

Report 03/09

National Capacities for the Recruitment and Deployment of Civilian Personnel for Peace Operations

Where do we stand nine years after the Brahimi Report?

Report of an International Expert Meeting
at the Center for International Peace Operations (ZIF),
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Jens Behrendt / Kathrin Nutt

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Foreword

Aware of the challenges of growing and multiple peace operations during the 1990s, in 2000 the UN took a hard look at its own capacity to plan and conduct such missions. To this end, UN Secretary General Kofi Annan invited a high-level Panel on United Nations Peace Operations to help on how the organization could do better. In August 2000, the Panel, chaired by Lakhdar Brahimi, submitted its report to the Secretary General. It addressed, inter alia, constraints in mobilizing, vetting, recruiting, deploying and retaining qualified personnel. In order to meet the demands in quality and quantity of staff, it called for stronger partnerships between the UN and governmental organisations as well as civil society.

Nine years later, an unprecedented number of civilian personnel is engaged in international peace and crisis management operations. ZIF considered this an opportune point in time for inviting national and multilateral actors to jointly look at innovations, stumbling blocks and challenges for recruitment and deployment of civilian personnel.

For this purpose, ZIF hosted an International Expert Meeting of about 40 policy makers, recruitment and mission managers from Canada, the US, Australia, Japan, Africa, and from ten European states as well as from multilateral organizations such as the UN Department of Field Support, UN Development Program, UN Peacebuilding Support Office, European Union, Organization for Security and Co-operation in Europe, African Union and the Economic Community of West African States.

Key objectives of this meeting were:

- Developing a better understanding of effective models of civilian recruitment and deployment
- Achieving greater clarity about national policies
- Getting feedback from multilateral organizations about staffing needs and collaboration
- Networking among bilateral and multilateral partners.

This report summarizes the presentations and discussions on (1) current national recruitment and deployment capacities; (2) political support, policies and regulation of national recruitment and deployment mechanisms; (3) multilateral perspectives on national recruitment mechanisms; and (4) recruitment and roster management in the context of building the African Standby Force (ASF). The report also captures some of the highlights of a guest presentation on executive search and talent management in the corporate sector.

We would like to express our gratitude to all participants and contributors for their profound inputs and engaged discussions.

Dr. Winrich Kühne
Director ZIF

Executive Summary

Two recent events helped set the agenda of the Berlin International Expert Meeting: First, a workshop on “Broadening UN’s Access to Qualified Candidates” in New York in October 2007 focused on streamlining of the UN hiring process; use of “outside” rosters; and the alignment of national mechanisms to UN demand. Second, a meeting on “Developing International Civilian Capability for Stabilisation and Recovery” hosted by the UK government in May 2008 discussed recruitment procedures; national niche capabilities; training standards; attracting and retaining staff; and civilian capabilities in the South. The Berlin meeting looked at:

- National policies and legislation
- Institutional arrangements and models
- Outreach, screening and selection
- Roster building and management
- Lobbying and nominating candidates
- Duty of care and monitoring.

Momentum in professionalizing recruitment and training

Despite continuing challenges, the discussion showed the dynamics of progress at national and multilateral level among countries and organisations present at the meeting. There has been a great deal of experimentation, consolidation and cross-learning resulting in an evolution of customized mechanisms and practices. In a number of countries, building civilian capacity for peace operations is no longer an isolated task, but became a whole-of-government effort. It echoes the realization that civilian crisis management is no longer a temporary, but a core function of the international system, with complex mandates stretching over nearly all time zones.

Similarities and differences in approach

Rosters vs. whole-of-government approach: Civilian rosters were largely recognized in the meeting as an effective tool to identify, recruit and deploy personnel, although there are also examples of moving back to non-roster stand-by arrangements – such as institutionalised government-wide search efforts – to mobilise civilian expertise. However, in order to move past ad-hocism in recruitment, both unified rosters and stand-by agreements can be effective.

Serving multilateral or bilateral operations: Some national rosters or focal points mainly provide experts to multilateral organizations, while others build capabilities and reserves to support national operations and interventions in conflict and crisis situations. Most countries participating in the meeting can cater for both.

Convergence of recruitment and training: In recent years, a rising yet still limited number of countries have integrated responsibilities for recruitment and training into a designated agency or focal point; there was a broad understanding that recruitment focal points should at least develop a partnerships with external providers of training and orientation.

Key challenges

“Not mobile or too mobile”. The famous call for “getting the right people with the right profile at the right place in time” has not become any easier. On the contrary, in light of the massive growth in the need for civilian personnel and given the fact that recruiters are all “fishing in

the same pool”, attracting and retaining highly qualified personnel is more than ever a challenge. Good personnel with the right mix of experience, readiness for hazardous duty stations and mobility are regarded an equally precious and difficult commodity.

Rapid and long-term deployment: The challenge becomes an even greater one with the increasing demand for expert practitioners in niche professions for long-term assignments. An insecure working environment, sometimes equally competitive salaries back home, few career development options and distance to the family diminish mission attractiveness. On top, national legislation limiting secondments, problems in obtaining leave of absence, missing reemployment rights, and difficulties maintaining professional licenses present serious impediments.

Assessment of candidates and performance monitoring: Significant progress has been made across countries in lifting standards for screening and performance reviewing. Yet, such standards need to be spread more widely – and globally. Supervisors in missions and sending states alike generally display some degree of insecurity and reluctance when it comes to imposing consequences of poor performance or misconduct. This is due to political sensitivities, insufficient access to evidential information and short contract cycles.

Handling diverse recruitment regimes: Most national roster managers share the difficulty of fully understanding the recruitment system operated by multilateral organizations and to respond to their specific demands for civilian personnel effectively and rapidly. Participants agreed that strengthening national mechanisms for civilian recruitment and deployment requires better communication between multilateral organisations and member states.

Recommendations for follow-up

After a series of workshops in recent years – organised by successive EU presidencies the EU General Council Secretariat, in the context of the OSCE Annual Meetings on Training and Recruitment or in the UN arena – it was commonly felt that it is urgent to institutionalise in particular a structured dialogue on civilian capacity and give it some structure. The following was proposed:

To organise follow-up seminars and workshops as many of the topics raised at this meeting merit a more in-depth debate.

To establish an informal Working Group on Civilian Deployable Capabilities: Some participants volunteered to provide draft terms of reference. Some governments plan to commission research into human resources gaps and needs in crisis areas including country studies.

To create a new information hub and web-based portal where practitioners and policy-makers find information on national and multilateral policies; handbooks and manuals; human resources techniques and tools; an event calendar; training programs and curricula; contact details. ZIF offered to (co-)coordinate the group and set-up/maintain the web-site.

To strengthen dialogue between multilateral institutions such as DPKO, UNDP, OSCE and EU and national recruitment focal points/roster managers was considered requisite for reaching out to qualified civilian specialists.

1. Introduction

In the rise of multidimensional peace operations since the 1990s, the nature of mandates and missions has changed, with some fundamental ramifications for civilian staffing:

- More organizations than ever involved with new arrangements and division of labour
- More types of field missions
- More functional or occupational groups and more demanding job/task profiles
- More demanding candidates/experts.

At the same time, a substantial body of practical knowledge about how to support civilian staffing has emerged. However, a number of gaps need to be addressed across organisations and member states, including:

The institutional capability gap: A lack of designated institutional capability/responsibility at national level to train, recruit, deploy, and support civilian personnel.

The quality-quantity gap: The gap between partly overwhelming numbers of applications and the shortage of high-quality civilian experts ready for sustained assignments under hardship conditions.

The expectations/incentives gap: It appears as if professional, personal and family-related requirements and expectations of civilian personnel are not always being met by the incentives offered for mission assignments.

The recruitment-training gap: The fragmentation between recruitment/deployment function and training opportunities at national level; little systematic connection between recruitment and training in terms of assessment of suitability and rostering.

The responsibility gap: The scattered responsibility within governments for recruitment and deployment to different organisations and missions.

The rules gap: The application of overly bureaucratic rules and regulations which have been created for fixed-term or career appointments at headquarters has proven somewhat incompatible with the fast-moving business of peacekeeping and crisis management; on the hand, some organisations still work with under-regulated deployment modalities.

The communication gap: Too little comprehensive communication and transparency between multilateral organisations and member states about recruitment needs and the screening and selection process.

On the other hand, the discussion on good practices in civilian recruitment and deployment has picked up pace and depth, and an increasing number of countries and organisations engage both in spreading models and techniques and in investing in their own capabilities. Participants widely agreed that the emerging complexity of recruitment and deployment of civilian personnel for peace operations needs more than ever interaction and cross-fertilisation among bilateral and multilateral institutions.

2. The Development of National Capacities for Civilian Recruitment and Deployment

2.1 Australia

Australia has not yet established a special roster from which to deploy civilian personnel. Given Australia's interest in stabilisation missions, particularly in the Pacific Region (Papua New Guinea, Timor-Leste, Solomon Islands), its recruitment and deployment is based on a whole-of-government approach through partnerships between various governmental agencies such as the Department of Foreign Affairs and Trade, the Attorney-General's Department, the Australian Agency for International Development, the Australian Electoral Commission, the Customs Department, the Department of Finance and Deregulation, the Office of Financial Management, the National Archives, Treasury and the Department of Veterans' Affairs, the Australian Defense Force, and the Australian Federal Police.

The recruitment process starts with the Australian cabinet determining the demand for field personnel. Governmental agencies are responsible for identifying suitable candidates in a merit-based selection process. Candidates are all required to abide by either the Australian Public Service Code of Conduct or a Code of Conduct developed for contractors. Deployments last usually three to six months, but may also be short-term assignments. Pre-deployment training is provided by governmental agencies themselves or by universities and NGOs. Public servants represent the core group of Australian civilian personnel in mission, however, creating sufficient incentives to attract good professionals has always been an issue.

2.2 Canada

Following the NORDEM model, Canada's Civilian Reserve (CANADEM) was established in 1996 as a national standby roster for the recruitment, screening, promotion and rapid mobilisation of Canadian expertise. CANADEM recruits a broad range of experts in large numbers. The roster currently includes approx. 10,000 experts specialized in human rights work, peacebuilding, rule of law, governance, democratisation, elections, policing, security, administration, logistics and reconstruction. In contrast to other national rosters, CANADEM's key focus is to provide recruitment services directly to various parts of the UN and other international organizations. Providing experts for bilateral – Canadian government – programmes, however, is growing.

As a special feature, CANADEM responded to the UN's and others organisations' interest in accessing multi-national rosters. Therefore CANADEM has opened its roster to non-Canadian experts. CANADEM runs a three-phased screening: initial screening for general suitability and rostering; advanced screening focusing on technical expertise; and position screening when matching to a specific job. For technical vetting of both Canadian and non-Canadian candidates, field-experienced experts are being used. Training for civilian personnel is not carried out by CANADEM.

The Government of Canada established the Stabilization and Reconstruction Task Force (START) in September 2005 to enhance its civilian capacity for international crisis response through a whole-of-government approach. More than 70 employees at Foreign Affairs and

International Trade Canada, the Canadian International Development Agency, the Royal Canadian Mounted Police, Public Safety Canada, the Department of National Defense, the Department of Justice, and non-governmental organizations work together in ensuring timely, coordinated and effective responses to international crises and in managing the Global Peace and Security Fund.

A policy review of Canadian peace operations conveyed that training for civilians, which are offered by individual departments, are not harmonized, that more integrated trainings are provided in Canada for partner countries and that certain subjects – e.g. cross-cutting issues, leadership, strategic communication, security – need more attention. In response, integrated education and training for Canadian civilian officials have been developed; training should also be tailor-made, i.e. ongoing/thematic, pre-deployment, in-country, and post-deployment.

According to START's experiences, rapid and effective recruitment and deployment of civilian personnel requires a clear government mandate to provide leadership/legitimacy, oversight to ensure alignment to international policy priorities, a flexible structure, a strong evaluation and monitoring regime, and financial resources to meet core and programme needs.

2.3 Finland

The Crisis Management Centre (CMC) Finland was founded in 2007 as a governmental institution to train and – since 2008 – recruit experts for peace operations of the EU, NATO, OSCE and UN. The recruitment of civilian personnel is based on a roster of 150 experts for policing, border control, rule of law, administration, monitoring, rescuing, crisis response and support to EU Special Representatives. The responsibility for civilian crisis management is shared between two ministries: the Ministry of Foreign Affairs and the Ministry of the Interior. The Ministry of Foreign Affairs finances CMC, is responsible for the political coordination, and decides in which missions Finnish experts shall take part. The Ministry of the Interior is responsible for issues concerning national capacity building on a strategic level.

The recruitment process involves the registration of experts which is not-binding and open to any Finnish citizen. Sometimes people apply for specific positions advertised. Interviews and participation in training courses are standard tools in screening and preparing candidates. Under the Act on the Participation of Civilian Personnel in Crisis Management (1287/2004), persons in central government service must be granted leave of absence from work for the duration of a mission.

2.4 Norway

The recruitment and deployment of civilian personnel in Norway is based on a roster system outside the executive branch of government. The Norwegian Resource Bank for Democracy and Human Rights (NORDEM) was established in 1993 by the Ministry of Foreign Affairs to respond to the need for qualified personnel available on short notice for assignments that promote democracy and respect for human rights.

NORDEM maintains a standby capability and a resource base: the standby capability currently contains about 250 civilian experts for human rights and democratisation who are available on short notice. The resource base consists of experts who are not expected to deploy rapidly, but who may be contacted for special assignments. The primary deployment modality is secondments to the OSCE, the EU and other multilateral operations or programs. They can be triggered by the Ministry of Foreign Affairs, the receiving organisation or by NORDEM itself. In addition, NORDEM acts as a clearing house for candidates forwarded by other organisations.

NORDEM issues calls for applications and vacancies on its website and in national and regional newspapers. Screening of applicants happens continuously. The selection involves CV screening and interviews. All newly recruited members are required to attend the NORDEM basic training course. They also have to produce evidence that they can be granted special leave of absence from their current jobs. With regard to individual performance appraisals in missions, NORDEM established its own system. Satisfactory performance is a condition for extension of secondments. Norwegian field personnel also report on the overall progress of the mission. A significant number of experts only wish to be deployed for short-term operations, mainly election observation missions. NORDEM considers establishing a separate roster for election observers.

2.5 Switzerland

The Swiss Expert Pool for Civilian Peacebuilding (SEP) was established in 2001 within the Political Affairs Division of the Swiss Federal Department for Foreign Affairs to serve multi- and bilateral peace operations. In contrast to most other countries, Swiss experts enter into an employment contract with the federal government for the duration of their field assignment. The expert pool is currently 630 members strong with expertise in areas such as democratisation, rule of law, protection of minorities, human rights monitoring, election observation, civil administration, gender, civilian police monitoring, customs and finance, and forensic pathology. Members of the pool normally attend a two-week generic peacebuilding induction course.

In response to requests by international organisations, suitable members of the pool are selected and presented as candidates to the requesting organization (for contracted or seconded positions). Contracts run for at least one year up to five years. Performance evaluations have not yet been done due to the data privacy protection law. Main challenges include both rapid recruitment and re-assignment of civilian specialists as the vast majority does only one mission on average.

2.6 United Kingdom

The UK government's Stabilisation Unit, which was named the Post Conflict Reconstruction Unit (PCRU) until 2007, is a joint venture of the Department for International Development (DFID), Foreign and Commonwealth Office (FCO) and Ministry of Defence (MOD). One of the Stabilisation Unit's key tasks is to provide the UK government with experienced civilian personnel to work in insecure countries.

The Stabilisation Unit maintains its own database of 900 deployable civilian experts – many of which are civil servants from DFID, FCO and MOD – in fields such as economics, governance, infrastructure, security, justice, communication, operations management and support. In 2007, the Stabilisation Unit signed a number of framework agreements with providers of consultants to supplement the database. The establishment of a Stabilisation Volunteer Network and a Civil Service Cadre is under development. International secondments of civilian experts and police have been transferred to the FCO.

The selection of candidates is based on criteria including readiness and availability, willingness, professional skills, knowledge and expertise. A standard framework is being used as reference for assessing applicants, interviews, training, developing the terms of references for an assignment, and for performance management. One of the concerns is safety and security. Duty of care includes medical examination, psychological screening, hostile environment training, and ensuring a functioning in-situ security management framework. As for many countries, issues of liability need careful consideration.

2.7 United States

The recruitment and deployment of civilian personnel in the US is based on a whole-of-government approach. The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) of the US Department of State, which was established in August 2004, is leading the interagency effort to establish a standing US civilian response capacity. Its centerpiece is the Civilian Response Corps (CRC) which started in 2008. Eight US government departments and agencies contribute: the Department of State, the US Agency for International Development, the Department of Agriculture, the Department of Commerce, the Department of Health and Human Services, the Department of Homeland Security, the Department of Justice, and the Department of the Treasury.

The CRC will be made up of an Active, Standby, and Reserve Component: (1) the *Active* component will be a roster of 250 full time “first responders” of serving state department civil service and foreign service employees. They will be pre-selected, trained and equipped, and can be deployed in two to four days for missions of up to six months. Active civilian personnel are employed by the CRS for up to two years and carry out this duty as their primary job. They agree in advance to deploy anywhere in the world. When not in the field, they are employed in one of the bureaus of the state department; (2) the *Standby* component with a target of 2,000 civilian employees of the US government as “second responders” who remain in their job. The standby capacity is deployable within 30 to 45 days.

The skills of the standby and active officers include planning, operations and management, rule of law, economic recovery, essential services, diplomacy and governance, and diplomatic security. (3) The 2,000 members of a *Reserve* capacity. Reservists have sector specific expertise in a range of fields. They remain in their current employment, but commit to being a member of the reserve for three years; being deployed at 45 to 90 days notice for up to one year; and participating in a two week training course every year. When deployed, they are paid a US government equivalent salary. Mandatory training courses are provided by the CRC.

3. Multilateral Recruitment Mechanisms

3.1 United Nations Department of Field Support (UN DFS)

In order to ensure better planning, faster deployment and a more responsive system of support, the General Assembly split DPKO in mid-2007, creating a new Department of Field Support (DFS). It is headed by an Under-Secretary-General (USG) who reports to the USG for Peacekeeping Operations (DPKO). DFS is, inter alia, in charge of mobilising, screening, submitting, contracting, and reassigning civilian personnel for UN-led peace operations.

As of 2008, the UN had about 23,000 civilian staff on the ground (6,500 international staff, 14,500 national staff) with an average vacancy rate of around 30 %. However, the UN human resources system has difficulties keeping pace with the enormous operational demands due to the growth in the number and size of field missions. Major challenges include:

- Finding and deploying experts in critically needed professions, e.g. forensics, civil/water engineering, logistics, administration, corrections, French speakers, etc.
- Slow recruitment process (on average it takes 174 days from the time a vacancy announcement is issued to the time a candidate is selected)
- Creating incentives for qualified personnel to be deployed (during period July 2007 - June 2008, 18,6 % of the offers made were turned down)
- High turn-over rates (average time in service for civilian personnel: 4,6 years)
- Gap between available expertise and demanding job profiles
- Disproportion between the volume of applicants and the available number of posts (July 2007 - June 2008, 250,000 applications came in and 946 contracts were offered)
- Confusing variety of different contractual modalities for civilian personnel.

An individual application starts with completing a personal history profile in an e-recruitment system called "Galaxy". People apply for generic job profiles (indicating geographic preferences) or for some specific positions advertised. An initial screening (eligibility) is done by the Recruitment Section while technical clearance is granted by respective specialists at DFS, DPKO, DPA or other designated departments or agencies of the UN. Cleared candidates are registered special lists divided into occupational groups and grades. Field missions have access to these lists from which they identify candidates to be interviewed. Missions make the final selection, while the formal appointment is processed at UN headquarters.

The forthcoming "Talent Management" system (replacing respective Galaxy modules) will provide a more comprehensive set of human resources tools for screening, planning (e.g. baseline requirements, operational estimates, succession planning, retirement projection, turnover rates), career development and performance management.

The recruitment process is by and large carried out by occupational group managers and review expert panels. Occupational group managers are subject matter experts who decide on technical clearance within a particular functional group (rule of law, humanitarian affairs, supply, etc.). They make recommendations to the newly established Field Central Review

Panels to confirm the correct individual vetting process and assessment results. Their members are nominated by the Field Staff Union and the Field Personnel Division.

“Talent Management” aims at aligning headquarters and field work flows, eliminating redundant and low value processes, redefining roles and redistributing workloads, simplifying selection tasks and procedures, increasing the quality of candidates, and reducing the time to fill vacancies. Moreover, DFS is pushing to streamline contractual arrangements and to link up different UN rosters.

3.2 United Nations Development Programme (UNDP)

In 2001, UNDP’s Executive Board strengthened the work of UNDP in crisis situations by creating the Bureau for Crisis Prevention and Recovery (BCPR). It serves as the practice leader for crisis prevention and recovery within UNDP. The Cluster Working Group on Early Recovery (CWGER) was formed in 2005, consisting of 18 UN and non-UN members from the humanitarian and developmental communities with UNDP as the designated cluster lead. It supports the Humanitarian Coordinator/Resident Coordinator in strategic planning of preventive and early recovery activities. UNDP’s new immediate crisis response (SURGE) advisors’ roster enables CWGER to deploy rapidly skilled and trained staff to a country office confronted with an immediate crisis situation. SURGE brings together people from the programme and operations side and from different departments and areas of expertise, including aid coordination, resource mobilisation, communication, recovery, finance, human resources, field security, ICT, operations, and procurement.

The SURGE mechanism has three levels of response capacity: the *UNDP SURGE Roster* with UNDP staff, the *UNDP BCPR Roster* with conflict prevention and recovery consultants, and the *Inter-Agency Expert Roster* with cluster members and standby consultants. All of these are based on standard terms of reference and are subject to UNDP’s procurement rules. Technical screening of candidates prior to contracting is done by the SURGE office. Some experts have been hired on longer-term appointments in order to ensure their quick availability and avoid lengthy on-boarding. In addition, individuals are selected for intensive training to certify them as Early Recovery Advisers or BCPR experts.

However, based on a mapping of existing capacity for early recovery among cluster members, fast and predictable mobilisation of technical expertise still presents a challenge.

3.3 European Union (EU)

The EU has conducted Civilian Crisis Management Operations (CCMO) within the framework of the European Security and Defense Policy (ESDP) since 2003. Implementing unit as part of the General Council Secretariat is the Civilian Planning and Conduct Capability (CPCC), established in 2007. It plans and backstops civilian ESDP operations, which concentrate on policing, border management, rule of law and the security sector.

Civilian ESDP missions consist of international personnel (seconded or contracted – whereby contracted staff holds a contract with the Head of Mission not the EU as such) and local staff.

Since CPCC does not maintain a central roster of civilian experts (and the Civilian Headline Goal is no roster), it seeks international experts through Calls for Contributions to the member states or invited third states. Where no nominations for secondment meet job requirements, CPCC, the Head of Mission and senior mission staff look for candidates to be hired directly. This is done primarily for mission support functions, incl. finance, administration, logistics, procurement, communication systems, and security.

Challenges CPCC and ESDP missions face in recruitment of civilian staff include:

- Defining staffing needs and compiling staffing tables in a short planning period
- Selecting, briefing and deploying the core team to accompany the Head of Mission
- Ensuring a transparent, equitable and accountable selection process
- Ensuring a fair distribution of staff (gender, nationality)
- Ensuring smooth rotation, extension and/or replacement of staff
- Adapting staff numbers and composition to changing mandates and resources.

4. Building the African Standby Force: Challenges in Recruitment and Roster Management

The AU plays a growing role in the maintenance of peace and security. One prominent tool is the establishment of the African Standby Force (ASF) for rapid deployment. The ASF – which is supposed to be operational in 2010 – will be decentralized into standby brigades in five African regions and incorporate a police and civilian expert capacity. With the prevailing military bias and the complexity of civilian peacekeeping, the creation of the ASF's civilian component is still lagging behind. This has repercussions for the AU, ECOWAS and also AFDEM in their recruitment and roster management.

4.1 African Union (AU)

So far, the AU does not operate a roster of civilian personnel. Vacancies are posted on the AU website in four AU languages (English, French, Portuguese and Arabic) for a period of two months and are circulated among embassies in Addis Ababa. Screened and shortlisted candidates have to pass an interview and a written test. The AU selection process is based on gender equality, national and geographic balance, transparency and integrity.

Many civilian experts, however, consider an assignment with the AU rather a stepping stone for a career with the UN. As a consequence, many candidates withdraw after appointment or some time on the job, which undermines the cost-effectiveness of the AU selection process. AU missions' high turnover rate among civilian personnel is also a result of low salaries and family allowances compared to other international organisations.

As a lesson learned, the AU aspires to establish and manage a roster of civilian specialists in areas such as human rights, humanitarian affairs, governance, disarmament, demobilisation and reintegration (DDR), and reconstruction. However, building such a roster requires adequate funding as well as solid skills assessments and selection procedures. In addition, the AU makes efforts to address the ongoing brain drain to other international organisations.

4.2 Economic Community of West African States (ECOWAS)

ECOWAS is a regional group of fifteen countries, founded in 1975. Their civilian capability is regarded an important building block of the ASF. The 1999 ECOWAS Protocol provides the framework for the establishment of a 6,500-strong ECOWAS Standby Force (ESF) for Peace Support Operations (PSO).

The integrated structure of the ECOWAS Planning Element (PLANELM) contains a civilian component within the PSO Integrated Planning and Management Cell (PIPMAC). PIPMAC itself consists of a civilian, military, police and mission support desk. The civilian desk is planned to be composed of experts in the field of public information, humanitarian affairs, legal affairs, human rights and rule of law.

Civilian personnel may be recruited directly or seconded by member states. Guidelines for recruitment have been instituted by the Council of Ministers and the Department of Human Resources. Vacancies are advertised in all member states. Shortlisted candidates have to go through mandatory interviewing.

ECOWAS also provides preparatory training for civilian personnel and does so in cooperation with the National War College in Abuja/Nigeria, the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Accra/Ghana, the École de Maintien de la Paix (EMP) in Bamako/Mali and the Peace Support Training Centre (PSTC) in Nairobi/Kenya.

Lastly, key challenges for ECOWAS are funding constraints for the secondment of civilian personnel and the largely undefined relationship between the AU and Regional Economic Communities (RECs) in building the ASF civilian component.

4.3 African Civilian Standby Roster for Humanitarian and Peacebuilding Missions (AFDEM)

Traditionally, Africans have been under-represented in international missions as it has been difficult for international organizations to identify suitable candidates from Africa. The Zimbabwe-based AFDEM – which is Africa’s only comprehensive civilian roster – was established in 2000 as SAFDEM (Southern African Civilian Standby Roster) with a joint grant from Canada and Norway. Since 2007, the roster has expanded to include all African nationals qualified for the participation in international humanitarian and peace support operations.

SAFDEM adopted the NORDEM model of maintaining a small civilian roster combined with provision of training opportunities for its members. The roster currently contains about 500 active and vetted members of whom 30 % are female. Members have expertise in the fields of human rights, refugees/IDPs, logistics, security, vulnerable groups (including women, children, HIV/AIDS and the elderly), monitoring and evaluation, law, public health, water and sanitation, community development, election observation and monitoring.

AFDEM estimates the demand for civilian expertise through extensive outreach and dialogue with partner organizations. Candidates’ CVs are screened and interviews conducted before

someone is placed on the register. Members are encouraged to attend ACCORD's "Training for Peace Programme in Southern Africa" and other courses. AFDEM advertises posts in missions on their website and responds to direct requests from recruiting agencies, mainly from DPKO/DFS.

AFDEM is facing the following main challenges:

- Lack of funds to second experts
- Barriers for applying online due to poor internet connections
- Poor language skills of many applicants
- Too few women ready for difficult mission assignments.

5. Executive Search and Talent Management in the Corporate Sector

Both in the private and public sector a shared challenge is to attract and retain outstanding performers. Executive search therefore goes beyond identifying managers and specialists for client firms. According to Egon Zehnder International (EZI), successful consulting follows a more holistic concept including: joint identification of needs and managerial gaps; defining the essential requirements of a position; finding the right person; and remaining part of the on-boarding during the first few months after entry on duty.

Candidates are usually identified from three sources: EZI's own professional networks and relationships; those of their web of offices around the world; and systematic research, including the leading companies in the industry.

When approaching candidates, EZI presents the opportunity, spells out the nuances of the targeted position and describes cultural aspects of the organisation. The next step includes a competency-based interview focusing on "how"-questions in order to dig into the individual's behavioral characteristics and motivation. Interviewers also assess the candidate's ability to perform in and adapt to a new work environment. Essential criteria for leadership positions are the drive for change, results-orientation, and focus on people and teams.

After a candidate has been hired, it is important to continue the dialogue both with the company and the individual regarding performance, expectations and team integration. Some participants noted that a talented candidate might not necessarily be the right candidate for a specific work environment. This is why matching someone to a job is a complex process. During the discussion participants also raised concerns about managing virtual teams, something that is common in international organisations. This requires clear hierarchies and structures, extensive communication, and regular reviews of team performance.

Annex 1: Meeting Schedule

Thursday, 11 December 2008

- 12:15 p.m. Registration and Lunch at Logenhaus (next to Hotel Avalon)
- 1:30 p.m. **Welcome and Introduction**
Dr. Winrich Kühne
- 1:45 p.m. **Professionalizing Civilian Recruitment: Have We Lived Up to the Challenge?**
Jens Behrendt
- 2:00 p.m. **The Current State of National Capacities for Civilian Recruitment & Deployment**
This session will focus on existing civilian recruitment and deployment mechanisms respond to changing demands in quantity, quality, rapidness, and in-mission support.
Jürgen Störk: Steering the Swiss Expert Pool
Natasha Smith: Managing Deployments at AusAID
Siri Skåre: Recruitment and Deployment by NORDEM
Facilitator: Jens Behrendt
- 3:30 p.m. Coffee Break
- 3:45 p.m. **The Current State of National Capacities for Civilian Recruitment & Deployment (contd.)**
This session will mainly focus on how national institutions implement new or expanded mandates into the recruitment and deployment function.
Monika Dankova: Candidate Sourcing and Screening at CANADEM
Juho Särkilä: Expanded Mandate of the Crisis Management Centre, Finland
Jonathan Benton: Building a New Civilian Response Capability for the US Government
Facilitator: Tiina Heino
- 5:15 p.m. Coffee Break
- 5:30 p.m. **Political Support, Policies and Regulation of National Recruitment and Deployment Mechanisms**
This session will focus on the need and ways of improving and coordinating various national efforts with particular reference to skills, standards, duty of care, and training. Moreover, there will be attention given to ongoing studies and mapping exercises.
Andrew Bowes: Institutions, Recruitment and Deployment Preparation in the UK
Roman Waschuk: Recruiting for Peace Operations – A Canadian Perspective
Facilitator: Sarah Lyons
- 7:00 p.m. “Pre-Christmas Dinner” at ZIF

Friday, 12 December 2008

9:00 a.m. **Multilateral Perspectives on Working with National Recruitment Mechanisms**

This session has a dual focus on a) the changes underway to adjust the recruitment and deployment system for UN field missions, and b) how multilateral institutions view the future collaboration with member states in mobilizing civilian personnel.

Margarete Sobral-Kiefl: Field Personnel, Outreach, Talent Management in UN Peacekeeping

Jahal de Mertins: UNDP's Early Recovery Roster

Paulo Vidal: Current Challenges in Force Generation for ESDP Civilian Missions

Facilitator: Helmut Napiontek

10:30 a.m. Coffee Break

10:45 a.m. **Building the Africa Standby Force: Challenges in Recruitment and Roster Management**

This session will focus on the state and planning of civilian elements for the African Standby Force.

Gaone Masire: Recruitment and Deployment for AU Missions

Eustace Chiwombe: Screening, Selection and Services at AFDEM

Issouf Traoré: ECOWAS PSO Staff, Recruitment Status and Challenges

Facilitator: Dr. Winrich Kühne

12:30 p.m. Lunch

Lunch & Talk **Executive Search and Talent Management in the Corporate Sector**

This special session will provide an opportunity to learn more about tools and practices used in identifying and courting senior experts and managers by one of the leading international HR advisory firms.

Dr. Michael Ensser, Head, Berlin Office, Egon Zehnder International

Facilitator: Jens Behrendt

1:30 p.m. **Concluding Remarks and Closing of the Meeting**

Dr. Winrich Kühne

Annex 2: List of Participants

NATIONAL AGENCIES AND MINISTRIES

Altes, Guusja Korthals	Conflict Prevention, Peace Operations and Military and Civil Cooperation Division, Security Policy Department, Ministry of Foreign Affairs, Den Haag, Netherlands
Benton, Jonathan	Civilian Response Operations Director, Office of the Coordinator for Reconstruction and Stabilization (S/CRS), US Department of State, Washington, USA
Bowes, Andrew	Deployments Manager, Operational and Deployments Group, Stabilisation Unit, London, United Kingdom
Dankova, Monika	Geneva Representative, Canada's Civilian Reserve (CANADEM), Ottawa, Canada
Guillon, Raphaelle	Focal Point for Civilian Crisis Management, Mission des Focionnaires Internationaux, Ministère Affaires Etrangères, Paris, France
Heino, Tiina	Head of International Recruitment, Folke Bernadotte Academy (FBA), Sandöverken, Sweden
Hjellegjerde, Nina	Head of Section, Standby Rosters Emergency Response, Department Norwegian Centre for Human Rights (NORDEM), University of Oslo, Oslo, Norway
Hougesen, Pernille	Adviser, Humanitarian Policy & Assistance and NGO Cooperation, Ministry of Foreign Affairs, Copenhagen, Denmark
Ljung, Lars	Senior Adviser, Folke Bernadotte Academy (FBA), Sandöverken, Sweden
Lyons, Sarah	Conflict Adviser, Conflict, Humanitarian and Security Department, Department for International Development (DFID), London, United Kingdom
Otallah, Nicole	Diplomatic Outreach Officer, Office of the Coordinator for Reconstruction and Stabilization (S/CRS), US Department of State, Washington, USA
Pawalek-Mendez, Joanna	Senior Expert, Security Policy Department, Ministry of Foreign Affairs, Warsaw, Poland
Ray, Wilna	Resource Management Operations Director, Office of the Coordinator for Reconstruction and Stabilization (S/CRS), US Department of State, Washington, USA

Särkilä, Juho	Head of Human Resources, Crisis Management Center (CMC), Kuopio, Finland
Skåre, Siri	Director, Norwegian Centre for Human Rights (NORDEM), University of Oslo, Oslo, Norway
Smith, Natasha	Civilian Deployable Capacity and Early Recovery Adviser, Australian Agency for International Development (AusAID), Canberra, Australia
Söffker, Bernd	Adviser on Crisis Prevention, German Federal Foreign Office
Star evi, Ivan Velimir	Minister Plenipotentiary, Ministry of Foreign Affairs and European Integration, Zagreb, Croatia
Störk, Jürgen	Coordinator, Swiss Expert Pool for Civilian Peacebuilding (SEP), Federal Department of Foreign Affairs, Bern, Switzerland
Tumler, Julie	Adviser, International Placement Service, German Federal Employment Agency, Office for Executives in International Organizations (BFIO), Berlin, Germany
van Veen, Erwin	Adviser, Peacebuilding and Stabilisation Unit, Security Sector Development, Ministry of Foreign Affairs, Den Haag, Netherlands
Waschuk, Roman	Senior Director and Deputy Head, Stabilization and Reconstruction Task Force Secretariat (START), Ministry of Foreign Affairs and International Trade, Ottawa, Canada

MULTILATERAL INSTITUTIONS

Beck, Christoph	Management Officer, UN Volunteers (UNV), Bonn, Germany
De Meritens, Jahal	Coordinator, Inter-Agency Cluster, Working Group Early Recovery, UN Development Program (UNDP) – Bureau for Crisis Prevention and Recovery, Geneva, Switzerland
Masire, Gaone	Head of Human Resources, African Union (AU), Addis Ababa, Ethiopia
Morland, Jake	United Nations Peacebuilding Support Office (PBSO), New York, USA
Napiontek, Helmut	Adviser, Department of Human Resources Organization of Security and Co-operation in Europe (OSCE), Vienna, Austria
Sobral-Kiefl, Margarete	UN Department of Field Support (DFS), New York, USA
Traoré, Issouf	Colonel, Economic Community of West African States (ECOWAS), Abuja, Nigeria

Vidal, Paulo Human Resources Expert, Civilian Planning and Conduct Capability, General Council Secretariat of the EU, Brussels, Belgium

NGOs

Chiwombe, Eustace Programme Officer, African Civilian Standby Roster for Humanitarian and Peace Building Missions (AFDEM), Bulawayo, Zimbabwe

ZIF

Behrendt, Jens	Head of Recruitment Unit
Bröring, Kerstin	Recruitment Unit
Janassary, Anita	Recruitment Unit
Kremer, Ursula	Recruitment Unit
Kühne, Winrich	Director
Nutt, Kathrin	Analysis & Lessons Learned Unit
Postert, Markus	Head of Training Unit
Renner, Bettina	Deputy Head of Recruitment Unit
Welker, Wanda	Analysis & Lessons Learned Unit

Annex 3: List of Abbreviations

ACCORD	African Centre for the Constructive Resolution of Disputes
AFDEM	African Civilian Standby Roster for Humanitarian and Peacebuilding Missions
ASF	African Standby Force
AU	African Union
AusAID	Australian Agency for International Development
BCPR	UNDP Bureau for Conflict Prevention and Recovery
CANADEM	Canada's Civilian Reserve
CMC	Crisis Management Centre Finland
CPCC	Civilian Planning and Conduct Capability
DFID	UK Department
DPA	United Nations Department of Political Affairs
ECOWAS	Economic Community of West African States
ESDP	European Security and Defense Policy
ESF	ECOWAS Standby Force
EU	European Union
FCO	UK Foreign and Commonwealth Office
NATO	North Atlantic Treaty Organization
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
OSCE	Organization for Security and Cooperation in Europe
PSO	Peace Support Operation
SEP	Swiss Expert Pool for Civilian Peacebuilding
START	Stabilization and Reconstruction Task Force
UNDFS	United Nations Department of Field Support
UNDP	United Nations Development Programme
UNDPKO	United Nations Department for Peacekeeping Operations
USG	United Nations Under-Secretary General
ZIF	Zentrum für Internationale Friedenseinsätze