

A group of people are silhouetted against a bright, hazy sky at dusk or dawn. They are standing in a field of tall grass, some holding hands or objects, suggesting a community activity or a moment of solidarity. The overall mood is one of hope and resilience.

# **CIVILIAN CAPACITIES IN THE AFTERMATH OF CONFLICT:**

Towards strengthened partnerships  
with African member states

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A report on the proceedings of the Africa Regional Consultation on Strengthening Partnerships for Civilian Capacities in the Aftermath of Conflict, held in Pretoria, South Africa from 19–20 July 2012, hosted by the Government of South Africa in collaboration with the United Nations and the African Union, facilitated by the African Centre for the Constructive Resolution of Disputes.



## **ACCORD**

The African Centre for the Constructive Resolution of Disputes (ACCORD) is a non-governmental organisation working throughout Africa to bring creative solutions to the challenges posed by conflict on the continent. ACCORD's primary aim is to influence political developments by bringing conflict resolution, dialogue and institutional development to the forefront as alternatives to armed violence and protracted conflict.

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## Acronyms and abbreviations

ACCORD	African Centre for the Constructive Resolution of Disputes
APCP	African Peacebuilding Coordination Programme
ASI	African Solidarity Initiative
AU	African Union
AU-PCRDR	African Union post-conflict reconstruction and development
CAPMATCH	UN online platform for capacity matching
DRC	Democratic Republic of the Congo
ECOWAS	Economic Community of West African States
GoSS	Government of South Sudan
IGAD	Inter-Governmental Authority on Development
NGO(s)	Non-governmental organisation(s)
PCRDR	Post-conflict reconstruction and development
RECs	Regional economic communities
RMs	Regional mechanisms
TAC	Technical Aid Corps
TfP	Training for Peace programme
UN	United Nations
UNAMID	African Union-United Nations Mission in Darfur
UNDP	United Nations Development Programme

## Background and introduction

Countries emerging from conflict are typically confronted with a wide range of urgent demands to build and sustain peace. They need institutions that are sustainable, as well as responsive and accountable to their citizens. Yet, these countries are often faced with critical shortages of civilian capacities and resilient institutions, which are needed to avoid a relapse into conflict. The international community has recognised this challenge and many bilateral and multilateral actors have taken steps to improve the support given to conflict-affected countries. However, the United Nations (UN) still struggles to recruit and rapidly deploy the requisite civilian expertise, and to support countries emerging from conflict in nurturing and protecting their own capacities in accordance with the principle of national ownership.

The 2009 report of the UN Secretary-General on ‘Peacebuilding in the immediate aftermath of conflict’, recommended that a review be undertaken to analyse how the UN and the international community could broaden and deepen the pool of civilian experts, in particular from the global south and focusing on women, to support the immediate capacity development needs of countries emerging from conflict. Subsequently, in March 2010, the Secretary-General appointed a Senior Advisory Group, chaired by former Under-Secretary-General for Peacekeeping Operations, Jean-Marie Guéhenno, to undertake such a review. The report of the Group<sup>2</sup> was presented to member states in February 2011. The Secretary-General then established a steering committee to oversee follow-up within the UN system. The committee was chaired by Susana Malcorra, then Under-Secretary-General for Field Support.

The Secretary-General responded to the independent review in his August 2011 report titled ‘Civilian capacity in the aftermath of conflict’.<sup>3</sup> The report concurred with the recommendation of the Senior Advisory Group that the UN needs to provide stronger, more nimble and consistent support towards the achievement of national priorities, work in close partnerships and draw on capacities in member states, regional organisations and civil society. It identified a set of priority actions to be implemented by the UN over the 12 months that followed to improve its civilian response and become a more effective partner. The report emphasised that this work should be informed by close consultations with member states and regional organisations on how the UN could better utilise existing capacities and, in turn, how the UN could support them in developing systems to provide the range of specialised capacities that are needed.

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- 1 United Nations. 2009. Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict. A/63/881-S/2009/304, 11 June 2009. *United Nations*. Available from: <[http://www.unrol.org/files/pbf\\_090611\\_sg.pdf](http://www.unrol.org/files/pbf_090611_sg.pdf)> [Accessed 9 May 2013].
  - 2 United Nations. 2011. Civilian capacity in the aftermath of conflict: Independent report of the Senior Advisory Group. A/65/747-S/2011/85, 22 February 2011. *United Nations*. Available from: <[http://www.un.org/ga/search/view\\_doc.asp?symbol=A/65/747](http://www.un.org/ga/search/view_doc.asp?symbol=A/65/747)> [Accessed 9 May 2013].
  - 3 United Nations. 2011. Report of the Secretary-General: Civilian capacity in the aftermath of conflict. A/66/311-S/2011/527, 19 August 2011. *United Nations*. Available from: <[http://www.un.org/ga/search/view\\_doc.asp?symbol=A/66/311](http://www.un.org/ga/search/view_doc.asp?symbol=A/66/311)> [Accessed 9 May 2013].

As a result, the need for regional consultations was agreed on. These would bring member states together to discuss and share lessons and experiences on their approaches and mechanisms for the mobilisation and utilisation of civilian capacities, as well as strategies for enhancing existing processes through broader partnerships with the international system.

The first of these regional consultations was held in Bali in March 2012 and co-hosted by the governments of Indonesia and Norway. It brought together Asian countries interested in engaging with the civilian capacities initiative and in strengthening partnerships with the UN.

The Africa consultation – the second in the regional series – was hosted by the Government of South Africa, in collaboration with the UN and the African Union (AU) and facilitated by the African Centre for the Constructive Resolution of Disputes (ACCORD). Hosting this consultation was made possible through the financial support provided by the governments of Finland, Norway and Switzerland. The consultation was held on 19 and 20 July 2012 in Pretoria, South Africa. It brought together representatives from:

- the AU
- regional organisations
- African member states
- non-African countries with experience in establishing mechanisms for the deployment of national civilian capacities to conflict-affected countries
- African training centres and civil society organisations involved in recruiting, training and deploying civilians to conflict-affected countries
- the UN (both field and headquarters representatives).

The consultation provided a useful platform for regional actors to clarify the processes that need to be initiated, and to better integrate their own supply and demand of specialised civilian experts into this larger framework. Moreover, the consultation helped in relating this objective to the need for strengthening partnerships from the global through to sub-regional levels. This was done in light of the need to address the civilian capacity deficit and to better facilitate support to countries in the aftermath of conflict. In particular, although states have different comparative advantages, the consultation allowed countries to understand how they could effectively take stock of their civilian capacities and expertise in the identified core thematic areas of safety and security, justice, core government functionality, economic revitalisation and inclusive political processes.

## Purpose of this report

This report serves to provide an overview of the proceedings, discussions and outcomes of the consultation. It outlines how the consultation focused on the partnerships that need to be strengthened between the UN and its partners in Africa for more effective, demand-led civilian capacities to assist countries in the aftermath of conflict. Key to

this issue were discussions on the strategic objectives of strengthened partnerships and their importance to the global civilian capacities initiative. In addition, the consultation facilitated critical debate and insight on the varied capacities that member states possess, and the ways in which these capacities can be best integrated and applied over time. Particular attention was paid to the UN's online platform, Capacity Matching (CAPMATCH)<sup>4</sup>, and how member states can utilise this resource to provide essential civilian capacities to post-conflict countries in need, or request such capacities as needed.

## Overview and objectives of the consultation

The consultation focused on the partnerships that need to be developed in order to allow for the deployment of more effective, demand-led civilian capacities. It discussed the strategic objectives of strengthened partnerships and the importance of the civilian capacities initiative. It also highlighted the practical capacities that member states in the region can provide and the best ways such capacities can be utilised, making use of the UN's new online platform, CAPMATCH, either to request or provide essential civilian capacities. The consultation addressed the issue of civilian capacities in the international, regional and national contexts, in particular focusing on five core capacity gap areas: safety and security, justice and rule of law, inclusive political processes, core government functionalities and economic revitalisation.

## Results and outcomes of the consultation

*'The issue of strengthening partnerships for civilian capacities in the aftermath of conflict is very critical... Let me seize this opportunity once more to thank the UN, the Government of South Africa and ACCORD for respectively organising, hosting and facilitating this important consultation. The outcome would inform how we can best enhance and coordinate civilian capacities in countries emerging from conflict, thus consolidating the gains achieved and opening broad projects for both peace and development in those countries.'*

Ambassador Ramtane Lamamra, AU commissioner for peace and security

Taking the principle of national ownership and a demand-led approach as a starting point, the consultation provided a strong platform, within an African context, that allowed key stakeholders the opportunity to:

- share, compare and contrast post-conflict experiences
- identify areas that provide comparative advantages for supporting other post-conflict societies
- provide feedback to the processes currently underway.

4 United Nations. 2013. CAPMATCH: A global marketplace for civilian capacities. Available from: <<https://capmatch.dfs.un.org/Capmatch/>> [Accessed 9 May 2013].

The event had a strong and positive response and was attended by 85 stakeholders from African member states, the UN, the AU, civil society organisations and academia (see Annex B: List of participants).

*'Allow me to thank the United Nations and African Union for offering the Government of South Africa the opportunity to host this important event, as well as ACCORD for co-hosting it. We are confident that your presence, as well as your contributions, will help in addressing the challenges in deploying civilian capacities to post-conflict environments and assist the United Nations, African Union and the international community to develop the relevant civilian capacities which can be deployed in line with the identified areas of need to ensure successful peacebuilding and post-conflict reconstruction and development initiatives.'*

Mr Ebrahim I. Ebrahim, South African deputy minister of international relations and cooperation

Specifically, the consultation assisted African member states to:

- identify the specialised capacities that participant member states and regional organisations can provide, thus helping to define their comparative advantage and how their niche capacities can best be used. This covers both technical capacities and the practical experiences of countries that have gone through conflict or transition (the presentation of case studies reflected existing modalities of cooperation between African countries)
- discuss the potential areas of capacity most needed by countries in the region and where this capacity can be found, including in other member states, regional organisations and civil society
- discuss how participants can deploy their capacities in post-conflict countries (e.g. through bilateral arrangements with host countries, triangular cooperation, deployments through sub-regional organisations or the AU, and partnerships with the UN), and utilise lessons learned (good practices and challenges/difficulties) from countries that have developed or are developing civilian capacities and countries that have received assistance in this regard
- understand the ongoing work within the UN on strengthening partnerships, particularly partnership modalities designed to engage external expertise in UN missions and to provide an update on CAPMATCH and help member states prepare for participation in the platform.

The discussions contributed to:

- identification of some capacities that participating governments, regional organisations and non-governmental organisations (NGOs) are able to offer

- clarification of organisational arrangements within governments to identify capacity and deploy expertise
- increased awareness of current processes to implement the civilian capacities process, particularly on the role of CAPMATCH. During the discussions, participants were able to voice their comments, questions and concerns with regards to the platform and debate was created around the roles the platform can play in facilitating engagement between providers and requesters of civilian capacities
- examination of how mechanisms such as triangular cooperation, south-south cooperation, joint training initiatives and information exchange can help African countries and regional cooperation mechanisms to provide more effective civilian capacity support, including practical case studies of cooperation which are already underway
- providing the space for the UN and AU to interact closely and better understand the links between civilian capacities processes at the UN and post-conflict reconstruction and development (PCRD) approaches at the AU, including the newly launched African Solidarity Initiative (ASI). Participants underscored the need for the UN to engage further with the AU on this process.



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*Session on strengthening partnerships for civilian capacities*

## Overview of key discussions

The following section provides a more detailed description of some of the issues discussed during the proceedings, supporting the outcomes presented in the previous section.

### Welcome and opening

The consultation was opened by the deputy minister of the South African Department of International Relations and Cooperation, Mr Ebrahim Ismail Ebrahim, who

provided an overview of key developments regarding the global civilian capacities process. He detailed the growing relevance of civilian capacities in fostering peace and security and the urgent need for strengthened partnership and collaboration between the UN and its partners in Africa to integrate and utilise these capacities better. He stated that member states and regional and international actors must equip themselves with new means and mechanisms to allow for better, more effective and substantial responses when crises and conflicts take new forms and dynamics. He further indicated that enhanced civilian capacities are but one way to prepare effectively for dealing with peace and security challenges on the continent.

Mr Ebrahim's opening statement was followed by remarks from Ambassador Ramtane Lamamra, the AU's commissioner for peace and security, who provided an account of the experiences of the AU in the deployment of civilians in post-conflict societies. In particular, he underscored the multidisciplinary approaches employed by the AU as part of its PCRD policy, as evidenced in the body's assessment missions to the Central African Republic in 2006, Liberia and Sierra Leone in 2009, and the Democratic Republic of the Congo (DRC), Sudan, South Sudan, and Côte d'Ivoire in more recent years. Ambassador Lamamra further elaborated on the relevance of the ASI vis-à-vis the global civilian capacities process, and highlighted core issues in terms of capacity building, training, the need to build upon and strengthen existing cooperative structures across the continent and the need to better identify and deploy capacities within a demand-led framework.

It was noted that the ASI, in addition to mobilising in-kind and financial support for PCRD efforts, will further prioritise various in-kind contributions from African countries – specifically in terms of the sharing of expertise and best practices, the offering of training facilities and provision of capacity building packages. The commissioner stated that this, among other efforts, would work towards encouraging, motivating and empowering African countries to systematically demonstrate greater solidarity and support to countries emerging from conflict, whilst promoting unique intra-African solutions for PCRD-related matters.

The founder and executive director of ACCORD, Mr Vasu Gounden, highlighted the ways in which the continent has increasingly assumed a greater role in the ownership of its peace and security through the design of mechanisms, at sub-regional and continental level, which work in an integrated and inclusive manner. Mr Gounden stressed that the purpose of the consultation was not only for member states to provide inputs on the processes currently being generated by the AU and UN, but also for these countries to showcase the best practices and experiences that have been generated throughout the continent via bilateral means through engagement with civil society. He concluded by reflecting on the work done by ACCORD in support of peace and capacity building on the continent throughout its history, whilst alluding to the unique experience of South Africa as an inspiration for guiding the development of pragmatic responses in crafting sustainable peace in Africa.

Concluding this session, the director of the UN Civilian Capacities Team, Mr Chris Coleman, provided an introduction to the global civilian capacities process by specifically detailing the work and recommendations of the Senior Advisory Group's independent report, 'Civilian capacity in the aftermath of conflict'.<sup>5</sup> He introduced the audience to many of the developments that have since transpired in the implementation of the report's recommendations, as well as detailing the necessary steps that need to be taken on the way forward.

## Thematic discussions

Discussions during the consultation focused on and are presented under the following thematic areas:

- Civilian capacities in the aftermath of conflict: A demand-led approach
- CAPMATCH: Matching capacity supply and demand
- Economic revitalisation and administrative functionalities
- Inclusive political processes, security and rule of law
- Practical issues in mobilising national capacities and joint cooperation.

### Civilian capacities in the aftermath of conflict: A demand-led approach

A detailed overview of the AU-PCRD policy and implementation approaches and processes aimed at addressing the issue of civilian capacities through a demand-led approach was provided by AU-PCRD expert, Mr Takwa Zebulon Suifon. He stressed key principles such as African leadership and national and local ownership, as well as the importance that the AU places on issues of cooperation, coherence, coordination, inclusiveness, equity and non-discrimination in its implementation in order to foster sustainability of its efforts and contributions in post-conflict countries. Mr Suifon also gave an overview of the ASI – detailing the implementation arrangements, monitoring, review and evaluation processes – stating that the initiative is designed to encourage, motivate and empower African countries to systematically offer assistance to sister countries, in addition to the support received from development partners. He reiterated that both the AU-PCRD framework and the ASI represent a demand-led approach to promote African solidarity and commitment to mutual reliance by African states. This is part of an urgent agenda to address the magnitude of challenges faced by countries in their reconstruction, peace consolidation, recovery and development phases.

Mr Zinurine Alghali, Peacekeeping Unit coordinator at ACCORD, presented an overview of the peacekeeping-peacebuilding nexus in terms of the increasingly multidimensional nature of modern peace operations, as well as the necessary cooperation and coordination mechanisms to ensure coherence between a peacekeeping mission and humanitarian and development actors. He highlighted

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5 United Nations. 2011. Civilian capacity in the aftermath of conflict: Independent report of the Senior Advisory Group. Op. cit.

four key points for consideration to ensure a demand-led approach vis-à-vis civilian capacities that are utilised in post-conflict countries. These include the:

- fact that the deployment of specialised civilian capacities should not be seen as the replacement of local and national capacity, but rather as a mechanism that seeks to strengthen local capacities through shared knowledge, training, guidance and the transfer of experience, lessons and expertise
- need for strengthened and equal partnerships based on comparative advantages, noting that no single country, organisation or entity may possess the necessary expertise to address the numerous challenges experienced by conflict-affected states
- categorisation of systematic approaches for the identification, mobilisation and utilisation of civilian capacities in line with the five core areas of safety and security, justice, economic revitalisation, government functionalities and inclusive political processes
- need for creative approaches to enhance south-south cooperation and technical assistance, as well as triangular cooperation arrangements between institutions in the West, ensuring they respond to the needs and national priorities of post-conflict countries. He cited the Norway-funded Training for Peace (TfP) in Africa and Finland-funded African Peacebuilding Coordination Programme (APCP) implemented by ACCORD as examples of such cooperation which contributes toward enhancing African capacities for peacekeeping and peacebuilding.

During the discussions, participants commended the efforts of both the AU and the UN in responding to the challenges of post-conflict countries, and urged that more focus be placed on preventing conflicts to reduce and negate their negative consequences. There was also a call for the AU to enhance its visibility and tangible contribution in its PCRDR efforts on the continent, so that countries will realise their contribution as well as the need for more coordination between the AU and the UN in assisting countries in their move from conflict to peace. In response, it was reiterated that both the AU and the UN have tools that deal with issues of prevention. It was also emphasised that the AU and the UN continue to strengthen their partnerships by building on different models of cooperation, such as the re-hatting of AU to UN mission personnel in Burundi, the transition from an AU mission to the AU-UN mission in Darfur (UNAMID) as well as the establishment of the UN Support Office for the AU mission in Somalia. The ongoing efforts of the AU and UN (peace and) security councils to establish a viable mechanism for cooperation and coordination of their efforts were highlighted as a move in the right direction, to ensure equal and necessary partnerships at global and regional level in dealing with peace and security issues on the continent.

## **CAPMATCH: Matching capacities supply and demand**

Mr Shahrooz Badkoubei from the UN Civilian Capacities Team led participants through an interactive session following a brief presentation of CAPMATCH in which its rationale, expected outcomes and user interface were explained. He indicated that CAPMATCH is an online platform designed to match the supply and demand

of civilian capacities better. The system offers countries emerging from conflict or crisis specialised civilian capacities in the five identified areas of safety and security, justice, inclusive political processes, core government functionality and economic revitalisation. CAPMATCH is based on an equal partnership between countries, with the key principles of inclusivity, transparency and dialogue among governments and civil society. CAPMATCH provides a much-needed platform for engaging in peer-to-peer exchange of experiences in post-conflict/crisis recovery, democratic transition and conflict prevention. It represents the UN's new platform and global online community which aims to match the supply and demand for civilian capacities among member states, UN field missions and UN country teams as they search for specialised capacities, share experiences, collaborate and/or offer their expertise. Mr Badkoubi highlighted that this platform provides an effective space where both providers and requesters of civilian capacities can register and log their supply of or demand for specialised civilian expertise. This can be utilised to address the many challenges faced by post-conflict countries.

Participants raised questions relating to the modalities of requesting and contributing civilian capacities, as well as the issue of quality control of the capacities that will be on offer, particularly if the UN will not regulate such capacity matching. In response, it was indicated that the UN only provides the platform to help facilitate partnerships among requesters of civilian capacities and those that have such capacities to offer, as this will reduce some capacity gaps and deficits where they exist. It was also reiterated that CAPMATCH does not represent a new UN recruitment mechanism and that the normal human resources and recruitment processes of the UN remain the system through which the UN employs staff. Member states that had registered or expressed interest in the CAPMATCH platform were requested to share their motivation for this, as well as the areas of expertise in which they were most interested. They were also asked to share on how they manage and contribute to such capacities. The experiences of Egypt and Ghana, shared by their representatives, served as examples that other interested member states can assess when ascertaining their interest and modalities for contribution.

Mr Badkoubi called for representatives to consider becoming requestors, providers or both, and urged member states to champion the civilian capacities process in their respective countries. He proposed that member states consider the capacities, expertise and experience that they would like to share or request on CAPMATCH. It was noted that permanent missions can coordinate the provision and updating of input into CAPMATCH regularly, and help facilitate dialogue and transmit information and/or requests from the Civilian Capacities Team back to capitals. NGOs, training and rostering organisations, think tanks and civil society organisations were also urged to describe the capacities, expertise and experience they have to offer in one or more of the five gap areas.<sup>6</sup> ACCORD was showcased by Mr Badkoubi as an example of a civil society institution that has consistently offered to share the capacity it has to assist countries in the aftermath of conflict. UN field missions, agencies, funds and programmes were

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<sup>6</sup> Namely inclusive political processes, basic safety and security, justice, economic revitalisation and public administration.

also urged to advertise their needs for time-limited, highly specialised niche capacities that cannot be found through rosters. He emphasised that, although not a recruitment site, CAPMATCH can provide links to vacancy announcements or other existing recruitment and selection procedures.

## **Economic revitalisation and administrative functionalities**

The Ghanaian Ministry of Foreign Affairs representative, Mr Ismaila Mohammed Nurudeen, provided an account of Ghana's active involvement in bolstering economic revitalisation and government functionality capacities through the country's engagements with the Economic Community of West African States (ECOWAS). He indicated that Ghana acknowledges and supports the recommendations of the independent report of the Senior Advisory Group, as well as those of the UN Secretary-General. Mr Nurudeen gave an insightful and detailed account of Ghana's engagements with post-conflict countries, specifically in terms of the thematic focus areas of inclusive political processes, security and rule of law. To this effect, examples were provided and discussed, ranging from the electoral support provided by Ghana to Liberia and Sierra Leone (through their respective electoral commissions) to the restoration of electricity in Monrovia. Ghanaian experts were directly involved in such efforts which aimed to achieve local economic revitalisation. The presenter also identified certain centres of excellence within Ghana that have, for many years, worked toward capacity building in the region and the continent in general. These include the Ghana Institute of Management and Public Administration and the Centre for Cardiothoracic Diseases.

The country director of the UN Development Programme (UNDP) in South Sudan, Mr George Conway, presented on the Inter-Governmental Authority on Development's (IGAD's) support initiative to South Sudan. This initiative aims to support the Government of South Sudan (GoSS) by placing 200 civil servants from IGAD member states on secondment to the GoSS, to mentor and coach South Sudanese civil servants. This initiative enables the seconded civil servants to be 'twinned' with South Sudanese civil servants to ensure the direct transfer of skills and on-the-job training. These seconded civil servants act as a form of rapid capacity enhancement support to strengthen the institutional capacity of GoSS institutions to deliver services. This approach is necessary as a significant number of civil servants in South Sudan are former soldiers who lack the education, skills and competencies necessary for public service. In addition, leadership and supervision are inadequate, resulting in difficulties in obtaining reasonable levels of productivity from the existing public service structures.

Snapshots of the project's major achievements include consultations with the Ministry of Labour and Public Service with participating ministries and institutions to identify critical areas of human resource needs to be supported by the IGAD Regional Initiative Project. A comprehensive roster of 200 potential civil servants has been developed, complete with relevant job descriptions. The UNDP has facilitated ministerial visits to Ethiopia, Kenya and Uganda to seek support for the project, and formal commitment has been pledged to the GoSS by these governments. A three-day workshop to brief state ministers on the purpose

of the IGAD project was conducted with state ministers of labour and public service and their respective directors general. The workshop was chaired by the vice president of the GoSS. An orientation programme for the visiting civil servants, developed by the GoSS Ministry of Labour and Public Service, was undertaken in consultation with Ethiopia, Kenya and Uganda. The UNDP also supported an introduction and familiarisation trip made to Kenya and Ethiopia by senior GoSS Ministry of Labour and Public Service officials. The delegates visited the Kenyan School of Governance and the Ethiopia Civil Service College which are both civil servant training institutions.

IGAD's initiative represents an important, practical example and model that allows member states to understand and acknowledge the kind of civilian capacities support that can be rendered to countries in the aftermath of conflict. This initiative is fundamentally premised upon incorporating a wide range of capacities, as well as instrumental intergovernmental relations, which allow for a great level of local ownership. The programme is demand-driven and draws upon a north-south-south cooperation model, wherein funding is provided by a developed country whilst African expertise is utilised for enhancing systems and machinery of the new state of South Sudan.

The discussion session generated debate on many of the issues already raised in the presentations, with particular emphasis on the coordination of actors within public-private partnerships. That member states use different systems was raised as one challenge experienced in South Sudan, which receives technical support from various countries and institutions. The IGAD initiative brought about similar challenges and applying different approaches within the various government ministries results in problems of interoperability and confusion due to divergent systems, processes and procedures.

## **Inclusive political processes, security and rule of law**

The South African permanent representative to the UN, Ambassador Baso Sangqu, shared information on issues of the rule of law and inclusive political processes from a South African perspective. Apartheid policies were referred to, particularly within the context of inclusive political processes, to underscore South Africa's history and the ways in which the majority of the country's population was excluded from developing necessary skills and capacities. He drew attention to the impact of South Africa's transition to democracy, and the strength of the country in terms of its own inclusive political processes and the magnitude of the challenges it faced, especially around education and skills development. This informed post-apartheid governments' targeted interventions in support of education and skills development and, importantly, the ways in which these interventions impacted on South Africa's approach within regional and international peace and security architectures. It was noted that South Africa's contributions to and engagements with post-conflict countries have been fundamentally premised upon and informed by the country's own experiences.

Ambassador Sangqu reflected on cases in which South Africa intervened in post-conflict countries (from Burundi to the DRC) by supporting the improvement of these countries' electoral institutions, home affairs and other government departments and institutions. Ambassador Sangqu also spoke about issues surrounding South Africa's unique experiences with the Truth and Reconciliation Commission. He highlighted the difficulty the South African government encounters at times in adjusting the salary packages of technical experts and personnel sent to contribute to multilateral institutions or on bilateral arrangements, due to the divergence in salary packages and benefits when deployed out of South Africa. The government had thus resorted to bringing member states to South Africa for the specific purpose of capacity building and skills development and generation, to avoid the challenge of trying to attract South African experts for deployment out of the country. This approach has facilitated skills transfer and experience transfer, and serves as a model used by the government in its contribution to countries in the aftermath of conflict. The ambassador emphasised that international and regional organisations or other partners that intervene in post-conflict countries through peacekeeping and peacebuilding activities must focus greater attention on issues of local ownership and capacity building to avoid a capacity or skills 'drain' once these operations cease.

Dr Cedric de Coning, in his capacity as facilitator of the event, commented on the ambassador's presentation by referencing a number of positive developments in South Africa that are dedicated to engaging post-conflict countries and which provide assistance through skills development and aid. These include the African Renaissance Fund and the South African Development Partnership Agency (still being developed). These, he said, are important models of a structured approach to development partnerships in Africa.

The dean of the African Centre for Strategic Research and Studies at the National Defence College in Nigeria, Dr Istifanus S. Zabadi, outlined Nigeria's history of civilian deployments to post-conflict and conflict-affected countries, whilst noting that Africa has firmly remained a centrepiece of Nigerian foreign policy since that country's independence. In line with these points, the dean referred to the work of the Nigerian Technical Aid Corps (TAC), established in 1987, which has offered training in a diverse range of areas, whilst promoting close international cooperation, especially among African and Caribbean countries. An outline of operational procedures of the TAC was provided, in which it was noted that qualified applicants with the relevant expertise who are accepted for TAC initiatives enter an orientation programme that effectively doubles as a two-year pre-deployment training. The dean further referred to the Nigerian Foreign Service Academy, which has offered diplomatic training to a number of African countries throughout its history, as well as the Directorate for Technical Cooperation, which has been used to fund infrastructure projects in post-conflict states such as Liberia. The dean's presentation concluded by outlining other forms of assistance that Nigeria has offered to post-conflict countries, such as

bilateral engagements with Ethiopia, whereby a number of Nigerian educational and administrative experts were deployed, and security and police training and capacity building provided through the Nigerian Defence College for countries such as Cameroon, Chad, Gabon, Liberia and Zimbabwe.

## **Practical issues in mobilising national capacities and joint cooperation**

The consultation provided a platform for global and regional actors and representatives of African member states to share experiences, which facilitated discussions and clarifications on civilian capacities issues, processes and mechanisms to inform and enhance relevant national processes, with the aim of better integrating their own supply and demand of specialised civilian expertise. Participants debated these issues, particularly around how they could effectively take stock of their comparative advantages in specialised civilian expertise.

Member states further provided crucial insight into their current understanding of this process at national level, as well as the many ways in which civilian capacities have been utilised in various post-conflict interventions in the past. They also deliberated on their capacities, which have developed as a consequence of their own internal conflicts, and the ways in which these capacities have been utilised through ad hoc bilateral arrangements. Member states agreed that it is necessary for each government to determine its own modalities and mechanisms for generating its civilian capacities, the mechanisms and approaches that can be utilised to manage and coordinate the supply or demand of such capacities, and the ministry or nodal point that will be responsible for such processes and mechanisms.

Participants emphasised the issue of coordination as a necessity for the successful generation and mobilisation of civilian capacities. They also indicated that the consultation provided a clear and holistic understanding of the civilian capacity process, why it was initiated, the need for its development, and the responsibilities of civil society, international and regional organisations and, most importantly, those of member states, in allowing the effective deployment of specialised civilian expertise to post-conflict countries. Most significantly, the issue of strengthening partnerships between the various actors represented in the consultation was clearly understood as an essential prerequisite for the development of an efficient institutionalised approach to matching the supply and demand of civilian capacities in post-conflict environments.

## **Conclusion**

There was consensus among representatives of African member states of the need to implement tangible steps to mobilise and coordinate their respective national capacities. As a process, member states suggested that countries appoint a senior officer in their ministries of foreign affairs as a national focal point, to coordinate the

various desks or divisions, such as those responsible for the UN, AU and regional economic communities (RECs) and regional mechanisms (RMs). The national focal point would be responsible for overseeing a coordination mechanism that consolidates all relevant ministries and relevant stakeholders which have a key role in mobilising civilian capacities. It was also agreed that countries should consider the development of a national policy on mobilising civilian capacities that will primarily guide the training and rostering of such capacities. The national focal point would thus be responsible for coordinating inputs into, and processing requests from, the self-service online platform CAPMATCH, as well as the AU and REC/RM civilian standby rosters of the African Standby Force. It was also highlighted that the national focal point should be responsible for periodic assessments and monitoring of the national civilian capacities process and contribution to countries in the aftermath of conflict or through other bilateral engagements, and for generating annual reports for parliaments or another appropriate authorities accordingly.

Overall, the consultation raised the profile of and support for the civilian capacity process among African member states, such that their own national processes may be initiated. The idea of enhanced civilian capacities bolstering the outcomes of modern multidimensional peace operations was effectively linked to the recommendations of the UN Secretary-General, specifically regarding the critical need for the development of strengthened partnerships between the UN and its partners in Africa.

## Annex A: Agenda

### Africa Regional Consultation on Strengthening Partnerships for Civilian Capacities in the Aftermath of Conflict

19–20 July 2012  
Pretoria, South Africa

Thursday 19 July 2012

Time	Session
09:00–09:30	<p><b>Welcome</b> Mr Ebrahim Ismail Ebrahim, Deputy Minister of International Relations and Cooperation of South Africa</p> <p><b>Opening remarks</b></p> <ul style="list-style-type: none"> <li>• Ambassador Ramtane Lamamra, Commissioner for Peace and Security, AU</li> <li>• Mr Vasu Gounden, Founder and Executive Director, ACCORD</li> </ul>
09:30–10:00	<p><b>Introduction</b> Background and context to the civilian capacities initiative. Reports of the Senior Advisory Group (A/65/747-S/2011/85) and the Secretary-General (A/66/311). Implementation and the way forward</p> <p><b>Speaker:</b></p> <ul style="list-style-type: none"> <li>• Mr Chris Coleman, Director, UN Civilian Capacities Team</li> </ul>
10:00–10:30	Coffee break and photo session
10:30–12:00	<p><b>Session 1: Civilian capacities in the aftermath of conflict: A demand-led approach</b> Identifying and prioritising needs in post-conflict and conflict-affected countries. Critical capacity gaps. Support from international community</p> <p><b>Speakers:</b></p> <ul style="list-style-type: none"> <li>• Mr Takwa Zebulon Suifon, Post-conflict Reconstruction and Development, Conflict Management Division, AU</li> <li>• Mr Zinurine Alghali, Coordinator: Peacekeeping Unit, ACCORD</li> </ul>

12:00–13:00	<p><b>Session 2: CAPMATCH: Matching capacity supply and demand</b></p> <p>Presentation of work underway to develop a UN online platform (CAPMATCH), including opportunities for both providers and requesters of civilian capacities. Also, presentation will encourage the participation of member states and others in CAPMATCH</p> <p><b>Speaker:</b></p> <ul style="list-style-type: none"> <li>• Mr Shahrooz Badkoubei, UN Civilian Capacities Team</li> </ul>
<b>13:00–14:30</b>	<b>Lunch</b>
14:30–16:00	<p><b>Session 3: Economic revitalisation and administrative functionalities</b></p> <p>After introductory remarks by speaker, participants discuss their specialised capacities in breakout groups</p> <p><b>Speakers:</b></p> <ul style="list-style-type: none"> <li>• Ghana representative – Mr Ismaila Mohammed Nurudeen, Ministry of Foreign Affairs</li> <li>• UNDP South Sudan – Mr George Conway, Country Director for South Sudan</li> </ul>
<b>16:00–16:30</b>	<b>Coffee break</b>
16:30–17:30	<p><b>Session 3 continued</b></p> <p>Report back to plenary on discussion in breakout groups</p>
<b>18:30</b>	<b>Dinner reception</b>

### Friday 20 July 2012

<b>Time</b>	<b>Session</b>
09:00–10:30	<p><b>Session 4: Inclusive political processes, security and rule of law</b></p> <p>After introductory remarks, participants will discuss their specialised capacities in the areas of inclusive political processes, security and rule of law in breakout groups</p> <p><b>Speakers:</b></p> <ul style="list-style-type: none"> <li>• South Africa representative – Ambassador Baso Sangqu, South African Permanent Representative to the UN</li> <li>• Nigeria representative – Dr Istifanus S. Zabadi: Dean, National Defence College Nigeria</li> </ul>
<b>10:30–11:00</b>	<b>Coffee break</b>
11:00–12:00	<p><b>Session 4 continued</b></p> <p>Plenary discussion</p>

12:00–13:00	<p><b>Session 5: Practical issues in mobilising national capacities and joint cooperation</b></p> <p>Participants will then break into three groups to discuss their own niche capacities, with the aim of identifying participant countries' respective capacities – planning and response mechanisms, including training and rosters. Also, participants will discuss modalities for joint cooperation, including south-south and triangular cooperation.</p>
<b>13:00–14:00</b>	<b>Lunch</b>
14:00–15:00	<p><b>Session 5 continued</b></p> <p>Plenary discussion</p>
15:00–16:00	<p><b>Conclusions</b></p> <p>Summing-up and way ahead: Closing remarks from South Africa and ACCORD</p>
<b>16:00–16:15</b>	<b>Coffee break</b>

## Annex B: List of Participants

No.	Country	Name and designation
1	Uganda	Mr Johnny Muthahi Muhindo Minister Counsellor AU Department, Ministry of Foreign Affairs
2		Mr John Baptist Kayobosi Representative of the Permanent Mission of Uganda to the UN
3	Sudan	Ambassador Adil Bashir Hassan Representative of the Permanent Mission of Sudan to the UN
4		Dr Suliman Abdelrahman Suliman Mohamed Representative of the Permanent Mission of Sudan to the UN
5	Cameroon	Mr Leopold Meboe Otele Military and Police Advisor Second Counsellor at Cameroon Permanent Mission to the UN
6	Kenya	Mr Tom Adala Second Secretary Permanent Mission of Kenya to the UN
7	Zimbabwe	Mr Eddison T. Sithole Office of Foreign Affairs
8	Gabon	Mr Sosthène Ndemby Counsellor Embassy of Gabon in Ethiopia
9	Lesotho	Ms Pulane Makitle Chief Economic Planner of Disaster Management
10		Mr David Ntheola First Secretary Ministry of Foreign Affairs
11	Benin	Mr B. Angelo Dan Deputy Director Department of Peacekeeping Operations, Ministry of Foreign Affairs
12		Dr Thierry Alia Minister Counsellor Permanent Mission of Benin to the UN
13	Ghana	Mr Ismaila Mohammed Nurudeen Ministry of Foreign Affairs

14	Madagascar	Mr Rasamimanana Tivo Hely Head of International Financial Institutions Ministry of Foreign Affairs
15		Mr Ramandimbison Johan Andria Head of Political and Security Desk Ministry of Foreign Affairs
16	Switzerland	H.E. Mr Christian Meuwly Ambassador of the Swiss Confederation
17	Burkina Faso	Mr Kone Sifana Ibsen Chief of Cabinet Ministry of Foreign Affairs
18		Mr Ouedraogo Saidou Director of Peacekeeping Ministry of Foreign Affairs
19	Morocco	Mr Lahoueine Elnoujahid First Secretary Embassy of the Kingdom of Morocco in South Africa
20		Mr Driss Isbayene Acting Head Embassy of the Kingdom of Morocco in South Africa
21	Sierra Leone	Ambassador Andrew Gbebay Bangali Head of Mission Embassy of Sierra Leone in Addis Ababa
22	Chad	Mr Tordeta Ratebaye Director of Legal Affairs Ministry of Foreign Affairs
23		Mr Moussa Couguere Director of Resources Ministry of Foreign Affairs
24	South Africa	Ambassador Baso Sangqu Permanent Representative Permanent Mission of South Africa to the UN
25		Mr M.C. Mbalati Counsellor Permanent Mission of South Africa to the UN
26		Ms Adele Faurie First Secretary Permanent Mission of South Africa to the AU

27	Malawi	Mr Fumbani Sichanga Undersecretary Department of Disaster Management Affairs
28		Mr Evance Nelson Mwapasa Assistant Director for Political Affairs Ministry of Foreign Affairs
29	Togo	Mr Monson Palawia Administrative Officer Ministry of Foreign Affairs
30		Mr Kajenda Mazza Messo Administrative Officer Ministry of Foreign Affairs
31	Egypt	Mr Ahmed Monib UN Division, Ministry of Foreign Affairs
32	Burundi	Ms Elisabeth Nzeyimana Ministry of Foreign Affairs
33		Mr Bigirimana Aline Ministry of Foreign Affairs
34	Zambia	Byemba Musole Ministry of Foreign Affairs
35	Tanzania	Ms Catherine Mnbeme Ministry of Foreign Affairs
36		Mr Fasness Ndabise Ministry of Foreign Affairs
<b>African Union/United Nations</b>		
37	AU	HE Ambassador Ramtane Lamamra Commissioner for Peace and Security
38		Mr Takwa Zebulon Suifon Post-conflict Reconstruction and Development, Conflict Management Division
39		Mr Walter Lotze Civilian Planning and Liaison Officer
40	UN	Mr Christopher Coleman Head Civilian Capacities Team
41		Mr Shahrooz Badkoubei Civilian Capacities Team

42	UN Office to the AU	Ms Beverley Mitchell Human Resources Planning Officer
43	UNDP	Dr George Conway Country Director for South Sudan
<b>African training and rostering institutions/other key stakeholders</b>		
44	National Defence College (NDC) Nigeria	Dr Istifanus S. Zabadi Dean
45	International Peace Support Training Centre (IPSTC)	Mr Francis Odari Onditi Training Coordinator
46	African Civilian Response Capacity for Peace Support Operations (AFDEM)	Mr Eustace A. Chiwombe Senior Programme Officer
47	West Africa Network for Peacebuilding	Mr Alimou Diallo Regional Coordinator
48	Eastern Africa Standby Force Coordination Mechanism (EASFCOM)	Mr Benediste Hoareau Head of Civilian Component
49	Centre for Conflict Resolution (CCR)	Dr Adekeye Adebajo Director
50		Ms Dawn Nagar Senior Researcher
51	Institute for Security Studies (ISS)	Ms Annette H. Leijenaar Division Head: Conflict Management and Peacebuilding

<b>52</b>	Institute for Global Dialogue (IGD)	Dr Siphamandla Zondi Director
<b>53</b>	University of Johannesburg	Mr Koko Sadiki
<b>54</b>	Department of Peace and Conflict Studies, University of Sierra Leone	Mr Edward Joseph Sam Lecturer Fourah Bay College
<b>55</b>	Pax Africa	Brig. Gen. Joel George Martins (Rtd) Director
<b>56</b>	International Consultant in Peace and Security	Ms Oury Traore
<b>57</b>	Norwegian Institute of International Affairs (NUPI)	Mr Mikkel Frøsig Pedersen Advisor
<b>58</b>	Réseau de Recherche sur les Opérations de Paix (ROP)	Mr Etienne Tremblay-Champagne Programme Officer
<b>59</b>	Embassy of Norway in Pretoria	Mr Sondre Bjotveit First Secretary
<b>60</b>	Embassy of Switzerland in Pretoria	Ms Martine Elisabeth Prelaz Political Officer
<b>61</b>	Swiss Federal Department of Foreign Affairs	Ms Claudia Rizzo Human Security Division
<b>62</b>	Embassy of Finland in Pretoria	Mr Matti Tapio Tulonen Minister Counsellor
<b>63</b>	High Commission of Jamaica in Pretoria	Ms Shorna-Kay Richards Minister Counsellor

64	Department of International Relations and Cooperation (DIRCO), South Africa	Ms N.M. Dwabayo Director National Office for Coordination of Peace Missions (NOCPM)
65	DIRCO	Mr B. Buhali
66	DIRCO	Ms T. Tsheole
67	DIRCO	Mr E.B. Mahlange
68	DIRCO	Ms A. Swart
69	DIRCO	Mr E. Motsitsi
70	DIRCO	Mr D. Dlomo
71	DIRCO	Ms Lulama Rulumeni Deputy Director Sub-directorate: UN Security Council
72	DIRCO	Mr Sipho Seakamela
73	DIRCO	Ms Ncumisa Notutela
74	DIRCO	Mr Pieter Vermeulen Chief Director: UN (Political)
<b>ACCORD representatives</b>		
75	ACCORD	Mr Vasu Gounden Executive Director
76	ACCORD/ NUPI	Dr Cedric de Coning Advisor: Peacekeeping and Peacebuilding
77	ACCORD	Mr Zinurine Alghali Coordinator: Peacekeeping Unit
78	ACCORD	Mr Gustavo de Carvalho Coordinator: Peacebuilding Unit
79	ACCORD	Mr Priyal Singh Programme Officer: Operations Division
80	ACCORD	Ms Mari Fleetwood Administrator: Peacekeeping Unit

# AFRICA REGIONAL CONSULTATION

*on Strengthening Partnerships for  
Civilian Capacities in the Aftermath of Conflict*



19 – 20 July 2012, Pretoria, South Africa

hosted by



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