SOUTH AFRICA'S COOPERATION AND SUPPORT TO CIVILIAN CAPACITIES IN THE AFTERMATH OF CONFLICT

ACCORD
THE AFRICAN CENTRE FOR THE CONSTRUCTIVE RESOLUTION OF DISPUTES

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

Table of contents

Acronyms and abbreviations

ACCORD	African Centre for the Constructive Resolution of Disputes
ACP	African, Caribbean and Pacific Group of States
AISA	Africa Institute of South Africa
APRM	African Peer Review Mechanism
APSA	African Peace and Security Architecture
ARF	African Renaissance Fund
ARMSCOR	Armaments Corporation of South Africa
ASF	African Standby Force
ASI	African Solidarity Initiative
AU	African Union
BRICS	Brazil, Russia, India, China and South Africa
CAR	Central African Republic
COMESA	Common Market for Eastern and Southern Africa
COPAC	Co-operative and Policy Alternative Center
CSO	Civil Society Organisation
DBSA	Development Bank of Southern Africa
DCS	Department of Correctional Services
DDR	Disarmament, Demobilisation and Reintegration
DFI	Development Finance Institution
DIRCO	Department of International Relations and Cooperation
DoD	Department of Defence
DoJCD	Department of Justice and Constitutional Development
DPKO	Department for Peacekeeping Operations (UN)
DPSA	Department of Public Service and Administration
DRC	Democratic Republic of the Congo
DTI	Department of Trade and Industry
DWCPD	Department of Women, Children and People with Disabilities
EAC	East African Community
EDD	Economic Development Department
EISA	Electoral Institute for Sustainable Democracy in Africa
EU	European Union
G8	Group of 8
G20	Group of 20
G77	Group of 77
GCIS	Government Communication and Information System
IBSA	India, Brazil, and South Africa
IDC	Industrial Development Corporation
IDPs	Internally Displaced Persons
IEC	Independent Electoral Commission
IGD	Institute for Global Dialogue

IMF	International Monetary Fund
ISS	Institute for Security Studies
JTT	Joint Task Team
LHR	Lawyers for Human Rights
LSSA	Law Society of South Africa
MDDA	Media Development and Diversity Agency
NAM	Non-Aligned Movement
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
NICOC	National Intelligence Coordination Committee
NOCPM	National Office for the Coordination of Peace Missions
NSG	National School of Government
ODA	Official Development Assistance
OSISA	Open Society Initiative of Southern Africa
PALAMA	Public Administration Leadership and Management Academy
PBC	Peacebuilding Commission (UN)
PCRD	Post-Conflict Reconstruction and Development
PSC	Peace and Security Council (AU)
PSD	Peace and Security Department (AU)
PSIRA	Private Security Industry Regulatory Authority
RDC	Rapid Deployment Capacity
RECs	Regional Economic Communities
RMs	Regional Mechanisms
SADC	Southern African Development Community
SADCBRIG	Southern African Development Community Brigade
SADPA	South African Development Partnership Agency
SAHRC	South African Human Rights Commission
SAICE	South African Institution of Civil Engineering
SAIIA	South African Institute of International Affairs
SAMAF	South African Micro-Finance Apex Fund
SANDF	South African National Defence Force
SAPS	South African Police Service
SASS	South African Secret Service
SSR	Security Sector Reform
TRC	Truth and Reconciliation Commission
UN	United Nations
UNICEF	United Nations Children's Fund
UNISA	University of South Africa
UNMISS	United Nations Mission in South Sudan
UNSC	United Nations Security Council

Executive summary

According to the United Nations (UN) Secretary-General's 2011 report titled 'Civilian capacity in the aftermath of conflict' (United Nations 2011a) it is clear that countries emerging from conflict are typically confronted with a wide range of urgent demands to build and sustain peace; yet they often also face a critical shortage of capacity to attend to priority needs quickly and effectively. The international community is increasingly recognising this challenge, with the consequence that many bilateral and multilateral actors have taken steps to improve support to conflict-affected countries. Emerging countries, like South Africa, have shown interest in supporting the development of capacities in post-war societies – particularly through bilateral and multilateral engagements. South Africa's engagement has largely been governed by its post-apartheid foreign policy. Most notably this relates to aspects of the African Renaissance and the African Agenda, both of which focus South Africa on increasing its presence within Africa, and increasing Africa's presence at global level. These two policy positions have helped the country to concentrate on two central aspects; developing multilateral institutions and enhancing peace and security on the continent through the creation of a stronger 'Global South'. South Africa has been a leading advocate of, and has significantly supported institutions such as the New Partnership for Africa's Development (NEPAD) and multilateral development within the Group of 20 (G20) – both of which explicitly highlight the nexus between economic development, peace and prosperity. With regard to peace and security in Africa, South Africa has played a central role – providing peacekeeping support and personnel in countries like Burundi, Central African Republic (CAR) and the Democratic Republic of the Congo (DRC). South Africa also has a prominent role in the Southern African Development Community (SADC), African Union (AU) and the UN. For instance, during South Africa's tenure on the UN Security Council (UNSC), the promotion of the African Agenda featured prominently. South Africa attempted to show that an African state can be a global power by highlighting the country's role in and capacity to address matters of peace and security through policy development and reform and multilateral and diplomatic means.

Despite South Africa's support for peace and security, and efforts to enhance civilian capacities in Africa, many of the country's internal procedures, departments and processes necessary for the provision of adequate support remain largely undocumented. The UN, in fact, states that civilian capacities in the Global South are insufficiently documented and disseminated (United Nations 2011a). In response, the African Centre for the Constructive Resolution of Disputes (ACCORD) undertook to examine and analyse the mechanisms that direct and support South African civilian capacities. The focus of the review was on current approaches within South Africa which promote and develop the mechanisms that provide support to post-conflict states. The work of the government and civil society organisations (CSOs) was examined. Four important aspects of South Africa's past, current and future development of civilian capacities in post-conflict countries were discovered. The first trend relates

to South Africa's history. The country has a wealth of experience gained from its own transition to democracy in the early 1990s. Secondly, there is a wide range of actors in South Africa who are engaged in post-conflict development work, yet there is often a gap in communication between these actors – leading to the duplication of work, incomplete context analyses and inadequate results. Thirdly, many of South Africa's engagements in post-conflict settings have been short-term and limited in scope. Lastly, although civil society plays an important role, their efforts are rarely coordinated with those of the government. This gap in communication limits the impact of post-conflict development efforts.

This report concludes with a series of recommendations aimed at supporting and informing the advancement of South Africa's civilian capacity mechanisms. Key recommendations are outlined below:

- Wider discussions should be held among policy makers on the roles and functions of South Africa's new development agency, the South African Development Partnership Agency (SADPA).
- South Africa's engagements should be preceded by the development of a longer-term strategy, which should take into consideration current debates and discussions around civilian capacities internationally.
- South Africa should use its expertise and experience to complement and enhance the various engagements of multilateral institutions.
- The government – particularly in its diplomatic relations, defence, trade and coordination of actors and institutions – should further refine the country's comprehensive approach to post-conflict peacebuilding and reconstruction.

The value of this report is in what it can add to existing knowledge on civilian capacities in South Africa. Its purpose is to feed into the development of SADPA and support South Africa to improve its civilian capacity mechanisms.

Introduction

Ever since the transition to democracy in 1994, South Africa has increased its presence in Africa through the implementation of a diverse range of initiatives aimed at supporting post-conflict societies. In essence, South Africa shifted its foreign policy to profile its strength and position the country as a primary power on the continent. South Africa also sought to demonstrate that it understood that its national interests were intrinsically linked to Africa's stability, unity and prosperity (Parliamentary Monitoring Group 2011). This foreign policy approach, including deployment of troops and support for the strengthening of civilian expertise in post-conflict countries, provided South Africa with the opportunity to implement approaches aimed at consolidating its views and roles in relation to stability in Africa.

South Africa's engagements in and with conflict-affected and post-conflict states have relied heavily on efforts characterised primarily by mediation and diplomatic interventions. The country's policy makers have shown considerable preference for these softer approaches to dealing with matters of regional and continental peace and security, based on a number of historical factors. This can largely be related to the nation's desire to craft a new identity for itself, in contrast to the destabilising operations of the apartheid regime. There is evidence of several changes in South Africa's foreign policy approach. For instance, there has been a transformation of the national defence force in terms of an expanded human security mandate, which includes addressing the spread of disease, refugees, internal conflicts and underdevelopment, as well as issues such as organised crime and terrorism (Kagwanja 2009). Moreover, South Africa has consistently played a key role in crafting regional and continental frameworks and supporting institutions which aim to deal with the economic and political insecurities that plague Africa as a result of ongoing conflict.

Largely grounded in the foreign policy framework encapsulated by former President Thabo Mbeki's vision of the African Renaissance, South Africa's efforts to strengthen its conflict management capacity for regional and continental institutions are largely based on the notion that the country is inextricably linked to the well-being of the continent. Indeed, initiatives such as NEPAD, which South Africa has been a leading advocate of, explicitly highlight the nexus between economic development, peace and prosperity (Southall 2006). Within multilateral frameworks such as these, it is apparent that South African civilian capacities have played a notable role – particularly in policy-oriented and substantive functions relating to peace and security matters at regional, continental and international level.

South African engagements that deal with matters of peace and security largely fall within the ambit of two distinct spheres of the nation's foreign policy: the African Agenda or African-focused approach, and the Global South approach which identifies with non-African emerging powers based on South-South cooperation. In line with South Africa's foreign policy, the country's efforts to support post-conflict

countries, mainly in Africa, have been particularly apparent in the country's conflict management capabilities at regional, continental and international level. Regionally and continentally, South Africa has provided support to SADC and the AU. Globally, South Africa has also played a pivotal role in the UN system, and particularly within the UNSC as a non-permanent member. During South Africa's time on the UNSC, for instance, the promotion of the African Agenda featured prominently. It is also vital to note that due to the country's relative economic and military power, as well as the moral authority derived from its unique and largely peaceful transition to democracy, South Africa has generally been viewed as being in similar standing as emerging powers from the Global North (Kagwanja 2009).

Purpose of the report

South-South cooperation mechanisms can be very important because they provide critical short- and longer-term assistance to governments, and societies as a whole, in the aftermath of conflict (United Nations 2011b). While South Africa increased engagement in and support for countries emerging from conflict, the country's direct and indirect engagements in support of strengthening capacities in the aftermath of conflict remain largely undocumented. The UN, in fact, states that information about capacities in the Global South is insufficiently documented and disseminated (United Nations 2011a). This report thus aims to address this knowledge gap by providing a general overview of some of South Africa's existing civilian expertise (in government and other sectors), its mechanisms, and the practices being utilised to support countries coming out of conflict.

This report provides a case study analysis of South Africa's civilian capacity mechanisms, and attempts to profile what is currently being done in the country to promote the same. With expectations for the establishment of SADPA, South Africa is taking a step towards consolidating its work in post-conflict countries. This report will also outline the challenges encountered by South Africa with regard to strengthening civilian capacities, before it advances some recommendations on how the country can improve its mechanisms.

Design of the report

This is not an exhaustive report capturing all views and aspects of South Africa's civilian expertise. Information about the methods used to assess the broader international cooperation frameworks within which civilian capacities may be embedded in South Africa, and how such mechanisms generally function, was derived through desktop research undertaken over several months. The documents reviewed are outlined in the bibliography, although this should not be considered an exhaustive list of all available literature on the topic. The process focused more on primary research than that of a secondary nature. Primary research was conducted through individual meetings with key stakeholders, including notable South African CSOs, directorates within the South

African Department of International Relations and Cooperation (DIRCO), and organs of the AU based in South Africa – with particular regard to the NEPAD secretariat.

ACCORD launched the research by establishing a baseline in 2012. This was done with the participation of key stakeholders from government and civil society, in order to assess their capacity to process, facilitate the identification of and mobilise relevant capacities to join in bilateral and multilateral engagements with post-conflict countries.

On 19 and 20 July 2012, ACCORD facilitated the Africa Regional Consultation on 'Strengthening partnerships for civilian capacities in the aftermath of conflict' in Pretoria, South Africa. The consultation provided a forum for discussion around the recommendations of the UN Secretary-General's Senior Advisory Group's report on civilian capacities in the aftermath of conflict (United Nations 2011b), and allowed representatives of member states to reflect on and share their national experiences with civilian capacities with compatriots from the continent. The consultation was hosted by the Government of South Africa, in collaboration with the AU and UN. It brought together a diverse range of relevant actors and aimed to enhance the use and deployment of civilians in post-conflict settings. A further objective was to promote ideas of local ownership and strengthening of partnerships through employing local, regional and international responses which exhibit greater expertise and nimbleness.

Finally, this report drew from discussion at the South African Civilian Capacities Roundtable meeting held in Pretoria, South Africa, on 14 and 15 May 2013. The meeting aimed to improve civilian deployments which formed part of South Africa's bilateral assistance to, and multilateral engagements in post-conflict societies. The meeting was attended by representatives from the Centre for Defence and Security Management at the University of KwaZulu-Natal, African Development Bank, South African Institute of International Affairs (SAIIA), Africa Institute of South Africa (AISA), South African Human Rights Commission (SAHRC), and the Institute for Global Dialogue (IGD). Discussions focused on South Africa's experiences in building and sharing capacities in relation to safety and security, economic revitalisation, political processes, justice, foreign policy, and multilateral involvement in post-conflict countries. The broad aim was to gather further information about the status of civilian capacity mechanisms in South Africa. The discussion was rooted in South Africa's available and potential civilian capacities (in government and other sectors), and the mechanisms available to facilitate their effective mobilisation to assist in post-conflict societies.

South-South cooperation and the development of capacities in the aftermath of conflict

This report is based on the understanding that in countries emerging from conflict, it is critical that institutional capacities are identified and targeted, both at national and community level, in order to stimulate the development of local human capacities,

collective social institutions, processes and mechanisms so that societies can develop their own capacity to manage social change. As such, understanding of the need to develop civilian capacities in the aftermath of conflict has grown out of a realisation that it is necessary to adapt and change post-conflict development approaches by engaging countries and civilians on these issues as a conduit for sustainable peacebuilding and to strengthen local institutions in post-conflict societies.

Key concepts

Civilian capacities

In the context of this report, civilian capacities can be defined as:

… civilian individuals or groups deployed to crisis or post-conflict settings by (or coordinated through) their respective governments. The term includes personnel deployed through bilateral cooperation programmes as well as those deployed through the United Nations, regional organisations or other intergovernmental organisations. It includes civilian capacity deployed from the public sector or private sectors, including academia and civil society that is in some way 'coordinated' under government auspice. (Keeting and Wiharta 2012:2)

South-South cooperation

South-South cooperation refers to arrangements between countries from the Global South which are aimed at adjusting actions and behaviours, and is frequently performed by focusing on reducing international inequalities or by promoting joint actions aimed at targeting similar domestic challenges, and/or by jointly working with the objective of exerting a higher impact on the international system (de Carvalho 2013).

There has been focus on the role of emerging states in supporting the efforts of post-conflict countries. This is because many nations in the South have developed significant financial and technical capacities, and they have started to transfer some of these resources – on concessional and non-concessional terms – to other countries in the South (Simplicio 2011). In this context, rather than engaging in more traditional North-South types of cooperation, emerging countries are increasingly taking part in a type of cooperation that complements these efforts – through South-South cooperation. The roles played by these countries have often gone beyond traditional official development assistance (ODA). This is because many emerging countries have implemented supporting initiatives conducted through development exchanges, including cultural information and educational and technical support. These are frequently done through targeting similar domestic challenges (United Nations Development Programme 2012).

When looking at countries emerging from conflict, high expectations have been placed on countries from the Global South, in particular emerging states. The UN has emphasised the South's potential to mobilise civilian capacity with appropriate

expertise to work in societies in transition that have similar socio-economic and political contexts (United Nations 2011a and 2011b). This leads to the argument that southern countries are frequently in a privileged position to act, because they have often gone through similar experiences – giving them a 'comparative advantage' in offering assistance.

Engaging the Global South in supporting countries emerging from conflict is not without its challenges. These countries, for instance, often lack appropriate institutions that can deal with and stimulate South-South cooperation. Engagement, including in post-conflict countries, is frequently as a result of a wide range of uncoordinated and interactions. For example, there are very few post-conflict countries with formal institutions to deal with South-South cooperation. SADPA and Egypt's Technical Fund for Cooperation with Africa are two examples of a few such bodies on the continent.

Multilateral organisations and civilian capacities

The UN, AU and regional economic communities (RECs)/regional mechanisms (RMs) have been critical in driving the practice of identifying relevant expertise in post-conflict countries. Their processes have largely influenced the definition of concepts and practice, leading – in recent years – to regional and global reflection on how to strengthen mechanisms to deploy personnel and foster engagements in post-conflict states.

This section reviews how the UN, AU and RECs/RMs have approached issues of civilian expertise in post-conflict countries. The methods of the UN and AU are instrumental in informing the development of South Africa's approach to civilian capacities.

The United Nations

The importance of civilian capacities in the aftermath of conflict has grown at global level through the influence of the UN. There is increasing recognition of the critical roles played by civilians in supporting stable and lasting peace processes, and civilian experts now represent approximately one quarter of UN staff employed in the field. In 2009, the UN Secretary-General stated that in the immediate aftermath of conflict, considerable efforts had been made internationally to expand civilian capacities, but that little attention had been given to efforts by countries in the Global South. A review was accordingly requested. Its aim was to analyse how the UN and international community could help broaden and deepen the pool of civilian experts to support the immediate capacity development needs of countries emerging from conflict (United Nations 2011a).

The review and subsequent reports highlighted critical capacity gaps in the area of civilian expertise and the UN's shortcomings with regard to civilian recruitment, training and deployment via its human resource system. The system was found to be ill-equipped to deal with the demands of modern field operations. For example, the

UN found it increasingly difficult to mobilise and rapidly deploy the required and appropriate civilian capacities to take part in post-conflict engagements. To address these and other concerns, the report identified four fundamental principles necessary for the effective utilisation of civilian capacities. These were:

1. ownership (prioritising local capacities in the context of peace operations)

2. partnership (creating a system to make and engage expert partners during missions)

3. expertise (acting as a platform, through greater partnerships, for qualified personnel, as opposed to an often ineffective and cumbersome reliance on in-house/organisational capacity)

4. nimbleness (the promotion of institutional flexibility and agility in directing capacity towards needs).

The civilian capacities process in the UN has particularly focused on the role of southern countries, as it acknowledges that South-South cooperation can be beneficial in areas where countries might have already faced and successfully addressed similar challenges (United Nations 2011a). This approach also acknowledges that it is not always easy to identify where the expertise lies in southern countries, and to articulate how it can be mobilised. As a response, the UN created an online mechanism called CAPMATCH to support countries in need of expertise, by profiling countries that might be able to offer relevant skills, personnel and infrastructure (United Nations 2013).

The process mentioned above highlights key areas that are particularly relevant to South Africa's engagement in post-conflict countries. First, the UN process clearly shows that a critical aspect of post-conflict peacebuilding relates to the creation of national institutions and capacities. Furthermore, sustainable peace is only possible when the capacity of local actors is enhanced. The UN identified a number of critical areas where capacities were lacking and further information from the existing pool of expertise was required. Second, it is understood that the UN does, and should, not have the capacity to deploy all expertise in terms of personal to support processes required by post-conflict countries. As such, emphasis has been placed on supporting existing mechanisms of deployment that go beyond traditional deployment and multilateral processes – in other words, there is a move to focus on bilateral/trilateral means. Third, focusing on countries from the Global South as providers of expertise to other countries demonstrates a shift towards looking for context-relevant capacities – in the process providing stronger support for the sustainability of peacebuilding efforts in Africa.

The African Union and regional bodies

At regional level the AU has paid increasing attention to the civilian aspects of its post-conflict engagements. As the continent assumes more responsibility for its own peace and security, the last decade has witnessed the steady institutionalisation and progress of the African Peace and Security Architecture (APSA). The civilian component of AU-led missions, which although relatively small, highlights the continental body's

acknowledgement of the important roles of civilians in peace processes. It also points to the organisation's commitment to developing institutional infrastructure to support the civilian component of its arrangement of five of Africa's RECs, which are growing stronger. The AU has organised a series of workshops and developed a policy framework for the civilian dimension of the African Standby Force (ASF) (de Coning and Kasumba 2010). The ASF was established by the 2002 Protocol Relating to the Establishment of the Peace and Security Council of the African Union. It is comprised of multidisciplinary contingents, including civilian, police and military components on standby in their countries of origin. In line with its rapid deployment capacity (RDC), elements of the ASF should be on standby and ready to deploy within 14 days in response to genocide. SADC launched its force, the Southern African Development Community Brigade (SADCBRIG) in 2007 and has held several meetings on the civilian component of the force. The SADC Planning Centre developed a SADC Civilian Component Policy Framework, which was adopted by member states in 2012.

In the past, RECs and RMs also worked to develop the civilian dimensions of regional standby forces. This was done through recruiting civilian personnel to participate in planning, training civilians in their regions, implementing multidimensional exercise cycles, and increasingly factoring the civilian dimension and multidimensionality into planning processes. The AU has been more focused on strengthening mechanisms that enable stronger cooperation and solidarity between African countries, particularly in relation to broader post-conflict reconstruction and development (PCRD) initiatives. In this context, the AU aims to increase the pool of expertise and mechanisms that can support post-conflict development capacities in Africa. This approach, entitled African Solidarity Initiative (ASI), aims to mobilise higher levels of support, particularly from Africa, to countries in need of PCRD on the continent (African Union 2012). This support is useful in providing opportunities to identify areas where more expertise is needed, so that member states can fill these gaps. Key gaps are along the lines of governance, infrastructure development, education, socio-economic development, justice and the rule of law.

South African foreign policy and the development of civilian capacities

The background above provides an understanding of the nature of the environment in which South Africa operates regionally and globally. The country has played a direct role in providing support to post-conflict countries through the deployment of relevant personnel to aid in peacebuilding and development in the aftermath of conflict. South Africa has also provided support for the creation of multilateral mechanisms at the UN and AU level, in relation to the development, strengthening and deployment of civilian expertise.

This section outlines the basis for South Africa's foreign policy, to ensure clearer understanding of the factors behind South Africa's deployment and development of civilian capacities in the aftermath of conflict.

South Africa's post-1994 foreign policy changed dramatically from that of the apartheid regime. Current policy is not simply rooted in the anti-apartheid struggle but, more fundamentally, in the struggle against Western-aligned, and often Western-supported, anti-communist, racist regimes. The aim of this policy is to affect and shape the direction of the country's domestic order and overcome the legacies of apartheid. South Africa's current foreign policy is much more aligned to what has been termed the 'African Agenda', which focuses particularly on South Africa's role within Africa, and Africa's role within the world (Landsberg 2012). The African Agenda aims to chart a new strategic path in order to achieve a shift in the continent's economy, politics, governance and development orientation. The African Agenda stresses 'good neighbourliness' and 'non-hegemonic' relations with fellow African states. It underlines the adoption of progressive modes of economic relations and the exchange of knowledge to offset economic disintegration on the continent, and shuns the perpetuation of economic dominance based on exploitation and manipulation. A major theme running through the agenda is the promotion of 'democratic peace', that is the notion that democracies do not go to war with one another and are fundamentally more peaceful than other forms of government. The agenda is about the building of stable democratic systems in order to positively contribute to challenges to peace, democracy, development and stability on the African continent. It aims to realise 'the dream of peace and stability, of democracy and human rights' (Landsberg and Kondlo 2007). The African Agenda is based on the 'understanding that socio-economic development cannot take place without political peace and stability' and that these are 'prerequisites for socio-economic development' (Landsberg 1999).

South Africa's key goal in the agenda is to position the country as a critical player in Africa's development agenda. This is in line with the government's aim to increase partnerships as a form of international cooperation. The country aims to continue to strengthen bilateral cooperation with African countries by engaging in sustainable partnerships for development; including the promotion of trade and investment; establishing joint projects for the development of infrastructure; and providing technical assistance for institutional and policy development. South Africa also aims to ensure more synergy between its bilateral and multilateral engagements within the region (Parliamentary Monitoring Group 2011).

South Africa has also focused on developing its relations in terms of South-South cooperation, with, for example, active engagement in South-South multilateral and trilateral mechanisms such as the India, Brazil and South Africa (IBSA) Trust Fund. South Africa's ongoing engagement with the development of multilateral relationships is also visible when examining its positions in NEPAD; the G20; the Non-Aligned Movement (NAM); Brazil, Russia, India, China and South Africa (BRICS); and even the UNSC. To further contribute to the achievement of synergy, South Africa engages in activities which include:

- strategic trilateral engagements with Northern Partners (for example in the Regional Capacity Building Project in Burundi, Rwanda and South Sudan)

- incorporating management-development institutes from within those countries

- a South African online education system

- the Public Administration Leadership and Management Academy (PALAMA), now the National School of Government (NSG).

The South African government has also previously entered into a number of partnerships with non-state actors, as demonstrated by cooperation with, and contribution to the work of, the University of South Africa (UNISA) in South Sudan, and ACCORD in the DRC and Burundi.

In order to create new relationships based on mutual respect and equality, South Africa is actively engaged in encouraging leaders of the developed world – especially the European Union (EU), Group of 8 (G8) and relevant multilateral institutions – to engage and work with Africa. In this regard, NEPAD spelled out specific principles, values and commitments that should underpin the new relationship between the G8 and Africa (Landsberg 2012). South Africa was able to elevate itself to the status of a strategic player in world affairs during its time on the G8. The country's aim was to reform international multilateral organisations such as the UN, International Monetary Fund (IMF), and World Bank (Landsberg and Kondlo 2007). South Africa was instrumental in a number of global and regional issues: Africa's revival and development, North-South and South-South relationships, revitalising NAM, and creating new pro-South formations such as the IBSA trilateral axis.

Since former President Mbeki's time in office, South Africa has grown considerably with regard to developing relationships with other African players. South Africa's involvement in the African Peer Review Mechanism (APRM), ASF and in the signing of agreements with the Common Market for Eastern and Southern Africa (COMESA), as well as with the East African Community (EAC) are all examples of this growth. South Africa also plays an ongoing role in the activities of the RECs and has recently assumed the chair of the AU Commission. The country continues to engage the international community on issues such as aid effectiveness, increased global development assistance and strengthening of development partnerships. SADPA will be an important instrument in the promotion of more effective development cooperation, pursuing bilateral cooperation with African countries, as well as trilateral cooperation with international partners who support Africa's development (Parliamentary Monitoring Group 2011). South Africa's focus on South-South cooperation is evident in its work with the African, Caribbean and Pacific Group of States (ACP), the Commonwealth, NAM, and the Group of 77 (G77) at the UN.

South Africa's engagements in civilian capacities

The scale and scope of South Africa's civilian engagements in post-conflict countries can be understood – from a foreign policy level – within the ambit of its actors and structures. DIRCO is South Africa's foreign ministry. It was previously known as the Department of Foreign Affairs, but was renamed by President Jacob Zuma in 2009. DIRCO is a central national actor which coordinates and manages its engagements through various directorates and agencies. The department protects and promotes South African interests oversees through South African missions abroad. It is important to note the mechanisms within DIRCO that coordinate and manage non-DIRCO-affiliated South African citizens who may be working with or in conflict-affected states. These mechanisms remain largely under-developed – leaving a gap in South African government mechanisms in terms of focusing on civilian capacities.

The following subsections deal with two types of engagements conducted by South Africa in relation to its support for the development and strengthening of civilian capacities: South Africa as a development partner and South Africa's multilateral structures. Whilst they are interlinked, it is important to present them separately in order to identify different nuances in their implementation. A more detailed presentation of actors and structures engaged in supporting the development of capacities in the aftermath of conflict can be found in Annex I of this report.

South Africa as a development partner

In efforts to increase South Africa's role as a development partner, the country established its first national aid and development agency, SADPA. The body is to be viewed more as a partnership and cooperation agency and will move to increase South Africa's status in becoming a significant global development partner. Originally this role was held by the African Renaissance Fund (ARF), established in 2000 to replace the previous apartheid-era Economic Cooperation Promotion Loan Fund. The ARF has been used as a prime instrument for the South African government to equip and support the country's conflict management initiatives in Africa and will eventually be replaced by SADPA.

The ARF is located within DIRCO, which is controlled by the Director-General of Foreign Affairs. Its main focus is on the provision of finances for activities that deal with cooperation; democracy and good governance; conflict resolution; social and economic development; humanitarian and disaster relief; technical cooperation; and capacity development (Besharati 2013). This initiative is in line with South Africa's African Agenda, which aims to bolster pan-African cooperation and triangular partnerships.

Initiatives supported by the ARF

The ARF has supported the following initiatives:

- economic recovery of Zimbabwe
- African Ombudsman Research Centre, which serves as a focal point for ombudsman offices in Africa
- the AU observer mission to elections in Sudan (2010 to 2011)
- an international diplomatic training programme at the DIRCO Diplomatic Academy (this has benefitted various countries, including Burundi, Eritrea, Ethiopia, South Sudan, Sudan and Rwanda)
- South Africa's participation in SADC and AU observer missions to monitor election processes in the DRC, Seychelles and Zambia
- transporting humanitarian assistance donated by SADC member states to the people of Somalia
- the presidential and legislative elections in the DRC in November 2011 (Department of International Relations and Cooperation 2011b).

Due to the growing nature of South Africa's diverse development partnerships and the trend towards trilateral cooperation, a new agency with better coordination than the ARF was needed (Besharati 2013). The creation of this agency – SADPA – was announced in the 2009 State of the Nation Address, and was considered a much-needed revamp of South Africa's aid agency. SADPA aimed to support South Africa's ascension into the ranks of important global players (Lucey and O'Riordan 2014).

SADPA is considered a development financing institution of the South African government and has been interpreted as providing a commitment by the government to move forward the country's ambitions of becoming an influential global development partner. This move recognises the need to have a single agency coordinating the country's international aid and development assistance efforts. It further highlights the acknowledgement, by the South African government, that PCRD in Africa does not necessarily go hand in hand with the coordination of funds and collaboration with other financial schemes. In light of this, SADPA should be seen as a development partner, and not a donor.

SADPA will be located within DIRCO and is expected to play a bigger role than the ARF. It will also have a certain degree of autonomy in order to manage and execute its primary functions of coordinating South Africa's external development cooperation and development assistance projects. SADPA is envisaged as playing a coordinating role when South Africa engages in bilateral, trilateral and multilateral partnerships with other countries and development institutions. Furthermore, SADPA will enable South Africa to become a more active and effective participant in regional development initiatives, in support of regional integration and in the implementation of robust and innovative approaches to development cooperation on the continent.

Multilateral structures and mechanisms

The capacity of South African civil servants within DIRCO has been particularly notable in terms of establishing initiatives and processes which aim to support and enhance the African Agenda as it relates to NEPAD and the AU. These developments have been firmly in line with the country's commitment to support regional and continental processes which aim to resolve crises, strengthen integration and champion the overall sustainable development of the continent (Parliamentary Monitoring Group 2011). Moreover, such capacity has been especially prevalent through DIRCO's presence in multilateral forums. South Africa has assumed a leading role in the UN, AU, Commonwealth, SADC and the G20. As a non-permanent member of the UNSC from 2007 to 2008 and again from 2011 to 2012, South Africa, through its diplomatic personnel, promoted peace and security with an emphasis on Africa. This was particularly so in terms of improving cooperation and coordination between the UNSC and regional bodies such as the AU Peace and Security Council (PSC) (Ebrahim 2012). Further, whilst being a non-permanent member on the UNSC, South Africa chaired the UNSC Ad-hoc Working Group on Conflict Prevention and Resolution in Africa, the UNSC 1540 Committee on Weapons of Mass Destruction and Non-State Actors, and served as Vice Chair of the Côte d'Ivoire and Liberia Sanctions Committees (Ebrahim 2012).

At continental level, South Africa offered significant support to the development of the AU since its inaugural summit in Durban, South Africa on 9 July 2002. South Africa has played an active role in laying the foundations for a robust peace and security architecture within Africa, which is increasingly focusing on the civilian dimension of sustainable peace processes. Moreover, South Africa's diplomatic personnel have been directly involved in multiple peace processes across the continent – in countries like Burundi, Côte d'Ivoire, the Comoros, the DRC, Sudan, Somalia and in the conflict between Eritrea and Ethiopia (Kagwanja 2009). Accompanying these diplomatic efforts has been the steady increase in the presence of civilian personnel tasked with providing specific operational support, such as South Africa's Independent Electoral Commission (IEC) assisting the DRC to move towards a sustainable peace settlement.

The National Office for the Coordination of Peace Missions (NOCPM), situated within DIRCO, is tasked with coordinating South Africa's multilateral engagements *vis-à-vis* peace missions, managing South Africa's engagement in international peace operations and maintaining political oversight over such missions. In addition, NOCPM is mandated to lead South Africa's approach to international peace operations – working with the Department of Defence (DoD), the Department of Safety and Security, and the National Treasury. While South Africa is currently developing South African Policy on Civilian Participation in Peace Missions, the civilian component remains under-developed, under-utilised, and largely uncoordinated. This presents an important opportunity for the country to strengthen its role in post-conflict societies. To help utilise opportunities provided, NOCPM is in the process of developing a South African policy on civilian participation in peace missions. This policy aimed to provide

better guidance to South Africa in terms of civilian participation, with the particular goal of enhancing South Africa's participation in the ASF, as well as in other regional, continental and international peace missions.

In SADPA, the ARF and NOCPM, there has been a general acknowledgement of the need to better develop the intra-institutional capacity referred to above – noting the need for South Africa to better conduct its international relations. South African observer missions that monitor electoral processes, for example, may need to draw from a variety of specialties, from the DoD to the IEC. NOCPM's approaches change depending on the mission in question and there thus needs to be more coordination between departments when this happens. Similarly, capacity in terms of judicial and legal system reform, transitional justice and human rights monitoring, is located within the Department of Justice and Constitutional Development (DoJCD), or housed in a number of prominent South African legal and advocacy CSOs whose expertise government can call upon.

Trends in South Africa's development of civilian capacities in the aftermath of conflict

As mentioned above, South Africa has been involved in post-conflict development and peacebuilding initiatives in many African countries. Similarly to other emerging countries, South Africa contributes to and invests in building capacities. However, often the knowledge of these activities is low. South African actors have been involved in building the expertise of national stakeholders in post-conflict countries for many years. This role has ranged from the involvement of government actors to the active participation of CSOs. This section highlights some key findings and challenges hampering the development and utilisation of civilian capacities by South Africa.

Engagement based on experiences and lessons

South Africa's engagement with post-conflict countries is fundamentally premised upon and informed by the country's own experiences and its foreign policy initiatives. Thus South Africa specifically focuses on, among other things, providing electoral assistance, mediation, justice and constitutional reform. These priorities are often perceived as being an advantage for South Africa, as most of its transition was a 'home-grown' process that has been widely shared throughout the continent. Because of South Africa's background and its fairly recent transition to democracy, issues of transitional justice, election management and human rights are areas where South Africa can share information based on its past experiences.

For example, the South African Truth and Reconciliation Commission (TRC) was the first commission of its type to attempt to rectify the balance between truth and reconciliation. It has been hailed as a good model for post-conflict societies in transition. The TRC added some unique features to the transitional justice process,

by drawing on past experiences in Latin America and elsewhere and also by adding the new element of a conditional or earned amnesty process. The Amnesty Committee – one of three committees set up by the TRC – was the most unique feature of the new model, introducing as it did the notion of conditional amnesty into the transitional justice process. It was established to adjudicate and facilitate the granting of amnesty to persons who, in the opinion of members, fulfilled criteria laid down in the Promotion of National Unity and Reconciliation Act 34 of 1995 which set up the TRC. The criteria included the stipulation that individuals must themselves apply for amnesty for acts which they had committed and that group applications were not permitted. In their applications, individuals had to fully disclose their roles in the acts for which amnesty was being applied. They also had to demonstrate that their actions were politically motivated – acts had to be associated with the objectives of a recognised political party, organisation or liberation movement, of which they were members or supporters. For instance, if the applicants were previously members of the security forces, they had to show that they had received orders from a legitimate superior officer to commit the act for which amnesty was being sought. Finally, even if these criteria were met, applicants could be denied amnesty if the committee was of the opinion that the act was disproportionate to the objective pursued (Connolly 2012).

South Africa's experiences with constitutional reform and the difficult lessons of developing government functionality in the security and civil service sectors can provide other insights for societies in transition. For example, the DoJCD supports and advises South Africa's court system and judiciary and facilitates law reform. Staff members at the DoJCD are skilled at gauging national capacity within South Africa and could thus assist post-conflict societies. In addition, the Civilian Secretariat for Police was established by constitutional mandate to provide oversight to police services and support institution building processes in the field of safety and security. Furthermore, institutions established under Chapter 9 of South Africa's Constitution are also noteworthy when developing civilian capacities. For instance, the IEC already has notable engagements with post-conflict societies across Africa – due to bilateral efforts and multilateral peace processes. Also of importance to societies in transition are South African experiences in relation to the transitions of liberation movements into political parties and economic revitalisation.

Critical role of South African civil society – following government's engagement or independently

Civil society has been identified as an important source of personnel with capacity in PCRD. South Africa's civil society is engaged in a wide variety of activities in post-conflict countries in Africa, often in partnership with the Government of South Africa. Civil society has engaged in several different dimensions, particularly in developing and strengthening political processes. Often, civil society's engagement in post-conflict countries provides opportunities to intract with government. There are several South African CSOs operating in Africa, including ACCORD, AISA and IGD.

A number of South African CSOs are engaged in sharing their experiences with other African countries. Some legal and advocacy CSOs in South Africa may, in addition to the DoJCD, be called upon to undertake the review and reform of judicial and legal systems, offer advice on transitional justice, and undertake human rights advocacy. Lawyers for Human Rights (LHR), for instance, is a South African non-governmental organisation (NGO) that provides free legal assistance to marginalised communities within Africa and advocates for the upholding human rights internationally. LHR, CSOs and other non-state actors should be considered alongside government personnel when there are calls for assistance with constitutional development or other judicial engagements in post-conflict societies – based on their experiences and insights gained from the South African context.

The engagement of civil society is also highlighted by the high number of study tours undertaken in South Africa. Study tours present practical opportunities for cross-cultural sharing of experiences and fostering learning based on South Africa's experiences with its own transitional process. In a study tour conducted by ACCORD, four issues from South Africa's experience were highlighted by a sample of participants:

- the importance of understanding the role of leadership
- understanding the importance of ownership of processes
- providing the context of the long-term process of peacebuilding
- understanding that peacebuilding is context-specific and therefore there are limitations to how lessons can be re-applied to different scenarios.

While these lessons are drawn from one study tour, they do provide an indication of how actors perceive the importance of South Africa's experiences in supporting the development of capacities in countries emerging from conflict (de Carvalho 2012).

Diffused information and diverse accounts within South Africa's engagement

Another issue relates to the variety of actors engaged in activities in post-conflict countries, both those who form part of government and those who do not. The variety of actors is a challenge in terms of mapping the impact and actions of South African actors and experiences. It is difficult to identify instances when the experiences of South African actors have had a positive impact in post-conflict states, given the lack of adequate documentation of processes. Comprehensive accounts of when South Africa's civilian expertise was utilised, how substantial the knowledge applied, the technical aspects of recruitment, deployment, and the types of assistance provided, are difficult to capture and document because the relevant actors are generally located within different government departments.

Lack of coordination between actors leads to frequent gaps in communication, resulting in lack of coherence between departments and organisations supporting post-conflict countries. In this context, actions by South Africa appear to be fragmented because

of a lack of coordinated actions and voices. As mentioned before, what is required is greater coherence and coordination among government departments to ensure that the relevant capacity and expertise exists to carry out the necessary missions. A systematic and coordinated approach between government departments would be highly beneficial.

There have been attempts to strengthen communication and engagement between actors. South Africa's participation in peacekeeping missions provides good example of this. A key attempt was the development of the Joint Task Team (JTT), a tool which aimed to help coordinate deployments and multilateral engagements. Established with its focal point at DIRCO's NOCPM, the JTT supports South Africa's engagements in peace, security and post-conflict reconstruction in Africa. It is comprised of representatives from the DoD, South African Police Service (SAPS), Department of Correctional Services (DCS), South African Secret Service (SASS) and the National Intelligence Coordination Committee (NICOC) – who meet monthly to discuss issues of deployment, management of peace missions, and applying early warning systems for conflict prevention. The cabinet makes the final decisions with respect to the deployment of peace missions, with feedback to parliament being provided via portfolio committee meetings, and as requested by relevant committees.

The approach of basing engagements on South Africa's own experiences has often been viewed as the country's main comparative advantage in engaging with post-conflict states. It must be noted, however, that many interviewees and participants at ACCORD events questioned the move to define the value of South Africa's engagement *vis-à-vis* the countries where it operates. The point has been raised that over-emphasising South Africa's lessons carries the risk of the country imposing a 'one-size-fits-all' approach or supply-driven solutions.

Another key aspect of South Africa's engagement is that South African actors have often perceived engagements to be limited, and short-term. During interviews and at events organised by ACCORD, actors often explained that whilst South Africa has an interest to engage, initial engagements have been limited and actors have failed to sustain them over time. In research by the Institute for Security Studies (ISS) on South Africa's engagement in Burundi, the DRC and South Sudan, it was found that often, South Africa's presence was short-term – giving the impression that the country is not interested in having long-term presence in many of its focus countries. This view impacts on the country's ability to build credibility and trust for its activities among local and international partners in post-conflict countries (Hendricks and Lucey 2013a, 2013b).

Recommendations

This report has examined various areas which can be improved on in terms of advancing South Africa's civilian capacity mechanisms. This section provides some recommendations for various South African stakeholders. Furthermore Annex 1 offers

a detailed description of South African actors working to enhance civilian capacities in post-conflict safety and security and economic revitalisation – with focus on personnel in both government and CSOs. It also outlines the expertise of these actors and describes how their work can enhance that of government.

Provide clarity on South Africa's policies on engagement in post-conflict states

There is a diffused strategy among actors within South Africa in relation to peacebuilding and post-conflict reconstruction issues. This has led to confusion and lack of clarity on roles. Reportedly, even DIRCO seems to lack clear entry points where peacebuilding on the African continent is concerned. A number of different departments at DIRCO have been working in post-conflict countries, in the process contributing to an approach that is often confusing, incoherent and which lacks clear direction on South Africa's understanding of peacebuilding issues. This report recommends that honest and wide discussion on these issues should happen. Discussions would not only benefit South African initiatives, but also support and enhance the development of shared views and approaches originating from the country.

Take a longer-term approach to interventions and support them with strategy

It has been noted that South Africa's engagements in some post-conflict countries often lack longer-term strategies or views. South Africa should consider taking a longer-term approach to interventions and undertaking comprehensive assessments of areas where the country can contribute, and how it can do so. This will not only ensure more successful interventions; it will also allow South Africa to undertake more projects which have a long-term sustainability plan in place. This approach would translate into South Africa providing more meaningful support to countries, in the process gaining more recognition for the interventions it initiates and implements. Long-term plans for the development of civilian capacities will allow South African resources and expertise to be fully utilised. In addition, this move may result in South Africa being taken more seriously as a reliable development partner, with the consequence of increasing its status in the international arena.

Employ South Africa's expertise and experience to complement and enhance engagements of multilateral institutions

South Africa is in the right position to advocate for and strengthen understanding of the comparative advantages and norms of non-traditional types of engagement. Taking part in constructive dialogue with other emerging development partners would substantially increase the country's capacity to contribute to reconstruction and development in post-conflict countries based on its rich experience. In addition, like many other emerging countries, South Africa still considers engagement with multilateral processes

as key to its activities in post-conflict countries. The country should be in a position to provide experiences and examples of its bilateral engagements that can complement and enhance the activities of multilateral institutions. South Africa should thus aim to support discussions that go beyond the expectation of deployment with formal multilateral engagements, and should rather share and advance some of its expertise and experiences gained through bilateral engagements.

Hold wider discussions among policy makers on SADPA's roles and functions

South Africa, as an emerging market, has the capacity to influence and support actions in post-conflict countries. However, it is a country that is also faced with several internal challenges. The dichotomy between internal and external pressures means that South Africa has to maximise its efforts externally in order to provide a higher degree of efficiency in its actions. SADPA's future role has the potential to provide opportunities for the country to increase its ability to operate in a more coordinated manner – with increased coherence between actions and actors. Rather than creating a centralised structure, SADPA should function as a catalyst that brings several actors together in the process of defining strategies for South Africa to apply in post-conflict countries. Whilst SADPA is being implemented, the Government of South Africa should use the opportunity to collaborate with a wide range of actors in order to define strategies, gain knowledge about and identify key actors working on issues which are relevant to South Africa's engagement in post-conflict countries.

Furthermore, SADPA can play a key role in generating knowledge and information that can potentially enhance coordinated action in South Africa. However, there is a need for clarification on the critical role that SADPA will play and the types of engagement it will be involved in in post-conflict countries. It is not always easy to identify whether SADPA has a specific strategy for post-conflict countries, or if it aims to address each country case-by-case.

Conclusion

The notion of civilian capacities has gained momentum over the past decade, with the UN and international community focusing more on what is needed in terms of civilian support and expertise in post-conflict countries. Against this background, a central focus of South Africa's foreign policy has been to provide support to post-conflict countries – specifically those in Africa. The country's motivation in providing this support emanates from the aim to increase its presence on the global stage and to be considered a serious development partner. With the development of SADPA, South Africa is taking steps towards becoming this serious player. Furthermore, the country is increasingly focusing on and engaging in South-South and multilateral cooperation.

South-South cooperation mechanisms can be very important because they provide critical short- and longer-term assistance to the government and society as a whole in the aftermath of conflict (United Nations 2011b).

While South Africa has engaged in supporting countries coming out of conflict, its direct and indirect engagements in strengthening capacities in the aftermath of conflict are still widely undocumented. The UN states that capacities from the Global South are insufficiently documented and disseminated (United Nations 2011a). This report attempted to address this gap by providing a general overview of South Africa's civilian capacities architecture which has been employed to aid post-conflict countries in transition. It has also examined South Africa's motivations with regard to building up the capacities of civilians and deploying them, and the steps that the country is taking to strengthen this work.

Despite South Africa's progress, there is still a need for more engagement and increased coordination of actions to enhance the quality of support provided. Several actors within South Africa have the potential to play important roles in coordinating efforts, understanding South Africa's comparative advantages and, ultimately, providing a more systematic approach to the development of civilian capacities in post-conflict countries. In order to do so, it is important to continually reflect on South Africa's various roles and identify ways to improve them. Several organisations – governmental and non-governmental – have initiated similar processes. Increasingly there is a body of knowledge being created in the country which supports the creation of common understanding of challenges and opportunities to provide more meaningful contributions to post-conflict countries. It is hoped that this report does contribute to this process, as it is only through understanding what South Africa has to offer that the country can continue to play a leading role in Africa.

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Annex 1: Actors involved in civilian capacities in South Africa

This section is an extension of the recommendations outlined in this report. It provides details of the available skills and expertise which the Government of South Africa can draw upon when undertaking civilian capacity work. It aims to highlight the range of African actors involved in civilian capacity efforts – looking at both government and CSOs working on safety and security and economic revitalisation. Each section is sub-divided by government departments, civil society and public enterprise.

This outline is in no way an exhaustive list of all actors involved in civilian capacities work. It merely focuses on suggesting new actors whom the government can consider interacting with and does not rehash those already engaged in activities with the state. It must be noted here that this section provides a review of existing South African actors with the necessary expertise; it does not intend to cover all available skills in the country. The different sections aim to provide information on organisations and departments that the South African government can engage with in its quest to enhance the success of its civilian capacity engagements.

1. Safety and security

The significance of the actors outlined in this section was determined in terms of their relevance, engagement, or operation in one or more of the following functions:

- violence reduction at community level
- weapons' management
- security sector reform (SSR)
- border management and integration
- mine action
- protection of civilians
- counter-terrorism
- disarmament, demobilisation and reintegration (DDR)
- police and reform of other law enforcement agencies
- transnational organised crime.

1.1 Government departments

The departments relevant to the civilian capacity engagements of South Africa, and which the government should engage with more are DIRCO; the Civilian Secretariat for Police; Department of Women, Children and People with Disabilities (DWCPD); DoD; the South African National Defence Force (SANDF) and SAPS. Other notable actors in civil society and public enterprises include the Private Security Industry Regulatory Authority (PSIRA), Mechem, the Armaments Corporation of South Africa (ARMSCOR) and Denel.

1.1.1 Civilian Secretariat for Police

Establishment of the Civilian Secretariat for Police was based on provisions in the constitution mandating the body to provide effective and efficient civilian oversight of the police service. This secretariat is particularly relevant in meeting the needs of post-conflict societies in terms of institution building in the field of safety and security. Noting recent institutional reforms, however, it is evident that there are gaps in terms of capacity within the secretariat, and that any skills transfer – or capacity building and sharing – engagements with and in post-conflict states would gradually become stronger. Regardless, the secretariat remains a particularly interesting actor to engage with as it strengthens itself nationally. This is especially because actors like DIRCO draw on the reserve capacity of the secretariat to provide support and expertise in matters such as SSR in the department's engagements with countries emerging from conflict. Furthermore, the secretariat may play a more prominent role in the coming years in South Africa and could become a key actor with which civil society and government can engage in gathering information on civilian oversight of police services, and more importantly, for establishing how to build these capacities in post-conflict societies.

1.1.2 Department of Women, Children and People with Disabilities

Given that gender and gender-based violence are key issues requiring urgent redress in post-conflict societies, civilian expertise in this area must be identified and utilised in South Africa's international engagements. To this effect, the DWCPD has been identified as providing a suitable entry point for gauging current national capacity in the promotion and protection of the rights of women, children and people with disabilities. The DWCPD also actively engages in international networks and formal multilateral fora, in order to fulfil its core mandate. To this extent, the DWCPD could be assumed to possess a large repository of knowledge and information on, as well as considerable links to, local and international civilian capacity related to the management of gender-based violence, and, possibly, the management of these challenges in conflict and post-conflict societies.

1.1.3 Department of Defence

The DoD is a key national actor in terms of gauging capacity in substantive and mission-specific support functions required by South Africa in its engagements – specifically in the area of security. Noting the country's very high number of military personnel engaged in multilateral peace missions, relative to the police and civilian dimensions, the DoD is relevant to the civilian capacity agenda in terms of the country's need to better recognise the merits and complementary effects of prioritising multidimensionality in its engagements with post-conflict states. Furthermore, the DoD – in conjunction with DIRCO – is the primary South African actor consistently engaged in developing the APSA, with reference to the ASF and the associated development of the SADCBRIG as a regional 'building block' of the continental infrastructure.

1.1.4 South African Defence Force and South African Police Service

The SANDF is involved in key peacekeeping operations in Burundi, the Dafur region of Sudan and in the DRC. These interventions are in support of the UN mission in the DRC and the AU missions in Burundi and Darfur. The UN funds the DRC mission, but South Africa is primarily responsible for supporting the Burundi and Darfur missions. South Africa also assists the CAR with uniforms, logistics, and training for its military. The capacity of the SANDF to take on additional peacekeeping operations, however, is extremely limited. This is not due to funding constraints but rather to limitations relating to personnel.

The SAPS, which falls under the Department of Safety and Security, has contributed personnel and support to several African nations in which the SANDF has been involved. These operations are organised through the SAPS national operations headquarters in South Africa. Operations have included the deployment of observers in Darfur and election monitoring in the Comoros and DRC.

The Department of Public Service and Administration (DPSA) has provided technical (and limited financial) support to various public service reform processes in the DRC since 2005. These efforts include conducting a census of public servants, planning and managing human resources, and developing effective service delivery mechanisms. Additional projects include support to the DRC's anti-corruption initiatives, as well as assistance in establishing a national public administration training institute.

1.2 Civil society and public enterprise

1.2.1 Private Security Industry Regulatory Authority

Based on the nature of the authority's business and mandate – which is linked to a number of private security providers in South Africa – PSIRA was identified as a suitable national body with which the country's unfolding civilian capacity process would likely engage with in the future, particularly in the area of safety and security. Given that South Africa's private security industry is one of the largest in the world, this entity could possibly be linked to considerable pools of experts who can be called upon to work in post-conflict societies. Specifically, PSIRA has links to security personnel with expertise in manned guarding, the protection of assets in transit, physical security, alarm monitoring, armed response services and security consulting.

PSIRA's mandate is derived from the Private Security Industry Regulatory Act 56 of 2001 which outlines its primary objective as being that of regulating the private security industry and exercising effective control over the practice of security service providers in the public and national interest, and in the interest of the private security industry itself. Furthermore, as explained in the Act, PSIRA is tasked with promoting a legitimate private security industry which acts in accordance with the principles of the constitution and other applicable laws – whilst promoting an industry characterised by professionalism, transparency, accountability, equity and accessibility (Republic of South Africa 2002).

For these reasons, it can be assumed that PSIRA would be linked to capacity, not only in terms of the provision of security, but also with regard to overall private security management and monitoring practices. This could effectively result in a large pool of experts who can be deployed to support post-conflict societies in safety and security institution building.

1.2.2 Mechem

Mechem (Pty) Ltd is a company which falls under the umbrella of the Denel group and is a key South African actor which has been actively involved in post-conflict societies throughout the world. It is also arguably one of the world's leaders in demining technologies. Having operated in Afghanistan, Angola, Croatia, the DRC, Sudan and Taiwan – to name a few – Mechem has provided contraband detection and mine action services for many years (Denel 2007).

Established in the 1960s as a research and development facility for the Council for Scientific and Industrial Research, Mechem was incorporated into Denel in 1992 and, since 2007, is registered as a standalone private limited company (Mechem 2014). The company boasts a diverse portfolio of demining solutions and is also involved in stock-pile destruction, mine risk education, landmine victim assistance, and mine ban advocacy (Denel 2007). The operation has established itself internationally as a leader in the detection of contraband and explosives through the use of highly trained dogs and other systems – resulting in its accreditation by the UN.

Mechem subsequently presents itself as possessing a significant pool of specialised South African expertise which would likely be engaged by officials involved in the development and coordination of a country's civilian capacity agenda. Not only has the company been actively involved in post-conflict states for many years, it is also a world leader in the operations it undertakes, and has more or less already integrated itself well into broader international civilian capacity networks.

1.2.3 Armaments Corporation of South Africa

ARMSCOR is a South African statutory body which is responsible to the DoD for addressing the acquisition, maintenance and disposal needs of the department and other clients, such as the SAPS, in terms of defence material and related products and services. ARMSCOR's acquisition role can be understood in terms of four broad management categories: system acquisition, procurement, product systems and technology acquisition. The primary function of this body is to provide both cost-effective service to the SANDF in its execution of capital acquisition programmes and the logistical and maintenance support that the body needs (Armaments Corporation of South Africa 2014).

ARMSCOR, therefore, represents an additional – and possibly reserve – pool of specialised South African civilian expertise with whom bodies such as the DoD, DIRCO, SADPA and NOCPM can engage in order to coordinate and centralise the country's

civilian capacities *vis-à-vis* its engagements with post-conflict states. With links to more than 600 companies in South Africa's defence industry, ARMSCOR further presents itself as a critical focal point through which to engage key local security actors who are experts in SSR, DDR and weapons management for the benefit of countries emerging from conflict. This expertise would be particularly relevant in enhancing the capacity of the ASF in general, and the SADCBRIG in particular. This situation also pertains to the application of specialised capacities within Denel, as outlined below.

1.2.4 Denel

Since 1992, Denel has been a private company whose sole shareholder is the Government of South Africa. Overseen by a board of directors appointed by the minister of public enterprises, the company is South Africa's leading contractor and manufacturer of defence equipment. Denel is a key local actor and the leading manufacturer and supplier of defence equipment to the SANDF. This is also a result of Denel's taking a lead role in overhauling, upgrading, repairing and maintaining the SANDF's arsenal. Moreover, the company has expanded internationally and established itself as a reputable supplier of defence systems and consumables, sub-systems and components to its wide client base (Denel 2014).

In recent years, Denel has undergone significant corporate restructuring, in the process establishing several new independent companies in which it holds equity on behalf of the Government of South Africa. These include, among others, Denel Land Systems, Denel PMP, Mechem, Denel Dynamics and Denel Aerostructures. Apart from the Government of South Africa, a number of prominent multinationals also hold equity in the companies established by Denel, e.g. Saab of Sweden has a 20% holding in Denel's aerostructures business (Denel 2014).

Like ARMSCOR, Denel will likely emerge as a central actor with which DIRCO, the DoD and others will engage in order to better institutionalise the country's civilian capacity engagements in post-conflict states. Noting that Denel can draw from a high number of specialised civilian experts, it can be assumed that the company's future engagements with local coordinating actors will largely revolve around direct assistance and support of defence-related skills development and management.

2. Actors engaged in economic revitalisation

The actors outlined in this section were deemed to be significant with regard to their relevance and engagement in the following functions:

Employment generation

- cash for work
- emergency employment services
- short-cycle skills training
- building in-camp economies for internally displaced persons (IDPs)
- critical infrastructure for rehabilitation

Local economic recovery

- vocational training
- microfinance
- promotion of small and medium enterprises
- creation of green jobs
- commodity value-chain development
- community infrastructure rehabilitation
- private sector and industrial development support
- natural resources management.

2.1 Government departments

The government departments identified as being most relevant in South Africa's civilian capacities engagement, and with which the government should pledge to work with in the future are: the Department of Trade and Industry (DTI); Department of Economic Development; Departments of Basic and Higher Education; Department of Energy; and the Department of Mineral Resources. Other actors from civil society and independent national institutions include: the Development Bank of South Africa, the South African Institution of Civil Engineering (SAICE), Insight Strategies, and the Cooperative and Policy Alternative Center.

2.1.1 Department of Trade and Industry

The DTI is the South African government department responsible for the country's commercial and industrial policy. Through a number of subsidiary agencies, the DTI promotes economic development, black economic empowerment, the implementation of commercial law, and promotion and regulation of international trade and consumer protection. The department could therefore be considered a noteworthy player in terms of potential capacity (or links to external capacity pools which the DTI maintains) *vis-à-vis* the economic recovery needs of post-conflict societies. Specifically, the DTI has the potential to provide valuable insights into the promotion of small- and medium sized enterprises and support for private sector and industrial development.

Moreover, the DTI engages in considerable engagements internationally, as evidenced by the mandate and operations of its International Trade and Economic Development division, which is made up of two business units: International Trade Development and African Economic Development. These units work toward achieving the strategic goals of the division, namely to enhance South-South cooperation through trade and investment, improve multilateral and regional trade agreements, and expand market access for South Africa's exports. These aims fall under the greater objective of fostering African development through regional and continental integration and development and are aligned to the objectives of NEPAD (Department of Trade and Industry 2014).

2.1.2 Economic Development Department

The Economic Development Department (EDD) is a relatively new government department (formed in 2009) which was established to strengthen government capacity to implement its electoral mandate – particularly in relation to the transformation of the economy. Given this mandate, the EDD can be assumed to have considerable experience, knowledge of, and capacity in addressing concerns around employment creation and the structural concerns which hinder progress in this area. The EDD could further provide links to other national capacity pools in employment creation, given its ties with a number of other bodies, agencies and state-owned institutions like the Industrial Development Corporation (IDC),[1] South African Micro-Finance Apex Fund (SAMAF)[2] and Khula[3] – among others. These serve as key focal points when mapping South African capacities which can be applied to local economic recovery and employment generation in post-conflict societies.

2.1.3 Department of Energy

The Department of Energy has the responsibility to ensure the exploration, development, processing, utilisation and management of South Africa's mineral and energy resources (Department of Energy 2014). It can be assumed that due to the nature of the department's mandate and operations, it would engage in considerable international engagements – based on transnational agreements, laws and business practices pertaining to the management and development of oil, natural gas, renewable energy and nuclear resources. South Africa is generally considered a world leader in the creation and use of certain energy technologies (notably the indigenous coal-to-liquid processes developed by Sasol). The country has often emphasised this within the context of South-South cooperation. It can thus be assumed that the department would maintain links to capacity pools which can potentially be drawn upon to augment South Africa's engagements in post-conflict contexts internationally. Specifically, the Department of Energy presents itself as a key actor to engage with in gauging national capacity which can be applied to local economic recovery in post-conflict societies – especially in terms of the creation of green jobs and natural resource management.

2.1.4 Department of Mineral Resources

The Department of Mineral Resources is responsible for safeguarding a globally competitive and sustainable minerals and mining sector, with the ultimate aim of ensuring sustainable benefits for all South Africans engaged economic activities in this

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1   The IDC is a self-financing state-owned national development finance institution that provides financing to entrepreneurs and businesses engaged in competitive industries. See <http://www.economic.gov.za/about-us> [Accessed 17 June 2014].

2   SAMAF is a wholesale funding institution established in April 2006. It is a trading entity governed by the Public Finance Management Act of 1999. For more information. See <http://www.economic.gov.za/about-us> [Accessed 17 June 2014].

3   Khula is a state-owned DFI established in 1996 to facilitate access to finance for small, micro and medium enterprises – by providing finance, mentorship services and business premises. It is the government's DFI for small businesses. The organisation acts as a complementary financial institution that bridges financing gaps not addressed by commercial financial institutions. See <http://www.economic.gov.za/about-us> [Accessed 17 June 2014].

sector (Department of Mineral Resources 2014). Noting the country's rich history in mining, as well as its substantial technical expertise, it can be assumed that there would be considerable capacity within South Africa which can be employed in post-conflict development. The department would be an appropriate entry point to gauge this capacity and determine whether, and how, it can best be utilised. This would be useful in highlighting national capacity able to support South Africa's activities in natural resource management and development in post-conflict contexts.

2.2 Civil society and public enterprises

2.2.1 South African Institution of Civil Engineering

With regard to critical and community infrastructure rehabilitation necessary for economic revitalisation to ensure employment generation and local economic recovery in post-conflict societies, SAICE is an important body to consider engaging. SAICE represents the South African civil engineering professional community which plans, provides and maintains much of the country's infrastructure. The body provides professional development to its members through interactive networking; keeps its members abreast of important issues; offers support and input to government on legislation regarding the engineering profession; and also implements a variety of community outreach programmes (South African Institution of Civil Engineering 2014). SAICE could therefore be considered a good entry point in determining the scale and scope of civil engineering capacity in South Africa. This capacity has, and could be, harnessed to implement and support South Africa's international projects and recovery initiatives. SAICE and similar professional bodies are potential focal points which actors like DIRCO, NOCPM and others could increasingly engage with to assess the scale and scope of specialised South African civilian expertise in the field of economic recovery and revitalisation.

2.2.2 Development Bank of Southern Africa

The Development Bank of Southern Africa (DBSA) is a Development Finance Institution (DFI) which is wholly owned by the government and which focuses on large infrastructure projects in the public and private sectors. It is one of several DFIs in southern Africa. The main objectives of DBSA are the promotion of economic development and growth, human resource development, institutional capacity building, and supporting development projects in the region (Development Bank of South Africa 2014). DBSA plays multiple roles, including financier, advisor, partner, implementer and integrator – to mobilise finances and expertise for development projects. DBSA therefore presents itself as a key player which should work in tandem with actors such as SADPA and South Africa's vast civilian expertise in the (private) financial sector for the development of the civilian capacity agenda nationally. Specifically, DBSA could provide important expertise in the field of financing or advising on the building of in-camp economies for IDPs, micro financing schemes, private sector support and commodity value chain development.

2.2.3 Insight Strategies

Insight Strategies is a South African CSO, based in Johannesburg, which is involved in the establishment of businesses. The organisation provides training, research, monitoring, verification, implementation, audit and evaluation services in a variety of socio-economic development fields. The solutions offered by the organisation focus on helping its clients to build organisational and managerial competence, and improve governance, human resources and sustainability. The group has been operational for close to two decades, has worked extensively in Mozambique, Swaziland, Lesotho, Namibia, Zambia, Malawi and Nigeria, and maintains field offices in Pretoria, North West Province (South Africa) and Lesotho (Insight Strategies 2014). Insight Strategies, along with the Cooperative and Policy Alternative Center (COPAC) discussed below, represent the nature of some of the capacity which exists within South African CSOs, which has – and could potentially – contribute greatly to the local economic recovery needs of post-conflict states. Coordinating actors such as DIRCO would therefore do well to engage with these actors in order to assess the possibility of greater collaboration *vis-à-vis* the development of the civilian capacities agenda nationally.

2.2.4 Cooperative and Policy Alternative Center

COPAC is a CSO based in Johannesburg which focuses on building capacity amongst poor communities to achieve self-reliant, collectively-driven, sustainable and participatory development. As COPAC pursues its objectives, it works with progressive social movements, government departments, township communities, and partners with several NGOs (Cooperative and Policy Alternative Center 2014). COPAC is an important capacity development partner *vis-à-vis* sustainable cooperative frameworks in marginalised and underdeveloped communities. The centre could be engaged to determine whether its capacity has previously been applied in international post-conflict contexts, and how best this can be done to enhance local capacities in societies emerging from war. In particular, collaboration with COPAC should focus on gauging existing national capacities which could be utilised in community infrastructure rehabilitation, creation of green jobs and emergency employment services.

3. Actors engaged in inclusive political processes

The significance of the actors outlined in this section has been determined in terms of their engagement or operations in the following areas:

- Electoral justice
- Broad-based dialogue and power-sharing mechanisms
- Civil society and development
- Civil society interaction
- Public information and media
- Political party development

- Governance and access to information
- Parliament and executive-parliament interaction
- Constitutional processes
- Elections and electoral processes.

3.1 Government agencies

National actors particularly relevant to South Africa's civilian capacities engagement which the government should consider working with in the future include: the Government Communication and Information System (GCIS), IEC, Institute for Democracy in South Africa, and the Electoral Institute for Sustainable Democracy in Africa (EISA).

3.1.1 Government Communication and Information System

GCIS is a particularly notable actor in terms of understanding current national capacity in e-governance and access to information. GCIS sets and influences adherence to standards for effective government communication systems, drives coherent government messaging, and proactively communicates with the public about government policies, plans, programmes and achievements (Government Communication and Information System 2014). GCIS should therefore be paired up with the country's civilian capacity coordinating actors to determine whether the entity has had any previous international engagement with post-conflict societies. This would useful in gaining more detail on the services it renders locally, and determining whether there is existing reserve capacity in the field of e-governance which can be applied to South Africa's broader engagements with post-conflict societies. This would be useful in supporting the building of local capacities and promotion of inclusive political processes through e-governance and information technology initiatives.

3.1.2 Media Development and Diversity Agency

Under the executive authority of GCIS, the Media Development and Diversity Agency (MDDA) was established in terms of the MDDA Act of 2002, which provides for the establishment of an independent, statutory body, which is jointly funded by government, the media industry and other donors (Government Communication and Information System 2014). This agency is a potential pool of expertise in the areas of e-governance and communication, as it is focused on ensuring that historically disadvantaged communities and persons gain better access to the media. To these ends, the MDDA encourages ownership, control of and access to the media by disadvantaged communities; human resource development and capacity building in the media industry; as well as the channelling of resources to communities and small commercial media institutions. These functions are especially crucial to the development and strengthening of e-governance mechanisms in inclusive political processes in post-conflict societies. The experiences and inputs of this actor in terms of building the national civilian capacity agenda could be of immense benefit.

3.1.3 Independent Electoral Commission

The IEC is South Africa's independent body that manages elections from the level of the national assembly through to the provincial legislatures and municipal councils. The IEC is a permanent body established in Chapter 9 of the 1996 Constitution, to promote and safeguard democracy in South Africa. It is publicly funded and accountable to parliament – but is independent of government (Electoral Commission of South Africa 2014). Significantly, through engagements with post-conflict societies in Africa, the IEC has been actively involved in developing electoral systems, and in election monitoring in a number of African countries. These engagements came about because of bilateral efforts of the South African government, or formed part of multilateral peace processes.

In South Africa, the IEC has been credited with achieving the development of satellite-based wide-area networks to more than 526 locations across the country – thereby opening up direct communication channels to local authorities, including rural areas where telecommunication infrastructure was lacking. The IEC has shown considerable capacity in determining voting districts, by assessing information obtained from a number of relevant government agencies (e.g. Stats SA and the Department of Land Affairs). The IEC is responsible for all logistics related to the running of elections, including setting up voting stations in the most remote rural areas and coordinating the work of monitors who are specially trained to carry out election-related tasks.

The IEC fulfils its mandate, as outlined in the Electoral Commission Act, by promoting the necessary conditions needed for free and fair elections, encouraging voter education and declaring election results within seven days. The IEC has further fulfilled its mandate through the development of electoral technologies, review of electoral legislation, engaging in electoral research, registering political parties and voters, and adjudicating disputes related to elections and voting processes. The IEC, therefore, presents itself as a key focal point which should be engaged much more by coordinating actors at DIRCO, in order to utilise this specialised civilian expertise in the country's engagements with post-conflict states.

3.2 Civil society and public enterprise

3.2.1 African Centre for the Constructive Resolution of Disputes

ACCORD is a non-governmental conflict management organisation established in 1992 with the aim of contributing to the building of African capacities and skills through interventions in conflicts, training and research – in order to prevent, resolve, manage, and transform conflict in Africa. The institution has its roots in South Africa's transition to democracy, as well as momentum in the field of conflict management from the early 1990s. ACCORD's model is based on four pillars: interventions, education and training, research, and networking. The core of its work in the education and training sector is conflict management training. ACCORD also has programmes in peacekeeping, post-conflict reconstruction, peacebuilding and peacemaking across the continent – working in collaboration with the AU's Peace and Security Department (PSD) and

the UN's Department for Peacekeeping Operations (DPKO) and Peacebuilding Commission (PBC). ACCORD's research and knowledge generation initiatives seek to establish ACCORD as a positive and constructive learning institution that enhances policy, research and practice in the field of conflict management (African Centre for the Constructive Resolution of Disputes 2014).

ACCORD works at several levels in building civilian capacities throughout the continent. By contributing to mediation and conflict resolution processes, ACCORD has provided strong support in strengthening African mediation support capacities. The institution has also deployed its own staff to support mediation processes at local, national, sub-regional and continental levels. In addition, through the Peacebuilding Unit, ACCORD provides backing to initiatives concerned with developing local and national capacities for peacebuilding – focusing in particular on issues of coherence, coordination and national ownership. Those initiatives have been most notable in strengthening capacities in Burundi, the DRC, Liberia, South Sudan and Sudan. Through the Peacekeeping Unit, ACCORD has worked over the past 17 years to strengthen and develop civilian components of peacekeeping operations, through an integrated approach that includes training, policy support and research. It is currently developing initiatives for strengthening capacities of civil affairs officers in the UN Mission in South Sudan (UNMISS). ACCORD therefore presents itself as a key focal point which should be engaged much more thoroughly by coordinating actors at DIRCO, in order to utilise its specialised civilian expertise in the country's engagements with post-conflict states.

3.2.2 Open Society Initiative for Southern Africa

The Open Society Initiative of Southern Africa (OSISA) primarily focuses on deepening democracy, human rights and enhancing good governance by utilising several advocacy and capacity building tools. With 17 programmes, the organisation has dealt extensively with transitional states in terms of institution building and tackling corruption, often working in tandem with other international actors like the United Nations Children's Fund (UNICEF). In addition, a lot of work has been done in terms of implementing workshops and courses on public policy and inequality – with stress placed on balancing the theoretical and practical aspects of such issues. There has indeed been substantial interaction between coordinating actors in government *vis-à-vis* the application of staff and capacity at OSISA in order to better conduct its affairs in post-conflict states. The work of the organisation has often assumed a somewhat 'trickle-down' approach with regard to local capacity building, as training and workshops often serviced community representatives or people with some degree of power, who would in turn employ the lessons learned to transform their own communities and environments. OSISA has clear potential as a pool of expertise in capacity building that should be considered when coordinating initiatives.

3.2.3 Electoral Institute for Sustainable Democracy in Africa

EISA is a non-profit organisation established in 1996. Based in Johannesburg, the organisation has field offices in Kenya, Madagascar, Mali, Mozambique, Somalia and Zimbabwe. It focuses on the promotion of credible elections, citizen participation, and the strengthening of political institutions for sustainable democracy in Africa. The institute is actively involved in three broad programme areas: balloting and electoral services, governance institutions and processes, and elections and political processes (Electoral Institute for Sustainable Democracy in Africa 2014). For these reasons, EISA has the potential to be a good source of capacity for an assessment of South African capacity in post-conflict societies – with specific regard to the area of inclusive political processes.

In terms of capacity in balloting and electoral services, EISA draws on a panel of professional electoral experts and officials located across South Africa. The institute has over 15 years of cumulative experience in electoral services, and has serviced a variety of organisations and statutory bodies which include business, labour, government, tertiary institutions and political parties, to name a few. Moreover, EISA has been involved in monitoring and facilitating the establishment and operations of election-related networks within the SADC region, whilst offering substantial technical support to stakeholders. EISA is a significant actor with which to engage in order to map capacity pools within the country, and to gain better understanding of how to apply such capacities in post-conflict societies.

4. National focal points: Justice

The significance of the actors outlined in this section was determined in terms of their engagement or operations in the following functions:

Prisons and reform

- policy, planning and institutional reform
- physical and mental health in prisons
- gender in prisons

Judicial and legal system reform

- policy, planning and institutional reform
- constitution making
- criminal law and procedure
- informal justice, military justice, gender justice and sexual and gender-based violence

Transitional justice

- international criminal law and procedure
- commissions of inquiry
- reparations, victim advocacy and compensation systems
- traditional/informal justice.

4.1 Government departments

The government departments which are most relevant in South Africa's civilian capacities engagement with regard to justice, and which the government should pledge to work with in the future include the DCS and DoJCD. Other actors from CSOs include: the Law Society of South Africa (LSSA), LHR and the SAHRC.

4.1.1 Department of Correctional Services

DCS is the government department tasked with managing the country's prison system. The DCS should be considered when assessing national capacity regarding prison system reform. The department currently manages approximately 240 prisons across the country, including eight women-only prisons, 13 prisons for young offenders and a number of specialised high-security prisons for offenders serving life sentences and who are considered flight risks (Department of Correctional Services 2014a). The DCS houses considerable knowledge and capacity that would be useful in post-conflict reconstruction in the areas of gender, juvenile detention, and prison architecture, amongst other functions related to prison and corrections reform.

Importantly the DCS has been actively engaged in international matters and issues relating to regional cooperation in corrections and prisons reform. With regard to South Africa's former position as Chair of the SADC Organ on Politics, Defence and Security Cooperation, the DCS – through its branch dealing with matters affecting SADC – hosted the Strategic and Technical Working Group Meeting as well as the Public Security Sub-Committee meeting from 7–11 May 2012 (Department of Correctional Services 2014b).

The prisons sub-committee meeting hosted by the DCS put forward issues relating to the harmonisation of correctional services, the role of corrections and prisons in peace support operations, and the integrated management of an information system for SADC. Because of this, the DCS presents itself as key actor – perhaps even a possible focal point – in mapping national capacities in post-conflict societies. Further, due to its previous international engagements in terms of strategic and technical regional cooperation, the DCS is already well positioned and enmeshed into international networks.

4.1.2 Department of Justice and Constitutional Development

The DoJCD is South Africa's justice ministry. It provides administrative and financial support to the country's court system and judiciary. Oversees, the National Prosecuting Authority provides legal advice and representation to organs of the state, as well as facilitating legal reforms (Department of Justice and Constitutional Development 2014). The DoJCD can potentially be a notable national actor in terms of gauging national capacities for deployment to post-conflict societies – specifically in terms of judicial and legal system reform.

4.1.3 South African Human Rights Commission

The SAHRC is an independent national institution established in Chapter 9 of the 1996 South African Constitution. It draws its mandate from the constitution and South African Human Rights Commission Act 54 of 1994 and is composed of commissioners and a secretariat. The commissioners, who are appointed by parliament for seven-year terms, provide strategic leadership and policy (South African Human Rights Commission 2014).

The SAHRC monitors violations of human rights within South Africa and seeks redress for these. The body also plays a teaching role, featuring prominently in the South African legal and constitutional space. The SAHRC can therefore be seen as an actor which should be engaged with in order to determine where national capacities in this field currently exist, which structures draw on these capacities, and whether these capacities have been previously employed in the country's engagements with post-conflict societies.

4.2 Civil society and public enterprise

4.2.1 Law Society of South Africa

The LSSA is a body which represents the attorney's profession in the country. LSSA has six constituent members: the Black Lawyers Association, Cape Law Society, KwaZulu-Natal Law Society, Law Society of the Free State, Law Society of the Northern Provinces, and the National Association of Democratic Lawyers. It is comprised of approximately 20 000 attorneys and 5 000 candidate attorneys – as of August 2010 (Law Society of South Africa. 2014). LSSA therefore presents itself as an ideal entry-point to gauge national capacity in the field of law and justice. Moreover, engagement with the society could provide valuable insights into whether South Africa currently possesses sufficient capacity reserves in the key areas of law and justice which are necessary for the country's success in its engagements in post-conflict societies.

Apart from this, LSSA further plays an active role in a number of international organisations, including the SADC Lawyers Association, the International Bar Association, the Commonwealth Lawyers Association, and the International Association of Democratic Lawyers. LSSA therefore maintains considerable links within international networks and subsequent wider capacity pools.

4.2.2 Lawyers for Human Rights

LHR is a non-governmental, non-profit organisation with a long history of human rights activism and public interest litigation throughout South Africa. The organisation strives not only to be a leading advocate of human rights in the country, but also internationally – with specific focus on Africa. The organisation:

> … uses the law as a positive instrument for change and to deepen the democratisation of South African society. To this end, it provides free legal

services to vulnerable, marginalised and indigent individuals and communities, both non-national and South African, who are victims of unlawful infringements of their Constitutional rights (Lawyers for Human Rights 2014).

LHR has worked on a wide array of legal issues – ranging from child rights to land reform – and maintains a presence in six offices across South Africa. LHR presents itself as an actor which must be considered in an assessment of South African civilian capacities which could be applied to the country's engagements in post-conflict societies. Specifically, LHR could be viewed as a potential entry point to gauge national capacities which could be applied to resolving issues surrounding transitional justice, as well as access to justice in societies recently emerging from conflict.

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