

# CIVCAP 2012: Laying Concrete Foundations

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## Summary

Even in the current context of financial constraints and challenging Member State dynamics at the UN, the next 12 months should be seized as an important time for realizing pragmatic improvement in how the international community assists countries emerging from conflict. The Civilian Capacity (CIVCAP) initiative represents a real opportunity to drive concrete change on issues long recognized as deficient. CIVCAP is an important chance to depart from tired and often ineffective approaches to providing technical support in fragile settings. There are practical steps policy-makers can take to support a strategic shift in how peacebuilding and post-conflict assistance is provided.

Since March 2011, CIVCAP has remained a prominent agenda item at the United Nations. The key findings and main recommendations of the CIVCAP report were strongly supported by the UN Secretary-General and in May 2012 the CIVCAP process was officially recognized by the 193 Member States of the General Assembly. Since that time, the UN and partners have engaged in intensive policy consultations and have sought to identify solutions both in the field and for systemic challenges.

This policy brief presents developments in 2012 and it spotlights the CAPMATCH consultation with the Training and Rostering Community held in June 2012, which was supported by NUPI and co-hosted by the Permanent Missions of Indonesia and Canada to the United Nations. The coming General Assembly session will be important for maintaining momentum for the CIVCAP agenda.

This policy brief identifies three broad opportunities for policy makers to help deliver short-term results for CIVCAP and to set the stage for further reform:

1. At the upcoming 67th General Assembly session;
2. In support of select field programmes; and
3. In support of the CAPMATCH launch in mid-September 2012

## Background

This is the third NUPI publication<sup>1</sup> tracking the progress of the Civilian Capacity (CIVCAP) process since an independent Senior Advisory Group report on CIVCAP was issued in March 2011. That report (also referred to as the Guéhenno Report)<sup>2</sup> was lauded for its recommendations on how to improve the ways in which civilian expertise is provided in the aftermath of conflicts. The Guéhenno Report laid out more than 70 practical recommendations and a new approach for the United Nations and its partners in providing civilian capacity. That vision was encapsulated in the acronym 'OPEN', which became the organizing framework for the report:

- Ownership
- Partnership
- Expertise
- Nimbleness

The report recommended solutions to better meet the needs of countries emerging from conflict in five critical capacity gap areas:

- I. basic safety and security: disarmament, demobilization and reintegration; police; and security sector reform and governance;
- II. justice: corrections; criminal justice; and judicial and legal reform;
- III. inclusive political processes: political party development; and public information;

1 *Preparing and Mobilizing Civilian Capacity for the Future*, Policy Brief 2/2011, NUPI (Cedric de Coning, John Karlsrud); *Mobilizing Civilian Capacity*, Conference Proceedings, 14 June 2011 ICTR Community Consultation on the Report of the Independent Review of Civilian Capacity in the Aftermath of Conflict, NUPI (de Coning, Breidlid, Karlsrud). As well as *Civilian Capacity in United Nations Peacekeeping and Peacebuilding Missions*, Policy Brief 4/2010, NUPI (Cedric de Coning).

2 A/65/747-S/2011/85, 22 February 2012.

- IV. core government functionality: aid coordination; legislative branch; and public financial management; and
- V. economic revitalization: employment generation; natural resource management; and private sector development.

The CIVCAP agenda seeks to support better linkages between security and development approaches. It recognizes that short-term efforts to stabilize post-conflict settings must be matched by ongoing support in the subsequent 5-7 year period when conflict so often resumes. It recognizes that prioritization of limited resources is essential and that approaches to peacebuilding must be owned by the countries emerging from conflict and the supply of capacity must be inclusive, transparent and draw on expertise from across the globe, in particular the Global South and countries that have themselves faced the challenges of conflict or crisis.

In August 2011, the UN Secretary-General set out a strategy for CIVCAP implementation along three lines<sup>3</sup>:

- Stronger support to national capacity and ownership
- Better understanding and better management of supply, including building the external partnerships needed to source the capacities required
- Improving the efficiency and responsiveness of the UN System

That strategy addressed twin priorities of: (i) identifying early results at the country-level while also (ii) cementing the foundations for longer term reforms.

The Secretary-General's approach was welcomed by the United Nations General Assembly in a resolution co-sponsored by a broad cross-section of countries. Resolution 66/255 of 15 May 2012 requested the Secretary-General to undertake extensive consultation and requested a progress report at the 67th session of the General Assembly (in September 2012) as well as proposals for consideration by relevant committees of the General Assembly, including the Fifth (budget) Committee and Special Committee on Peacekeeping Operations.

With this 'green light' from the 193 Member States of the United Nations, the Secretary-General's Chef de Cabinet, Susanna Malcorra, has continued to chair a senior level steering committee, supported by a small, high-powered team, to drive progress on CIVCAP in 2012. The CIVCAP effort in 2012 has sought to shift the paradigm of post-conflict civilian assistance to one of facilitating an exchange of expertise, and away from traditional donor-recipient relations that have dominated in past. In a time of limited resources, the CIVCAP initiative is seeking to make a pragmatic contribution to strengthening the nexus between peacekeeping, peacebuilding and longer-term sustainable recovery.

### CIVCAP progress in 2012

Since 2011, extensive CIVCAP consultations have been held. Recent consultations in New York in June 2012 have helped to progress thinking such as improving international support for the rule of law, and for inclusive post-conflict political settlements, including constitution-making, broad-based dialogue and political party development.

### Timeline of Key CIVCAP Policy and Activities

#### FEB 2011

- Independent Senior Advisory Group Report

#### AUGUST 2011

- Secretary General's Report on Civilian Capacity in the Aftermath of Conflict

#### MARCH 2012

- Asia Regional Consultation, Indonesia

#### MAY 2012

- GA Resolution 66/255 adopted

#### JUNE 2012

- Rule of Law Thematic Briefing, NY
- Inclusive Political Processes Briefing, NY
- CAPMATCH Consultation with Rostering and Training Community

#### JULY 2012

- UN Peacebuilding Commission Consultation, NY
- Africa Regional Consultation, South Africa

#### SEPT 2012

- Arab States consultation, Morocco
- Secretary-General Report to be published
- CAPMATCH Launch
- UN General Assembly High Level Segment

On 13 June, a CAPMATCH consultation was held in New York. Supported by NUPI and co-hosted by the Permanent Mission of Indonesia and the Permanent Mission of Canada, it was an opportunity to bring together participants of the global Training and Rostering Community to examine the soon to be launched CAPMATCH tool. The Training and Rostering Community has been a long-time support group for CIVCAP and has contributed actively to the agenda even prior to the independent report.

CAPMATCH is an online platform that will strengthen and make more inclusive and transparent the 'market place' for civilian capacity. It is a technical tool that will very practically support the wider CIVCAP vision for a more demand-driven and efficient approach to post conflict assistance. Page 3 provide more detail on the tool and the feedback from the CAPMATCH consultation with the Training and Rostering Community.

### *Focusing on the field*

CIVCAP is pushing for concrete improvements in the field in 2012. 'Proof of concept' at the field level is essential to sustaining support for and the momentum of the CIVCAP agenda. To this end, several peacebuilding situations are being prioritized to identify better approaches to delivering CIVCAP. These include three countries undergoing transitions in their national and international peacebuilding strategies:

- Côte d'Ivoire
- Liberia
- Timor Leste

As well as two situations where new UN missions have been deployed:

- *Libya* (where civilian support planning for the UN mission has been staggered to align with national priorities and planning cycles)
- *South Sudan* (where CIVCAP has been embedded in the UNMISS mandate and novel approaches are being examined to provide civilian capacity support)

<sup>3</sup> A/66/311-S/2011/527, 19 August 2011.

## CAPMATCH CONSULTATION WITH THE GLOBAL TRAINING AND ROSTERING COMMUNITY

New York, 13 June 2012

CAPMATCH is a new tool for supporting CIVCAP implementation. It is an online platform to help improve the global market place for civilian capacity. The CAPMATCH goals are:

1. To better match demand and supply of specialised civilian capacities for countries emerging from conflict
2. To make groups or teams of specialised capacities available to post-conflict countries
3. To build partnerships between prospective 'providers' and 'requesters' of capacity

CAPMATCH will be launched in September 2012 to coincide with the opening of the UN General Assembly. The tool is in the final stages of technical development and has been user-tested in July and preliminary data uploaded by partners in August.

On 13 June, NUPI hosted a CIVCAP team consultation with the international Training and Rostering Community to elicit expert feedback on CAPMATCH and its future usage. Key features of the CAPMATCH tool were explained:

- › CAPMATCH is a self-service online platform for 'requestors' and 'providers' of capacity
- › It helps to match demand and supply in the five core capacity gap areas:
  - Basic safety and security
  - Inclusive political processes
  - Justice
  - Core government functionality
  - Economic revitalization
- › CAPMATCH focuses on mobilizing and connecting organisations as the conduits to groups and individuals – it is not a roster of individual CVs
- › Provides transparent information on demands, resources available and feedback on performance to improve the 'market place'
- › CAPMATCH facilitates but does not itself deliver 'matches' of demand with supply. It helps put requestors in contact with a diverse network of providers, proposing potential 'matches'. It is then up to participants to take forward potential partnerships among themselves.

Efforts are underway to capture good examples, present and past, and innovations in the field by UN missions and other civilian capacity providers, such as IGAD in South Sudan.

### *Adapting the UN Machinery*

At the UN Headquarters, important reforms are being pursued to fashion a more "nimble" UN that can engage with the new CIVCAP way of working. This has involved intensive work to develop practical solutions to long-recognized challenges:

- *Adjusting mission planning cycles* to ensure that planning for peacebuilding and other institutional support can respond better to national planning timelines, and not just the political and supply-driven timelines for deploying a new mission. In Libya, this approach has been proven to be valuable.
- *Re-examining the UN's onboarding systems* including examining modalities for obtaining important categories of civilian expertise
  - Government provided personnel (experts on mission)
  - Secondments
  - MOUs for groups of experts/technical assistance teams
  - Better use of procurement modalities for engaging private sector capacity

Feedback on CAPMATCH from the Rostering and Training Community consultation in June 2012 included:

- Appreciation for the clarity and simplicity of CAPMATCH. It is not intended to solve all the challenges of improving CIVCAP and CAPMATCH is just one of several lines of work.
- Advocacy for CAPMATCH to serve as an entry point for driving more systemic change in how capacity is provided (e.g. new approaches to South-South and triangular cooperation for deploying technical capacity) in post conflict settings.
- Recognition that CAPMATCH is not simply another roster overlaid on existing rosters, but rather that its real value lies in the key role of connecting those existing rosters to sources of demand.
- The importance of establishing realistic measures of success for CAPMATCH at the outset was noted so as to help with expectations management from the beginning.
- The active facilitation of 'matches' between providers of capacity, funders and the UN may be needed to demonstrate early on how the tool can be used to good effect. Triangular cooperation arrangements between providers of capacity (especially those from the South), potential funders and host countries may be one way to achieve this.
- Partners such as the members of the Training and Rostering Community could help reach out beyond central government level to subnational entities to identify specialist capacities for CAPMATCH (such as city or local governments) and to train partners in the use of CAPMATCH.
- It will be important for CAPMATCH to determine how to deal with potentially politically sensitive quality control and accountability issues as 'matches' are made and feedback is provided.
- A continuing disconnect was highlighted between the technical tools to improve the supply of capacity and the limited absorptive capacity of the UN and institutions in post-conflict countries.
- A caution was raised about the technology dependency of CAPMATCH, especially for countries and institutions with limited online capacity. The issue of the resources that would be required for up-keep, management and maintenance was also flagged.
- CAPMATCH should be kept 'alive' after its launch through periodic regional or global meetings of key stakeholders to ensure users and providers of capacity can continue to improve it over time, and perhaps expand its remit to longer term peacebuilding assistance as well.
- Suggestions were offered to strengthen the initial design, e.g. adding geographical preferences of suppliers, developing user guides, adding a database of success stories, adding social media links to enable partners to extend the reach of CAPMATCH.
- It was noted that other tools should operate alongside CAPMATCH (such as UNDP's WIDE network and the World Bank's HIVE knowledge network) and there should be clear linkages.

○ Options for nationalizing positions to utilize local capacity

- *Greater clarity on focal points* in the UN system for civilian expertise (with a particular focus on the rule of law) and ensuring better collaboration and division of labour among UN actors, as well as the co-location of staff from DPKO and UNDP to form a Global Focal Point for police, justice and corrections areas in the rule of law.
- *Fostering good practice approaches to national capacity development* across the UN system through UN System-wide Guidelines and Principles on national capacity development in post-conflict settings (led by UNDP)
- *Improved and innovative financing modalities* for funding CIVCAP in post-conflict settings such as using the Peacebuilding Fund to support CIVCAP (for example in Libya and Côte d'Ivoire where PBF funds are supporting CIVCAP assistance to government and civil society institutions), and exploring new ways of harnessing UN agency and UN mission resources for CIVCAP, as well as options for triangular CIVCAP cooperation to sup-

port South-South engagement as in a recent example of Dutch support for Ghanaian expertise to advise the Liberian immigration service, or UNDP support to the IGAD mentoring and advisory programme in South Sudan.

There are some real constraints – financial, political, administrative – at the UN which are yet to be worked through with Member States and the UN bureaucracy but it appears some good headway is being made in strengthening the UN's CIVCAP 'toolbox'. In his upcoming report to the General Assembly in September 2012, the Secretary-General will present options for addressing some of the remaining issues. That report will describe how the CIVCAP agenda is to be taken forward in future, including by linking it into ongoing UN activities and improvements in mission planning and budgeting, human resources reform, etc. This may be both a strength and a weakness in that it ensures that CIVCAP is not another parallel activity, but also risks a diminishing of focus on its important agenda.

#### Options for policy makers to support CIVCAP

Policy makers should be aware of the following upcoming CIVCAP events/milestones:

- Next Secretary-General's Report to be issued, mid-September 2012
- Opening of next UNGA session High level segment, 17 September 2012
- CAPMATCH launch and data uploading, mid-September 2012
- General Assembly Committees from October 2012 to May 2013

4 In a period of tight budgets, and in a system struggling to identify new solutions to old problems, the CIVCAP agenda presents policy makers with an opportunity to drive real improvements. The coming months provide an important window for constructive engagement for policy makers. Constructive engagement in the next 6-9 months could see real system improvements emerge in 2013 and beyond. At least three broad opportunities are available for policy makers to support CIVCAP in the short term:

#### 1. AT THE UPCOMING GENERAL ASSEMBLY:

Support is required for a good legislative session at the UN to help drive CIVCAP progress. While there is generally

good support across the political spectrum, and there is momentum for CIVCAP, the ambient political and financial environments are not good. CIVCAP risks being held hostage to wider issues at play in the General Assembly.

The UN Secretariat will need help from Member States to manage and mitigate risks at the political and financial bodies of the GA in the coming session. Support for CIVCAP at the General Assembly needs to come from a balanced group of influential Member States from across traditional 'divides' in the General Assembly. Supportive Member States should work with and influence like-minded countries to reach out to other groupings on the CIVCAP issue, and to seek assurances from colleagues to not adopt any filibuster tactics with respect to proposed CIVCAP reforms.

#### 2. IN SUPPORT OF FIELD PROGRAMMES:

The United Nations and its partners need tangible support from both recipient and donor countries to show 'proof of concept' for CIVCAP in the field. Member States should work with the UN CIVCAP team to look proactively for opportunities to drive success on the field, particularly in 'pilot' countries such as Côte d'Ivoire and Libya as well as Liberia, South Sudan, and Timor Leste. By working with the Secretariat and recipient countries, Member States could collectively identify at least 5-6 opportunities to provide tangible support through CIVCAP structures in 2012/13. Already, Member States can contact the UN CIVCAP team to help identify practical opportunities with these priority countries.

#### 3. IN SUPPORT OF CAPMATCH:

CAPMATCH is likely to be one of the highest profile activities of CIVCAP in the coming months. Strong Member State engagement and offers of support through CAPMATCH will help to make it a success. Early success stories will in turn help build momentum for increased usage.

Beyond the initial phases of filling out the CAPMATCH database, Member States should work proactively with the UN Secretariat to 'make matches' through the CAPMATCH framework, including identifying 'triangular cooperation' opportunities where one State funds the capacity of another to assist a third country. As a technical tool, CAPMATCH will only be as successful as its users make it but it has the potential to be a catalytic instrument in support of the wider CIVCAP agenda.



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