USIP - Holistic Approaches to Capacity Building Project

Capacity Building Scenarios

Background

The fifth activity in Phase I of the Holistic Capacity Building Project is to identify cases—capacity building scenarios—that illustrate how U.S. and Partner Nation capacity building capabilities can be employed holistically to realize a sustainable improvement in a supported nation’s capacity. On June 12, 2015, the USIP project team hosted an interagency working group to gather feedback from potential U.S. and Partner Nation end users regarding the types of capacity building scenarios that would best reflect the training needs of their personnel and prove most relevant in terms of potential capacity building missions. These scenarios will be incorporated in a holistic capacity building guidebook to provide context to practitioners responsible for mission planning and implementation. The scenarios will also serve as key foundational building blocks for the holistic capacity building curriculum which will be developed and piloted in the final phase of the project.

Based on the end user consultations, the USIP project team proposes four distinct capacity building scenarios to cover a continuum of threats most likely be encountered in future capacity building missions. The continuum includes, at one end of the spectrum, a scenario featuring a context with little meaningful or sustained violence and some measure of capacity but where there are either important capacity gaps or identified capacity building needs. The three additional scenarios reflect progressively less permissive capacity building environments and greater supported nation capacity building gaps and needs. The continuum of threats and supported nation contexts are illustrated schematically in the diagram below.

Framework

Each of the proposed scenarios will be used to define the priorities and constraints of potential holistic capacity building missions, the capacity building needs of the supported nation, and the types of capacities which the U.S. and Partner Nations will use to address those needs. To meet the goals of the proposed handbook, and to support the learning objectives of the pilot curriculum, each scenario will also demonstrate how to identify the key gaps that need to be addressed. These gaps will also be incorporated in a decision making matrix to be included in the handbook. Users will have both a set of guidelines for decision making and scenarios that demonstrate how the matrix can be applied in context. In both the future handbook and curriculum, these scenarios will be employed to provide guidance for fulfilling mission requirements.

In developing the scenarios, USIP has identified some key assumptions to ensure that they can be useful to practitioners and end users. These include the following:

- There is already Supported Nation buy in for any proposed capacity building initiative. This is a critical assumption because the Handbook is meant to be a guide and resource for U.S. and Partner Nation personnel to coordinate, plan, and implement holistic capacity building. None of these efforts will be possible if Supported Nation agreement is absent. Each scenario will include guidelines for how to build and strengthen local ownership of
any capacity building efforts, but the initial high-level political buy in is assumed for the purpose of each scenario.

- All 5 Partner Nations see the benefits of a holistic approach and seek opportunities to consolidate capabilities.

### Map of the proposed scenarios

<table>
<thead>
<tr>
<th>Continuum of Threats:</th>
<th>Capacity Building for Conflict Prevention</th>
<th>Capacity Building for Short and Long Term Crisis Response</th>
<th>Capacity Building for Good Governance</th>
<th>Capacity Building for Atrocities Prevention and Humanitarian Crisis</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Possible Supported Nation with little service delivery, weak government structure and capacity, and heightened citizen grievances</td>
<td>Possible Supported Nation with little service delivery, and weak government structure and capacity to respond to an epidemic or natural disaster</td>
<td>Possible Supported Nation facing challenge of authoritarian transition, organized crime, terrorism or violent extremism, with legitimacy of government challenged</td>
<td>Possible Supported Nation with seriously weak or absent government structures and capacity facing mass atrocities, ongoing conflict or war, and/or violent extremism</td>
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</tbody>
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### Capacity Building Activities and Sectors:*

- Rule of Law
- Justice Sector
- Media and Communication
- Security
- Health
- Education
- Economy
- Security
- Governance Institutions
- Rule of law
- Justice Sector
- Family Services
- Media and Communication
- Infrastructure
- Health
- Education
- Security
- Rule of law
- Justice Sector,
- Economy
- Infrastructure
- Media and Communication
- Governance Institutions
- Health

### Examples:

- Jordan, Morocco, Peru, Lebanon, the Philippines
- Nepal, Liberia, Sierra Leone, Guinea
- Iraq, Mali, Nigeria, Tunisia
- Syria, Yemen, Libya, Somalia

*Dependent upon specific scenario, prioritization of threats, and sector to be supported.*
Summary of the four scenarios

1. **Capacity Building for Conflict Prevention**

This scenario features an environment in which there is a Supported Nation with limited ability to provide basic services to its citizens. Government structure and capacity is weak or features critical gaps, and citizens’ grievances against the government are increasing. This scenario focuses on how to build the capacity of institutions, organizations, and individuals in order to address at risk environments to either meet potential and emerging threats or to address the grievances that could lead to the development of threats. The goal of holistic capacity building in this scenario will be to assist the supported nation in better meeting the needs of its populations—particularly marginalized communities—and to bolster its legitimacy by promoting both effective and inclusive governance. The principal capacity building activities will likely focus on the security sector, rule of law, education, healthcare, economic development, civil society with a focus on media and religious leaders, and new infrastructure to address threats and reduce the risk of violence.

2. **Capacity Building for Short and Long Term Crisis Response**

This scenario features either one state or a group of states in a region impacted by an epidemic. The affected governments of the Supported Nations can provide only limited services and their legitimacy is challenged by their struggle to respond to a health emergency. This scenario features Supported Nations that have both immediate needs—responding to urgent health and humanitarian crises which will likely require international relief—as well as longer term capacity building challenges to help the Supported Nations create the human and institutional infrastructure to contend with the longer term ramifications of the crisis (housing, hospitals, social services, orphans) and to prevent its reoccurrence. The principle capacity building activities include local infrastructure development, regional infrastructure, healthcare, emergency response, media/communication and the economy, as well as the security sector and rule of law. This scenario could be easily adapted to incorporate a single country or region after a natural disaster as there are similar crisis response capacity building needs.

3. **Capacity Building for Good Governance**

This scenario features a Supported Nation faced with the challenge of transition from an authoritarian regime to a democratic system of service to the population or facing serious threats from organized crime, terrorism, and violent extremism that are undermining the legitimacy of government authority. These threats may also limit the development of legitimate government institutions and a governance structure as the trust between government and public erodes. Although the challenges are principally in the internal security sector, there are also significant justice sector challenges and gaps in civil society capacity for inclusive political processes. The principal capacity building activities include the security sector, rule of law, education, healthcare, economic development, media and religious institutions as well as other civil society organizations, and infrastructure development.
4. Capacity Building for Atrocities Prevention and Humanitarian Crisis

This scenario features a Supported Nation facing serious internal and external threats, such as persistent violence, atrocities, and violent extremism. There is also the presence of various armed non-state actors, serious cross border threats, and the likely exploitation of the state’s territory for training, armories, and safe havens. Government institutions, where they exist, barely function, and government authority is largely absent. There is rampant corruption, little to no social services, and the institutions of public safety have either disappeared, withdrawn from the streets, or been coopted by various private or illegal interests. Given these significant challenges, this scenario will enable USIP to highlight the critical holistic capacity building needs of the fragile state environment from the initial planning stage to the execution of longer term institution building with the goal of creating sufficient and sustainable capacity for the government to meet the basic needs of its population. The principal capacity building activities will include the security sector, rule of law, education, healthcare, the economy, media/communication, and infrastructure.