

## Training architecture(s) under review: An avenue for bolstering EU-UN Partnership on training for peace operations?

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The UN is in the process of undertaking a systematic review of existing peacekeeping training systems with the Global Peacekeeping Training Architecture Project, while the EU is revisiting its 2003 CSDP Training Policy. These revisions, coinciding with the deadline of the 2012 *Plan of Action to Enhance EU CSDP Support to UN Peacekeeping*, build a strategic framework to renew and bolster cooperation between the two organizations on training for peace operations. This policy brief highlights areas of possible future synchronization as a follow-up to the *Plan of Action*.

### Reshaping training for peace operations

The nature of peace operations is increasingly evolving as operations are tasked to carry out a diversified array of activities. The multidimensional mandates of the majority of current operations entail greater investment in 'quality' human resources, i.e. an enhanced need to ensure that deployed staff is adequately equipped with the necessary knowledge, skills and attitudes to perform assigned duties. In addition, the growing involvement of other actors besides the UN requires coordinated efforts for ensuring understanding and a compatibility of approaches to work between the organizations.

The UN is embarking on a thorough review of existing training systems and practices within the *Global Peacekeeping Training Architecture Project*. The EU is also revising its 'dated' CSDP training policy and concept to bring them more in line with present needs and challenges. This process of ongoing revisions that coincides with the elapse of the lifespan of the *Plan of Action to Enhance EU CSDP Support to UN Peacekeeping*,

adopted by the Council of the EU in June 2012, entails a necessary and strategic review to enable renewed and strengthened coordination between the two organizations on training.

### A UN Global Training Architecture

The General Assembly established the foundation of the current *Global Peacekeeping Training Architecture* through Resolution 49/37 of 1995 by designating specific responsibilities to both Member States and the UN Secretariat on training.

Through the *UN Global Peacekeeping Training Architecture Project*, the UN's Integrated Training Service is striving to undertake a comprehensive review of the existing training systems and practices for leveraging the various international training capacities, capabilities, tools and resources in a more coordinated and coherent way. The aim is to strengthen the implementation of pre-deployment and in-mission training and foster harmonized training standards and methodologies for increasing integration, interoperability and effective mission mandate implementation.

The Project's underlying rationale is to develop a system that strengthens and validates training of personnel and organizations and leads to enhanced mission capability and interoperability. Such a system would be founded on a 'flexible umbrella framework of key partnerships' based on enhanced training relationships between the UN and the principal stakeholders.

## The (new) EU Training Policy

The *EU Training Policy*<sup>1</sup>, adopted in November 2003, sought to "set out the guiding principles and responsibilities of *EU Training Policy in ESDP* encompassing both civilian and military dimensions." The policy aimed to establish an overarching framework for training initiatives by developing an EU training dimension – which would rely on and complement training delivered by national authorities – and 'by establishing links and strengthening synergies between the different training initiatives at EU level.' An *EU Training Concept*<sup>2</sup> in *ESDP* was also adopted in 2004 to provide the necessary measures and procedures for implementing the policy itself.

Work is in progress for a new *Training EU Framework Policy in CSDP* to replace the old policy and concept by combining the key aspects of both into a holistic policy for training in CSDP. This revision process – which also envisages a process for developing common curricula and a certification system (standardization) – aims to enhance co-operation and coordination of various civilian and military training providers and is meant to foster avenues for their input and involvement.

## Challenges in training

The 2012–2013 DPKO/DFS<sup>3</sup> *Global Peacekeeping Training Needs Assessment* identified some of the challenges facing the current *Global Peacekeeping Architecture*. The most prominent relate to the participation rate in pre-deployment training, which is still far from universal, even though it is mandatory for newly recruited civilian staff (and for those who have not been deployed during the past three years), as it is for all uniformed personnel. Moreover, not all Member States' conduct it using the *UN Standardized Training Modules*.

The Annual 2013 *CSDP Lessons Report* highlights similar problems, stressing that "Member States and the EEAS should ensure that all contracted and seconded CSDP mission staff receive a common foundation of pre-deployment training."

Both the 2012–2013 *Training Needs Assessment* and the CSDP 2013 *Lessons Report* consider training to be a strategic investment that enables military, police and civilian staff to effectively implement increasingly multifaceted mandates, and they stress how standardized training for all mission staff can greatly enhance mission effectiveness and coherence.

### Challenges for Training Measures

- **Lack of coherence in actions and approaches** of various stakeholders, in particular as it relates to training standards;
- **Absence of strict links between training and recruitment/deployment;**
- **Not all training needs are dealt with and addressed** in UN training materials;
- **Proliferation of education and training initiatives** by Member States and/or training centers;
- **Lack of appreciation for the implications of training** for peace operations;
- **Absence of systematized mechanisms for training quality assurance (certification).**

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## Looking beyond the 2012 Plan of Action

A window of opportunity exists for the UN and the EU to renew their cooperation in the area of training and to jointly address common challenges: the ongoing reviews will create momentum for developing a mutual vision that fosters and strengthens mechanisms for pooling and sharing training efforts, capacities and expertise.

The *Plan of Action* establishes modalities and timetables for implementing the actions agreed upon in November 2011 to bolster EU CSDP support to UN operations. Among these actions

<sup>1</sup> Council of the European Union, *Draft EU Training Policy in ESDP*, 14176/2/03 Rev.2, 7 November 2003, par. 8.

<sup>2</sup> Council of the European Union, *Draft EU Training Concept in ESDP*, 11970/04, 30 August 2004.

<sup>3</sup> Department of Peacekeeping Operations/Department of Field Support

is the development of technical arrangements on cooperation in training and exercises (F.4).

In the area of developing and implementing training standards, cooperation ranges from the integration and use of UN training standards in the development of EU courses, curricula and guidelines (e.g. Security Sector Reform and Monitoring Mentoring and Advising) to sharing EU-developed standards based on UN experiences and practices (e.g. training modules on gender, human rights and child protection). The EU also contributed to the elaboration of the *UN Guidance Framework for International Police Peacekeeping*. In the area of training delivery, courses have been opened up to UN staff both as participants, resource persons and observers (in particular within ENTRI, EUPST and ESDC). *Goalkeeper* is available for the UN as a database of available courses, and access will soon be granted for uploading information on UN training courses.

#### Action F.4: Establish Technical Arrangements with DPKO/DFS on Cooperation in Training

- Development and delivery of training
- Opening Goalkeeper-Schoolmaster to the UN
- Minimum training standards for FPU
- Common pre-deployment training standards for EU and UN police
- Training modules and mentorship to Police Contributing Countries
- Training modules and mentorship to Troop Contributing Countries
- Participation in exercises observer and player

Source: Plan of Action

The F.4 ‘technical arrangements’ constituted key areas where cooperation was sought and needed. To overcome common challenges in training, however, EU-UN partnership in this area would need to go beyond ‘technical arrangements’ and also focus on issues critical for widening the pool of personnel trained through compatible standards at recognized quality levels. This entails a jointly reinforced training agenda based on key strategic pillars: a harmonized approach to training, training recognition systems and avenues to ensure a strong linkage between training and actual deployment.

## Training standards: towards harmonization and compatibility?

Common training standards among organizations enhance compatible approaches towards the development and management of knowledge and skills that improve the work of peace operations.

A more explicit and renewed partnership in this area should be fostered by:

**a** *Strengthening coordination efforts through a standardized approach by cooperating on the planning, implementation, evaluation and harmonization of training.*

The EU and its Member States are more and more engaged in the support of crisis management activities of non-EU institutions (e.g. training-related initiatives for the ASF, dispatch of EU-led training missions with a strong training and mentoring component, more and more interconnected deployments). Cooperation in the harmonization of training standards would bring about enhanced effectiveness in terms of cost and capacity. To this end, cooperation should be strengthened in particular in three focus areas: pre-deployment training, specialization and in-mission training. In the latter areas the EU, with training centers in its Member States, could form a strategic training hub for niche capacities. Here synergistic coordination is needed, in particular as it relates to civilian personnel. Future concepts on pre-deployment training need to be jointly designed in order to ascertain whether “common/compatible modules” can be conducted together, taking advantage of the UN training hub for Civilian Pre-deployment Training being at the United Nations Logistics Base (UNLB) in Brindisi, Italy.

**b** *Encouraging more integration for reducing unnecessary duplication of efforts in training standards development.*

An inventory of existing training materials (encompassing the UN, EU and other regional organizations) should be compiled. At the EU level the possibility of integrating training materials into the *Schoolmaster/Goalkeeper* platform should be explored as a means of fostering the harmonization of training standards by facilitating access to available tools and materials.

## Training recognition

The EU and the UN face the common challenge presented by the lack of systematized mechanisms for training recognition. In light of the transversal nature of international deployments, with personnel rotating between organizations, countries and missions, the establishment of a 'compatible' system of training certification would enable a comprehensive approach to building expertise for international missions deployed by both the UN and the EU.

This would allow contributing member states to rely on a group of well-trained personnel who will have attended certified training courses that comply with agreed standards and criteria. This is an area where the two organizations could collaborate more closely by taking the following two steps:

*Agreeing on the establishment of compatible training recognition system and criteria* that optimally build upon the current UN training recognition policy and on existing good practices at regional level.

Already in 2000, the *Brahimi* report highlighted the pressing need for UN personnel to be optimally trained to face the increasingly complex tasks expected of them. The report also recommended that units that do not meet minimum standards of training and equipment should not be deployed. Certified courses based on common training standards would need to be linked to the recruitment/deployment process. The EU and the UN should:

*Jointly explore avenues to ensure a strong link between certified courses based on common training standards and the deployment/recruitment process.* This is an important basis to develop capacities for the rapid deployment of qualified personnel for specific mission tasks.

In an effort to achieve economies of scale, the EU and the UN should focus more on joint efforts to

capitalize human resources with the right skills, to mobilize capacities and to invest in multilateral training – in particular for core sectors and niche areas. This is the time to do so: ongoing revisions of respective training systems are coming at a time when aspects of future cooperation need to be re-negotiated.

### Ongoing regional efforts for training curricula standardization and certification

The European Police College (CEPOL) delivers standardized training through its partner academies of involved Member States.

The European Security and Defense College has developed some 25 specialized course curricula. After having been piloted, curricula are adopted in the Executive Academic Board, which consists of senior members of ESDC member institutions.

Europe's New Training Initiative for Civilian Crisis Management (ENTRi) has developed training modules for 13 courses and developed a system that provides certification to those training courses in the field of civilian crisis management for which the project has developed standardized curricula.

In terms of EU-UN cooperation, the EU has so far followed more of a responsive than a proactive approach to UN requests. The reluctance of EU Member States to contribute 'in substance' to UN operations has had great influence on the extent of cooperation in this area. Nonetheless, collaboration on training issues has so far been meaningful, even if training has often been seen more as a 'technical' aspect than a political element.

Now is the right time to enhance training cooperation at the 'strategic level,' by tackling the harmonization of training standards and establishing effective quality assurance mechanisms that also enable a virtuous circle between training and actual deployment.

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