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NOTE

From :	Committee for Civilian Aspects of Crisis Management
To:	Political and Security Committee
Subject :	Enhancing civilian crisis management pre-deployment training

In view of the PSC meeting on 15 December 2009, Delegations will find attached a document on enhancing civilian crisis management pre-deployment training, as finalized at the CivCom meeting on 16 November 2009.

The PSC is invited to agree on the document and endorse recommendations contained therein.

Enhancing civilian crisis management pre-deployment training

I. Introduction

1. From 2003 to 2009, there has been a clear upward trend in civilian ESDP missions, resulting in almost twenty ESDP missions launched in that period with close to ten missions being simultaneously deployed in 2009. These ESDP missions currently rely on more than 2000 civilian personnel from Member States (which should be rotated on a regular basis) to fulfil their mandate and achieve results on the ground. Against this background, there is a clear need for a sufficient number of personnel to be deployed in new missions or for rotations and for this personnel to be well-trained.

2. A great deal of progress has been made in pre-deployment training with some Member States offering a variety of national training courses that are open to other Member States. However, the delivery of pre-deployment training in civilian crisis management across Member States is uneven in three ways - firstly in whether it is being delivered as mandated, secondly in the categories of personnel to which it is provided and thirdly in whether it has followed the agreed curricula¹.

3. After six years of civilian ESDP operational activity the state of affairs concerning the pre-deployment training for civilian personnel is clearly far from ideal. As the high quality of performance expected from the ESDP mission personnel is greatly facilitated by appropriate training, the way pre-deployment training is or is not delivered impacts directly on the civilian ESDP missions and on the effectiveness of the ESDP as a whole.

II. Scope of the paper

4. A system of civilian crisis management pre-deployment training should ideally aim at:
- ensuring that every Member State can dispose of civilian personnel to be deployed to civilian ESDP missions that have received a training based on curricula with minimum-defined standards;

¹ As specified in the doc. 16849/06 'CivCom advice on the Report from the training workshop "Future training needs for personnel in civilian crisis management operations" held in Brussels on 19-20 October 2006 (doc. 14798/06), endorsed by the PSC on 19 December 2006.

- enhancing the link between operational needs of civilian ESDP missions and training activities;
- co-ordinating the pre-deployment training delivered by the Member States;
- improving the overall link between training, recruitment and deployment.

5. In the above mentioned context, this paper focuses on pre-deployment training delivered by Member States, mainly at operational and tactical level. It deals primarily with mission-specific training, while acknowledging the established principles on generic non-mission specific civilian crisis management training.

6. The paper builds on the previous discussions on this topic held in the appropriate Council working bodies between 2008-2009², lessons identified from current and past civilian ESDP missions and findings/experience/achievements of the EC Project on Training for Civilian Aspects of Crisis Management (2003-2009).

III. Aim/Purpose of the paper

7. The aim of the paper is to analyse the current situation in civilian crisis management pre-deployment training for civilian ESDP missions, as it has evolved over the 2003-2009 period. Upon identifying the main problems and challenges, it strives to chart a possible way forward in enhancing the system of civilian crisis management pre-deployment training, including proposals for improving the system as well as steps needed for the implementation thereof.

8. The overall purpose of this process is to help establishing an enhanced system whereby pre-deployment training is provided on a regular and predictable basis to the trainees (future personnel of international/ESDP/EU civilian crisis management operations) from all 27 Member States, with a possibility to engage Third states participation to the training, following harmonised curricula with minimum-defined standards.

² Including a debate based on non-paper prepared for informal CivCom held in February 2009 in Prague.

IV. Analysis of the situation

IV.A. Main actors and principles

9. Member States have the primary responsibility to train personnel seconded to civilian ESDP missions (generic or pre-deployment training)- generally through national, bilateral or multilateral arrangements. Complementary activities at the EU level help in harmonising the content of the training as well as in fostering EU training standards.

10. The content of the civilian crisis management pre-deployment training was agreed by Member States in December 2006 in doc. 16849/06³, but it was applied so far according to different national rules and practices and with uneven results.

11. Financing to date has come primarily from Member States' national budgets, but it has been also complemented by EC funds to a certain extent - in the past through the EIDHR and more recently through the Instrument for Stability (IfS) support for the 'EC Project on Training for Civilian Aspects of Crisis Management'.

12. In the case of pre-deployment training, a good link between training activities and deployment ("return on investment") is ensured by the very fact that trainees are already selected for a concrete position in a specific civilian ESDP mission.

13. Member States are currently encouraged, wherever possible, to organise pre-deployment training courses based on a multinational, multi-category basis ("strength in diversity") and to open their courses to participants from other EU Member States, as well as from participating Third States.

14. It has been recommended to make use of existing ESDP missions, their personnel and training officers in pre-deployment training, especially for training courses carried out for rotations. This would improve the vital link between training and operational needs as well as lessons from the field. It could be one of the measures to address challenges created by the rotation of a large number of personnel, e.g. EULEX Kosovo.

³ See footnote 1, the content of required civilian crisis management training is described in detail in Annexes I and II of doc. 16849/06.

IV.B. Challenges and problems

15. Despite what was said above, a number of Member States still face time and financial constraints to conduct systematic pre-deployment training. This problem is even more acute in cases where only a small number of selected personnel coming from a Member State should be trained for deployment to a particular ESDP mission. Further disparities exist in the training delivered to different categories of civilian personnel. In the majority of Member States, police forces are usually better placed, as they normally have access to the national police training infrastructure and can benefit from an established framework of training especially aimed at international deployment. Furthermore, Member States currently provide only limited information to the GSC and ESDP Missions on the content of pre-deployment training courses, which leads to duplication between pre-deployment and in-mission training for some staff, or on the performance of the trainees.

16. Better utilization of the training facilities currently available in a number of Member States, coupled with EU certification of both training providers and training courses as a part of an enhanced EU-wide civilian crisis management training system has been proposed in the past as a way forward to accommodate the most acute training needs of EU civilian crisis management, but has not fully materialised yet. Moreover, until recently, information-sharing on available training opportunities was usually limited and not timely, resulting in a limited reaching of the different categories of selected civilian personnel. The ‘Schoolmaster’ application⁴ was developed by the GSC for use by all Member States and training providers, aiming to provide systematic help in this area.

17. Calls for Contribution (CfC), which are issued at regular intervals to recruit seconded staff for civilian ESDP missions, are currently under review by the GSC under the ‘Guiding lines’ process. This process may increase the predictability of the types, numbers and times of training courses which are needed, thus also helping the planning of civilian crisis management training courses provided by Member States. Today, a rather short timespan between confirmation of personnel being selected and the expected actual deployment acts as an impediment for delivery of a well-planned pre-deployment training. While the CfC system may become more predictable, a degree of uncertainty on numbers, types and timing of required training courses will continue to exist.

⁴ <https://esdp.consilium.europa.eu>

18. At present, programming of civilian crisis management pre-deployment training activities exists in some Member States, but none that is coordinated across the EU (either formally or even informally) as of yet (except for CRT training in the recent years, which was financed through EC Project on Training for Civilian Aspects of Crisis Management).

V. Possible ways forward

19. As described above, the current situation is far from satisfactory. Civilian crisis management training needs to be strengthened in order to better meet the operational needs of ESDP missions as well as the current ambitions of the EU and its Member States. An improved system of civilian crisis management pre-deployment training should be based on, inter alia, a voluntary lead by Member States and also on relevant past experience of cooperative training efforts in this area as supported by the 'EC Project on Training for Civilian Aspects of Crisis Management '. Relevant UN models of curricula and training delivery should also be a source of inspiration.

20. It is suggested that an improved system should be based on better utilisation of existing training facilities in Member States, as suggested above, and reflect the following principles to be taken into account in further work:

Ensuring a sustainable system that offers predictable training opportunities for civilian personnel about to be deployed to international civilian crisis management operations (primarily under the ESDP, but also other EU, UN and OSCE operational activities);

Utilising existing national training actors and facilities, as well as where appropriate existing courses, while encouraging their further improvement and development;

Sharing in a timely and systematic manner, as appropriate, the information on available training activities/opportunities as well as exchanging information on their content among Member States, EU institutions and ESDP missions, while utilizing newly developed tools (such as the 'Schoolmaster' application);

Basic programming of key pre-deployment training activities open to and for the benefit of all 27 Member States, EU institutions as well as Third states participating in ESDP missions, to the extent possible under national legislation.

Harmonising the objectives for training and identifying major gaps with a view to establishing minimum-defined standards curricula. Evaluation of effectiveness would remain an essential part of the process. This could be done based on a full training needs analysis, current curricula, based on existing EU documents as well as on results of EC-funded projects in this area - to be revised on a regular basis, reflecting operational needs, lessons identified and best practices;

Ensuring coherence between, and avoiding duplication of, pre-deployment training and in-mission training, including through clearer guidelines on respective content;

Member States would continue to meet their responsibility in ensuring the training activities of their personnel;

Where needed, funding for mission-specific pre-deployment training could be financed from respective mission budget, to be decided on a case-by-case basis;

The European Commission is examining the possibility to provide further complementary EC financial support on a medium-term basis for targeted training activities, in accordance with applicable EC financial regulations. The European Commission is in the process of reviewing the needs with a view to proposing a way ahead in the framework of the 2010 Annual Action Programme for the IfS Peacebuilding Partnership (PbP);

Establishing a link and seeking synergies with the EU-level training institutions such as the ESDC, taking also into account the envisaged strengthening of the role of the ESDC in providing support to the management of training in the field of civilian crisis management, and CEPOL, and to other training actions such as CRT Training, EUPFT (currently EC IfS co-financed project) and proposed training for the SSR Pool of Experts, thus improving also the link between strategic, operational and tactical training;

Joint training with International Organisations (such as the UN and the OSCE) may help in using existing relevant models and training materials, as well as achieving interoperability;

Modalities for certification of training⁵ will be further examined and pursued in cooperation between the Council Secretariat, the European Commission and Member States, informed by best practices from the UN or other relevant frameworks, including under the EC Project on training for civilian aspects of crisis management.

⁵ As referred to in doc. 16849/06 (see footnote 1).

VI. Next steps

21. The following steps would advance the proposals on the way forward in the near future:

- An initial basic survey of existing national civilian crisis management training actors, training opportunities/courses and overall training capacities (through the ESDC, Delegations and other appropriate methods) will be conducted;
- The potential training capacity of these national training actors for EU civilian crisis management pre-deployment training courses, as well as for CRT or other similar courses will be established;
- A target timeframe will be agreed for national training actors to be associated with an enhanced civilian crisis management training system. A common programme of training courses could be considered following agreement on essential elements. This would be open to all EU Member States the EU institutions as well as international organizations - such as the UN and the OSCE - as appropriate;
- A steering mechanism involving Member States, the Council Secretariat and the European Commission will be created to provide strategic guidance, supervision of training content and a link to the ESDP operational needs.⁶

VII. References

1. Draft EU Training Concept in ESDP (doc. 11970/04);
2. Future training needs for personnel in civilian crisis management operations (doc. 10825/06);
3. CivCom advice on the Report from the training workshop "Future training needs for personnel in civilian crisis management operations" held in Brussels on 19-20 October 2006 (doc. 14798/06) (doc. 16849/06);
4. Draft analysis of training needs and requirements relevant to ESDP - Review 2008 (doc. 12366/08);
5. Draft Comprehensive Annual Report on ESDP and ESDP-related Training (CART) 2009 (doc. 9280/09);
6. CivCom advice on the Draft Comprehensive Annual Report on ESDP and ESDP-related Training (CART) 2009 (doc. 9866/09);
7. Food for thought paper on civilian pre-deployment training, prepared for February 2009 informal CivCom held in Prague.

⁶ As set out in doc. 10825/06 'Future training needs for personnel in civilian crisis management operations'.