Civilian Capacities and Non-Governmental Rosters

Report of the Study on Civilian Capacities within Non-Governmental Rosters

Cedric de Coning and Ingrid Marie Breidlid

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Summary

This report aims to identify and map the scope and status of the civilian capacities within non-governmental civilian rosters over the three-year period 2007-2009. The findings of the study shed light on the wide range of civilian capacity and the high degree of specialization within the NGO civilian rosters. A key finding is that although most NGO rosters are located in the North, a number of NGO roster personnel have Southern backgrounds. As the existing cooperation between African Civilian Response Capacity for Peace Support Operations (AFDEM) and some of the other rosters illustrates, there are opportunities for further South-North cooperation.

This study also reveals the degree to which various United Nations (UN) agencies and other international and regional organizations are already tapping into the civilian resources represented by these rosters. The data illustrates that most of these rosters have an established relationship with the humanitarian and development community. Interestingly, the study also found that these rosters already reflect a significant civilian capacity for peacemaking, peacekeeping and peacebuilding purposes. However, most civilian capacities in the fields of peacemaking and peacebuilding are contributed via the UN agencies, funds and programmes, and not through the UN Secretariat via the Department of Field Services (DFS) to UN peacekeeping and special political missions, although there are a few exceptions.

Overall, the findings of the study indicate that NGO rosters represent a significant reservoir of civilian capacity. Improved linkages among NGO rosters, governmental rosters, the training community and those responsible for recruitment in the UN system could result in a far more effective utilization of the available civilian capacity. This should also result in future civilian capacity development initiatives being directed more effectively to address the needs of the UN system.

I. Introduction

The United Nations Peace Building Support Office (PBSO), in the context of the *Review of International Civilian Capacities*, has approached the Norwegian Institute of International Affairs (NUPI) to conduct a study on civilian capacities within the non-governmental roster community. The request is a follow-up to the roundtable on training and rostering community civilian capacity held in Addis Ababa on 29 June 2010, which provided a forum where the training and rostering community could engage with and provide input to the *Review of International Civilian Capacities*.[1]

This study aims to identify and map the scope and status of the civilian capacities represented by the civilian experts registered with, and deployed by, non-governmental civilian rosters over the three-year period 2007-2009. For the purposes of this study, 'non-governmental civilian rosters' refers to rosters that are managed and maintained by non-governmental entities, even when they serve the sole or primary purpose of supporting civilian capacity on behalf of a government. The team responsible for the *Review of International Civilian Capacities* has been soliciting similar information on governmental civilian rosters directly from United Nations (UN) member states. The purpose of this study is therefore to cover the non-governmental civilian rosters in order to complement the inputs provided by UN member states.

The study thus presents the non-governmental rostering community with an opportunity to assist the UN with gaining an informed overview of the scope and status of the international civilian capacities that can be mobilized via the non-governmental rostering community. We trust that making this information available to the *Review of International Civilian Capacities* will contribute to enhanced coordination and cooperation between the non-governmental rostering community and the UN system.

1.1 Background

The UN Secretary-General's 2009 report 'Peacebuilding in the Immediate Aftermath of Conflict' pointed out that 'a review needs to be undertaken that would analyze how the UN and the international community can help to broaden and deepen the pool of civilian experts to support the immediate capacity development needs of countries emerging from conflict' (paragraph 68: 20). The report also emphasized the need to map the supply of

1. Presentations from the roundtable on training and rostering community civilian capacity can be found at http://www.nupi.no/Virksomheten/Avdelinger/Avdeling-for-sikkerhet-og-konflikthaandtering/Nyheter/Presentations-from-Addis-Ababa-roundtable

civilian capacity within and outside the UN against a realistic assessment of demand, to improve coordination and interoperability, and to better mobilize capacity from women and the Global South (paragraph 68 & 79: 20-21).

The *Review of International Civilian Capacities* is being conducted by a review team in the PBSO under the guidance of a nine-member Senior Advisory Group appointed by the Secretary-General and chaired by Mr Jean-Marie Guéhenno. The Review will propose a series of recommendations in early 2011 aimed at strengthening the international response to crisis and post conflict environments by improving the availability, deployability and appropriateness of civilian expertise for consolidating peace, building national capacities and transitioning to sustainable development.

There is broad agreement that the UN needs greater ability to leverage a global and diverse pool of expertise to be more responsive to the needs of countries emerging from conflict. The Review will propose a model for partnerships, as well as ideas on how the organization can better support national actors in developing their vision for peacebuilding.

The Review will focus on *civilian capacity*[2] in the five key sectors identified in the UN Secretary-General's report:

1) Support to basic safety and security,
2) Support to political processes,
3) Support to the provision of basic services,
4) Support to restoring core government functions,
5) Support to economic revitalization.

One of the most significant, but often overlooked, developments in peace operations is the transformation from military to civilian focused peace missions. This change came about as mandates shifted from monitoring military ceasefires to supporting the implementation of comprehensive peace agreements. With UN peacekeeping missions becoming more oriented towards peacebuilding, the role of civilians has become more central, the number of civilian functions has increased, and the role of civilians has shifted from a peripheral support role to the core of contemporary peacekeeping missions. Civilians now represent approximately 20% of the 123,000 UN peacekeepers currently deployed. In addition, the UN's Special Political Missions have also taken on an increasingly important role, and currently these missions deploy a further 1,019 civilians in peacemaking and peacebuilding roles[3].

The UN deploys more civilians in peacemaking, peacekeeping and peacebuilding roles than all other multilateral institutions combined. At the beginning of 2010, the European Union (EU) had deployed approximately 2,000 civilian personnel; the Organization for Security and Co-operation in Europe (OSCE) approximately 3,000, and the African Union (AU) deployed approximately 50 civilians in its current operation in Somalia.[4] As of March 2010,

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2. For the purposes of the Review, 'civilian capacity' refers to non-military, non-police capacity in these sectors. While the Review will not deal with civilian administrative, IT, or logistics requirements, this study has included these aspects in its report because the UN consistently reports gaps in these areas. Furthermore, most of the NGO rosters do have capacity in these areas.
3. See *2010 Annual Review of Political Missions*. New York: Centre for International Cooperation, 2010.

the UN had deployed approximately 22,000 civilians in its peacekeeping missions alone, including approximately 5,800 international staff, of which 2,400 were UN Volunteers.[5]

Civilian components normally found in most UN peacekeeping and special political missions include Political Affairs, Civil Affairs, Public Information, Policy & Planning, Human Rights, Humanitarian Liaison, Conduct and Discipline and Gender. In addition, and depending on the mandate, they may include Protection of Civilians, Child Protection, Rule of Law, Electoral Affairs, Disarmament, Demobilization and Reintegration (DDR) and Security Sector Reform (SSR) functions. The composition of the civilian components needed in any given mission will be informed by the mandate and scope of the mission.

In addition, all missions have a mission support component that provides human resources management, financial management, logistics, procurement, engineering, geographical information services, information, technology and communications, transport, contingency-owned equipment, security and integrated training services to the military, police and civilian components of the mission.

There is a misperception that the Global South is under-represented in civilian posts in UN peacekeeping missions. Among the top 20 nations from which civilian expertise is recruited, and which contribute 50% of the civilians in UN peacekeeping missions, 31% are from the South.[6] For example, the largest occupational group of civilians in UN peacekeeping operations are Civil Affairs officers. There were approximately 500 Civil Affairs officers deployed in June 2010; of these 40% were from Africa, 14% from the Americas (excluding the USA), 10% from Asia and 3% from Oceania. Thus, a total of 67% of Civil Affairs officers in UN missions come from the Global South. Approximately 20% of all Civil Affairs officers are UN Volunteers.

As indicated by the Civil Affairs figures, it is Africa that contributes the largest percentage of civilians in UN peacekeeping missions. Nine African countries ranked among the top 20 contributors of international civilian staff to UN missions in 2009, namely: 2nd Kenya (4.8%), 7th Ghana (2.9%), 8th Sierra Leone (2.7%), 10th Ethiopia (2.3%), 11th Nigeria (2.2%), 14th Uganda (1.7%), 15th Cameroon (1.6%), 17th Tanzania (1.5%) and 18th Cote d'Ivoire (1.3%). In addition to the international staff, in 2009 the UN employed 15,442 national professional and general service staff in UN missions; of these 10,109, or approximately 75%, were from Africa.[7]

1.2 Recruitment, Rostering and Deployment Challenges

The UN Secretariat's Department of Field Support (DFS) provides support, including Human Resources, to the UN's peacekeeping operations and special political missions.

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4.   It should be noted, when comparing UN and EU statistics on civilian deployments, that the EU regards police as part of the civilian component, whereas the UN counts police separately. The UN has deployed 13,000 international police officers as of March 2010.

5.   All peacekeeping-related statistics in this paper, unless otherwise indicated, are based on the Rev.7, March 2010, DPKO Fact Sheet, http://www.un.org/Depts/dpko/dpko/factsheet.pdf, last accessed on 13 October 2010, or on correspondence with the DPKO and PBSO.

6.   See *2010 Annual Review of Peace Operations*. New York: Center for International Cooperation, 2010.

7.   Ibid.

Vacant civilian positions are advertised on the UN website. Individuals apply online, and successful candidates are hired on an individual contract basis. Although the pool of qualified candidates is much smaller than the number of applicants, for most categories of staff the supply is adequate. In general, the UN does not have a supply side gap when it comes to the number of applications received for its peacekeeping and special political missions.

This observation is interesting because all the other organisations undertaking peace operations, such as the AU, EU and OSCE, report a civilian capacity gap, i.e. a shortage of civilian candidates. It is thus not surprising that most initiatives aimed at addressing the civilian capacity challenge is aimed at increasing the number of civilians available for peace operations through targeted training and the development of roster systems. If the UN does not experience a shortage of candidates, then increasing the number of candidates is not going to assist the UN to address its particular civilian capacity challenge.

One of the most important differences between the recruitment systems of the UN and the EU and OSCE, is that the EU and OSCE rely on secondments from their Member States. The UN only makes use of secondments for peacekeeping operations in exceptional circumstances, typically when specialists that cannot be recruited through the normal recruitment system are needed. In systems that rely on secondments, the pool of available expertise is typically limited to the civil service. Most civil services do not have sufficient surplus staff to enable them to contribute civilian personnel to international missions. National departments are reluctant to release their staff, especially their best. Highly specialised categories of staff are in short supply.

Countries capable of managing these challenges in an adequate way have usually invested in and supported dedicated efforts to provide civilian training and to pre-identify potential candidates in civilian standby rosters.[8] There are only a very few countries in the world that can afford to make this kind of investment in civilian capacity development. In order to avoid a situation where the few countries that can afford to second gratis personnel to the UN gain an unfair advantage over countries that cannot afford to second gratis personnel, the General Assembly restricted the use of gratis personnel in 1997 and 1998.[9]

The UN does not experience the same problems as the organisations utilizing a secondment system, as individuals interested in serving in civilian capacities in UN peacekeeping operations and special political missions can apply directly to the UN. They do not have to go through a national secondment process, even if they are civil servants. Once they accept a UN offer of employment they need to make their own arrangements with their national employer. The UN's direct recruitment approach not only overcomes the deficit dilemma experienced by the EU and others, but it also seems to have resolved a number of representational dilemmas. For instance, the UN has been able to recruit a significant percentage of staff from the Global South, although the training and rostering opportunities are concentrated in the North. Moreover, 30% of the UN's civilian peacekeeping and special political

8.   Korski, D. & Gowan, R. Can the EU Rebuild Failing States? A Review of Europe's Civilian Capacities. London: European Council on Foreign Relations, 2009, p. 48.

9.   General Assembly Resolutions 51/243 of 15 September 1997 and 52/234 of 26 June 1998.

mission staff are women, even though most Member States do not have such a high percentage of women in their national capacities.

Surprisingly, however, despite the number of applications received by the UN, its peacekeeping missions suffer from high vacancy rates. The average vacancy rate of international civilian staff for UN operations between 2005 and 2008 has been around 22%. In some missions the figures are much higher, especially during the start-up phases. The UN mission in Darfur (UNAMID) had a 56% vacancy rate in 2008, and the UN mission in Sudan (UNMIS) had a 40% vacancy rate in 2005.[10]

In some cases the vacancy rates are caused by the inability of missions, especially in the start-up phase, to absorb more staff. Slow deployment rates in UNMIS, UNAMID and the UN mission in Chad and the Central African Republic (MINURCAT) were partly related to the fact that these missions were not able to absorb additional staff, especially into field offices, as the required security systems, office space, accommodation, equipment, transport, and so on, were not yet in place. Although mission start-up is particularly challenging, the average vacancy rate seems to indicate that this challenge is not limited to the start-up phase.

However, the vacancy rate in UN peace operations is not, with a few exceptions, caused by a shortage of suitable applicants. The core civilian capacity challenge for UN peacekeeping operations seems to be processing the large number of applications it receives, and ensuring that the most deserving candidates are selected and deployed within a reasonable timeframe. Throughout this process, the UN human resources system must also ensure that its policies aimed at empowering women and ensuring global representation are meaningfully implemented. Another important consideration would be to retain well performing staff members for longer periods of time. This will in turn reduce pressure on the system to recruit new staff, or to process new contracts. The average time it takes to fill a new vacancy and the average vacancy rate suggests that the system is routinely stressed. The high vacancy rate in new missions suggests that the system is overwhelmed during high demand periods when new missions are established or existing missions are expanded.

The UN also finds it difficult to identify candidates in certain specialised categories of personnel. The DPKO/DFS July 2009 non-paper, *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping*, identified civilian specialists, including in security sector reform, judicial and prisons management, as a critical shortage in contemporary UN peacekeeping operations.[11] This is partly a result of the unavailability of these skills in the marketplace in general. Some categories of staff, for instance corrections officers, magistrates and judges, can usually only be found in the civil service. To address this problem DPKO has proposed the enhancement of the existing Standing Police Capacity to include justice and corrections specialists.

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10. Solli, A., De Carvalho, B., De Coning, C.H. and 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, p. 10.
11. United Nations. *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping,* New York: Department of Peacekeeping Operations and Department of Field Support, July 2009.

In some cases new specialised functional needs may develop where no professional category previously existed. Examples over the years include Disarmament, Demobilization and Reintegration (DDR), protection of civilians, integrated planning and benchmarking. As it is rarely possible to find persons with direct experience in these new functions in the market place, persons with similar skills and related experience would need to be identified and trained. DPKO also experiences shortages of candidates for senior management positions (P5 and above), especially female candidates, amongst others, because the other UN agencies offer better terms and conditions, including more family duty stations, than DPKO.[12]

In cases where the UN recruitment system is unable to find appropriate candidates using its regular system, it has to make a special effort to seek appropriate candidates. In some cases the UN may decide to approach civilian rosters for assistance in identifying these specialized individuals. This study is aimed at highlighting the civilian capacity that currently exists in non-governmental civilian rosters.

1.3 Civilian Rosters

Civilian rosters are often seen as the obvious solution to general or specific capacity gaps. The idea is that people are pre-trained, pre-identified and placed on a civilian roster, where they are then ready to be deployed when the need arises. In theory, the rosters will help to address the civilian capacity gap by pre-identifying civilians and keeping their information on record to facilitate a faster recruitment when they are needed. The reality has, however, proven to be more complex.

There are, in fact, several different types of rosters. The Center on International Cooperation's report, *Rapid Deployment of Civilians for Peace Operations: Status, Gaps and Options*, distinguishes between three categories, namely a standing capacity, a standby capacity and a rostered capacity.[13] A *standing* capacity has staff employed full time with the express purpose of being available as a surge capacity when the need arises. DPKO's Standing Police Capacity and the Mediation Support Unit's Standby Team of Mediation Experts (SBT) are the only two examples of a standing capacity within the UN Secretariat.

Although not a standing capacity in the same sense of the word, it should perhaps also be mentioned in this context that DPKO/DFS proposed to move away from considering most peacekeeping staff as temporary, and to hire approximately 2,500 staff on a permanent contract basis. Unfortunately there seems to have been little support for this initiative among Member States because of the financial implications. This proposal had the potential to improve the UN's ability to have a core professional standing staff capacity that could be utilized, for instance, to staff a new mission or to fill specific surge gaps. One of the problems DPKO/DFS faces is related to its use of short-term contracts linked to mission mandate review periods. This is a comparative disadvantage, especially in those categories of staff in high demand, such as women and experienced management staff, to other UN agencies capable of offering longer-term contracts and better conditions of service, including

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12.   Gourlay, Catriona Gourlay. *Rosters for the Deployment of Civilian Experts in Peace Operations, a DPKO Lessons Learned Study*. New York: United Nations, 2006, p. 6.

13.   Chandran, R., Sherman, J., Jones, B., Forman, S., Le More, A. and Hart, A. *Rapid Deployment of Civilians for Peace Operations: Status, Gaps and Options*, New York: Center on International Cooperation; United Nations, 2009, p. 10.

family duty stations.[14] Poor staff retention is another reason why the UN suffers high vacancy rates, and the proposal to create a standing professional cadre of civilian peacekeeping personnel could have addressed some of these challenges.

A *standby* capacity consists of persons pre-identified to be deployed when the need arises, usually within a specified time-frame. It represents a higher readiness for deployment than a *rostered* capacity, but as the persons are not yet on contract, they are not as rapidly available as in a *standing* capacity. Standby rosters require considerable resources for maintenance as they require close and continuous contact with the persons on standby. A standby roster needs to verify, on an ongoing basis, the number of people on the roster available for deployment. The category of personnel populating such a roster will be highly mobile and often need to take on various assignments making them temporarily unavailable. Standby rosters thus need to be tested frequently in order to ensure that they are robust enough to meet the demands on the ground.

Another option is to temporarily re-assign people already employed when emergency surge capacity is needed. The challenges with this model are, however, similar to the ones identified in the secondment model. For instance, in many cases the managers have been unwilling to release their staff, while staff members themselves have often been reluctant to deploy to the field because of family commitments and/or concerns with retaining their current position at headquarters.

DPKO experimented with such a Rapid Deployment Roster (RDR) in 2003 and 2004, consisting of pre-cleared DPKO headquarter staff deployable to the field for a 90-day period, essentially to assist with the setting up of a new mission. The RDR deployed DPKO headquarter staff to the UN mission in Liberia (UNMIL) in 2004. The number deployed was less than originally intended because managers were reluctant to release their staff, mainly due to workload concerns at headquarters. Once deployed, the managers in the field mission were reluctant to allow the RDR members to return to headquarters after the 90 days specified, because the UN recruitment system was not able to fill these posts in the 90 days provided, as was assumed when the model was designed.[15] The RDR concept was a good idea, but it perished due to the same basic secondment system dilemmas discussed earlier.[16] There is no such standby system in place in the UN Secretariat at present.

The third category of rosters is referred to as a *rostered* capacity and is essentially a database of potential candidates. Such rosters monitor the deployment needs of their clients, and when vacancies are announced the rosters search within their roster to identify suitable candidates. If one or more suitable candidates are available, they are offered to the client, who can then decide whether to make use of them or not. There are several such rosters in existence, and most are either national rosters or non-governmental rosters, such as the ones featured in this study.

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14.   Gourlay, op cit., p. 11.
15.   Durch, W.J. *Strengthening UN Secretariat Capacity for Civilian Post-Conflict Response.* Article prepared for the Center on International Cooperation and the Government of Denmark's Meeting on Strengthening the UN's Capacity on Civilian Crisis Management. Copenhagen, 8-9 June 2004, p. 9.
16.   Gourlay, op. cit, p. 6.

In the UN peace operations and special political missions' context there has been a gap between calls made over the years for the investment in civilian standby rosters and the UN human resources policy restricting the UN Secretariat from recruiting staff from rosters. The reasoning behind the UN policy is to give every candidate an equal opportunity to apply directly to the UN. The UN Secretariat has to ensure that the overall effect of its deployment efforts result in an equitable distribution of posts across all Member States. As most rosters are based in the North, there is a perception in the UN human resources system that cooperating with rosters will thus automatically imply that candidates based in the North have an unfair advantage over candidates in the Global South.

The rostering community is already supporting the development and humanitarian agencies with specialised personnel, and it has on occasions, also assisted these agencies with overcoming sudden spikes in demand. UN peacekeeping operations and special political missions are more political and thus more sensitive to Member State interests, but the UN recruitment system can still learn valuable lessons from the precedents and working arrangements that have been established between the rosters and the development and humanitarian community.

II. Methodology and Challenges

A questionnaire developed by NUPI[17] in collaboration with the UN Peace Building Support Office was sent out to seven non-governmental civilian rosters,[18] requesting information about the civilian capacities within their rosters, including background, area of expertise, number of personnel, deployments, and relationships with the UN and non-UN entities (see the questionnaire attached in Annex).

While the rosters in general have been very cooperative and enthusiastic about the study, we faced several challenges throughout the process. One of the key challenges was to differentiate meaningfully among the various rosters. The study was commissioned to focus on non-governmental rosters, but several of these have been set up by governments to manage rosters on their behalf, such as the Norwegian NORCAP and NORDEM[19] rosters. Some deploy experts on behalf of governments, e.g. NORDEM and NORCAP. Others nominate candidates, with actual deployment being carried out by the host agencies themselves, e.g. AFDEM, and some do both, e.g. CANADEM. Some rosters manage many short-term deployments, such as election monitors, and it is difficult to compare these with the ones dealing mainly with longer-term deployments. While most governmental rosters provide national candidates, most of the NGO rosters provide a more diverse group of candidates, e.g. CANADEM has over 75% Canadians on its roster, but it also has more than 1,500 Africans and Asians on the roster. Some rosters, like NORCAP and CANADEM, cover a wide spectrum of civilian capacities, whereas others, like ISSAT, focusing on SSR, are highly specialized. It is thus very difficult to compare apples-with-oranges in this kind of survey. And it is important to recognize that this study does not attempt to make value comparisons among or between the rosters, but simply aims to provide an overview of the capacity represented by these rosters. When comparing, for instance, the number of deployments, many factors must be taken into account to understand what these figures mean, including that some of these deployments are offered free of charge whereas others have to compete in the marketplace.

Although the questionnaire was carefully formulated to avoid misinterpretations and ambiguities, some rosters found certain questions unclear. However, through follow-up e-mails, we were able to clarify most of these misunderstandings. Some rosters were nonetheless

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17. NUPI shared the draft questionnaire with NORCAP for comment before it was sent out to all the rosters, so that the design of the questionnaire could be informed by a roster perspective.
18. The questionnaire was initially sent out to ten rosters. However, two of the rosters – the Folke Bernadotte Academy (FBA) in Sweden and the German Peace Operations Centre (ZIF) – chose not to participate in the study as they were considered to be *governmental rosters*. A third roster – Justice Rapid Response – has not been included in the report, because other time demands prevented them from responding.
19. The Norwegian Ministry of Foreign Affairs has both, in regard to NORCAP and NORDEM, outsourced the employer liability, and hence the legal ownership. As of 1 November 2010, the Norwegian Centre for Human Rights, which is a state institution, resumes employer responsibility and NORDEM secondees will be de facto be state employees.

unable to retrieve the requested information from their databases, because their data were not stored in a way that enabled them to answer our specific questions. For this reason, we have not been able to provide data from every roster under every section.

The rosters also provided constructive feedback on the relevance of some of our questions. Two questions in particular were problematic, e.g. average contract length and average deployment time. It was a general perception among the rosters that these categorizations were artificial and not useful, as the contract length and deployment time depend on the type of deployment, whether short-term, such as an election monitoring mission that may last a few days or weeks, or longer-term, which may involve several months or even more than one year. Because of this, it was problematic to provide average figures, and it is doubtful whether averages would have any meaning in this context. It is also important to keep in mind that for some rosters deployments represent contracts issued and not individuals deployed. For instance, in two matching examples, three persons may have been deployed for six months each, whereas in another case the same person may have been deployed, but this person renewed his/her contract three times. Rosters that nominate candidates, like AFDEM, are likely to report persons deployed, but those that manage the deployments themselves, such as NORCAP, are likely to report contracts issued.

Finally, the question related to the nationalities of the individuals on the rosters, aimed at getting a sense of the diversity represented by these rosters, proved to be more complicated than initially anticipated. Some of the rosters found it difficult to give an accurate picture of the diversity on their roster as some of their personnel had dual citizenship. Moreover, the official citizenship of personnel did not always indicate or reflect their multi-cultural backgrounds or origins.

III. Roster Overview

The following non-governmental civilian rosters have been included in this study:

1. African Civilian Response Capacity for Peace Support Operations (AFDEM)
2. CANADEM, Canada
3. NORCAP Standby Roster, Norwegian Refugee Council
4. NORDEM, Norwegian Centre for Human Rights
5. RedR India
6. RedR UK
7. International Security Sector Advisory Team (ISSAT), DCAF

1) AFDEM

The African Civilian Response Capacity for Peace Support Operations (AFDEM) supports peace support and humanitarian relief operations by managing a roster of African civilians with professional expertise and skills suitable for peace support and humanitarian assistance operations in Africa and beyond. AFDEM is currently the only civilian response capacity on the African continent, and is actively assisting the AU and regional organizations to develop rosters of their own. AFDEM was established in 2000, originally with the support of NRC/NORCAP, NORDEM and CANADEM, and has now built up 10 years of experience in NGO roster management in Africa. It is funded by the Norwegian government and has its head office in Bulawayo, Zimbabwe.

The AFDEM Mandate is to support peacekeeping, peacebuilding and humanitarian missions in Africa and worldwide through the management of a rapid deployment capacity of African civilians equipped with professional expertise and skills relevant to such missions.

The AFDEM roster currently has approximately 516 candidates, and an additional reserve of some 189 candidates unavailable at present. Between 2007 and 2009 AFDEM facilitated 115 deployments. Of these, approximately 47% were to short-term election monitoring missions. Of the remainder, 40% were to the UN, 35% to the AU, including AMISOM, and other international and regional organizations and 2% to EU missions in Africa. Civilian expertise on the AFDEM roster covers such substantive functions as justice and rule of law, human rights, peace monitoring, political affairs, public information, civil affairs, election management and observation and a range of humanitarian skills. The roster also hosts candidates with skills in mission support functions, such as human resources, finance, administration, logistics, safety and security and information technology.

Applicants are evaluated in a multi-step procedure, from registering their profile to the final assessment of their performance and conduct during the initial peace operations course or

specialized training. To facilitate rapid deployment, AFDEM maintains a civilian response capacity for experts who have been pre-screened and who can be mobilized within 36 hours.

AFDEM seeks to raise professional standards in mobilizing, screening, training and deploying civilian experts for peace support operations through international networking, conferences, workshops, research and collaboration with international partners. AFDEM is part of the Norwegian-funded Training for Peace Programme, where it provides rostering services to the other research and training partners, as well as rostering advice and support to the AU and regional standby arrangements in the African Standby Force context. In this regard AFDEM is also working closely with the AU to support the development of a civilian roster that can serve its needs for mediation support, election monitoring, peace support and post-conflict reconstruction. AFDEM is also a member of the African Peace Support Trainer's Association (APSTA). In September 2010, AFDEM, together with several other organizations, decided to establish a loose working group, the African Civilian Capacity (AFCAP). The purpose and objectives of AFCAP include providing and maintaining an electronic information hub on African Civilian Capacities for use by UN, AU, RECs and other stakeholders.

2) CANADEM

CANADEM, a non-profit agency founded in 1996, is dedicated to advancing international peace and security via rostering, rapid mobilization, and mission management of individuals committed to international service. Its activities range from simple recruitments and deployments, to complex programme management and mission management. CANADEM's end-users are primarily the UN and the Canadian government, but it also assists other inter-governmental organizations, other governments, and various non-governmental entities.

CANADEM's original objective was to strengthen UN operations by assisting in mission recruitment. As its roster grew in size and scope, CANADEM maximized the roster's utility by assisting all parts of the UN, and then all of the international community. Its current roster has 10,042 Canadians (Canada's Civilian Reserve) and 2,754 internationals. Their expertise spans a broad range including humanitarian response, governance, human rights, democratization, elections, rule of law, SSR, reconstruction, security, and admin-logistics.

For the first ten years, 1996-2007, Foreign Affairs Canada provided an average CAD 238,500 annually to fund free roster assistance to the UN. CANADEM's screened candidates were hired directly by the UN if they met the requirements. Whenever CANADEM had spare time it provided free assistance to other inter-governmental agencies and the rest of the international community. Over those ten years CANADEM rostered 10,500 experts, screened them, regularly updated their files, and responded to over 8,000 requests for candidates from the UN, Canadian government, other governments, NGOs, and other not-for-profit agencies. That particular project funding ended in 2007 as Foreign Affairs Canada no longer saw UN reform via recruitment assistance as a priority.

However, CANADEM remained convinced of the value of enhanced UN recruitment and maintained its original mandate. The UN and most other inter-governmental organizations continue to get free recruitment assistance albeit at a reduced level, providing. Some NGOs

and other not-for-profits can pay for part of the recruitment assistance; otherwise they also continue to get free assistance. The Canadian government and other governments pay for the recruitment assistance they receive, and of course for-profit businesses pay costs plus a surcharge. CANADEM covers the remaining deficit by annually contributing about CAD 150,000 from its own resources.

CANADEM has been able to self-fund such recruitment assistance because of its expanding functions. A key expansion started in 2001 with the Canadian government using CANADEM as a rapid deployment mechanism. With Foreign Affairs and CIDA funding, it deploys individuals to countries like Afghanistan, DRC, Haiti, Palestine and Sudan, often embedding them in existing UN or other multilateral missions. CIDA funds CANADEM to be a UN humanitarian stand-by partner. Some UN agencies and non-Canadian governments also fund CANADEM to deploy experts on their behalf. Finally, the Canadian government funds CANADEM to deploy and run its own missions: its largest mission had 200 observers and 150 local staff; its most complex and longest mission has been its Governance Support Office in Afghanistan.

In recent years CANADEM's average annual budget has been CAD 10.2 million, with 85% (CAD 8.67 million) operational flow-through spent on those deployed (their salaries, accommodation, travel, insurance, equipment, etc.).

To further advance CANADEM's goal of strengthening the UN and the international community via enhanced recruitment, CANADEM encourages and facilitates other countries in creating their own rosters. CANADEM believes that inclusive national or regional merit-based rosters are best placed to screen their own nationals. This is both more efficient, and adds a useful competitive aspect. However, all such rosters should be part of a supportive network seeking to advance best-practices by the rosters themselves, as well as by the UN and other end-users, so as to maximize the utility of the rosters.

3) NORDEM

NORDEM, the Norwegian Resource Bank for Democracy and Human Rights, at the University of Oslo, was established in 1993 by the Norwegian Ministry of Foreign Affairs (MFA) in response to the growing need for rapid deployment of civilian personnel. Its main objective is to meet the needs of international organizations for qualified personnel for assignments connected to the development of democracy and respect for human rights. NORDEM has been operated by the Norwegian Centre for Human Rights (NCHR), in collaboration with the Norwegian Refugee Council (NRC) until 1 November 2010. As of 1 November NCHR resumes the administration of NORDEM as the sole operator.

NORDEM is fully funded by the Norwegian MFA. The main provider within the MFA is the Section for Human Rights and Democratization, which finances three positions at the NORDEM secretariat as well as providing core funding for activities. Secondments are financed by various sections within the MFA, depending where in the world and what type of secondment is involved. NORDEM's annual budget is stipulated at between NOK 25 to 30 million, including secondments and core budget. Financing of the three positions at

the NORDEM secretariat comes in addition to the above budget and is also funded by the Section for Human rights and Democratization within the MFA (approx NOK 2.5 million plus overhead).

NORDEM's mandate covers expertise within: human rights monitoring, training and education, election observation and advice, political analysis, investigation of serious breaches of human rights, developement of democratic institutions, legal reform, local administration, minority rights and gender issues. NORDEM does towards the end of each year assess the need for the various categories of expertise, and based on the need, holds one annual recruitment process. However, if there is a lack of a certain group of expertise, NORDEM will perform a targeted recruitment at any given time. After having gone through the recruitment process, NORDEM offers successful candidates two type of trainings. The first is a five day course in "Basic course in Democratization and Human Rights related Field Work". The course is run by highly qualified trainers with a long experience from the UN missions as well as other peacebuilding missions. The course covers subjects such as international human rights law as well as international humanitarian law, human rights monitoring, use and access of information, gender, etc. The course is inter-active and requires active involvement from the participants.

Further, NORDEM offers a three day basic course on election observation. The course focuses on subjects such as election methodology, international and regional election standards, election institutions, the role of LTOs/STOs, electronic voting and systems of representation in transition and post-conflict democracies etc. The course is also inter-active providing for participation in working groups and discussions Based on the candidate's performance on these courses, the candidate is admitted to the roster and forwarded to requesting organisations. NORDEM does also, prior to any deployment, arrange briefings where the political situation in the country of assignment is discussed. NORDEM continues to follow-up the candidate while on mission through regular reporting, field visits and regular meetings with the organization in which NORDEM personnel are seconded to. Finally, all secondees are debriefed and completes a final report and performance evaluation. If the secondment is extended, a performance evaluation is collected prior to any extension.

Most requests for personnel are submitted through the Norwegian Ministry of Foreign Affairs (MFA). Other requests may come from the international organizations themselves, whereupon NORDEM secures funding from the MFA or other sources. NORDEM also plays a proactive role in finding cooperation partners amongst international organizations and in finding funds for secondments. The NORDEM roster lists approximately 260 civilians with expertise within human rights and democratization. The work of NORDEM focuses on four main areas: recruitment, training, reporting and documentation, as well as networking and representation. Since its establishment, NORDEM has seconded approximately 2,000 experts.

At the outset, NORDEM provided more junior staff as well as a higher numbers of personnel on the roster. Today, the number of personnel has decreased to a certain extent as the demand for high-level expertise has increased. However, the number of secondments have, over past five years, been fairly stable providing for between 70 to 90 secondments annually. In addition to the typical human rights/political monitoring in the field, several second-

ments today relate to institution building and advisory roles. This reflects the shift on the ground and the priorities of the international organizations with which NORDEM collaborates. The NORDEM roster includes a wide range of experts ranging from generalists to highly specialised experts such as judges and specialist on e.g. anti-terrorism.

4) NORCAP

NORCAP is funded by the Norwegian Ministry of Foreign Affairs and operated by the Norwegian Refugee Council (NRC). It has become the world's most frequently used emergency standby rosters, since 1991 seconding personnel to more than 6,000 assignments globally. NORCAP consists of approximately 850 women and men ready to deploy to international operations within 72 hours. At any given time, some 120 roster members are on assignment. NORCAP strives to make humanitarian efforts more representative and better adapted to the needs and rights of crisis-affected people. Consequently the emergency roster consists of women and men from Norway, Asia, Africa and the Middle East with a wide range of professional and cultural backgrounds. Their expertise spans from nutrition to engineering and law.

NORCAP's mandate is to:

- 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 UN, in all stages of crisis: 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 UN Security Council Resolutions.

NORCAP personnel are professional and experienced. They are sent all over the world to work with coordination, project management, education, logistics, distribution, shelter, information, protection, child protection and more. NORCAP works strategically on which operations to support and how to support them. In difficult and complicated operations it is important to find personnel who have not only the right professional background, but also the right personal skills. NORCAP puts great emphasis on targeted recruitment, as well as training and capacity building of its members. This ensures that NORCAP always has experts available for assignments.

International civilian observation missions need highly qualified personnel. NORCAP provides this through NOROBS (Norwegian Standby Roster for Civilian Observers), which consists of civilian experts who are deployable for missions requested by the Norwegian Ministry of Foreign Affairs, the UN and other organizations. NORCAP has deployed observers to the Sri Lanka Monitoring Mission (SLMM), the Temporary International Presence in Hebron (TIPH), the European Union Monitoring Mission (EUMM), Nuba Mountains, Nepal and Ache Monitoring Mission, among others. This has provided valu-

able experience in terms of observation and monitoring as a category as well as with Nordic cooperation in this area.

In collaboration with the UN, the Norwegian Ministry of Foreign Affairs and other donors, the Norwegian Refugee Council has developed several international thematic rosters linked to the NORCAP framework.

- GenCap consists of senior gender experts who are deployed as inter-agency advisers working under the Humanitarian/Resident Coordinators to facilitate gender main-streaming in all aspects of humanitarian response.
- ProCap responds to gaps and needs in emergency protection response by deploying senior protection officers to the UN. ProCap provides strategic and operational policy, planning and coordination expertise.
- MSU Standby Team of Mediation Experts deploys world leading expertise on short notice to mediation processes and dialogue in support of UN-led processes and initiatives.
- ACAPS deploys assessment experts to assist the UN and the international humanitarian community in carrying out common multi-sectoral assessments in all types of emergency situations.

5) RedR India

RedR India is a non-profit membership organization that enables members to use their professional skills to help others in a practical way and make a humanitarian contribution. Members of RedR India's registers form a unique body of highly motivated and competent individuals who can be called upon at very short notice to strengthen the response of front-line humanitarian agencies. RedR India is part of the RedR Federation. RedR India's roster was established in 2003.

Members of RedR India are carefully interviewed and selected for their personal and professional qualities. They are then offered high-quality training as preparation, and upon availability undertake short-term assignments (usually between 3 and 12 months) with front-line humanitarian relief agencies. A dedicated register for specific agencies is developed upon request; such a register helps create a sustainable source of quality human resources with minimum investment.

To find the right person for humanitarian agencies RedR India searches its pool of professional humanitarian workers. In addition to engineers and health professionals, humanitarian agencies can recruit coordinators, mid-level and senior managers through the RedR system. RedR recruits for most humanitarian organizations worldwide, including UNICEF, Oxfam, UNHCR, WHO, and Save the Children.

A key operating principle is *people for jobs, and not jobs for people.* RedR offices do not directly employ any personnel to send on aid programmes: rather, they assist the frontline agencies in finding appropriate people from the RedR register of humanitarian and development professionals.

Advantages for humanitarian agencies:

- Find right people in shortest possible time.
- Mount timely response to emergency situation, critical for saving lives.
- Access a large pool of specialist relief and development professionals.
- Access rich experience on recruiting the right people.

The RedR India roster is a complimentary service provided to agencies. There is currently no charge for roster deployments or access.

Apart from its roster services, RedR India provides a wide spectrum of capacity-building and technical support with frontline agencies and their partners, including communities. These services help RedR generate a small surplus which is reinvested into the organization and enables the provision of complimentary roster services. This includes the time of one Roster Coordinator and other support personnel (Director, Administration Officer, Accounts Officer, IT support etc) for the operation, development and maintenance of the roster.

Essentially, RedR India does not have and does not maintain reserve resources and/or funds. An exact quantification of the costs of operating the roster has not been done, as this has not yet been required. However, it costs RedR India approximately USD 20,500 per annum to operate the roster. This amounts to 13.1% of the estimated operational cost of RedR India for the financial year 2010/11 and 3.76% of the overall estimated turnover of the organization for the current financial year.

RedR India placement and recruitment services for humanitarian and development agencies are currently provided for free.

6) RedR UK

The Recruitment Service of RedR UK provides a high-quality international recruitment for leading aid agencies, governments, and private sector companies involved in disaster relief. The recruitment register is made up of over 1,700 highly experienced RedR members ready to respond to emergencies at short notice. RedR UKs Register provides personnel across all areas of the humanitarian sector, specializing mainly in engineering, security, logistics and management.

Peter Guthrie founded the RedR (the Register of Engineers for Disaster Relief) in 1980 after identifying the need for a system for deploying engineers to emergency situations. At that time, it relied mainly on volunteers and conducted a few training events. The first big test came in 1985 when the Ethiopian famine required a significant number of RedR members to work on relief programmes in Ethiopia and across the border in Sudan. RedR still runs the Recruitment Service today, although training is more prominent in the organization's focus.

RedR UK's reputation is based on the quality of the candidates it supplies, and the high level of service. RedR UK has 30 years of experience in recruiting specialist professionals following major emergencies. RedR UK recruits candidates only from its register of assessed members. RedR members have extensive field experience in areas such as emergency shelter,

water, sanitation and hygiene, health and logistics. All members of the register undergo a strict vetting process to ensure they have the right knowledge, skills and competencies to be deployed in an emergency situation.

As part of the assessment, RedR checks professional references and conducts an intensive four-stage panel interview with expertise in the candidate's area of specialization. This covers:

1. Discussion of career history, particularly the nature of previous overseas assignments
2. Assessment of competencies
3. Consideration of managerial skills, from technical supervision to programme management
4. Evaluation of personal qualities, including team-working skills, cross-cultural sensitivity, tolerance, etc.

Some recent examples of the recruitment service in practice:

- Asian tsunami 2004: provided 79 people within three months following the tsunami
- Pakistan earthquake 2005: provided 80 people in the three months following the Earthquake, and had a RedR recruiter in Pakistan assisting with the local recruitment effort.
- Cyclone Nargis, Myanmar (Burma): Within days of the cyclone, RedR UK had 140 members ready to be deployed
- Sichuan earthquake, China 2008: within 48 hours of a request, RedR UK had mobilized a team of health experts to assist with relief efforts.
- Haiti earthquake, 2010: placed skilled professionals as water and sanitation experts, medical coordinators and logistics staff.

The Recruitment Service has an annual budget of GBP 13,890.61 and is managed within the RedR's HR department.

7) ISSAT/DCAF

The International Security Sector Advisory Team (ISSAT) at the Geneva Centre for the Democratic Control of Armed Forces (DCAF) was established in February 2008 as a standing capacity to reinforce the international community's support to security and justice sector reform, mainly in post-conflict and development contexts.

ISSAT acts as a roster of experts comprising security, defence, diplomatic, development, police, justice, public administration and parliamentary personnel. The team has 16 personnel based in Geneva and some 30 other personnel based in their home countries. ISSAT is also able draw capacity from its partner organisations, the African Security Sector Network (ASSN) and the Association for Security Sector Reform Education and Training (ASSET). ISSAT's mandate is to support its members in undertaking assessments, designing programmes, as well as monitoring, review and evaluation in the area of security and justice reform. ISSAT further offers training to support national capacity development in SSR. Its *modus operandi* is that it reinforces and does not replace its member's capacity; when it deploys experts they are integrated into the teams and personnel of its members. It

aims to build its members' capacity and improve the effectiveness of the international community's engagement in SSR, through integrating international good practice throughout its deployments. ISSAT also gathers lessons from its deployments and disseminates these lessons through its online knowledge management system (www.issat.dcaf.ch). ISSAT does not implement programmes: its role is to provide advice and guidance. ISSAT deployments are meant to be short-term, up to a maximum of one month at a time, although it also undertakes on-going coaching, guidance or monitoring mandates.

ISSAT's members currently include 14 bilateral countries, various UN departments and agencies (DPKO, DPA, UNDP), the AU, the European Commission and Council, as well as the OECD secretariat. ISSAT is funded through a pooled funding mechanism that enables it to respond quickly, be flexible and administratively light.

ISSAT does not have a specific budget for its roster as it does not incur any costs of its own. Instead ISSAT uses the roster to complement its staff needs depending on the mandate assigned by the members. When ISSAT needs specific expertise, it requests one of its roster experts to work for the organization, paying them on a mandate and case-by-case basis. ISSAT does not account separately for the costs related to its expert roster, as these are included in its regular project costs

IV. Civilian Capacities within the Non-Governmental Rosters

4.1 Area of Expertise

The rosters' areas of expertise have been classified according to the five priority areas identified in the UN Secretary General's report on Peacebuilding. The data are further categorized under each priority area into key sub-categories (derived from a summary of the data received from all the rosters).

As illustrated in table 1 – 6, the civilian capacities within the NGO rosters cover the whole spectrum of priority areas identified by the UN Secretary General. At the same time, there is also a high degree of specialization. Not surprisingly, many of the rosters are strong in the 'provision of basic services' area, reflecting their origins in the humanitarian and development spheres. However, they also represent a high degree of expertise within the other four areas, i.e. support to basic safety and security, support to political processes, support to restoring core government functions, and support to economic revitalization.

We have also added a sixth category for management, mission support and other cross-cutting functions. The UN system in general and UN peacekeeping operations in particular, have often reported difficulties in finding and recruiting qualified mission support personnel. Interestingly, however, as illustrated in table 6.1, many of the NGO rosters have a wide range of expertise in this specific area.

Table 1. Support to Basic Safety and Security

	Safety and Security	Protection	Security Reform	DDR	Other
AFDEM	– Security officers – Field security	– Child protection officers – Refugee/IDP protection	– Police reform	– DDR officers	
CANADEM	– Site security audits/ assessments, design and implementation & training – VIP protection – Physical security for field missions (NGO & UN) – Design of security and evacuation plans	– Child protection officers – Refugee/IDP protection – SGBV and other gender protection – Field protection – Psycho-social – Election (registration & voting) protection – Environmental protection	– Security sector reform (integrated police, justice and corrections/prisons) & training – National defence reform – Counter-terrorism capacity building – Anti-crime capacity building	– DDR officers	– Unexploded ordnance – Arms control and weapons (small arms and light weapons (SALW), biological, chemical & nuclear weapons) – Border management audit/assessment, capacity development & reform
NORCAP	– Field Security Coordinators	– IDP protection officers – Child protection officers – Field protection – Refugee protection – SGBV		– DDR officers	
NORDEM	– Field security coordinators	– Human rights officers – Protection of human rights	– Police reform – Justice reform – Intelligence reform		– Border management – Anti-trafficking (arms, counter-narcotics, and human trafficking)
RedR India	– Safety and Security Specialists – Retired Peacekeeping Ops officers	– Community-based protection			– Training on personal and team security
RedR UK	– Security experts (NGO and UN): – Security audits – Security assessments – Security officers – Security managers – Training in personal security and safety – Training in first aid and safety				– Mines awareness
ISSAT, DCAF			– Assessment, design, and monitoring of security and justice reform programmes. – SSR and security arrangement advisors – Prison reform – Justice reform – Defence reform – Police reform – Intelligence reform – NSS (national security services) – Security & justice sector governance – Oversight of the security sector – Support to civil society engagement in SSR	– DDR officers	– Integrated border management – Small arms and light weapons (SALW) – Private military and security companies (PMSCs) – SSR capacity building

Table 2. Support to Political Processes

	Political Affairs	Electoral Affairs	Mediation/Negotiation	Monitoring/Observation
AFDEM	– Political officers – Political analysts	– Election management – Electoral monitors – Election observers		
CANADEM	– Political officers – Political analysts – Political party monitors	– Technical assistance to elections (registration & voting) – Election observation/ monitoring – Voter outreach/education/awareness – Electoral commission capacity building	– Negotiation/mediation	– Sanctions monitoring support and observation – Monitoring/observation and reporting
NORCAP	– Political analysis		– Negotiation and mediation	– Observation/reporting – Peace agreement monitoring
NORDEM	– Political officers and advisors – Political analysis	– Election observers, advisors and experts.	– Negotiation and mediation – Early warning, crisis prevention	– Observation and reporting – Peace agreement monitoring
RedR UK		*Some of members are trained election officials and monitors, although this is not seen as a key area for RedR*		
ISSAT/DCAF	– Advice on managing the political process of SSR – Political advice and guidance to political/mediation missions (DPA)		– Advice and guidance on integrating SSR issues into political/mediation missions (DPA)	

Table 3. Support to the Provision of Basic Services

	Health and Nutrition	Humanitarian Coordination	Water, Sanitation and Hygiene	Food Security	Education	Other
AFDEM	– Public health – Nutrition	– Humanitarian affairs officers – Emergency response	– Water and sanitation	– Food security – Livelihoods	– Education in emergencies	
CANADEM	– Nutrition – Public health – Medical/social work experience – Reproductive maternal and child health – HIV/AIDS	– Emergency shelter construction – Civilian-military affairs – Humanitarian affairs officers – Emergency coordinators – Refugee return and reintegration	– Water, sanitation and hygiene	– Livelihoods – Food Security	– Education – Capacity development/reform	– Community services
NORCAP	– Health and nutrition – Public health – Reproductive health – HIV/AIDS	– Humanitarian affairs officers – RRR officers – Refugee tracking and registration – Emergency coordination – Disaster risk reduction – Civil-military coordination – Shelter and construction	– Water and sanitation – Hygiene promotion	– Food security – Livelihoods – Agriculture – Fishery – Forestry	– Education – Teacher training – Higher education – Emergency officers	– Community services
NORDEM	– Medical assistance	– Shelter	– Sanitation	– Food security	– Basic education	– Community services
RedR India	– Nutrition and livelihoods – Medical doctors	– Shelter – Cluster coordinators – Humanitarian operations coordinators	– Water, sanitation and hygiene	– Food security – Livelihoods – Food aid		Training on all the sectors mentioned in this table
RedR UK	– Public health officers – Nutrition	– Cluster coordinators – Disaster preparedness – Shelter & construction	– Water, sanitation and hygiene	– Food security		Training and facilitation in all areas of expertise.

Table 4. Support to Restoring Core Government Functions

	Rule of Law, Justice and Legal Affairs	Public Sector/Governance	Civil Affairs	Other
AFDEM	– Justice/rule of law officers – Legal advice – Transitional justice – Prisons/correctional services		– Civil affairs officers	
CANADEM	– Legislative institutional reform – Legislative drafting – Integrated rule of law (police, justice, corrections) reform and capacity building – Juvenile justice – Creation/rejuvenation of correctional facilities – Policing reform – Civilian oversight – International human rights law – Asylum/status determination and refugee law	– Political reconstruction – Public sector/governance reform (administration, human resources, policy, trade, finance/economics, labour, accountability, core service delivery, etc.) – Parliamentary capacity building – Anti-corruption – Democratization – Settlement & public space planning	– Civil Affairs officers – Civil society development/capacity building	
NORCAP	– Legal affairs and rule of law officers – Penal law – Property issues – International law – Statelessness – Detention and prisons – Legal case work – International human rights law – Asylum/status determination and refugee law.	– Public administration – Government support – Political institution building – Democratization	– Civil affairs officers – Civil society development	
NORDEM	– Rule of law officers – Legal affairs – Trial monitors – Transitional justice – Property rights – Justice sector and legal reform – Anti-corruption – Capacity building of police and local administration – Forensic services – Anti-terrorism and human rights – Constitutional and parliamentary reform and oversight – Legislative drafting and analysis	– Institution building – Government support – Local administration support – Governance	– Democratization officers – Civil society development	– Training and education
ISSAT, DCAF	– Justice sector and legal reform – Capacity building of police and local administration – International humanitarian law – Military legal systems	– Governance – Parliamentary oversight	– Civil society oversight	

Table 5. Support to Economic Revitalization

	Livelihoods and Social Development	Financial Management	Urban and Rural Development	Agriculture, Forestry and Fishery	Other
AFDEM	– Livelihoods	– Financial management		– Agriculture	
CANADEM	– Livelihood development – Income distribution – Resource management – Tourism development and tourism reform capacity building	– Banking and micro-credit – Taxation – Financial /economic analysis, reform, development & monetary/fiscal management	– Urban and rural development – Sub-national development – Social assistance and development – Health and emergency systems development – Infrastructure systems development (airports, transit, bridges, roads, waterways etc.	– Agricultural, forestry and fisheries (coastal and inland)	– Trade and customs – Green and other energy development – Research, science and technology development – Anti-trafficking
NORCAP	– Livelihoods	– Cash and voucher	– Urban planning	– Agriculture, forestry, and fishery	– Anti-trafficking
NORDEM					– Economic and environmental officers – Energy security – Transport security
RedR India	– Livelihoods		– Urban and rural development	– Agriculture and agronomy	– Vocational skills
RedR UK	– Livelihoods	– Financial management	– Urban planning		

Table 6. Cross-cutting, Management, and Support

6.1. Mission Support Functions

	HR	Finance/Admin	Engineering	Transport/Movement Coordination	Logistics, Supply and Procurement	IT and GIS	Medical Services	Camp Management	Other
AFDEM	– HR	– Finance officers – Admin officers	– Civil engineers	– Transport management – Movement and control – Logistics – Warehouse management	– Procurement – Logistics	– GIS – IT Engineers and Technicians – Telecommunications	– Medical support		– Training Services
CANA-DEM	– HR	– Admin. officers – Finance officers – Auditors – Legal officers	– Civil engineers – Mechanical engineers – Electrical engineers	– Transport (air, fleet, etc) management – Movement & control – Warehouse distribution and management – Property management	– Procurement – Logistics	– GIS – Telecommunications – IT Support	– Medical doctors – Nurses – Psychosocial – Paramedics	– Camp Mgt./Coordiantion – Site planning.	
NORCAP	– HR	– Admin officers – Finance officers – Audit and control	– Engineers – Civil engineers	– Air operations – Aviation safety – Fleet management – Port management – Warehouse management – Distribution – Fuel management – Customs management – Property management – Workshop management	– Logistics and supply – Procurement	– IT System admin. – Info. mgt. and techn. – Network – Telecom – Database mgt.	– Medical logistics	– Camp mgt. – Site planning – Camp coord.	
RedR India			– Civil engineers (They constitute the single largest group on the roster)	– Air operations – Aviation safety – Fleet management – Port management – Warehouse management – Distribution – Fuel management – Customs management – Property management – Workshop management	– Logistics				Training on: Engineering in Emergencies; Logistics and Supply Chain Management; Shelter and Settlement Planning Management.
RedR UK	– HR	– Admin officers – Finance officers	– Civil engineers	– Fleet management – Warehouse management – Distribution – Fuel management – Customs management – Property management – Workshop management	– Logistics – Procurement	– GIS – IT engineers and technicians – Telecommunications		– Camp mgt. – Site planning – Camp coord.	Training services

6.2. Management and Cross-cutting Areas

	Leadership and Management	Public Information and Communication	Human Rights	Gender	Planning and Coord.	Monitoring and Evaluation	Physical Infrastructure	Other
AFDEM		– Public information officers	– Human rights officers	– Gender advisors	– Planning and coord. officers	– M&E officers		
CANA-DEM	– Project managers – Programme managers – Team leaders – Line managers – Snr management – DSRSGs	– Media/public information officers – Training/knowledge transfer – Communication – Information management.	– Human rights officers – Minority rights	– Gender advisors		– M&E officers	– Transport – Building, settlement – Electrical / energy – Roads and bridges	
NORCAP	– Project managers – Team leaders – Leadership – Project planning – Mgt. support	– Public information officers – Liaison and information collection – Media advice – Advocacy – Journalism	– Human rights monitoring/ observation – Human rights promotion and advocacy/ officers	– Gender mainstreaming/ advisors	– Coord. officers – Cluster coord.	– M&E officers – Reporting officers – Assessment	– Building, settlement – Electrical – Roads and bridges	– Cultural heritage – Climate change adapt.
NORDEM	– Programme-managers and coord. – Heads of mission – Deputy heads of mission – Heads of depart. and units	– Journalism – Media officers	– Human rights monitoring/ observation – Human rights work/officers	– Minority rights and gender advisors		– M&E officers – Reporting officers		– Vet. services
RedR India	– Project managers – Programme managers			– Gender specialists		– M&E officers and specialists	– Civil engineers	
RedR UK	– Planning and mgt. – Programme Management – Country directors	– Training/knowledge transfer			– Coord. officers – Cluster coord.		– Building, settlement – Electrical – Roads and bridges	
ISSAT, DCAF	– Management of security and justice institutions		– Human rights issues/officers related to security and justice reform	– Gender issues/ advisors related to security and justice reform	M&E officers related to security and justice reform			

4.2 Number of Personnel on Roster

The below data illustrates the approximate number of personnel on the NGO rosters. The number of personnel on the roster at any given time depends on the operating model of the roster. Some rosters, such as CANADEM, use a combination of just in time and pre-selected methodologies, while some of the other rosters only maintain pre-selected and trained personnel. The number of personnel on the roster is not an indication of the capacity of the roster. One also needs to look at the number of personnel deployed by, or through, the roster to get an overall sense of its capacity.

Table 7. Number of Personnel on Roster

	2009 a) Total b) Male/Female	2008 a) Total b) Male/Female	2007 a) Total b) Male/Female
AFDEM	a) 705[a] b) 393 (m)/312 (f)		
CANADEM	a) 12,137 b) 7,929 (m)/4,208 (f)	a) 10,429 b) 6,757 (m)/3,672 (f)	a) 9,371 b) 6,046 (m)/3,325 (f)
NORCAP	a) 850[b] b) 510 (m)/340 (f)	a) 850 b) 510 (m)/340 (f)	a) 850 b) 510 (m)/340 (f)
NORDEM	a) 321 b) 165 (m)/156 (f)	a) 260[c] b) 130 (m)/130 (f)	a) 260 b) 130 (m)/130 (f)
RedR India	a) 180 b) 138 (m)/42 (f)	a) 145 b) 117 (m)/28 (f)	a) 125 b) 105 (m)/20 (f)
RedR UK	a) 1,629 b) 1,373 (m)/256 (f)[d]	a) 1,602	a) 1,575
ISSAT, DCAF	a) 48 b) 31 (m)/17 (f)	48 31 (m)/17 (f)	Roster not yet established
Total	a) 15,870 b) 10,539 (m)/5,331 (f)		

a.   Please note that the figure is from 2010, due to unavailability of data from 2007 to 2009.

b.   Generally stable over the three years 2007 to 2009. However, NORCAP is, slightly increasing the number in 2010 and onwards to accommodate three recent UN partners: UNIFEM, FAO and UN HABITAT. The gender balance is 50% in the Norwegian segment of the roster, but in the Global South contingent, the proportion of women is lower. It is a core area of NORCAPs recruitment to strengthen the representation of women from the Global South by 30% in 2010.

c.   The figures for 2007 and 2008 have been approximated for the sake of figure 1.

d.   Figures on women in 2007, 2008, and 2009 could not be provided. However, in 2010, there were 256 females on the roster.

Figure 1. Total Number of Personnel on NGO Rosters

Total number of personnel
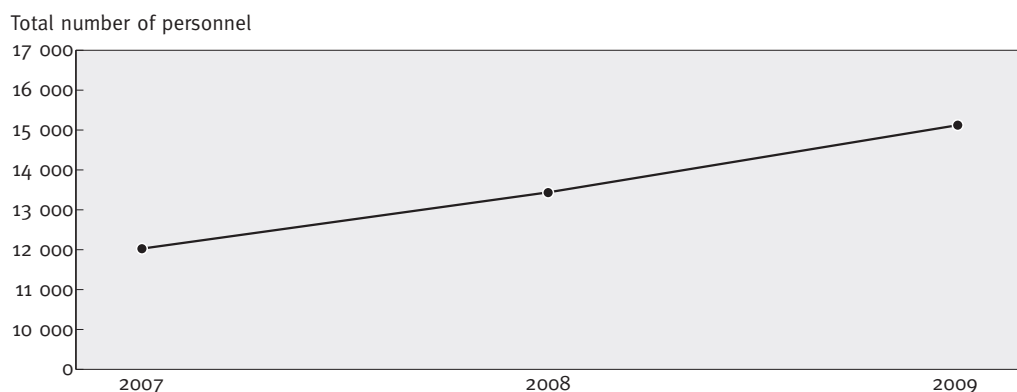
Figure 1 shows the overall increment in the number of personnel across the non-governmental civilian rosters from 2007 to 2009. The data have been generated from figures provided by CANADEM, NORCAP, NORDEM, RedR India, RedR UK and ISSAT.[20]

The slight increase of personnel over the period 2007-2009 is largely related to the growth and scope of the CANADEM roster. Most of the other rosters have settled into a more or less stable pattern, reflecting the level of funding their donors are willing to invest in civilian deployments over this period.

Figure 2. Male and Female Capacities on the NGO Rosters[21]
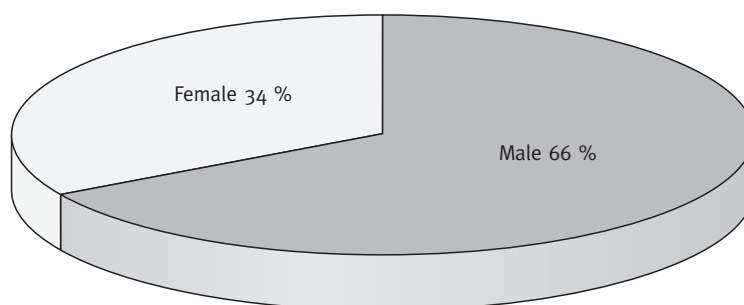
As illustrated in figure 2, around ⅔rd of the total number of roster personnel are men. However, as table 7 also illuminates, the gender ratio diverges between the rosters, and some of the rosters have successfully maintained a good gender balance (i.e. NORDEM and AFDEM). According to both NORDEM and NORCAP, it is, however, more difficult to retain women than men on their rosters, as many women resign to take up fixed employments once they start a family. This is usually related to their need for a more stable and

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20. AFDEM is not included here as they did not provide data for 2007 to 2009. Note also that ISSAT, DCAF was not established until 2008
21. The total figures used for this graph are 15,870 (10,539 (m)/5,331 (f)). The graph is based on 2009 figures, except for AFDEM and RedR UK, where 2010 figures were used.

secure work situation. Some of them, however, do return to the rosters later in their careers. This is likely to be a phenomenon affecting all rosters serving international deployments. Overall, there is nonetheless a need to recruit more women on the rosters, especially from the Global South, and some of the NGO rosters have indicated their intentions to strengthen their representation of women.

4.3 Diversity of Personnel[22]

In this section we make an attempt to show the regional diversity represented by the NGO roster sector. It is interesting to note that while there is an over concentration of rosters in the North, with only AFDEM and RedR India in the Global South, many of the rosters in the North have people on their rosters who are originally from the Global South. NORCAP in particular, have developed separate sub-rosters for their personnel from Africa, Asia and the Middle-East. The figures in the table do, however, not necessary reflect the whole picture, both in terms of actual numbers and area of origin, as many of the personnel on the rosters have dual citizenships.

Table 8. Diversity of Personnel

Roster	Asia	Africa	Europe	North America	South America	Oceania	Total
AFDEM		705[a]					705
CANADEM[b]	680	862	1,176	10,709	133	114	13,674
NORCAP[c]	77	113	366	8	0	0	564
NORDEM[d]	2	3	352	3	1		361
RedR India	166	3	6	2	0	3	180
RedR UK	74	81	1,422	59	3	31	1,670
ISSAT, DCAF[e]	4	19	29	12	2	0	66
Total	1,003	1,786	3,351	10,793	139	148	17,220

a.   East Africa 20%, North Africa 5%, Central Africa 10%, West Africa 27%, Southern Africa 36%, and Other 2%
b.   The total number (13,674) is higher than the actual number of personnel on the roster as some members hold dual citizenship.
c.   NORCAP requires persons on its roster to have residency in Norway. The figures reflect the citizenship of those on the roster. The number appears to be lower than in previous years (table 7) as NORCAP has recently removed all inactive members from its roster. However, recruitment is ongoing and is estimated to reach 850 personnel in 2010.
d.   NORDEM has up until now required persons on its roster to have residency in Norway. Due to an increasing demand for certain categories of personnel, NORDEM is in the process of altering this requirement.
e.   The list of nationalities includes ISSAT permanent staff who also deploy to missions with roster experts. Some also have dual citizenship.

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22.   Nationalities of roster personnel are available upon request. Note that these figures reflect the current (2010) status of the rosters, and do therefore not necessarily correspond with the numbers provided under section 4.2. Moreover, some figures are higher than the actual number of personnel on the roster due to dual nationalities.

4.4 Deployments

### 4.4.1 Number of Deployments

The below table reflects the number of deployments of personnel from the rosters in the period 2007 to 2009. Figure 3 further illustrates the rosters proportional deployments in 2009. A number of factors, however, need to be taken into consideration to get a better understanding of how these numbers reflect the capacity of a given roster. This includes the number of personnel on the roster, the number of deployments, the operational model, the funding, etc. This table, as with the others, should thus not be read as a value comparison, but rather as a set of data that assist us in better understanding another facet of the capacity of the roster.

Table 9. Number of Deployments

Roster	2009	2008	2007	Total
AFDEM				115[a]
CANADEM	73	59	139	271[b]
NORCAP	425[c]	425	425	1,275
NORDEM	66	96	84	246
RedR India	69	60	39	165
RedR UK	3	16	12	31
ISSAT, DCAF	39	23		62
Total	675	679	699	2,047

a. Total number of persons deployed by AFDEM between 2007 and 2009.
b. In addition to these actual deployments, CANADEM facilitates the deployment of approximately 240 annually to UN and other missions.
c. NORCAP provided an estimate of 400-450 per year (deployments over the last three years have been quite stable in number). For the purpose of the graph, we have operated with 425.

Figure 3. Number of Deployments in 2009
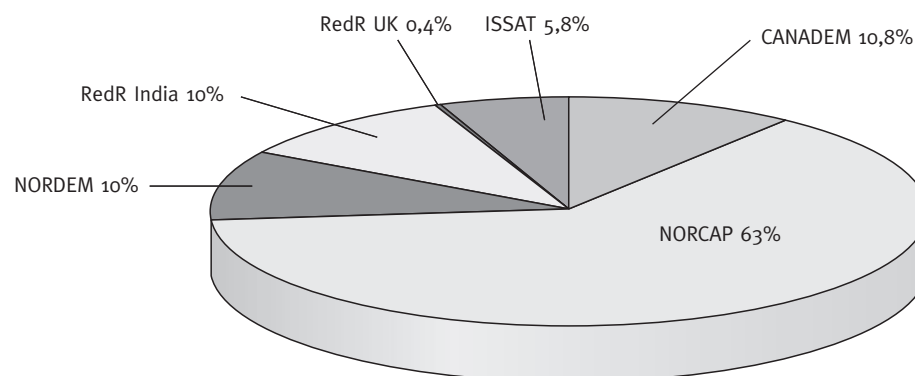
4.4.2 Recruitment Process

The below table illustrates another facet of roster diversity, namely the different operational models that influence how these rosters function. For instance, some of the rosters recruit and deploy personnel in their own right, others nominate personnel, for instance to an UN agency that subsequently recruits and deploys the personnel, and others do both. Thus, in the previous table (table 9), the number of people deployed from AFDEM and RedR refers to people nominated and subsequently successfully recruited by another agency. However, for NORCAP, NORDEM and CANADEM, the number of people deployed reflects people they have directly deployed themselves. For the latter group these deployments are based on the funding they receive by their governments for this purpose, and as a result they can offer some of the personnel to UN agencies without any cost to the agency themselves. In contrast, AFDEM and RedR have to compete with others in the marketplace to get their personnel hired. One needs to take these differences into account to understand the complexity reflected in the various tables and figures in this report.

Table 10. Recruitment Process

	Recruitment form *(direct deployment vs. nomination of people for deployment)*
AFDEM	Screens, nominates and/or recruits on demand.
CANADEM	Recruits, screens, and nominates candidates for direct hire with the UN and other international agencies, or contracts and deploys experts through a CANADEM project, e.g. for UN Cluster Leads, other UN missions and to UN mission partners (Oxfam, Care, IRC, etc.)[a]
NORCAP	Recruits, trains, nominates and contracts personnel. Strong emphasis on brief and debrief of personnel before and after missions.
NORDEM	Recruits, trains, nominates, contracts and deploys personnel.
RedR India	Traditionally, the roster nominates a candidate, who is then contracted directly by the receiving agency. Recently, however, RedR India has increasingly been contracting and deploying candidates directly.
RedR UK	Responds to recruitment requests of other organizations, provides CVs of members, who will then be contracted by the agency.
ISSAT, DCAF	ISSAT deploys personnel and teams based on requests from its members. All roster personnel based in Geneva (16 persons) are employed on a full-time basis; the remainder have draw-down contracts with the organization.[b]

a.   If the candidate is for a CANADEM project, once a candidate has been selected, contracting and deployment is carried out by the CANADEM Deployment Div.

b.   ISSAT also has draw-down contracts with other organizations such as the African Security Sector Network (ASSN). This allows for quick deployments, as all administrative issues have been agreed beforehand.

4.4.3 Contract Length

Most rosters found the exercise of generating average contract lengths artificial, because the contract length varies depending on the type of deployment, whether short-term (as with election monitoring), or longer-term. The data generated here represent an approximate figure based on the total number of deployments. Most of the NGO rosters do both short-term (days or a few weeks) and longer-term deployments (several months). AFDEM, CANADEM and NORDEM deploy election monitors, and the relative size of these missions, including their short-term nature, can easily distort the overall picture.

Table 11. Average Contract Length

	CANADEM	NORCAP	NORDEM	RedR India	RedR UK	ISSAT, DCAF
Average contract length	105 days for UN missions 192 days for other missions	180 days	183 days	20 days	270 days[a]	12 days

a.   RedR UK provided an estimate of between six to twelve months, without specifying any average time. Minimum contract period is two weeks, but the maximum is more difficult to distinguish, as contracts are often extended. For the purpose of the graph, we have used nine months as the average.

Figure 4. Average Contract Length

Average contract length (days)
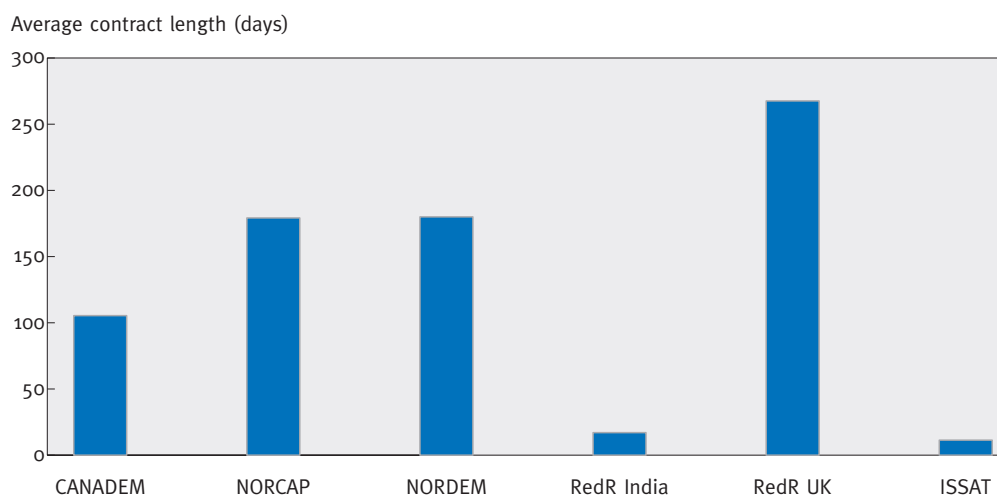
4.4.4 Percentage of Deployments Processed as Urgent

One of the issues that have attracted a lot of attention in the literature is the need for rapid deployments. Table 12 illustrates the percentage of deployments that NGO rosters have to process as urgent, and thus have to deploy on short notice and in the shortest time possible. Most of the rosters report that they are often approached with urgent requests. Although they are able to process and generate the candidates on short notice, the actual deployments usually take much longer than the original 'urgent' request indicated. This is due to a range of factors beyond the control of the rosters, including clearances from the receiving country, security and other considerations in the mission, internal approval processes in the host agency, etc.

Table 12. Percentage of Deployments Processed as Urgent

	CANADEM	NORCAP	NORDEM	RedR India	RedR UK	ISSAT, DCAF
Percentage of rapid deployments	17.2%[a]	95%	2%	39.5%[b]	60%	8%

a.   From 2007 to 2009, 46 out of 268
b.   81 out of a total of 205 deployments since its inception in 2003; Rapid here is understood as 48-72 hours from request to member being deployed on the field/reporting. Most deployments, probably around 80-90%, are requested and done on an urgent basis.

Figure 5. Rapid Deployments
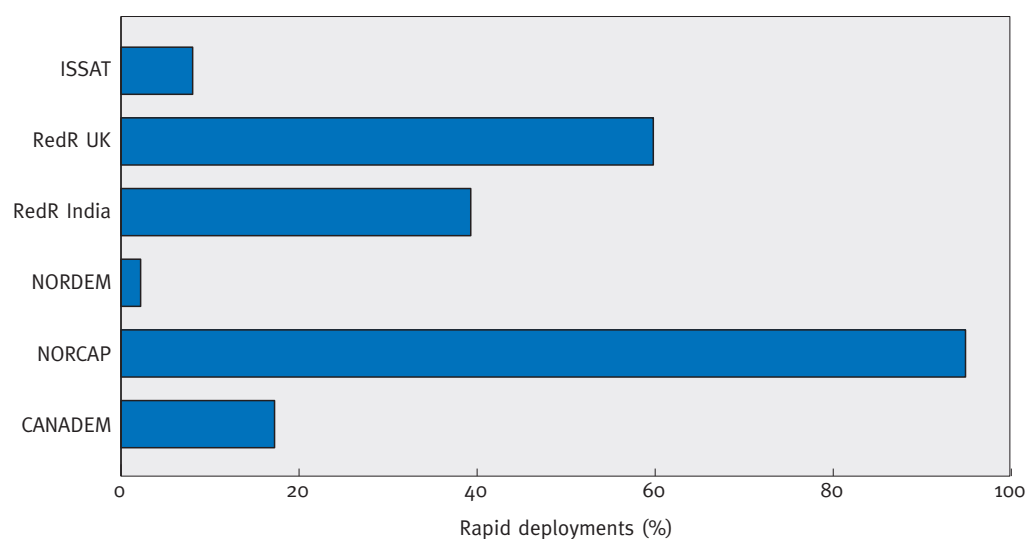
4.5 Countries of Deployment

This table reflects countries where civilian personnel on NGO rosters have been deployed. As one would have expected, most of the personnel on the NGO rosters are being deployed to countries that are affected by conflict, emerging out of conflict, or countries that have been affected by natural disasters. In many of these countries the UN deploys peacekeeping and special political missions.

Table 13. Countries of Deployment

	2009	2008	2007
AFDEM[a]	Somalia Sudan	DRC	
CANADEM	Afghanistan (19) Bolivia Canada Chad DRC (2) Haiti (5) Honduras Kyrgyz Republic (5) Lebanon (2) Madagascar (2) Mozambique (2) Myanmar Namibia (3) oPt (11) Pakistan (2) Somalia/Kenya Sri Lanka Sudan (5) Thailand Ukraine (6) United States Yemen (2) Zimbabwe	Afghanistan (12) Azerbaijan (2) Belarus (9) Bolivia Burundi Canada Cote D'Ivoire Djibouti DRC Ethiopia Georgia Haiti (3) Kenya (5) Madagascar Namibia (2) oPt (3) Pakistan (4) Somalia/Kenya South Africa Sri Lanka (2) Sudan Thailand/Myanmar Yemen Zambia Zimbabwe (2)	Afghanistan Armenia (8) Ethiopia Georgia (2) Ghana Guyana Haiti (30) Indonesia Kazakhstan (6) Kenya (2) Kyrgyz Republic (3) oPt (5) Pakistan Serbia (6) Sudan (5) Trinidad and Tobago Ukraine (64) United States
NORCAP	Afghanistan (8) Bangladesh (4) Burkina Faso (1) Burundi (1) CAR (6) Chad (7) China (1) Colombia (5) DRC (5) East Timor (1) Ethiopia (14) Fiji (1) France (1) Geneva (1) Guinea (1) Haiti (2) Iraq (12)	Afghanistan (8) Azerbaijan (1) Bangladesh (6) Benin (2) Colombia (1) CAR(9) Chad (4) DRC (6) East Timor (1) Ethiopia (3) Georgia (4) Haiti (1) Indonesia (1) Iran (1) Iraq (10) Ivory Coast (3) Jordan (5)	Afghanistan (1) Bangladesh (1) Benin (2) CAR (5) Chad (3) Colombia (4) DRC (4) East Timor (2) Ethiopia (2) Guatemala (2) Guinea (1) Indonesia (1) Iraq (2) Italy (2) Ivory Coast (3) Jordan (7) Kenya (3)

Table 13. Countries of Deployment (continued)

	2009	2008	2007
NORCAP	Italy (2) Kenya (4) Kosovo (3) Lebanon (5) Macedonia (1) Malaysia (1) Myanmar (14) Namibia (5) Nigeria (1) oPt (63) Pakistan (1) Philippines (6) Sierra Leone (3) Somalia (8) Sri Lanka (14) Sudan (29) Switzerland (2) Syria (12) Tanzania (1) Thailand (1) Uganda (2) Yemen (8) Zimbabwe (5)	Kenya (9) Kosovo (6) Lebanon (3) Liberia (4) Myanmar (8) Nepal (4) North-Korea (3) oPt (60) Pakistan (1) Philippines (1) Sierra Leone (2) Somalia (9) South Africa (2) Sri Lanka (42) Sudan (31) Switzerland (2) Syria (28) Tanzania (1) Thailand (2) Uganda (2) Yemen (4) West Balkans (1)	Lebanon (9) Liberia (8) Nepal (16) Nigeria (1) oPt (44) Pakistan (4) Somalia (4) Sri Lanka (43) Sudan (21) Switzerland (4) Syria (10) Tadzhikistan (1) Tanzania (1) Thailand (3) Uganda (2) Yemen (1) Zimbabwe (1)
NORDEM	Afghanistan (1) Albania (3) Austria (1) Bolivia (5) DRC (8) Ecuador (4) Kazakhstan (1) Kirgizstan (5) Kosovo (13) Lebanon (3) Macedonia (4) Malawi (3) Moldavia (4) Montenegro (2) Mozambique (3) Netherlands (2) Sudan (1) Switzerland (1) Tajikistan (2)	Angola (3) Armenia (6) Austria (3) Azerbaijan (8) Bangladesh (6) Belarus (6) BiH (2) Cambodia (6) Georgia (7) Ghana (8) Kosovo (5) Macedonia (5) Moldavia (1) Montenegro (2) Nepal (10) Netherlands (1) Pakistan (4) Poland (1) Rwanda (4) Serbia (3) Tajikistan (1) Zambia (1) Zimbabwe (2) West Balkans (1)	Armenia (3) Austria (3) Azerbaijan (1) BiH (4) Colombia (2) East Timor (2) Georgia (6) Guatemala (2) Indonesia (2) Kazakhstan (6) Kenya (6) Kirgizstan (3) Kosovo (5) Moldavia (2) Montenegro (1) Netherlands (2) Nigeria (4) Serbia (6) Sierra Leone (5) Tajikistan (2) Ukraine (5) Uzbekistan (1) West Balkans (11)
RedR India[b]	Bangladesh India Malaysia Myanmar Thailand	Bangladesh India Myanmar Thailand	Bangladesh Maldives India Sri Lanka

Table 13. Countries of Deployment (continued)

	2009	2008	2007
RedR UK[c]	Afghanistan Bangladesh Chad China DRC Liberia Pakistan Sri Lanka UK-based posts Yemen Zimbabwe		
ISSAT, DCAF[d]	Burundi CAR East Timor El Salvador Guinea Bissau Kosovo Nepal Sudan *ISSAT has also been deployed to ISSAT member countries and multilateral HQs for briefings and training activities.*	Bolivia CAR DRC Guinea Guinea Bissau Philippines Sudan	ISSAT Roster only established in 2008.

a.   Data on the number of personnel per receiving country not available.

b.   Ibid

c.   Data on the number of personnel deployed per receiving country and figures from 2007 and 2007 not available.

d.   Data on the number of personnel deployed per receiving country not available.

4.6 Existing Partnerships

This section provides an overview of the deployments of NGO roster personnel to UN agencies, UN missions, and non-UN entities over the three- year period 2007 to 2009. Tables 14 and 15 seek to illustrate the depth of the existing relationships between NGO rosters, the UN and other agencies, and further shed light on how the agencies are making use of the civilian capacity within in the NGO roster sector.

The data reveals that various UN agencies and other international and regional organizations are already tapping into the civilian resources represented by these rosters. Moreover, most of these rosters have an established relationship with the humanitarian and development community. At present, however, most civilian capacities in the fields of peacemaking and peacebuilding are contributed via the UN agencies, funds and programmes, and not through the UN Secretariat via the Department of Field Services (DFS) to UN peacekeeping and special political missions, although there are a few exceptions.

4.6.1 Deployments to UN Agencies and UN Missions

Table 14. Deployments to UN Agencies and UN Missions

	2009	2008	2007
AFDEM[a]	UNAMID	MONUC	
CANADEM	UNDP (5) UNHCR (3) UNICEF (11) UNOCHA (5) UNOPS (1)	MINUSTAH (1) UNHCR (1) UNICEF (19) UNOCHA (5) UNOPS (2)	MINUSTAH (2) UNICEF (2) UNOPS (1)
NORCAP[b]	FAO IOM MONUC OHCHR UNAMA UNDP UNESCO UNFPA UNHABITAT UNHCR UNICEF UNIFEM UNMIK UNOCHA UNRWA WFP WHO	FAO IOM MONUC OHCHR UNAMA UNAMI UNDP UNESCO UNFPA UNHCR UNICEF UNIFEM UNMIK UNMIT UNOCHA UNRWA WFP	IOM MONUC OHCHR UNAMA UNAMI UNDP UNESCO UNFPA UNHCR UNICEF UNMIK UNOCHA UNRWA WFP
NORDEM	MONUC (5) OHCHR (1) UNMIK/KPA (1)	UNMIK/KPA (3)	UNMIK/KPA (3)
RedR India	UNICEF (40)	UNICEF (34)	UNICEF (10)
RedR UK	No deployments to UN agencies during this period, although RedR UK received requests from UNDP, UNICEF and UN Volunteers.		
ISSAT, DCAF[c]	AUHQ (Ethiopia) DPKO (Nepal) DPKO (Senegal) UNDP (CAR) UNOWA (Senegal) UN HQ (NY)	DPA (CAR) DPA (Guinea) DPKO (Burundi) DPKO (DRC) UNDP (CAR)	ISSAT Roster only established in 2008

a.   Data on the number of personnel deployed per agency not available.
b.   Ibid
c.   Ibid

4.6.2 Deployments to Non-UN Entities

Table 15. Deployments to Non-UN Entities

	2009	2008	2007
AFDEM[a]	ACCORD (Election Monitoring Mission in South Africa) AMISOM AU Commission, Addis Ababa EISA (Electoral Institute of Southern Africa) Swedish Rescue Services		
CANADEM	Canadian Governance Support Office (14) CIDA-Forensic Services Assistance Programme (6) EU (5) OSCE/ODIHR (12) USSC (2)	Canadian Governance Support Office(10) CIDA-Forensic Services Assistance Programme(2) EU (4) OSCE/ODIHR (11) USSC (1)	EUPOL AMIS II (5) EU (1) OSCE/ODIHR (84) USSC (5)
NORCAP[b]	DFID ECRE ENEMO EU ODIHR OSSE SLMM TIPH		
NORDEM	Carter Center (1) ENEMO (8) EU (19) EULEX (2) HCNM (2) ICO (1) OSCE/ODIHR (22)	Embassies (3) EU (44) EULEX (2) HCNM (1) OSCE (44)	Council of Europe (2) EU (33) HCNM (2) OAS (4) OSCE (42)
RedR India	ADRA (1) AKDN (1) Benchmark (1) BRAC (2) Dan Church Aid (1) HCC (2) Oxfam GB (4) Oxfam India (15) Oxfam Novib (1) Primove Infrastructure (1)	BRAC (1) Care (3) HCC (1) IFRC (1) NIPDIT (1) Oxfam GB (12) Oxfam India (5) Oxfam Novib (1)	ADRA (1) AKDN (1) Care (2) Focus (2) Oxfam GB (19) Oxfam India (3) Plan Intl (1)
RedR UK[c]	CAFOD CORD Save the Children UK	Mercy Corps Merlin Crown Agents Foreign and Commonwealth Office	Action for Children in Conflict British Red Cross Cordaid DAI Mission Aviation Fellowship International (MAF) Mott MacDonald Ltd Plan International

Table 15. Deployments to Non-UN Entities (continued)

	2009	2008	2007
ISSAT, DCAF[d]	AU (Ethiopia) ECOWAS (Nigeria) EU (Central African Republic)	OECD (Central African Republic, Guinea Bissau, and Bolivia)	Roster not yet established

a.   Data on the number of personnel deployed per organization and data from 2007 and 2008 not available.
b.   No data on the number of persons per organization. There are further no data for 2007 and 2008, but NORCAP has reported a stable pattern over this period.
c.   Data on the number of personnel deployed per organization not available.
d.   Ibid

4.6.3 National, Regional, and/or International Coordination Mechanisms

This final section looks at existing inter-linkages between the NGO rosters and national, regional and international coordination mechanisms. This could for instance be within the roster and recruitment community, with the training community, professional associations, or other relevant networks.

1) AFDEM

AFDEM seeks to raise professional standards in mobilizing, screening, training and deploying civilian experts for peace support operations through international networking, conferences, workshops, research and collaboration with international partners. AFDEM is part of the Norwegian-funded Training for Peace programme, where it provides rostering services to the other research and training partners, as well as rostering advice and support to the AU and regional standby arrangements in the African Standby Force context. In this regard AFDEM works closely with the AU to support the development of a civilian roster that can serve its mediation support, election monitoring, peace support and post-conflict reconstruction needs. AFDEM is also a member of the African Peace Support Trainer's Association (APSTA). In September 2010, AFDEM, together with several other organizations, decided to establish a loose working group, the African Civilian Capacity (AFCAP). The purpose and objectives of AFCAP include providing and maintaining an electronic information hub on African Civilian Capacities which will be utilized by UN, AU, RECs and other stakeholders.

2) CANADEM

CANADEM is not currently participating in any national, regional, or international coordination mechanisms. Like the NRC, DRC, and some seven other agencies, CANADEM is funded by CIDA to assist humanitarian cluster leads by providing short-term personnel during rapid-onset humanitarian emergencies, such as the January 2010 earthquake in Haiti, and is very active with OCHA and UNICEF in annual and ad hoc sessions to refine those stand-by arrangements.

3) NORDEM

On the international level NORDEM regularly attends meetings held by the roster community like CivCap/Zif, the training and recruitment seminar held annually by the OSCE, and the EU meeting on Crisis Management. It also attends meetings in support of the UN, the ODIHR annual meeting on Human Dimension, and the EU Focal Point meeting on elections. The latter meeting has been found particularly constructive and informative. The agenda and follow-up issues are clear and concise, and the atmosphere is informal and participatory. Further, NORDEM is also part of the European Group of Trainers.

On the regional level NORDEM participates in the Nordic meeting on harmonization and cooperation of support to international missions (following up on the Stoltenberg Report), and is a member the Nordic Network on Training and Rostering. In relation to the Joint Monitoring Teams (MONUC/MONUSCO), NORDEM has cooperation with the Swedish Folke Bernadotte Academy and maintains a close dialogue also as regards training events. NORDEM also cooperates with CCM on training.

On the national level, there is no coordination mechanism. NORDEM has collaborated with the NRC, including exchange of information. In relation to the Rule of Law Roster administered by the Norwegian Ministry of Justice (MoJ), NORDEM has responsibility for their pre-deployment training courses and maintains regular contact with the MoJ and the Police Directorate (the latter is responsible for police deployments).

4) NORCAP

The Nordic Network on Training and Rostering is a new initiative, following up on the Stoltenberg Report on Nordic Collaboration. This mechanism is intended to be very 'hands on' and informal, and is seen as potentially very useful. NORCAP also participates in the ZIF (thematic) networking workshops, which are good for getting ideas, meeting people, and learning from others.

Other activities include the UNICEF, UNHCR and WFP annual consultations, which NORCAP finds useful for the partnerships that they have with these organizations. NORCAP seeks to bridge lessons learned from the 'humanitarian world' back to the 'peacebuilding/peacekeeping' and vice versa.

NORCAP is a member of the IPSI network. It is to serve as co-facilitator of the rostering and recruitment technical working group, but this has yet to begin.

NOREPS is a partnership involving the Norwegian Ministry of Foreign Affairs, the Directorate for Civil Protection and Emergency Planning, the Norwegian Red Cross, major Norwegian NGOs and selected Norwegian suppliers of relief goods. It responds to international emergency needs through a combination of standby personnel, ready-to-deploy stocks of relief goods and life-saving equipment, and excellent logistics. NORCAP is responsible for the personnel component of NOREPS, and participates actively in relevant meetings.

Additionally, NORCAP has participated in other ad hoc meetings, like the Africa Experts Workshop and UN civilian capacities review, finding these useful, with clear objectives and tangible outcomes.

NORCAP is also represented in several other Inter Agency Steering Committee mechanisms, and other thematic working groups on rostering and recruitment under this umbrella.

5) RedR India

RedR India is part of most national coordination mechanisms on disasters and emergencies that exist and operate in India. Globally RedR is also represented in the Cluster forums. The forums on humanitarian action, capacity building, emergency coordination and standards have been found especially useful in terms of RedR's mandate.

6) RedR UK

RedR UK participates in 'People in Aid' in terms of networking and meeting HR professionals in the sectors to which RedR UK can promote its Recruitment Service. RedR UK is a member of the Global WASH, Shelter, and Child Protection Clusters, and at a national level, where it conducts training, RedR coordinates its activities with the relevant National Cluster Bodies.

7) ISSAT/DCAF

ISSAT is itself a form of coordination mechanism, at least amongst its members. All requests for assistance are to be accompanied by a one-page 'project summary'. This form is then distributed 'for information' to all ISSAT members and focal-points. At a basic level, this facilitates sharing of information that previously may not have been shared; however on some occasions it has also led to requests from other members to participate in a particular mission, etc. The outcomes of most missions are shared with the members, although such information may be withheld if politically sensitive and at the request of the mandator. All feedback on ISSAT deployments is available to ISSAT members and their focal-points, through the online system. Reviews of ISSAT support are also presented at Governing Board meetings, which provide an opportunity for members to plan and coordinate along with providing oversight of ISSAT. The goal of all activities is full transparency, and to be a learning organization.

V. Conclusions

This study presents a brief overview of the civilian capacity that resides in the NGO roster community. There are more governmental civilian rosters than there are NGO rosters[23], and this study thus represents only a portion of the total civilian capacity available through rosters. However, this study shows that the civilian personnel available through these rosters, as well as the number of individuals actually deployed, represents a significant capacity.

Most rosters, whether government or non-governmental, are in the North. The only functioning rosters in the South are AFDEM and RedR India, and both are NGO rosters. This reflects the reality that few governments in the South are likely to make the kind of investments in civilian rosters made by some governments in the North. Future roster development in the South is likely to take place within the NGO sector, or in the context of regional and sub-regional cooperation, as illustrated by the establishment of a civilian roster by the AU and the regional mechanisms in the context of the African Standby Force.[24]

As section 4.3 indicates, many of the rosters, despite being located in the North, nevertheless have a significant number of candidates with Southern backgrounds. AFDEM was initially established through CANADEM, NORCAP and NORDEM, and currently both NORCAP and the German Peace Operations Centre (ZIF) work closely with and support AFDEM. There is thus scope for similar future cooperation among rosters from the North and new emerging rosters in the South. It is also interesting to note, as indicated in the introduction, that although the North appears to have a more systematic approach to developing civilian capacity for international peace operations, UN peacekeeping operations seem to have no shortage of personnel from the South. Some 60% of the UN's international civilian personnel come from the global South, and this percentage will be much higher if national staff were added.

This report also reveals, especially in section 4.6, the degree to which various UN agencies and other international and regional organizations are already tapping into the civilian resources represented by these rosters. It is clear from this data that most of these rosters have an established relationship with the humanitarian and development community. Interestingly, the study further found that these rosters already reflect a significant civilian capacity for peacemaking, peacekeeping and peacebuilding purposes. However, most civilian capaci-

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23. A list of governmental rosters would include rosters such as the Australian Civilian Corps (ACC), the Canadian Stabilization and Reconstruction Task Force (START), the Finnish Civilian Crisis Management Centre (CMC Finland), the German Peace Operations Centre (ZIF), the Folke Bernadotte Academy (FBA) in Sweden, the Swiss Expert Pool for Civilian Peacebuilding, the United Kingdom's Stabilization Unit, and the United States' Civilian Reserve Pool managed by the Office of the Coordinator for Reconstruction and Stabilization (S/CRS).
24. Cedric de Coning & Yvonne Kasumba (eds.). *The Civilian Dimension of the African Standby Force.* Durban: African Union & ACCORD, 2010.

ties in the fields of peacemaking and peacebuilding are contributed via the UN agencies, funds and programmes, and not through the UN Secretariat via the Department of Field Services (DFS) to UN peacekeeping and special political missions, although there are a few exceptions. There is scope for the DFS to explore how it can improve its relationship and linkages with the NGO roster community to support its recruitment needs, especially in those specialized categories where it experiences supply-side gaps.

The two factors highlighted in the previous paragraph – the number of persons from the South on the existing rosters, and the number of persons from the South who negotiate their way through the recruitment system despite most rosters, and other systematic efforts at generating civilian capacity, being in the North – suggest that neither the member states, nor DFS, need to fear that increased cooperation with rosters in general will automatically imply an advantage to candidates from the North. The DFS should be able to manage such relationships within the parameters of its policies, including on geographic representation, without it negatively affecting the overall profile of the civilian personnel in UN peacekeeping operations.

This report, and related studies,[25] indicates that there is scope for a closer relationship between those responsible for training, rostering and recruitment. These communities can improve the degree to which they are relevant to each other, and in so doing, improve over-all system coherence. The training community can improve the degree to which their training courses equip persons with the skills needed by the UN, as well as ensure that the people they train fit the profile of the personnel needed by the UN. The rosters can strengthen their linkages with the training community, and use them as a base for recruitment into the rosters, as well as using the training courses to further improve the qualifications and prepared-ness of the personnel on the rosters. The rosters can also, in consultation with the various end-users in the UN system, better anticipate how the needs of the UN system are devel-oping, especially in those categories where the UN has experienced shortfalls. Moreover, the UN can improve their linkages with the training and rostering community; by for instance providing better information about the changing needs of the UN system, and where they are experiencing shortfalls. By working together they can find ways of addressing the policy parameters set for the UN Secretariat by the member states. Since many of the training cen-tres and rosters are owned by or linked with the member states, they can also assist in ensur-ing that the ones representing their member states at the UN are informed of the civilian capacities available within the system – at their own national level, at regional levels (for instance in the context of the African Standby Force), and in the context of the NGO ros-ters. All of these are, at least partly, funded by the same UN member states.

Overall, this study has found that NGO rosters represent a significant reservoir of civilian capacity, and recommends that improved linkages among NGO rosters, governmental ros-ters, the training community and those responsible for recruitment in the UN system could result in a far more effective utilization of the available civilian capacity. Better cooperation among the training and rostering community, and those in the UN responsible for recruit-ing and managing personnel, should also result in future civilian capacity development ini-tiatives being directed more effectively to address the needs of the UN system.

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25.   Cedric de Coning. *Civilian Capacity in United Nations Peacekeeping and Peacebuilding Missions*. NUPI Policy Brief 4/ 2010. Oslo: Norwegian Institute of International Affairs, 2010.

Annex: Questionnaire

Roster Overview

Please provide an overview of the roster in a paragraph not exceeding 600 words. Please include the name of the roster, the way in which the roster is funded and its annual budget. Please state the purpose of the roster and provide a short history of the development of the roster (when it was established, major milestones and developments, etc.) Note that this paragraph will be used in the report as an overview and introduction to each roster.

Scope

2.1 Which areas of expertise does your roster cover? Please list the areas with as much detail as possible under the following five priority areas identified in the UN Secretary- General's peacebuilding report:
   (1) support to basic safety and security,
   (2) support to political processes,
   (3) support to the provision of basic services,
   (4) support to restoring core government functions,
   (5) support to economic revitalization.
   (6) Other (please list other areas that you feel are relevant, but do not fit neatly into any of the other five categories)
2.2 How many people have you had on the roster in 2009, 2008 & 2007?
2.3 What nationalities do you have on the roster? And how many people per nationality?
2.4 How many women have you had on the roster in 2009, 2008 & 2007?

Deployments

3.1 How does your roster work, e.g. does it contract & deploy people, or does your roster only nominate people for deployment?
3.2 How many deployments have you had in 2009, 2008 and 2007?
3.3 What has been the average time period (contract length) for your deployments?
3.4 Please list the main countries/emergencies to which people from your roster have deployed in 2009, 2008 & 2007.
3.5 What is the average deployment time from initial request to staff on the ground?
3.6 What percentage of your deployments are requested as rapid deployments?

Relationships

4.1 Please list all deployments to the UN in 2009, 2008 & 2007. Please break down per UN entity/agency.
4.2 Please mention other organizations where you have deployed people from your roster. Please break down the main deployments per organization in 2009, 2008 & 2007.
4.3 What kind of national, regional or international coordination mechanisms do you participate in, and which ones do you find the most useful? Why?