity (PROCAP) roster, which rosters individuals with protection expertise. In 2006, the Gender Capacity (GENCAP) roster was created, which rosters individuals with gender expertise, and in 2007 the NORASIA roster (a roster of Asian civilian experts operating under NORSTAFF) and the Mediation Support Unit (MSU) roster, a roster for mediation support experts for deployment by the UN, were launched.

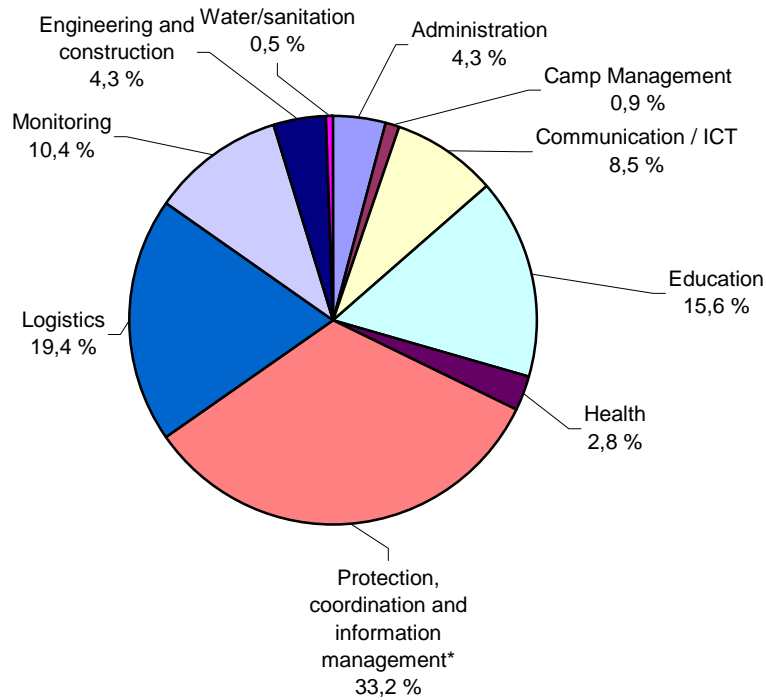
In 2009, an MoU was entered into with the Norwegian Church Aid to allow the NRC to access the expert roster maintained by the NCA, and the Humanitarian Needs Assessment Project (HUNASP) roster was also launched. Through this roster the NRC was able to rapidly deploy civilian experts that could undertake humanitarian needs assessments. HUNASP was subsequently transitioned into the Assessment Capacity (ACAPS) roster.⁶¹ In 2009, NORSTAFF, NORAFRIC, NORASIA and NORMIDEAST were transitioned into the NORCAP roster, including NOROBS.

Training for roster members in basic emergency management is conducted three times a year for both Norwegian and non-Norwegian members. In addition, the NRC provides specialised training courses and pre-deployment training to its members where relevant, favouring participation in UN courses where this is possible, as this exposes roster members to the nature of work they will most likely be deployed to undertake. In addition to being a training provider, the NRC serves not only as a roster manager, but also as a full deployment service provider, fulfilling employer responsibilities for deployed staff while these are on assignment and undertaking post-deployment management processes. Similarly, the NRC has acted as deployment manager for the NORDEM database since 1995, undertaking employment and deployment responsibilities for civilians deployed through the NORDEM roster. Civilian deployments through the NORCAP framework have been varied, and fluctuate on an annual basis, based on the needs of the requesting organisations and developments in the field. In 2009, approximately 185 individuals were deployed through the NORCAP framework to 36 countries in Africa, Asia, the Middle

⁶¹ Norwegian Refugee Council, 2009, NORCAP Presentation at IAWG Training Partnership Meeting, 14 October.

East, Europe and Latin America.⁶² These deployments were undertaken according to the following categories:

Diagram 1: NORCAP Deployments by Sector in 2009⁶³



* Including legal officers, child protection, humanitarian affairs officers, IDP advisors, community service officers, field officers, resettlement/repatriation experts and protection officers..

As displayed above, deployments conducted through the NORCAP framework have mostly been in support of humanitarian operations and crisis management, and in 2009 deployments of civilians with expertise in the humanitarian sector, logistics, education and communication accounted for 76.7 percent of all deployments conducted that year. However, the NORCAP framework has also been utilised to support civilian peacemaking, peacekeeping and peacebuilding missions, which in 2009 accounted for 10.4 percent of all deployments (these were deployments to TIPH), but in previous years (through

⁶² Norwegian Refugee Council. 2010. *NORCAP Årsrapport 2009*.

⁶³ Norwegian Refugee Council, 2010. *Presentation prepared for Nordic Civilian Experts Meeting in Oslo, Norway, 26 February 2010*. Note that the 'Humanitarian' category here refers to community service officers, child protection officers, field officers, humanitarian affairs officers, project managers, media and information personnel, IDP advisors, legal officers, protection officers, and resettlement/repatriation experts.

NORSTAFF) have accounted for larger proportions of deployments. Table 5 provides an overview of the more than 300 civilians that have been deployed since 1994 by the NRC on peacemaking, peacekeeping and peacebuilding missions.

Table 5: NRC Deployment of Civilian Experts 1994 - 2009⁶⁴

Mission	Number of Contracts Issued ⁶⁵
Temporary International Presence in Hebron (TIPH)	445
Sri Lanka Monitoring Mission (SLMM)	275
European Union Monitoring Mission (EUMM) Western Balkans	127
International Monitoring Unit (IMU) in Sudan	15
Aceh Monitoring Mission (AMM) in Indonesia	13
Joint Monitoring Teams (JMT) for MONUC	9
United Nations Assistance Mission to Afghanistan (UNAMA)	4
United Nations Mission in Nepal (UNMIN)	4
United Nations Integrated Mission in Timor-Leste (UNIT)	1
United Nations Assistance Mission in Iraq (UNAMI)	1
TOTAL	894

4.2.7 Summary

Overall, the deployment of civilians in Norway is relatively decentralised, involving a range of actors and stakeholders. While the deployment of civilians remains subject to political approval at the level of State Secretary, and deployments other than through the Defence Security Sector Reform pool are funded by the MFA, deployments involve the Ministries of Foreign Affairs, Defence and Justice. Civilians are deployed in support of humanitarian and development operations both by NGOs on an independent basis (which are largely funded by the MFA), by DSB, by the other NRC rosters, and through the NORCAP framework, operated by the NRC on behalf of the MFA. Civilians are also deployed in support of peacemaking, peacekeeping and peacebuilding operations through rosters funded and operated on behalf of the MFA, including NORCAP and NOROBS operated by the NRC, NORDEM operated jointly by the NCHR and the NRC, and

⁶⁴ Norwegian Refugee Council 2010. *Personnell til integrated missions og observasjonssoppdrag*. Note that deployments for TIPH, SLMM and IMU were conducted through NORSTAFF, and for EUMM, AMM and JMT through both NORSTAFF and NORDEM.

⁶⁵ We use "number of contracts" (i.e. posts-filled) as a measure of civilian expert deployments that NRC has managed as it gives a more accurate reflection of the number of posts-filled and work related to managing the deployments. When using the "number of personnel deployed" as a category the figures are: TIPH 138, SLMM 108, EUMM 34, IMU 11, AMM 9, JMT 7, UNAMA 4, UNMIN 4, UNIT 1, UNAMI 1, in total 317.

the Rule of Law Pool and the CIVPOL Pool operated by the Ministry of Justice. Therefore, whilst deployments in support of humanitarian, development, peacemaking, peacekeeping and peacebuilding operations are mostly funded by the MFA, actual deployments involve a range of actors with expertise across a broad spectrum.

The Norwegian MFA plays a similar role as the Danish and Finnish MFAs in terms of overall responsibility for the deployment of civilians, although, unlike in Finland and similar to Sweden, several actors are involved in the training, rostering and deployment of civilians internationally. Therefore, while it could be argued that in terms of decision-making, civilian deployment is centralised in that it remains the responsibility of the MFA, the actual system of training, rostering and deployments is quite decentralised in Norway.

5. Norwegian Deployments to Civilian Observer Missions

The focus of this study will now shift to an analysis of a few specific missions to which civilian observers have been deployed, both through the NORSTAFF roster and the NORCAP framework as well as the NORDEM roster, to assist in generating a more in-depth understanding of the manner in which civilian deployments to peacemaking, peacekeeping and peacebuilding missions have been structured to date, using a few case studies, and to contribute towards the design and operationalisation of the NOROBS roster going forward.

5.1 Temporary International Presence in Hebron (TIPH)

The Temporary International Presence in Hebron (TIPH) was initially established in May 1994 by Denmark, Italy and Norway in response to a call by the Government of Israel and the Palestine Liberation Organisation (PLO) for an observer mission designed to assist in promoting stability in the City of Hebron. Following an initial four month deployment, TIPH withdrew from Hebron as no agreement on the extension of the mandate of the mission could be reached. In May 1996, a second TIPH mission was launched, consisting only of Norwegian members, in preparation for the deployment of a multinational TIPH mission. In February 1997, TIPH was enlarged to include contributions from Italy, Denmark, Sweden, Switzerland and Turkey, under Norwegian coordination.⁶⁶

Since it commenced with operations, TIPH has remained a civilian observer mission, with no military or police functions, stationed in Hebron. The mission monitors the situation in Hebron and records breaches of international humanitarian law, agreements between the Government of Israel and the Palestinian Authority on Hebron, and human rights violations in accordance with domestic and international legal standards. The mandate of TIPH is renewed on a six-monthly basis between the government of Israel and the Palestinian Authority.⁶⁷

To date, 138 civilians have been deployed by Norway to TIPH, previously through the NORSTAFF roster and now through NORCAP. The TIPH personnel have served primarily in two role functions; either in

⁶⁶ Temporary International Presence in Hebron. 2010. <http://www.tiph.org/>

⁶⁷ Temporary International Presence in Hebron. 2010.

a substantive capacity, or in a mission support capacity. In substantive capacities, civilians deployed have served, among others, as community relations officers, deputy heads of mission, duty officers, field coordinators, liaison officers, observers, research officers, and project managers. In mission support functions, civilians have served in functions related to personnel management, transport, maintenance, information technology, finance, administration, press and information services and procurement. Requests for personnel are forwarded by the head of mission directly to the Norwegian MFA, which forwards the request on to the NRC, which is responsible for managing the deployments. When the head of mission is a Norwegian citizen, he or she is contracted and deployed directly by the MFA and not by NORCAP, as diplomatic privileges and immunities need to be granted.

Under the NORCAP framework personnel will be drawn from the NOROBS roster. Interestingly, NRC staff have expressed that some civilians deployed to TIPH through the NORCAP roster, that traditionally have been more humanitarian and development focused, were found to have brought and gained additional civilian peacemaking and peacekeeping skills, which could meaningfully be applied in future observer missions. Individuals in the NORCAP rosters can thus be used for a wide range of humanitarian, development, peacemaking, peacekeeping and peacebuilding needs.

5.2 Sri Lanka Monitoring Mission (SLMM)

On 22 February 2002, the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) entered into a ceasefire agreement, as a first step towards the normalisation of relations and in support of attaining a negotiated settlement to the conflict in that country. As part of the ceasefire arrangement, an international monitoring mission was mandated with monitoring the implementation of the ceasefire agreement and conduct inquires into violations. The Sri Lanka Monitoring Mission (SLMM) was established as an autonomous international civilian observer mission, jointly financed and staffed by the five Nordic countries. The SLMM ceased operations in January 2008, and the administrative termination of the mission was completed in mid-2009.⁶⁸

Over the life-span of the observer mission, Norway contributed 108 civilian staff members, all of which were seconded through the NORSTAFF framework, the costs of which were carried by the Norwegian MFA. Two categories of civilians were deployed through the

⁶⁸ Sri Lanka Monitoring Mission. 2010. <http://www.slmm.info/>

NORSTAFF framework to the SLMM; those serving in a civilian observer capacity and those serving in a mission support capacity. In the observer capacity, civilians deployed through NORSTAFF served mostly as observers, monitors, land monitors, naval monitors, heads and deputy heads of district offices, liaison officers to the LTTE, and in operations functions. In mission support functions, civilians deployed through NORSTAFF provided support in the areas of finance, administration, information technology, logistics, personnel management, and press and information services. In addition, specialist civilians including Chiefs of Staff and legal officers were deployed through the NORSTAFF framework to the SLMM.

Interestingly, while the requirements for mission support personnel remained relatively consistent throughout the life-span of the mission, the requirements for observers changed as the mission and the context within which it operated evolved. Initially, observers with a military or police background were required by the mission, and a heavy emphasis was placed on the deployment of observers with experience in other international observer missions, peacekeeping operations, humanitarian operations or with experience from the UN or other international organisations. Emphasis was however placed on identifying civilian personnel with a previous security sector background, due to the nature of the work of the mission in monitoring the implementation of the ceasefire agreement. A further requirement in the initial stages of the mission was for rapid deployment of mission staff. When the mission was first established, the NRC was required to deploy civilian personnel within 72 hours to Sri Lanka, which it was able to do. As the mission established itself, the requirement for rapid deployment diminished. However, the ability to deploy the mission rapidly when it was first established was an important aspect of its initial success.

At later stages, the mission required personnel with a naval background, due to the growing need for a naval monitoring capacity within SLMM. Towards the end of the mission, emphasis was placed on personnel with expertise in political analysis and reporting, a legal background, and information collection and analysis skills, based on the changing nature of the work of the mission.

Within each phase of the mission, the NRC was required to be able to provide personnel as per the evolving needs of the mission. The NRC was able to second all personnel required directly from its existing rosters, except for naval personnel, which, due to the highly specialised nature of the expertise, needed to be recruited for the mission from outside of the existing roster mechanisms. Emphasis on a military or police background for civilian observers did remain high

throughout the life of the mission, and all heads of mission were retired senior military officers, who largely influenced decision-making on the recruitment of mission personnel. However, over time, an increasing emphasis was placed on deploying civilians with a human rights and protection background to the mission as, increasingly, value was seen in attaining a more diversified set of skills among observers within the mission. Notably, NRC staff have expressed that civilians deployed to the SLMM as observers were found to have gained valuable skills, and could usefully be deployed to other observer missions in future.

5.3 European Union Monitoring Mission (EUMM) in the Western Balkans

The EU Monitoring Mission (EUMM), which was initially the European Community Monitoring Mission (ECMM), operated in the Western Balkans between July 1991 and March 2008. The mission operated primarily as a political monitoring and observation mission in the region, reporting to the European Commission (EC) on political, security and conflict matters, whilst mandated to assist with confidence-building measures on the ground. The mission consisted of 125 international civilian monitors and 75 locally employed staff, and operated across Bosnia and Herzegovina, Croatia, Serbia and Montenegro, Albania and Macedonia. Mission personnel were seconded by 25 EU Member States and Norway.

The Norwegian MFA initially deployed civilians through the NORSTAFF roster, as emphasis was placed on securing civilian observers with a primarily military background who could be deployed to observe military activity and to monitor ceasefire agreements by the mission. However, as the mission evolved, the MFA in Spring 2002 requested that the NORDEM roster be utilised to provide personnel for EUMM deployments, as the changing nature of the mission necessitated a shift from civilians fulfilling security observer requirements to civilians with human rights and democratisation expertise.

In discussions between the NRC and the NCHR, it was found that the profile of individuals required for the mission were more likely to be found on the NORDEM roster than on the NORSTAFF roster. Emphasis was therefore placed on securing personnel with expertise in political analysis and reporting, a legal background and human rights experience. Personnel were subsequently recruited and deployed from the NORDEM roster, with the NCHR working to identify suitable candidates and strategically managing the Norwegian contribution, and the NRC serving as deployment manager and employer of personnel as agreed between the two organisations in the MoU concern-

ing NORDEM. An average of eight Norwegian personnel were deployed to the mission at all times until March 2008, when the mission came to an end. Overall, 34 Norwegian civilians were deployed to the mission via both the NORSTAFF and NORDEM rosters.

5.4 Joint Monitoring Teams (JMTs) for MONUC

In 2009, the UN peacekeeping operation in the Democratic Republic of the Congo (DRC), established Joint Monitoring Teams (JMTs), composed of police and civilian members, throughout the Eastern DRC in support of its stabilisation strategy. The purpose of the JMTs was to provide a monitoring capacity for MONUC to monitor and assess the functioning and activities of newly deployed administrative, judiciary and police components of state authority. In particular, the JMTs were to monitor whether or not the work of the state authorities was in line with national and international human rights norms and standards, to support the implementation of human rights standards, and to serve as a liaison point between national authorities and MONUC. Teams were deployed throughout the Eastern DRC, with each team consisting of four members and a translator, two of which were United Nations Police Officers (UNPOL) and two of which were civilian monitors.⁶⁹

The Swedish Ministry of Foreign Affairs, which had been instrumental in creating a space for the JMTs in MONUC, approached the Norwegian MFA, requesting support in the form of the provision of civilian personnel to form part of the JMTs. The Norwegian MFA requested the NCHR to identify suitable candidates which could be deployed through the NORDEM roster to the JMTs, and the NCHR subsequently requested the assistance of the NRC, under the framework of the MoU concerning NORDEM, to assist in preparing for the deployment. In March 2009 four personnel were deployed from the NORDEM roster, and six months later, when three personnel needed to be replaced, two were drawn from the NORDEM roster and one from the NORAFRIC roster. Most personnel had a strong human rights and observer background. Civilian personnel were therefore contracted by the NRC, trained by the Folke Bernadotte Academy, and deployed to MONUC.

The deployment however suffered from a complicated multi-stakeholder model. Individual personnel were contracted by the NRC, which served as employing agent and managed the deployment of the individual staff members at an administrative level. The deployment was co-managed by the NCHR and the Folke Bernadotte Academy,

⁶⁹ United Nations Mission to the Democratic Republic of the Congo (MONUC). Undated. *Termes de Reference – Equipe conjointe de monitoring Joint Monitoring Team (JMT)*.

and the deployed personnel were responsible to MONUC in their reporting and substantive work, but were managed by UNDP on the ground. A total of 11 Swedes and Norwegians have been deployed to the JMTs to date, with the overall management of the deployment being conducted by the Folke Bernadotte Academy, with Swedish personnel managed by the Academy and Norwegian personnel managed by the NCHR. To date, seven Norwegians have been deployed to the JMTs. The management of the deployment by a range of actors proved increasingly challenging, with the NRC holding employer responsibilities and risks, but not being involved in the substantive management of the deployment to the same degree as the NCHR and the Folke Bernadotte Academy.

5.5 International Monitoring Unit (IMU) in Sudan

In February 2002, the Government of Sudan and the Sudan People's Liberation Army (SPLA) entered into a ceasefire agreement in the Nuba Mountains region of Sudan, brokered by the governments of Switzerland and the United States of America. The ceasefire agreement, intended to facilitate the delivery of humanitarian assistance to the Nuba Mountains, was to be managed by a Joint Military Commission (JMC), supported by an International Monitoring Unit (IMU), and comprised both of military and civilian experts. The IMU was designed to deploy monitoring teams, comprised of both a government and an SPLA monitor, under the leadership of an international military or civilian observer. Between 2002 and 2005, Norway deployed 11 civilian observers to the mission, all of them through the NORSTAFF roster. In addition, the mission was commanded by a former Norwegian military officer, who was contracted and deployed directly by the Ministry of Foreign Affairs.

The NRC was requested to have three to four persons deployed at all times throughout the life of the mission, and emphasis was placed on providing civilian observers with a military background, given that most of the work of the observer mission related to the monitoring of the ceasefire agreement, arms monitoring and other military-related functions. Thus, of the 11 deployed, one had a police background, eight had a military logistics background, one had a military engineering background, and one had a military observer background, having served in the SLMM before being deployed to Sudan. Notably, the NRC managed to deploy only one female to the IMU, given the requirement for civilian observers with military backgrounds. Other nations, which provided human resource personnel or protection officers for example, managed to attain a higher gender balance in their deployments.

6. Conclusion and Recommendations

The Norwegian Government has over the last two decades supported the deployment of approximately 3000 civilians to peacemaking, peacekeeping and peacebuilding missions. In addition to election observer missions, Norway has contributed civilian experts to UN peacekeeping operations, including Afghanistan, Iraq, Timor Leste and Nepal, and is currently contributing experts via the Joint Monitoring Teams in the UN Mission in the Democratic Republic of the Congo (MONUC). Norway has also contributed civilian experts to EU crisis management missions, for instance to the EU Monitoring Mission in the Western Balkans (EUMM). And Norway has undertaken missions together with the Nordic countries, such as the Sri Lanka Monitoring Mission (SLMM), and with other like-minded countries, such as the International Monitoring Unit (IMU) in the Nuba Mountains in Sudan and the Temporary International Presence in Hebron (TIPH), which is still ongoing.

In the past these civilian peacemaking, peacekeeping and peacebuilding deployments were undertaken on an ad hoc basis, as something special and different, on the periphery of the main effort, which was the provision of support to humanitarian and development missions. The 2009 NORCAP agreement recognises the growing importance to Norway of the deployment of civilian experts to peacemaking, peacekeeping and peacebuilding missions, and introduced a new specialised civilian standby roster for the deployment of civilian observers, called NOROBS.

The fact that Norway's civilian deployments to peacemaking, peacekeeping and peacebuilding missions have been managed in an ad hoc manner to date is understandable. The need for civilian experts in these fields was a relatively new and growing phenomenon, and there was a need for flexibility, experimentation with new mechanisms and organisational learning. The establishment of NOROBS represents a milestone that signifies that the deployment of civilian experts to the peacemaking, peacekeeping and peacebuilding missions should no longer be regarded as something ad hoc or temporary. The establishment of NOROBS recognises that the deployment of civilian experts on peacemaking, peacekeeping and peacebuilding missions could become as central to Norway's interests and identity going into the future, as its association with supporting humanitarian and development deployments has been in the past.

The fact that the deployment of civilian experts has now been recognised as central to Norway's foreign policy interests, and that a mechanism like NOROBS has been established dedicated to that purpose, means also that Norway should no longer respond to request for such civilian experts in a reactive manner, but should instead proactively consider where it can make a meaningful contribution

However, several key issues will need to be addressed, not only by the NRC as the operator of the NOROBS roster under the NORCAP framework, but also by the Norwegian MFA. The MFA is not only funding NOROBS and other rosters, but it is also the principle end-user of these rosters, in the sense that they are ultimately employed to achieve specific foreign policy aims.

Based on the analysis presented above, and drawing on the lessons learned from international comparative experience, this scoping study will make recommendations for the design and operationalisation of the NOROBS roster at the following levels: (1) the design and operationalisation of NOROBS, (2) coordination at the national whole-of-government level, and (3) consolidating arrangements between the MFA and rosters.

Level 1: The Design and Operationalisation of NOROBS

In the original NORCAP agreement, NOROBS was envisaged as a roster for the deployment of civilian observers, based on similar previous deployments and the ongoing Temporary International Presence in Hebron (TIPH) mission. As this study has pointed out, however, the current debate around civilian capacity in the UN and other arenas extend beyond 'observer' roles and missions, and therefore this report has utilised the term 'civilian experts' and referred to the need for civilian expertise in the peacemaking, peacekeeping and peacebuilding contexts.

Recommendation 1: NOROBS should broaden its scope beyond 'civilian observer' missions, and gear itself to serving the whole range of civilian expertise needs, from early warning and assessments, through peacemaking, stabilisation and peacekeeping, to peacebuilding and post-conflict reconstruction

NOROBS should be proactive in terms of the capacity it develops and offers to potential end-users. It should be active in a broad range of training and rostering networks and regularly liaise with its counterparts and potential end-users, so as to ensure that it is aware of the changing needs for civilian expertise, and so that it can adjust the capacity and skill set of the individuals in the pool accordingly. NOROBS should have the capacity, in close coordination with the

MFA, to anticipate the needs of its clients and to offer individuals or teams that can meet such needs.

In the short- to medium-term NOROBS should focus on civilian experts in the fields of protection, gender, sexual exploitation and abuse, rule of law (RoL), security sector reform (SSR), disarmament demobilisation and reintegration (DDR), weapons inspection, post-conflict needs assessments, strategic and integrated planning, benchmarking, monitoring and evaluation.

Given the history of engagement between the NRC and the MFA, it should be noted that NORCAP may be perceived primarily as a humanitarian roster, and NOROBS as a pure ‘civilian observer’ roster. To this end, it may prove necessary to proactively engage with stakeholders and end-users, including especially those parts of the MFA responsible for peacemaking, peacekeeping and peacebuilding missions, to demonstrate the value and potential broader utility of the NORCAP and NOROBS rosters.

Recommendation 2: NOROBS should be proactive in its engagement with its counterparts, stakeholders and potential end-users, and develop roster capabilities based on the anticipated future needs of its clients. This implies that NOROBS should develop close relations with training and research partners as well as its client base

In particular, NOROBS may wish to develop the capacity to offer specialised integrated teams that consist of a number of individuals with diverse but complementary skills. An observer team, made up of persons with political, human rights, police and military skills, and that is gender-balanced and that perhaps combines technical and local expertise, should be in a much better position to analyse developments from multiple perspectives. The deployment of teams is not unprecedented. NORSTAFF was used to deploy individuals to TIPH and SLMM, but it was also utilised to deploy groups when several vacancies existed within the missions. Another useful example is the deployment of staff to UNMIN, where the deployment of a team of four DDR specialists (two civilians with military expertise, and one logistics and field office manager each) provided the mission with a strong integrated team to work with as opposed to four individuals. NOROBS has the possibility to deploy similar specialised teams in areas such as Rule of Law (with NORDEM and the Norwegian Rule of Law Pool), Security Sector Reform (with the CIVPOL Pool and the Defence Security Sector Reform Pool), protection, gender, weapons inspection and monitoring, among others. The ability to deploy integrated teams

may, in future, be an added comparative advantage that NOROBS may wish to develop and market to its end-users.

In addition, NORCAP is unique among national rosters in that it can call not only on Norwegians, but also on African, Asian and Middle-East experts on the roster, and this means that it can field teams that can combine technical and local expertise. NORCAP can also combine and link its NOROBS pool of civilian experts with a broad range of development expertise from the broader NORCAP pool, and this means that it can, for instance, offer a team of post-conflict assessment experts that can undertake an integrated assessment covering the developmental, security sector, rule of law, governance and political dimensions of the situation. NORCAP can also consider entering into an agreement with the DSB that will enable it to deploy teams backed-up by the logistical support of the Norwegian Support Team, or with ITC support.

If the NRC has the ambition to not only respond to the demand for civilian expertise, but also to shape the nature in which that civilian expertise is utilised, it could consider developing NORCAP into a multi-functional capacity partner, that has, apart from its roster function, also the ability to train, undertake research and support the MFA and international institutions with policy development and advice on civilian missions. The German Zentrum für internationale Friedeneinsätze (ZIF) and the Swedish Folke Bernadotte Academy (FBA) may serve as useful examples for how training, rostering, deployment, research and policy initiatives can be housed within one structure. However, it should be noted that both ZIF and FBA are, in fact, agencies of their respective Ministries of Foreign Affairs. In the NRC context, one example may be the Internal Displacement Monitoring Centre (IDMC) in Geneva, which was launched by the NRC but today operates under its own identity.

Level 2: The National Whole-of-Government Level

Norway's civilian deployments to peacemaking, peacekeeping and peacebuilding missions have been managed in an ad hoc manner to date. This is understandable both from the perspective of such deployments being a new and growing phenomena, and from the need for flexibility. However, if one takes into account the range of capacities that have been established to date – NOROBS, NORDEM, the Norwegian Rule of Law Pool, the CIVPOL Pool and the Defence Security Sector Reform Pool – as well as the need to employ these capacities in a coherent manner to respond to the growing need for international civilian expertise, then the need for a more strategic and coordinated approach to Norway's civilian deployments becomes obvious.

Recommendation 3: Establish a national Whole-of-Government oversight mechanism for civilian deployments to peacemaking, peacekeeping and peacebuilding missions

The MFA is clearly the leading agency in this regard, as it is directly responsible for NORCAP and NOROBS, and funds most of the other rosters in this field. However, there is also an obvious whole-of-government dimension, seeing that apart from the MFA, the Ministry of Justice, the Police Directorate, the Ministry of Defence, and other government agencies such as Civil Defence (DSB) have roles and responsibilities in this regard.

It is recommended that the relevant government departments and ministries involved meet at least once a year at the level of Secretary of State, and perhaps twice a year at Director-General level, to consider all issues pertaining to the management of civilian deployments to peacemaking, peacekeeping and peacebuilding missions, as well as relevant linkages to humanitarian and development deployments. Such meetings can take place either in the context of a larger ongoing whole-of-government process to manage Norway's engagement in international peace missions, or in its own right, and should be chaired by the MFA.

Recommendation 4: Establish a Norwegian network of civilian training, rostering, research and deployment actors

In addition to the formal governmental level, there would be value in regular meetings that brings all the actors together at the technical level. As there is a broad range of actors spanning governmental and non-governmental worlds, such a regular meeting is perhaps best organised as an informal network. Members of the network should include members of the NORPOOL⁷⁰, rosters operated on an independent basis (such as those operated by Save the Children, the Norwegian Church Aid and the Norwegian Red Cross), training centres, research institutes and other relevant actors.

The NRC, as the largest actor when it comes to civilian deployments, can be tasked to facilitate such a network as part of the NORCAP framework, but there should be a clear distinction between NORCAP as the convening agency that provides the secretariat services necessary to support such a network, and the management of the network itself. The network should elect its own management committee, and this committee should determine how often it meets as well as its agenda. NORCAP can be ex-officio on the committee as the secretariat, but cannot also be in the lead in other roles. The value of the

⁷⁰ Refer to Table 1 for an overview of NORPOOL.

network should lie in its members regularly being in contact with each other to exchange information and to ensure that they are in the best position to support each other where appropriate, coordinate, cooperate, avoid duplication and overlap.

A Norwegian network of civilian training, rostering and deployment actors can also assist Norway to engage more meaningfully with its Nordic partners, the AU, the UN and others.

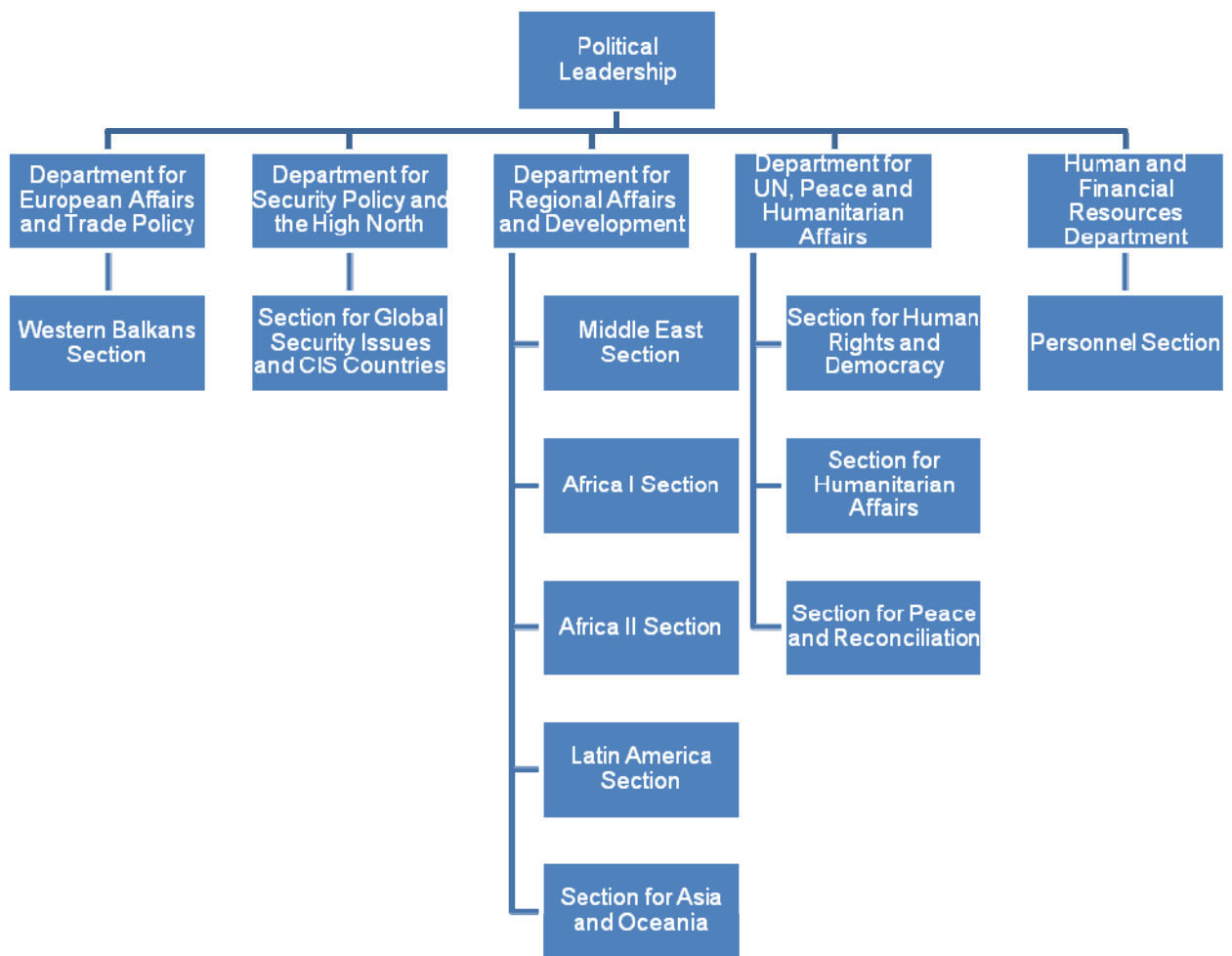
Recommendation 5: Establish a coherent approach within the Norwegian MFA on civilian deployments by giving the responsibility to coordinate all civilian deployment arrangements funded and facilitated by the MFA to a State Secretary

What has emerged strongly throughout the conduct of this study is the need for a more coherent approach within the Norwegian MFA regarding the deployment of civilians, both in support of international observer missions and more broadly. NOROBS and the other civilian expert rosters supported by the MFA are important tools which can be utilised in support of Norwegian humanitarian and security foreign policy objectives and as crisis management tools, but these can only be used optimally if the deployment of civilians is managed in a strategic and coherent manner. To date, it is apparent that the Norwegian MFA has approached the question of civilian deployments in an ad hoc manner, and that there is insufficient strategic-level coordination on decision-making process regarding the funding of deployments within the MFA, above the level of the various departments in the MFA. A range of departments and desks are involved in the deployment of civilians, and each utilise their own budget lines and decision-making processes for deployments.

For example, the civilian deployment to the SLMM were managed by the Section for Peace and Reconciliation in the Department for the United Nations, Peace and Humanitarian Affairs. The civilian deployments to the EUMM Western Balkans were managed by the Western Balkans Section in the Department for European Affairs and Trade Policy. The civilian deployment to the EUMM Georgia by the Section for Global Security Issues and the CIS Countries in the Department for Security Policy and the High North. Election observer missions are being supported by the Section for Human Rights and Development in the Department for the United Nations, Peace and Humanitarian Affairs. Other desks may also be involved in decision-making processes, depending on the region in which a mission is operating, while other deployments may be managed on a thematic basis.

In addition to an ad hoc approach to civilian deployments, funding lines for NORCAP and the other rosters have been ad hoc. NORDEM is funded by the Section for Human Rights and Democracy in the Department for the United Nations, Peace and Humanitarian Affairs, while NORCAP is funded by the Section for Humanitarian Affairs in the same Department. NORDEM deployments are funded on an individual basis by separate departments, depending on the nature of the assignment. Challenges have arisen with these arrangements in the past. The TIPH mission, for example, is funded by the Section for Peace and Reconciliation, but this funding is channelled via the Humanitarian Section, which funds NORCAP. The Middle East Section is however most engaged with the TIPH mission from a political perspective.

Diagram 2: MFA Departments and Sections Involved in the Deployment of Civilians⁷¹



⁷¹ Note that this is a simplified diagram drawn from the organogram of the Ministry of Foreign Affairs of Norway. For a full overview of the organisation of the Ministry, consult http://www.regjeringen.no/upload/UD/Vedlegg/Organisasjon/Org_kart201003E.pdf

As illustrated by the diagram above, a range of Departments and Sections have been involved in the deployment of civilian capacity. It is clear however that these deployments have been managed by the Norwegian MFA in an ad hoc manner, and in the absence of strategic guidance or an established internal coordination process. This requires urgent attention if the NOROBS and other rosters are to be utilised in an optimal manner, and if deployments are to be managed in a consistent way.

It is thus recommended that a specific State Secretary is given the responsibility to coordinate the deployment of civilians to peacemaking, peacekeeping and peacebuilding missions. The State Secretary should meet at least twice a year with all the relevant departments to get a sense of all the civilian deployments under consideration as well as those currently deployed, and to prepare for the MFA's participation in the whole-of-government meeting recommended earlier.

Level 3: Review Existing Arrangements between the MFA and Rosters

At present, the Norwegian MFA has entered into an agreement with the NRC on the establishment of the NORCAP framework which is valid until December 2011. Similarly, the MFA has entered into an agreement with the NCHR on the operation of the NORDEM roster, which comes to an end in December 2011. The NCHR in turn currently maintains an MoU with the NRC on the operation of NORDEM, which will expire in June 2010. The MFA also funds the Rule of Law Pool, operated by the Ministry of Justice, on an annual basis, and provides funding to the rosters operated by the Norwegian Church Aid, the Norwegian Red Cross and Save the Children Norway.

Each roster has a valuable history, institutional memory, institutional resources, linkages and networks. Together, they constitute a broad capacity that span the humanitarian, peacemaking, peacekeeping and peacebuilding dimensions. If they are not appropriately coordinated, however, they are like to be negatively affected by overlap in roles and function, duplication and negative competition.

Recommendation 6: The MFA must take steps to facilitate a positive complementary and mutually supportive relationship between the various civilian expert rosters supported by the Norwegian Government.

NORCAP holds expertise in the deployment of civilians in support of humanitarian operations and crisis management, with an emphasis on the humanitarian component of crisis management. NOROBS, also

operated as part of the NORCAP framework, currently provides civilian personnel for the TIPH observer mission, and will be able to provide expert civilian observers to future observer missions at the request of the Norwegian Government or other parties. NORDEM has been utilised to deploy election observers and long-term staff in support of democracy, legal and human rights initiatives in a range of peace observer and peacebuilding operations. At the same time, the Rule of Law Pool has been utilised to deploy experts in support of long-term peacebuilding operations, which can overlap at times both with NORCAP and NORDEM. Further, while the Ministry of Defence maintains a pool of experts on SSR, this has mostly been used in support of NATO PfP activities, and not in a whole-of-government manner.

The table below illustrates the nature of requests generally fielded by NOROBS and NORDEM, for example. It is clear that while some degree of specialisation between the rosters has been established, a degree of overlap also exists. However, it is important to recognise that some degree of overlap would be normal, and even desirable. In fact, as mentioned earlier, the fact that broadly skilled and experienced individuals on these rosters can serve in a range of missions is an asset, and there should thus be room for flexibility.

Table 6: Requests for Personnel from NOROBS and NORDEM

Requests for Civilians by Roster	
NOROBS	NORDEM
<p>Substantive</p> <ul style="list-style-type: none"> • Observer • Land Monitor • Naval Monitor • Liaison Officer • Community Relations Officer • Duty Officer • Field Coordinator • Press and Information Officer • Legal Advisor • Chief of Staff • Operations Officer • Political Affairs Officer • Human Rights Officer • Human Rights Monitor • Gender Officer 	<p>Substantive</p> <ul style="list-style-type: none"> • Political Affairs Officer • Human Rights Officer • Election Expert • Election Observer • Legal Officer • Judicial Officer • Good Governance Officer • Political Monitor • Human Rights Monitor • Economic Affairs Officer • Judge • Prosecutor • Gender Officer

<p>Mission Support</p> <ul style="list-style-type: none"> • Information Technology Officer • Finance Officer • Communications Officer • Logistics Officer • Personnel and Administration Officer • Procurement Officer 	
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While NOROBS is primarily intended to serve as a civilian observer roster, civilians deployed through NOROBS may undertake a wide range of tasks, including civilian peacekeeping and peacebuilding tasks. In TIPH, for example, civilian observers have been tasked with promoting security, reconciliation and economic development in the mission area of operations. Within this context, and given the linkages between the humanitarian, development, peacemaking, peacekeeping and peacebuilding dimensions of international operations, the MFA must take steps to facilitate a positive complementary and mutually supportive relationship between rosters.

Norway is an important supporter, both politically and financially, of international peacemaking, peacekeeping and peacebuilding missions. Norway is also a world leader in the area of civilian standby rosters, especially in the humanitarian field. With the establishment of NOROBS, Norway has the opportunity to consolidate the various peacemaking, peacekeeping and peacebuilding rosters that have been established via the MFA and other Ministries. This study has recommended concrete steps that can be taken to improve the strategic and coherent use of the rosters, including (1) the establishment of a national-level whole-of-government coordination mechanism, (2) the establishment of a working-level network of Norwegian organisations working on the training, rostering and deployment of civilians, (3) the establishment of a coordination mechanism within the MFA to ensure coherence and political direction across departments, and (4) developing a complementary and mutual supportive relationship between rosters.

NOROBS represents a new opportunity for Norway to engage constructively in crisis and post-conflict situations with a dedicated capacity to contribute trained and experienced civilian experts with a broad range of specialised professional skill sets, including weapons monitoring and inspection, conflict resolution and mediation, security sector reform, gender, political analysis, reporting and advise, sexual exploitation and abuse, civilian protection, strategic planning, monitoring and evaluation, among others. As NOROBS is further operationalised, and increasingly utilised together with NORCAP by the

MFA, it will come to represent an important component of the overall Norwegian contribution to international peacekeeping, peacemaking and peacebuilding operations.

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Annexes

Annex 1: Terms of Reference

The Norwegian Ministry of Foreign Affairs (NMFA) has decided to establish NOROBS (The Norwegian Standby roster for civilian observers) through the NORCAP framework agreement with the Norwegian Refugee Council (NRC).

Groundwork/Research and analysis in order to secure an overview over the existing arrangements and actors in the field of monitoring and observations is needed. In addition the NRC Emergency Department (ERD) would like an overview with input on trends and developments in the use of civilian observers in general.

Abstract of the approved plan of action for 2009:

NOROBS is a roster with highly qualified observers who are deployable for monitoring missions on short notice, requested by the NMFA, UN and other organisations. ERD has previously deployed observers on behalf of the NMFA to the Sri Lanka Monitoring Mission (SLMM), Temporary International Presence in Hebron (TIPH), European Union Monitoring Mission (EUMM), Nuba Mountains, Nepal and Ache MM among others. This has provided us with valuable experience in terms of observation and monitoring as a category as well as with Nordic cooperation in this area. Although TIPH is the only mission ERD is deploying observers to at the moment, we foresee a need for this type of personnel to other observation- and monitoring missions in the future. Subsequently, there is an increased need for capacity building and possibilities to strengthen this category, as it is in high demand and substantial in volume.

ERD seeks to contribute to professional recruitment and follow-up of competent personnel to international civilian monitoring missions. To ensure this we aspire to develop a plan with definite measures in 2009.

ERD seeks a survey and mapping of the following:

- Previous and existing observation- and monitoring mission arrangements
- Providers and suppliers, including possible overlapping, relations to and between institutions, organisations and agencies (for instance Ministries of Justice/Defence/UN/NATO/EU and others).

Areas of responsibility:

- Map previous and existing Norwegian as well as Nordic arrangements.
- Comment on findings in terms of strengths and weaknesses of existing arrangements.

Duration:

The assignment is estimated to 1 month.

Annex 2: List of Interviews Conducted

Affiliation	Name	Position
Ministry of Defence, Norway	Stian Jenssen	Advisor
Ministry of Justice and Police, Police Department, Norway	Else Mette Næss	Senior Advisor
Ministry of Foreign Affairs, Section for Humanitarian Affairs, Norway	Johan Meyer	Senior Advisor
Ministry of Foreign Affairs, Section for Global Security Issues and the CIS Countries, Norway	Torun Dramdal	Senior Advisor
Ministry of Foreign Affairs, Section for Global Security Issues and the CIS Countries, Norway	Elisabeth Drøyer	Senior Advisor
Norwegian Police Directorate, International Section	Henning Høgseth	Assistant Chief of Police
Norwegian Police Directorate, International Section	Ole Anton Utvær	Assistant Chief of Police
Norwegian Refugee Council, Emergency Response Department	Benedicte Giæver	Director
Norwegian Refugee Council, Emergency Response Department	Bente Rydland	Advisor
Norwegian Refugee Council, Emergency Department	Helen Kape	Former Coordinator for Asia
Norwegian Refugee Council, Emergency Response Department	Nina Hjellegjerde	Head of Section, Standby Rosters
Norwegian Resource Bank for Democracy and Human Rights, Centre for Human Rights, University of Oslo	Hege Mørk	Acting Programme Director
Norwegian Resource Bank for Democracy and Human Rights, Centre for Human Rights, University of Oslo	Siri Skåre	Programme Director

We would like to express our sincere gratitude to the above individuals for taking the time to participate in this study, for their valuable insights, and the information they provided, all of which contributed to this study in important ways.

Annex 3: Role Functions of Civilians in UN and AU Operations⁷²

Substantive Civilian Functions

Function	Description
Political Affairs	<ul style="list-style-type: none"> • Monitor and analyse the political aspects of the peace process and provide the mission leadership and headquarters with advice and reports on short, medium and long term developments and prospects • Draft the reports and code cables on behalf of the SRSG
Legal Advice	<ul style="list-style-type: none"> • Monitor mission planning and operations and provide legal advice to the mission on the legal implications of any intended actions and their consequences
Planning & Benchmarking	<ul style="list-style-type: none"> • Facilitate the mission planning process (multi-year, annual, phase transitions, special events, drawing down, etc.) • Monitor and evaluate mission progress and provide periodic reports to mission leadership on progress against plans, problem areas and unintended consequences • Facilitate coordination between mission, internal and external stakeholders and partners • Facilitate mission planning and benchmarking processes, including through the Integrated Mission Planning Team (IMPT)
Public Information	<ul style="list-style-type: none"> • Act as Spokesperson for the SRSG and mission • Develop and implement an effective public information campaign to keep the general public, mission members, stakeholders and partners informed of developments in support of the peace process and role and activities of the mission • Develop a media strategy, proactively gather and generate mission information and conduct regular press briefings • Develop regular public information guidelines that will assist mission staff with sharing a coherent mission view with all stakeholders and the media
Humanitarian Liaison	<ul style="list-style-type: none"> • Facilitate the establishment of a positive relationship between the humanitarian community and the various mission components, based on recognition and respect for humanitarian principles, including independence • Explore ways in which the mission can support the humanitarian community and coordinate mission support to the humanitarian community, in coordination with the Civil-Military Coordination (CIMIC) section of the military component, where relevant

⁷² From de Coning 2009.

Human Rights	<ul style="list-style-type: none"> • Facilitate the promotion and protection of human rights, with particular attention to women, children and other vulnerable persons, through: human rights monitoring and reporting, advice and education to the parties to the conflict, monitor and advise new institutions on human rights issues • Coordinate human rights issues with stakeholders and partners
Gender	<ul style="list-style-type: none"> • Provide policy and technical advice to the senior mission leadership, the host government and partners on strategies for advancing gender equality and women's rights; • Provide expert technical advice to inform policy and operational activities of Mission components and ensure the delivery of appropriate training for all levels of personnel; • Strengthen and expand partnerships including with the national machinery for the advancement of women's rights and gender equality; • Document and disseminate good practices and lessons learned to inform policy decisions.
Child Protection	<ul style="list-style-type: none"> • Facilitate and promote child protection in the peace process through advice, education and coordinating the child protection efforts among stakeholders internally and networking with external stakeholders and partners.
Conduct and Discipline	<ul style="list-style-type: none"> • Disseminate, promote and familiarise staff with the Code of Conduct; • Monitor compliance with the Code of Conduct and Conduct and Discipline policies, and investigate complaints; • Undertake proactive training and monitoring to prevent cases of SEA
Rule of Law (RoL)	<p><u>Judicial</u></p> <ul style="list-style-type: none"> • Monitor the judicial process and provide advice and assistance to promote the independence of the judiciary, highlight any improper pressure on judges, prosecutors and courts • Provide expertise to improve the quality of justice and access to justice through reform of criminal law, policy and practice • Collect, analyse and disseminate criminal justice data • Assist the government to re-establish the authority of the judiciary and the rule of law throughout the territory • Coordinate closely with the police and other state security services to ensure a coherent and system-wide rule of law approach <p><u>Corrections</u></p> <ul style="list-style-type: none"> • Monitor and advise on reforming the correction services • Police • Police Component (not civilian in UN context)

Electoral Affairs	<ul style="list-style-type: none"> • Provide technical and logistical advice and support to the Independent Electoral Commission (IEC) • Facilitate and participate in the monitoring of elections
DDR	<ul style="list-style-type: none"> • Assist the parties to the conflict, in consultation with all stakeholders and partners, with the design and implementation of the national DDR programme
Civil Affairs	<ul style="list-style-type: none"> • Cross-mission representation, monitoring and facilitation at the local level • Confidence building, conflict management and support to reconciliation • Support to the restoration and extension of state authority
SSR	<ul style="list-style-type: none"> • Advise SRSG, Force Commander, Commissioner of Police and other relevant components on issues or initiatives associated with SSR.

Mission Support Functions

Function	Description
Human Resources	<ul style="list-style-type: none"> • Human resources services, including recruitment and contract management of local and international personnel, managing staff conduct and behaviour • Provision of staff welfare and counselling services • Provide insurance and medical services including emergency medical evacuation
Financial	<ul style="list-style-type: none"> • Financial management services, including budgeting, accounting, cash management, payments and contractor management
Procurement	<ul style="list-style-type: none"> • The procurement of all aspects of logistical support, including life cycle management⁷³, for the mission. Including provision of: mission assets to all mission components, fleet management, provision of an integrated communications infrastructure system (CIS) including design, installation, etc
Logistics	<ul style="list-style-type: none"> • Logistics and integrated support, including distribution of mission assets to all mission components, including vehicles, computers and stationery and provide bulk supplies of water, fuel products and foodstuffs
Engineering	<ul style="list-style-type: none"> • Provide accommodation, building management and civil engineering services
Geographical Information Services (GIS)	<ul style="list-style-type: none"> • Geographical information and mapping services
Information, Technology and	<ul style="list-style-type: none"> • Design, install, operate and maintain mission-wide communications, including telephone, radio and data systems, proprietary information management systems; internet; intra-

⁷³ Life Cycle Management includes the support of a logistic item from cradle to grave.

Communications (ITC)	mission mail and diplomatic pouch service
Transport	<ul style="list-style-type: none"> • Fleet management and maintenance services
Contingent Owned Equipment (COE)	<ul style="list-style-type: none"> • Monitoring, database management and inspection of Contingent Owned Equipment