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BACKGROUND PAPER

**CIVILIAN CRISIS MANAGEMENT IN THE EU:
THE EXPERIENCE OF GERMANY**

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Introduction

Over the past two decades peace operations – peacekeeping, peacebuilding, civilian crisis management, conflict recovery – represented the fastest growing area in international relations, more than other expanding and innovative sectors such as humanitarian assistance, environmental diplomacy and international justice. There are more than 50 operations currently run by UN, AU, EU, OSCE. Since 2003 there have been 23 ESDP missions, nine civilian are ongoing.

This requires enormous political and material investment. It means a proliferation of national and multilateral mandates, policy-making, coordinating mechanisms, operational rules and regulations, budget provisions, military, police and civilian personnel, equipment and transportation, and last but not least public justification and explanation of crisis and post-conflict interventions.

All of these constitute critical elements for the ability to deliver. However, across the board they seem to be underdeveloped, resulting in a mix of accomplishments and failures in theatre. Notwithstanding, EU civilian crisis management - just like other peacekeeping and peacebuilding missions – appears increasingly as an ascending, standard response to crisis, almost like a reflex to situations that pose a real or potential threat to international stability.

Evidently, crisis management is learning by doing. It is going through constant change, both in terms of quantity and quality. Some experts see the international system and its capacity to manage and stabilize multiple crises on the brink of overstretch - or even beyond. They read the signs: the UN recycles military contingents from Eastern Congo to Sudan for lack of new blue helmets; EU, OSCE and UN face increasing difficulties to attract and retain civilian personnel; peace operations may drop on the priority list in light of the current financial crisis and the public budget crunch in key contributing countries; and the public fails to understand why costly peace operations are sustained while seeing little gain from it.

Civilian crisis management in crisis? The other side is that many governments, international organizations and civil society make enormous efforts to live up to the challenge, creating a momentum for building planning mechanisms, operational capabilities and political will. Many administrations in the EU, Japan, US, Canada and in the Global South have been developing different models to contribute to international crisis management.

This paper presents and discusses some elements of the German approach to civilian crisis management. It is divided in four parts:

1. Taking a closer look at the policies for civilian crisis management
2. Describing a key instrument for recruitment, training and research: ZIF
3. Revisiting the need for global capacity building and the German contribution
4. Presenting some reflections on lessons (to be) learned.

¹ This contribution reflects the views of the author and does not represent an official view of ZIF.

1. Germany's Policy on European Civilian Crisis Management

Germany has been a late starter in peace operations and civilian (and military) crisis management. The first ever deployment of police was to Namibia in 1989 followed by UNTAC in Cambodia in 1992/93. Since then Germany has emerged as a regular contributor to international stabilization, reconciliation and recovery efforts. In the context of the EU, Germany has been at the forefront from the beginning, including hosting the Cologne summit which laid the foundation for ESDP. In terms of policy development, however, the Kosovo crisis 1998/99 and the international response became a signature event for the German government to pay increased attention to this emerging part of international relations.

1.1 National Policies and Legislation

In May 2004 – as part of the then coalition government's programme – the Schröder administration approved the *Civilian Crisis Prevention Action Plan*. For the first time and based on some earlier government papers, the government presented a comprehensive policy and activity framework for all civilian engagement in conflict and post-conflict environments.

The Action Plan defines strategic elements of civilian crisis prevention and management capacity: strengthening multilateral and domestic capacity, enhancing conduct capabilities, introducing enabling policies, securing funding, and providing the requisite human and material resources.

The Action Plan commits all government departments to embark on conflict-sensitive policies and to institute some coherence particularly between the most involved ministries, such as foreign affairs, development, interior and defense. Until now, the Action Plan is the point of reference for government reporting on existing civilian capacities and programmes and has been incorporated in the agenda of the last coalition government (2005-2009). It is highly likely to continue with the new government currently under negotiation.

Two reports on the status of implementation have been published by the government so far (two year cycles 2004-2006 and 2006-2008). They have been commented on by NGOs and the wider experts and research community. Two lines of criticism have emerged. One is that the Action Plan appears as a comprehensive and loaded list of possible activities, sectors and institutions without the necessary degree of inherent logic and integration. The other one complains about the absence of a strong coordinating and steering mechanism of political weight; in other words, the institutional set-up for an effective whole-of-government approach is still to come.

1.2 Institutional Set-up and Relations

The Action Plan created a government-wide coordination body called the *Civilian Crisis Prevention Steering Group*. In actual fact, it has shown its limitation in coordinating the implementation of the Action Plan. It is rather a consultative group collecting and exchanging information, without an operational mandate. There is consensus that this might be unrealistic, however, the Group should be more pro-active in public information.

1.3 Legal and Financial Aspects

Until 2009, the German Foreign Office and ZIF seconded German civilian experts under contractual modalities that were partially unregulated, unharmonised and providing little social security. Mission personnel were basically treated like long-term consultants. Especially for secondments to the ESDP missions, packages were determined in an ad-hoc fashion.

The problem was not one of underfinancing and lack of budgetary resources in light of Germany's increasing contribution to ESDP missions. It was rather an issue of concept: despite the fact that at one point 97 Germans

were seconded to OSCE field missions (2003) it was not considered a priority to adapt the contractual regime. With a sustained secondment to the OSCE and the rise of ESDP missions resulting in 102 German secondees (2009), however, time had come to act.

Following a drafting and coordinating period of about two years, the Federal Parliament adopted the new *Secondment Law* in May 2009. On 23 July 2009 the German Federal President signed the law. It regulates the legal status and the conditions of service for German seconded civilian experts for conflict prevention and peace operations. The law harmonises different contractual modalities under which Germans are being deployed with EU and OSCE. For the first time, German secondees enjoy social security benefits, including pension, invalidity, and unemployment. What is yet to be finalized is the administrative directive for its implementation which will specify the unified remuneration matrix applicable to all secondees.

Overall, the law provides greater incentives for deployed civilians and has therefore made work easier for the German agency supporting multilateral missions, including ESDP, namely the Center for International Peace Operations (ZIF).

2. Providing Critical Services for Peace Operations - ZIF

2.1 Mandate, Organization and Governance

Origin

The challenge of recruiting and fielding German civilian personnel to Kosovo in 1999 was a transforming experience. In its aftermath it was decided to take a systematic approach to identifying and training qualified professionals and to create a roster of experts for swift deployment. With a growing demand for international assistance in crisis management and recovery in a broader sense, it was considered helpful to outsource the increasingly complex recruitment work from the Federal Foreign Office into a specialist organization.

As a result of a two year design period, including a comprehensive feasibility study undertaken by Dr. Winrich Kuehne, Deputy Director of the German Institute for International and Security Affairs, the *Center for International Peace Operations (ZIF)* was founded in April 2002 through a decision of the Federal Parliament.

Mandate

ZIF's mandate is to strengthen the international capacity to respond to conflict and crisis through:

- recruiting, deploying and supporting civilian personnel for peace/conflict operations of UN, EU, OSCE, and possibly other bodies (UN system, NATO, Foreign Office, GTZ);
- designing and conducting needs-driven training and induction;
- providing information and advisory services to parliament, ministries, expert communities, and the general public; and
- networking at domestic and international level.

Organizational Make-up: An Innovative Model

In order to achieve its mandate, ZIF is active in the following areas, which are mirrored in the organisational make-up with its three units: Training, Human Resources, and Analysis and Information. The integration of these dimensions within a single agency represents a unique model. Outstanding ZIF features and characteristics:

Integration: Recruitment, training and deployment under one roof

One-stop service: Serving UN, EU, OSCE, ODIHR and others

Forum: Connecting practitioners, policy-makers, both domestic and international through dialogue and research

Coverage: Providing personnel and training from short-term election observation through to long-term peace operations

Coordination: Maintaining strong linkages for consultation and coordination with the German Foreign Affairs, Ministry of the Interior, Ministry of Defense, Ministry for Development and Economic Cooperation

Governance and Oversight

ZIF was registered as a non-profit company with limited liability. Its sole shareholder is the Federal Republic of Germany represented by the German Federal Foreign Office. The Centre is accountable to two oversight bodies: its shareholders and the supervisory board.

The *Shareholders' Meeting* consists of representatives of the Federal Foreign Office, notably all departments and units relevant to the Center's work. It is chaired by the MFA's Political Director. The *Supervisory Board* is made up of four ministers of state or state secretaries (vice-ministers) from the Foreign Office, the Ministry of Defence, the Ministry for Economic Cooperation and Development and the Interior Ministry as well as five Members of Parliament representing the current parliamentary groups in the German *Bundestag*.

This might appear as a fairly heavy oversight structure for a relatively small agency. The reason behind it is to demonstrate, that civilian crisis prevention and management in general and the work of ZIF in particular work across ministerial or departmental boundaries.

ZIF is supported and guided by an *Advisory Board* gathering individuals from both Germany and international organizations with significant experience in peace-supporting operations. From 2003 through 2009 the Advisory Board had only German members. However, in light of the international exposure and the range of partnerships it was decided to invite officials from international organizations as board members.

Resources

ZIF's annual budget stands at approximately €2 million. This covers all administrative and running costs, personnel, travel, as well as most training courses, research and publications, and conferences and workshops. In addition, ZIF carries out training, research and advisory projects funded from different sources such as the Foreign Office and the EU. However, this budget does not pay for the secondment and deployment

About 25 people work for ZIF, two-third on long-term appointments, others on project and other fixed-term assignments or as interns. As a family-friendly employer, some staff are on part-time or telework. As a general policy ZIF has also granted special leave of absence to some staff to work in peace operations including Bosnia-Herzegovina, Afghanistan, Timor-Leste and Sudan. This field experience adds to ZIF's professional reputation and its "street credibility" as a civilian voice.

As much as ZIF as a special agency appears as a relative luxury, it could well expand its range and depth of activities with additional resources, including much-needed information on peace operations for the larger and more than ever critical general public.

2.2 Recruitment and Deployment

The recruitment of German civilian personnel for international peace operations and election observation missions of the UN, OSCE, EU, and other international organizations constitutes one of the core elements of

ZIF's mandate. Since 2003 ZIF has built up a roster of German civilian professionals for diverse functional areas and occupational groups relevant to peace and election observation missions.

As of October 2009, 269 civilian professionals are deployed to the field. This represents an all-time high. The number of German civilians in ESDP operations has risen from 20 (end of 2007) to over 100.

German civilian experts working in mandated multilateral peace operations	269
• United Nations	115
• European Union (seconded)	102
• Organization for Security and Cooperation in Europe (seconded)	52
Election observers 2003 – 2009 (long-term and short-term)	2.600

ZIF Expert Roster

From 1998 until 2002, the Federal Foreign Office operated several Excel-based rosters for civilian personnel in peace operations and election observation missions. After its foundation in 2002, ZIF has taken over roster management and merged these rosters into a single integrated pool of experts.

German citizenship is a formal prerequisite for the admission to the roster. In addition, participation in a ZIF training course or an equivalent training recognized by ZIF is mandatory except for applicants with extensive mission experience or equivalent training with other institutions. Such candidates will be subject to a fast-track screening and selection process, including a personal interview.

Size

The expert roster currently includes more than 1,200 German nationals.

Total number of experts on roster	1.220
Active component of civilian experts	800
• Long-term missions	580
• Election observation only	220
Temporarily unavailable members	420
Young professional roster	200
Completed online applications 2003 - 2009	3.100
Share of women in the roster	40 %

Areas of Expertise

The roster covers a broad spectrum of expertise needed in international peace operations and election observation and assistance. Understandably, not all areas are equally well represented on the roster. Rule of law is a strong side, logistics and mission support need improvement. Therefore, expanding the size as well as the quality of this roster is vital to ZIF's work.

Programme Areas

- Confidence building
- DDR, security sector reform
- Elections
- Humanitarian affairs
- Economic/environmental affairs
- Rule of law, human rights
- Media development
- Political affairs, democratization
- Press and public information
- Public administration, civil affairs
- Refugees

Mission Support

- Budget, finance, administration
- Communications
- Engineering
- Legal affairs
- Human resources
- Information technology
- Medical support
- Security
- Logistics, supply, procurement
- Training
- Support to special representatives

Special sub-rosters: Experts are assigned to sub-rosters according to types of assignment and professional specialization. Sub-rosters include the general long-term mission roster; election observation; young professionals; and justice rapid response expert roster.

Candidate Sourcing and Outreach

In the light of a growing demand for civilian personnel, ZIF is trying to pro-actively mobilize and attract qualified professionals. Members of the ZIF Expert Roster come predominantly from the following areas:

- International organizations
- Development cooperation
- National/international NGOs
- Justice institutions
- Education and research
- Media
- Armed forces; police
- Parliament, politics
- Public administration
- Corporate sector

ZIF - with the limited resources it has - tries to engage in marketing activities as much as possible. They include:

- Disseminating public information on peace operations (online and print media)
- Networking with specialized agencies
- Launching targeted recruitment campaigns (e.g. justice sector)
- Appearing at job fairs
- Using word of mouth, e.g. using pool members as multipliers
- Visiting missions

It might be surprising to know that the roster includes few civil servants. Those are mainly justice personnel, particularly prosecutors and judges which are sought for ESDP missions. The bulk of ZIF experts comes from the labour market, works in projects or in other assignments of limited durations. They are returnees from development or humanitarian work or have a background as free-lancers. They are easier to mobilize, highly mobile and flexible, and know better how to navigate at international level. Their degree of self-management makes them an “easy-to-handle” group of professionals.

On the other hand, finding judges and prosecutors with excellent English and ready to be deployed is a tough job. Most of them have an average load back home of 200 or 300 pending cases which they need to finalize before being ready to travel. Being well treated at home, this group also needs special incentives, including financial and social security, to be attracted to mission work. In addition, the German government has so far not come up with financial compensation for public service employers to permit their staff to go on mission in order to find temporary staff to cover for absentees.

Admission to the Roster

In line with requirements for different professional categories in peacekeeping and crisis management missions, ZIF has determined a set of criteria against which all applications are evaluated. These include:

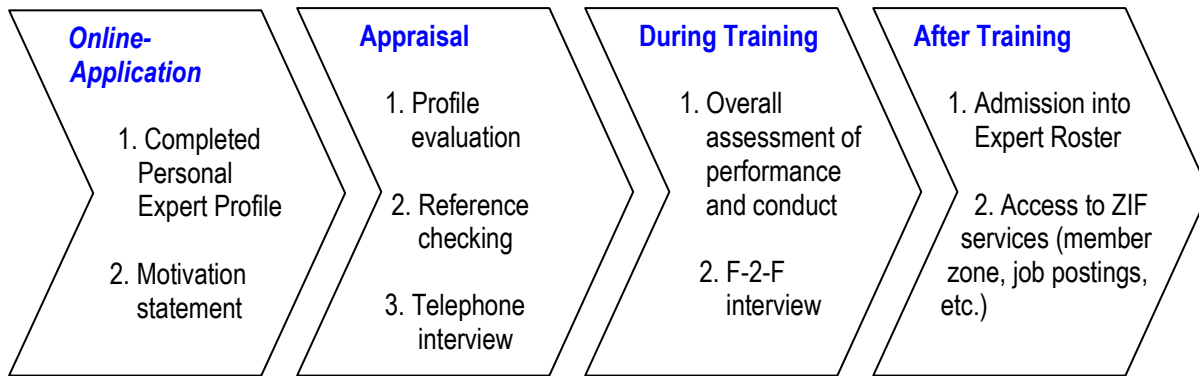
<p>Demand</p> <ul style="list-style-type: none">• Is there a current demand for the specific expertise of the applicant?• Does forecasting suggest a greater demand for this qualification?• Is the ZIF Roster under-equipped in this area of expertise? <p>Individual Profile</p> <ul style="list-style-type: none">• University degree or relevant and recognised professional training• Significant work experience• Work proficiency in English• Other language skills• Excellent interpersonal and intercultural skills• Experience from crisis and conflict situations• Leadership and managerial skills• Applied methodological knowledge (e.g. project management, mentoring, writing/presentation skills, administrative skills)• Team work abilities• Dealing with frustration, stress and pressure• Self-management, self-awareness of personality, reflective on own behaviour• Strong motivation to work in crisis management and conflict recovery• Computer literacy• Physical and mental fitness• Driving licence <p>Availability and Restrictions</p> <ul style="list-style-type: none">▪ Long-term mission assignments: available for minimum of 12 months?▪ Election observation: available on short notice, for different regions, for periods between one and eight weeks?▪ Any health restrictions?▪ Any other restrictions according to UN, EU, OSCE requirements?
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E-Recruitment System

The administration of the expert roster is supported by a data management system designed specifically for ZIF's needs. ZIF recruitment staff can conduct quick and targeted identification of candidates, communicate with pool members and evaluate the roster. In order to ensure that contact and other essential information, such as availability for deployment, are up to date, members are regularly reminded to update their personal file on-line.

Screening Procedure

Applicants are evaluated in a multi-step procedure, from registering their online profile to final assessment of the performance and conduct during the core course peacekeeping or other trainings. Only in case of significant mission experience other extraordinary circumstances, a fast-track appraisal and admission into the roster will be carried out.



New Human Resources Database

In November 2009, ZIF will launch its new web-based database. It provides IT support to the entire workflow of ZIF operational activities. It also reflects UN, EU and OSCE requirements. The software, the application and the manual are in English. ZIF is prepared to share the system for not-for-profit use. Features and capabilities include:

- Maintenance of integrated expert roster and sub-rosters
- Personal Expert Profile (individual log-in)
- Comprehensive search function and filtering
- Complete administration of training courses
- Administration of field deployments
- Integrated email; automated communication templates
- Recording of application/nomination/deployment histories
- Grouping, sorting, customizing
- Personalized to-do-lists
- Statistics and evaluation through report generator
- Easy export of data into other applications

Online Information: Member Zone

In the password-protected member zone of the ZIF website, registered members of the roster have access to a discussion forum, an alumni directory, and a message board. This service promotes networking, communication, and exchange of experience among candidates as well as serving mission personnel. But most importantly, vacant positions in international peace operations are posted in this section.

Support Services and Duty of Care

ZIF provides support to German civilian personnel before, during and after their field assignments. Services include the following:

Application and Pre-deployment

Candidate sourcing: ZIF responds to request for special experts from the German Foreign Office, development agencies etc. on a case-by-case basis.

Application training and assistance: Individual counseling and group-based training in resume writing, online application and job interviews. These are geared towards the specific requirements of the various recruitment regimes operated by multilateral organizations, including secondment of national experts and direct contracting.

Job postings: Advertisement of vacancies in civilian peace operations and related conflict recovery and development efforts offered by intergovernmental, non-governmental and governmental agencies.

Recruitment missions: Promote German candidates through interview days and recommendations.

Pre-departure information: Prior to departure, individual briefings may be organized. However, in-depth orientation will normally be provided by the local mission. In the case of group recruitment for a particular mission – mainly election observation missions – ZIF may equip newly recruited personnel with a country information package in order to assist them in their own preparations.

Personal support: Individuals differ widely in their needs for support, depending on a number of factors such as living and working conditions in the area of deployment, and assigned function. In order to ensure a high level of personal care and continuity, staff members of the ZIF Human Resources Team look after a group of pool members throughout the recruitment and deployment cycle.

Deployments and logistics: ZIF provides a variety of services on behalf of the German Foreign Office. Services available include issuing of contracts for secondments and election observers and arranging travel and visas for election observers.

During Mission Assignment

Registration with the German Diplomatic Representation: Prior to departure, ZIF informs the local German diplomatic representation of the newly arriving mission members; they will be asked to establish contact with the representation immediately upon arrival.

Field visits: ZIF staff visit field missions to meet with German members and supervisors and discuss personal and mission-related issues as well as challenges facing members either bilaterally or in group meetings.

ZIF country networks: In Kosovo, Bosnia and Herzegovina, Macedonia, Haiti and the DR Congo, ZIF has initiated informal networks and on-site groups of German personnel. Participants meet regularly, share information, facilitate interaction with the German diplomatic representation, and stand by to assist in personal matters. They also keep regular contact with ZIF staff in Berlin. Other networks will be initiated by ZIF depending on the number of German civilian personnel deployed in a specific country.

Reporting: Mission members are requested to submit periodic reports, i.e. half-yearly, written reports and a final (end-of-assignment) report to the Federal Foreign Office and ZIF.

Upon Return from Mission

Debriefing: ZIF organizes debriefings for returnees on a regular basis. The central purpose is to give former mission members the opportunity to share their experiences on a personal as well as professional level. Debriefings can be either bilateral or group sessions. Moreover, the Federal Foreign Office, which participates in group debriefings, and ZIF benefit greatly from the comprehensive and up-to-date knowledge of returning mission members for their own analysis, planning, training, and recruitment activities.

Returnee meetings: The first group debriefing organized by ZIF was held in Berlin in January 2003. More than 80 election observers and supervisors who had been seconded to the autumn 2002 elections in Macedonia,

Serbia, Bosnia and Herzegovina, Montenegro, and Kosovo shared their personal experiences and presented proposals for improving the recruitment process for election observers. Meanwhile there were two returnee meetings in 2004 and 2005. In November 2006 - for the first time - ZIF organised a thematic workshop on local ownership in peacebuilding in a mission country (Kosovo). The next returnee meeting will be in November 2009, the theme will be “Going Native – Remaining Neutral?”. It is about the (multiple) identities and loyalties mission member face between the mandate, individual work, social and cultural integration, and political sympathies.

Special programmes: Since 2008 ZIF runs a small young professional programme called ZIF Prospect. For a period of 6 to 12 months, junior professionals with one or two year of post-qualification work experience are funded to serve with multilateral conflict prevention and recovery missions and projects.

2.3 Training and Learning for Civilian Personnel

Since its foundation in June 2002, ZIF has conducted more than 60 core and specialization courses and election observation trainings preparing civilian experts for deployment to the field. More than 1,300 German and international civilian experts participated in courses conducted by ZIF alone or in cooperation with partners.

All training courses offer a practical preparation for mission service closely tailored to the needs and realities in the field. Training modules are held in English and cover the legal, conceptual and practical background of peace operations as well as technical and soft skills. In response to the deteriorating security situation in many areas of operation, several security modules conducted in collaboration with the German *Bundeswehr* and national police academies were integrated into most courses. All training curricula are updated regularly based on feedback from personnel in the field and in line with the changing mandates, political developments and recruitment criteria of OSCE, UN and EU peace operations.

Recently, ZIF increased its focus on specialization courses particularly in areas such as project and team management as well as leadership and supervisory skills. Moreover, it will continue its close cooperation with European training institutions such as the Swedish *Folke Bernadotte Academy* as well as the EU, UN and OSCE, whose headquarter and field staff regularly participate in ZIF trainings. ZIF seeks to further increase the number of international course participants, especially those from post-conflict countries and from Africa.

Through its training programmes, ZIF pursues a three-fold goal:

- To screen and assess candidates for ZIF’s expert roster
- To provide field-oriented preparation for personnel
- To facilitate networking among course participants.

ZIF seeks to further increase the number of international course participants, particularly from conflict states and from Africa.

Types of Training

ZIF develops and delivers a range of different training formats, such as:

- Basic/core courses
- Election observation courses (short-term/long-term observation)
- Specialization courses (rule-of-law; mission support; mediation in the field)
- Pre-mission training
- Job application training
- Special training projects with UN, EU, OSCE

Curricula and Content

Training courses are a mix of substantive/technical knowledge about field operations ...

- History of international peace operations
- Structure and mandate of missions (UN, OSCE, EU)
- Review of past and ongoing conflicts
- International law, human rights, and rule of law
- Code of conduct
- Gender aspects in conflicts
- Cooperation with NGOs
- Civil-military cooperation

... and skill-oriented practical exercises:

- Intercultural communication
- Negotiation and mediation
- Monitoring and interviewing techniques
- Personal security, mine awareness and behavior in complex risk situations (e.g. roadblocks, hostage-taking)
- Radio communication
- Use of maps and GPS
- Use of 4-wheel drive vehicles
- First aid and stress management

National Partners

A new and innovative initiative is the *Training Platform for Peace Operations*. This was established in 2009 between German military (Staff College; UN Training Centre), three police training centres and ZIF (coordinating role). The idea is to promote mutual understanding and respect between the different disciplines and components of crisis operations; to develop and conduct joint training programmes; to ensure quality standards in preparing for mission deployment; and to serve as an information hub. At the November 2009 meeting of the International Association of Peacekeeping Training Centres (IAPTC) in Sydney for the first time Germany was represented by the Platform, i.e. a joint delegation.

International Projects and Partners

Training Initiative of the European Commission (EGT)

ZIF is one of the founding members of the *EU Group on Training (EGT)*, a consortium of European training institutions initiated in 2002 by the European Commission. The project seeks to enhance the EU's capacity in the field of peacekeeping and peacebuilding. In close collaboration with the Commission, the Council Secretariat and the *Committee for Civilian Aspects of Crisis Management (CIVCOM)*, the EGT developed a comprehensive training program for civilian experts to be deployed to EU operations.

The programme consists of a basic preparation course (core course) as well as specialization courses on: Rule of Law; Human Rights; Democratization and Good Governance; Civil Administration; Conflict Prevention; Mission Management, Administration and Support; Disarmament, Demobilization and Reintegration (DDR); Civil-Military Cooperation; Child Protection, Monitoring and Rehabilitation. From 2002 to 2007, more than 1,400 civilian experts nominated by EU member states participated in the training.

EU Civilian Response Teams (CRT)

The rapid deployment of civilian experts in ESDP operations still constitutes a major logistical and planning challenge for the European Union. Based on a Swedish initiative, the EU Council Secretariat in 2005 initiated the creation of *Civilian Response Teams* (CRTs) with the aim of supporting the start-up of new missions or reinforcing existing ones. Four European training institutions: ZIF, the *Folke Bernadotte Academy*, the Danish *Emergency Management Agency* and the Finnish *Crisis Management Center* were tasked to develop and conduct specialized training courses for more than 100 CRT experts since 2006.

Integrated DDR Training Group

In response to the growing demand of qualified field staff for Disarmament, Demobilization and Reintegration (DDR) programs, ten international training institutions created the *Integrated DDR Training Group* (IDDRTG) in 2006. The consortium seeks to develop curricula, produce training material and conduct courses based on the *Integrated DDR Standards* (IDDRS) of the United Nations. Its founding members are: ZIF, the *African Centre for the Constructive Resolution of Disputes* (ACCORD), the *Bonn International Center for Conversion* (BICC), the *Center for European Security Studies* (CESS), the German *Gesellschaft für Technische Zusammenarbeit* (GTZ), the *Norwegian Defence International Centre* (NODEFIC), *Peaceworkers UK*, the *Canadian Pearson Peacekeeping Center* (PPC), the *Scuola Superiore Sant'Anna* in Pisa/Italy and the *Swedish National Defense College* (SNDC).

United Nations Senior Mission Leaders Course

Training for leadership positions in international peace operations has long been neglected. In the wake of the recommendations set out in the Brahimi Report in 2000, DPKO with a number of partner institutions, developed the *Senior Mission Leaders Course* (SML). The aim of the project is to develop standardized training modules for the preparation of senior personnel for peace operations and to offer training courses for future leaders. The SML's integrated approach constitutes significant progress by providing for the first time a joint training course for military, police and civilian personnel in leadership positions. ZIF was explicitly commended for the high quality of the content and organisation of this course by UN Undersecretary-General Jean-Marie Guéhenno.

Rule-of-Law Training for UN Department of Peacekeeping Operations

From 2009 until 2011 ZIF will co-design and implement a series of training courses for Rule-of-Law Officers in all UN-led peacekeeping and political missions in Africa. Funded by the German Foreign Office this project establishes a new collaboration between ZIF and DPKO's Office of the Rule of Law and Security Institutions (OROLSI), created in 2007.

Training – Quo Vadis?

Over the past seven years ZIF has continuously adapted its training approach, both in terms of content and methodology. They have been influenced by three sources of feedback: trainees who have been deployed and report back on what kind of training they actually need in mission; training partners such as the EGT; and international trainers who usually come from senior-level work in missions. However, feedback is not only received at random, but is being generated systemically: through questionnaire-based end-of-course snapshot evaluations and broader ex-post surveys among course participants. Some of the shifting priorities and features of ZIF training include:

Duration: There is evidence that reducing the number of two week-long courses towards short and concise formats facilitates the availability of trainees (release from busy jobs).

Methodology: As part of an international mainstream, ZIF is gradually moving away from classic classroom-style teaching to scenario-based learning with case studies. Blended (or integrated/hybrid) learning which combines face-to-face training with electronic formats is another emerging option.

Content: In some the ZIF workshops and conferences recruiters from multilateral organizations have questioned the real value of training for recruitment and mission work with regard to what it adds to the technical competencies. This was particularly related to substantive training (like rule-of-law, political subjects, conflict transformation). What they emphasize, however, is the need to train civilians in submitting good applications, prepare them for interviews, and focus on direct mission preparedness (first aid, security, working methods, organizational knowledge). One area, though, desperately requires more attention: training for mission support functions, including finance and budget, personnel, procurement, logistics, supply. ZIF has begun to gradually develop courses such as fields of specialization and will continue to do so.

Just-in-case vs. just in time: It has proven to be the right choice to use training as part of the assessment of candidates; it gives a much better impression of people's team abilities, social behaviour and active language skills. The downside is that the benefits from attending the core course or other trainings may fade when several months or even years elapse between the course and a possible deployment. Therefore just-in-case training in the beginning has its merits; just-in-time pre-mission training should become standard, at least for missions to which groups or contingents rather than a few individuals are deployed. In times of lean management and organizational set-ups like in ZIF this of course poses a challenge, as surplus capacity in training is required.

2.4 Research and Information

The Analysis and Lessons Learned Unit monitors developments in international crisis management, peacekeeping, and peacebuilding with special relevance for ZIF's mandate such as: rule of law programs in peace operations, the cooperation between civilian, police and military actors (CIMIC), the increasing role of regional organizations in peace operations, the basic conceptual and operational challenges of peacebuilding, and the specific problems caused by organized crime in post-conflict societies. The results of the research are then applied to support ZIF's other units in evaluating existing training and recruitment practices as well as formulating new approaches.

Support to training and recruitment: ZIF produced case studies for the EU *Civilian Response Teams* (CRT) training; developed *Peacekeeping and Public Information* module for the core course.

Consulting for government, parliament, researchers, etc.: ZIF has become a key platform to bridge the gap between the political discussion of peace operations in Berlin and the reality in the field. To this end, it holds regular *After-Work Briefings*, bringing together senior personnel in peace operations and international organizations with national decision-makers. These briefings provide an opportunity for members of parliament and officials from ministries and various government agencies to discuss Germany's present and future role in peace operations. ESDP missions have always been a priority theme, including EUFOR DR Congo, EUPM, EU AMM, EUMM and others.

Conferences and public events: ZIF holds regular expert and public meetings and sits on a number of panels, e.g. with the UN Staff College, EGT meetings and the ZIF Berlin Workshop, a senior-level policy meeting on peacekeeping and crisis management.

Print and online publications and news service: Interactive *Map of Peace Operations* allows quick access to country-specific information; *Peace Operations Update*, contains a weekly electronic newsletter on field missions; *German Personnel in Peace Operations*, an overview of German military, police, and civilian personnel deployed in these

operations; and *Peace Operations Worldwide*, a map showing all current peace operations, listed by organization and type.

Networking: In addition, the Analysis Unit is responsible for developing and maintaining close contact with national and international actors and research bodies in the field of crisis management. It also coordinates ZIF's internet presence and provides a range of **information resources**:

3. The Quest for International Capacity Building

The number of international civilian experts in peacebuilding missions of the United Nations and of regional organizations such as the European Union, the African Union, and the OSCE has steadily increased during the last years. At the same time, the mandates and tasks of those missions have become more complex and more specific, which consequently leads a greater need of highly qualified personnel.

Those responsible for human resources in the international organisations and national institutions face critical shortages in crucial areas, meaning that key positions can often not be filled.

Such a situation creates a mounting pressure on national and multinational players to find solutions in the areas of recruitment, preparation, deployment, training and support of civilian personnel as well as the need for increased mutual support. Therefore, governments and international organisations are intensifying a professional exchange regarding models, tools and working methods, i.e. best practices in the field of human resources.

There is a growing need and interest in comparative experience and hands-on information on country models and operational practices and innovations. On top there is a growing interest in moving from mapping problems to finding alternative solutions.

The many and regular meetings on human resources, training and civilian capacities in general that take place in Brussels, New York, Vienna, Paris, under EU presidencies, in CIVCOM, at UN DPKO etc. aim to generate knowledge about issues including choice of systems; maintaining an active expert roster; tracking and retaining candidates; lobbying, nominating and supporting candidates; deployment modalities; and interfaces between national focal points, government departments, multilateral organizations and civil society.

There is also a growing body of research not only on conflicts but on civilian capacities, including the European dimension. Studies have been published or started by the New York Center on International Cooperation, SIPRI in Stockholm, the OECD, the Norwegian Institute of International Affairs, and national governments. Unfortunately, researchers and practitioners do not always find ways to connect.

***civcap* - Promoting Civilian Capacity for International Peace Operations**

ZIF is not merely a placement agency. It was tasked to enhance national and multilateral capacity at large to cope with the human resources and training needs in conflict prevention and post-conflict recovery. Since its inception, ZIF was actively engaged in the international dialogue on issues related to recruitment and training. Meanwhile, ZIF itself and its cooperation with the Federal Foreign Office has been recognised as a leading example. Accordingly, ZIF has been increasingly approached for advice. In response to such demand, this *civcap Project* is financed by the German Foreign Office for an initial period of three years (2009-11).

The project strives:

- to promote concepts and techniques of recruitment, selection and deployment of civilian personnel for crisis prevention measures and conflict transformation, particularly in relevant national and international agencies that do not have developed such systems yet;
- to create an international network of practitioners and policy-makers for processing and dissemination of experiences with frameworks, institutional models, organisation of work and instruments for the deployment of civilian experts in international peace operations and crisis intervention;
- to set up a web-portal providing hands-on, ready-to-use information and research for practitioners and policy-makers for civilian capacities, including: national and multilateral policies; handbooks and manuals; human resources techniques and tools; an event calendar; training programmes and curricula; contact details. ZIF offered to help coordinate the group and with setting-up and maintaining 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.
- to establish an informal Working Group on Civilian Deployable Capabilities; and
- to support directly recruitment offices in Africa, Asia, Eastern Europe and other regions.

Berlin International Expert Meeting 2008

The project is an outflow of a series of meetings during 2007 and 2008². In December 2008, ZIF hosted an international expert meeting on national capacities for civilian crisis management and peace operations. About 30 policy makers, recruitment and mission managers from Canada, the US, Australia, Japan, and Africa, from ten European states as well as from multilateral organizations such as the UN Department of Field Support, UN Development Programme, UN Peacebuilding Support Office, European Union, Organization for Security and Co-operation in Europe, African Union and the Economic Community of West African States attended.

The idea was to revisit the Brahimi report's call for professionalizing civilian capacities, including human resources. In 2000, 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 as well as civil society.

Ten 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 national and multilateral actors to jointly look at innovations, stumbling blocks and challenges for recruitment and deployment.

The Berlin meeting looked at:

- National policies and legislation

² Two recent events helped set the agenda which the Berlin International Expert Meeting built on: (1) a workshop on "Broadening UN's Access to Qualified Candidates" in New York in October 2007 focused on streamlining the UN hiring process; use of „outside“ rosters; and the alignment of national recruitment to UN recruitment needs; (2) a workshop on "Developing International Civilian Capability for Stabilization and Recovery" hosted by the UK government in London in May 2008 discussed recruitment procedures and quality control; national niche capabilities; training standards; attracting and retaining staff; responding to multilateral demand in experts; and civilian capabilities in the South.

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

Momentum in Professionalizing Recruitment and Training

Despite continuing challenges, the discussion showed the dynamics for progress at national and multilateral level among countries and organizations attending 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 exotic single-unit task, but calls for unity of effort and a whole-of-government approach. It echoes the realization that civilian crisis management is no longer a temporary, but a core function of the international system, with complex mandates and stretching over nearly all time zones.

Similarities and Differences in Country Approaches

Rosters vs. whole-of-government approach: Civilian rosters were largely recognized 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 institutionalized government-wide search efforts - to mobilise additional 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: A number of countries have now integrated responsibilities for recruitment and training into a designated agency or focal point. Some were being delegated the recruitment and deployment function, while others realized that in addition to the recruitment function, they should at least have a systematic collaboration with external providers of training and orientation.

Key Challenges

“Not mobile or too mobile”: The famous ‘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 civilian personnel and given the fact that recruiters are all fishing in the same pool, attracting and retaining highly qualified personnel has remained a challenge. Good candidates with the right mix of experience, readiness for hazardous duty stations and mobility are regarded as 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 work against 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 partly due to short contract cycles, political implications and access to evidential information.

Handling diverse recruitment regimes: Most national roster managers share the difficulty to fully understand 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 organizations and member states.

4. Learning Lessons and Setting the Agenda

With 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 in peace operations
- Emerging division of labour in theatre
- More types of field missions
- More functional or occupational groups
- More demanding job/task profiles
- More demanding candidates/experts

4.1 Professionalizing Civilian Recruitment: Mind the Gaps!

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 organizations 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 organizations and missions.

The rules gap: The application of either overly bureaucratic rules and regulations which have been created for fixed-term or career appointments at headquarters to the fast-moving, unstable business of peacekeeping and crisis management; or, underregulated contractual and deployment modalities.

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

By no doubt, the discussion on good practices in civilian capacity building has picked up pace and depth and an increasing number of countries and organizations engage both in spreading models and techniques and in investing in their own capabilities. The emerging complexity of recruitment and deployment of civilian personnel for peace operations needs more than ever interaction and cross-fertilization among bilateral and multilateral institutions instead of parallel tracks of doing business. Overall, too many meetings have been catch-all in nature, going through all stages and aspects of civilian capabilities, but too often short on specifics to offer real take home value.

4.2 Some Lessons in Managing a Critical Resource: Civilian Personnel

Throughout its existence ZIF has made an effort not only to consolidate and expand its activities, but also to constantly reflect on how it is doing business.

Workflow and IT support: ZIF is a relatively small office and if you are small you have to be smart. Smart means to organise your work well and use up-to-date technology, particularly in managing the most valuable asset: the roster of pre-selected, pre-assessed and trained candidates.

Finding the right candidates: Rigorous vetting and merit/qualification-based screening of candidates is a must to increase the quality of personnel. Some will complain not to be chosen, some will write letters to political or other authorities to appeal. However, it pays off to stick to assessments and decisions on the basis of transparent selection criteria.

Communicating with experts: It has taken ZIF a generation of civilian experts on the roster “to educate” them towards a habitual checking in on the ZIF website and spot at the new vacancies and *EU Calls for Contribution*. When achieved, it is far more efficient than calling ten candidates just to hear that eight of them are not available.

Providing training that matters: ZIF training course are not for additional academic qualification. It prepares candidates for a mission reality that may be unknown territory for them. The trainers are practitioners coming from missions and international organisations, from police and military training units. All training must be evaluated with and by those who have been deployed and are able to check the usefulness against their in-mission situation. In order to make training programmes fit with people’s busy schedules, they need to be rather short and intense.

Serving multiple constituencies: ZIF has to be a well connected and networked organisation, however, maintaining a multitude of external relationships is very demanding and time-consuming. It has to demonstrate the ability to scan, analyse and react on policy shifts and institutional changes in the complex and competitive environment it is operating in. It is essential to build solid partnerships and institutional relations with a broad range of national and international governmental as well as non-governmental institutions, including international organizations at HQ and mission level; other national and international providers of personnel; the German public service; academic and research institutions; professional associations; NGOs; and the corporate sector as potential suppliers or sources of candidates.

Coordination with government: It is essential to closely collaborate and coordinate with the Foreign Office on political, strategic, and operational levels. There has to be interaction and exchange basically on a daily basis, mainly about vacancies, candidates and developments in missions.

Different institutional models: ZIF and other recruitment agencies and units are a living examples for recognizing civilian deployment as a specialized function. It appears that it is quite hard to make such time-consuming and labour-intensive work compatible with the work and responsibilities of desk officers in a foreign or home ministry.

There is a number of choices for institutional arrangements to professionalize civilian recruitment and deployment. Much depends on the government's own aspiration relative to the contribution to field missions, i.e. number and level of personnel. Irrespective of the exact model, the degree of delegation, autonomy, decision-making, financial authority and other critical issues need to be clarified. Options include for example:

Within a ministry:

- Function performed by country desk officers
- Designated focal point for recruitment and placement
- Designated unit (Office of the Coordinator for Stabilization and Reconstruction/U.S. State Department; START/Ministry of Foreign Affairs, Canada)

Outside ministry:

- University (e.g. Hiroshima Peacebuilding Center, Japan; NORDEM, University of Oslo)
- Inter-ministerial unit (e.g. Stabilization Unit, United Kingdom)
- Public agency (e.g. Switzerland)
- Sub-contracted commercial service (e.g. Denmark)

4.3 ZIF Experience with Recruiting for ESDP Missions

It is fair to say that Germany has greatly fulfilled its role as a key contributor of civilian experts. In retrospect, there was a triple challenge: (I) rapid deployment of monitors (Aceh, Georgia); (II) sending highly specialized professionals (EULEX, Palestine); and (III) deploying people into hazardous and hardship duty stations (Afghanistan).

However, similar to the OSCE (where the Secretary-General sent a letter to delegations in early 2009 to make urgent efforts in recruitment), ESDP faces a shortage of available and qualified civilian personnel. Quite clearly, the Civilian Headline Goal drive since 2004 has not transpired into real available candidates, but has by and large remained a paper exercise.

As much as the UN (Department of Field Support), the OSCE and other regional organizations running field missions, the European Union in collaboration with member states are called to improve the human resources process step by step. A number of critical issues will remain on member states' agendas and in their dialogue with the EU and others.

What remains on the agenda?

Recruitment modality, i.e. secondment vs. contracting: The EU operates a hybrid system of recruitment due to its political particularities and national prerogatives in the EU's Common Foreign and Security Policy. The UN General Assembly abolished gratis or seconded personnel for UN peacekeeping missions due to complaints from the G77 in 1999. Some countries would not be able to participate in view of funding constraints. The OSCE has always held high the flag of its secondment system as a means to ensure the political buy-in of participating states when they see their own nationals on staff lists. For the time being the EU mixed system of seconded and contracted appears as the best choice to maintain the balance between member states' interests and availability of suitable professionals.

National vs. international or centralized multilateral rosters: Keeping the secondment system alive requires a better connection between member states and "mission control" in Brussels.

National rosters need to match skills sets with mission needs. No doubt, there must be greater interaction with Brussels and - beyond the *Calls for Contributions* - regular update on what ESDP missions exactly need as not all relevant information for the selection of candidates are part of the job descriptions. Best practices in roster building and management are available, however, sometimes member states are constrained by national data

protection laws and civil service regulations reducing the scope for recruitment. It seems to be an imperative to open up deployment regulations at national level to broaden the recruitment base in general.

Careful selection procedures: Field missions do not operate in a political vacuum. Neither does recruitment and deployment of personnel. The political and sometimes horse-trading like system of selecting candidates, however, needs to be minimized to give way to merit- and qualification-based selection. That applies to both pre-selection and nomination at country level and the final picking by the mission. For EULEX Kosovo, due to time constraints, a lot of people were put through five minute interviews which is a pretty narrow base for a decision.

Staff management in mission: One area that needs perhaps most attention is strengthening the personnel units in mission and at Brussels level. So far, ESDP missions have not been hit as hard by high turn-over rates as UN and OSCE missions. But everyone can testify on the fact that retaining good people may be as difficult as finding them. On the other hand, poor performance and misconduct have to often gone unnoticed or unsanctioned. Therefore, the performance appraisal system requires an improvement.

And last, but not least, who is the Quarterback in preparing and conducting ESDP missions? Obviously, a restructured EU machinery in Brussels, following ratification of the Lisbon Treaty, may be able to come up with a unified ESDP mission planning and management system, coping with the disconnects between different institutions and communication with member states.

About the author

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Since 2006 he teaches international organizations and human resources management at the Department for Political and Social Science at the Free University Berlin. He has also performed as trainer and facilitator for UNDP, UNSSC, EU, OSCE, German Foreign Office, Robert Bosch Foundation, L'Institut d'Etudes Politiques de Grenoble, Erfurt School of Public Policy and others.

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