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Civilian Capacities for Peace Operations Case Study - The Netherlands

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I. Introduction and background

Since 1947, the Netherlands has participated in a number of UN peacekeeping operations and UN mandated missions. Besides the involvement in UN peacekeeping missions, the Netherlands also participates in NATO and EU missions.

In Article 90, the Dutch Constitution (*Nederlandse Grondwet*) states that “The Government shall promote the development of the international legal order.”¹ This article serves as a basis for Dutch involvement in peace and conflict prevention missions. This comes from historical pragmatism, with a long tradition of openness to the world and tolerance; the Netherlands are also deeply committed to Atlanticism and to the collective security system of the United Nations. This commitment is presented through the fact that the Netherlands, especially The Hague, are the hosts of headquarters of many international institutions, mainly those that serve the international legal order.

A key moment for the involvement in UN led peace missions was the Srebrenica genocide in 1995, where the failure of Dutch troops to prevent it has become engraved in the collective mind. There was even a resignation of the Government in 2002 because of this, and many politicians stated that UNPROFOR (the UN peacekeeping force in Croatia and Bosnia and Herzegovina) had abandoned the Dutch battalion, which was neither capable nor allowed to use force to prevent the genocide. This has led to a lack of trust in the UN peace missions and to the introduction of time-consuming decision-making procedures.²

However, in line with the Netherlands’ International Security Strategy, the Netherlands have continued to provide military and police officers and civilian experts to different missions led by international organizations such as UN, NATO, EU and OSCE. This is done through various integrated foreign policy instruments, such as the international crisis management operations.

The core principles of the use of the Netherlands’ use of its civilian capacities for crisis management operations are:

- ➔ Adopting an integrated approach: the impact of missions will be amplified through greater policy coherence and the use of integrated instruments;
- ➔ Giving priority to multilateral missions, particularly those involving our European partners, in keeping with the emphasis on European cooperation set down in the ISS;
- ➔ Focusing on unstable regions near Europe, as stated in the ISS, and on countries with which the Netherlands has an established relationship in the areas of security and the rule of law.
- ➔ Deploying Dutch experts within existing policy frameworks, with an emphasis on gender and the rule of law (police, justice system, transitional justice, security sector reform (SSR)).³

This paper will give an overview on the strategic framework of Dutch involvement in peace missions and the procedures for deployment of civilian experts to different missions.

1 Nederlandse Grondwet

2 Peacekeeping Contributor Profile: The Netherlands

3 Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)



II. Country's CIVCAP management

The Dutch strategic framework is set by the Defence Doctrine from 2005, where the Dutch foreign and security policies have been defined. The Doctrine states that the national interests of the Netherlands aim, in the broadest sense, “for a well-structured international society in which human rights are respected and the international legal order is upheld and promoted.”⁴ The foreign and security policies in the externally oriented component include continuation of the “promotion of the international rule of law and ... deep involvement in cases of human suffering and actions against human rights violations.”⁵

In 2013, the Dutch government adopted the International Security Strategy (ISS), where the government commits the Netherlands to contribute to NATO and the Common Security and Defence Policy of the EU. It also states that there is a wish for the EU to become an even stronger force in the area of security where “the Netherlands intends to contribute by supporting missions and by pressing for greater coherence in the activities of the different EU institutions.”⁶

In the context of Dutch involvement in international crisis management operations, the term ‘civilian crisis management’ refers to the use of civilian experts before, during and after a crisis for various interrelated purposes: preventing, de-escalating or ending the crisis; stabilising or consolidating peace; and assisting with post-conflict reconstruction. Civilian crisis management focuses on early recovery and the (re)construction of state structures, helping the affected country to perform its primary functions properly and in accordance with the international legal order. (Re)construction involves police officers, judges, public prosecutors, prison staff, border guards and other specialists with valuable expertise in fields like the rule of law, public administration and the security sector. Some of the Dutch civilian experts deployed abroad are from the business community, and this background allows them to make a valuable contribution to missions.⁷

The Netherlands’ contribution of civilian experts is provided mainly through deployment in EU and UN missions, but experts have also been seconded to NATO and OSCE. There have also been civilian contributions at the regional level to organisations that are active in the areas of national

security and the rule of law (such as IGAD – Intergovernmental Authority on Development). The focus is on contributing to missions that are:

1. Designed in an integrated way, with an emphasis on civil-military cooperation;
2. Led by a multilateral organisation (preferably the EU);
3. Fall within the geographic ambit of the International Security Strategy and the scope of the key development theme ‘security and the rule of law’; and
4. Conform to the Netherlands’ thematic priorities.⁸

A document „**Guidelines to the Integrated Approach**“ (*Leidraad Geïntegreerde Benadering*) was published by the Dutch government in July 2014. The document was drafted by the Ministries of Foreign Affairs, Defence and Security and Justice as a tool for policy makers.

The purpose of the document is to increase knowledge, uniformity, continuity and effectiveness of the Dutch government’s integrated approach and incorporate the lessons learned from recent Dutch contributions into policy and practice. The guidelines provide the Dutch line of policy regarding the integrated approach and practical guidance for policymakers and policy implementers, and builds upon relevant policy documents such as the International Security Strategy, the letter on the International Security Budget and the letter on the spearhead (or policy priority) Security and Rule of Law.

The decision on deployment of civilian experts lies with the government, which is advised on the desirability and feasibility of deployment by the inter-ministerial Working Group on Civilian Missions. In the case of a contribution of more than five civilian experts, if the deployment is part of a military mission or due to exceptional political sensitivity of the mission, the decision to participate will first be put to the Missions and Operations Steering Committee consisting of senior civil servants from the Ministries of General Affairs, Foreign Affairs, Defence and Security and Justice.⁹

4 Netherlands Defence Doctrine

5 Netherlands Defence Doctrine

6 A Secure Netherlands in a Secure World, International Security Strategy, Government of the Netherlands, 2013

7 Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)

8 Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)

9 Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)



In 2014, almost 70% of civilian experts were deployed within the framework of the EU. This is in line with the International Security Strategy that prioritises regions close to the EU; however, the ISS does not exclude contributions to missions outside these regions. The requests for contributions in this case are assessed on the basis of international responsibility and international agreements.

Deployed experts have diverse backgrounds, with 40% provided by the Ministry of Security and Justice and the Council for the Judiciary (police officers, legal experts), 30% by the Royal Military and Border Police, while the rest are drawn from the expert roster.¹⁰

The expert recruitment and rostering is conducted by the Wereldwijd Werken (3W, *WorldWide Working*) department of the Ministry of Foreign Affairs, the central-government service provider for international services. This department is in charge of the pool of experts for civilian expert participation in peace missions and election observation, enabling high-quality civilian experts to be deployed to missions. The deployment capabilities of the Ministry are professionalized through this approach, where all the elements of civilian deployment have been merged. This pool lists experts who are not in active service in the defence or police sector; if interested, they ought to contact their human resources department. However, efforts are being made to integrate mission participation even more. Experts in justice from courts or state institutions can be included in the roster, but only with the permission of their supervisor.

The experts are kept on the roster list for two years, and are expected to be able to deploy within eight weeks if their service is required. The recruitment takes place on a yearly basis.

The general requirements for experts are: completed university education, excellent spoken and written English, excellent communication skills, driving license (B), and Dutch nationality. The areas of experience that are sought after are: peacekeeping, conflict prevention and management; building the Rule of Law (including judiciary reform and police reform); Human Rights; democratization processes and good governance; development of free media and non-governmental organisations. In addition to this, previous work experience with international peace keeping missions and work experience in an international organisation (or a multicultural environment) is considered an advantage.

The Dutch deploy civilian experts specifically in the areas of Rule of Law, Human Rights, police and similar, lacking

participation in the area of development involving experts in areas of agriculture, education, engineering, etc. This is due to the priorities set by the Dutch government, the priority themes of Dutch civilian involvement being: promoting the rule of law, security sector reform, and gender.

Interested experts can apply online, after which those that meet the requirements are interviewed and assessed. A reference inquiry may take place and a medical examination is necessary before deployment. The period from the application deadline to the end of the recruitment process lasts approximately 7 months.

3W matches experts in the roster with the positions demanded by the international organisations. Those that match are contacted and, if interested in the position, proposed to the organisation. If selected by the international organisation, the expert signs a contract with the Ministry of Foreign Affairs with a salary based on the Remuneration Decree for Public Servants (*Bezoldigingsbesluit voor Rijksambtenaren*). Additionally, other expenses are covered (such as travel accident insurance, equipment allowance) and the expert is included in the National Civil Pension Fund (*Stichting Pensioenfonds ABP*). Civilian experts are paid from the budget of the Ministry of Foreign Affairs, specifically from the Stability fund.

Training for civilian experts is provided by The Netherlands School for Peace Operations (*OTCMAN – School voor Vredesmissies*) and The Netherlands Institute of International Relations Clingendael (NIIB). The Netherlands School for Peace Operations provides courses tailored to military and civilian personnel of the armed forces, non-military participants (civil servants, specialists from other organisations, and journalists who will be working in unsafe areas) and military officers from Africa, South America, Asia and Eastern Europe who have been appointed as UN observers. The Clingendael is a Dutchthink tank and a diplomatic academy on international affairs training institute with courses in international security, crisis management and international negotiations.¹¹ The trainings are offered to civilians as well as personnel of the armed forces and police.

Upon the return of the experts, to ensure that their acquired knowledge is used for future missions, a mechanism has been set up via the Security and Rule of Law Knowledge Platform. The purpose of the SCIENTIA mechanism is to organize thematic meetings (or meetings on a region) with civilian experts who used to be deployed. This allows a broader availability of knowledge acquired by experts.¹²

¹⁰ Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)

¹¹ <http://www.clingendael.nl/page/about-us>

¹² Core principles of Dutch Civilian Crisis Management Policy, May 2015 (AVT15/BZ115777)



An example of the way the **SCIENTIA mechanism** is applied is the meeting “SCIENTIA: The EU and Security Sector Reform.” The meeting was organised by the Secretariat of the Knowledge Platform Security & Rule of Law in collaboration with the Geneva Centre for the Democratic Control of Armed Forces’ International Security Sector Advisory Team (DCAF/ISSAT) around the debriefing of two civilian experts that have been seconded by the Netherlands government to EU missions related to Security Sector Reform (SSR).

Focusing on identifying conceptual insights on emerging good practice related to integrating governance and accountability focus into SSR processes, the outcomes of the discussion are planned to contribute to the Dutch input to the review and development of one EU SRR policy framework.

(<http://www.kpsrl.org/calendar/calendar-event/scientia-the-eu-and-security-sector-reform>, visited on 6.4.2016)

After the Srebrenica genocide in 1995, there have been turbulences concerning the Dutch involvement in international peace support operations. However, the biggest consequence has been the time-consuming decision-making processes, which have also been partially transposed to the deployment of civilian experts. The functioning of CIVCAP mechanisms has been improved through the establishment of 3W through the reforms of the public administration, showing that the Dutch government finds civilian deployment in PSOs of key interest and is willing to establi-

sh better mechanisms. One of the elements that could be further improved is the 7 month long procedure for placement on the roster for deployment. The SCIENTIA mechanism is a good practice, as the outcomes are not only used in future Dutch policy framework, but also the EU and even international policy framework.

III. Conclusion

The Dutch CIVCAP involvement is defined through three framework documents: the Defence Doctrine, the International Security Strategy and the Core Principles of Dutch Civilian Crisis Management Policy. These documents show that the Dutch government has recognized the importance of deploying civilian experts in peace support operations. In practice this has been proven through the creation of the WorldWide Working service and the definition of clear procedures for placement in the roster and deployment. After the deployment, by way of the SCIENTIA mechanism, the experience, knowledge and insights of the civilian experts is shared and used to define future policy frameworks. There is a clear line of steps and measures before and after deployment.

The Core Principles of Dutch Civilian Crisis Management Policy from May 2015 outline the future risks of civilian expert participation due to the raise in the demand for civilian experts. The main risks are: the supply of experts (especially since they are also needed at home), the voluntary basis of civilian expert deployment, and the budget for deployment. The Netherlands are keen to continue providing high quality contributions, thus the process of professionalisation and coordination of civilian expert deployment will be further enhanced.

Country	Definition of “civilian”	Normative framework	Main actors	Choice of priority expertise/field of PSO activity	Recruitment, rostering	Training	Deployment	Financing
Kingdom of the Netherlands	Within the context of civilian crisis management	Dutch Constitution 2008 International Security Strategy 2013 Defence Doctrine from 2005 Guidelines to the Integrated Approach 2014 Core principles of Dutch Civilian Crisis Management Policy 2015	Inter-ministerial Working Group on Civilian Missions Missions and Operations Steering Committee Ministry of Foreign Affairs	Rule of Law Security Sector Reform Gender	Ministry of Foreign Affairs	The Netherlands School for Peace Operations The Netherlands Institute of International Relations Clingendael	EU civilian missions UN, OSCE and NATO	State budget (National Civil Pension Fund and budget of MFA, specifically from the Stability fund.



ABOUT AUTHOR

Denis HADZOVIC holds a PhD in Security and Peace Studies from the Faculty of Political Science, University of Sarajevo. He is one of the founders and the Secretary General of Centre for Security Studies (CSS). He has been an editor of several books, studies and has successfully implemented multiple research projects. He is the author of multiple research papers and studies in the field of euro-atlantic integrations, human security, democratic values in the security sector and post-conflict transition, and has participated in multiple international and local scientific and expert conferences.



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ABOUT PROJECT

Norwegian Institute of International Affairs (NUPI) and Belgrade Centre for Security Policy (BCSP) is conducting three-year project with the aim to support capacity development of the Western Balkans states to roster, train and deploy civilian capacities to peace operations. This three-year project is funded by the by the Royal Norwegian Ministry of Foreign Affairs and implemented by regional partners from Croatia, Albania, Montenegro, Macedonia and Bosnia and Herzegovina.